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A MODEL PLAN FOR POLICE AGENCIES FACING  
MAJOR COMMUNITY DEVELOPMENT BY THE YEAR 2000

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by

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

JULY 1991

Order Number

12-0245

**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).**

## INTRODUCTION

A background for the Future.

## FUTURE STUDY

What impact will major community development have on law enforcement by the year 2000?

## STRATEGIC MANAGEMENT

A model plan is developed using the impact of a Disney amusement park being built in Long Beach California.

## TRANSITION MANAGEMENT

Managing a transition team agency in a city with high crime to a community with successful tourism and an effective police force.

## CONCLUSION, RECOMMENDATION AND FUTURE IMPLICATIONS

Innovation and efficiency to master declining public resources.

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Executive Summary

The goal of this paper is to develop a model strategy for a police department in a community about to experience major development. The strategic plan focuses on the necessary resources required to handle police problems brought to the community by a development project. Law enforcement's dilemma is the realization that the workload will increase creating demands for more personnel and equipment long before new revenues are realized for their purchase.

Issue

What impact will a theme attraction development have on a police agency by the year 2000? The sub-issues are:

1. What impact will the development have on the police department's authorized strength?
2. Will the citizen's satisfaction with police service change?

Future Study

A seven member panel was formed to examine the issue and sub-issues using a nominal group technique. This technique is a way of achieving agreement on an answer to a single, usually complex question by a process that alternates private work and open discussion. A rank order of the most important trends and events was developed that are likely to

impact the issue. The panel analyzed each trend and event and then conducted a cross-impact analysis of events and trends, forecasting the maximum impact of each event on the remaining events and trends. The two strongest actor events were directly related to the level of police efficiency - violent crime increasing and gang warfare. Policies were then developed to managing the organization toward the "Desired and Attainable" future scenario.

Structured but informal interviews were conducted at agencies that have recently been impacted by some form of major community development. The purpose was to gain additional insight into issues and sub-issues, check the accuracy of the future's study system and determine if the policies written were relevant.

#### Strategic Plan

A strategic plan involves drafting a mission statement specific to redevelopment and future plans of the community. This mission statement is supplemental to any existing organization mission statement.

Alternative strategies were developed based on an identified need to increase the number of law enforcement officers in the community in order to establish a strong expectation of safety in the area undergoing development. These strategies involved a wide range of tactics from accelerated hiring methods to contracting outside with either the local Sheriff's Department or a collateral employment pool. A supplemental strategy of creating a strong Reserve Police Corps was developed because of trends identified during analysis of the organization and the environment. The alternative strategies are applicable under favorable economics but trends are toward more restrictive spending.

#### Transition Management

The implementation plan will combine accelerated hiring, contracting with the Sheriff to police a portion of the City and aggressively recruit reserve officers. Negotiating acceptance of this strategy requires identifying stake-holders and forecasting their positions on the plan. Achieving transition requires a plan and involving people who can execute the plan. This should be kept to a small manageable group called critical mass: City Manager, Police Chief, Police Union President, Local Newspaper, and Chamber of Commerce. Strategies were selected to change attitudes and enhance success of the transition plan.

#### Conclusion

Law enforcements job is to provide safety to the community. Development will bring additional work for police. Preparation for the inevitable is key to success. A contemporary formula based on workload forecast the number of officers needed. Maintaining staffing levels by contracting out for Sheriffs and supplementing with reserve officers will maintain safety until revenues arrive.

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## INTRODUCTION

### Environment

Land development projects in California communities often have the lure of the goose with the golden egg. The current economic recession has affected cities nationwide. Civic leaders are challenged to find new revenues to finance growing budgets. Increasing taxes or creating new bond issues does not bring much public support. Trimming costs by examining the efficiency of City departments is a positive method until it impacts the level of service to the community. Citizens will not willingly accept a reduced level of service. Developing low tax producing land into shopping centers, hotels, housing tracts or amusement parks at first glance seems to have many advantages: users provide new revenue and the development improves the appearance of the community.

The small city of San Marcos was recently selected as the site for the 20th campus of California State University which will cost the state over \$600 million to build over the next 20 years (Orange County Register, 1990). Adelanto, population 10,000 is trying to attract developers to build a super airport which would bring desperately needed jobs and economic development (Los Angeles Times, 1990).

There is a price tag and many of the "due dates" come long before any of the revenue is earned. Creating a strategic plan for a law enforcement agency facing major community development by the year 2000 is a proactive method of preparing for the inevitable. In order to effectively plan for such events law enforcement needs to identify strategic goals and potential future problems.

This paper will accomplish the task by exploring what impact the creation of a major theme attraction park will have on a police department. What steps should be taken to prepare by the year 2000?

Disney has proposed building such a park in the City of Long Beach. This proposed park will take an estimated ten years to complete and open. Other development projects will follow suit but open earlier, creating new demands on the police. This paper will identify systems and processes likely to be used by police departments facing similar problems by the year 2000. By employing futures research technology: literature scanning, nominal group technique, brainstorming technique, cross impact analysis of trends of events, interviews and creating possible future scenarios; credible solution evolve from an intelligent system. Scientific inquiry is accomplished by making observations and interpreting the observations (Babbie, 1986).

#### Background

The City of Long Beach is a coastal community in Southern California which recently celebrated its centennial anniversary. In that time span it has gone through marked period of development. The ocean front, movie industry and the U.S. Navy have been major influences. The police department, of course, was always a reflection of the City's evolution.

The City is moving into a new era. Major redevelopment is occurring as a result of long term plans. The goal is to revitalize and attract new businesses and residents to downtown. Downtown has always been the central location for activity. City Government, banks, entertainment and stores make up downtown. The downtown area is nowhere near the geographic center of the City. It is in the lower left

hand corner of the 50 square mile area. The attraction of 100 years ago was the same as it is now. Downtown is at the ocean's edge. Redevelopment is again being sold as a method to do something due to its close proximity of the ocean, its cool breezes and beautiful view.

The City was considered a resort area in the early 1900's. The Pacific Electric Company built a commuter rail from Los Angeles to Long Beach which multiplied the number of visitors attracted to the beach. The Pike fun zone and downtown Main Street both grew in response. The Navy helped establish the identity of the Port of Long Beach in addition to bringing service men to town to spend their money. The first fifty years of growth was all up hill. Downtown had it all, the fun zone was a major Southern California attraction. Theatres, restaurants and hotels attracted tourists. The downtown shopping area was second only to a much larger downtown Los Angeles. Oil was discovered in Long Beach and surrounding areas and added further to the success story. Industry and large numbers of new employees moved to the City. World War II prompted Douglas Aircraft Company development and growth, becoming the largest employer in the city. More work and workers created a hungry market for housing. The sleepy little beach town was rapidly becoming a major city.

By the later 1950's the City had grown to 350,000 residents (Press Telegram, 1988). This placed Long Beach as one of the cities within the top forty in the United States. The police department developed in response to the needs of the City and available technology. The first vehicle used for transporting drunks was a wheelbarrow. There was a special detail of beat officers assigned to patrol the fun zone and another to walk downtown. The forerunner to SWAT was a Shotgun Squad that focused on armed and dangerous suspects during the prohibition era.

The department grew proportionate to the population. By 1930 it had evolved through several methods of transporting officers: horses, bicycles, motorcycles, cars and fixed wing air patrol (Press Telegram, 1988). There was always enough money to hire more police and buy additional equipment.

The 1960's brought harder times. First indicator of this trend was a State decision against the City concerning taxation of oil revenues. The City was forced to share with the state the huge off-shore oil revenue previously accumulated and was placed on a plan of diminishing access to oil revenue tax. This reduced revenue slowed community development and improvement to existing infrastructure facilities.

Shopping malls came next. The Lakewood Mall built in the 1950's created good competition with existing downtown department stores. The Cerritos Mall and Costa Mesa's South Coast Plaza Mall were overpowering. Customers, attracted to the new malls, stopped coming and decay set in. Lastly, the Navy cut back to a skeleton crew and relocated to San Diego. The net effect was loss of a strong tax base for budget revenue. The City made efforts to revitalize the downtown area in the late 1960's and early 1970's. Purchase of the Queen Mary and construction of a Downtown Mall are examples. Neither has been very successful in re-energizing the attractiveness of the downtown area.

The City has adopted an aggressive redevelopment plan. Many of the elements have already been accomplished and provide a strong foundation for other phases.

A downtown marina and park area was created to bring together the attraction of the Queen Mary, the Convention Center and downtown hotels. The marina boat slips filled up quickly. Surrounding specialty shops

have shared the success.

The City's redevelopment plan is encouraging other businesses to invest and reap the benefits. A new trend is taking place. The greater Los Angeles World Trade Center is 1/4 completed. The first of four 33 story business towers is completed. This is an indicator of future ties with Pacific rim business. The World Trade Center is strategically close to the Long Beach Harbor, major freeway and downtown. Large hotels have gone up overnight in anticipation of new tourism and business conventions. The plan is to re-establish downtown to an 18 hours community (Press Telegram, 1989). To do that, future development will include restaurants, night clubs and theatres. An integral part of this is low and moderate cost housing.

The Pike Fun Zone that served as popular attraction from 1906 into the 1960's died in the early 1980's. Disneyland, Knotts Berry Farm and Magic Mountain were too much competition. The 13 acres of land is now a proposed site of the largest development ever in the City. The project will take a dozen years and cost one billion dollars. It will include eleven buildings up to 30 stories high with parking for nearly 6000 cars. The style will be similar to the east coast cluster of tall buildings and will serve about 8000 workers plus 2000 residents.

Many other projects are in the negotiation stages. The attraction to Long Beach is again growing. Business and tourism are returning. Easy access to the City is planned for all: there are four major freeways, a new rail system connecting the City with Los Angeles, and a substantial airport.

## FUTURES STUDY

### Phase I - Issue Identification

Long Beach has always been overshadowed by its neighbor to the north; Los Angeles. No matter how valiant the effort, the shadow seems to suppress the recognition. As an example, the Long Beach Port is smaller, but more productive and still gets lumped in with the Los Angeles Harbor. Other efforts to be recognized as an "International City" like the old City logo stated, have fallen far short. Tourist attractions, like the Queen Mary and Spruce Goose, achieved only mediocrity. In recent years there has been massive redevelopment to the downtown area by the sea; new businesses, high rise building and hotels 33 stories tall.

This massive redevelopment effort will pose challenges to the developers, to the city fathers, and to the police department. The question of what impact such a massive development would have on a police agency lead to the structure of the study question of this paper.

#### ISSUE

What impact will a theme attraction development have on a police agency by the year 2000? Through the use of a relevance tree, developed by the author, two sub-issues were developed.

1. What impact will the development have on the department's authorized strength? Can it continue to provide adequate service with the same strength or is growth essential?
2. Will the citizens' satisfaction with police service change? The citizenry will expand from current residents to include the new businesses and tourist. The

perception of safety will impact the market place and may change the demands on police.

## Phase II - Nominal Group Technique

Understanding the issue of large scale development's impact upon a police agency will bring insight into the process of creating a strategic planning model for those law enforcement agencies faced with major community development. The model plan will identify strategies likely to be used in the year 2000. This is both a current and futures problem, however the desired outcome of the process is to identify future strategies.

The Nominal Group Technique (NGT) process was employed to study the issues. NGT is a small-group technique for achieving agreement on an answer to a single, usually complex, question by a process that alternates private work and open discussion. The seven member panel (Appendix P) and facilitator took over five hours to work through the steps of the system.

The panel identified a rank order of trends and events most likely to have an impact upon the issue and sub-issues. Discussion yielded clear cut definitions of each for easy understanding. The list was extracted from total of 27 trends and 23 events identified as possible (Appendix O).

The group then identified the nine most important trends and events likely to impact the issue. Each member's list was anonymous. The votes were tallied producing a final ranking. Trends and events were then screened, retaining those for which a long range forecast would be

valuable. A second criterion was used for final selection of trends and events. Each must be subject to impact from police department policy. A final list of five trends and five events was selected.

#### TRENDS IN RANK ORDER

1. Level of Vehicle Traffic: With the increased downtown redevelopment and the addition of the project, vehicle traffic will change. Current roads and freeways handle present conditions adequately.
2. Level of Tourism: Newly developed hotels seem to identify trends for the future.
3. Impact on Infrastructure: New businesses, hotels, traffic strains and other developments may cause impact.
4. Budget Changes with Revenue: Promise of new business coming to the City through the Harbor, customers and employees from the downtown area and the potential for dramatic change in tourism should alter the revenue. Changing needs and new revenues will cause different budget goals to be produced.
5. Redefinition of Police Service: Demands on the police department change with its customers. As a city changes from a largely residential and business community to major tourist destination, so will the demands on police service.

#### EVENTS IN RANK ORDER

1. Violent Crimes Increase 75% Over Previous Year: Cities nationwide have experienced increases as high as 25% and tolerated the event. An increase of this magnitude would cast



serious doubts on the efficiency of the police. Tourists would have a poor perception of safety.

2. Major Hazardous Materials Disaster in the Harbor: The proposed Disney Development is designated to be a water theme attraction in the Long Beach Harbor area. The potential for such a disaster would impact customer attraction to the park.
3. Gang Warfare: The community has tolerated some gang fights and other gang related crimes at an increasing level. A major gang war between the many different cultural based gangs in the city would impact the attraction of customers and their perception of safety.
4. Disney Annual Report Shows Losses: The name Disney is currently synonymous with success and profit. Tourist attractions in Long Beach have only achieved mediocre success. The possibility of Disney experiencing a major financial loss would seriously impact the city's investment as well as the success of surrounding businesses.
5. Corruption Scandal in City Government: A major scandal involving the ethics and integrity of city officials would impact the likelihood that Disney would seek to affiliate with the City of Long Beach. Such a scandal would also impact other developers' interests.

### Phase III - Trends and Events Evaluation

The panel gauged what each trend and event was five years ago and

forecasted what it "will be" and "should be" five and ten years from now. The high, low and median scores are reported and graphed for interpretation. Only median scores of "should be" forecasts are reported. The median responses proved to be the most reasonable forecast in all areas. Often there was a wide range between high and low votes which would distort an average, the median guarded against extremes in expertise, skepticism and enthusiasm. This is clearly seen when most panel member's votes are close while one member's vote is much higher or lower. (Trend graphs located in Appendix E-I).

#### TREND EVALUATION (Appendix A)

1. Level of Vehicle Traffic: The panel recognized that traffic has doubled over the past five years and felt that in the next five years it would escalate to five times what it is now. Ten years from now it will increase another 25%. The "should be" forecast was substantially less based on the assumption that the traffic arteries will be developed to handle the growing problem.
2. Level of Tourism: Tourism, like traffic, has doubled over the past five years and will quadruple in the next five years. Disney's management of the Queen Mary has had positive impact. Ten years from now it will increase seven times today's standard. The wide range between high and low votes reflects degrees of optimism and skepticism of success of Disney or any tourism.

3. Impact of Infrastructure: Impact over the past five years have been a small 10%, but dramatically increases through the next ten years. Massive redevelopment tied into existing old systems was the rationale for the forecasts. Range between high and low forecast were reasonable indicating a common belief that there will be a major impact if there is not new investment on infrastructure.
4. Budget Changes with Revenue: There has been very little change in revenue or budget spending over the past five years. The promise of new revenue indicates that the budget will more than double every five years. Even the "should be" forecast indicates a much larger growth of revenue in the future, nearly doubling in ten years.
5. Redefinition of Police Service: The level of this trend has doubled over the past five years and will double again each five years until the year 2000. Change will be the only constant for law enforcement in this city. Outside forces will demand the pursuit of efficiency and professionalism.

#### EVENT EVALUATION (Appendix B)

Review of the evaluations of the events showed three correlations: four of the five had a strong probability of occurring within the next two years; all of the events would have a negative impact on the issue and sub-issue; and event four will

probably not occur for ten years. The panel was concerned that there were no positives but was unable to resolve the problem. The lengthy time projection on event four is based on the estimated date of project completion. This event was also the only one that did not show at least a 50% probability - at least an equal chance to happen or not happen.

Appendix B reflects the median scores tabulated from the panel's votes. Each event is also graphed to reflect probability of occurrence and time in years; high, low and median forecasts. Within each probability graph is a gage depicting the degree of positive or negative impact of the event on the issue.

#### Phase IV - Cross Impact (Appendix C)

The panel then performed a Cross-Impact Analysis of the events and trends. They were asked "What if each event actually occurred? What would be the maximum impact?" They reported the percentage of change to the forecasted probability of occurrence of each event. Trend levels were raised or lowered as a result of maximum event impact. The median scores are recorded in Table 5.

This process identifies the "Actors" and "Reactors" of the events and helped visualize a rank order for each. The two strongest "Actor" events were directly related to the level of the police department's efficiency - Crime and Gangs. Law enforcement is again reminded how important the perception of a safe environment is to cultivating successful business and tourism. The third strongest "Actor" was a possible Corruption Scandal within city government. The strength of

this "Actor" is related to the nature of the proposed business venture. Impacts would be far less severe when the focus is legalized gambling or some professional sports that have a history of organized crime infiltration. The impact of corruption in Atlantic City has had less effect than a corruption scandal in Long Beach would have on a Disney Development. On the contrary, all parties involved boost of high standards of conduct. Much of the responsibility for the success of the Disney project lies with the city and the police department.

Trends were impacted strongest by a potential Hazardous Materials disaster. The strength of the impact was nearly twice that of any other "Actor." This event is probably the most unlikely to occur. Experience shows us that when such events occur, the effects are most disastrous and shorter term. On first examination, this event seems to be as likely and as controllable as a major earthquake. The panel eliminated earthquake as an event because it was not policy relevant. Policy will not affect the probability of an earthquake. The likelihood of a hazardous materials disaster, however, can be affected by city and harbor policies.

**BASIC CROSS-IMPACT EVALUATION MATRIX**

IMPACTING EVENT	IMPACTED EVENT						IMPACTED TRENDS				
	CRIME	HAZ MAT	GANG	DISNEY	CORRUPT	TRAFFIC	TOURISM	INFRA STRUCT	BUDGET	POLICE SEPV.	IMPACT
VIOLENT CRIME INCREASES 75% OVER PREVIOUS YEAR	X	0	75	50	20	15	50	10	25	50	8
MAJOR HAZARD MATERIAL DISASTER IN HARBOR	0	X	0	100	0	70	75	75	50	15	6
GANG WARFARE	75	0	X	25	25	10	25	0	25	50	7
DISNEY ANNUAL REPORT SHOWS LOSSES	0	0	0	X	50	10	10	10	50	40	6
CORRUPTION SCANDAL IN CITY GOVERNMENT	25	0	25	45	X	0	10	50	50	40	7
EVENT AND TREND REACTORS (IMPACTS OR "HITS")	2	0	2	4	3	X	5	4	5	5	

\* PANEL MEDIANS = 7

## Phase V - Scenarios

Scenarios are fictional narratives seemingly written by an historian looking back over forecasted trends and events as if they had actually occurred. Their intent is to clarify the causes and consequences of major developments in order to identify and evaluate relevant actions or policies.

The following scenarios are provided as an experiment, looking at the events and trends through the Exploratory (Play Out). Normative (Desired and Attainable) and Hypothetical (What If) modes. Each was written with a view of the future based on the direction of a few trends (Driving Force).

### Scenario - Exploratory Mode

I remember in 1990 that for the first time everyone seemed to recognize that we needed more police in Long Beach. The department had remained about 650 sworn officers from the mid 1960's. In 1990 the city was going through another growth spurt; seems like crime was too. Anyway, all of the talk about more police was just that, talk. A ballot issue failed and everyone figured that this meant the citizens were not willing to pay for more. The police would just have to be more efficient with their resources.

The redevelopment has been completed now for a few years. Disney opened last year. It is doing okay, but not nearly as well as was expected. The Port of Long Beach is now number one in the nation. The completion of the World Trade Center may have helped our reputation. Maybe it's the fact that imports and exports are products and not people. Perception of safety doesn't matter as much in that business as it does in tourism.

It's the turn of the century and L.B.P.D. still only has 700 police officers working a city with a population of 650,000. There are plenty of jobs available at Douglas Aircraft, Disney and the Port. The successes blended with the police department's inability to control the gangs and crime has created demographic pockets. We've had to prioritize; downtown gets strong enforcement, middle and upper class areas next and last are the areas already lost to crime infestation.

Did you see the headlines yesterday? L.B.P.D. CHIEF FIRED. It's the old face saving tactic of getting rid of the coach instead of improving the team. This all kind of reminds me of the old movie SOILENT GREEN. There is clear cut prosperity and failure. We now estimate that the department needs 500 more officers to protect the city properly.

The paper published the F.B.I. crime statistics last week: LONG BEACH WORST IN STATE. This just doesn't blend with the Disney image. I'll bet that within a year we'll see a headline: CRIPS KILL MICKEY.

#### Scenario - Normative Mode

I am still amazed that my two best decisions took place when I was only 21; whom to marry and where to work. I knew a lot more about her than about the City of Long Beach. Both relationships grew stronger with time. Things at the police department really improved with leaps and bounds about ten years ago.

A bond issue passed allowing the hiring of 75 additional officers. The signal was that the city wasn't going to put up with

crime anymore. They also realized that high quality is important and you have to pay extra for quality. Ten years ago we got a good contract, four years later we got a great one. Salaries are now among the highest in the state. The lines are long to get on and you never see anyone leave to hire on somewhere else. They can't afford to. We've grown from 650 sworn in 1990 to 1100 today.

What changed the city's priorities? Downtown has grown like you can't believe. Business and tourism have brought new money to the city. Tourism is so strong that two years ago the Long Beach Airport was forced to start accepting some international flights. All of the development has caused property value to go up. There are few slums, and none are anywhere close to downtown.

This seems to have moved a lot of everyday crime problems away from the tourist traps. These new investors, Disney included, demanded efficient police service. They figure they should get what they pay for.

The success of the city also brought attention to our success in the police department. A direct reflection of this is the popularity of a course we offer at the Academy; Image and Professionalism. For the past two years the course has had capacity enrollment of top police executives from throughout the nation.

#### Scenario - Hypothetical Mode

Five years ago the city went to hell in a hand basket. Ten years ago (1990) there was a bright glow of hope with redevelopment and Disney.



The turning point was the arrest of two councilmen and a city auditor by the F.B.I. on bribery related charges. They had short circuited several steps for favored developers in return for large pay-offs. As luck would have it, one of the developments was a chemical import plant in the harbor. Within two years this new plant had a major accident involving chlorine. It created a cloud over the city for two days. The harbor waters were polluted, killing all of the Disney underwater landscape and wildlife. This all just two years before they were targeted to open.

Disney has always done well where ever they are based but it is going to be a real test in Long Beach. I'm not confident that the people will risk coming to town in order to see "Disney Seas." Crime was up 75% in 1995 over 1994. Gangs were so prevalent that a major war over city turf was routine in the regional parks. The headlines read LONGOS BATTLE CRIPS - 15 DEAD. The city needs Disney to be successful in order to generate revenue to bail us out. I wish we could have helped make a better climate for it.

#### Phase VI - Policy Development/Normative Mode

Policies are created to achieve a goal. They should help bring about a desired future or help to mitigate an undesired future. The following policies were developed by the 7 member nominal group panel to achieve the desired future as seen in the Normative Mode scenario. Criteria was established for final selection of the most realistic policies:

1. Policy must be acceptable to the community.
2. Policy must be cost effective and manageable.

Policy Statement

1. The city will re-evaluate yearly the personnel strength required and maintain that strength within a 5% margin based on a contemporary formula.
2. The police department is committed to organizing and supporting a strong neighborhood and business watch in order to enhance safety and provide information systems.
3. The police department supports a strong police reserve program to augment the number of regular police as established in the city contract.
4. Corruption free maintenance is achieved throughout city government with a comprehensive plan involving a high volume of audits, controls, education and training.
5. Involvement with other state and federal agencies is mandatory in order to control outside criminal influences and provide members of this community enhanced rewards of increased enforcement as well asset seizure.
6. The number one goal of the police department is elimination of narcotic related crime and gangs. There will be not tolerance for either through a maximum enforcement effort.

Based on earlier state criteria, policies #1 (Staffing) and #6 (Anti-drug and gang enforcement) must be eliminated.

Policy #1 forces the city to lock into maintenance of personnel strength. Management must be allowed options for controlling the budget, especially the largest portion - personnel costs. This policy could not be accepted.

Policy #6 identified two criminal focuses that are not everyone's priority. Businesses are more concerned about removal of unsightly homeless and bothersome panhandlers. The middle class is concerned about car thefts and residential burglaries. The community expects a broader approach to the crime problem.

The remaining three policies bring positive impacts to many of the forecasted trends and events. They are acceptable to the community manageable and cost effective. Policy #2 (Neighborhood/Business Watch) is a proven cost efficient method of combating increasing crime (Event #1). Community involvement also is deterrent to gang activity (Event #3). This tactic increases law enforcements efficiency while the budget improves with the advent of new revenues (Trend #4).

Policy #3 (Reserve Police) is a cost efficient measure on the quality of law enforcement pending budget enhancements (Trend #4). The policy also provides more tools for dealing with the redefinition of police service described in Trend #5.

Policy #4 (Corruption Free Govt.) institutes preventative measures to insure that city government maintains an image equal to Disney (Event #5). The quality and image of government also has an impact on tourism (Trend #2).

Policy #5 (Involvement with other Agencies) improves our ability to prevent increases in crime and gang incidents (Events #1 and 3).

Phase VII - Interviews

The decision was made to conduct structured but informal telephonic interviews at agencies that have recently been impacted by some form of major community development. The purpose was to gain more insight into the issue and sub-issues under study, check the accuracy of the futures study systems and determine if the policies developed were relevant.

Informed personnel from each of the agencies were asked the following questions:

1. Does your agency have a staffing formula? If so, is it based of officers per 1000 population, calls for service or the budget?
2. Has community development affected your crime rate?
3. Has community development had an impact on your department? Was it positive or negative? Was there any effect on salaries or recruiting?
4. What impact did the development have on surrounding communities?
5. Was there a transition plan during construction or were your decisions reactive as problems arrived?

Edmonton Police Department Alberta Canada:

The City of Edmonton is the capital of Alberta and is the largest city by area in Canada (400 sq.mi.). The 1088 police officers serve a population of 605,000. This is the location of the West Edmonton Mall; the worlds largest shopping center which was completed in 1986 and took five years to build. Tourist and shoppers are attracted to the 800 shops, amusement park, theatres and hotel (Encyclopedia Americana, 1991) (Discovering Alberta, 1991).

1. There is no staffing formula; however, a combination of deployment needs officers per 1000 population and budget are considered.
2. The city is divided into four areas, each containing several districts. The district containing the mall now is the busiest, several times busier for police than any other district. The department resisted stationing officers in the mall but now has assigned a sergeant and four police officers.
3. The mall was built in three stages over the five year period. The first two stages the department handled it like any other mall. Its eventual size, extended hours (open to 2a.m.), and amusement park make it a haven for juvenile and shoplifters. It has not benefited the department positively, only creating more work.
4. There does not appear to be any impact on surrounding communities other than some increase in traffic.
5. There was no transition plan. The department works with mall

security to accomplish enforcement tasks. It was handled like any other mall until the last phase made it the worlds largest.

Riverside County Sheriff's Department California

There has been a population boom in Riverside County over the past five years. The lure of substantially less expensive housing has attracted new home buyers into moving 50 miles southwest of Los Angeles. Brand new homes, larger and modern, sell 30% or more less than the average home in Los Angeles or Orange County has caused work commute times of ninety minutes.

1. The Sheriff's Department recently gained County Board of Supervisor's approval to maintain a staffing level proportionate to population. Three years ago the level was .89 officers per 1000 population. The Sheriff sought 1.5 but the final five year agreement was 1.2 officers per 1000 population. Recent budget problems have caused further cut backs to 1.0 per 1000.
2. The development has affected the crime rate in the area due to the shear increase in population. It is believed that there are more victims now not criminals.
3. The development has had a positive impact on the department insofar as it has created growth and a healthy recruiting pool. In 1989 the department gained 48 officers and 28 more the following year. Many officers from other agencies that

were attracted to the area by housing prices, soon tire of the commute and lateral to the Sheriff's Department.

4. Slow growth has set in due to a surplus of houses. Many communities had no economic support plan other than houses and shopping centers. New interest in incorporation brings the threat of lost contracts for Sheriff's service.
5. There was no transition plan during the growth spurt in fact the area was growing so fast the department had very little time for planning because of being overwhelmed by the daily problems.

#### Pigeon Forge Police Department Tennessee

This small town is home to 3000 residents and the now famous "Dollywood" owned by entertainer Dolly Parton. The town is the gateway to the Smokey Mountain National Park which is the most visited park in the nation. Millions of tourists pass through the town yearly enroute to the park. An amusement park has been there for several years but only within the last four years has received national attention because of the famous owner.

1. Staffing now is a result of a study done four years ago that indicated the level should be based on an equivalent of 50,000 due to tourism, not the true 3000 residents. Prior to the construction of Dollywood there were 6 officers and now there are 37.
2. Development has affected the crime rate although the rate is

low when compared to the number of tourist. There are far more car thefts and shoplifting incidents than before. The number of drug related arrests is also up. Professional criminals are frequently found to be responsible for reported crimes.

3. The impact on the police department has been the increased work, largely traffic related, and growing pains. The new revenue provide for more officers and a new larger location for the department. They used to be the lowest paid but salaries and equipment have both improved.
4. Neighboring communities are developing motels and shopping centers to capture some of the tourist money on the way to Dollywood.
5. There was no transition plan for the department to handle the impact of the amusement park. The Chief now has a five year plan including budget justification for more officers.

#### Orange County Sheriff's Orlando Florida

Disney World and EPCOT Center are located within the jurisdiction of the Sheriff's Department, not the Orlando Police Department. The county is 840 square miles and has a population of 682,487, although 436,874 live in the area policed by the Sheriff's (Encyclopedia Americana, 1991) (Pan American Holiday, Florida 1991).

1. The department uses a staffing formula based on the number of calls handled yearly by each field officer. In order to reach



the negotiated and reduced figure, the country anticipated growth and projected number of officers needed over a five year period.

1. This plan was first sold to the public and eventually it was partially funded by developers. A county impact fee pays for uniforms and equipment while taxes pay for salaries.
2. The Disney development has affected the crime rate. Although the number of incidents have increased the rate has stayed proportionate to the population.
3. The development brought about improved salaries for the department and growth. In 1971 there were only 185 sworn officers; now there are 835 sworn and 383 civilians. They are now paid more than Orlando police for the first time.
4. Surrounding communities do suffer from the impact if they don't plan. Crime and traffic went up creating more demands. Most are developing services for the tourist and Disney workers in order to capture revenue.
5. There was no transition plan for the Sheriff's office when Disney opened in the early 1970's. The department now has a Planning Office and is responsible for being the first agency to have a staffing formula based on calls for service and impact fee funding for equipment.

#### Atlantic City Police - New Jersey

A 1976 referendum approved by the voters brought legalized gambling

to Atlantic City. The long famous tourists attraction went into decline in the 1950's with the invention of air conditioning and cheap air fares. Gambling has again made it the number one tourist attraction in America (32 million visitors annually). The city has a population of 38,000 and covers an area of 2.8 square miles. The police department is authorized 420 officers and 140 civilians (Los Angeles Time, 1991).

1. The staffing formula is based on a salary ordinance by city council.
2. The legalization of gambling and development that followed has resulted in more crime. Tourist with large amounts of cash attract prostitutes, pick-pockets and thieves. The L.A. Times reports that the city has the highest crime rate in the state and rampant drug abuse. City government has a history of corruption and several councilmen are on trial now for bribery.
3. The revenues resulting from the gambling industry have brought higher salaries to the police but staffing has shown little increase. Other departments use Atlantic City as a standard for salary comparison. The recent recession has caused casinos to post the largest decline in their history.
4. Surrounding communities have had to learn how to benefit from Atlantic City. Gambling is designed to keep people in the casino. Communities that provide services to the casino have benefited. Other successes have focused on shopping mall and housing for both the casino employees and tourist.

5. The State of New Jersey had a transition plan and worked with everybody since the entire State was impacted by legalized gambling.

#### Analysis of Interviews

It is the responsibility of the law enforcement agency to justify positions and productivity levels for funding (Local Government Police Management, 2nd Edition). None of the agencies had an agreed upon formula for staffing prior to the community development taking place. Most reacted to the increasing workload and did find measures that were agreeable to both government and the police agency. A plan must exist that has each job broken down by description of the work it entails (Starling, 1986).

Most agencies rely on formulas based on officers per 1000 population, calls for service or a simple comparison with a city of similar size and crime (Bizzack, 1990). Even when the best of formulas was agreed on, the budget's capability was the final determining factor. Both Riverside and Orange County Sheriff Departments had comprehensive plans that fell short with budget shortfall.

All of the agencies reported that they benefited from the development by either growth or salary enhancement. Some report that their image and equipment was also better. All said they were busier.

The theme of the project sets the tone for the workload of the police agency. Amusement parks, housing and shopping centers brought the predictable problems of traffic and theft. Gambling attracted vice,

narcotics and bribery.

Returning to the policies developed through the futures study methodology we find that they are valid and realistic (Phase VI). Those policies that were excluded because they did not meet the two criteria also failed at the agencies interviewed.

## STRATEGIC PLAN

The existing mission of the Long Beach Police Department is:

To ensure a safe secure and orderly community by reducing criminal activity, enhancing public safety and providing quality service while promoting the dignity and worth of all people.

This mission statement should also serve to accomplish the primary goals necessary to attract Disney and its customers. It is incomplete, however, because it does not address the problems and changes required of Downtown Long Beach. This is the area that must meet the public's perception of being a suitable neighborhood for Disney.

To achieve this mark requires redevelopment and investment on the city's part. The police department will need to displace crime from an area that currently is responsible for a high percentage of calls for service and crime. There must be the mixed basket of a low tolerance for the criminal and a high expectation for service to our customers; the good citizens.

A mission statement specific to redevelopment and future city plans with the Disney Corporation should read:

The department is committed to improving the quality of police service, ensuring a safe environment for continued development of the city.

### Situational Analysis

The city must have more police officers. As the city grows so do the demands for government services. A private consulting firm was hired last year to evaluate the efficiency of the department at its current strength. Most of the recommendations were implemented thereby correcting most the identified problems.

WOTS-UP analysis of the organization and the environment was accomplished by scanning recent related news reports. This is normally done by way of a delphi process with several knowledgeable participants. Media coverage has been extensive documenting evolving trends and events. The acronym stands for: weakness, opportunity, threats and strengths. Awareness provides for better decision making.

### Organization

#### Strengths

- o Pride in Community - Press Telegram 1/29/87 reports this in article on new police chief that officers have great pride in community.
- o Innovative - Press Telegram 8/6/90 reports use of retired officers to supplement sworn.
- o Weathers Difficulty Well - Press Telegram 5/14/91 reports officers not guilty on "Jackson Sting."

### Weakness

- o Increasing Crime Rate - Press Telegram reports violent crime up 28% on 7/27/90.
- o Uncertain Economic Stability - L.A. Times 2/7/91 reports City Manager warns of higher taxes and layoffs.
- o History of Union Unrest - Press Telegram 6/21/90 reports this is a factor in considering use of deputies.
- o Understaffed for Years - Press Telegram 10/8/90 reported there are too few to solve crime.
- o Police Costs Excessive - Ralph Anderson and Assoc. reports police department costs more and provides less than others of same size. (1990).

### Environment

#### Threats

- o Anaheim Will Win Bid - L.A. Times 5/10/91 reports Disney unveils plan for Anaheim.
- o Taxpayers Will Not Support Cost - O.C. Register 5/24/91 reports \$880 million tab for infrastructure.
- o Disney Unsuccessful in Gaining Support of Govt. Agencies - Press Telegram 8/1/90 reports difficulty in gaining approval of a dozen state and federal agencies.

#### Opportunities

- o New Revenues - L.B. Business Journal 8/20/90 reports Port Disney Master Plan.

- o Enhanced Image - Press Telegram 7/19/90 reports city will be major tourist destination.

There is better communications between the police department and the community than ever before. It is no coincidence that support for the department is also improved. Redevelopment signals that the community will continue to grow. This growth means new budget revenue and although none approach an impact comparable to Disney, there is a steady increase.

Would more police make a difference? The answer is yes. In May and June of 1990, 70 extra officers worked in uniform patrol on overtime every day. They were deployed and given targets based on crime analysis. The study showed dramatic decrease in the rise of Part I crimes from 13% increase down to a mere 3%.

The City Council approved hiring 23 additional officers over current authorized strength. This falls far short of the 164 requested by the Chief and is less than a third of the 75 attached to a failed property tax ballot. The ballot tally showed a majority of the voters were willing to pay for more officers. Unfortunately the initiative required two-thirds, not just majority vote.

The last current event which supports the belief that the city and community are willing to hire more police occurred November 1990 when the City Manager contracted with the Los Angeles Sheriff's Department to police two council districts that border Sheriff contract cities. This tactic provides an instant increase in the law enforcement for the city.



It also allows the police department to compress its responsibility to an area commensurate to the department's staffing size.

Is this event a threat or a signal of support? Both Los Angeles and Orange County are experiencing budget strains as a result of revenue losses resulting from a wave of communities incorporating. Many of the new cities do contract back for law enforcement, but this does not compensate for the lost tax revenues. Will the price tag for county law enforcement be increased? Viewing conditions optimistically, it doesn't matter since Long Beach's contract with Los Angeles Sheriff's Department is short term. It provides revenues to the county and supplemental law enforcement for Long Beach.

The city has also begun to send its new police recruits through the Sheriff's Academy in addition to the Long Beach Academy and the Orange County Sheriff's Academy. The length of the hiring process is discouraging for both the city and the applicant. Using available agency academies allows the agency to hire groups of 30 to 40 recruits for two or three classes a year and still have another alternative for those that missed deadlines and are too promising to overlook.

While there are many indicators that the department is about to experience the necessary growth spurt to establish an environment suitable for Disney, there are also problems that could block progress. This most notable trend is the Police Officers' Association's long history of discontent and struggle for political power. This is a very high profile, vocal organization, which does not hesitate to pursue job

actions or call for "no confidence votes" on the Chief of Police.

The public has tired of the Union/Management struggle (Press Telegram 6/21/90). They are more and more vocal about the rise in crime, increased number of gangs and proliferation of drugs. They may not be willing to pay for more officers until there is less internal turmoil. The local media, while supportive of the Disney Development, seems to focus on negative police issues.

Articles highlighting union/management struggles over personnel discipline promote a negative perception. Hopefully the newly elected union president will work towards promoting a more positive image of the department than his predecessor did.

Lastly, there are no monopolies. Long Beach is not the only place Disney is considering and the local police are not the only agency capable of policing the city. Disney may very well decide to expand the Anaheim facility instead of developing Port Disney in Long Beach. With the reality of contracting for Sheriff's service comes the threat that it is a foot in the door for an eventual take over and the end of the Long Beach Police Department.

#### Stakeholder Analysis

Successful implementation of a strategic plan must include a awareness of those who have vested interest in the problem and its solution. These stakeholders may be individuals or companies, but each has assumptions about the impact of the Disney development. The following are identified as thirteen principle stakeholders and assumptions about each.

1. Disney Corporation
  - a. There is a market for their product.
  - b. The city will cater to Disney's needs.
  - c. The environment will be compatible.
  - d. Surrounding business will support and profit from Disney.
  - e. Expects increased law enforcement.
2. City of Long Beach/City Manager
  - a. Disney will bring a revenue windfall.
  - b. Establish the city as a major tourist destination.
3. Chief of Police/Police Management
  - a. Improve status of his position.
  - b. Growth to department, resources and benefits.
4. Chamber of Commerce
  - a. New resource for attracting consumers and more business.
5. Los Angeles Sheriff's Department
  - a. Potentially the largest community to contract for service.
  - b. New large revenue source.
  - c. Improve status of position.
6. Long Beach Press Telegram
  - a. Improve recognition of newspaper
  - b. Increase sales and advertising.
  - c. Increase political influence.
7. Police Officers' Association
  - a. Increase membership.

- b. Increase political strength.
  - c. Increase in honoraries and financial strength.
  - d. National recognition.
  - e. No loss of jobs.
8. Long Beach Residents
- a. Decreased reliance on property tax.
  - b. Improved City services.
  - c. National recognition.
  - d. Anti-Airport growth.
9. Long Beach Municipal Airport
- a. Increase in customer base.
  - b. Increase in recognition.
  - c. Expansion.
10. City of Anaheim
- a. Loss of potential growth and related revenues.
11. Coastal Commission
- a. Development impacts environment.
12. California Transportation Department
- a. Tourist traffic necessitates improvement of highways as well as service.
13. Downtown Residents
- a. Improve available services and shopping.
  - b. Improve property value.
  - c. Traffic congestion.

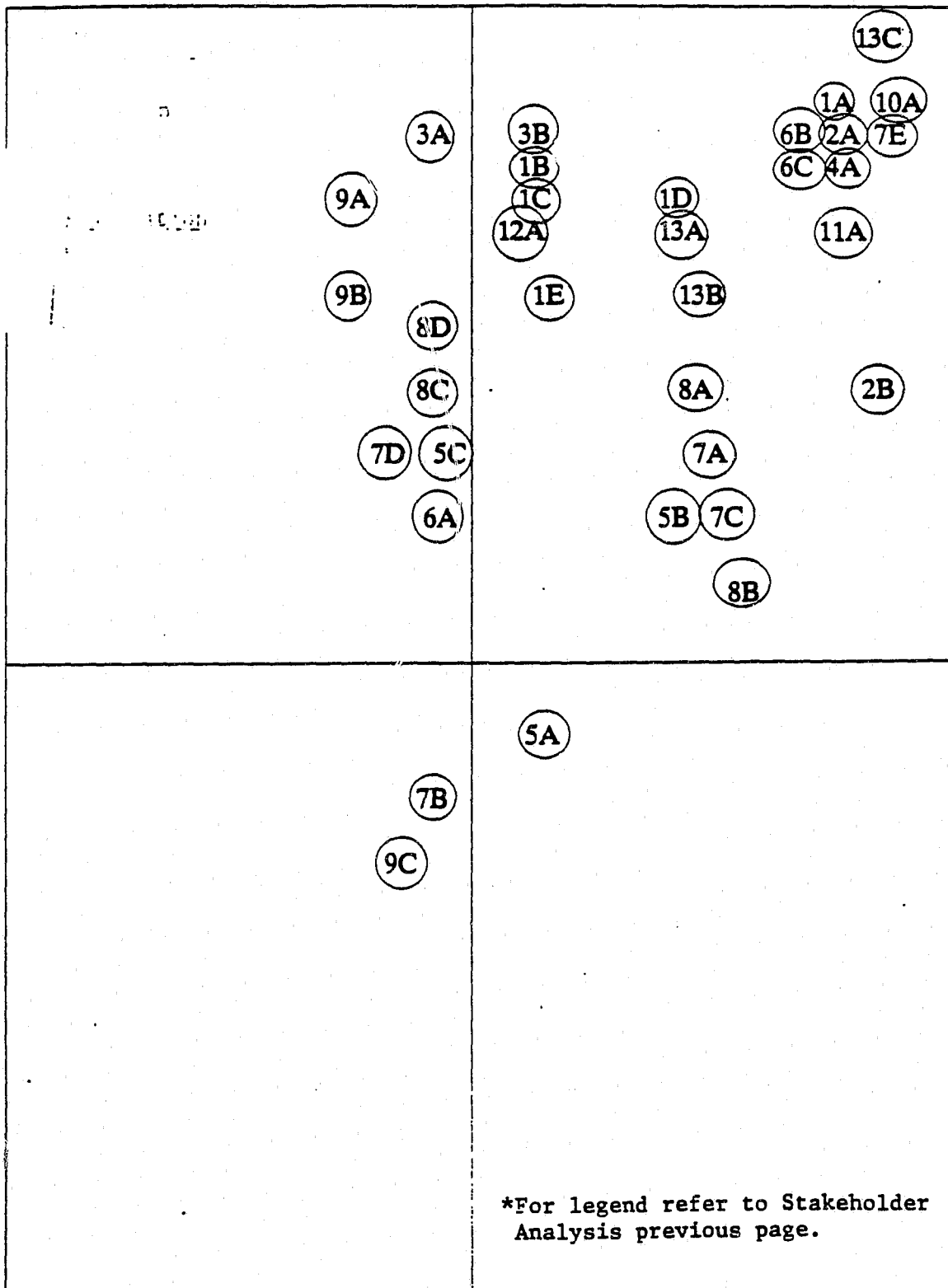
# STAKEHOLDERS PERCEPTION OF STRATEGIES

STAKEHOLDER	STRATEGY			
		HIRE MORE POLICE	SUPPLEMENT WITH LASD	CONTRACT WITH LASD
1. Disney Corp.	Support	Support	Support	Support
2. City of Long Beach and City Manager	Support	Support	Support	Support
3. Chief Binkley Police Management	Support	Support	Support	Oppose
4. Chamber of Commerce	Support	Support	Support	Oppose
5. Los Angeles Sheriffs Dept.	Oppose	Support	Support	Support
6. Media	Unknown	Unknown	Unknown	Unknown
7. Long Beach Police Officer Assoc. Snildarter	Support	Support	Oppose	Oppose
8. Long Beach Residents	Support	Support	Support	Unknown
9. Long Beach Airport	Support	Support	Support	Unknown
10. City Anaheim	Oppose	Unknown	Unknown	Unknown
11. Coastal Commission	Unknown	Unknown	Unknown	Unknown
12. Cal Trans	Unknown	Unknown	Unknown	Unknown
13. Downtown Residents	Support	Support	Support	Unknown

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VERY IMPORTANT

IMPORTANCE

### Developing Alternative Strategies

The following list of alternative strategies was identified as effective methods of increasing the number of law enforcement officers in the City of Long Beach. A panel of managers from eight separate California Police agencies was provided a hypothetical problem similar to the Long Beach situation, strategies were proposed by each member. Through an anonymous rating form, votes were tallied and the most desirable option was identified. The goal of each strategy is to establish a strong expectation of safety in the Downtown area conducive to tourism.

1. Accelerated hiring of Long Beach Police Officers.
  - o Lateral entry.
  - o Recruit self sponsored cadets.
  - o Use of available outside criminal justice training centers to accelerate basic training of recruits.
2. Supplement with Los Angeles County Sheriff's, compress area of police responsibility until growth achieved. Have Sheriffs take responsibility for two areas bordering on existing contract cities during interim.
3. Contract for Los Angeles Sheriff's Department incrementally by an area at a time over three years. This allows for both police and sheriff time to phase in and out.
4. Long Beach Police continue at present growth pace, but

supplement manpower needs with overtime.

5. Supplement required law enforcement by contracting for special services and allow police department to maintain basic functions until necessary growth is achieved.
  - o California Highway Patrol - all traffic.
  - o Los Angeles Sheriffs - Jail, SWAT, Juvenile.
6. Special pool of officers from foreign jurisdictions collaterally employed to supplement workforce.

Through a rating process, the list was narrowed to three strategies for detailed analysis. The pros and cons are charted as well as the stakeholders perception of each strategy. The preferred strategy selected was to contract with the Los Angeles Sheriff's Department to provide complete law enforcement services for two of the nine council districts of the city. This strategy was selected because it is acceptable to the most influential stakeholders while providing the most proficient level of law enforcement within the shortest amount of time. Other benefits include the police department's ability to compress its area of responsibility and demonstrate efficiency under proper staffing conditions. Additionally, the perceived threat that the sheriff has his foot in the door for a take-over may cause a recession of union activism. The public and the city manager are tired of the infighting. This strategy may cause redirection and focus on protecting employment.

#### Supplemental Strategy - Reserve Officers

These strategies have a deficiency not recognized during development but



obvious during WOTS-UP analysis and through scanning related trends and events. They are applicable under favorable economic conditions but during times of tight purse strings they will be put on hold. They address bringing the department up to speed but not how to get ahead and becoming prepared for problems before they arrive. Preparation is the best deterrent to problems. During the interview process of this research it was noted that the Riverside County Sheriff, California and the Orange County Sheriff, Florida probably have the best staffing formulas in place; however in both situations their agreed numbers were readjusted during tight budget times.

In February of 1991 the Long Beach Police Department conducted a survey of ten agencies serving a population of 3000,000 or more (nationwide) and the three most comparable to Long Beach in California. The cities ranked nationally by population from number 27 through 37 with Long Beach in the middle ranked number 32. Sacramento, San Jose and Oakland are included because they share many similarities. Data crunching reveals:

- o Long Beach has 1.61 officers per 1000 population. The average is 2.18 and the median is 1.89.
- o Long Beach spends 32% of its general fund for police service. The average is 22% and the median is 23%.
- o Long Beach receives 844 calls for service per sworn officer annually. The average is 405 and the median is 371 per officer annually.

The survey (Table 6) demonstrates that Long Beach uses a larger portion of its general fund than the average city its size. The workload is much higher than any of the other cities surveyed and the number of sworn is below both the average and the median number of officers per 1000 population of the survey group. The city needs more personnel but is already using a disproportionately large part of the general fund for law enforcement.

The supplemental strategy then must be to gain more peace officers at a very reduced cost pending arrival of new revenue. The police department currently has 65 level one reserve officers. This number should be increased to 250. Properly deployed, these people can reduce the ratio of work per officer substantially without raising cost significantly.

There is a new recruiting pool arriving in the area and that is the security officers and professionals that are employed by the new businesses. Bringing them into the reserve corps strengthens police communications and ties to the growing private sector. It allows qualified people to gain more training and others to contribute to the community. A key element to the success of recruiting is the training atmosphere. The academy should have a professional college theme not high stress boot camp. The Police Department is searching for qualified volunteers not career sworn police officers.

This is the tactic that will prepare the city to deal with problems before new revenue arrives from project like the Disney development.

The strategies of contracting with the Sheriff and correcting the staffing shortages of the police department should be the primary focus. Budget problems often divert the focus temporarily. A strong reserve police corps is insurance against rising crime and an environment not compatible with tourism.

#### Implementation Plan

1. The city of Long Beach will contract with the Los Angeles Sheriff's Department to supplement the current level of law enforcement. (This tactic was employed beginning Nov. 1, 1990).
  - o Council District 5 and 9 which border existing contract cities and are on the outlying edge of Long Beach.
  - o Contracts shall be for one year increments.
  - o Contract will be for complete law enforcement from the 9-1-1 call through criminal follow-up. There will be no overlap in service.

Implementation shall be directed by the respective department heads of the Sheriff and Police. Quarterly evaluation of the plan should be based on:

- o Crime rates by area and year to date comparison.
  - o Man hours.
  - o Productivity.
  - o Citizen survey.
2. The city will aggressively recruit reserve police officers and expand the pool from 65 to 250 level one reserve officers.

3. Staffing justification should be determined based on calls for service (workload), desired uncommitted patrol time and required administrative time.

#### Negotiating Acceptance of the Strategy

Negotiating strategies vary from stakeholder to stakeholder for the simple reason that each is subject to having different needs. There will be an attempt to employ a variety of techniques and devices to accomplish the objectives. Techniques can be divided into two categories: "When" (Timing) and "How and Where" (Method and Area). Each has several devices that can be used.

There are components of the preferred strategy that are critical and those that are less important. Critical to the technique of supplementing with Los Angeles Sheriff's Department area:

1. Short Term Contract: The city can only contract for one year increments. Any longer would result in unacceptable levels of employee insecurity as well as citizen polarization.
2. Periodic review of performance is mandatory. Police must be aware of the effectiveness of both agencies.
3. Supplemental hiring must continue. The department has to grow and regain whatever responsibility is lost in the outside contract.

There is room for flexibility with regard to where the Sheriff's service is applied. The two council districts seems to be the most reasonable, but the city could contract for a specific service rather than an area.

Use of overtime to supplement staffing needs can benefit all parties involved as long as demands do not exceed the capabilities of the budget and the workforce.

There are two critical factors involved in increasing the number of reserve officers on the police department. The department must commit personnel to their recruitment, training and management. Support from rank and file for this strategy will only come if it is sanctioned by the Police Officers' Association. Sanctions will only be given if there is agreement on staffing levels of sworn officers cancelling the fear that the volunteer is filling a budgeted position.

#### Stakeholder Position

1. Disney Corporation will hold firm on the need for more law enforcement. They prefer local control over contracting to Sheriff's, but their primary concern is that the area becomes environmentally acceptable to tourism.

"When" strategy will be forbearance. The city should remain calm and confident that the goal will be achieved without applying pressure on Disney. The strategies will be participation and association. As stated earlier, success requires mutual dependency. Demonstrations of involvement in the community and association with Disney will publicize the mutual desire for success and cooperation.

Negotiable issue: how crime is reduced and Disney's responsibility.

Non-Negotiable: crime must be reduced before Disney will develop. There must be more law enforcement.

2. The City of Long Beach is focusing on attracting Disney while providing the best law enforcement at the most reasonable price. The "when" strategy of forbearance allows the city time to sort out the dilemma of its understaffed police department. The city does not want to change enforcement agencies and advertise failure. Allowing the city time to work out the problem also allows it to save face and chart a course for success and reduce crime.

Negotiable issue: Level of efficiency, methods and responsibility.

Non-Negotiable issue: Loss of face and positive image.

3. The Chief of Police and the members of the department share the city's focus, but personal issues also come to bear. Absorption by the sheriff would mean loss of status, while growth would increase status.

The "when" tactic is forbearance. The strategy chosen supplements the Chief's needs and gives the Chief increased status. The "Where" strategies are participation and association. Enlisting the aid of others in the war on crime is noble. Gaining support through association will keep the Chief a part of the team and provide him confidence that total control will return to him.

Negotiable issue: Creative policing

Non-Negotiable issue: Who is in control and responsible.

4. The Los Angeles Sheriff's Department would like to contract service for a portion of the city. The sheriff would like to eventually absorb the police department and the whole city. This would benefit the county's budget and provide growth for the department. The "When" strategy of limiting will control the negotiations to confined areas and time limits while leaving room for hope of expansion on the sheriff's part. The "Where" strategy of participation will encourage the sheriff and create some anxiety on the part of the Chief and the Police Officers' Association.

Negotiable issue: levels of service for sale

Non-Negotiable issue: everything is negotiable.

5. The Police Officers' Association (P.O.A.) is the most difficult of the stakeholders to deal with. It has a history of achieving power through demonstrations of confrontation with police management. Successful implementation of the plan will benefit the P.O.A. but history leads one to believe that voluntary cooperation is doubtful. The "When" strategies of feinting and feint accompli arrears appropriate for this unpredictable group. Introduction of the Los Angeles Sheriff's issue puts the P.O.A. on shaky ground because the

police department has always had a monopoly on law enforcement. Movement toward sheriff absorption and then reverting back to developing the police department may effectively take them out of a confrontational role. Hopefully they will concentrate on protecting their memberships' jobs. The "Where" tactic of disassociation further causes the P.O.A. to try and become involved in the process. They need to feel involved or they feel powerless. On the surface it appears obvious what the P.O.A.'s assumptions are; however, if they do not take the situation seriously and take a radical approach it could cause the major stakeholders to push for the absorption by the sheriff.

The P.O.A. has a long history of opposition to the reserve police program. Their acceptance of reserves has improved in the past few years but they still do not outwardly sanction the program. On occasion they have compared reserves to scab laborers filling a union member's position. The value of the reserve must be sold and the fear of lost preeminent positions resolved.

Negotiable issues: almost every.

Non-Negotiable issues: Absorption by sheriff, replacing permanent positions with reserve officers.



## TRANSITION MANAGEMENT

Through a complex process, problems have been identified, a desirable future was forecasted and a plan has been formulated on how to get to that future. The strategic plan is much like a set of blueprints. Nothing is accomplished if they lay in the drawer without the use of a builder. People, positions and organizations must be identified to implement the actions required.

### Critical Mass

Accomplishing the necessary transition of enhancing law enforcement in the City of Long Beach hinges on identifying those individuals whose support will cause successful change or whose lack of support will result in failure. The size of this group is usually six to ten individuals and because of their defined importance, they are referred to as the Critical Mass.

Each of these people has a sphere of influence on the remaining stakeholders. By holding the list to a minimum number the city will minimize the amount of work required to gain support of the remaining stakeholders. Keen analysis must insure that the sphere of influence encompasses all of the stakeholders.

### Commitment Charting

All of the members of the Critical Mass must be sold on support. The objective is to get each member to the level of commitment that will minimally provide change. Charting commitment graphically demonstrates the current level and needed level of commitment. At least one member of the Critical Mass must have a level of commitment that will make change happen. This person is the driving force.

KEY PLAYERS	BLOCK	LET IT	HELP IT	MAKE IT
	CHANGE	HAPPEN	HAPPEN	HAPPEN
1. City Manager				XO
2. Police Chief			XO	
3. P.O.A. President	X----->	O		
4. Disney Corporation			O< -----	X
5. Local Newspaper		X ----->	O	
6. Chamber of Commerce		X ----->	O	
Legend: X = Their Present Degree of Commitment O = Minimum Commitment Necessary				

The CITY MANAGER is the most committed to accomplishing the necessary changes. He is the driver of the Critical Mass and the man behind the scenes. He represents both City Government and the citizens of the community. Bringing Disney to the City of Long Beach would be a major achievement for the manager and represent a bright future for the city. He recognizes the need for more police and is responsible for the concept of hiring Los Angeles Sheriffs to supplement Long Beach shortages. As the driver he must remain A-political and allow the Mayor to be the spokesman for the city's position.

The CHIEF of POLICE is goal oriented towards improving the police department. New revenue would allow growth and development of the department. New money allows for experiments in innovation as well as purchase of equipment on the internationally recognized usually increases a leader's status in professional circle. Budget size and personnel strength are measures of responsibility. This would also improve his status within his professional circle.

He is a team player with the City Manager and has been responsible for a great deal of change within the police department. He needs to avoid the limelight to improve buy-in by subordinates and strong union advocates. He must be kept informed and involved to remain supportive of the transition.

The PRESIDENT of the POLICE OFFICERS' ASSOCIATION has a reputation for radical action in order to win any and all union issues. His primary goal is to create a strong police union and improve his status. He would support change in the police department if it benefits the union by increasing its enrollment and if the Chief does not gain an unfair share of notoriety. The City Manager needs to establish comfortable lines of communication to elevate the President's esteem and ensure support for the transition.

The DISNEY CORPORATION is a large successful industry with international recognition. The company has plan to make a large investment within the City of Long Beach but needs an appropriate environment, some of which can be attained with efficient law enforcement. Good communications and liaison with the police department and other businesses is required. Disney supports whoever will do the best job, be it Long Beach Police Department or Los Angeles Sheriffs.

The LONG BEACH PRESS TELEGRAM has published recent editorials indicating that it support Disney coming to Long Beach. The development would improve the status of the paper marginally. The newspapers has mediocre relationship with th Police Department and is supportive of the City Manager's idea of contracting a portion of the City to the Los Angeles Sheriffs. The City Manager needs to solicit more support from

the paper and request that more positive articles related to the City and the Police Department be published. This would raise the City's esteem and increase the likelihood of successful negotiations with Disney.

The CHAMBER OF COMMERCE stands to benefit enormously from the added tourism and customers attracted to the city if Disney chooses to develop their proposed theme park. They must be willing to invest in the future now. Support for the Manager and more officers for the police department is mandatory. The City Manager must keep them informed and involved to ensure their support.

#### Transition Management Structure

Management style of transition is critical because people will be working in relationships that are different from the past and the future. The past is the current state of an understaffed police department in the city with the potential for attracting a major tourist development. The transition phase will be that period when the Sheriff's Department is contracting to provide service for a portion of the city. The future starts when the Sheriff's Department exits and the police department has achieved a sufficient staffing level to properly police the city.

The City Manager will assume the role of the "Chief Executive" for managing the transition. He must delegate many of his less important day to day tasks in order to function as the Transition C.E.O. His strong leadership role is the result of his ability to mobilize resources needed to keep the transition progressing. He has a broad

power abused and strong ties to the business sector and community alike. The concept of augmenting the police department with Sheriff's Deputies is unprecedented. Although the City Manager is a veteran civil servant, he hasn't any experience at managing this imaginative concept. Strong lines of communicating are essential. A liaison from the Sheriff's Department must become part of the Long Beach Law Enforcement Team During this transition/growth period. The focus must not be lost; reducing crime and raising the level of law enforcement; not competition between police agencies.

#### Implementation Technology

Resistance to change is natural. Overcoming the resistance and achieving implementation requires the use of strategies. Five strategies have been selected that are designed to change attitudes from resistance to at least a neutral position through clarification.

- o Problem finding: identity and clarification of all aspects of a problem allows the people involved to change their minds without saying that they have done so. This allows for a reduction in resistance to change. As an example, the P.O.A. might initially be opposed to both contracting with the sheriff and increasing the size of the reserve officer pool. Good communications between the City Manager and the Union President about the value of these tactics along with a show of support for the police department's personnel may keep the union from assuming a negative posture. The goal is to move

the union from a "blocking change" position to "let it happen."

- o Role Modeling: The leaders need to practice what they preach. Preaching positive and cheerleading promotes a positive attitude and improves morale of everyone. A by-product of this tactic is increase productivity and people enjoying their job more. Tightly managing areas of responsibility to ensure continued efficiency broadcasts the importance of the function and its future. A sloppy management team creates a workforce with a mirror image.
- o Community Meetings: The community needs to know that the stakeholders and players are operating towards their best interest. The police department needs to attend weekly "Meet your Police" meetings with Neighborhood/Business Watch people and community fairs as they are scheduled. Keeping the support of the community could never be more important. Law enforcement tends to forget who is really the employer. These meetings reassure the community of the police department's efficiency while clearing rumors and doubts.
- o Education: Keeping people informed and maintaining a high degree of awareness on the transition process is very important. Tactics for promoting this are Team Building and In-service Training. The act of police department

supervisors, managers or administrators getting away for one or two days for team building is proven therapy. The combination of structured agendas with opportunity to brainstorm issues strengthens the management team. Brief and frequent in-service information about transition progress reassures the line employee of his/her security and the department's direction.

- o Forced Collaboration: All of the Critical Mass are in agreement on the need to improve law enforcement within the city. City Manager, Police Chief and Union President have different biases. There must be a low risk mechanism that forces them to communicate on smaller issues in order to achieve transition. Creating a yearly goal of improving communication and identifying one of the objectives as be-weekly meetings between the parties will obligate attendance. These meetings provide an opportunity to clear the air on day to day issues plus keep abreast of transition progress.

## CONCLUSION

Law enforcement has an obligation to provide a safe community and suitable environment for potential development. Lowering the crime rate and increasing the citizens perception of safety are common methods of meeting the obligation.

Through the "Futures Study" systems and research methods it is established that development will bring revenue to benefit the police department but it also brings an increased workload. These increases in work arrive long before the revenue to fund personnel and equipment. The theme of the development also relates to the types of police problems to expect, from traffic and family fights to narcotics, prostitution and government corruption.

Preparation for the inevitable is the key to success. Keeping the department properly staffed has traditionally been done by comparing the number of officers per 1000 population to determine needs. This formula has little value in a community with a large labor pool coming from surrounding cities plus an even larger number of tourist. None of these people get counted when comparing officers per 1000 population.

A better method is to compare the number of calls for service received annually to the number of officers and compute in the desired amount of uncommitted patrol time and necessary administrative time. Ideally we should arrive at an acceptable number of calls each officer will handle a year. As the work increases it becomes easy to justify more personnel. The reality of police administration is that this is a good formula but hiring can only be accomplished if there are funds in the budget.



Port Disney will bring an increased workload to an understaffed Long Beach Police Department. The preceding staffing formulas provide a solution to how many more officers are needed. Contracting with the Los Angeles Sheriff to provide police service in an area of the city instantly increases the number of law enforcement officers working for the citizens of Long Beach. A streamlined recruiting and training process, in the mean time, will allow the police department to grow to a properly staffed number much faster. Once this is achieved, the services of the sheriff will not be needed.

Tight budgets routinely interfere with logical justifications for hiring more officers. Increasing the number of Long Beach Reserve from 65 to 250 will adequately supplement the number of sworn officers, providing the necessary resources to deal with the anticipated problems. There are many other benefits to investing in the reserve program all of which are tied to the fact that the reserves are members of our community. They are another good means of networking with the private sector and residents.

The Disney development will benefit the police department through growth and improved service for the citizens of Long Beach. The future of law enforcement will be built on efficiency and innovation. The cost of police work is forcing us to look for other answer than more sworn officers. The strategies in this paper are realistic, innovative methods of achieving the "desired future" of successful development in a safe community.

Trend #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND ** (Today = 100)			
		5 Years Ago	Today	* Five years from now	* Ten years from now
1	LEVEL OF VEHICLE TRAFFIC	50	100	500 250	600 430
2	LEVEL OF TOURISM	50	100	400 350	700 560
3	IMPACT ON INFRA STRUCTURE	90	100	300 190	500 300
4	BUDGET CHANGES WITH REVENUE	90	100	250 140	500 200
5	REDEFINITION OF POLICE SERVICE	50	100	250 180	400 320
			100		
			100		
			100		
			100		
			100		

\*\* Panel Medians 7

\* Five years from now  
"will be"

"should be"

\* Ten years from now  
"will be"

"should be"

Event #	EVENT STATEMENT	* YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	* PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100 %)	Ten Years From Now (0-100%)	* POSITIVE (0-10 scale)	* NEGATIVE (0-10 scale)
1	VIOLENT CRIME INCREASE 75% OVER PREVIOUS YEAR	2	50	50		10
2	A MAJOR HAZARD MATERIAL DISASTER IN HARBOR	2	50	50		10
3	GANG WARFARE	1	35	75		10
4	DISNEY ANNUAL REPORT SHOWS LOSSES	10	0	10		10
5	CORRUPTION SCANDAL IN CITY GOVERNMENT	2	50	100		10

APPENDIX B

\* Panel Medians 7

# BASIC CROSS-IMPACT EVALUATION MATRIX

IMPACTING EVENT	IMPACTED EVENT						IMPACTED TRENDS				
	CRIME	HAZ MAT	GANG	DISNEY	CORRUPT	TRAFFIC	TOURISM	INFRA STRUCT	BUDGET	POLICE SERV.	IMPACTS
VIOLENT CRIME INCREASES 75% OVER PREVIOUS YEAR	X	0	75	50	20	15	50	10	25	50	8
MAJOR HAZARD MATERIAL DISASTER IN HARBOR	0	X	0	100	0	70	75	75	50	15	6
GANG WARFARE	75	0	X	25	25	10	25	0	25	50	7
DISNEY ANNUAL REPORT SHOWS LOSSES	0	0	0	X	50	10	10	10	50	40	6
CORRUPTION SCANDAL IN CITY GOVERNMENT	25	0	25	45	X	0	10	50	50	40	7
EVENT AND TREND REACTORS (IMPACTS OR "HITS")	2	0	2	4	3	X	5	4	5	5	

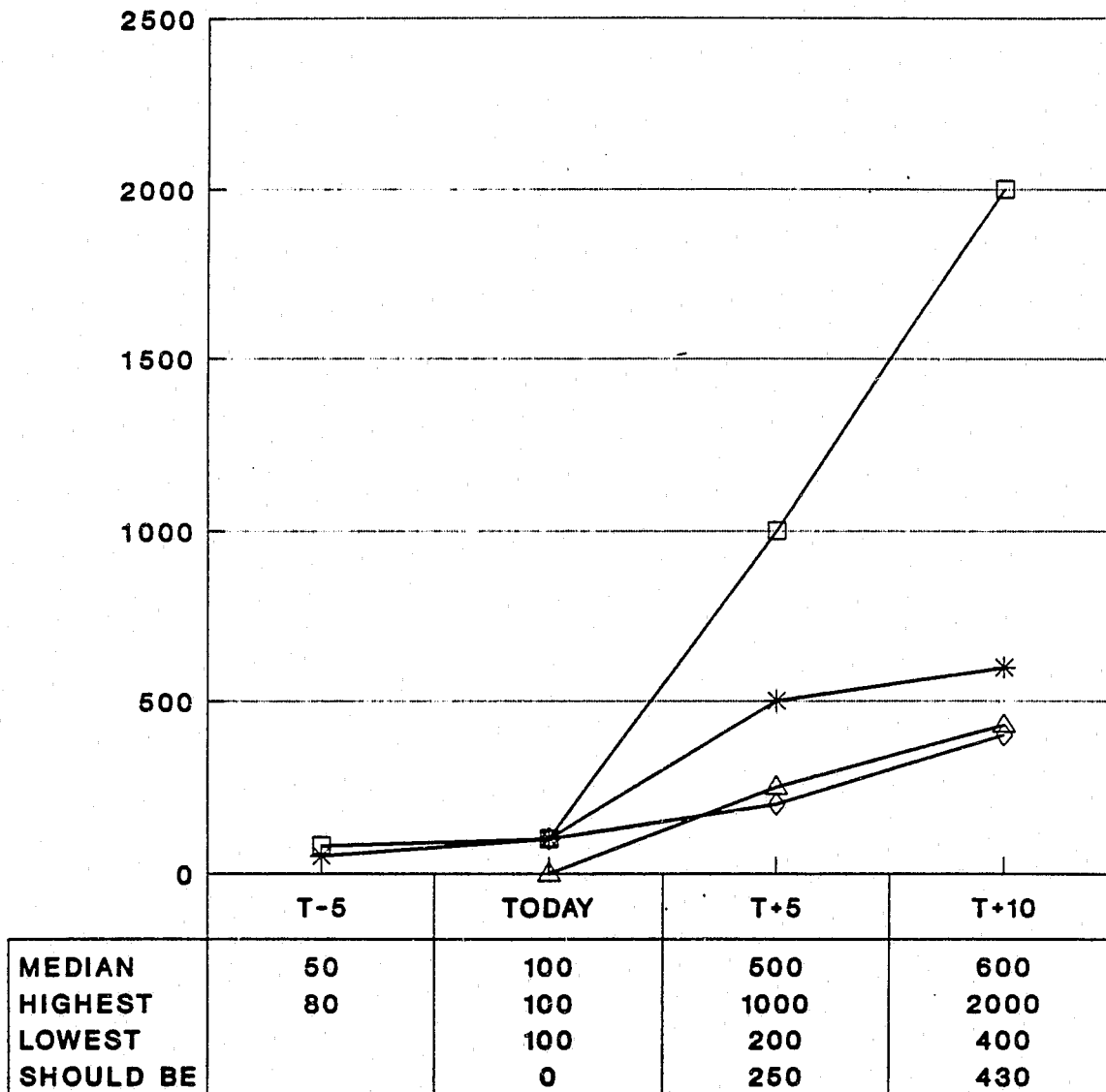
\* PANEL MEDIAN = 7

**LONG BEACH POLICE DEPARTMENT SURVEY OF POLICE  
DEPARTMENTS SERVING CITIES WITH POPULATION  
OVER 100,000 OR MORE (FEB. 1991)**

CITIES	POP. ANK SIZE USA	GENERAL FUND	DEPT. BUDGT.	(1) CALLS FOR SERV. 1989	(1) CALLS FOR SERV. 1990	(2a) AUTHR. SWORN	(2a) ACTUAL SWORN
Austin, Texas	465,622 27	\$998,012,871	\$53,024,869	213,784	230,482	823	769
Fort Worth, Texas	447,619 28	\$228,488,263	\$54,554,430	252,188	249,723	980	946
Oklahoma City, Okla.	444,719 29	\$263,702,775	\$62,958,259	423,169	629,512	909	872
Portland, Ore.	437,319 30	\$223,191,498	\$64,210,259	334,879	318,000	822	784
Kansas City, Mo.	435,146 31	\$529,667,790	\$81,959,142	495,744	495,110	1,214	1,209
<u>Long Beach, Calif.</u>	<u>429,433 32</u>	<u>\$284,315,743</u>	<u>\$91,024,426</u>	<u>583,387</u>	<u>596,858</u>	<u>691</u>	<u>656</u>
Tucson, Ariz.	405,390 33	\$335,056,010	\$53,332,600	266,507	265,962	769	764
St. Louis, Mo.	396,685 34	\$307,074,347	\$87,400,000	355,179	373,822	1,550	1,586
Charlotte, N.C.	395,934 35	\$160,137,893	\$32,396,775	288,272	362,164	819	802
Atlanta, Ga.	394,017 36	\$335,000,772	\$86,144,512	629,086	591,253	1,590	1,008
Virginia Beach, Va.	393,069 37	\$645,932,624	\$38,969,066	200,374	210,685	629	629
Sacramento, Calif.	369,365 41	\$215,000,000	\$58,500,000	317,265	310,283	620	620
San Jose, Calif.	782,248 11	\$379,616,899	\$107,000,000	225,078	219,482	1,170	1,133
Oakland, Calif.	372,242 39	\$252,021,000	\$91,524,581	291,879	282,377	712	651

## APPENDIX E

### TREND 1: LEVEL OF VEHICLE TRAFFIC

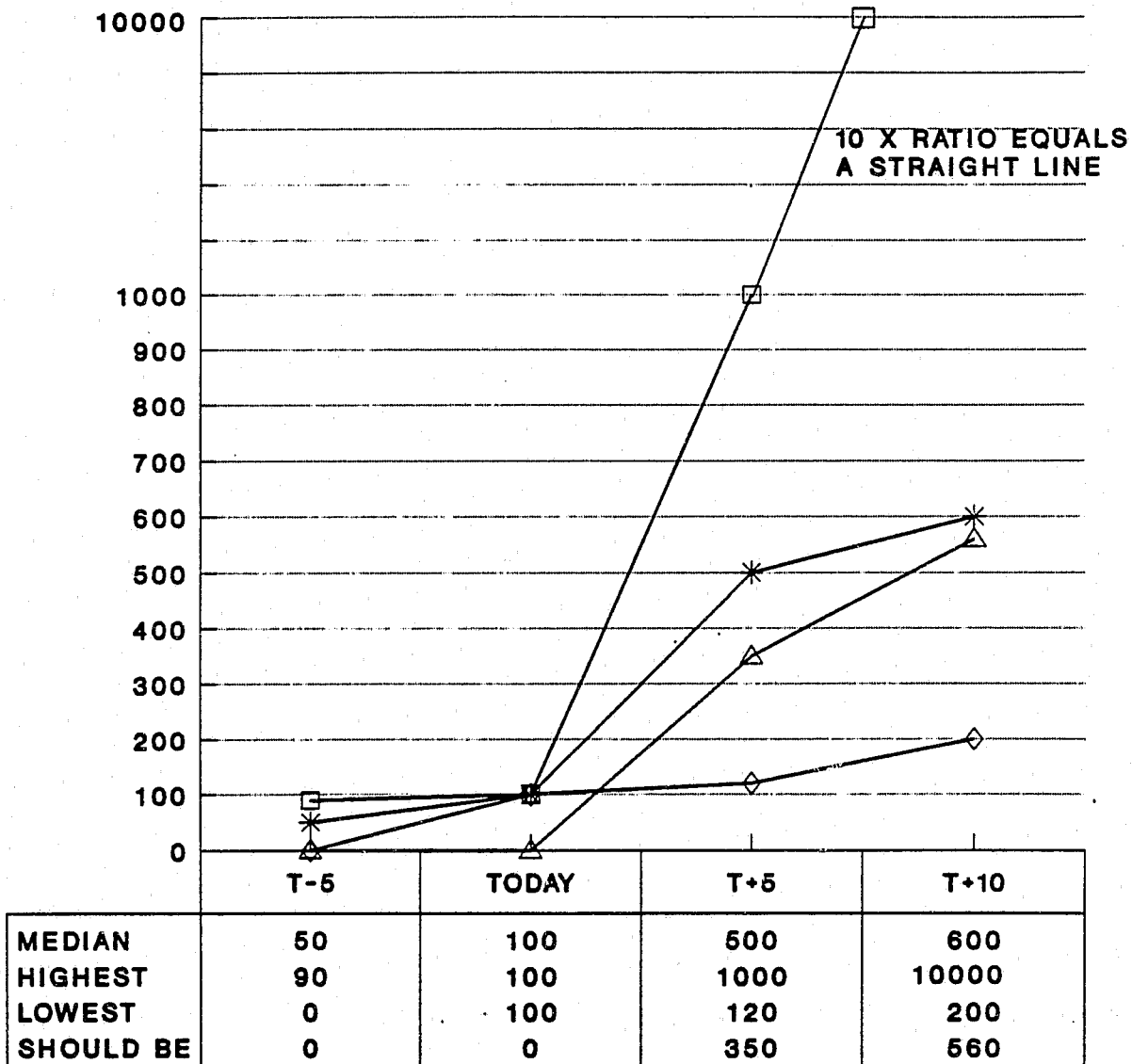


\* MEDIAN  
◇ LOWEST

□ HIGHEST  
△ SHOULD BE

# APPENDIX F

## TREND 2: LEVEL OF TOURISM



\* MEDIAN

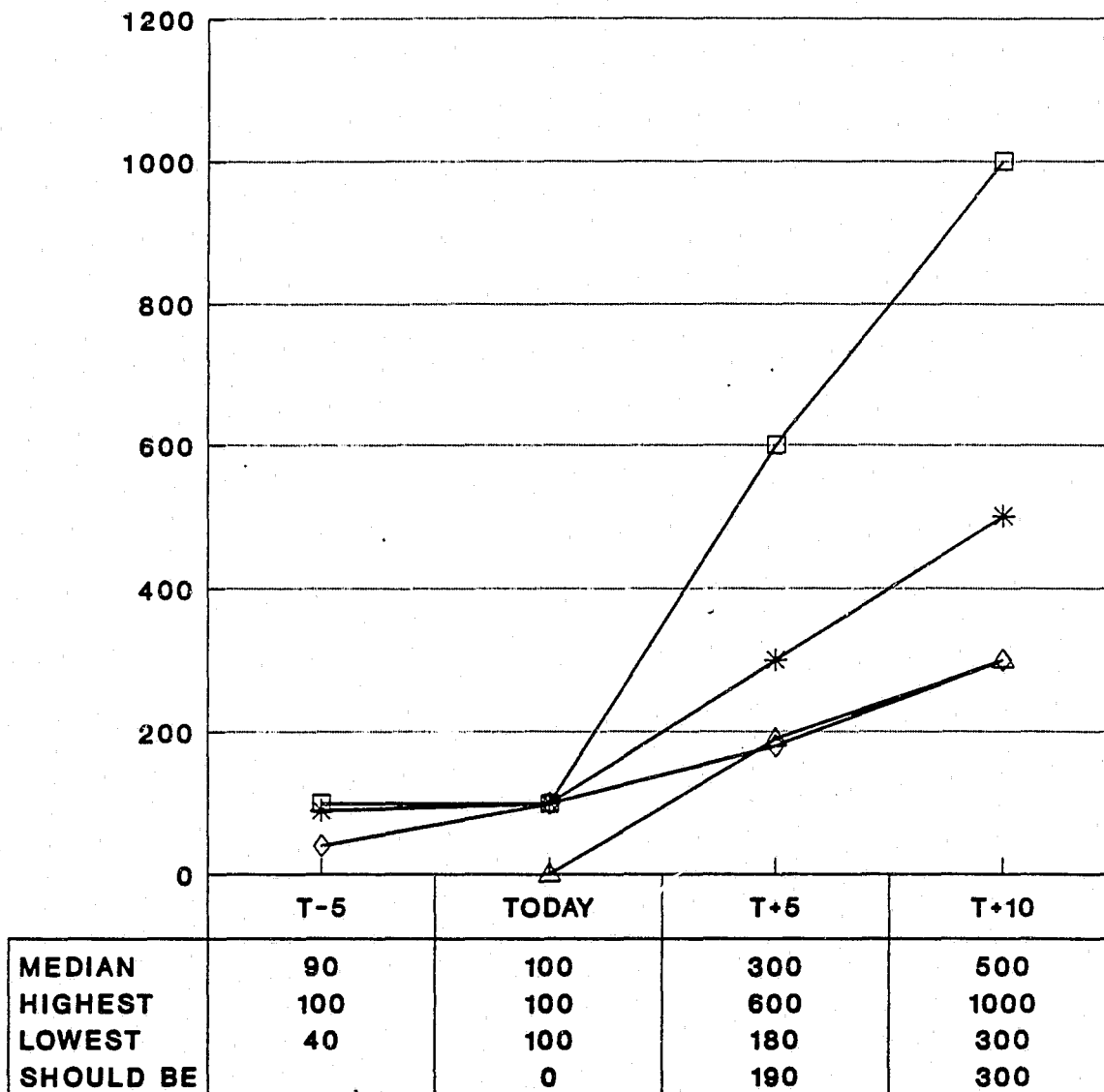
◇ LOWEST

□ HIGHEST

△ SHOULD BE

## APPENDIX G

### TREND 3: IMPACT ON INFRASTRUCTURE



\* MEDIAN

◇ LOWEST

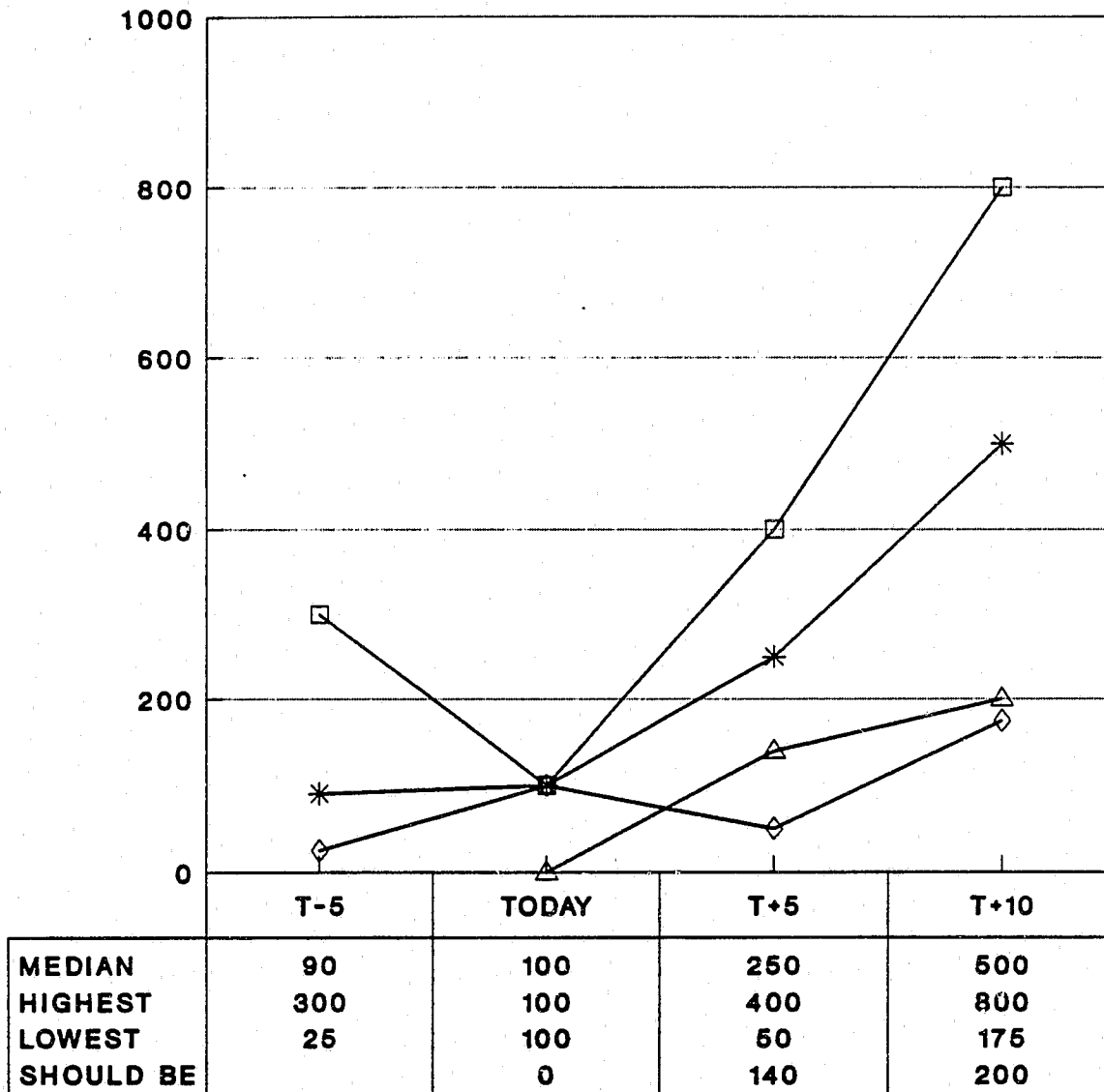
□ HIGHEST

△ SHOULD BE



## APPENDIX H

### TREND 4: BUDGET CHANGE WITH REVENUE

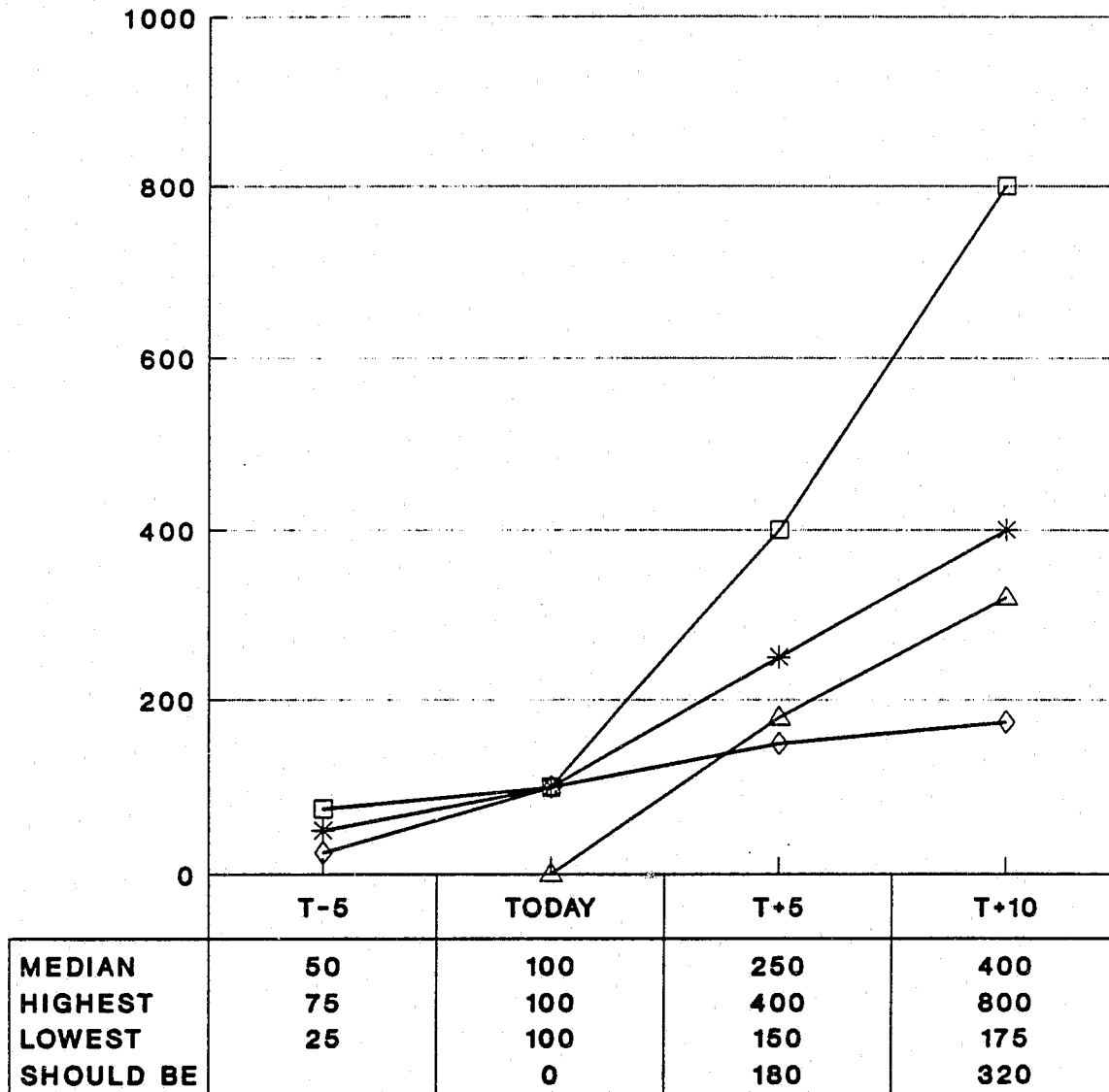


\* MEDIAN  
◇ LOWEST

□ HIGHEST  
△ SHOULD BE

## APPENDIX I

### TREND 5: REDEFINITION OF POLICE SERVICE



\* MEDIAN

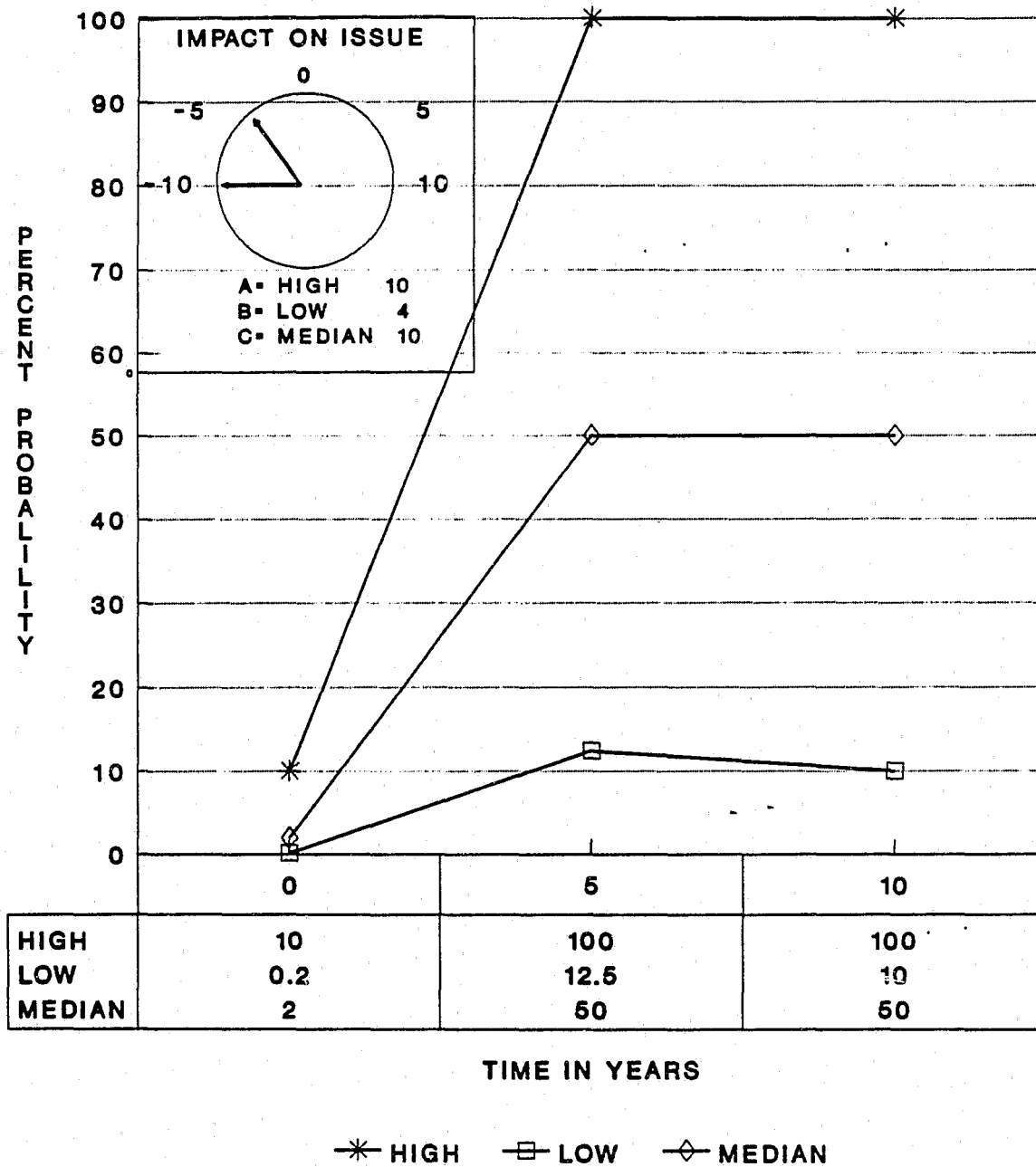
◇ LOWEST

□ HIGHEST

△ SHOULD BE

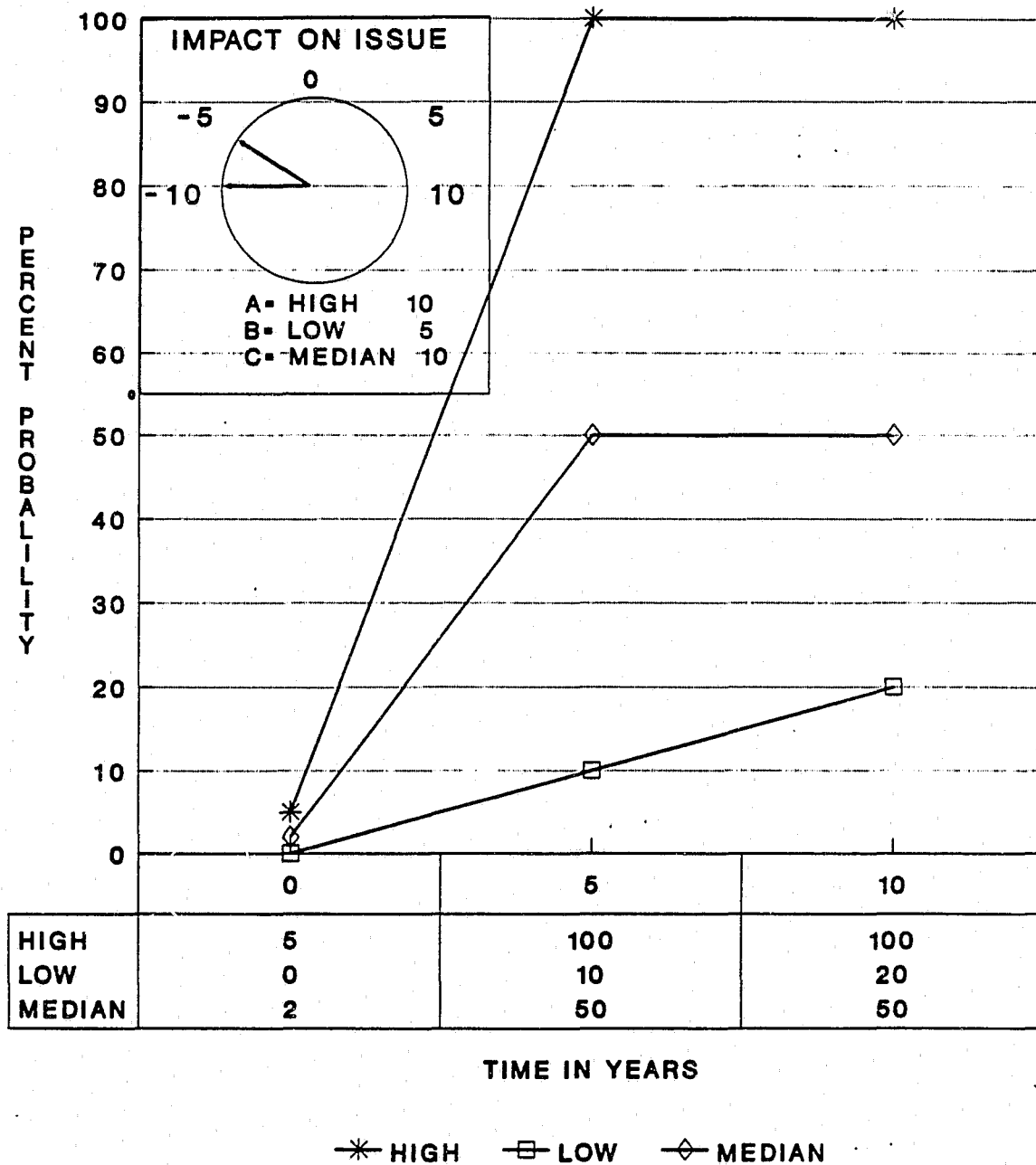
# APPENDIX J

## EVENT 1: VIOLENT CRIME



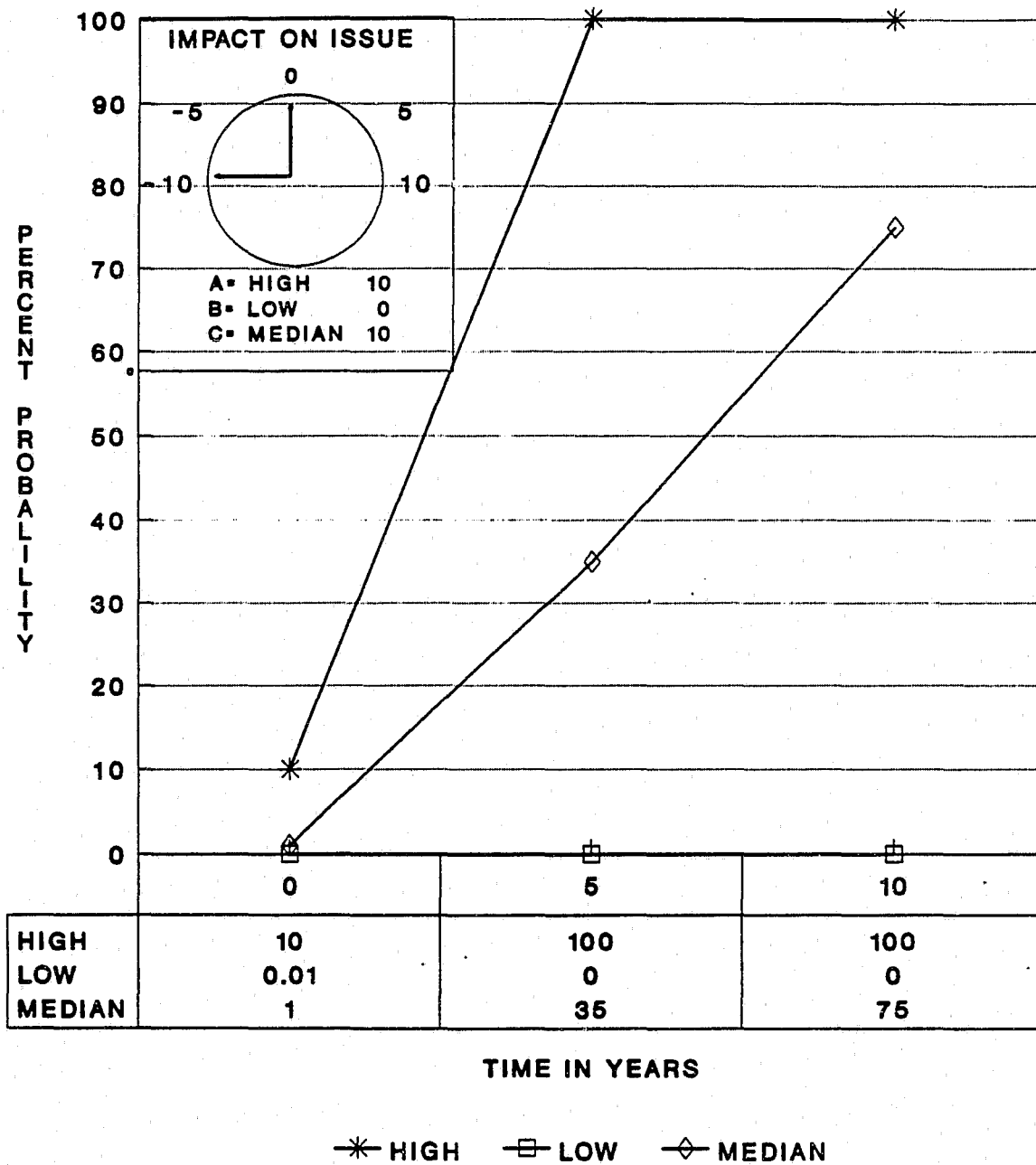
# APPENDIX K

## EVENT 2: HAZARD MATERIAL DISASTER



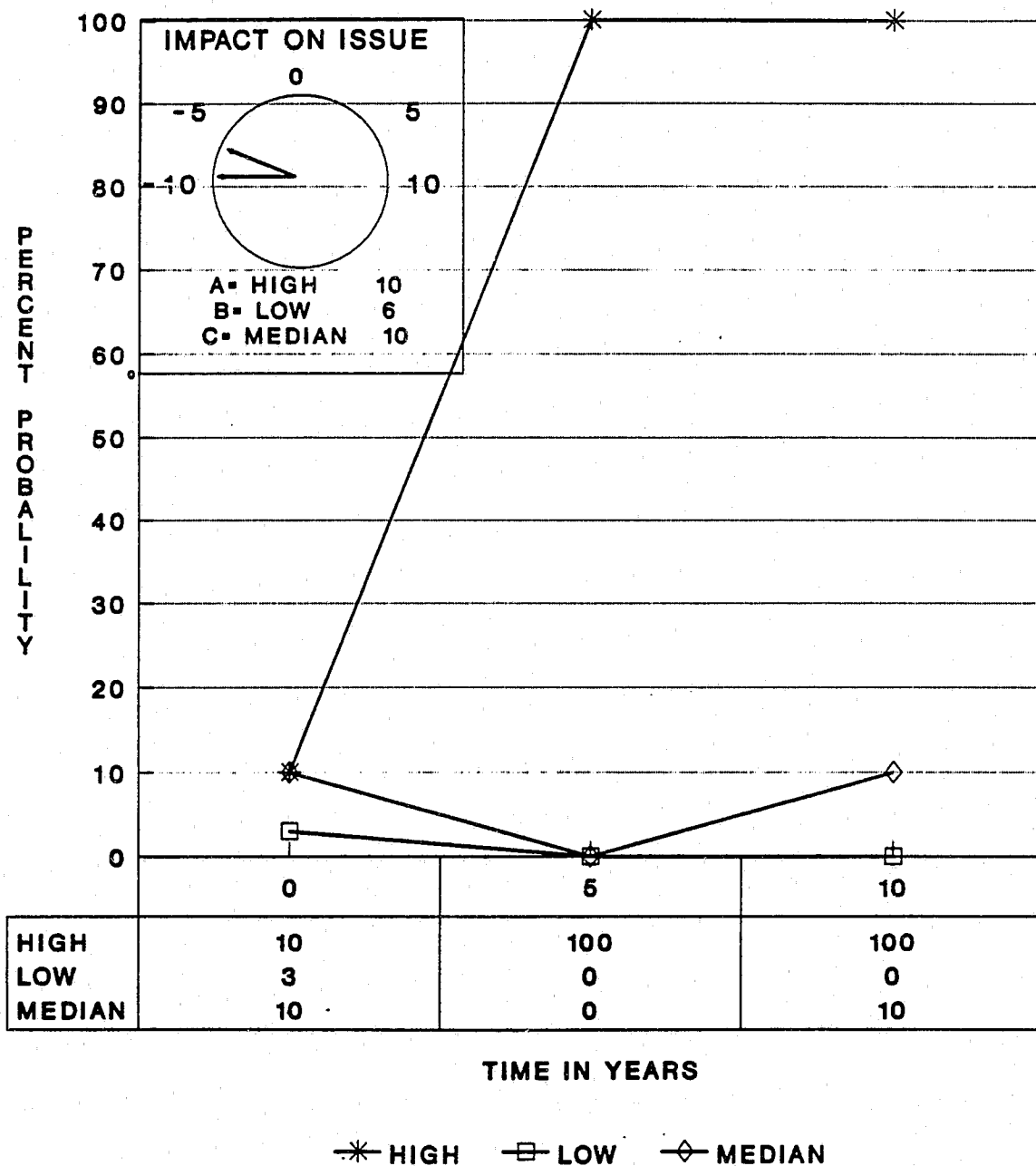
# APPENDIX L

## EVENT 3: GANG WARFARE



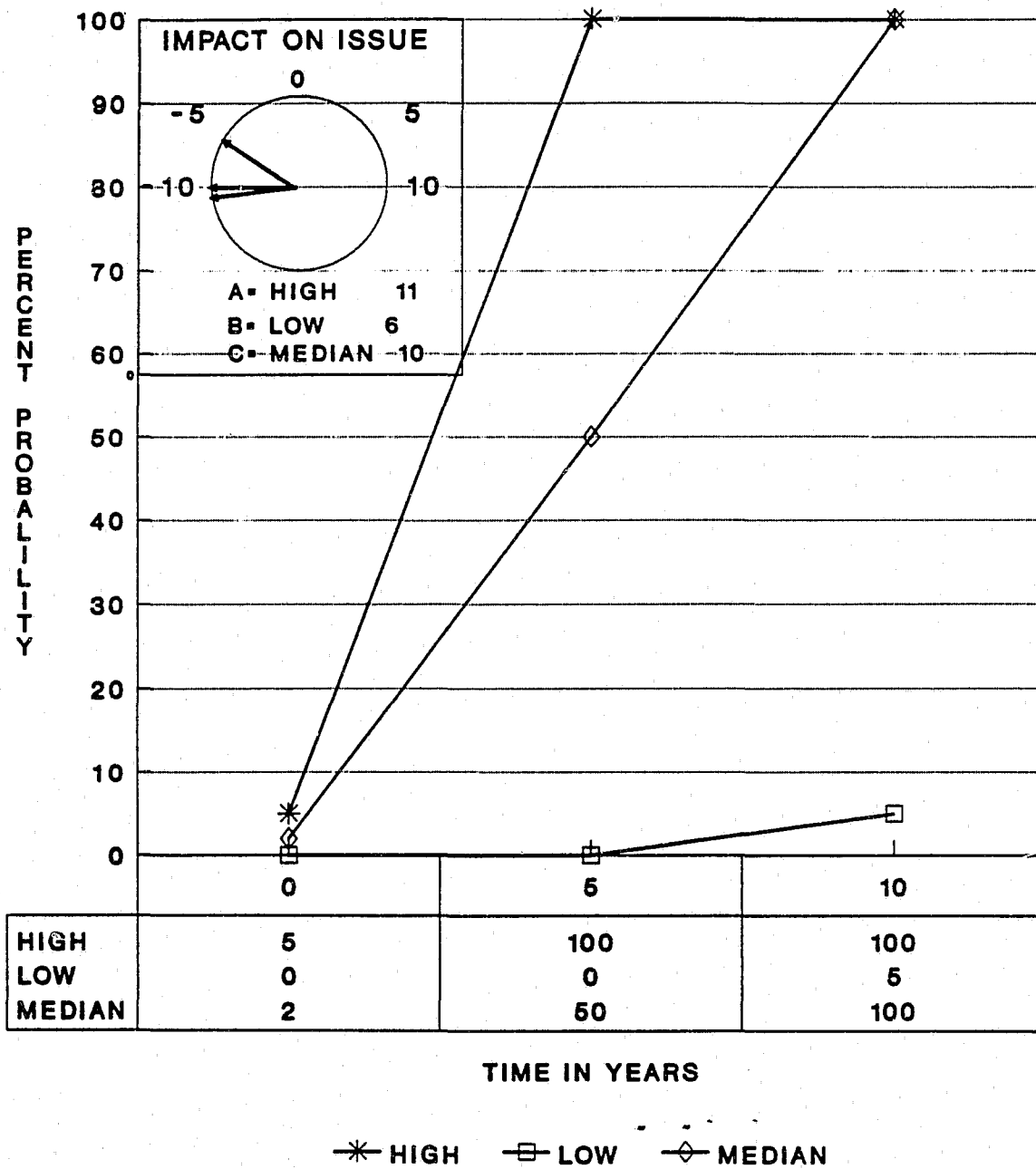
# APPENDIX M

## EVENT 4: DISNEY ANNUAL LOSSES



# APPENDIX N

## EVENT 5: CORRUPTION SCANDAL



## **APPENDIX O**

### Events As Identified By Panel

Earthquake

Change in Government/New City Manager and Mayor (change in view)

Large Scale Civil Disturbance

Oil Tanker Runs Aground

Teamster Work Stoppage

LASD Take Over LBPD Function

Major Corruption Scandan in City Government

PERS Fails Financially

Loss of Oil Revenue

Disney Annual Statement Shows Losses in Long Beach

Oil Tanker Collision With Nuclear Warship Inside Breakwater

Ballow Beasure to Fund Increase Personnel on LBPD Fails

Violent Crime Skyrockets 75% over Last Year

Airline Strike

Serial Killer in Long Beach

Gang Turf Warfare

Budget Deficit For City

New Police Chief

Light Rail Accident At Pacific Coast Highway

AIDS Epidemic in Long Beach

Chemical Haz/Mat Disaster From Harbor

Terminal Island Federal Prison Break

International Security Breach at Disney



## **APPENDIX O**

### Trends As Identified by Panel

Redefinition of Police Service

Enhanced Police Professionalism - More Image Conscious

Addressing the Environmental Transient - Homeless

Increase in Traffic

Conscious Public Relations Effort Re: Perception of Crime

Increase Minority Hiring Reflective of Community

City Management Doctrines Change

Budget Constraints Change with Revenue Base

Enhanced Intelligence Networks Relative to VIP Security

Rental Housing Market Changes as a Result of Labor Pool

Severe Impact on Infrastructure

Property Value Changes City Demographics

Creation of Civilian Review Board

National Economy Devaluation of the Dollar

Positive Transient Population - Tourist

Defining Relationship with Private Security and Police (Disney/VIP)

Change in Use of Airport

Business Community Development Changes

Increase Contiguous Area Policing Concerns

Change in Strength of City Personnel and Restructuring of Departments

Grass Roots Politics Influence the Right People

Emphasis on Public Transportation

Multicultural Awareness

Restructure of Police Department

## **APPENDIX O**

### Trends - Continued

Conflicts With Existing Attractions Competing

Police Commitment to Customer Service

Police Handle Priority One and Some Priority Two Calls

Union Activism

## **APPENDIX P**

### **NOMINAL GROUP PANEL**

Lt. W. Albertson:	Adjacent to Deputy Chief of Patrol - LBPd
Lt. A. Batts:	Adjacent to COP - LBPd
Cmdr. Ray Jordan:	Detective Bureau, LBPd
Cmdr. A. VanOtterloo:	Patrol, LBPd
Cmdr. C. Parks:	Traffic, LBPd
Joan Rogers:	Budget/Training, LBPd
Sgt. V. Whybrew:	Patrol, LBPd

### **STRATEGY DEVELOPMENT** **MODIFIED POLICY DELPHI PANEL**

Capt. E. Aasted:	Santa Barbara PD
Cmdr. D. Brown:	Long Beach PD
Marshal M. Carona:	Orange County Marshalls
Lt. H. Collins:	Los Angeles PD
Chief T. Simm:	Piedmont PD
Lt. V. Thies:	Irvine PD
Lt. B. Tognetti	South San Francisco PD
Lt. M. West:	Fresno PD

## **APPENDIX Q**

### **INTERVIEWS**

Adams, Dennis, 1991, Interviewed May 17, Adams is a Police Captain for the City of Pigeon Forge, Tennessee.

Barnott, Phillip, 1991, Interviewed May 16. Barnott is a Edmonton, Alberta Canada Police Sergeant supervising the West Edmonton Mall police substation.

Ersch, Kay, 1991, Interviewed May 17. Ersch is a police planner for the Orange County Sheriffs, Florida.

Golden, Kenneth, 1991, Interviewed May 15. Golden is a Chief Deputy with Riverside County Sheriff, California.

Harder, Anthony, 1991, Interviewed May 15. Harder is a Edmonton, Albert Canada Police Officer assigned to the West Edmonton Mall Police substation.

Mc Donald, John, 1991, Interviewed May 16. Mc Donald is a Police Captain with Atlantic City, New Jersey.

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