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**STATE OF CALIFORNIA
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AND TRAINING
COMMAND COLLEGE CLASS XVIII**

**"What will be the role of the police in neighborhood
revitalization by the year 2003?"**

By

**Matthew T. Powers
July 1994
Sacramento Police Department**

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

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

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

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

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WHAT WILL BE THE ROLE OF THE POLICE IN NEIGHBORHOOD
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ABSTRACT

This research project examines the role of the police in neighborhood revitalization efforts by the year 2003. Described are multi-discipline programs that combine police, community, and government agencies in collaborative efforts to reduce drugs, gangs and other problems in urban neighborhoods. Alternative future scenarios are presented, and one is selected for strategic management by the Sacramento Police Department. Strategic and transition management plans advance a leadership role for police which relies on an advisory board and forums to be held with internal and external stakeholders. The major points in the strategic plan implementation include: police chief appoints a program manager; data collection and analysis of crime displacement and effects on workload; multi-discipline team shares findings with major stakeholders; marketing benefits to key internal and external stakeholders; police management and police union representative visit cities with successful projects; multi-discipline team explores new technologies and funding options; "blue ribbon" committee reports on funding and a need for changes in law and policy; multi-discipline team building through training; constant evaluation monitoring and public report on the progress of multi-discipline neighborhood revitalization as a city wide strategy.

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JOURNAL ARTICLE

By

**Matthew T. Powers
July 1994
Sacramento Police Department**

JOURNAL ARTICLE

Author: Matthew T. Powers

Title: Neighborhood Revitalization and the Future Role of the Police

In cities such as Washington, D.C.; Norfolk, Virginia; San Diego, San Jose and Sacramento, California, there is a growing sense that the seemingly intractable problems of gangs, open air drug markets and other social disorders can be scaled back through multi-discipline neighborhood revitalization. This phenomenon has future implications for the police.

Police involvement in neighborhood revitalization attempts have, as of late, been prompted by the availability of short term grant funds. Examples include the federal government's Weed and Seed program; state programs such as California's Operation Revitalization; and local programs like San Jose's Project Crackdown. In many of these projects the police are often identified as a lead agency. This was the situation in the City of Sacramento, where the author served in the city manager's office as the director of Sacramento's Neighborhood Reclamation and Protection Plan.

But just what role should the police have in multiple discipline neighborhood revitalization, especially in future efforts since there is presently no guarantee of long term funding or broad-based community support. The issue question is this: What will be the role of the police in neighborhood revitalization by the year 2003?

Since community and local government support is essential, the following subissue questions must also be examined: What impact will local government participation in multiple discipline neighborhood revitalization have on the role of the police? What impact will community ownership and empowerment activities in neighborhood revitalization have on the possible role of the police? What impact will neighborhood revitalization activities have on other police activities?

In The Winnable Way: A Community Guide to Eradicating Street Drug Markets, Roger Connor and Patrick Burns have compiled a collection of effective community based revitalization strategies. "No city in the United States has successfully eliminated all drug use and sales, but many communities have begun the process of driving drug dealers out of their neighborhoods."¹ In their national bestseller, Reinventing Government,² David Osborne and Ted Gaebler recount the dramatic story of the rebirth of the Kenilworth-Parkside public housing project in Washington, D.C. "By 1980, its main street was an open-air drug market, and violence was so common that the management company put a bulletproof barrier around its office... Over the next ten years, however, Kenilworth-Parkside residents transformed their community." The area's reclamation was championed not by the police, but Kimi Gray, a courageous former welfare mother and community activist. According to Gaebler and Osborne "The lesson is clear: the police can make raid after raid, but only if a community decides to take responsibility for its own safety can the police be truly effective."³

Not all are convinced that the police should assume a leadership role, and not every city relies on the police alone to accomplish the task of reclamation. While San Jose's Project Crackdown is directed by a Deputy Chief of Police, it receives support by code enforcement, parks and recreation, public housing, county probation, and school district personnel. In San Diego, its Neighborhood Pride and Protection program was designed by the police, but is now run by an assistant to their city manager. Tacoma's Safe Streets employees provide facilitation services to interested neighborhood residents which supports improved cooperation with the police and local government, and the elimination of barrier to community self-help efforts. Sacramento's Neighborhood Reclamation and Protection Plan very much involved other partners. Reclaiming Sacramento's Neighborhoods states: "As narcotics and gang enforcement units saturate the neighborhood, the NPO's (Neighborhood Police Officers) work with code enforcement officers, building inspectors, social workers, recreation staff and community members to eradicate the conditions of blight that encourages criminal activity".⁴

For the police, the stage was set for their involvement in these types of efforts through the emergence of new styles of policing such as community policing and problem oriented policing.⁵ The research of James Q. Wilson and George Kelling contributed to the thinking that physical disorder like graffiti and broken windows contributes to the fear of crime. The Urban Institute and the Police Executive Research Forum are also studying neighborhood revitalization. In an interview with project director Deborah Weisel, the author learned that their study will result in a comprehensive definition of neighborhood revitalization. Weisel's

national review of neighborhood revitalization efforts resulted in her observation of a recurring emphasis on the "built environment" and on various crime prevention strategies that involve the police.

In May of 1993, Sacramento's city council adopted a new ten year strategic plan for the Sacramento Police Department. That plan contained a commitment to expand Sacramento's neighborhood revitalization efforts. To accomplish this goal, a futures study, strategic plan and transition management plan was developed to assist in this effort. The following is a discussion of that research.

The Future of the Issue

For neighborhood revitalization to succeed in the future, consideration must be given to the effect various trends and events could have on this issue.

Trends - One of the first trends the author explored was the staffing situation for both the police and general municipal government. A comparison was made between the City of Sacramento and nine large California cities. Information was obtained for the years 1988 through 1993, through interviews with city budget office staff, and reference to the FBI's annual Uniform Crime Reports. Police staffing declined in Sacramento from 1.6 to 1.4 officers for every 1,000 residents; comparison cities maintained at 1.6 officers. Municipal staff, which can support revitalization, for all cities declined slightly experiencing only a

minor decline. Not everyone is going to embrace multiple discipline neighborhood revitalization efforts. This is probably why another trend developed. It has generally taken an infusion of grant funds to at least "jump start" new revitalization projects with added personnel.

To ascertain other important trends, a "brainstorming" process known as a nominal group technique was used. This involved a panel, with participants chosen for their familiarity with the role of local government, traditional and non-traditional police roles, and community empowerment activities. Panel members were asked to identify trends that would bear on the issue of the role of the police in neighborhood revitalization by the year 2003.

The panel selected the following ten trends as those which would most likely effect the future of this issue:

- Continued funding of community oriented policing by non-traditional government sources; i.e., housing authority grants.
- Increased use of neighborhood police officers.
- Problem oriented policing strategies continue to involve more agencies.
- Increased public demand for community oriented policing.
- Increase in neighborhood organizations.
- Increase in violent crime.
- An increase in tax dollars being used for emerging social problems; i.e., crack babies and AIDS.

- Law enforcement "culture" becoming proactive versus reactive to problems.
- Increased community and problem oriented policing training within the police force.
- Violence prevention becomes more of a national issue drawing extensive research focus regarding cause and prevention.

Events - Future critical events could also occur and affect the role of the police. The events the panel selected were:

- A new source of federal and state grant funding will be available for neighborhood policing.
- Major revamp of the welfare system, lowering cost and allowing dollars to transfer into other projects.
- Major uprising by social groups; i.e., riots, civil unrest occurs.
- State police academies are revised to incorporate community and problem oriented policing philosophy with an emphasis on neighborhood revitalization.
- Major terrorist attacks will occur.
- Local governments will eliminate departments and form regional area service units comprised of multiple resources.
- Nationwide gun control will be adopted.
- A new wave of immigration from Southeast Asia and China will occur and drain resources and create special needs.
- Major national disaster(s) occur.

- The government will require constant monitoring of subsidized housing tenants; i.e., income limits, criminal records.

Scenario - Using these trends and events, alternative future scenarios can be developed.

What follows is a "history" written from the year 2004:

In 1994 the City Farms neighborhood received a brand new federal grant to support a major neighborhood revitalization effort. City Farms had become a fertile ground for drugs, gangs, violence and other problems. Now, Officer Daniel Banks, who had grown up in this low income area, would be able to maximize his community contacts as he served as a neighborhood police officer. This grant mitigated Sacramento's shrinking pool of police officers which had seriously jeopardized the ability of the Sacramento Police Department to meet the growing demand for service.

Then in 1997, a major welfare reform initiative redirected savings to this and other neighborhood revitalization projects. Unfortunately, grant funds were never really enough to get the job done. So police managers stripped away officers from other duties to help in high crime target neighborhoods. They worried about how this might affect their ability to handle a disaster or civil unrest; they were stretched thin.

Then a major social uprising arose in Southern California. Asian immigrant populations in the Los Angeles and Orange County areas violently protested a naval blockade that had

turned a "flotilla" of refugee ships back on the high seas. To stop related firearms violence, the President enacted an emergency ban on all firearms. Enforcing the ban slowed and diverted financial support away from neighborhood revitalization. The threat of a state bankruptcy cast an even darker shadow over "The Golden Land." When it hit, community members in City Farms wondered as to the effect. Had this community done enough to wean itself off its historic dependency on state funds? Yes! Crime didn't rise. Then, almost two years later, California almost divided into three separate states. This threat weakened the strength of statewide labor unions. Now, perhaps, the citizens walking foot patrol and painting over graffiti could act on Sergeant Banks' desire for them to care more for the public safety of their neighborhood.

Banks' unorthodox approach to public safety did not go unnoticed. In April of 2003, now Lieutenant Banks was hired to develop a state-wide curriculum for a new mandated course for all officer academies on community/problem-oriented policing. While Lieutenant Banks was glad to advance COP and POP, his confidence in these methods had been tempered by the chaos that had surrounded the immigration issues of the late 90s. He knew California had to find new ways to address a complex mix of service demands with very restricted resources. Fortunately, he remained confident that neighborhood revitalization would be a major part of the solution.

While there is, of course, no guarantee that this scenario will occur, the general outcome is desirable. Thus, this scenario was selected for strategic management.

Strategic Planning

"There is no 'future' to guide our present decisions." Richard John Neuhaus said this, and he added, "There are only possible futures we can strive to advance or resist."⁶ Strategic planning can help advance a desired outcome.

The organization in focus is the Sacramento Police Department, which has 993 employees. Of these, 584 are sworn officers. The department serves the City of Sacramento, California's capital, a city of 393,000 residents. Since 1992, the police department has successfully obtained local, state and federal grant funding for 23 officers who provide support to nine multiple discipline neighborhood revitalization projects. Overall, within these areas reported crime has dropped 16% to 30%, and calls for police services have declined from 39% - 50%

In May of 1993, the city council adopted a ten year strategic plan for the police department which proposed a new police mission: *The mission of the Sacramento Police Department is to work in partnership with the community to protect life and property, solve neighborhood problems, and to enhance the quality of life in our city.* The accompanying report recommends an expansion of neighborhood revitalization, an approach the council had earlier embraced as their response to gangs and drugs.

As such, a more specific "micro-mission" was developed. It reads in part: *By the year 2003, the major role of the Sacramento Police Department will be highly supportive of neighborhood revitalization efforts. These efforts will stabilize troubled neighborhoods and reduce drugs, gangs, crime and other social disorders. Sacramento Police Department officers, in their support of neighborhood revitalization, will serve in a leadership role while developing, nurturing, and sustaining multiple discipline partnerships with other public and private interests.*

To realize this mission, the external and internal environment must be considered. **External Environment** - Not all neighborhood associations uniformly embrace neighborhood revitalization. Some fear the displacement of crime to their streets, and suspect they are not getting the same level of support as the police give revitalization areas. Many neighborhoods want increased access to police crime statistics, especially residents in public housing who want police assistance in screening out undesirable tenants. The recent formation of SAFE STREETS in Sacramento will help support community mobilization in both target and non-target areas. There is also growing political support for community policing and for redirecting city staff to work on graffiti, problem properties, and other conditions that foster crime and repeat calls for service.

Internal Environment - Not all officers embrace community policing, and some resist and dismiss the success of neighborhood revitalization. While not openly opposing revitalization, the Sacramento Police Officer's Association has questioned the department's commitment to

traditional policing activities. Due to city-wide budget cuts in 1993, the department lost 72 sworn positions. This prompted an attitude of retrenchment, which has nurtured resistance to new community policing activities. There are, however, a growing number of officers who support community and problem oriented policing. As a part of its ten year strategic plan, the department decentralized into four major geographic command areas. While this has increased attention on revitalization activities, it has strained communications which could affect intra-departmental cooperation. Recent efforts to revive crime analysis could improve communications and strengthen commitments to future revitalization efforts, as they would provide feedback on both target area results and displacement to non-target areas.

Key Stakeholders - No strategy can succeed without consideration of key stakeholders who could affect the future role of the police in neighborhood revitalization. For Sacramento this includes: patrol officers, sergeants and lieutenants; the Sacramento Police Officers Association; sworn executive command staff; the police data services manager; city council members; voters in non-revitalization areas; outside co-participating agencies; the city manager; city attorney; and neighborhood associations.

Various assumptions were assigned to each stakeholder. For all police personnel, including the association and command staff, there would be some support for a role in revitalization as long as it reduced problems and did not overburden traditional service commitments. For council members, neighborhood associations and voters in non-revitalization areas, it was assumed there would be some support for a police role, but that the police could do more

with existing resources, and not appreciably cut existing services. The city manager and city attorney generally would support an active police role in revitalization, but are concerned about the drain this will have on other city services.

Key Strategies Considered - To achieve the micro-mission statement, alternative strategies were analyzed for their short and long term desirability, implementation feasibility, cost, community involvement, stakeholder and taxpayer support. Using this process, two key strategies were identified. The first was to *create a community advisory board to work in collaboration with police and other public and private interests to advance neighborhood revitalization success*. The second was to *hold internal and external forums to get buy-in*. It was easy to see that these two strategies could be combined and supported with an appropriate implementation plan.

Implementation Plan - Over a seven to ten year period the various tasks would advance this combined strategy: The chief of police could create a working group to identify how revitalization reduces crime and calls for police service in target areas, and to dispel unsubstantiated fears about displacement into surrounding areas. The team would hold forums to explain their findings. Meetings could be held with each stakeholder, and joint visits made to other cities to explore the role of the police. Community forums would be held on the issue. The work team would collaborate with the city budget office to identify funding alternatives through the year 2003. A separate subcommittee would be formed to explore technologies which could improve communications and crime analysis capabilities.

A blue ribbon committee would be created to serve as the recommended advisory committee and work on needed changes in the law, local ordinances, and policies. Finally, an evaluation process would be adopted.

TRANSITION MANAGEMENT

A transition management plan is a process for getting from today's situation to the "tomorrow" envisioned in the selective future scenario. During the transition phase an organization can experience disruption as old policies and practices are modified or abandoned in favor of new ones. This can result in internal chaos, uncertainty and stress.

Key individuals were identified who will comprise what is known as the "critical mass," or those individuals who can deliver the requisite stakeholder support. To identify these key players, it is first necessary to determine which stakeholders have the power to significantly bolster the success of the strategic plan. For Sacramento, this includes: patrol officers, sergeants and lieutenants; the Sacramento Police Officers Association; the police data services manager; city council members; voters in non-revitalization areas; outside co-participating agencies; the city manager; and neighborhood associations.

Having identified our key stakeholders, we now move on to the analysis of the critical mass. Who comprises the critical mass? What is their current commitment to the plan, and where do they need to be moved in order to achieve success? First, is the Chief of Police who

could deliver some of the officers, sergeants and lieutenants, and the data services manager. It is necessary for him to make change happen. While strongly committed to expanding neighborhood revitalization, he could advance this even more by assigning a program manager.

Next, there is the president of the local police officer's association. He could deliver some of the officers, sergeants and lieutenants. In some respects the association is blocking change. The association leader might be moved toward a more favorable position if the chief and the program manager have him join them on a fact finding visit to cities that enjoy successful revitalization projects and have not lost officers during a city budget cut.

Sacramento's Mayor could deliver the city manager, most of the city council, voters in non-revitalization areas and neighborhood associations. The mayor needs to more actively help change happen. The mayor needs hard data to clearly demonstrate the city-wide advantages of neighborhood revitalization.

The executive director of the Sacramento Housing and Redevelopment Agency is part of the critical mass. He has helped change happen by funding local grants to add police officers for revitalization. One way to help the director make change happen is to support him in areas of need. For instance, the agency wants access to criminal history information for screening tenants. This would help in revitalization areas, and eliminate a key reason citizens give for opposing the possible placement of public housing in their area.

The interim director of the city's new Neighborhood Services Department is part of the critical mass who can help make change happen. Assigning a program manager to serve as liaison with this new department would help. The police could provide training in how to address neighborhood problems such as: graffiti, abandoned vehicles, and illegal dumping in alleys. The Director could deliver support from various neighborhood associations and co-participating agencies.

The local president of the Sacramento County Alliance of Neighborhoods is also a member of the critical mass. This organization could dispel misperceptions by voters outside the target area as well as concerns of neighborhood associations and, thus, help change happen.

Another member of the critical mass is the president of SAFE Streets. This is a local business leader who has access to other business concerns as well as the local media who is already helping to advance neighborhood revitalization. He could promote the benefits of neighborhood revitalization and help deliver voters in non-revitalization areas and some private co-participating agencies.

Finally, the captain chosen as the program manager would be in the critical mass, and needs to make change happen. This would occur when the chief selects an individual and empowers that person with the organizational authority necessary to advance neighborhood revitalization.

CHANGE MANAGEMENT STRUCTURE

A separate structure is needed to manage the transition from the current to the more desired future. The future role of the police in neighborhood revitalization will require unprecedented cooperation with the public they serve and many non traditional public and private partners. The proposed structure would be comprised of three key elements: a program manager, the use of representatives of important constituents, and the selection of natural leaders.

While the chief of police strongly supports neighborhood revitalization, he has little time to oversee its direct management. A program manager is needed and should be someone trusted by the chief and highly familiar with the internal workings of the department.

Representatives of constituencies should be used during the transition. This includes persons from selected stakeholder groups, and key police and municipal agencies. A smaller group from within this body would be selected to serve as a work group under the direct management of the project manager. The work group would analyze and disseminate information critical to the needs of the critical mass and stakeholders.

Natural leaders should be selected to serve the Chief of Police in two areas. First, an external blue ribbon committee could be formed to advise him of community concerns. This same body would promote the need for added resources which might otherwise be difficult to

obtain, but for the pressure such a group could generate. Second, the natural leaders within local government could be formed into a group to identify and advance needed policy and organizational changes required for the success of the mission.

This three part change in management structure is proposed as the optimal leadership configuration. It would enjoy sufficient clout to marshal resources outside the direct control of the police or any other single agency or government body during transition. The management structure would promote cohesion amongst the many organizations upon which these projects depend.

INTERVENTION TECHNIQUES

Problem finding, educational intervention and resistance management are intervention strategies and techniques which can be used to help secure the commitment of various stakeholders, and especially key players who comprise the critical mass.

Problem Findings - The Program Manager could call a meeting of the critical mass for the purpose of problem finding related to the issue of neighborhood revitalization. This technique is a non-threatening way to identify important problems and issues. This ad hoc approach promotes an exchange of ideas in an environment which should promote a spring board for future structural interventions.

Educational Intervention - Formal instruction on neighborhood revitalization would be used for certain stakeholders. For instance, the police department runs annual advanced officer and supervisor training programs which could be used to increase awareness and commitment to revitalization amongst officers, sergeants, and lieutenants. The department also runs a citizen's academy, which could be used to educate representatives of the stakeholders and key players in the critical mass.

Resistance Management - This intervention involves an analysis of factors that might prohibit or inhibit support from organizations and individuals during the transition process. The program manager then coordinates with the representatives of the constituents to manage appropriate interventions. This three part transition management structure could provide an optical means to understand what walls exist and how to effectively knock them down while simultaneously advancing an effective expansion of neighborhood revitalization.

CONCLUSION

Neighborhood revitalization is emerging as an innovative response to many neighborhood and public safety problems. This is especially so for the City of Sacramento. Unfortunately, there is no collection of recipes to help law enforcement practitioners maximize the benefits of their collective work with local government and the community. And, too frequently, the role of the police is not clearly stated. And, so, back to our earlier sub-issue and issue questions: "What impact would local government participation in multiple discipline neighborhood revitalization have on the role of the police?" For the police to help create neighborhoods that are less prone to crime, their future role must readily accept assistance from other service providers. They must surmount the historic resistance that has developed in reform style policing to this kind of integrated service delivery.

What impact will community ownership and empowerment activities in neighborhood revitalization have on the possible role of the police? The role of the police must be more closely aligned with the needs of the community, especially since future community support is essential for revitalization to succeed.

What impact will neighborhood revitalization activities have on other police activities? If neighborhood revitalization is continued, as suggested in the future scenario, this could create significant disparity in the quality and nature of how and where police resources are committed. The police must serve in a role that promotes the general city-wide benefits of

neighborhood revitalization. The police must be able to quickly and candidly assess displacement, as well as problem reductions, and share this with the public.

This brings us to the main issue of the study: What will be the role of the police in neighborhood revitalization efforts by the year of 2003? The police can gain considerable support if they assume a leadership role in the advancement of neighborhood revitalization, but this cannot be an autocratic role. New relationships must be formed which will involve the police as an active co-participant with the community and local government. The payoff is the reduction of crime and social disorder. The cost is abandonment of a style of policing that kept at a distance the active involvement of general local government and the community.

The police must serve as an active consensus builder for multiple discipline neighborhood revitalization to continue successfully by the year of 2003. Between now and then, additional research on neighborhood crime displacement and on community self-help activities that compliment local government action would be beneficial to any city seriously interested in this approach to neighborhood public safety problems.

END NOTES

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APPENDICES

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PROJECT BACKGROUND

INTRODUCTION

In urban centers across the United States there is a growing sense that the seemingly intractable problems of gangs, open air drug markets and street crimes can be scaled back through neighborhood revitalization efforts. In a work endorsed by the U.S. Department of Justice, The Winnable War: A Community Guide to Eradicating Street Drug Markets, authors Roger Conner and Patrick Burns have compiled a collection of effective community based revitalization strategies. For those who have entertained the notion that neighborhoods plagued by such problems cannot be won back, they offer the following challenge: "Those who doubt communities can rid themselves of street drug markets have not met these people who glow with the moral fire of parents determined to save their children, of home owners determined to save their life savings, and of people who are simply sick and tired of being too scared to go out at night. No city in the United States has successfully eliminated all drug use and sales, but many communities have begun the process of driving drug dealers out of their neighborhoods."¹

Fortunately, or unfortunately, regardless of who initiates neighborhood revitalization efforts, they almost always involve the police. This involvement can be both beneficial and problematic. The purpose for this paper is to prepare a futures study of the following issue: What will be the future role of the police in neighborhood revitalization efforts by the year 2003. This effort will further propose a strategic plan and transition management plan for

the full development and implementation of an effective role for the Sacramento Police Department in neighborhood revitalization efforts through the year 2003.

While seemingly parochial in nature, neighborhood revitalization will exist in a world affected more and more by international, national, state and local activities. One way of understanding this world is to consider social, technological, economic, environmental and political trends and events. These factors will be used as a taxonomy to gain needed insight for this study.

An examination of optional roles for the police is needed if law enforcement is to effectively contribute, manage and assess their response to community reclamation efforts in the future. The need to identify new ways of policing is pressing. At a San Jose conference on community policing, recognized law enforcement futurist, F.B.I. Agent William L. Tafoya, offered law enforcement a grim assessment of the 1992 urban riots and unrest in Los Angeles and other cities. "It's an indication of what's to come. And, who's going to get blamed? You're a handy scapegoat, and you're going to remain vulnerable as long as you keep doing what you're doing."² Simply adopting a banner of community policing is not enough; instead, profound internal and external changes were called for by one conference speaker, the late, Professor Robert C. Trojanowicz, author and noted expert on community policing.³ Neighborhood revitalization may well be part of the solution.

In fact, the law enforcement community is attempting in many respects to assume a future leadership role in this area. On the local level, in 1993 the Sacramento Police Department proposed a ten-year strategic plan which recommended an expansion of a police initiated multiple discipline neighborhood revitalization program. It received strong support from the City Council for the City of Sacramento. At the state level, the California Office of Criminal Justice Planning (OCJP) has endorsed law enforcement's leadership role in revitalization. Specifically OCJP has funded experimental revitalization grants in six cities of various size which required a multiple discipline response to neighborhood problems with law enforcement in the lead. On the national level, the U.S. Department of Justice has promoted this emerging movement with the issuance of federal grants for Innovative Neighborhood Oriented Policing and Weed and Seed programs which propose the use of traditional policing and community oriented policing activities in neighborhood revitalization efforts focused on the reduction of violent crimes, drugs and gangs.⁴

Such efforts have not been uniformly well received in all communities. This is evident in a comment made by Herbert Hoelter, director and cofounder of the National Center on Institutions and Alternatives, at a plenary session of the Washington, D.C., Drug Policy Foundation in November of 1992: "The new programs coming out of Washington have fueled the war rather than dampened it. The infamous 'Weed and Seed' program where 80 percent of the money and effort went to 'weeding' young African-American men from their families has been pitiful. The 20 percent in 'seed' money has gone to building fences around

high-rise projects and installing electronically operated turnstiles to keep the community out rather than assist the community with problems."⁵

Such efforts may be discontinued or modified under the Clinton administration.

Nevertheless, these national programs will have a significant affect on real and perceived role options available to local law enforcement in communities with neighborhoods in distress.

In their national best-seller, Reinventing Government,⁶ authors David Osborne and Ted Gaebler recount the dramatic story of the rebirth of the Kenilworth-Parkside public housing project in Washington, D.C. "By 1980, its main street was an open-air drug market, and violence was so common that the management company put a bulletproof barrier around its office. Residents went without heat or hot water for months at a time. The roofs leaked, the grass died, and the fences were torn down. Rubbish was picked up so infrequently that rats infested the buildings. Over the next ten years, however, Kenilworth-Parkside's residents transformed their community. By 1990, the drug dealers were gone, crime was negligible, and the buildings were under repair."⁷

This turn in events did not occur due to police or other government initiative. Instead, it is attributed to the leadership, courage and determination of a remarkable woman, Kimi Gray - a long term resident of Kenilworth-Parkside and former welfare mother. While not begun by law enforcement, it nevertheless included the active involvement of the police, who prior to this effort would not enter the area with less than four officers. In response to the

community's initiative, the Washington, D.C., Metropolitan Police Department provided this area with foot patrols, a temporary station, greater information sharing and protection for citizens engaged in anti-drug marches. According to Gaebler and Osborne, "The lesson is clear: the police can make raid after raid, but only if a community decides to take responsibility for its own safety can the police be truly effective."⁸ If this is so, and there is a growing body of pundits who claim it is, then this "lesson" should certainly be heeded by those of us in the policing business.

But can similar reclamation efforts be replicated whole cloth in California? Most of California's cities do not have the higher levels of police staffing which exist in cities like Washington, D.C., Baltimore and Houston which have experienced revitalization efforts.⁹ This is not to imply similar neighborhood actions cannot occur in California, they have. Instead, consideration needs to be given to our comparatively lower levels of police staffing, as this will affect our capacity to meet service expectations.¹⁰

As an emerging social phenomenon, neighborhood revitalization is currently under study by the Urban Institute and the Police Executive Research Forum, on contract to the National Institute for Justice. The Police Executive Research Forum, or PERF, is providing research support and exploring related police issues. In an interview with PERF Project Director, Deborah Weisel, the author learned that this is an ongoing study and they do not yet have a comprehensive definition for the term "neighborhood revitalization." Ms. Weisel (who has been intimately involved in PERF's national support for the expansion of problem oriented

policing) said there has been little formal research done in this general area. Nevertheless, in her national review of diverse neighborhood revitalization efforts, she has observed a recurring emphasis on what she described as the "built environment" and on various crime prevention strategies that involve local government and community participants. The author's research revealed that there is presently no definite academic or operational protocol for the initiation, management, and evaluation of neighborhood revitalization which demonstrates the contemporary nature of this topic.

The Urban Institute study includes an examination of a program the author had the opportunity to direct. To develop a community based anti-drug and gang strategy for Sacramento, the author examined neighborhood revitalization efforts in San Jose, San Diego, the Harbor City area of Los Angeles County, and programs in Norfolk, Virginia; Mobile, Alabama; and Tacoma, Washington. This research provided a foundation for the development, expansion and support of a neighborhood revitalization effort in Sacramento, California, known as the Neighborhood Reclamation and Protection Plan (NRPP). This is a multi-discipline anti-drug and gang initiative, designed to take back and hold onto areas hard hit by drugs and gangs.¹¹

To achieve this goal, NRPP involved work related to each of the sub-issues identified for this study. It included the police providing traditional and non-traditional law enforcement services, in active partnership with other City departments, and involved community

mobilization efforts with grassroots community activists as a major partner. In fact, community-ownership is strongly promoted with citizens encouraged to develop their own non-governmental means to replace or compliment government efforts.¹²

While this effort has contributed to major drops in drug and gang activity in an historically high crime, drug and gang inner city area, long-term success cannot be claimed at this early date. This program does, however, reveal yet another city adopting community-based multiple discipline revitalization strategies to reclaim troubled neighborhoods.¹³

A review of literature on this subject revealed a combination of urban problems and community demand for traditional and unique police actions at the neighborhood level which will affect public safety in the future. It disclosed that our citizenry is no longer content to have officers simply answer calls for service and investigate crimes, they want more than is generally offered on the reform style policing menu. Instead, there is growing popular interest and local commitment to alternative policing styles, such as problem oriented policing, neighborhood foot and bicycle patrols, and various community policing modalities which foster a more interactive role between the police and community members.¹⁴

Research further disclosed that neighborhood revitalization is emerging as a new and different response to urban needs and public safety problems.¹⁵ It is affecting not only the police but other public and private interests with whom the police interact. For example, in cities where officers use problem oriented policing¹⁶ to help deal with community needs,

they frequently work with non-traditional partners. This could include work with fire inspectors to shut down a rowdy bar through the application of the fire code to restrict excessive occupancy. Or perhaps it could entail collaborating with the city attorney and dangerous building inspectors to abate a "crack house" as a part of a neighborhood revitalization.

Through these efforts, the police and their non-traditional governmental partners become interdependent; changing both in the process. As dependence builds, and communities come to expect these types of multi-discipline interventions, the police need to be sensitive to organizational changes and operating budget deficits in these other agencies.

If a law enforcement agency is committed to this type of holistic community intervention, it may need to adopt a new and different way of thinking about its role options. A shift in paradigms may require a reform style police department to understand that its organizational vitality is now much more closely related to its ability to adapt and integrate new styles of policing into its organizational behavior. Where before a concept of professionalism separated police departments from the grassroots interests of community members, work in partnership with the community must now be considered and nurtured. And, if the role of the police in revitalizations cannot be accomplished without other governmental entities, then our destiny is now entwined with some non-traditional partners.

THE ISSUE AND SUB-ISSUES

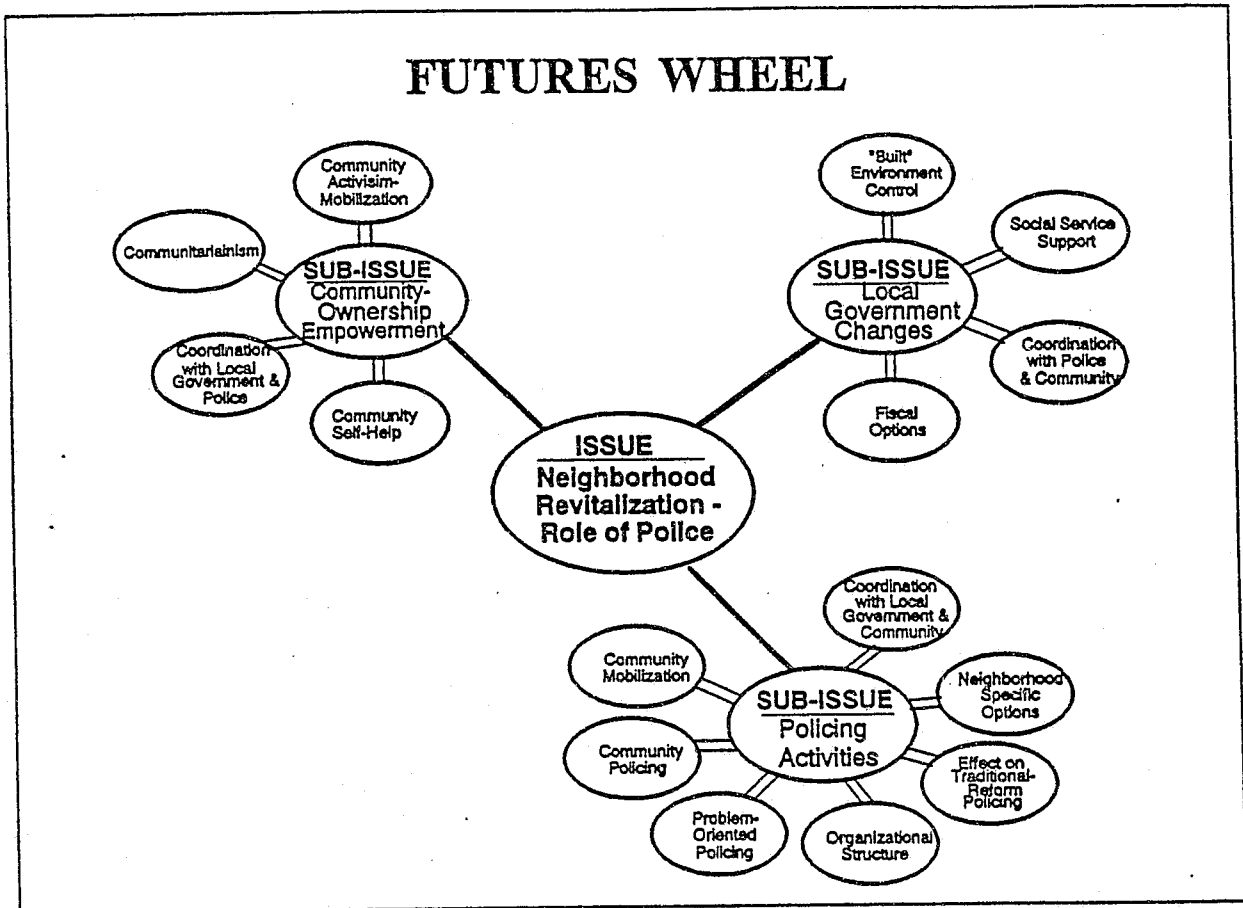
The main issue under study is this: What will be the role of the police in neighborhood revitalization efforts by the year 2003?

While there are many factors which will affect this issue in the future, the following sub-issues will also be examined in this study:

1. What impact will local government participation in multiple discipline neighborhood revitalization have on the role of the police?
2. What impact will community ownership and empowerment activities in neighborhood revitalization have on the possible role of the police?
3. What impact will neighborhood revitalization activities have on other police activities?

These sub-issues were determined through personal experience, a scan of futures file items, a survey of related literature and interviews with persons involved in this issue. This inquiry contributed to the development of a futures wheel (Figure 1), which depicts the main issue and related sub-issues which will be considered in this study.

FUTURES WHEEL



For purposes of this study the following was developed as an operational definition of the term "neighborhood revitalization": "Neighborhood revitalization" can be defined as a multiple discipline effort which combines diverse public and private agencies and community members and organizations in collaborative efforts to reclaim troubled neighborhoods from problems such as gangs, drugs, gun violence, etc.

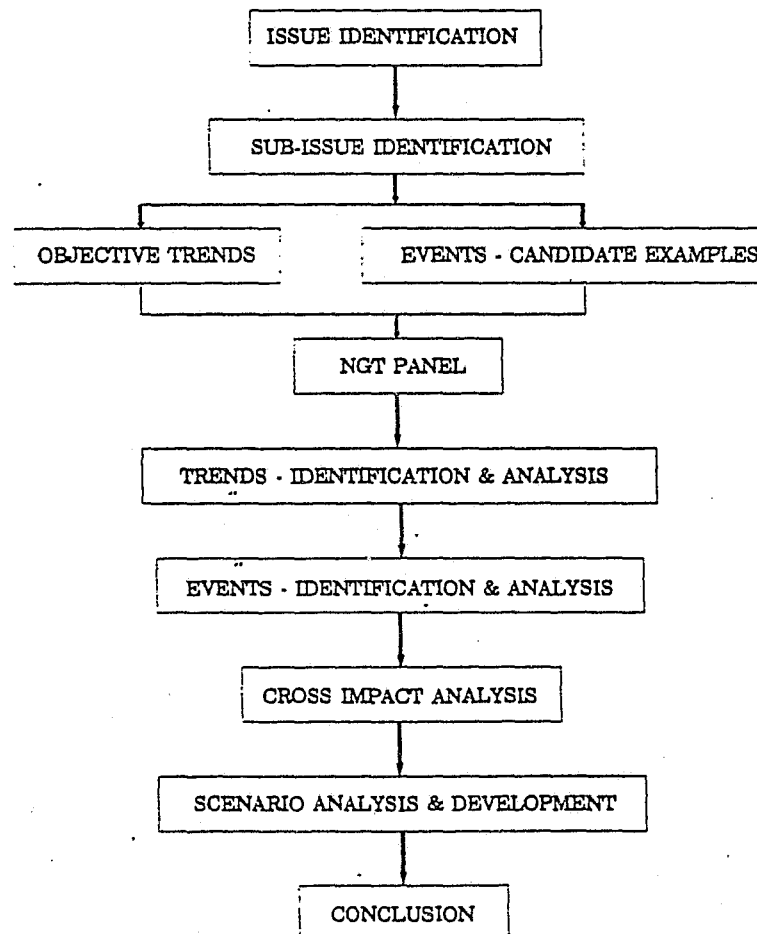
Since the locus of action is at the neighborhood level, defining and actualizing the role of local law enforcement is an essential activity. A proper grasp of this issue is needed if the police are to effectively respond to community needs of the future. Role definition is a worthy pursuit as it will contribute to our ability to communicate effectively. While their genesis dates back to the 1970's, community oriented policing and problem oriented policing are gaining increased popularity as emerging new ways to police. More recently these newer modes of policing have been integrated with traditional policing actions and have contributed to the development of promising neighborhood oriented policing initiatives. As such, law enforcement leaders have contributed to a broader public belief that neighborhood revitalization is perhaps possible. Considering this issue with a futures study looking ahead to the year 2003 is not an act of hubris; it is, instead, an essential exploration. A vision of revitalizing our cities one neighborhood at a time requires nothing less from its police.

PART I - FUTURES STUDY - DEFINING THE FUTURE

PREPARATION AND DESIGN

In the pursuit of a better understanding and plan for the management of the issue and sub-issue revealed in the introduction, the following futures study was prepared. It primarily relies on the use of a nominal group technique and modified delphi process to identify and analyze relevant trends and events.

The following flow chart depicts the major steps of this futures study. The arrows reveal the connections and progression of events related to these steps.



The preceding flow chart reveals a variety of interconnected activities. These activities are so designed in order to gather and evaluate information related to the following issue: **What will be the role of the police in neighborhood revitalization efforts by the year 2003?**

DEFINING THE ISSUE AND SUB-ISSUES

A review of related literature and the personal experiences of the author with neighborhood revitalization was used to identify the major stakeholders: the police, local government and the community. For the police, this movement coincides with growing interest in the police adopting new styles of operations such as community policing and problem oriented policing¹⁷. For this reason, the issue this study will examine is **what will be the role of the police in neighborhood revitalization efforts by the year 2003?**

The role of the police is not static. In the 1930s, in response to community concerns over police corruption, police reformers August Volmer and O.W. Wilson advanced various good government police reforms. This trend has become so entrenched that it has developed into something of a paradigm by which the police and others have come to see law enforcement as their primary role in society. This paradigm has resulted in restricted, guarded and at best tentative modern historical interaction between the police and community or neighborhood interests, and restricted cooperative ventures with other local government agencies. What is occurring today is a major reassessment, by law enforcement practitioners and social critics, of the future viability of the reform style of policing. Since innovative neighborhood revitalization efforts have generally been well received, the various current and emerging roles the police play in these efforts is worthy of exploration.

There are three related sub-issues which prompt the need for this study, and they relate to the primary stakeholders: the police, local government and the larger community. The collective interplay between these participants can not only affect the overall success of a community project, but will affect the role of the police. Likewise, the independent actions of one participant can simultaneously affect the others.

SUB-ISSUES:

1. What impact will neighborhood revitalization activities have on other police activities?

For the police, one sub-issue will revolve around the tension of future demands for police support of neighborhood revitalization and various activities related to traditional and emerging police activities. For instance, if street crime is routed from one neighborhood, will it displace to another? Will it shrink in size? And, how will the police respond to citizen calls for service in non-revitalization areas if they are concentrating their attention in one or more high crime neighborhoods? How the police cope with these dynamics will be affected by fiscal and organizational factors as depicted in the futures wheel.

2. What impact will local government participation in multiple discipline neighborhood revitalization have on the role of the police?

For local government, issues of priority and coordination will need to be addressed. If local government is to effectively revive at-risk neighborhoods, they must contend with resource limitations and find new ways to compliment police and community actions. Not unlike the

federal government and other large institutions such as the organized church, local government has suffered from "...fragmented centralization, and greater social responsibility have called forth increasingly organized responses from other institutions."¹⁸ The response of local government in revitalization will affect the role of the police. For instance, if a Parks and Recreation Division effectively removes and reduces graffiti, this could eliminate the need for the police to address this blight and could reduce vandalism calls to the police.

3. What impact will community ownership and empowerment activities in neighborhood revitalization have on the role of the police?

As a sub-issue, the dynamics surrounding the role of the community in a revitalization effort must be understood. For instance, community mobilization efforts may actually resist police and local government interests in reviving a neighborhood¹⁹. How the police communicate with neighborhood residents and how, or whether, they share control with a target community in defining the role the police play in a multiple discipline neighborhood revitalization will affect the success of such efforts.

This study will use the following nominal group technique and related analysis and scenarios to add understanding to the above issue and sub issues.

TREND AND EVENT DEVELOPMENT

A nominal group technique was selected as a means to nominate future trends and events and to serve as a delphi panel to evaluate them. In preparation for the use of this method, fifteen potential candidates were identified as potential participants. This group was reduced to ten potential panel members. These potential participants were contacted by telephone and asked to serve as panel members to provide individual and group insight on the selected issue - all volunteered to assist.

A follow-up letter and related information was sent to each panel member (Appendix A). The letter included the date, time and location of the exercise; it was scheduled to last from 1:00 PM to 4:30 PM on Wednesday, June 30, 1993 at a Sacramento Police Department substation community meeting room. Other items included:

A list of the nominal group technique panel members.

Each member was provided with definitions for the terms "event" and "trend" as described in materials produced by The Policy Analysis Company for use by California Command College participants.

The above definitions were included on a form which provided the panelists with examples of an event and a trend. For the event, the creation of a national police corps adding thousands of officers to local law enforcement was proposed. Proposed as

a trend was the growth of neighborhood revitalization efforts in the City of Sacramento.

An introductory overview with endnotes and the futures wheel used to identify the issue and sub-issues of this study was provided to the panelists.

The letter requested the panelist identify their own events and trends and bring this information to the exercise.

NOMINAL GROUP TECHNIQUE - PANEL PARTICIPANTS

Participants were selected for their ability to add understanding to the future of the police in neighborhood revitalization efforts. Neighborhood revitalization initiatives are emerging locally, statewide and nationally. Attention was given to involve participants familiar with activities in as many of these arenas as possible.

As indicated in the introduction, many of these initiatives are begun to reduce drug and gang problems, and persons familiar with these issues were selected. Participants were chosen for their familiarity with the role of local government, traditional and non-tradition police roles, and community empowerment activities. These three areas relate to the sub-issues identified for this futures study.

In general, the following participants were selected for their personal and professional experience with neighborhood revitalization efforts. Consideration was also given to ensure the panel included persons reflective of the human and cultural diversity which now exists in many police departments, local government agencies and in the communities which comprise our cities.

Gary Little is the city wide Anti-Drug and Gang Coordinator for the City of Sacramento. Mr. Little oversees a variety of community based efforts which involve the revitalization of neighborhoods struggling with drug and gang problems. Mr. Little has been an active participant in the development of a new Neighborhood Services Department for the City of Sacramento. This department will coordinate the involvement of multiple city departments and agencies engaged in the reclamation of communities affected by drug and gang problems.

Catherine Camacho is a citizen activist who has been intimately involved in Sacramento's Neighborhood Reclamation and Protection Plan (NRPP). Ms. Camacho is a founder and elected representative on the NRPP Community Action Team (CAT). She lives in the target area and has been both a critic and supporter of various law enforcement activities carried out in the project area. She has promoted grassroots community empowerment and involvement with local government agencies to address issues of physical and social disorder within her community.

Lynette Lee-Sammons is an Assistant Professor of Criminal Justice at the California State University at Sacramento (CSUS). Since early 1990, Professor Lee-Sammons has studied the Sacramento Police Department's development of a department wide problem oriented policing initiative. At the University of Washington, and now at CSUS, Professor Lee-Sammons has studied community oriented policing as a national trend. Her studies have included research with colleagues from the University of Illinois and the University of Alabama on the role of the Chicago Housing Authority Police in the reclamation of crime infested housing projects. More recently she conducted an analysis for the City of Sacramento of its Neighborhood Reclamation and Protection Plan.

Lynn Canaday is a Senior Associate with EMT and Associates. As a professional consultant with an expertise in evaluation, Ms. Canaday has examined statewide community and neighborhood revitalization efforts for the State of California. She has also provided professional and pro bono assistance to the Sacramento NRPP effort. Ms. Canady is currently evaluating a community planning project funded by the U.S. Office of Substance Abuse and Prevention. This project promotes community empowerment activities and works in cooperation with local government and law enforcement.

Vicky Elder is a lead program manager in the Crime Prevention Center of the California Department of Justice. Ms. Elder has helped develop innovative programs which have been advanced statewide. Her efforts have included the stewardship of a community and problem oriented policing committee. This committee included nationally recognized experts who

explored these options for California law enforcement in response to the outcry of citizen concerns that followed the video taped police beating of an African-American man in Los Angeles. More specifically related to neighborhood revitalization, is Ms. Elders involvement in the development of the Drug Free Zone program. This program encourages private citizen empowerment activities to support the police in reclaiming neighborhoods from drugs, gun violence, gangs and crimes which endanger youth and families. Ms. Elder is recognized state wide for her knowledge of the array of new and developing public safety activities which can contribute to neighborhood revitalization.

Bob Davis is a senior patrol officer with the Sacramento Police Department. Officer Davis has expertise and a local reputation for success in developing Drug Free Zones and Gun Free Zones. These "zones" can involve increased penalties for persons violating certain laws within close proximity to places such as schools and park. More importantly, however, it is the community mobilization against drugs and gun violence that is the key to their success, and that has been Officer Davis' focus. Officer Davis has promoted community empowerment and mobilization in these zones. In his first Drug Free Zone, the rate of calls for police service dropped by fifty five percent, area crime decreased and citizen satisfaction within this area grew - all without added police personnel.

Steve Segura is a captain with the Sacramento Police Department. He is currently developing a police role for multiple discipline revitalization efforts in two drug and gang infested neighborhoods, as he has helped develop roles for the police in other similar efforts

in Sacramento. Captain Segura spearheaded the development of the Sacramento Police Department's problem oriented policing program. He has been recognized for his effort by the National Police Executive Research Forum, and he has been a three time instructor at the National Problem Oriented Policing Conference. His experience includes a one year fellowship with the California Department of Justice, Crime Prevention Center, and he is a training advisor to the California Commission on Police Officer Standards and Training (POST).

Rick Braziel is a captain with Sacramento Police Department. As a former section commander of the department's Planning and Fiscal Section, Captain Braziel developed contacts with multiple city agencies which contribute to neighborhood revitalization efforts. He also gained contacts with police agencies statewide doing research related to a variety of issues. He has studied the role of the police supervisor for a master thesis in communications. Captain Braziel has coordinated the department's sophisticated patrol deployment planning program, and in this gained an expertise of interest to law enforcement managers as far away as England. He has participated in a successful revitalization effort in two public housing areas which have involved the police in new roles. Captain Braziel has worked in collaboration with neighborhood associations to solve problems, thus affording him insights into the dynamics of these groups.

Mary Savage is a captain with the Sacramento Police Department. General police services in the City of Sacramento are decentralized and Captain Savage is in charge of one of four Area

Commands. Within the area, a neighborhood revitalization effort will soon be initiated with the addition of extra officers. Captain Savage also has responsibility for city wide traffic enforcement. As a former captain of a drug and gang enforcement division, Captain Savage provided investigative and uniformed police services directed at the control of these issues. In response to citizen complaints of gang terrorism on a street in an impoverished area of Sacramento, Captain Savage initiated a multi-pronged response which combined traditional law enforcement with other services and community mobilization to reclaim the street.

Kevin Johnson is the current captain in charge of the Gang and Drug Enforcement Division of the Sacramento Police Department. Captain Johnson recently initiated an innovative undercover street drug enforcement program which will increase the commitment of his division to the needs of neighborhoods. Captain Johnson's past experiences include assignments such as detective, police canine handler and patrol procedures instructor which contribute to an excellent understanding of reform style policing activities. In graduate school, Captain Johnson studied problem oriented policing for his masters thesis. Captain Johnson's combination of expertise in reform policing, his study of problem oriented policing and his recent innovations in neighborhood policing will contribute to the panel.

NOMINAL GROUP TECHNIQUE - EXERCISE ACTIVITIES

On the day of the exercise, the author was assisted by the following three persons: Captain Scott Berry, Yuba City Police Department; Lt. George Brown, South Lake Tahoe Police

Department; and Officer Gary Crane, Sacramento Police Department. These assistants carried out a number of administrative tasks such as recording the recommended events and trends.

A schedule was used to guide the course of events during the nominal group technique exercise. The exercise was begun with the author providing the panelists with an overview of the schedule of events; a description of the major attributes of a neighborhood revitalization effort, and the issue and sub-issues selected for study.

Panelists were then asked to identify themselves and give highlights of their experience with neighborhood revitalization and/or related sub-issue activities. Following this, the group was directed to open a packet of materials they would use during the exercise. This packet included forms provided by The Policy Analysis Co. used to evaluate events and trends.

EVENT NOMINATION AND EVALUATION WORK BY PANEL MEMBERS

Group participants were given a review of the term "event". There was some confusion between an event and a trend, and the author used The Policy Analysis Co. information to help explain the difference. The author asked the group the following question to initiate their individual work:

What future events will affect the role of the police in neighborhood revitalization efforts by the year 2003?

The following two candidate events were listed for the group to begin their individual work:

1) The federal government adopts a police corps providing thousands of new officers for local law enforcement, 2) California experiences a major earthquake which redirects resources away from neighborhood revitalization. Group members were then told to work as individuals to record their own candidate events, using any events they had generated using the forms they received in the mail. Anonymity in disclosure of their individual suggestions was requested by more than one participant. This was provided to group members, as they recorded their individual surprise events on paper which was given to the author and assistants.

The group nominated events which were listed and numbered and displayed for the entire group to see. These were read aloud and the panel was asked to clarify any ambiguity. This resulted in a combination of several events for a total of sixty-one nominated events (Appendix B).

The group was asked to review the nominated events and to individually vote on the ten events most likely to occur which would have an affect on the proposed issue. Again, anonymity was protected as members voted by writing their top ten events on a card which was used to tally up the most frequently selected items. There were several ties and the

group was asked to review their results, and a second vote was taken to reach a total of ten top events. The panel seemed to select events that combine probability and importance as there were no high probability unimportant events in the top ten. The voting resulted in the selection of the following top ten events:

1. A new source of federal and state grant funding will be available for neighborhood policing projects.
2. Major revamp of welfare, lowering cost and allowing more dollars to transfer into other projects.
3. Major uprising by social groups; i.e., riots, civil unrest will occur.
4. All POST basic academies will be revised to totally incorporate a community oriented and problem oriented policing philosophy with regards to neighborhood revitalization.
5. Major terrorist attacks will occur.
6. Local governments will eliminate departments and form regional area service units comprised of multiple resources.
7. Nationwide gun control will be adopted.
8. A new wave of immigration from South East Asia and China will occur and drain resources and create special needs.
9. A major national disaster(s) will occur.
10. The government will require constant monitoring of subsidized housing tenants; i.e., income limits, criminal records, warrants, etc.

Using The Policy Analysis Co. "Event Evaluation Form" which was provided them, the group was asked to work as individuals to complete the form providing the following information in this order: 1) the probability of the event occurring ten years from now, 2) the probability of the event occurring five years from now, 3) the number of years until the event probability first exceeds zero, 4) and to rank the negative and/or positive impact of the event on the issue using a range of 0 to 10 (with ten described as the most impact). Table 1 reveals the mean scores for the panel's work on this instrument.

EVENT EVALUATION

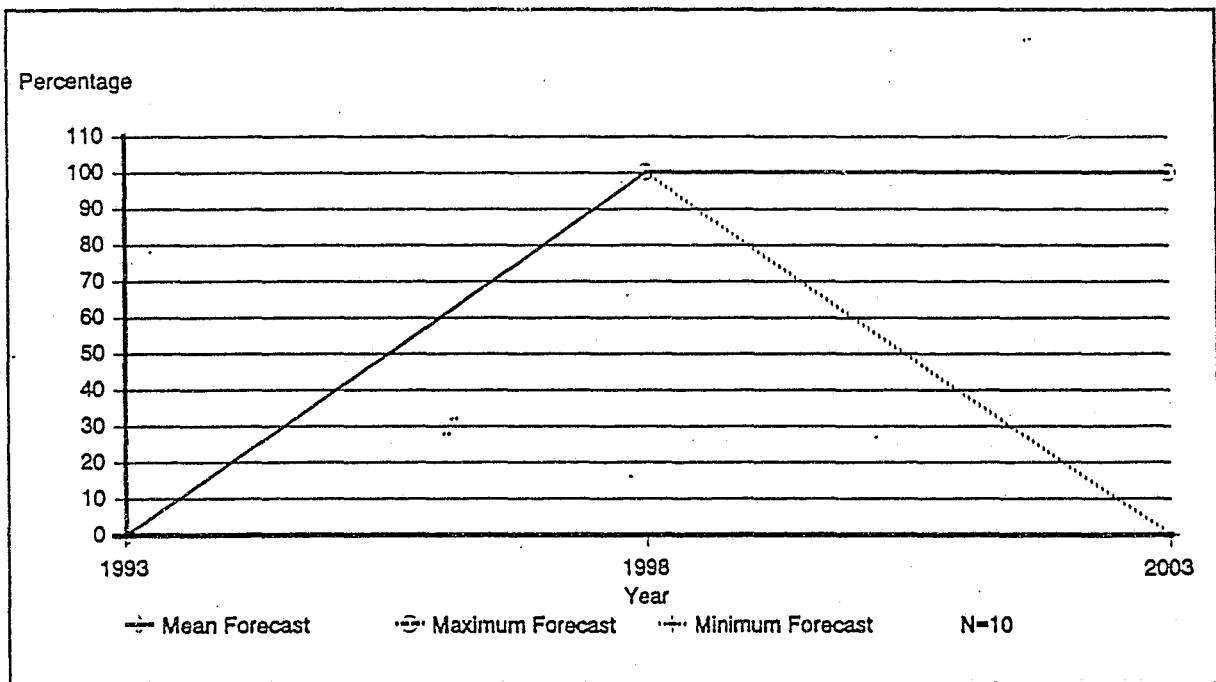
EVENT NUMBER	EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF EVENT OCCURRED	
			5 YEARS FROM NOW (0-100)	10 YEARS FROM NOW	POSITIVE (0-10)	NEGATIVE (0-10)
1.	A new source of federal and state grant funding will be available for neighborhood policing projects.	1.35	100	100	8.5	.1
2.	Major revamp of welfare, lowering costs, and allowing more dollars to transfer into other projects.	4.2	44.5	73	7.5	3.7
3.	Major uprising by social groups; i.e., riots, civil unrest will occur.	4.1	54	69	3.3	7.6
4.	All P.O.S.T. basic academies will be revised to totally incorporate C.O.P./P.O.P. philosophy with regards to neighborhood revitalization.	2.6	90.5	90.5	9.2	.1
5.	Major terrorist attacks will occur.	2.7	57	57	1.4	8.2
6.	Local governments will eliminate departments and form regional area service units comprised of multiple resources.	3.2	55.5	79	8.8	1.4
7.	Nationwide gun control will be adopted.	4.5	13	31.5	5.8	1.6
8.	A new wave of immigration from South East Asia and China will occur and drain resources and create special needs.	2.2	84	79	1.8	6.5
9.	A major national disaster(s) will occur.	4.9	40	63.5	2	8.5
10.	The government will require constant monitoring of subsidized housing tenants; i.e., income limits, criminal records, warrants, etc.	2.5	66	77.5	7.7	.8

TABLE 1

EVENT EVALUATION

The following is an analysis of the ten events selected by the nominal group. It includes analysis of the combined work of individual group members. Graphs depicting the mean probability of each event at five and ten years were prepared with descriptive text. These graphs also show the maximum and minimum forecast probabilities. In addition, the average projected year that the probability of the event first exceeds zero is included. Using a range from 0 (low) to 10 (high), the average positive or negative impact of the event was determined.

1. A new source of federal and state grant funding will be available for neighborhood policing projects.

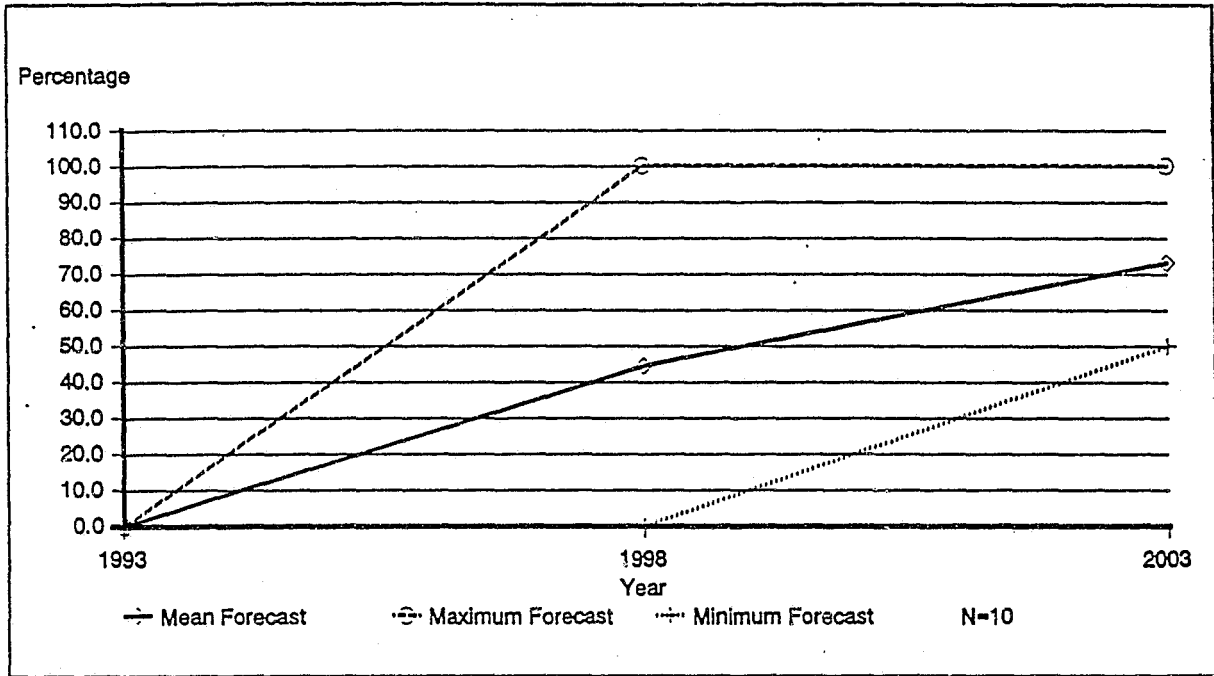


- a. The mean projected probability for this event occurring in ten years was 100%.

- b. The positive impact number assigned if the event were to occur was 8.5 (range 0-10).
- c. The mean projected year that the probability of this event occurring and exceeding zero was 1.35 years. The minimum was 1 year and the maximum was 3 years.
- d. The mean projected probability for this event occurring in five years was 100%.
- e. The negative impact number assigned if the event were to occur was .1 (range 0-10).

The panel was unanimous in its certainty that a new source of grant funds would be available for an expansion of neighborhood policing within five years. This would bolster and secure an active role for the police in future neighborhood revitalization efforts.

2. Major revamp of welfare, lowering costs and allowing more dollars to transfer into other projects.

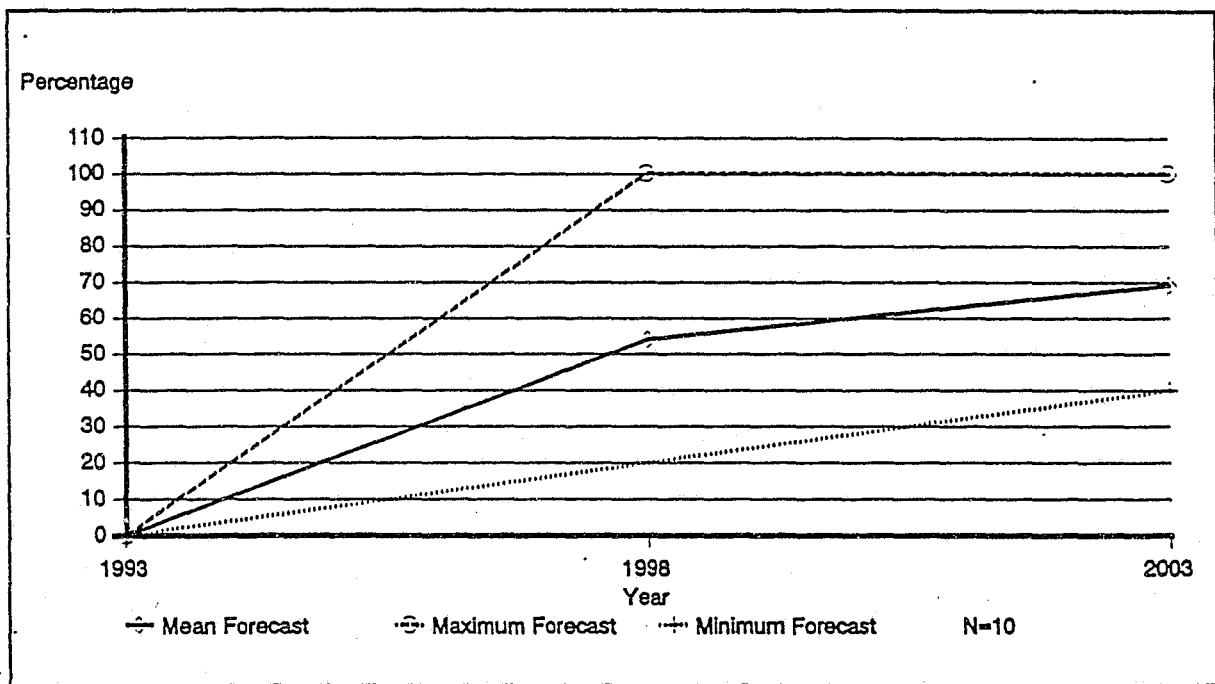


- a. The mean projected year that the probability of this event occurring and exceeding zero was 4.2 years. The minimum was 1 year and the maximum was 8 years.
- b. The mean projected probability for this event occurring in five years was 44.5%.
- c. The mean projected probability for this event occurring in ten years was 73%.
- d. The positive impact number assigned if this event were to occur was 7.5 (range 0-10).
- e. The negative impact number assigned if the event were to occur was 3.7 (range 0-10).

Revamping welfare to free up tax dollars for other projects generated considerable panel discussion. While the panel forecast a better than four out of ten probability of occurrence

within five years, there was skepticism that these funds would be directed toward neighborhood revitalization. The group was concerned that a reduction in welfare availability could create new public safety problems. If not redirected into communities historically dependent on this source of income, and even then, this could affect the role of the police.

3. Major uprising by social groups; i.e., riots, civil unrest will occur.

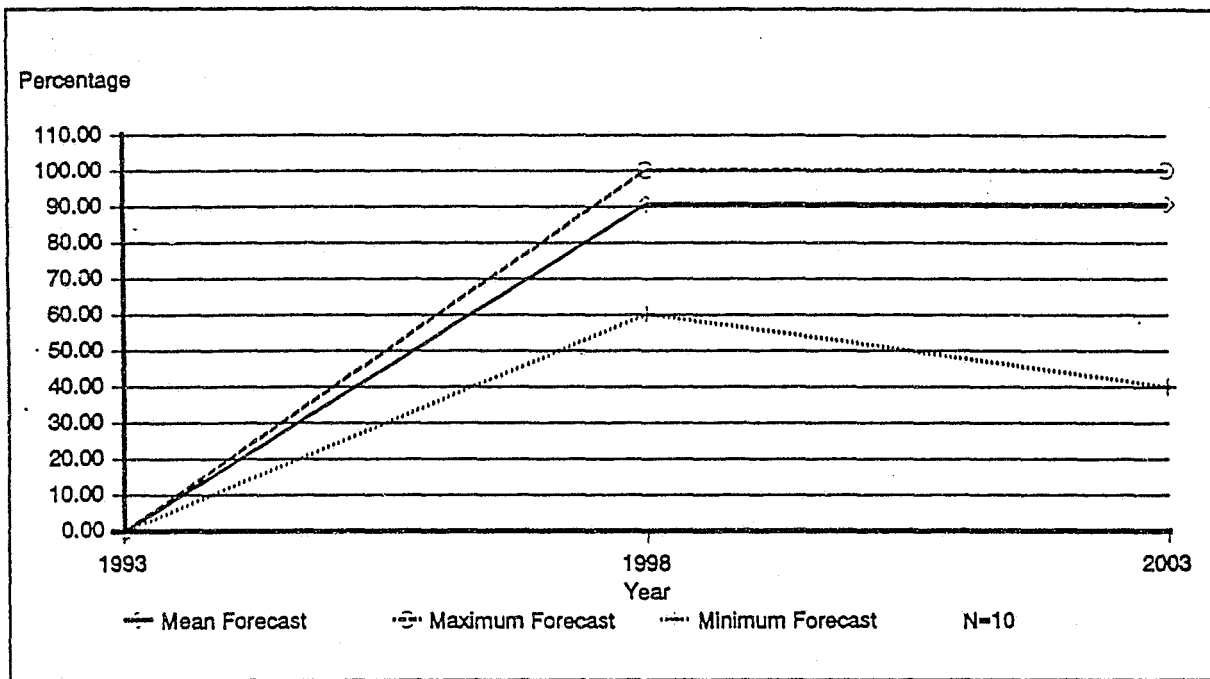


- a. The mean projected year that the probability of this event occurring and exceeding zero was 4.1 years. The minimum was 1 year and the maximum was 8 years.
- a. The mean projected probability for this event occurring in five years was 54%.
- b. The mean projected probability for this event occurring in ten years was 69%.

- c. The positive impact number assigned if the event were to occur was 3.3 (range 1-10).
- d. The negative impact number assigned if the event were to occur was 7.6 (range 1-10).

A greater than 50% probability was forecast for the likelihood of a major uprising by social groups within five years. There was a general consensus that California's rising immigrant population could fuel such an event. The panel thought the impact on neighborhood revitalization would be more than twice as likely to be negative than positive. This was interesting, in light of the fact that the media emphasized the need for community policing following the Los Angeles riots which accompanied the Rodney King incident.

4. All POST basic academies will be revised to totally incorporate C.O.P./P.O.P. philosophy with regards to neighborhood revitalization.

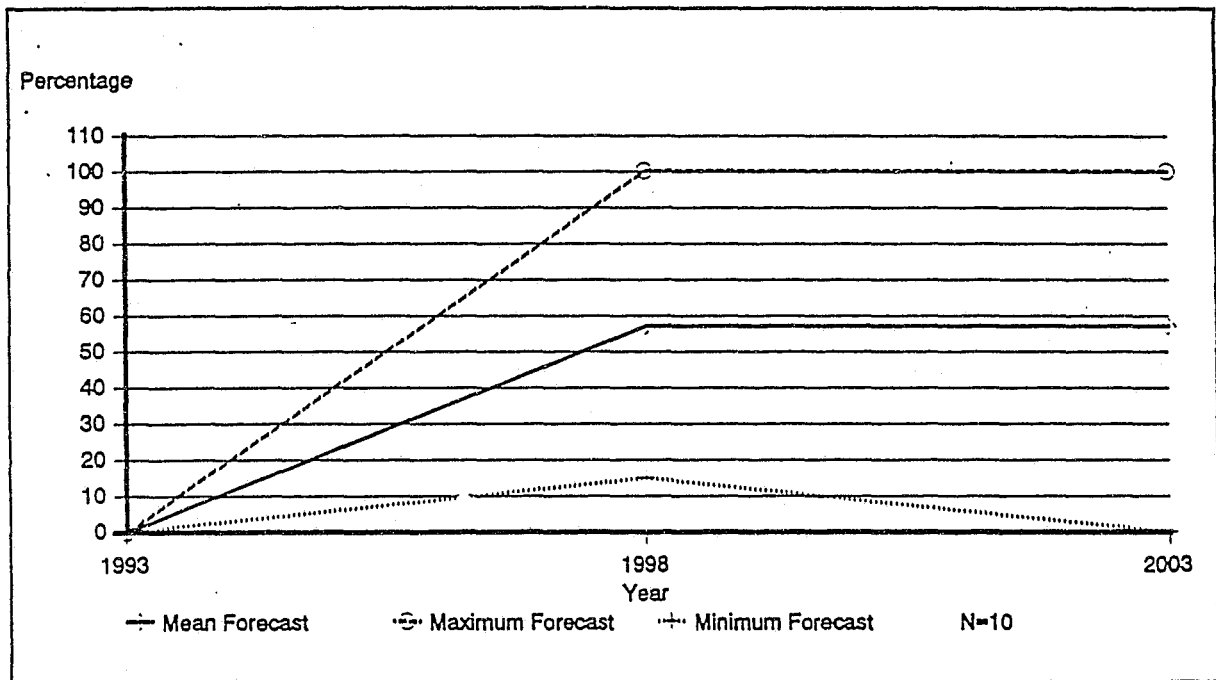


- The mean projected year that the probability of this event occurring and exceeding zero was 2.6 years. The minimum was 1 year and the maximum 5 years.
- The mean projected probability for this event occurring in five years was 90.5%.
- The mean projected probability for this event occurring in ten years was 90.5%.
- The positive impact number assigned if the event were to occur was 9.2 (range 1-10).
- The negative impact number assigned if the event were to occur was .1 (range 1-10).

Of all ten selected, the highest positive impact was ascribed to this event. The panel agreed that incorporating a community and problem oriented policing philosophy into police

academy instruction would have a significant affect on the role of the police in future neighborhood revitalization efforts. Formally integrating C.O.P./P.O.P. training into all academies could have a profound effect on this issue. If California did adopt this change, it could have a profound impact on policing nationwide.

5. Major terrorist attacks will occur.

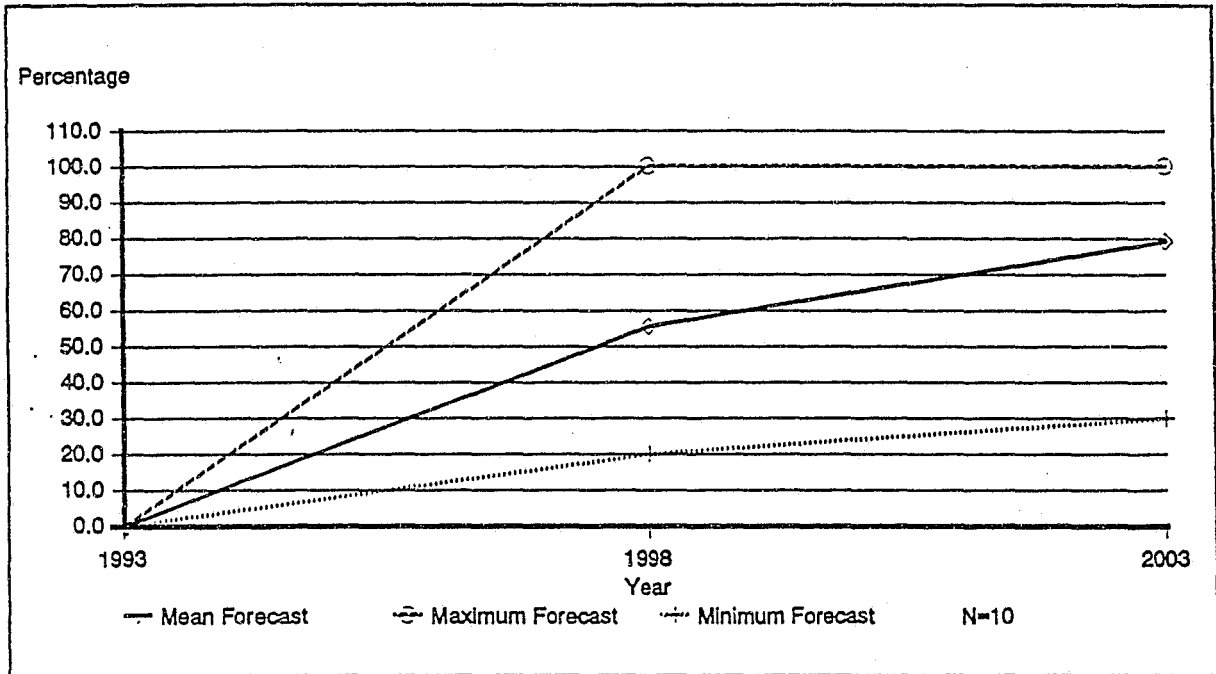


- a. The mean projected year that the probability of this event occurring and exceeding zero was 2.7 years. The minimum was 1 year and the maximum was 5 years.
- b. The mean projected probability for this event occurring in five years was 57%.
- c. The mean projected probability for this event occurring in ten years was 57%.
- d. The positive impact number assigned if this event were to occur was 1.4 (range 1-10).

- e. The negative impact number assigned if this event were to occur was 8.2 (range 1-10).

The panel forecast a 57% probability of a major terrorist attack in five years, but no increase in probability within ten years. The discussion regarding this event revolved around the likelihood of this event rising as California's ethnic and racial diversity increases due to foreign immigration. If this occurs, there was discussion that federal and state support would be diverted away from local neighborhood revitalization efforts. This could affect not only the police but other local government and community mobilization efforts. The role of the police is clearly affected by staffing issues, and the panel's sense that a terrorist crisis would draw these resources away are well founded.

6. Local governments will eliminate departments and form regional area service units comprised of multiple resources.

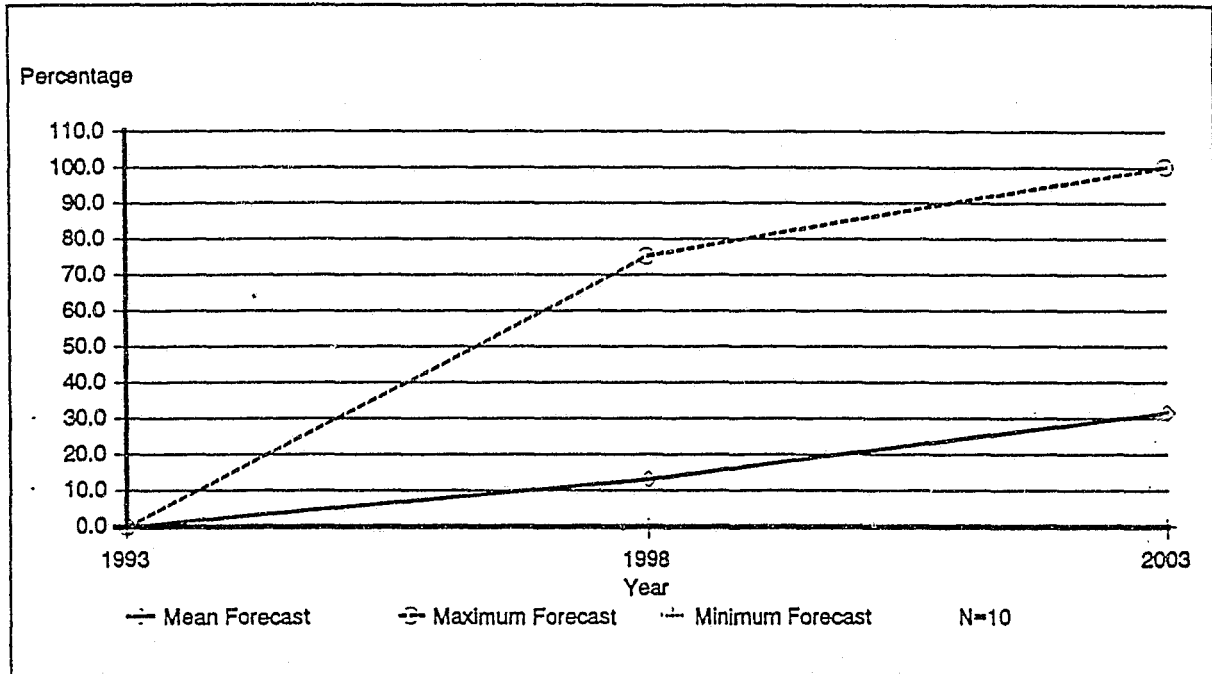


- The mean projected year that the probability of this event occurring and exceeding zero was 3.2 years. The minimum was 1 year and the maximum was 8 years.
- The mean projected probability for this event occurring in five years was 55.5%.
- The mean projected probability for this event occurring in ten years was 79%.
- The positive impact number assigned if this event were to occur was 8.8 (range 1-10).
- The negative impact number assigned if this event were to occur was 1.4 (range 1-10).

What was most interesting about this forecast was the high positive impact ascribed to this event, 8.8. The panel discussed how regionalization could both save dollars through

efficiencies, and concurrently enhance the quality of life for neighborhoods if multiple discipline revitalization was the norm for service delivery. Attachment to centralized bureaucracies was described as weakening by the panel. Solving neighborhood problems through collaborative efforts was described as more important than maintaining the structure of an organization. This could have serious consequences for the future role of a police manager disinclined toward partnerships with the community and local government.

7. Nationwide gun control will be adopted.

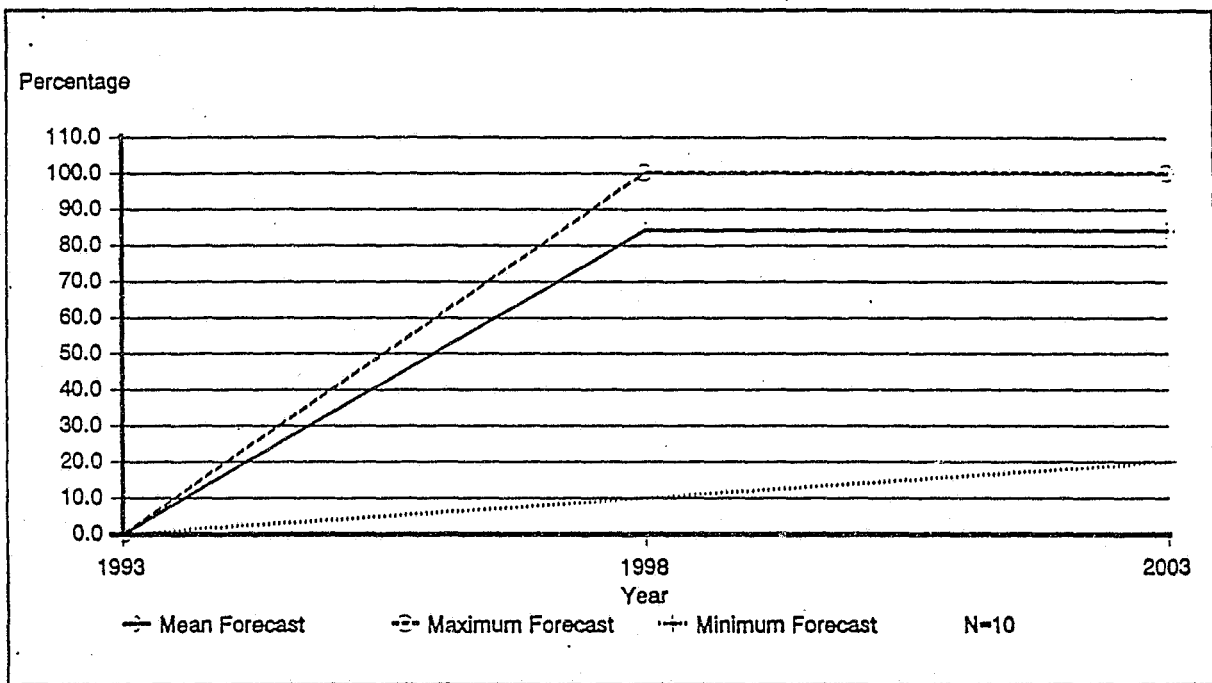


- The mean projected year that the probability of this event occurring and exceeding zero was 4.5 years. The minimum was 0 years and the maximum was 15 years.
- The mean projected probability for this event occurring in five years was 13%.
- The mean projected probability for this event occurring in ten years was 31.5%.
- The positive impact number assigned if the event were to occur was 5.8 (range 1-10).
- The negative impact number assigned if the event were to occur was 1.6 (range 1-10).

The lowest probabilities were forecast for the adoption of nationwide gun control in either five or ten years. While panelists were divided in their ideological support for gun control,

there was a general consensus that it is not likely to occur. While neighborhoods plagued by drive by shootings and random gunfire may benefit, there appeared to be little belief amongst the panel that this event would add significantly to the role of the police. Instead there was some discussion that its enforcement could distract the police from neighborhood work.

8. A new wave of immigration from South East Asia and China will occur and drain resources and create special needs.

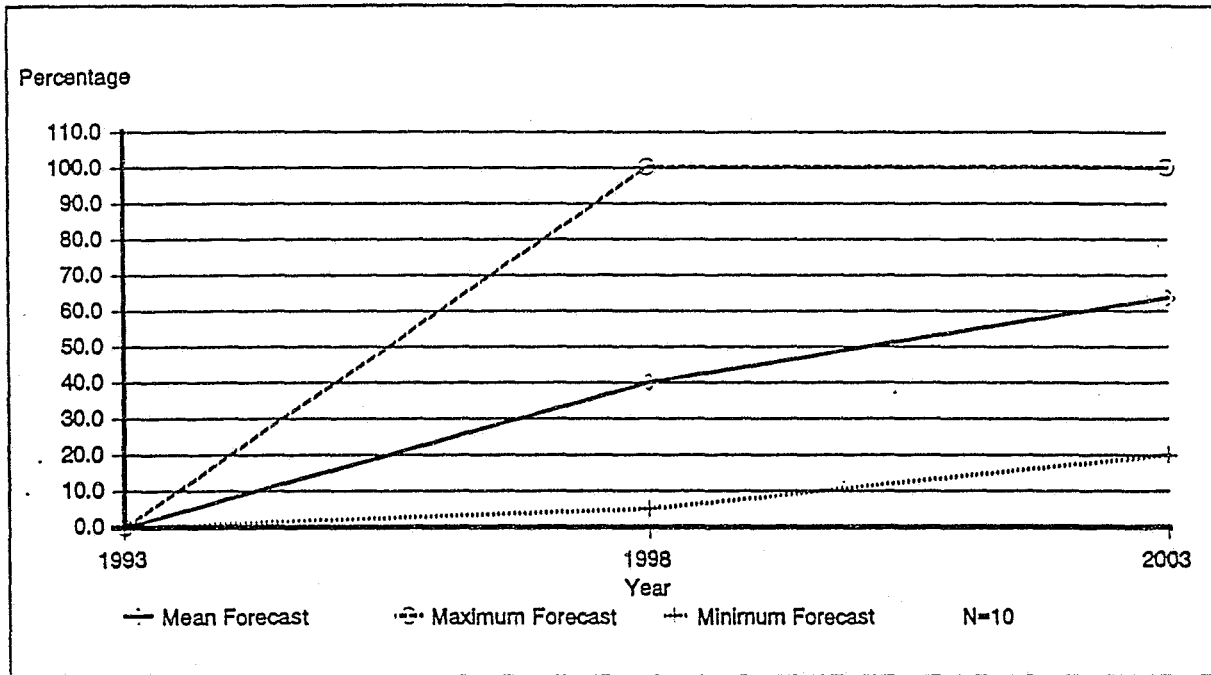


- a. The mean projected year that the probability of this event occurring and exceeding zero was 2.2 years. The minimum was 1 year and the maximum was 5 years.
- b. The mean projected probability for this event occurring in five years was 84%.
- c. The mean projected probability for this event occurring in ten years was 79%.

- d. The positive impact number assigned if the event were to occur was 1.8 (range 1-10).
- e. The negative impact number assigned if the event were to occur was 6.5 (range 1-10).

Here was another event that prompted panel discussion regarding the effects of immigration on new emerging activities such as neighborhood revitalization. The panel's discussion regarding this event gave voice to their fear that geo-political events could have a direct impact on a very local issue.

9. A major national disaster(s) will occur.

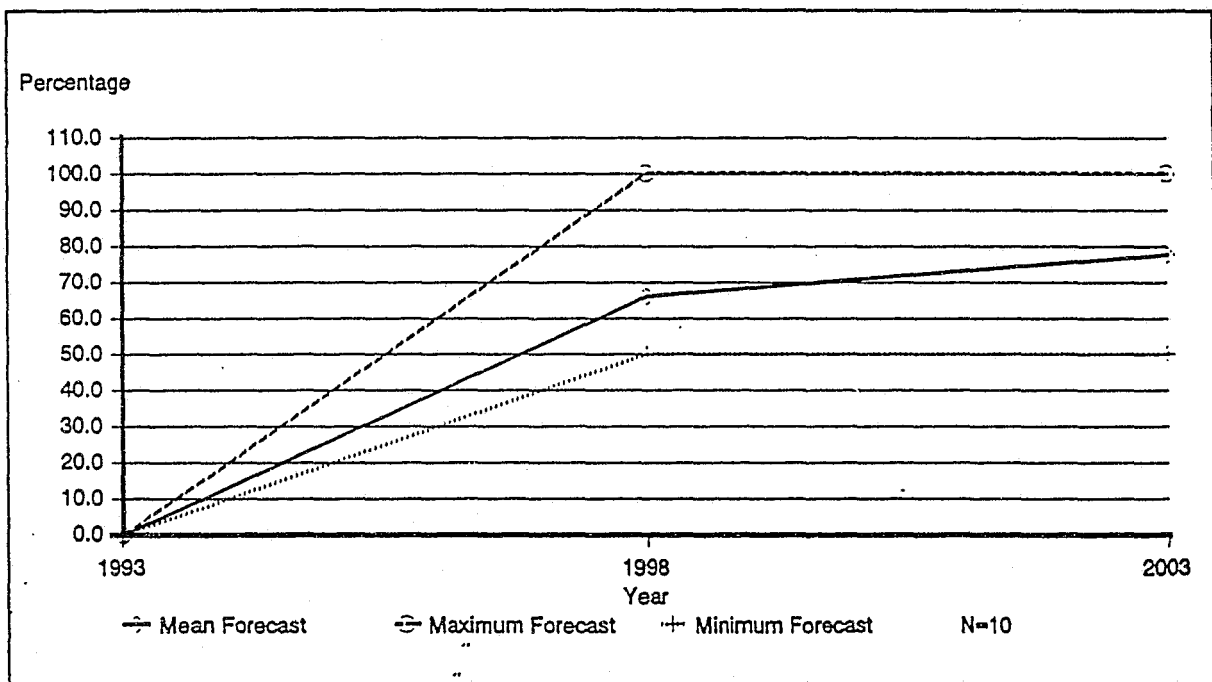


- a. The mean projected year that the probability of this event occurring and exceeding zero was 4.9 years. The minimum was 1 year and the maximum was 8 years.
- b. The mean projected probability for this event occurring in five years was 40%.
- c. The mean projected probability for this event occurring in ten years was 63.5%.
- d. The positive impact number assigned if the event were to occur was 2.0 (range 1-10).
- e. The negative impact number assigned if the event were to occur was 8.5 (range 1-10).

Neighborhood revitalization may be beneficial, but what this forecast demonstrated was how fragile is its continuation. A negative impact of 8.5 was assigned by the panel to this event's

impact on the issue. The panel described many different natural and manmade disasters, all of which could easily redirect the attention of local government away from collaborative neighborhood revitalization efforts. Especially precarious is the role of the police if such an event occurs, as their historical role of order maintenance would take precedence over neighborhood work.

10. The government will require constant monitoring of subsidized housing tenants; i.e., income limits, criminal records, warrants, etc.



- a. The mean projected year that the probability of this event occurring and exceeding zero was 2.5 years. The minimum was 1 year and the maximum was 7 years.
- b. The mean projected probability for this event occurring in five years was 66%.
- c. The mean projected probability for this event occurring in ten years was 77.5%.

- d. The positive impact number assigned if the event were to occur was 7.7 (range 1-10).
- e. The negative impact number assigned if the event were to occur was .8 (range 0-10).

California currently prohibits access to automated criminal history files for purposes of screening public and subsidized housing tenants. This event reveals a certain tension between issues of personal privacy and community needs which attach to the whole notion of community revitalization. This event could involve the police in a new role, tenant screening. The panel discussed how this could simultaneously improve neighborhoods with high numbers of troubled public housing units, and possibly displace problem tenants, creating new problems. There was, nevertheless, strong support for the police to pursue this strategy in collaboration with concerned tenants and local housing authorities.

TREND NOMINATION AND EVALUATION WORK BY PANEL MEMBERS

In anticipation of this portion of the nominal group technique, four (4) objective trends were developed for consideration by the panel (Appendix C). These included: 1) a five year graph depicting the number of police officers per one thousand persons in the population for the City of Sacramento; 2) a five year graph of the same data for California's nine largest cities minus Sacramento and Los Angeles - Sacramento was provided separately and Los Angeles was removed due to its size in comparison to other cities; 3) a five year graph depicting the number of local government employees per one thousand persons in the population for the City of Sacramento; and 4) a five year graph of the same information for the nine selected California cities (San Francisco, San Diego, San Jose, Long Beach, Fresno, Oakland, Anaheim, Santa Ana and Riverside). The sources for this information included F.B.I. Uniform Crime Reports for 1988 through 1991 and information received from local city budget office staff. These objective trends were later presented to the panelists on the day of the exercise. None of these trends were selected by the group as amongst the ten most important trends which will affect the proposed issue. These were, however, used in the development of future scenarios, as they were deemed relevant to the issue by the author.

When neighborhood police officers were temporarily moved out of various Sacramento revitalization efforts to meet short term city wide general policing needs, much community agitation and dissatisfaction with local government ensued.

At the beginning of this portion of the nominal group technique exercise, the panel members were asked the following question:

What "trends" will affect the role of the police in neighborhood revitalization efforts by the year 2003?

The above objective analysis trends were listed for the group to see, and the members were referred to the graphs related to these four trends which were provided in their individual packets.

Clarification was requested and provided as to the meaning of a trend, in contrast to an event. The panel was then asked to work as individuals to nominate trends. Since anonymity had been requested it was again afforded to the participants, as their individual lists of proposed trends were collected and listed for the entire panel to see.

This was followed by each trend being read aloud while the group was asked to help clarify ambiguities. Various trends were combined and a total of fifty-seven trends were nominated (Appendix D). This included the four objective data trends.

Panel members were given cards to vote on their top ten trends. This resulted in ties which was followed by another round of voting for selection of the following top ten trends:

1. Continued funding of community-oriented policing projects by non-traditional government sources; i.e., housing authority operating budget, etc.
2. Increased use of neighborhood police officers.

3. P.O.P. strategies continue to involve more agencies.
4. Public impatience for action as they become more aware and educated towards C.O.P.
5. Increase in neighborhood organizations.
6. Increase in violent crimes.
7. Increasing tax dollars are being utilized for social services for recent emerging problems; i.e., crack babies, aids, tuberculosis, etc.
8. Law enforcement "culture" is changing - proactive rather than reactive responses.
9. Increased C.O.P./P.O.P. support/training in the police field.
10. Violence prevention becomes national issue drawing extensive research focus regarding causes prevention.

Panelists were next referred to their information packets and asked to use The Policy Analysis Co. "Trend Evaluation Form". Using this form, the panelists were asked to work as individuals to provide additional information.

To start, the panel was told to assume that 100 represents the status of each of the top ten trends "today". In the following order, panelist were requested to assign a numeric value to the status of this trend five years ago, and a numeric value for the trend "five years from now" and "ten years from now." Table 2 is the median for the scores the panel members assigned to this instrument.

This information was collected and the panelists were thanked for their participation. The exercise took about four and one half hours to complete, which was forty five minutes in excess of the allotted time.

TREND EVALUATION

TREND STATEMENT	LEVEL OF THE TREND - PANEL MEDIANS (TODAY = 100)			
	FIVE YEARS AGO	TODAY	FIVE YEARS FROM NOW	10 YEARS FROM NOW
1. Continued funding of community oriented policing by non-traditional government sources; i.e., housing authority, operating budgets, grants.	22.2	100	163.8	272.7
2. Increased use of neighborhood police officers.	15	100	216.1	347.7
3. Problem oriented policing strategies continue to involve more agencies.	16.1	100	189.4	269.4
4. Public impatience for action as they become more aware and educated towards community oriented policing.	30	100	165.5	270.5
5. Increase in neighborhood organizations.	42.2	100	196.1	298
6. Increase in violent crime.	70.5	100	134.4	178.5
7. Increasing tax dollars are being utilized for social services for recent emerging problems; i.e., crack babies, AIDS, tuberculosis, etc.	68.8	100	178.3	269.4
8. Law enforcement "culture" is changing and becoming proactive rather than reactive responses.	39.4	100	146.6	213.8
9. Increased C.O.P./P.O.P. support and training in the police force.	29.4	100	223.3	380
10. Violence prevention becomes a national issue drawing extensive research focus regarding cause/prevention.	52.2	100	201.1	283.3

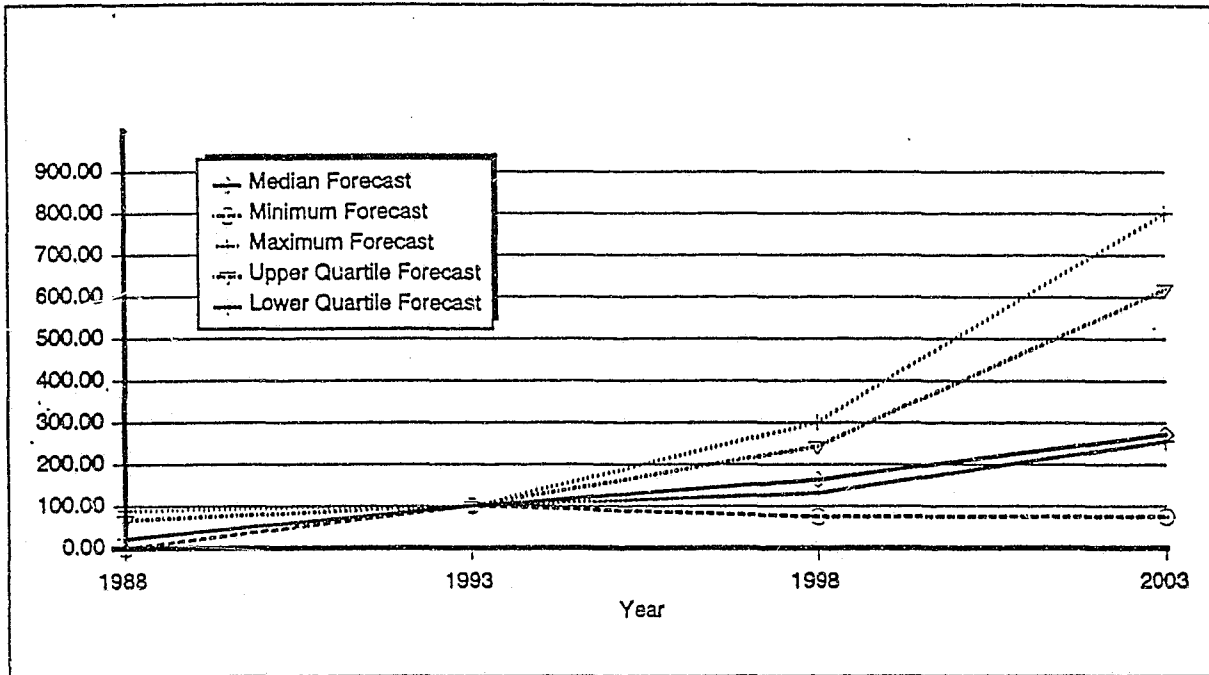
TABLE 2

N=10

TREND EVALUATION

Following is an analysis of the ten trends selected by the nominal group. It also includes analysis of the combined work of individual group members. A graph depicting a ratio scale starting at 0 was used for the projection of the trend occurring five years ago, five years in the future, and the median number assigned. Since a ratio scale has no top value, a median was used instead of a mean, as it is less affected by extreme values. This contrasts with the event analysis which used a mean, which was an acceptable averaging technique when using a defined set (probability could not exceed 100) instead of an unlimited variance (ratio scale). The numerical value of 100 was assigned to 1993. Also plotted was a minimum and maximum forecast and an upper and lower quartile forecast.

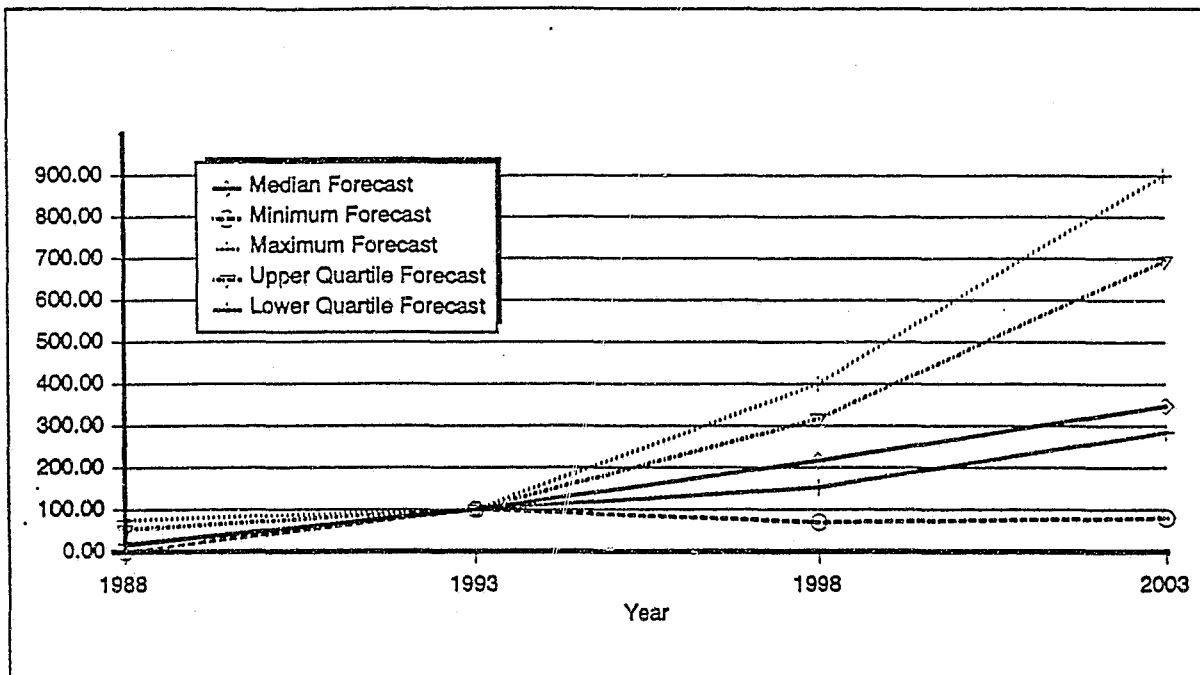
1. Continued funding of community-oriented policing by non-traditional government sources; i.e., housing authority operating budgets, grants.



- a. With 1993 plotted at 100 on a ratio scale, five years ago this trend was projected to have been 22.2.
- b. In 1998 the median was projected to be 163.8.
- c. In 2003 the median was projected to be 272.7.

Panelists were generally agreed that there was little community policing funding available from non-traditional sources five years ago. The group projected an ongoing steady increase in support from these sources in the next five to ten years. While there was enthusiasm for an expansion of community policing, there was concern expressed that without a stable revenue source, continued support from non-traditional sources may be short lived. For instance, how long the local housing authority could secure and justify the use of federal dollars traditionally dedicated to building maintenance and physical security was debatable. At the same time, however, success in reclaiming historically troubled neighborhoods could justify support from new non-traditional financing sources.

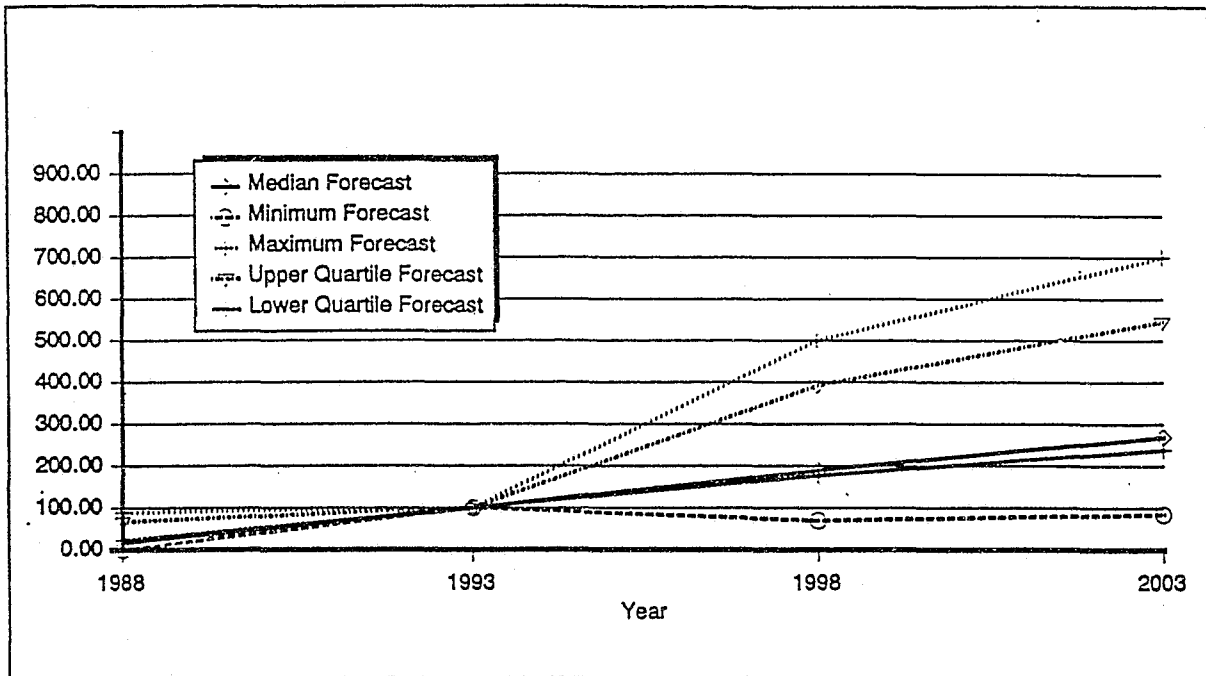
2. Increased use of neighborhood police officers.



- a. With 1993 plotted at 100 on a ratio scale, five years ago this trend was projected to have been 15.
- b. In 1998 the median was projected to be 216.1.
- c. In 2003 the median was projected to be 347.7.

Panelists projected significant increases in the use of neighborhood police officers. This will pose unusual problems for police administrators. New expectations will be shaped as communities come to rely on and trust officers specially assigned to their particular neighborhood. If staffing for general patrol and investigative functions does not keep pace with service demands, reassignment of neighborhood officers will be required, and will be met with community resistance. It must be remembered that professionalism was initiated to reform policing and break patterns of police/community interaction which spawned corruption. This involved the centralization of command and control to break the corrupting influence of various local interests. Ethics courses may need to be tailored to address this concern as this trend continues.

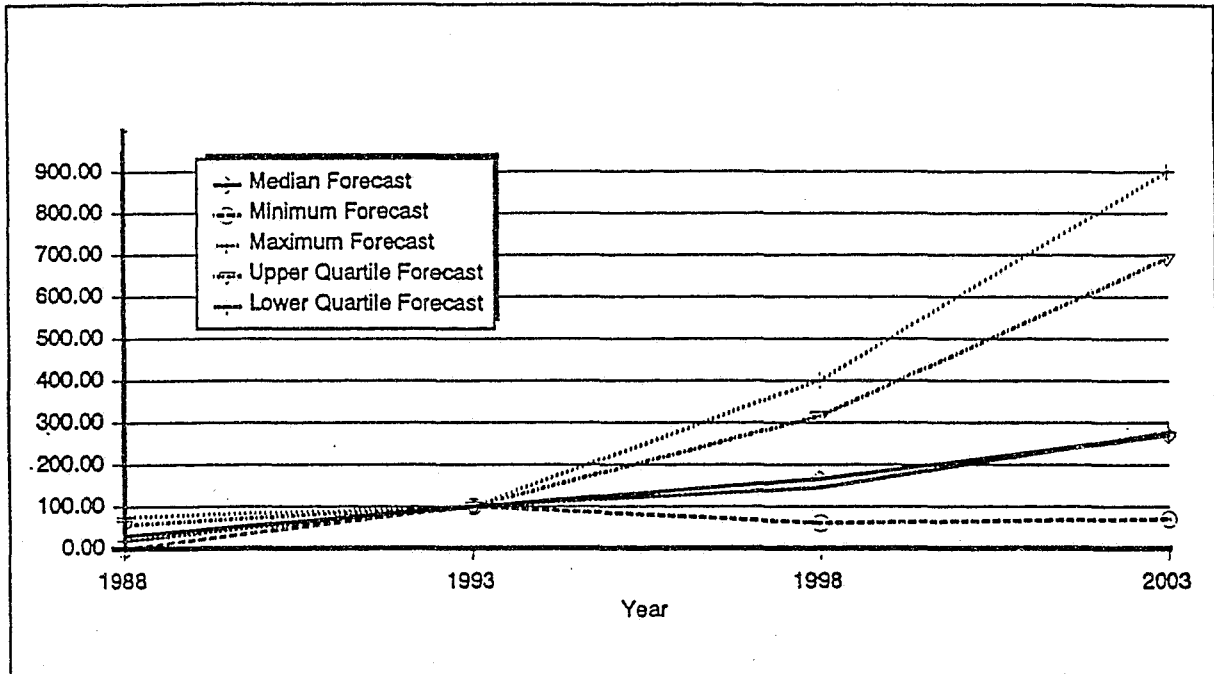
3. Problem-oriented policing strategies continue to involve more agencies.



- With 1993 plotted at 100 on a ratio scale, five years ago this trend was projected to have been 16.1 on the average.
- In 1998 the median was projected to be 189.4.
- In 2003 the median was projected to be 269.4.

This trend could stretch thin resources available from agencies outside the control of the police. Like community and neighborhood policing, problem oriented policing (P.O.P.) is a relatively new phenomenon. P.O.P. involves reliance on both traditional and non-traditional solutions to police and neighborhood problems. For instance, a traditional response to repeat calls for service at an apartment complex may involve simply sending a patrol unit and realigning patrol deployment to meet this ongoing need. But, P.O.P. would look to reduce conditions which foster a recurring need for officers. This could involve work with building inspectors, code enforcement officers, and a city attorney. Since neighborhood revitalization is by design a multi-discipline approach, P.O.P. activities both in and out of neighborhood revitalization projects will require police attention and awareness of the resource available from other agencies.

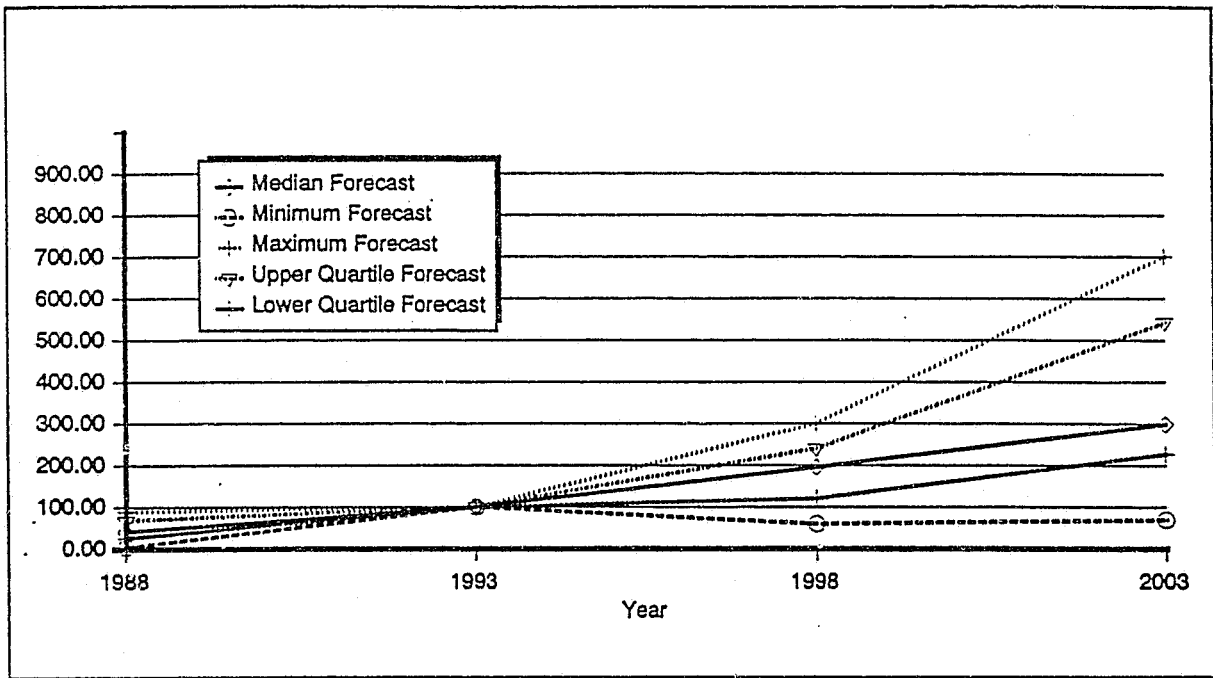
4. Public impatience for action as they become more aware and educated towards community-oriented policing.



- With 1993 plotted at 100 on a ratio scale, five years ago this trend was projected to have been 30.
- In 1998 the median was projected to be 165.5.
- In 2003 the median was projected to be 270.5.

Panelists discussed how community policing was growing in its appeal. The group projected that new community expectations were being forwarded. It is incumbent on police managers to grapple with this "customer" expectation. Police unions will resist efforts to expand community policing which are not accompanied by added staff.

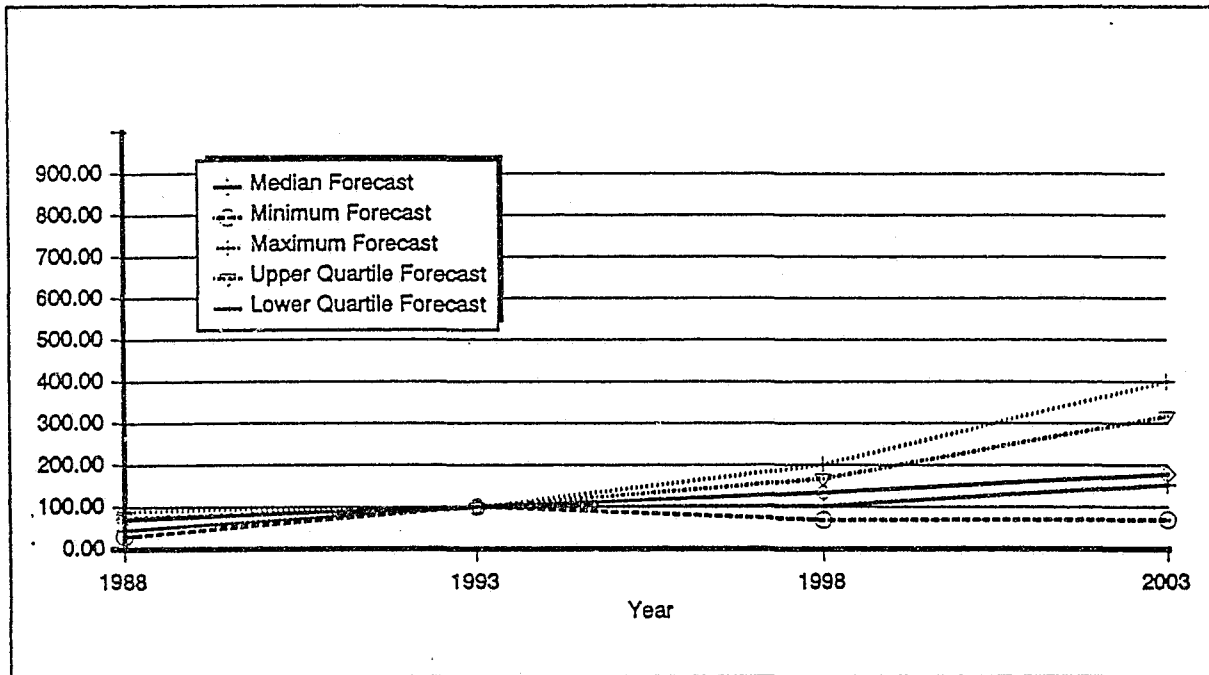
5. Increase in neighborhood organizations.



- With 1993 plotted at 100 on a ratio scale, five years ago this trend was projected to have been 42.2.
- In 1998 the median was projected to be 196.1.
- In 2003 the median was projected to be 298.0.

Continued growth in neighborhood organizations will occur in the future. This could benefit neighborhood revitalization projects when community mobilization is needed to combat anti-social gang, drug, and crime activities. But this trend could also negatively affect neighborhood revitalization. This could occur when low crime neighborhoods organize and oppose revitalization fearing crime displacement from target neighborhoods. While a "not in my backyard" attitude may be desired for a neighborhood that has perhaps been tolerant or apathetic toward crime, this same attitude in adjacent in tact communities could affect the role of the police.

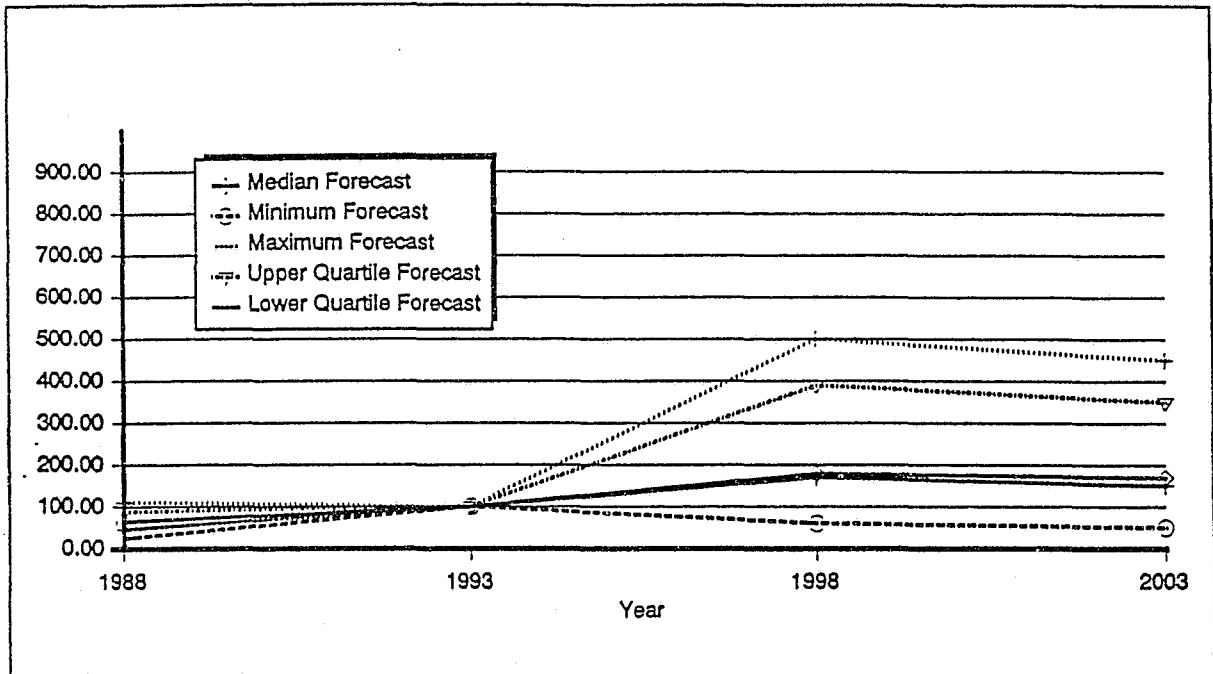
6. Increase in violent crime.



- a. With 1993 plotted at 100 on a ratio scale, five years ago this trend was projected to have been 70.5 on the average.
- b. In 1998 the median was projected to be 134.4.
- c. In 2003 the median was projected to be 178.5.

A steady but undramatic increase in violent crime was forecast by the panel. If traditional policing resources do not keep pace with this trend, officer time available for neighborhood revitalization will diminish. Yet, if neighborhood revitalization succeeds in reducing violent crime in target neighborhoods, this trend may not grow. Monitoring and tracking the growth and movement of violent crime in both target and surrounding neighborhoods could affect the success and community acceptance of a police role in neighborhood revitalization.

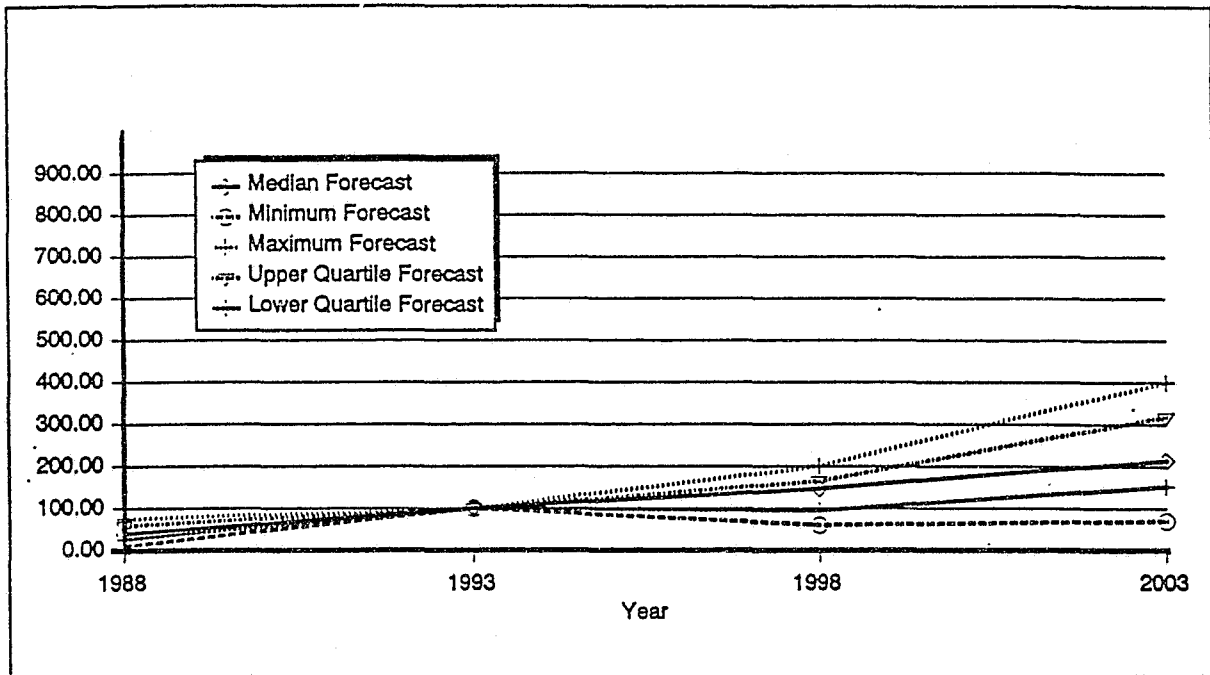
7. Increasing tax dollars are being utilized for social services for recent emerging problems; i.e., crack babies, AIDS, tuberculosis, etc.



- With 1993 plotted at 100 on a ratio scale, five years ago this trend was projected to have been 63.8.
- In 1998 the median was projected to be 178.3.
- In 2003 the median was projected to be 269.4.

The panel forecast that an increase in tax support for emerging problems such as AIDS, crack babies, and tuberculosis would occur. Panelists were concerned that these new needs would draw dollars away from future neighborhood revitalization efforts. As such, some consideration should be given to tracking the growth of these type of problems within neighborhoods engaged in revitalization. If it could be demonstrated that multi-discipline neighborhood revitalization addresses these emerging issues, then financial support may continue.

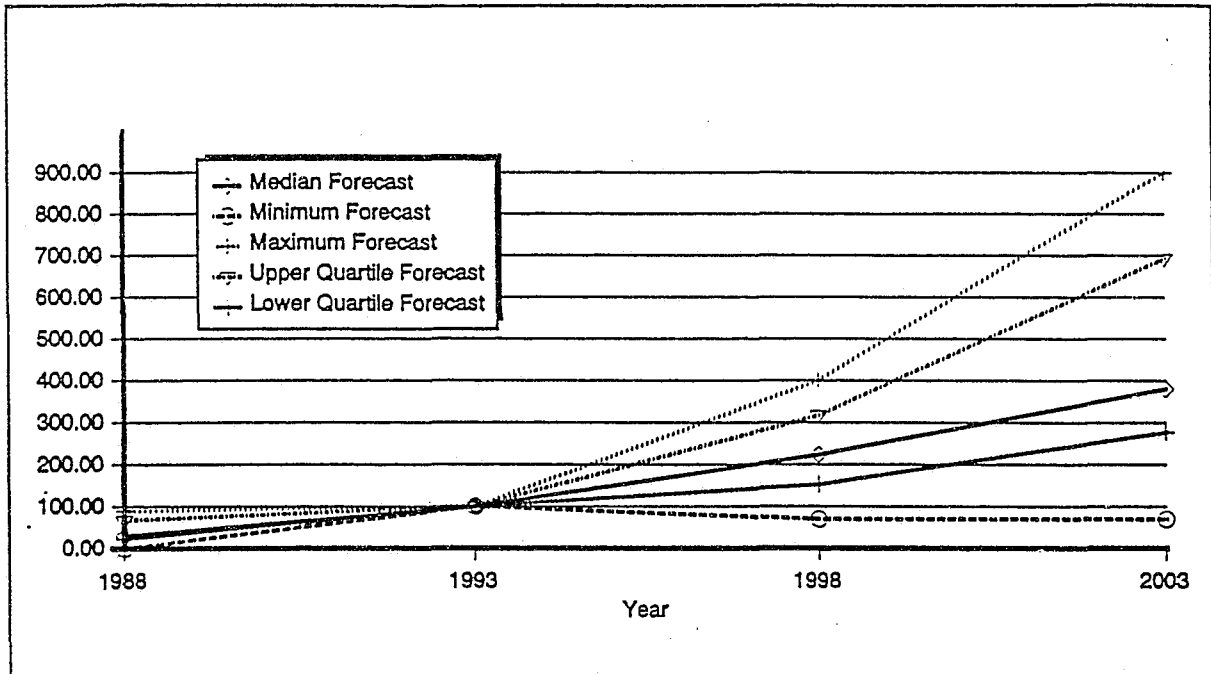
8. Law enforcement "culture" is changing and becoming proactive rather than reactive responses.



- a. With 1993 plotted at 100 on a ratio scale, five years ago this trend was projected to have been 39.4. on the average.
- b. In 1988 the median was projected to be 146.6.
- c. In 2003 the median was projected to be 213.8.

The panel forecast a continued increase in law enforcement support for proactive versus reactive responses to problems. This was, however, forecast to be one of the lower increases. Staffing issues and "cultural" resistance to change could affect this trend. In the community, doing more with less is an attractive response to expectations that tax use be maximized. But without adding staff, labor is not likely to embrace a steady diet of efficiency and production increases. This type of resistance will affect the role of police in neighborhood revitalization, and will require highly skilled management to sustain this trend.

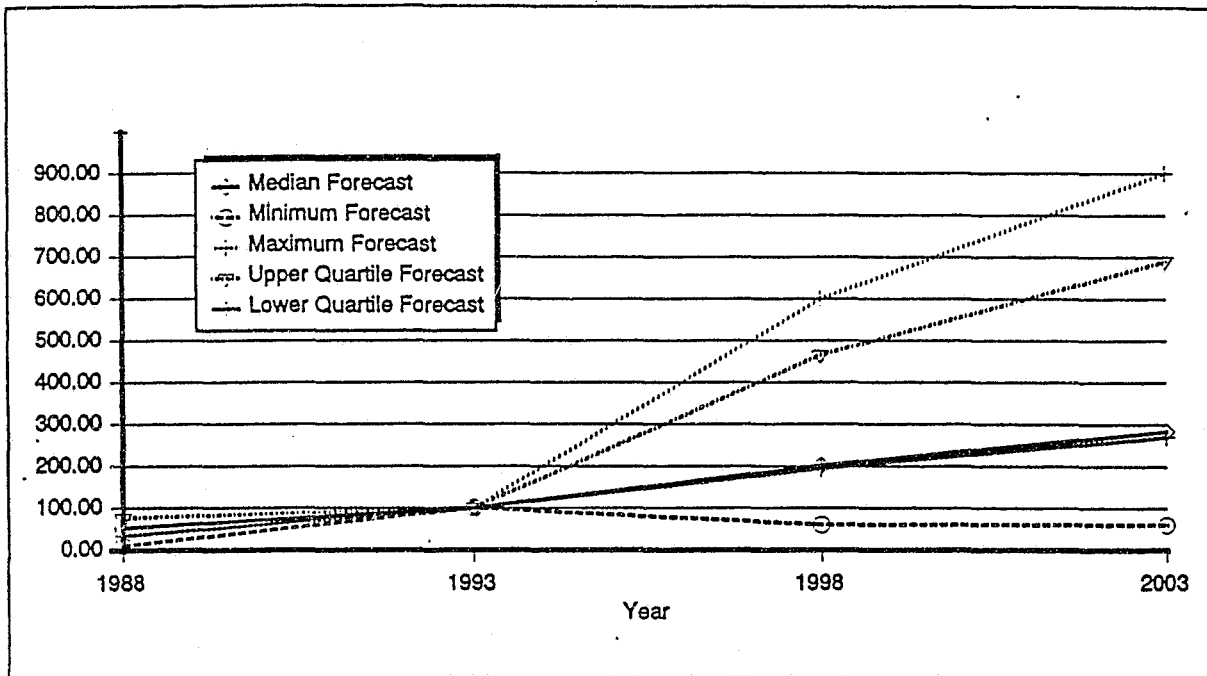
9. Increased C.O.P./P.O.P. support and training in the police force



- With 1993 plotted at 100 on a ratio scale, five years ago this trend was projected to have been 29.4.
- In 1988 the median was projected to be 223.3.
- In 2003 the median was projected to be 380.

Panelists were highly enthused about this trend. There was general support for the notion that training police in community and problem oriented policing would provide long term benefits. This forecast also demonstrates the tremendous impact that these new policing styles have had on both police and community expectations regarding the future general role of the police. This training will help to sustain a growing pool of officers for future neighborhood revitalization projects.

10. Violence prevention becomes a national issue drawing extensive research focus regarding cause/prevention.



- a. With 1993 plotted at 100 on a ratio scale, five years ago this trend was projected to have been 52.2.
- b. In 1998 the median was projected to be 201.1.
- c. In 2003 the median was projected to be 283.3.

Violence prevention as a national issue which involves research attention was forecast to significantly increase in the future. This could bode well for an expansion of neighborhood revitalization, as violent crime could be studied as an epidemic within the context of a neighborhood. If violent crime declines in neighborhood revitalization efforts (and it has in each of Sacramento's nine projects), then this phenomenon could also help redefine the role of the police. For the police, this could significantly increase their need to examine violence on an aggregate versus incident basis. Financial savings related to reduced emergency treatment for indigent persons affected by violence could create a powerful dynamics in support of a continued active police role in neighborhood revitalization.

CROSS IMPACT ANALYSIS

Following a review of the NGT panel's results, the author used cross impact analysis to determine the individual and cumulative change that events would have on the mean (average) probabilities of other events, and the affect of events on trend medians. As a forecast technique, a cross impact analysis can provide information useful in the analysis of alternative futures (scenarios).

Table 3 is a matrix which depicts the event to event cross impact analysis. The listed events are those selected by the NGT panel. This analysis was undertaken to consider (1) how the probability of other events will be affected if an event does occur, and (2) how the occurrence of other events will affect the probability of that same event. The change can be neutral, positive, or negative.

The following are a few examples of one event's impact on another:

1. Event #8 was most reduced by the cumulative cross impacts of the other nine events. A 20 point reduction in event probability was projected if event #2 occurred. Event #8, which stated: "immigration increases from Southeast Asia and China, draining resources and creating special needs.", was projected to be less likely if Event #2 occurred, which is "Major revamp of welfare, lowering costs and allowing more dollars to transfer into other projects." A new commitment to

revamp welfare was seen as creating an environment where new allocations for recent immigrants would be less well received.

2. Event #10 was most increased by the cumulative cross impacts of the other nine events. A ten point increase in event probability was projected if Event #1 occurred. Event #10, "The government will require constant monitoring of subsidized housing tenants," was projected to increase if Event #1 occurred, "New federal and state grant funding will be available for neighborhood policing projects." This increase was based on an assumption that new neighborhood policing projects would heighten growing interest in safer subsidized housing.
3. The least changed by the cumulative cross impacts of the other nine events was Event #9, "A major national disaster(s) will occur." Event #5, "More terrorist attacks will occur," was projected to increase the likelihood of Event #9 by 2.85 points. This was the highest individual impact, which was based on an assumption that terrorism could result in major bombings of utility properties such as a nuclear power plant or hydroelectric dam(s). "Acts of God" were appropriately assumed outside of the realm of influence, and as such, little cumulative cross impact on this event is reasonable.

EVENT TO EVENT CROSS IMPACT

	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10
1. A new source of federal and state grant funding will be available for neighborhood policing projects.	X	0	20.7	0	-11.4	7.9	3.15	-12.6	14.025	3.875
2. Major revamp of welfare, loering cost and allowing more dollars to transfer into other projects.	1	X	-13.8	.453	-2.85	1.975	-1.575	16.8	2.338	1.938
3. Major uprising by social groups; i.e., riots, civil unrest will occur.	15	10.95	X	-9.05	5.7	5.925	1.575	21	-18.7	1.938
4. All POST basic academies will be revised to totally incorporate C.O.P./P.O.P. philosophy with regards to neighborhood revitalization.	25	4.575	-27.6	X	-5.7	5.925	3.15	-8.4	-4.675	15.5
5. Major terrorist attacks will occur.	40	3.65	34.5	-4.525	X	0	6.3	12.6	4.675	1.938
6. Local governments will eliminate departments and form regional area service units, comprised of multiple resources.	2.5	-3.65	-1.725	2.263	-4.275	X	-.788	8.4	4.675	3.875
7. Nationwide gun control will be adopted.	2.5	0	-17.25	0	11.4	1.975	X	-8.4	-7.013	0
8. A new wave of immigration from South East Asia and China will occur and drain resources and create special needs.	1.5	-14.6	-6.9	-1.81	-11.4	11.85	1.575	X	-9.35	-1.55
9. A major national disaster(s) will occur.	0	0	1.035	-1.81	2.85	0	-1.575	1.26	X	0
10. The government will require constant monitoring of subsidized housing tenants; i.e., income limits, criminal records, warrants, etc.	10	1.825	3.45	4.7	0	-1.975	-.788	7.0125	-3.875	X

TABLE 3

Following is a list of forecasted events showing those original probabilities, and the new probabilities which were the result of the cross impact analysis.

**TABLE 4
EVENT CROSS IMPACT PROBABILITY**

EVENT	MEAN PROBABILITY*	FINAL CROSS IMPACT PROBABILITY
1. A new source of federal and state grant funding will be available for neighborhood policing projects.	100.0%	97.69%
2. Major revamp of welfare, lowering cost and allowing more dollars to transfer into other projects.	73.0%	79.28%
3. Major uprising by social groups; i.e., riots, civil unrest will occur.	69.0%	73.34%
4. All POST basic academies will be revised to totally incorporate C.O.P./P.O.P. philosophy with regards to neighborhood revitalization.	90.5%	98.23%
5. Major terrorist attacks will occur.	57.0%	85.28%
6. Local governments will eliminate departments and form regional area service units comprised of multiple resources.	79.0%	14.71%
7. Nationwide gun control will be adopted.	31.5%	50.32%
8. A new wave of immigration from South East Asia and China will occur and drain resources and create special needs.	84.0%	95.26%
9. A major national disaster(s) will occur.	93.5%	95.26%
10. The government will require constant monitoring of subsidized housing tenants; i.e., income limits, criminal records, warrants, etc.	77.5%	97.85%

* NGT Panel Forecast, N=10

The calculations were made by the author and are based on a methodology used by the Policy Analysis Co. This method is instructed at the California Command College by Mr. William Renfro of the Policy Analysis Co. and are contained in their computer software program X-MPACT.

Table 5 is the event to trend cross impact matrix. The cross impact analysis of events reveals the kind of real world balancing effect cumulative events can have on a single event. The final probability results from the combined individual event cross impact changes, both positive and negative, were added to obtain the final change to the original probability.

Each cell in the following trend cross impact analysis graph depicts the affect an individual event would have on the NGT Panel's ten-year projection of the status on each of one of ten trends. These are the same ten events and trends selected by the panel through the nominal group technique process.

EVENT TO TREND CROSS IMPACT*

	T-1 (COP grant funding)	T-2 (Use of Neighborhood Police)	T-3 (POP involves agencies)	T-4 (Public impatience for COP)	T-5 (Neighborhood Organizations)	T-6 (Violent Crimes)	T-7 (Taxes spent on new social problems)	T-8 (Law enf. culture proactive)	T-9 (COP/POP support in police force)	T-10 (Violence prevention as national issue)
E1	+ 5%	+20%	+10%	-12%	+10%	- 7.5%	0	+15%	+25%	+ 2.5%
E2	+2.5%	+ 5%	+ 10%	- 5%	+1.5%	- 5%	+ 5%	+ 5%	+ 3%	+ 5%
E3	+10%	- 2%	- 1%	+15%	+ 2.5%	+10%	+ 5%	-2.5%	-20%	+7.5%
E4	+ 3%	+10%	+ 3%	- 5%	+ 1.5%	-1.5%	-2.5%	+15%	+12%	+3%
E5	- 5%	- 2.5%	- 1.5%	0	- 5%	+ 5%	-10%	-7%	-15%	-10%
E6	0	+ 7%	+12%	+ 2%	0	0	+ 5%	+10%	+8%	+1%
E7	- 3%	0	0	- 7.5%	- 2%	-35%	+2.5%	+5%	+20%	+2%
E8	-20%	- 5%	-10%	+ 5%	0	+7.5%	+10%	0	-5%	-10%
E9	-10%	- 5%	- 5%	- 7.5%	- 5%	+ 2%	-10%	-2.5%	-7%	-8%
E10	+ 6%	+ 3%	+2.5%	- 1.5%	+ 6%	- 5%	0	+8%	+9%	+2.5%

TABLE 5

E1 = New Grants
 E2 = Welfare Revamp
 E3 = Major Uprising
 E4 = Post C.O.P./P.O.P.
 E5 = Terrorist Attack

E6 = Regional Service
 E7 = Gun Control
 E8 = New Immigration
 E9 = National Disaster
 E10 = Monitor Housing

* Researcher's estimates of Event impacts upon Trend levels, assuming that each Event occurs by ten years downline.

Unlike the event-to-event cross impact analysis, no cumulative affect is provided in this analysis.

The following are examples of the type of affect an event could have on a trend:

1. Trend #6 was most reduced by an event. Trend #6 was reduced by 35% by Event #7. Trend #6 is the violent crime rate and Event #7 is gun-control. The adoption of gun-control was seen as having a high potential to reduce the rate of violence in California.
2. Trend #9 was most increased by an event. Trend #9 was increased by 25% by Event #1. Trend #9 is the support and training for C.O.P./P.O.P. and Event #1 is new grants for neighborhood policing. The occurrence of a new major granting program in support of neighborhood policing was seen as an event which could give a significant boost to support and training for C.O.P./P.O.P. for California law enforcement. General interest in these policing stratagems, coupled with limited resources were thought to be a factor which would contribute to the affect of this event on this particular trend.
3. There were numerous instances where the occurrence of an event was seen as having no measurable affect of the ten-year projected rate of various trends. A good example is how Event #6, which states "Local governments will eliminate departments and form regional area service units comprised of multiple resources, was seen as having no affect on Trend #6, "Violent Crime." This is interesting in that it contrasts with how Event #7, "gun control," would have a major affect on this same trend.

This event-to-trend cross impact analysis provides a useful means of exploring how events occurring in a possible future could affect an existing trends future projected status.

The preceding forecast of events and trends, and related analysis, contributes to the development of the following alternative future scenarios.

SCENARIOS

Three alternative future scenarios have been produced as a way to better understand the impact and affect major developments may have on the issue of the future role of the police in neighborhood revitalization. This effort will contribute to policy formulation and a better understanding of the affect various actions may have on the management and development of this issue.

With the ten cross impact events provided by the nominal group members, combined with four additional surprise events, alternative scenarios were obtained through the use of SIGMA, a software program. The following four surprise events were identified by the author, working in collaboration with a senior Sacramento Police Officer and a Monterey County Sheriff's Lieutenant. The officer was Gary Crane, who attended the nominal group technique exercise and is working on a grant funded neighborhood revitalization project. The lieutenant was John Grebmeier, of Command College Class 18, who was familiar with the SIGMA software. Lieutenant Grebmeier is also a city council member for King City, California, and is familiar with local government issue. These events are:

Miranda advisement requirement on the police is overturned by the U.S. Supreme Court.

California declares bankruptcy.

California divides into three states.

A national police corps is created adding officers for cities.

The SIGMA program generated forty calendars of alternative event sequences spread over a ten year span from 1994 through 2003. SIGMA generates different calendars through the introduction of alternative "seed" numbers. The events were input with their title and information derived from the results of the nominal group technique and the delphi forecast results. This included their final probability as a result of cross impact analysis, their positive and negative impact on the issue, and a consensus level (which reflect the level of agreement by the panel).

A review of the forty calendars revealed what could be thought of as different scenario families. One family followed a sort of likely path, with events reasonably anticipated to occur following a sort of "logical" path of progression. "Logical" here, of course, is not to be construed in its classical sense, but instead reflects more the author's perception of a sort of stage dependent sequence of events interspersed with a few surprise events. Another family reflected a combination of sequential or closely grouped major events, which would be highly disruptive to the ability of the police to engage in or sustain current trends related to neighborhood revitalization efforts. Another family placed at the beginning of the calendar a series of events desirable to the development of an expanded role for the police in neighborhood revitalization, but near the end introduced events that would significantly disrupt this favorable progression.

Three calendars were selected for the writing of different scenarios. The first is a demonstration scenario that is written in a normative mode that plays out a favorable

outcome for the role of the police in future neighborhood revitalization in spite of disruptive events. In this first scenario, all ten trends and events were used, with a SIGMA program calendar providing the skeleton for scenario development. In the other scenarios, only the events provided by the SIGMA calendars were used. The second is a driving force scenario which is written in an exploratory manner playing out the effects of various potentially disruptive events on the issue. The last will be a system change scenario that will deal with the "what if" of a major change such as nation wide gun control on the issue.

These scenarios were selected as a means to better understand how the future role of the police in neighborhood revitalizations will succeed, fail, change or disappear if the various events they contain occur. In presenting these scenarios, the author's objective trends (not ranked in the top ten by the nominal group members) will serve as a useful backdrop in these "future histories"; these are: declining per capita ratios of officers for Sacramento and California; and a similar decline in municipal employees for Sacramento and California. The following first scenario was chosen for strategic management in the following portions of this technical report.

Scenario #1

Receipt of a brand new federal grant (Event 1) to support a major neighborhood revitalization effort in Sacramento was well received back in February 1994. This was a welcome change of pace from the unsteady flow of funds that had come from non-traditional

sources such as the housing authority and redevelopment agency for the continual growth of neighborhood policing (Trends #1 and #2). Work with these entities continued, however, in new areas. The most noteworthy was their joint advocacy for a new federal program to better screen tenants and reduce drugs and gangs in subsidized low income housing (Event #10). Sacramento, like the rest of California, had not kept pace in their ratio of police officers and local municipal support personnel. This shrinking resource pool had seriously jeopardized the ability of the Sacramento Police Department to meet the growing demand for service. Like San Diego, San Jose and other large California cities, Sacramento had enjoyed some success with revitalization as a new and powerful response to the complex web of interrelated problems that had turned neighborhoods such as City Farms into fertile ground for drugs, gangs, violence (Trend #6) and other problems. Between 1994 and August 1997, this approach grew in use and success. Now, officers working City Farms, the grant target area, were learning and adopting new roles. Officer Daniel Banks, who had grown up in this low income area, was able to maximize his community contacts as he was elected by the new City Farms neighborhood organization (Trend #5) to be their neighborhood officer.

This new source of funds provided support for the use of problem-oriented policing strategies, which was accompanied by an even greater involvement of non-law enforcement agencies (Trend #3) in neighborhoods like City Farms. Public impatience for community-oriented policing was reduced in Sacramento as more visible signs of commitment to this methodology were evidenced in the local media--and more importantly--by the line level officers with whom many had contact (Trend #4 and Trend #9).

Major welfare reform (Event #2) was not something anyone in City Farms was anxious to see. It was especially doubted that the promise of a redirection of the savings to neighborhood revitalizations would occur - but in August of 1997 this money finally came through. The economic stimulus program promoted by the police department's new economic/jobs development officer really took off with this new infusion of dollars. The police had finally taken steps to connect repeat offenders in target revitalization areas to jobs. The new recycling program for all the police paper they used to throw away was finally paying off for a few inner city kids (the dream of a paperless department never did seem to materialize - now at least some poor kids were glad it hadn't). Unfortunately, these new activities and non-traditional priorities for the police had stripped away officers from less visible, but yet core services such as traffic enforcement and general investigation. As a result, police managers were fearful they may not have the reserves needed to respond to a national disaster (Event #9) or major terrorist attack (Event #3), for even with new federal grants, resources were stretched thin.

Then a major social uprising (Event #3) arose in Southern California as a result of new immigration pressures. As China's claim on Hong Kong approached, a broad new wave of illegal immigration into the U.S. occurred (Event #8). State and federal resources had to be diverted to cope with the "flotilla" of refugee ships that were arriving on the west coast of the U.S. and Canada. Asian immigrant populations in the Los Angeles and Orange County areas violently protested the naval blockade that had turned back these ships on the high seas

and were thought responsible for the loss of many lives as a few ships sank. Terrorist attacks on officials of the Immigration and Nationalization Service and on the families of Navy and Coast Guard officers who were involved in the blockade by well-armed southeast asian gangs (Event #5) prompted near hysterical public demands for immediate state and federal action. To stop the availability of weapons, the President enacted an emergency ban on all firearms which spared new political turmoil and thus slowed and diverted financial support or the expansion of neighborhood policing at the local government level. Then the State's Treasurer leaked that California might be the first state to declare bankruptcy -- multiple base closures and the decline of Southern California's aerospace industry throughout the 90's had finally cast a dark shadow over "The Golden Land." When it occurred in December of 1998, many in the inner city who had been part of the City Farms revitalization wondered as to the affect. Had this community done enough to wean itself off its historic dependency on state funds? Yes! This was especially apparent almost two years later, when in October of 2000, California almost divided into multiple separate states. This threat weakened the strength of various statewide labor unions which had opposed the kind of citizen self-help activities normally encouraged in a neighborhood revitalization. Now, perhaps, the citizens walking foot patrol and citizens graffiti paint out tears could act on now Sergeant Banks' desire to have them care more for the public safety of their neighborhood. This was especially essential after the staff cuts created by the bankruptcy in 1998. To rebuild in this environment, regional service areas were created as a low cost, multiple discipline, combined agency response to local problems (Event #6).

Regionalization, with a high attention to neighborhood needs, was just one of many favorable products to have emerged from the lack of revenue and lack of confidence there was for the "old order of business."

Officer Banks' unorthodox approach to public safety was finally reaping dividends. In fact, in April of 2003, now Lieutenant Banks was hired by the Central California Commission on Peace Officer Standards and Training to develop curriculum for a new mandated course for all officer academies on community/problem-oriented policing (Event #4). While Lieutenant Banks was glad to advance COP and POP, his confidence in these methods had been tempered by the chaos that had surrounded the immigrations issues of the late 90s. He, like many of his colleagues, was concerned that California must find new ways to address a complex mix of service demands with very restricted resources, and he was still confident neighborhood revitalization and policing would be a major part of the solution.

Scenario #2

The new "few strings attached" U.S. Department of Justice grant Sacramento received for neighborhood revitalization (Trend #2) in April of 1994 (Event #1) was used to establish the seventh inner city project for this city. This project was unusual in that it did not rely on recent non-traditional sources such as HUD money (Trend #1). Kids in the target area of Brookfield Gardens were especially glad since the grant included a patrol officer. The officer would be able to "pay" kids for not joining a gang with tickets to Sacramento's new National League expansion baseball team, the Solons. At this same time (Event #10) their

parents were glad to hear that the police in California could release criminal history information to the public housing authority to boot out the drug dealers and gang bangers that had settled in public housing - making life miserable for those unable to relocate. While civil rights activists complained that this violated privacy concerns, overall the community was pleased with this change in how public housing is maintained.

Things seemed to be going well for the police, especially in January of 1995, when the U.S. Supreme Court overruled the need to read a suspect his or her rights under the Miranda decision. Unfortunately, only fourteen months later, in May of 1995, major social unrest at the State Capital (Event #4) would rock the ability of the police department to support neighborhood revitalization as this diverted their shrinking pool of officers away from what some of the old guard still called "soft policing" such as problem-oriented policing. Things were not helped by the national disaster that occurred (Event #9). In February of 1998, the California earthquakes seriously disrupted the economy, diverting money away from the other local government agencies like building inspectors who had been working with the problem oriented police officers in the target areas to clean up problem problems (Trend #3). How this would affect the community's impatience for an expansion of community and problem oriented-policing would not be known for some time. This did not really concern the "old guard" which had grown increasingly frustrated over the growing use of limited tax dollars for new social causes, such as "crack babies" (Trend #7). They argued that even though more neighborhoods were organizing (Trend #5), that their "impatience" did little to stem the growth of violent crime (Trend #6).

Still, the State's Commission on P.O.S.T. adopted in March of 2000 (Event 4) the requirement that all police academies teach community and problem oriented policing, to support revitalizations (Trend #9). Since the rest of city government had shrunk or was diverted to earthquake repair, not much was done to advance the use of these new roles as the rest of local government could not contribute. That portion of Sacramento's police management that had been advancing a more proactive role for their officers (Trend #8) were seriously disillusioned by the affects restricted resources were having on their desire to change the department's culture.

Things were especially strained with the new massive wave of Southeast Asian immigrants that came to the U.S. as a result of China's expansion into other parts of Asia following their reclaiming Hong Kong (Event 8). Their related demand for new service nearly exhausted local resources, thwarting the city's ability to maintain, much less expand, neighborhood revitalization. Likewise, the diversion of federal dollars to cope with the massive waves of ships bringing illegal aliens to our shores, wiped out research and local support for violence prevention (Trend #10). The full affect of these drains on the states budget was not felt until November of 2002. With the corresponding affect on the economy, California state budget finally gave up the ghost and bankruptcy was declared. This further eroded the support for neighborhood policing as calls for service were deemed to be of the highest priority, and dollars were redirected away from specialty units and to patrol. This affect on the economy, prompted new welfare reforms so as to free dollars for other needs in August of 1993 (Event #2). This was generally perceived as a long overdue change, but after all the cuts in

supporting police and local government staff, new expenditures on neighborhood revitalization were less than optimal and confidence and support for new programs waned.

Scenario #3

Even though it was April Fools Day for 1994, (Event #1) Sacramento had indeed been selected for receipt of a major federal neighborhood revitalization grant to stem the drug and gang violence (Trend #6) in the newly organized (Trend #5) Metro Flats neighborhood. It was hoped that a multiple discipline response from the police, other city departments and the mobilization of the community would help turn the tide (Trend #3). Change occurred, but the violence persisted (Trend #6) as gang members from outside the area would pass through Metro Flats and shoot at unsuspecting rival gang members and their homes and haunts. Then it happened - nation wide gun control was adopted by Congress (Event #7). This followed the U.S. Supreme Courts decision that the Second Amendment did not restrict gun control and the nationwide registration of handguns. This occurred in January of 1996. This was thought to be good news by the citizens in the Metro Flats area, who expected police action to curtail the gun play in their community.

The needs of the new wave of Southeast Asian immigrants who arrived in October 1996, (Event 8) were draining resources away from police and local government, and even some of the more unorthodox funding sources for neighborhood policing were drying up (Trend #1 and #2). Fortunately, with gun control in place (no small arms) the type of gun battles that had previously occurred between asian and other gangs would be fewer. This was welcome

news, as the widely heralded June 1996 report on violence prepared by the University of Southern California for the Department of Health and Human Services, laid much of the blame on dysfunctional family dynamics and the availability of handguns -- not assault rifles -- as the two most contributory factors of youth violence (Trend #10).

In June of 1997, the Commission on P.O.S.T. introduced its new and mandated community and problem oriented policing curriculum as a requirement for all academies and officer training (Event #4). This included training in how officers working in high-risk neighborhoods could apply the gun control laws to help alleviate problems (Trend #8). Then in April of 1998 local government as we know passed into oblivion with the advent of California's regional service areas (Event #6). While there were cost efficiencies achieved, this larger size government seemed to move slowly on local neighborhood revitalization initiatives. As the attention paid to local needs shrunk, career criminals and even some residents of at-risk neighborhoods responded by searching out remaining guns - there were a bunch - even if illegal. This contributed to an unprecedented rise in residential and automobile burglaries at a time when local law enforcement was stretched thin. In this environment the community's interest in community policing lessened (Trend #9) as citizens began to demand an increase in traditional police suppression tactics like high profile uniform patrol. This created a curious syndrome for Sacramento police officers who had been strongly encouraged, since 1994, to adopt a more proactive style of policing (Trend #8) which seldom relied on such tactics.

With the new welfare reforms of February 1999, there was more money available for local government (Event #2). With regionalization in place (Trend #6), organized neighborhoods began to assume some of the functions previously held by cities and counties in California. This movement was proceeding until the California Crash of 1999 which was followed by a major national disaster - a massive chemical spill at a pharmaceutical plant in Tijuana, Mexico. Winds carried toxins all the way to Sacramento. This disaster wiped out the savings from the welfare reform, and eroded the police department's fiscal ability to control crime. As such, new gun control laws were used to permit the police to set up gun check points along major roads - especially in and adjacent to neighborhood revitalization areas. A further help to these areas was adopted in December 2002, with authority given to local housing authorities to do close monitoring and enforcement in public housing (Event #10). With all the calamities California faced over the last decade, civil unrest and related crime in high risk inner city areas was marginally reduced with the advent of gun control.

CONCLUSION OF FUTURES STUDY

Futures research, as has been conducted in this exercise, is a very useful tool for exploring the many events and trends that will act on the role of the police in future neighborhood revitalization efforts. The use of a nominal group who identified such events and trends is very useful, especially where the participants have both insight and appreciation for law enforcement's current roles, and perceptions as to their potential future roles, and an academic and professional commitment to neighborhood revitalization.

The specific methods used for this study were helpful in understanding the effect of various trends and events as they will affect the role of the police in neighborhood revitalization. The trend forecasts were generally related to activities or dynamics currently advancing neighborhood revitalization, whereas the events, while somewhat related, tended to identify more of the major barriers that could slow or divert the inertia revealed in the trends. The cross impact analysis of the events was quite interesting in that there seemed to be a cumulative leveling or balancing affect that occurred as each event acted upon the other. While some change in event probabilities were noted, they were not dramatic. This could mean that proper management and a recognition of the potential disruption of events could result in clear-eyed strategies and transition management plans that could realistically advance the role of the police in support of neighborhood revitalization. This method of future study provided a sort of stage dependent progression of research that was quite helpful in the development of future scenarios. The purposeful but fictitious act of moving through time in

the future, while focused on a major issue, provided an almost tangible sense to how best to respond to the events which could affect this issue. There was great value in use of the nominal group technique and delphi technique especially as these methods incorporated the serious thoughts and contributions made by the NGT panel members.

There is indeed great interest in the role of the police as it relates to the reclamation of communities. The police will move into the future carrying some traditional baggage, but events and trends identified in this study and played out in the scenarios will necessitate superior leadership, management, and analysis of the many related issues if the role of the police is to be most effectively integrated with the role of the rest of government and the communities they serve. To accomplish this, a strategic plan has been developed and follows this section. This plan will bring forward a strategy consistent with the selected scenario. That scenario concluded with neighborhood revitalization as an important future solution to drugs, gangs, violence and other social maladies, and the police as a major part of this future.

PART II - STRATEGIC PLANNING AND MANAGEMENT

INTRODUCTION

In the preceding Part I, Futures Study, Defining the Future, three alternative scenarios were developed. The first scenario has been selected for strategic planning and management. In Part I, this demonstration scenario, which was written in a normative mode, is further clarified in the following scenario supplement.

SCENARIO SUPPLEMENT

As previously mentioned, Scenario #1 was selected for strategic management. The following scenario supplement describes the future, as of the year 2003, as it relates to the Sacramento Police Department's strategic management of the issue of neighborhood revitalization.

It is the year 2003 and the Sacramento Police department has fully implemented the strategic plan it adopted for the effective management of its role in multiple discipline neighborhood revitalization efforts. There were two key strategies upon which this plan was based: creation of a community advisory board to work in collaboration with police and other public and private interests to advance neighborhood revitalization success; and forums to provide buy-in needed from internal and external participants. These strategies and related implementation and transition management plans expanded the role of the police in neighborhood revitalization.

In 1993 the Sacramento City Council adopted in concept a Police Department proposal to expand multiple discipline neighborhood revitalization as a means to reduce drug, gang, crime and social disorder in at-risk neighborhoods. This approach was consistent with the Council's adoption in 1992 of the Neighborhood Reclamation and Protection Plan, a multiple discipline neighborhood revitalization approach requiring support of the police, local government and the community.

While these programs were generally heralded as the right path to follow, both were underfunded, heavily reliant on a realignment of existing and shrinking resources, and there was no mutually acceptable strategy in place to manage future projects. With new policies and related activities, the police were able to advance neighborhood revitalization through a challenging maze of trends and events.

The police department now uses sophisticated mapping, communications, and management information systems to provide timely feedback on crime, police calls for service, and other mutually agreed upon measures of success in neighborhood revitalization. This information is used internally by officers, sergeants, lieutenants, and all internal police stakeholders to fine tune and maintain support for multiple discipline revitalization.

Memorandums of understanding are in place which articulate the roles and responsibilities of the police, local government and the community in each new and continuing revitalization project. Overseeing the general policy management of these agreements is a community

advisory board. This board effectively represents the critical stakeholders in Sacramento's neighborhood revitalization efforts.

Forums will again be held this year to solicit input from critical stakeholders. By policy, this includes meetings with internal police stakeholders, local government, and community partners.

The police have added new meaning to the catch phrase "community policing." By policy, the police will not continue to invest neighborhood police officers in at-risk neighborhoods where "volunteer" community groups fail to fulfill their agreed upon role in their own backyard. To help sustain community interest, by policy the police regularly share crime analysis information with community partners. This is a new role accepted by the police in order to encourage the needed help of the community.

These policies and related activities allowed the police, the community, and local government to achieve the tempered but sustained momentum of neighborhood revitalization as revealed in the selected scenario.

The realization of this scenario is dependent upon the plans, policies and practices adopted or promoted by the Sacramento Police Department in response to the projected trends and events identified by the NGT panel members and the author.

Theologian, social critic, and author Richard John Neuhaus, in The Naked Public Square, states "There is no 'future' to guide our present decisions. There are only possible futures that we can strive to advance or resist." Through the development of a strategic plan, an organization can structure itself to create or capitalize on opportunities that will advance achievement of a desired future scenario. Likewise, a strategic plan can help an organization resist the negative affects of obstacles that would retard the achievement of the desired future scenario. In this way, an organization can consider future events and trends, and adjust current decisions toward achievement of a desired future. This process cannot, or course, consider all possible future eventualities. It does, however, afford an organization a reasonable opportunity to manage an issue. This strategic plan has been developed for the Sacramento Police Department to best manage the following issue: "What will be the role of the police in neighborhood revitalization efforts by the year 2003?"

Achievement of the results presented in the selected scenario is the goal of the following strategic management plan. While it is a plan structured for use by the Sacramento Police Department, it can serve as a model for other police departments and communities which want to better manage the role of the police in multi-discipline neighborhood revitalization efforts.

ORGANIZATIONAL DESCRIPTION

The City of Sacramento and the Sacramento Police department are in focus through this study. The police department is the organization targeted for this strategic plan. The City of Sacramento is the capital city for the State of California. It has a resident population of approximately 391,000 residents. On any given work day its population swells by 100,000 persons. This city is the urban center for a larger metropolitan area with a population of about 1.3 million persons. The City of Sacramento is the oldest incorporated city in California with a charter that dates back to 1849. It is a city with a rich and diverse history. Situated at the confluence of the Sacramento and American Rivers, it was first made famous for its proximity to the gold fields of the Sierra Nevada mountains. It was the starting place for the first Pony Express riders, and the terminus for the first transcontinental railway. As the capital of the largest state in the union, government has long been a dominant force in this city. Over the years Sacramento has become a center for agriculture and food industries. Its economy is supported by the military, light industry, shipping, medical services, and regional office centers. Its diverse population is comprised of whites, African-Americans, Hispanics, Asian-Pacific Islanders, and native Americans. Unfortunately it has a high proportion of children supported by Aid to Families with Dependent Children (AFDC) and a high school drop out rate comparable to Oakland and Los Angeles.

It is also quickly becoming a city of distinct neighborhoods which are active in local politics and government. In fact, in 1994 the city reorganized to support a new Neighborhood

Services Department which consolidated previously autonomous city departments and divisions (i.e., code enforcement, planning, building inspections, parks and recreations) and then decentralized them into four regions. Each region now has a manager who oversees service delivery which is characterized by a high level of collaboration with community and neighborhood associations. Sacramento operates under a council/manager form of government.

The Sacramento Police Department has 993 employees. Of these, 584 are sworn officers. This gives Sacramento 1.5 officer for every 1,000 persons in the population. The department is directed by the Chief of Police who is appointed by the City Manager. In 1993, the department reorganized as part of a strategic plan. It decentralized patrol services into four sections with a Police Captain in charge of each area. The City's new Neighborhood Services Department regions compliment these areas, and the captains work with region managers on area problems. The department still maintains four major offices: Office of Operations, Office of Investigations, Office of Administrative Services, and Office of the Chief. The first three are under the management of a Deputy Chief. The department's 1993-94 fiscal year budget was \$65 million. While the department provides many traditional police services, it has distinguished service in the area of hate crimes, Community Oriented Policing and Problem Solving (COPPS), patrol management, and neighborhood revitalization. Since 1992, the police department has successfully obtained local, state and federal funding for 23 officers who provide support to nine revitalization efforts. While the commitment to multi-discipline revitalization is high, there is presently no

comprehensive strategic plan in place to guide the future role of the police in these types of efforts. This plan is intended to address this need.

MISSION STATEMENTS

A mission statement is an appropriate foundation for the development of a strategic plan. For this study, a micro-mission has been developed which is compatible with the macro-mission of the selected organization:

The mission of the Sacramento Police Department is to work in partnership with the community to protect life and property, help solve neighborhood problems and enhance the quality of life in our City.

The organization macro-mission statement is considered in greater detail in another segment of this study. After reflecting on the preceding futures study, and selected scenario and scenario supplement, the author used this information to compile a micro-mission statement. The micro-mission statement for this strategic plan is as follows:

By the year 2003, the major role of the Sacramento Police Department will be highly supportive of neighborhood revitalization efforts. These efforts will stabilize troubled neighborhoods and reduce drugs, gangs, crime, and other social disorders which historically necessitated a reactive police response.

Sacramento Police Department officers, in their support of neighborhood revitalization, will serve a leadership role while developing, nurturing, and sustaining multiple discipline partnerships with other public and private interests. There will be adequate financial support for neighborhood revitalization and the culture of the police will likewise support this approach.

Risk taking and innovation will be apparent as the police work in neighborhoods

with non-traditional partners. Crime, social disorder, and neighborhood problems will be readily identifiable from the most junior officer to ranking senior official through the application of advanced technology. Information will be openly shared with community members and other partners who support the reclamation of the City of Sacramento a neighborhood at a time. On-going evaluation of police efforts will exist and it will be truthful and acted upon when necessary to promote safer neighborhoods.

SITUATIONAL AUDIT

Now that the mission of this strategic plan has been defined, an analysis of the external and internal forces which will affect attainment of this mission must be undertaken. As such, this situational audit includes an External Environmental Assessment, an Internal Organizational Assessment, a Critical Stakeholder Analysis and Identification, a mapping of strategic assumptions, a section called Developing Alternative Strategies, and an Implementation Plan.

External Environmental Assessment

"What will be the role of the police in neighborhood revitalization efforts by the year 2003?"

Applying this issue statement to the proposed related mission for the Sacramento Police Department requires an analysis of the organization's environment. To do this, it is necessary to consider the strengths and opportunities that will advance us toward the mission, and the weaknesses and threats that will impede progress. The author did this through an approach known as a WOTS UP analysis (weakness, opportunities, threats, and strengths). The trends and events identified by the NGT panel were reviewed along with other information to better understand present and future obstacles and opportunities. For the purposes of organization, not scanning, this information has been arranged in a taxonomy known as STEEP. STEEP is shorthand for "social, technological, economic, environmental, and political." The following are the results of that effort:

Social

Strengths and Opportunities: Community policing as a philosophy, has gained considerable media and community interest, while the debate continues as to what exactly it means. The general interest in this approach is a hopeful sign. In Sacramento it portends a more broad based sense of responsibility for public safety. This should undergird multiple discipline neighborhood revitalization efforts which involve the police working in close cooperation with community members. This comes at the same time that "communitarianism" is emerging as a philosophy which supports greater social responsibility on the part of all citizens.

Neighborhood mobilization and community development at the grassroots level is generating a greater sense of ownership and commitment to problem solving in areas which often approximate police patrol beats. In Sacramento, organizations such as the Central City Alliance of Neighborhoods (CCAN) and the Sacramento County Alliance of Neighborhoods (SCAN) have held forums and engaged in advocacy to support small community mobilization. A trend toward the use of problem-oriented policing strategies within the Sacramento Police Department has been well received by these groups.

Weaknesses and Threats: One of the downsides of neighborhood activism can be fractionalization. As neighborhoods have advocated greater government attention to local needs, a sense of community-wide responsibility has on occasion been abandoned. For instance, one impoverished neighborhood (which is poorly organized) has no sidewalks and few physical amenities, while another (a more affluent neighborhood which is well

organized) is clamoring for the City of Sacramento to support their interest in "historic" street lamps for their well-maintained sidewalks and streets.

Youth violence, especially the future continuation of youth gangs that sport handguns, could pose a threat to expanded roles for the police in neighborhood revitalization. Demands for greater traditional police suppression and investigation activities could limit the time officers of every rank have to expand and explore new neighborhood policing roles.

Technology

Strengths and Opportunities: Advances in computers and telecommunications can contribute to improved information sharing between the police and public and private agencies.

Neighborhood revitalization is highly dependent on mutual cooperation. For instance, in Tacoma, Washington, citizens organized by SAFE Streets (a public and private partnership which supports block-by-block mobilization) have been able to receive computer printouts on neighborhood crime in return for crime information.

Future technology such as advanced non-lethal weapons, electronic vehicle immobilization systems (which would knock out the electronics of a fleeing vehicle) and rapid identification systems, all have the potential of softening the police image in troubled neighborhoods by reducing the level of force needed to control criminal behavior. Advances in telecomputing (e.g., Apple's Newton) may also contribute to the ability of officers to network with community leaders and work better with other agencies.

Weaknesses and Threats: Unfortunately, technology can also inhibit police/community interaction. For example, the police car and police radio helped to create a very real separation between the police and community. Tomorrow, advanced geographic tracking systems such as an AVL (automatic vehicle locator) could allow the police in Sacramento to achieve even greater efficiency in their timely response to calls for police services. These systems can identify the closest officer to a problem and automatically assign them to a call. This could be efficient for a traditional police agency committed to a rapid response. But, it could just as well be disruptive in an environment where officers are trying to stay inside a neighborhood's boundaries in order to develop rapport and work without frequent interruptions.

Automated systems are already seen as a potential threat which has impeded progress on screening applicants for public housing. In California, housing authorities and concerned residents would like to restrict subsidized housing to non-violent persons who do not deal drugs. California law prohibits the use of the state's automated criminal history files for this purpose, but does not restrict a manual search of local records. Without a future change in this law, the police, residents, and housing authorities will be slow in their response to problem properties which are frequently a focus of a neighborhood revitalization.

Economic

Strengths and Opportunities: Brand new sources of federal support for increased local police staffing has the potential to bolster Sacramento's shrinking police-to-citizen staffing ratio.

Improvement in the general local economy would also advance neighborhood revitalization if it supports staff increases in certain non law enforcement departments. Examples would include building inspectors, code enforcement officers, public health inspectors, fire prevention officers, neighborhood program coordinators, and recreation specialists. Neighborhood problem-oriented policing tactics frequently depend on the availability of these positions to support police interventions which tackle the underlying conditions that contribute to crime and disorder. State grants, such as the Office of Criminal Justice Planning's Operation Revitalization grant program, are being used to support police, general government, and schools in the development of a model neighborhood revitalization program in Sacramento, Long Beach, Stockton, Oxnard, and Roseville as "beta" sites. The "alpha" project is in San Francisco's Tenderloin neighborhood.

One of the side benefits of Sacramento's poor economy has been its affect on local business leaders. Various local businesses are currently developing a public-private partnership with city and county government in developing a new non-profit organization -- SAFE Streets. SAFE Streets is fashioned after SAFE Streets, Tacoma, Washington, a successful community mobilization program. But unlike Tacoma's effort which only receives 10% of its support from private sources, Sacramento's SAFE Streets will have much of its budget provided by business.

Weaknesses and Threats: Continued declines in the level of law enforcement and other staff in the City of Sacramento pose a serious threat to the continued capacity of the city to

support neighborhood reclamation efforts. For the police to change its internal culture to one supportive of neighborhood policing it must win the support of the rank and file. Police labor gives verbal support that neighborhood revitalization, like problem-oriented policing and community policing, are the future. Yet, officer cuts due to declines in the local tax base have reduced support for these new efforts. Moreover, the health of California's overall economy affects the availability of jobs and other conditions that can diminish the quality of life in our neighborhoods.

Environmental

Strengths and Opportunities: In a 1982, Atlantic article, James Q. Wilson advanced the notion that "broken windows" contribute to social disorder. University of Wisconsin Professor Herman Goldstein's problem-oriented policing strategy advances a similar paradigm that the police can more favorably affect crime if they attend to conditions that foster crime and disorder. Professor Bill Spellman, University of Texas, has argued that the disciplines used in epidemiology have application in law enforcement, which includes a significant attention to environments that are fertile ground for crime and victimization. These concepts support the notion that physical characteristics in the built environment can serve as visual cues that no one cares about a house, a street, and a neighborhood which attract disorderly human behavior. Sacramento's development of problem-oriented policing has generally demonstrated that when the role of the police includes attention to such environmental issues, social disorder, crime, and repeat calls for service to the same

locations can be reduced. The willing support of other city and county departments in collaborative problem solving efforts bodes well for the future.

Also, residents of neighborhoods in Sacramento which are involved in revitalization want to see their neighborhood police officers on foot or on a bicycle. This is so even when law enforcement managers explain the efficiencies of automobiles. While the benefits to the natural environment may be small, this trend is indicative of a slowly emerging interest in the development of neighborhoods which afford residents greater pedestrian access to public and private services attained through mixed use zoning.

Weaknesses and Threats: Sacramento's air quality is poor and local, state, and federal initiatives to reduce vehicle traffic (the main culprit) could affect an officer's work hours. How will this affect neighborhood revitalization? This situation could easily result in an increased use of a "four-ten" or even a "three-twelve" work week. While fewer work days may reduce vehicle pollution, only housing a patrol officer or neighborhood police officer in a neighborhood four days -- or worse yet -- three days a week, will reduce opportunities for the community to build relationships with officers. One possible mitigation is the provision of very low cost or free housing to officers willing to live in an at-risk neighborhood. Yet, where ownership of a condominium was offered free to any officer willing to live in the community seven years elicited no takers.

Political

Strengths and Opportunities: Local politicians in Sacramento have been strong advocates of neighborhood revitalization. In early 1992, the city council supported reclaiming two adjacent public housing areas and three small adjacent downtown neighborhoods. For the police department, this required a redirection and focusing of separate police units in these areas, and the addition of four Neighborhood Police Officers. The latter were needed for long-term maintenance and were funded from non-traditional sources. In July 1993, the number of neighborhood revitalization projects had grown from two to five, and supporting neighborhood police officers now number sixteen. The growth of this program is largely attributed to the interest and support city council members have for this approach in dealing with at-risk neighborhoods.

Moreover, within city government, there is internal political support for multiple discipline projects which involve the police. Traditionally, reform style policing was usually accompanied by a distancing of law enforcement from other government agencies and this was pursued as a way to protect a sense of professional integrity. Now, win-win situations tend to develop when the police work in closer cooperation with other departments. Since law enforcement and public safety are often the last services to be cut, other departments are endeavoring to align their programs with police initiatives such as neighborhood revitalization and problem-oriented policing. Since such support is what the police need to be successful anyway, this trend, if properly nurtured by police supervisors and managers, could strengthen future ties in reclamation projects.

Weaknesses and Threats: One of the major threats to the future of neighborhood revitalization is the actual success such projects have enjoyed. Our local politics are often driven by attention to the urgent. As formerly troubled neighborhoods experience significant drops in drugs, gangs, crime and social disorder, attention can shift to other urgencies. For instance, in the environmental area, flood control is tied to economic development and job creation. Due to the great cost of flood control, there may be little or no general fund support for neighborhood police officers after grants and other non-traditional funding sources give out.

Privacy issues could also jeopardize political support for neighborhood revitalization. Local interest in access to automated state-wide criminal history records for the screening of public and subsidized housing applicants has been rebuffed three times by the California assembly. Each time the issue of privacy has been a cause for the rejection of a law to permit the release of this data. Likewise, innovative strategies for dealing with street prostitution have not been embraced in California. Portland, Oregon, seizes the vehicles of "johns" who use the services of prostitutes. For Portland, this was a major aid in cleaning up a neighborhood with a "red light" area. Attempts to do the same in Long Beach have been unsuccessful as state law restricts local government from seizing vehicles in this manner.

Immigration politics also greatly affect inner city neighborhoods. As California receives high numbers of foreign immigrants, they often settle in low cost neighborhoods. The dynamics of assimilation of a new people into such communities is often accompanied by new and

different demands for police services. Without adequate resources to meet even current service demands, these new demands can drain resources away from neighborhood revitalization projects.

Organizational Assessment

An understanding of the organizational strengths and weaknesses of the Sacramento Police Department is necessary for it to advance toward the mission of this study. Since the issue and mission statements focus on the role of the police in neighborhood revitalization in the future, it is appropriate to examine current organizational development issues. Deserving attention are the department's previously stated overall mission, organizational structure, the culture and lore of the department, and the present practices of sworn and civilian support personnel. Likewise, management and technical support systems should also be explored. Areas to be considered include: training and discipline; communications and information management; and crime analysis, patrol deployment and investigative case management.

Mission

Strengths: As a byproduct of a strategic plan effort concluded in May of 1993, the Sacramento Police Department adopted the previously mentioned new mission statement:

The mission of the Sacramento Police Department is to work in partnership with the community to protect life and property, solve neighborhood problems, and enhance the quality of life in our City.

The mission clearly supports neighborhood revitalization in some key areas. First, it dedicates the police to working in partnership with the community. Grassroots involvement is essential for the success and long term stability of an area. Second, it supports two very traditional roles for the police - the protection of life, and property. What is unusual is the notion that the police will achieve this end in collaboration with the community it polices. Third, it speaks directly to a role for the police in the solving of neighborhood problems, this is an essential element of revitalization.

Weaknesses: The very fact that this is a rather short and unorthodox police mission, may in fact inhibit its acceptance by officers steeped in traditional or reform style policing. The actual meaning of this mission statement will in fact not be a reality to the community if it is not reflected in the words, actions and behaviors of the personnel with whom the community has its first contact. The buy-in to this mission by dispatchers, uniformed officers and other "front line" personnel is essential if it is to serve as a foundation for neighborhood revitalization.

Organizational Structure

Strengths: As a result of two major factors, the formal organizational structure of the Sacramento Police Department was flattened and realigned to ostensibly support a community policing style of operation. This situation could speed current and future decision making relative to the role of the police in neighborhood revitalization.

One of the factors was the completion of a strategic plan which was prepared with input from over fourteen hundred persons from throughout the community (i.e. other criminal justice agencies, business, clergy, neighborhood associations, and minority officer associations), and from all segments of the department. This plan specifically called for the expansion of neighborhood revitalization as a response to drug and gang problems. The second factor was the need to cut the department budget by \$5.5 million, which resulted in a loss of seventy sworn personnel and twenty two civilian support personnel.

To adjust to both factors, various traditional police units were reduced in size or eliminated; the ranks of assistant police chief and police commander were eliminated; patrol services were divided from two into four areas - each with a police captain and a new executive lieutenant; and a new Youth and Community Service Section was created in the Office of Operations. The reduction of the number of ranks from seven to five will reduce layers in the bureaucracy through which information must pass - this could speed decision making in revitalization efforts. Each of the four patrol areas reflect an intention to decentralize services and to more expeditiously attend to neighborhood problems within these service areas.

Weaknesses: The loss of officers due to budget retrenchment added an additional hurdle to the expansion and future development of the department's growing neighborhood policing efforts. This situation frustrated many officers who have come to perceive their primary obligation as answering calls for service, and see neighborhood based policing activities as a luxury - even though grant and other non-traditional funding sources have been used to pay

for these officers. The loss of 70 sworn positions shrunk the pool of department wide resources which could previously have been called upon to support neighborhood projects. Also, the lag time in filling patrol vacancies created by the transfer of patrol officers into the grant funded neighborhood police positions has become an irritant for officers who believe they are now shouldering the burden of calls for service with fewer officers and that their personal safety is at risk. This situation is compounded by their awareness that other cities across the country are adding personnel to do community policing. Sacramento police labor leaders argue that community policing cannot be done without major increases in personnel or at the cost of over burdening patrol officers.

Culture and Lore

Strength: Even though the City of Sacramento initiated its first revitalization project in early 1992, changes in the informal culture of the department is beginning to reflect a strong commitment to such efforts amongst the rank and file. There is keen interest in these efforts. Many officers are competing for grant funded positions and there is a general acknowledgement that they can be successful. The fact that revitalization often necessitates working with code enforcement, building inspectors, parks and recreation specialists and other non-traditional partners has in fact been generally well received. The lore that has begun to emerge around these efforts tells the story of "notorious" neighborhoods turned safe, and of how officers successfully applied problem oriented policing tactics to remedy seemingly insurmountable obstacles.

Weaknesses: There is a reluctance on the part of many officers to accept a new order of business that does not revolve around the answering of calls for service and traditional investigative work. Even though neighborhood calls for service and crime has in every case been reduced in neighborhood revitalization areas, officers continue to claim it has simply moved in its entirety elsewhere - this has not occurred. In fact, when displaced, problems are often easier to identify and attack. There is also nostalgia for old style crime fighting that allowed problem areas to persist so as to provide locations for numerous arrests.

Present Practices of Sworn and Civilian Personnel

Strengths: The department embarked on what has proven to be a very successful problem oriented policing (POP) program in January 1991. For Sacramento, the development of POP was managed to ensure a high level of acceptance by the rank and file. Officers, sergeants and lieutenants were consulted on the design of the program and it helped that there was new budget funds available to add eight officers and two sergeants who supported patrol officer POP efforts, versus the creation of a separate specialized team. This acceptance of POP strategies enabled the department to develop neighborhood policing as it relies heavily on problem-oriented policing, which is generally understood and accepted by most officers.

Weaknesses: A primary weakness is that many of our officers and civilians do not understand the dynamics of a revitalization project. As an example, the specific role of detectives in such efforts has not been identified or well defined. Often civilian support staff (such as dispatchers, data service specialists, and crime analysts) are not informed of the

initiation of new neighborhood projects and as such do not understand their role, nor are they asked to contribute.

The management and technical support systems within the department will affect the success of the department's contribution to neighborhood revitalization.

Training and Discipline

Strengths: Problem Oriented Police officers have developed a forty hour training curriculum for new Neighborhood Police Officers and certain civilian support personnel. The training includes instruction in problem oriented policing, meetings with key outside agency support personnel and site visits. Feedback received from staff who attended the course indicate it is very practical and has helped them in the field. Officers also have been afforded the opportunity to attend statewide and national conferences on problem oriented and community policing. The department's discipline system was revised and streamlined in 1992. Added was an option for retraining versus only punitive responses for policy violations, and an enlarged role for area command staff. Since participation in neighborhood revitalization is new and emerging activity for Sacramento police officers, these changes should allow the department to adjust training and discipline to the challenges of this new and unique situation.

Weaknesses: Training for neighborhood revitalization has not involved first line supervisors and command staff. The role of supervisors and managers in neighborhood revitalization has not been clearly articulated. Role expectations can be affected by training and this needs to

be addressed for future success. Joint training has also not occurred for the police to receive instruction in areas that affect them as well as other non law enforcement participants such as code and dangerous building inspectors. Likewise, discipline within the department has not adjusted to the expectation that officers will form new alliances with outside agencies and neighborhood interests that could engage the police in activities that under traditional policing would be restricted but not under a community policing environment supportive of neighborhood revitalization. For example, current city policy has restricted officers from being members on boards of directors for non profit organizations to avoid a "deep pocket" exposure to liability for the City of Sacramento. Now it is necessary for officers to actively participate on such boards, and situations have arisen where it is highly advantageous for them to even initiate such entities. For instance, getting troubled neighborhoods to begin, and or, develop neighborhood associations can help them attend more quickly to their own needs (e.g., graffiti paint out, citizen patrols, writing letters to negligent property owners), thus empowering neighborhoods and reducing demands on city services.

Communications and Information Management

Strengths: The Sacramento Police Department is presently redesigning its dispatch communications system. Work is underway with many other local public safety agencies to design and acquire an extremely complex "800 megahertz trunked radio system". While this system was not designed to assist neighborhood revitalization specifically, the interrelationships that have developed between city staff and others could provide favorable results in the future. The actual technology could greatly improve an officer's

communications and information access with other governmental partners in a neighborhood project. Enhancing the department's data services and information management systems could also improve effectiveness in such projects. Access to a geo-based data system which provides information to officers in the field on the name of legal property owners, and property layouts could speed problem oriented policing activities.

Weaknesses: Neighborhood revitalization has, surprisingly, advanced faster than has progress toward upgrading our communications and information management systems. This is due in some measure to the costs associated with upgrading such systems. Information on the development and progress of neighborhood revitalization has also not been well communicated to persons responsible for data services, crime analysis and communications. Nor, have neighborhood revitalization communications and information management needs been explored for integration into the department's plans to upgrade related technology.

Crime Analysis, Patrol Deployment and Investigative Case Management

Strengths: These three activities received specific attention from federal, state and local law enforcement in the 1970's and 1980's. In California, the State Office of Criminal Justice Planning (OCJP) managed the federal government's Integrated Criminal Apprehension Program - ICAP, which focused development in these areas. There were also fully federally run complimentary projects such as the National Institute of Justice's Managing Patrol Operation grant that was awarded to the Sacramento Police Department in the late 1970's. Sacramento was also a recipient and active participant in OCJP's state funded Career Criminal Apprehension Program, that was the state's continuation of the federal ICAP effort.

Sacramento, like other cities, used these grant projects to develop automated crime analysis programs, to deploy patrol units with assistance from computers that contributed to differential patrol strategies that maximized the use of patrol, and an automated case management system was integrated into a larger records management system so as to improve case screening and maximize the effectiveness of investigative services. Combined, these three systems permitted the police in Sacramento to maintain many traditional policing efficiencies even though sworn and civilian staffing ratios did not keep pace with population increases. The introduction of these changes, coupled with Sacramento's broadly recognized excellence in patrol deployment management, should give the department the ability to adjust multiple systems to the new reality of multiple discipline neighborhood revitalization.

Weaknesses: Even while the department's experience with CCAP and MPO broadened its general ability to enhance existing systems, it may also have restricted the ability of the department to shift to a community policing program that supports neighborhood revitalization as the most effective response to city wide gang and drug problems. The momentum of these combined efforts has been directed at maximizing reform style policing efficiencies with little consideration given to community expectations and neighborhood priorities. Conscience consideration is needed if this momentum is to be realigned toward support for community based policing and neighborhood revitalization.

Critical Stakeholder Analysis and Identification

For the City of Sacramento there are many stakeholders who could affect the future role of the police in neighborhood revitalization projects. The following are twelve stakeholders and their assumptions that the author believes can most advance or restrict progress in this area. This section concludes with an Assumption Map (Chart 1) which graphs the certainty and importance of these stakeholders' assumptions. As a tool, this "device" segregates into quadrants stakeholder assumptions so that their relative importance and certainty is revealed. This in turn provides information useful in the application of resources committed to planning activities for this issue.

Stakeholder #1: Patrol Officers, Sergeants and Lieutenants

Assumptions: A. Neighborhood revitalization jeopardizes patrol's primary obligation which is to meet citizen calls for service, especially emergency calls. B. Neighborhood revitalization will succeed as long as it does not increase calls for service outside the target area. C. Multiple discipline neighborhood revitalization projects will achieve short-term success, but will push problems into other areas.

Stakeholder #2: Sacramento Police Officers Association (SPOA)

Assumptions: A. The Sacramento Police Department does not have the resources to support neighborhood revitalization without a significant increase in police officers. B. Neighborhood revitalization cannot be expanded in Sacramento without a major increase in officer staffing. C. Officer safety will be jeopardized by the transfer of officers from patrol to grant funded neighborhood revitalization projects.

Stakeholder #3: Deputy Chief of Operations

Assumptions: A. While neighborhood revitalization reduces calls for service, gang and drug problems, violence and social disorder, these problems are pushed to other areas. B.

Success in revitalization areas should allow for reductions in the concentration of general service patrol officers assigned to these target areas and permit a shift of officers to non-revitalization areas.

Stakeholder #4: Deputy Chief of Administrative Services

Assumptions: A. Neighborhood revitalization will depend on grants and special funding sources which will necessitate the involvement of administrative support staff in the preparation, submission and administration of grants. B. Neighborhood revitalization will require increased attention from sections within this office (e.g., Personnel Section, Training Section, Data Services Section), but there will be little political support adding needed administrative staff.

Stakeholder #5: Deputy Chief of Investigation

Assumptions: A. As these projects develop they will generally necessitate the involvement of investigators assigned to units which deal with gang and drug offenses. B. While these projects will generally help to reduce crime problems in target neighborhoods, if not properly managed by the Office of Operations, they may simply shift problems elsewhere. C. It is debateable whether the overall crime situation in the city can be reduced by a neighborhood reclamation strategy and city-wide crime problems remain the principle focus of the Office of Investigations.

Stakeholder #6: Police Data Services Manager

Assumptions: A. The crime analysis unit could take on a greater role in supporting neighborhood revitalization but only with new priorities or resources. B. The future success of neighborhood policing would be greatly assisted if early, frequent and valid feedback were provided to officers working these projects. C. Greater contact and information is needed from revitalization coordinators in order to better understand specifically how data services can support revitalization.

Stakeholder #7: City Council Members

Assumptions: A. Neighborhood revitalization is an effective response to drug, gang, crime and social disorder problems in neighborhoods seriously struggling with these issues. B. The police and other city departments are doing a good job in these areas and probably could do even more of this kind of work in other areas even with no increase in staffing. C. Voters generally do not want to incur a greater tax burden and frequently complain about city employees who waste valuable time. D. Multiple discipline neighborhood revitalization poses a potential threat to the delivery of city services in non-revitalization areas which could result in a political backlash from voters in stable neighborhoods.

Stakeholder #8: Voters in Non-revitalization Areas

Assumptions: A. The special funding opportunities available to current target neighborhoods will not be available for them and they may have to pay more. B. While supportive of revitalization in seriously troubled neighborhoods, they are losing city services to these areas while the success of these projects may be pushing problems out into their safer communities. C. Paying higher taxes may be okay if there were a high level of

assurance that tax dollars went for desired neighborhood services like a mini police station in their community, fewer "yard cars," and less graffiti.

Stakeholders #9: Outside Co-participating Agencies

Assumptions: A. If these agencies participate with the police in multiple discipline neighborhood revitalization projects, they are more likely to succeed. B. Unlike the police, agencies such as code enforcement and dangerous building inspection units, cannot be protected from cuts as have the police and other public safety agencies and they hope involvement with the police will help them avoid future cuts. C. It is okay to defer leadership of these projects to the police, as long as law enforcement advances their need for resources.

D. Support is contingent on such projects being endorsed by the City Council and not solely initiated or endorsed by the police.

Stakeholder #10: City Manager

Assumptions: A. As long as the police can continue to secure outside funds and there is generally buy-in from the City Council and other key departments, it will remain the City's principle response to drugs and gangs.

B. Should this program seriously jeopardize the quality and delivery of city-wide service, it may be necessary to reconsider its continuation. C. To expand this program city wide could be very costly, and this could jeopardize support for tax increases needed to support major projects such as flood control for economic expansion.

Stakeholder #11: City Attorney

Assumptions: A. While it appears that multiple discipline neighborhood revitalization is working, it is also creating some increased risk for the City. For instance, when the police encourage the building department to condemn a "crack" house for building code violations, when a building inspector may not have focused on this location within a neighborhood with worn out housing stock, the City may be exposing itself to legal censure.

B. The demands of problem-oriented policing project in target neighborhoods can overload an already heavily burdened legal staff. C. Neighborhood revitalization will gray many legal issues and create confusion for staff and the courts.

Stakeholder #12: Neighborhood Associations (SNAILDARTER)

Assumptions: A. The police want target areas to organize grassroots associations and existing associations could support these projects. B. Municipal resources are not likely to grow significantly over the next ten years, and this will shift city services into at-risk areas. C. Those neighborhood associations more interested in such things as restoring historic gas street lighting will find themselves in competition with those dealing with violence and street gang terrorism in low income neighborhoods. This stakeholder is a potential "snaildarter" as their strong interest in advancing their very localized needs could instead thwart the redirection of city service from their area to these more troubled enclaves.

ASSUMPTION MAPPING

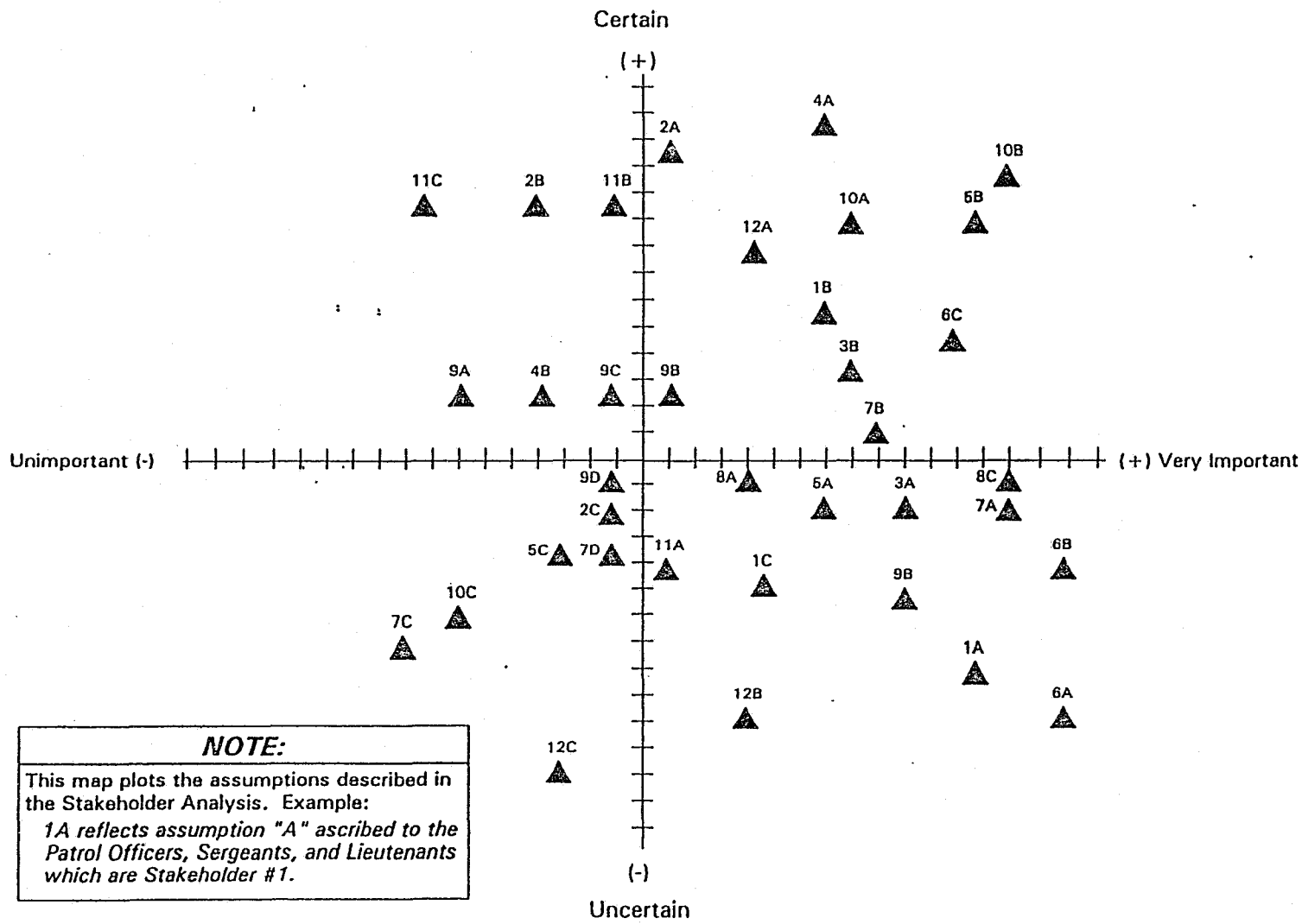


CHART I

NOTE:
 This map plots the assumptions described in the Stakeholder Analysis. Example:
 1A reflects assumption "A" ascribed to the Patrol Officers, Sergeants, and Lieutenants which are Stakeholder #1.

Developing Alternative Strategies

Identification of Alternatives

Working with a group of seven sworn personnel from the Sacramento Police Department and using a modified delphi process to identify and analyze alternative strategies that this agency could consider in order to implement and achieve the foregoing micro mission, 24 alternative strategies were developed. To develop these alternatives, the delphi group participants first worked independently. This group represented officers, sergeants and lieutenants familiar with neighborhood revitalization. These 24 alternatives are the product of their independent and group work.

1. Split the Sacramento Police Department into two parts; one solely dedicated to neighborhood revitalization, the other traditional patrol, etc.
2. Abandon existing traditional police service and reassign these resources to neighborhood revitalization.
3. Create a city-wide assessment district to add the number of officers needed to do neighborhood revitalization in existing "troubled" neighborhoods and provide traditional and some new services (i.e., POP) in the rest of city.
4. Promote city council use of general taxing options to increase Sacramento Police Department and other department staffing to support neighborhood revitalization in entire city.
5. Create an internal rotation program to provide exposure to POP, community services, and assignment to a neighborhood revitalization project -- required for promotion.

6. Work in partnership with SPOA and unions to identify labor issues facing department in 2003; i.e., changing role of employees (connect with 1 and 5) and take action to promote mission ("buy-in").
7. State imposes new laws restricting welfare from persons engaged in negative behavior, saving tax dollars which are transferred to local government for neighborhood revitalization support and expansion (includes improved communication with welfare recipients). Law specifically allows law enforcement open access to welfare files.
8. Police Department, Sacramento Housing and Redevelopment Agency, and social service agencies combine as an organized task force to do screening of benefit recipients through management and development of neighborhood revitalization.
9. Create a community advisory board to work in collaboration with police and other public and private interests that would advance neighborhood revitalization success.
10. Expanded use and buy-in of media to communicate neighborhood revitalization, to include increased awareness of officers working in neighborhood revitalization projects (successes, developing crime problems, community events, etc.).
11. Creation of neighborhood based non-profit organization to advance increased community involvement; e.g., community handbooks, graffiti paint outs, block-by-block organizing. These would be corporations that would then solicit public and private grants to support neighborhood revitalization, well coordinated with local neighborhood revitalization support.
12. Establish a public-private task force to identify high technology equipment for officers to both increase their efficiency and effectiveness in neighborhood revitalization and

other areas. Major increase in information access and significant increase in networking with agencies that could support neighborhood revitalization.

13. Explore and develop financial options such as grants, fund raisers, foundations, donations, local bond issues all to support maintenance, development, and expansion of neighborhood revitalization in Sacramento.
14. Aggressive use of civil and criminal fines, forfeitures and other civil processes to deal with blight, etc. This would include Sacramento Police Department attorney to support neighborhood revitalization (continuation of asset forfeiture and expansion).
15. Create comprehensive training program from academy, through advanced officer and supervisor, with special training to get people compatible with neighborhood revitalization.
16. Shift city priorities and funding to provide for a major increase in staffing to support department-wide services to provide calls for service relief and increase officer time to work neighborhood revitalization projects.
17. Use a "total quality management" program throughout the Sacramento Police Department to enhance decision making at the working level to advance neighborhood revitalization.
18. Retool the police department's staffing deployment so that it is based on neighborhood needs vs. only calls for service (patrol) and crime (investigation).
19. Create organizational chart that easily conveys how all resources support neighborhood revitalization to help people understand where they fit and how they can support neighborhood revitalization.

20. Hold internal/external forum to get buy-in.
21. Develop multi-agency tactical plan for crime suppression and long term gain maintenance to support other related plans (weeding and seeding).
22. Better use specialty units (crime suppression units, narcotics enforcement teams) focusing their attention on problem locations in neighborhood revitalization areas, and use a new "award system" to promote buy-in.
23. Develop improved partnerships with agencies to increase youth, education, and recreation alternatives for youth in high risk neighborhood revitalization areas and afford officers greater opportunities to interact with youth in those areas through programs such as midnight basketball.
24. Strengthen local public safety ordinances for convenience markets and problem apartments. The Chief of Police should establish and implement this action and promote penalties and fees to provide field and administrative support.

Analysis Criteria

In order to analyze these alternatives, the following seven criteria were identified and included on a rating form which was used by this group of sworn personnel. These criteria are:

- Desirability - short-term
- Implementation feasibility
- Cost
- Desirability - long-term

- Community involvement
- Stakeholder support
- Taxpayer support feasibility

The rating form allowed participants to list strategies 1 through 24 and then measure them against this criteria using a 1 to 4 range with 1 being low and 4 being high.

Criteria Analysis Results

Using the foregoing criteria, the seven person delphi panel selected the following two alternatives.

Highest Rated Alternative: Number 9: "Create a community advisory board to work in collaboration with police and other public and private interests that would advance neighborhood revitalization success.

Analysis: The group reached consensus that the "pros" for this highest alternative were:

- Community empowerment would promote buy-in and support
- Provides opportunity for neighborhood change and maintenance
- Conveys clearly what the community expects from the police department in a neighborhood revitalization effort

The "cons" were:

- Possible lack of true representation and leadership, especially if the police alone select neighborhood leaders and they do not truly represent the community
- Difficult to maintain interest

- Difficult to measure success in a neighborhood especially the self maintenance capacity of a community
- Employee support at beginning would be difficult to obtain

Stakeholder Perceptions: This option would likely be well received by stakeholders who are outside of the police department and other support agencies. Stakeholders such as the city council, citizens from non-revitalization areas, and especially neighborhood associations (our "snaildarter") would welcome an opportunity to nominate and set priorities for the police and others. This alternative leaves room for the creation of a similar board comprised of stakeholders within government. If such a board were created, it would be welcomed by the other stakeholders such as the police rank and file and management, city agencies (i.e., City Manager, City Attorney), and outside public and private support agencies. This alternative would be perceived as setting the stage for the future development and expansion of neighborhood revitalization. If effective board leadership pursued an agenda of broad based consensus building amongst all stakeholders, this process would be perceived as the vehicle needed to meet multiple shared goals both in and outside of high risk target neighborhoods.

Second Highest Rated Alternative:.. Number 20: "Hold internal/external forum to get buy-in."

Analysis: The "pros" for the second highest alternative were:

- Emphasis on field level support
- Promotes community buy-in
- Will help identify resource needs and issues

The "cons" were:

- Our experience with these type of meetings has been that follow-up is often lacking
- True community representation may be difficult to achieve
- May not produce fiscal support necessary for success

Stakeholder Perceptions: Holding internal/external forums to get buy-in would be perceived as inadequate by all stakeholders except for the police. For all police stakeholders it would likely be perceived as a true overture to other stakeholders. This perception would exist because the police do not have a long history of solicitation of outside input. For other stakeholders this would be perceived as inadequate as there is not specific mechanism mentioned by this alternative for shared control of neighborhood revitalization which is admittedly a multi-discipline approach.

Alternative with Greatest Diversity: Number 7: "State imposes new laws restricting welfare from persons engaged in negative behavior, saving tax dollars which are transferred to local government for neighborhood revitalization support and expansion (includes improved communication with law enforcement on welfare recipients). Law specifically allows law enforcement open access to welfare files."

Analysis: For this most diverse alternative, the "pros" were:

- Would generate extensive conservative political support
- Additional funding would be provided
- Improved access to information which would make law enforcement more effective in cleaning up public and subsidized housing problems

The "cons" were:

- There would be many legal challenges
- The state may co-opt funds for state vs. local use
- It would be difficult to obtain legislative support

Stakeholder Perceptions: This alternative would be perceived favorably by police stakeholders, neighborhood associations, and most voters in non-revitalization areas. This would occur for the police as they would enjoy increased revenues and increased access and control over welfare violators. The voter in non-revitalization areas would advance expansion of neighborhood revitalization without requiring an increase in taxes, plus it would give the police greater control over welfare abusers. Neighborhood associations would generally react in the same manner. The neighborhood activists are generally self-controlled, law abiding citizens who, even if they are welfare recipients, would welcome increased funding for neighborhood revitalization and enforcement against welfare abusers. Almost all city council members would perceive this alternative favorably but would not perceive it as the means needed to effectively expand neighborhood revitalization. The City Attorney and outside co-participating agencies would oppose this option as a threat to personal privacy and would be put off by the targeting of funds to neighborhood revitalization since law enforcement in Sacramento has received the greatest share of new resources when such projects are initiated. The City Manager would perceive this as too politically volatile a means to raise revenue for neighborhood revitalization.

Following this individual analysis of the two highest and the one most diverse alternatives, the group again used the criteria previously used to rank each of the 24 strategic alternatives. This resulted in a general consensus that the highest and the second highest alternatives were somewhat similar and should be combined as it would provide:

- Desirability - short-term: Since the community, local government, and the police department are going through tremendous change, it would allow these stakeholders an opportunity to more fully explore the costs and benefits of neighborhood revitalization
- Implementation Feasibility: The Sacramento Police Department recently completed a strategic planning process which involved many police officers working with the community in focus groups using a nominal group technique. This recent experience makes it feasible.
- Cost: In preparing the department's strategic plan, little cost was incurred working with the community in the focus groups. There was some concern that unless there was significant buy-in by the community that neighborhood revitalization was the way to go, we may not actually have the money to support its expansion with all of the related costs that have been associated with some of the grant-funded reclamation projects, but it was only through reaching out through these two strategies would tax payer support occur.
- Desirability - long-term: The main benefits of a synthesis of these two strategies would be that you would begin the work for long-term buy-in. What would be needed, however, for this to be well-received is some information provided by the Data Services Manager and persons familiar with analysis of crime and calls for service that would clearly demonstrate the benefits in terms of reduced crime and reduced calls for service.

If this information were included and the community bought into it, over the long-term there would likely be both internal and external support for the expansion of neighborhood revitalization. A weakness of this strategy is that it does not deal specifically with financing nor does it attend to the affects an expanded revitalization program would have on other priorities if funds were not available.

- Community Involvement: These two alternatives center in on the need for community involvement and clearly recognize that without community buy-in revitalization as a city-wide strategy would have little long-term success.
- Stakeholder Support: The fact that the city has recently begun to use community forums for a number of projects, not only those involving the police, it was felt that it would be well received by all identified stakeholders. Even the neighborhood association, which is the "snaildarter" could not say no to having their voice heard.
- Taxpayer Support Feasibility: Again, because this process reaches out to the community to inform them of the benefits of neighborhood revitalization, this approach was the most likely to succeed in achieving taxpayer support.

Chart II that depicts how the panel rated the acceptability of these three alternatives by the various stakeholders. Panelists used a rating scale of 1 (low) to 4 (high) to reflect their individual assessment of how each stakeholder would support each of the three alternative strategies. The chart reflects the mean of group ratings.

RATING OF ALTERNATIVE STRATEGIES

Stakeholders	Create a community advisory board to work in collaboration with police and other public and private interests that would advance neighborhood revitalization success.	Hold internal/external forum to get buy-in.	State imposes new laws restricting welfare from persons engaged in negative behavior, saving tax dollars which are transferred to local government for neighborhood revitalization support and expansion (includes improved communication with welfare recipients). Law specifically allows law enforcement open access to welfare files.
Patrol Officers, Sergeants and Lieutenants	2*	2*	4*
Sacramento Police Officers Association	4	4	4
Deputy Chief of Operations	4	4	4
Deputy Chief of Administrative Services	4	4	4
Deputy Chief of Investigation	3	4	4
Police Data Services Manager	4	3	1
City Councilmembers	4	3	3
Voters in Non-revitalization Areas	3	3	3
Outside Co-participating Agencies	4	4	2
City Manager	2	2	2
City Attorney	2	3	4
Neighborhood Associations (SNAILDARTER)	4	4	3
TOTALS	40	40	38

Legend:
Support Rating 1 2 3 4
 Low High

CHART II

N=7

* Data Source: These are mean group ratings derived from the individual panelist assessments of stakeholder support for each of three alternative strategies.

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IMPLEMENTATION PLAN

In order to implement a plan to advance neighborhood revitalization consistent with the micro-mission statement and adopted strategies, some key issues and concerns need to be addressed. First, we need to ensure the buy-in of the sworn and civilian personnel who will actually bring this plan to life. The Sacramento Police Department is going through a tremendous period of change transitioning from traditional to community policing and full buy-in by officers has not been achieved internally. Externally the community seems very supportive of community policing and especially of neighborhood revitalization. But, even with the community, there has not been an outpouring of support or interest in tax increases to expand and sustain these types of programs. Moreover, there is a general lack of consensus as to the efficacy of this approach. With these issues and concerns in mind, and drawing heavily from the many strategies that were proposed by the officer panel, the following key tasks would follow this sequence:

1. To gain internal support the Chief of Police should empower a working group chaired by a sworn manager. This work group should collect data to demonstrate that neighborhood revitalization has helped reduce crime, reduce calls for service, and simultaneously increased the community's satisfaction with the police and other government service providers. This information should dispel myths related to this approach. Currently, in each of the city's revitalization projects, crime has been reduced and calls for service have declined. Yet, officers and certain councilmembers continue to harbor a belief that

problems have shifted to the surrounding communities. Preliminary police data analysis indicates this is not the case, but instead that crime problems that do move shrink in size and move to areas that are fertile ground for social disorder. In many instances these areas are well away from target areas.

2. The work team should use this information to hold a series of meetings throughout the police department and with the city council to explain their findings.
3. The Sacramento Police Officers Association and other unions should be brought in at this stage to participate in focus groups with all sworn and civilian personnel whose roles would change significantly through an expansion of neighborhood revitalization.
4. In-depth meetings should be held with each of the stakeholders to explain the concepts of neighborhood revitalization. It is recommended that a joint visit to other cities which have enjoyed success with neighborhood revitalization be conducted. This would include locations such as San Diego and Oakland, California. These trips should be paid for by the police department in order to avoid ill feelings on the part of other departments. Neighborhood association leadership should be included in these visits, to win their support as they are a "snaildarter." This involvement should promote their buy-in, as it would reduce their suspicion of city staff.
5. Informational meetings should be held in the community with special attention paid to meeting with neighborhood associations outside of revitalization target areas to explain the benefits that they may enjoy should neighborhood revitalization be expanded. These meetings should include representatives of key city departments and other agencies who would be partners with the police department in the expansion of revitalization. By tying

the police department's commitment to revitalization to the needs of these other agencies, it would help to create a mutual interest in its expansion.

6. This work team would collaborate closely with the city budget office to identify costs as well as funding options for the long-term expansion of neighborhood revitalization. Looking ahead to the year 2003, this effort should include a year-by-year expansion program that would allow for the incremental increase of this program over this ten year period.
7. A separate sub-committee within the department should be empowered to explore technologies that could be used to improve efficiencies in patrol and other areas of the department to free up time that could be dedicated to neighborhood revitalization. The exploration of technology should also explore appropriate technologies for revitalization as well as question how technology such as automatic vehicle locators would help or inhibit the type of commitment needed for patrol officers to truly attend to neighborhood problems within these areas. As the department moves out into a community, an advisory board should at this point be appointed by the Chief of Police with the concurrence of the mayor and city manager. This would be a blue-ribbon commission comprised of key leaders who represent areas such as business, the clergy, neighborhood associations, minority communities, and educators.
9. This blue-ribbon commission should be tasked with the responsibility of developing a financing plan which should include consideration of a city-wide assessment district, special assessment districts, and any general taxing alternatives they deem appropriate to support a ten-year expansion of this effort.

10. Within local government an internal blue-ribbon commission should be formed to identify laws that need to be changed to support revitalization attempts. They should also as aggressively identify new organizational efficiencies that should be introduced to create a more effective city response to problems inside target areas and in surrounding neighborhoods.
11. Department personnel should be encouraged to work very closely with other agencies in the development of new roles appropriate for effective management and implementation of neighborhood revitalization. Joint training and technology sharing should be a primary interest to this group as well as attention to internal communications needed to solidify a truly effective multiple discipline team to advance this approach into the future.
12. Finally, to avoid having neighborhood revitalization simply become another program that is tried for a season and abandoned, it is necessary to properly monitor its advancement and evaluate its successes and failures. To do this, the Chief of Police should rely heavily on both the internal and external blue-ribbon commissions mentioned above. Regular hearings should be held in the community to assess the progress revitalization is making towards significantly enhancing the quality of life in the City of Sacramento by the year 2003.

The implementation of the strategic plan is estimated to take from seven to ten years. The first ten key tasks should take about three years to complete. During the next four to seven years the remaining key tasks would be initiated and made ongoing activities which would initiate, sustain, and evaluate neighborhood revitalization projects. Staff time, clerical

support, and meeting space and equipment are the principle resources required for the implementation plan.

SECTION SUMMARY

Strategic planning is an appropriate process for advancing the scenario prepared in the futures study and proposed as the most desired future for neighborhood revitalization in Sacramento, California. It provides a mean for the attainment of a desired end state.

For the Sacramento Police Department to serve in a leadership role in future neighborhood reclamation projects, they must understand both the external and internal factors which will both advance and impede progress. One of the most beneficial parts of the study was the identification of key stakeholders. The analysis of stakeholder assumptions was plotted to visually display certainty and importance.

The strategic planning process included the input of law enforcement professionals highly familiar with the dynamics which surround neighborhood revitalization in Sacramento. The process resulted in the identification of numerous alternatives for advancing the proposed mission and the selection of three which received more serious consideration. Analysis of related pros and cons was conducted, and these alternative strategies were analyzed against the perceptions of the stakeholders. An implementation plan was developed which reflects a stage dependent process to actualize the most desired alternative strategies which are to

"Create a community advisory board to work in collaboration with police and other public and private interests that would advance neighborhood revitalization success," and "hold internal/external forums to get buy-in." To actualize these strategies and the implementation plan the following section proposes a transition management plan.

PART III - TRANSITION MANAGEMENT

INTRODUCTION

In Part I future study methods were used to develop alternative futures, and a desired future scenario was selected for the role of the police in neighborhood revitalization efforts by the year 2003. Then in Part II, an internal and external analysis was used to develop a strategic plan which would most likely contribute to the achievement of the selected future scenario. The Sacramento Police Department is the organization for which this strategy was developed. Now, this section presents the final portion of this technical report, Part III - Transition Management.

Transition management is necessary as the proposed micro-mission statement is not self executing. A transition management plan is an appropriate process for getting from today's current situation to the new tomorrow envisioned in the selected future scenario.

During the transition phase an organization can experience disruptions as old policies are modified or abandoned in favor of new ones. This can result in internal chaos, uncertainty and stress. Change can similarly affect external customers and stakeholders.

Managing for this disruption and gaining needed internal and external stakeholder support for movement toward the desired future is the purpose for this transition management plan.

KEY PLAYER IDENTIFICATION

There are many stakeholders who can affect the role of the police in future multiple discipline neighborhood revitalization efforts in the City of Sacramento. The following 12 stakeholders were identified as those most likely to advance or restrict pursuit of the proposed mission and implementation plan:

- Patrol Officers, Sergeants and Lieutenants
- Sacramento Police Officers Association (SPOA)
- Deputy Chief of Operations
- Deputy Chief of Administrative Services
- Police Data Services Manager
- City Council Members
- Voters in Non-revitalization Areas
- Outside Co-participating Agencies
- City Manager
- City Attorney
- Neighborhood Associations (Snaildarter)

Even though the coordination of public and private agencies in troubled urban neighborhoods may be desired by many and even supported with new state and federal grants, it does not mean these stakeholders can, or desire, to pursue a police department neighborhood revitalization mission. For indeed, there are many structural barriers and established patterns

of service delivery and interaction that could impede acceptance and commitment to the proposed implementation plan.

Progress toward an effective city wide revitalization program will be difficult to achieve, especially without the support or permission of these stakeholders. Making this a particularly difficult issue for the police to manage is the fact that many of the stakeholders are outside of the spheres of influence within which the police have traditionally interacted. Even though community policing has recognized that the production of public safety does not rest solely with the police but is instead the responsibility of the community, does not mean that the police can easily affect a positive response from outside stakeholders. Reform style professional policing, practiced since the 1930s, has promoted an insular style of operation that has intentionally distanced the police from other public and private agencies and the communities they serve.

It is not enough to simply identify these stakeholders. What is needed is the identification of those key individuals who can deliver their requisite stakeholder support. In some instances this may be the actual stakeholder but in others it may be someone completely outside the list. The term "critical mass" is a useful way to describe this group. The "critical mass" represents that collection of persons whose support for the plan, if secured, would generally assure success. But, if they oppose it, it will likely fail. To identify these key players, it is first necessary to determine which stakeholders have the power to make or break the success of the strategic plan. To determine this, the author referred to his personal experience in

developing and managing neighborhood revitalization projects in Sacramento. Stakeholders were organized from most to least critical. Next, stakeholders whose support could be obtained from other stakeholders were not considered as part of the "critical mass."

Stakeholders which can be excluded are the three Deputy Police Chiefs and the City Attorney. The support of the deputy police chiefs can generally be counted upon because of the support of the Chief of Police for revitalization projects. In fact, the Captain who runs the Office of the Chief but is lower in rank than the deputy chiefs, will be a part of the "critical mass." The City Attorney can be expected to align his resources behind a future expansion of neighborhood revitalization if the City Council supports it. In Sacramento, the "make or break" stakeholders are as follows:

- Patrol Officers, Sergeants, and Lieutenants
- Sacramento Police Officers Association (SPOA)
- Police Data Services Manager
- City Council Members
- Voters in Non-revitalization Areas
- Outside Co-participating Agencies
- City Manager
- Neighborhood Association (SNAILDARTER)

The following key players have been identified as the "critical mass:"

- Arturo Venegas Jr., Chief of Police
- Jim Jorgenson, SPOA President

- Joe Serna Mayor, City of Sacramento
- John Molloy, Executive Director, Sacramento Housing and Redevelopment Agency (SHRA)
- Bena Lefkowitz, Director, Neighborhood Services Department
- Linda Whitney, President, Sacramento County Alliance of Neighborhoods (SCAN)
- Jon Kelley, Business Leader and President of SAFE Streets - Sacramento
- Steve Segura, Captain of the Office of the Chief (proposed project manager)

COMMITMENT ANALYSIS AND PLAN

A Commitment Planning chart follows which displays the author's analysis of the persons who comprise the critical mass. This chart depicts each individual's present commitment level to the proposed plan. In addition, it indicates the minimal commitment required from each individual for success to be achieved in the implementation of the plan. "X" is their current position and "O" is their needed position.

**CHART III
COMMITMENT PLANNING CHART**

ACTORS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGES HAPPEN
Chief of Police			X----->	O
SPOA President	X----->	O		
Mayor		X----->	O	
SHRA Director			X----->	O
Neighborhood Department Director		X----->	O	
SCAN President		X----->	O	
SAFE Street President			XO	
Captain Program Manager			X----->	O

The following is an explanation and analysis of each individual in the critical mass. It reveals three things: their current level and minimum level of commitment to the plan, and an approach that could be taken to shift each person to that minimum level.

ACTOR: Arturo Venegas Jr., Chief of Police, Sacramento Police Department.

CURRENT LEVEL OF COMMITMENT: Chief Venegas is in the help change happen category. He has adopted a ten year strategic plan which includes a long term commitment to neighborhood revitalization. **MINIMAL LEVEL OF COMMITMENT:**

While Chief Venegas has actively promoted neighborhood revitalization, he has not yet appointed a program manager to develop and manage a comprehensive implementation plan,

such as is proposed in this study. The chief could deliver the deputy chiefs and the data services manager.

APPROACH: Chief Venegas has empowered his Patrol Captains to pursue non-traditional funding sources to expand neighborhood policing in Sacramento, and has submitted a federal grant for the same purpose. Expansion of this program will seriously tax existing internal and external support entities. The proposed implementation plan could be presented to the chief as an effective means to enhance overall program development, and appointment of a **Captain to serve as program manager** should be recommended. The City of Sacramento is combining many separate city support services, needed for revitalization, under a new "super" department - the Neighborhood Services Department. The size and potential affect this new agency could have on police neighborhood initiatives will be significant. This would justify selection of a Captain to serve as program manager and liaison with a new Neighborhood Services Department and other interested public and private interests. This program manager should work for the Chief of Police to implement the following approaches needed to secure the critical mass.

ACTOR: Jim Jorgensen, President, Sacramento Police Officers Association (SPOA).

CURRENT LEVEL OF SUPPORT: As SPOA President, Sgt. Jim Jorgenson, may be blocking change. He has expressed concern to the author that an expansion of neighborhood policing initiatives should not occur until there is a significant increase in sworn staffing to meet traditional "calls for service" demands that are taxing his membership with no end in sight.

MINIMAL LEVEL OF SUPPORT: Sgt. Jorgenson needs to let change happen. This would help to secure the support of officers, sergeants and lieutenants, and the general SPOA.

APPROACH: In recent years the Sacramento City Council has shown a willingness to cut police officers, but displayed a resistance to cutting neighborhood based fire services. Their attachment to neighborhood centered public safety services should be pointed out to Sgt. Jorgenson. Moreover, the great interest the Council has shown in neighborhood revitalization coupled with its heavy dependence on neighborhood police officers should be highlighted to Sgt. Jorgenson. These programs have also cut mounting calls for service. In addition, the program manager and Chief of Police should travel with Sgt. Jorgenson to San Diego and San Jose to examine how these cities retained officers as a result of their city-wide neighborhood revitalization initiatives.

ACTOR: Joe Serna, Mayor, City of Sacramento.

CURRENT LEVEL OF SUPPORT: Mayor Serna is presently willing to let change happen.

MINIMAL LEVEL OF SUPPORT: Mayor Serna's support and leadership is essential to the success of this effort, and it is necessary for him to help change happen. The mayor's support would help to secure the needed support of the city manager, city council, SPOA, outside agencies and voters in non-revitalization areas.

APPROACH: Data must be collected to demonstrate to the Mayor the success existing neighborhood revitalization efforts have had on reducing street drug markets, gang violence

and other crimes and social disorders. This should be presented to the Mayor as a powerful and effective response to these and other City-wide political concerns. The positive benefits in terms of improved business climates and reduced citizen complaints should be stressed. The goal should be to illicit the Mayor's strong political support for funding alternatives such as the creation of a city-wide public safety assessment district. Benefits to all council districts should be highlighted.

ACTOR: John Molloy, Executive Director, Sacramento Housing and Redevelopment Agency (SHRA)

CURRENT LEVEL OF SUPPORT: Mr. Molloy supported creation of the city's first neighborhood revitalization project and is willing to **help change happen.**

MINIMAL LEVEL OF SUPPORT: SHRA is critical to the funding and expansion of neighborhood revitalization, Mr. Molloy needs to help **make change happen.** Mr. Molloy has significant influence with county and outside agencies and could help to deliver these stakeholders.

APPROACH: SHRA is a big agency with many programs centered in neighborhoods. Recently, the California State Legislature and the Governor "raided" local redevelopment funds to mitigate losses in state revenue. Locally, SHRA has come under attack for focusing on large building projects as opposed to neighborhood needs. The police may be able to secure Mr. Molloy's willingness to **make change happen,** by assisting him in screening applicants for public and subsidized housing in target areas - as this will help him "sell" the safety of low income housing in non-revitalization areas throughout the city and county.

This, plus a willingness on the part of the police to share the public stage with SHRA on successful revitalization efforts should secure his needed support.

ACTOR: Bena Lefkowitz, Interim Director, Neighborhood Services Department.

CURRENT LEVEL OF SUPPORT: Ms. Lefkowitz is the Interim Director of the new Neighborhood Services Department, which has not yet been fully constituted. Ms. Lefkowitz is willing to let change happen.

MINIMAL LEVEL OF SUPPORT: Ms. Lefkowitz is charged with the early development of a new city department that will be critical to the long term development and expansion of future neighborhood revitalization efforts. If she were to make change happen, she could deliver the support of this new agency. Outside agency stakeholders would likely follow her lead, especially due to her favorable reputation with county support agencies.

APPROACH: With an expertise in "brick and mortar" community redevelopment work, Ms. Lefkowitz has limited experience with the role of the police in neighborhood revitalization efforts. By assigning a program manager to serve as the liaison with her, this would likely result in her willingness to cooperate with the police in future revitalization efforts. This could be furthered by having police staff familiar with the dynamics of neighborhood revitalization and problem oriented policing help to train her staff in multiple discipline problem solving.

ACTOR: Linda Whitney, President, Sacramento County Alliance of Neighborhoods.

CURRENT LEVEL OF SUPPORT: As the presiding officer of a loose, but increasingly influential alliance of city and county neighborhood associations, Ms. Whitney has demonstrated an interest and inclination of not opposing revitalization efforts - even if they draw attention and resources away from non-revitalization area.

MINIMAL LEVEL OF SUPPORT: Linda Whitney could help to thwart any non-revitalization area neighborhood association that would openly oppose the proposed police implementation plan. It is necessary for her to **help change happen** by exercising her influence with these associations.

APPROACH: Linda Whitney's SCAN organization has helped to promote increased awareness of the needs of distressed urban and suburban neighborhoods - while at the same time addressing the concerns of more stable communities. This has been done by promoting city bus tours in collaboration with Mayor Serna, and by holding an "In My Backyard Conference" to promote an attitude of shared community responsibility. The police have helped in these efforts - and increased involvement by the police in the affairs of SCAN by police management personnel would foster increased cooperation and support. The program manager must have officers and civilian support staff ready to address SCAN concerns regarding areas about displacement of crime from one area to another. This would also help to secure the support of voters outside of the revitalization areas - as their votes may be needed to support new taxes for this effort.

ACTOR: Jon Kelley, Business Leader, President of SAFE Streets - Sacramento.

CURRENT LEVEL OF SUPPORT: As a powerful local business leader, Jon Kelley has funded the initiation of SAFE Streets - Sacramento. SAFE Streets is a non-profit organization dedicated to supporting grassroots block by block community mobilization against gangs and drugs in neighborhoods selected by local government for revitalization. He is in the help change happen category.

MINIMAL LEVEL OF SUPPORT: Jon Kelley is an owner of the number one television news station in the region. This gives him the ability to significantly influence voters in non-revitalization areas, especially those in fear of displacement.

APPROACH: The Chief of Police is on the SAFE Streets Board of Directors and could maintain and maximize Mr. Kelley's interest and support for revitalization by providing avenues for SAFE Streets to actualize its mission. This could entail the program manager working to ensure an increased level of collaboration with SAFE Streets in the mobilization of at-risk areas in target neighborhoods.

ACTOR: Captain, Program Manager

CURRENT LEVEL OF SUPPORT: Chief Venegas could select almost any Captain committed to community policing and problem solving to fulfill this position, as there is a general willingness on the part of his senior management staff to help change happen.

MINIMAL LEVEL OF SUPPORT: This person would need to not only help change happen, but must make change happen.

APPROACH: To secure this level of support, the Chief will need to select a program manager who is highly familiar with the internal and external dynamics in the region which could influence the implementation of the proposed police plan for neighborhood revitalization. The police chief would need to secure for this program manager the technical and organizational development consulting resources necessary to implement the plan. It would be critical for this person to enjoy the confidence of the chief in this arena, as well as the other deputy chiefs of police. The person selected should be someone quite willing to sing the praises of others in order to foster their willing support and shared long term commitment to the plan.

CHANGE MANAGEMENT STRUCTURE

A separate structure is needed to manage the transition from the current to the more desired future state for neighborhood revitalization in the City of Sacramento. Neighborhood revitalization requires unprecedented cooperation between the police, the public they serve and many public and private partners. If the Sacramento Police Department desires to serve as a leader in this arena, many key internal personnel must be willing to accept new roles. Since the police alone are incapable of reclaiming a neighborhood, the police and local government leaders must also be willing to accept the participation of neighborhood residents and community leaders in the establishment of priorities, and the co-production of community services and public safety.

Due to the complex nature of this endeavor, a three part change management structure is proposed. The key elements are:

- Project manager
- Representatives of constituencies
- Natural leaders

Chief of Police, Arturo Venegas Jr., appointed in January of 1993, has adopted neighborhood revitalization as a major "strategic initiative" of his administration. Chief Venegas' initiative is reflected in a ten year strategic plan for law enforcement in Sacramento through the year 2003, which has been formally accepted "in concept" by the City Council.

Early in his administration, Chief Venegas placed himself at the vanguard of his department's acceptance of the community policing philosophy. His leadership in the community is firm and growing, and this momentum requires his personal attention. Since the chief has fostered an external environment highly favorable to his administration, and due to the need to promote increased internal support for his initiatives, it would be ill advised for him to serve as project manager. As this approach requires turning day-to-day administration of the department over to his staff. Instead, selection of a project manager approach is recommended.

The project manager should be someone trusted by the chief of police, and highly familiar with the internal working of the department, as well as neighborhood revitalization and the many resources needed for its success. A deputy chief of police can be selected to fulfill this

role, as could a captain with the right qualifications. This person would need to be someone who can run a matrix type operation, with resources provided from internal and external entities not under his or her normal command. The chief of police would need to sufficiently empower this person with the requisite responsibility and authority needed to create and sustain a forward advance of multiple discipline neighborhood revitalization.

Of critical concern to the chief of police, should be the need to establish early on, the role of the police in future revitalization efforts. This is due to the emergence of a new city agency, the Neighborhood Services Department, which combines under one umbrella many of the municipal support services needed for revitalization to succeed. How the police will interact with this new entity has not yet been established.

In addition, the project manager would need enough flexibility of schedule to interact personally with neighborhood and community interests and outside public and private support agencies.

A representative of constituencies approach would also be used during the transition management. It would include representatives from selected stakeholder groups and key police and municipal agencies. A smaller group within this body would be selected to serve as a work group. The work group would have some of their normal duties lowered in priority or reassigned to free up sufficient time to collect, analyze and disseminate information critical to the buy-in of the critical mass. When working on project

assignments, the work group would answer directly to the project manager - but would be empowered to dispel rumors and serve as a resource of information to persons interested in the progress of neighborhood revitalization city-wide.

Finally, natural leaders would be selected to serve the chief of police in two areas. First, an external "blue ribbon" committee would be created to advise him of community concerns - especially from the external stakeholders such as voters outside of target areas and from neighborhood associations (our "snaildarter"). This same body could promote the need for added resources, which might otherwise be difficult to obtain, but for the pressure such a body could generate. Second, within local government another "blue ribbon" committee would be formed to identify and advance needed legal and organizational changes required for the success of the mission. While the project manager would help to keep these bodies advised of project progress, they generally answer only to the chief of police.

This three part change management structure is proposed as the optimal leadership configuration. It would enjoy:

- Sufficient clout to marshal the resources required to sustain a project heavily dependent on a wide range of resources outside the direct control of the police, or any other single agency or governmental body. A joint powers agreement could spring from this effort and give birth to a matrix organization to support revitalization.
- The acceptance and respect of the leadership of the many organizations upon which this project is dependent. This would occur as a result of consensus building, and as

the project manager and work team exhibit sensitivity to competing demands this project will place on its participants.

- A sense of interpersonal cohesion. This will occur as the many participants learn to work effectively and cooperatively toward a goal not achievable without the broad-based support of the police, the community and multiple government agencies.
- Mapping software and computer enhancements. This would be used to create maps and reports. It would be compatible with the police department's patrol deployment, computer aided dispatch, records management and crime analysis systems. The purpose would be to create maps and reports needed to evaluate progress, and identify problems of concern to the critical mass and stakeholder. The program manager's work group would be responsible for coordinating with the department's technology committee to acquire this technology.

CHARTING RESPONSIBILITY

The following responsibility chart assigns specific tasks and identifies levels of responsibility to individuals identified in the critical mass. The tasks generally reflect the activities in the change management structure. The chart uses the acronym RASI which identifies who is responsible for a task (R), who must act to approve a task (A), whose support must be secured (S), and who must be informed of actions (I).

RESPONSIBILITY CHART*

TASK/ACTOR	CHIEF OF POLICE	S.P.O.A. PRESIDENT	MAYOR	S.H.R.A. DIR.	NEIGH. SVS. DEPT. DIR.	S.C.A.N. PRESIDENT	SAFE ST. PRESIDENT	PROGRAM MANAGER
Selection of Program Manager	R	I	S	I	I	I	I	-
Establish Representative of Constituencies	A	I	S	S	S	S	S	R
Create a Work Group to Support Mission and Strategic Plan	A	I	I	S	S	S	S	R
Create External "Blue Ribbon" Committee to advise Chief of Community Concerns	R	I	S	I	I	S	S	S
Create Internal Local Government "Blue Ribbon" Committee to advise on Support Issues	A	S	S	S	S	I	I	R
Develop Joint Powers Agreements and Create New Matrix Organization for Future Management of Neighborhood Revitalization	A	S	A	A	S	S	S	R

R = Responsibility A = Approval (right to veto) S = Support (put resources toward) I = Informal (to be consulted)

* Researcher's Opinion

CHART IV

INTERVENTION TECHNIQUES

Various intervention strategies, or techniques described in Richard Beckhard and Reuben T. Harris' Organizational Transitions, Managing Complex Change (Addison-Wesley, 1987) can be used to help secure the commitment of various stakeholders, and especially key players who comprise the "critical mass."

Problem finding - The chief of police would use his office to call a meeting of the "critical mass" for the purpose of problem finding related to the issue of neighborhood revitalization. His selected program manager would be introduced by him at this meeting and would serve as facilitator. This technique would be used early in the transition management, as it is a non-threatening way to identify problems and issues. It is an ad hoc approach which promotes an exchange of ideas in an environment which should promote a spring board for future, more structured interventions.

Educational intervention - Classroom instruction on neighborhood revitalization would be used for certain stakeholders. The police department runs annual Advanced Officer and Supervisor Training programs which would be used to increase awareness and commitment to revitalization amongst officers, sergeants and lieutenants. The department is also initiating a citizens academy. The citizens academy could be used to educate representatives of stakeholder groups, and key players in the critical mass. The program manager could both instruct and help coordinate this training.

Resistance management - This intervention involves an analysis of factors that might promote or inhibit support from organizations and individuals in the change process. The program manager would work with the work group selected from the representatives of constituencies in managing this intervention.

Beckhard and Harris' formula for this intervention represents a cost benefit analysis which identifies the "Level of dissatisfaction with the status quo," "Desirability of the proposed change or end state," and "Practicality of the change (minimal risk and disruption)." The two former, must exceed the latter for change to occur. This intervention would be used to develop appropriate conditions and inducements to strengthen commitment to the proposed change.

Unfortunately the style of police professionalism formally subscribed to by the Sacramento Police Department, and many police agencies, fostered walls of separation between the police and various stakeholders which must now be breached. Problem finding, educational intervention, and especially resistance management will help the police to accomplish this task.

CHANGE SCHEDULE

Year 1

Month 1: Chief of Police selects Program Manager

Month 1-3: ● Program Manager identifies representatives of constituencies and selects work group members.

● Team building exercises for Program Manager and Work Team

● Work Group and Program Manager develop work plan to implement transition management process

Month 4-6: ● Resistance Management Analysis initiated by Program Manager with support of Work Group

Month 6: ● Critical mass members invited to meeting with chief of police and program manager, proposed approaches used based on Commitment Plan

● Program finding process used with members of critical mass

● Critical mass requested to support vote for extended police funding

Month 7-12: ● Ongoing meetings with critical mass members to build understanding and buy-in for expanded multiple agency neighborhood revitalization

- "Field Trips" to San Diego and San Jose - chief of police, program manager, and work group - members break into small groups with members of critical mass for visits to neighborhood revitalization efforts in key cities
- Chief of police, assisted by Program Manager and Work Group members, holds meeting with non-police stakeholder groups to develop multiple agency support, policies, procedures and organizational structure
- Technology committee develops cost analysis and specifications for needed support equipment, software and related services

Year 2

- Month 1: • Draft report on date prepared and submitted to chief of police for review
- Month 2: • Second draft report completed
- Individual meetings initiated with critical mass to explain findings of report on affects and cost of neighborhood revitalization on all support partners
- Month 3-6: • Program manager and work group schedule meetings with internal stakeholder groups: officers, sergeants, lieutenants; deputy chiefs
- Meetings conducted with internal stakeholders to explain data research findings

- Educational interventions initiated by Work Group in Citizens Academy (focus on external stakeholders) and in advanced officer training and other police settings (focus on internal stake holders)

Year 3

- Month 1:
- City council reports prepared in draft on costs of extended city-wide multiple discipline neighborhood revitalization
- Month 2:
- Reports submitted to critical mass for review
 - Coordinated submittal of reports to approving governmental boards for action and funding support.
- Month 3:
- Multiple agencies adopt multi-agency joint powers agreement and initiate matrix organization for on-going development, management and evaluation of future neighborhood revitalization efforts
- Month 4:
- Evaluation plan developed and implemented for needed future years feedback
 - Program Manager uses results of resistance management and problem finding interventions to identify needed quantitative information
 - Program manager and work group coordinate with data services manager to collect and analyze neighborhood revitalization data
 - New technology secured for data analysis

Year 4

- Establish internal and external "blue ribbon" committees

CONCLUSION

Gangs, drugs, and other social disorders continue to plague American cities. The focus of this study has been on neighborhood revitalization, in particular, multiple discipline neighborhood revitalization efforts that have been orchestrated by law enforcement in collaboration with other governmental and community partners. This is an emerging and innovative approach to these problems that has proven effective, especially for the City of Sacramento and the Sacramento Police Department. Over the last few years programs such as the federal government's Weed and Seed program have been implemented in a few cities in an effort to pull together diverse resources so as to reduce crime and other public safety problems. Unfortunately, there is no cookbook with a collection of recipes that would help law enforcement practitioners understand how to work with local government and the community so as to maximize the benefits of their collective efforts. Moreover, the role of the police is often not clearly stated. As such, this study has attempted to shed light on those trends and events that could affect the future of this issue and then to develop a strategic plan and transition management plan to allow for the effective management of this issue in the future.

Alternate future scenarios were developed and one was selected for strategic planning. That scenario paints a picture of the future that allows neighborhood revitalization to survive in spite of many trends and events that could derail the continuation of this approach to neighborhood problems. In order for this scenario to occur, various strategies were

considered. The principle strategies proposed in this report would involve the creation of community advisory boards to work in collaboration with police and other public and private interests to advance the success of neighborhood revitalization and for the police to serve in a leadership role conducting forums with the many internal and external stakeholders who could affect the success or failure of this issue. The transition management plan was built on these strategies and provided an articulate path leading toward the full realization of the desired scenario. This approach helps us answer the various sub-issues raised early in the report.

"What impact will local government participation in multiple discipline neighborhood revitalization have on the role of the police?"

If the strategies proposed in this report are used, local government stakeholders will have the opportunity to significantly influence the delivery of police services in neighborhoods selected for neighborhood revitalization. The walls that have been built up around the police, to protect it from the corruption of the 20s and 30s, will need to come down in order to gain the confidence and support of local government service providers who are critical to the success of a revitalization effort. Autocratic decisions by the police as to how their resources are used will not work if a strategy of shared responsibilities is to succeed. While this means that others in the local government community will be able to affect the role of police, in like manner, law enforcement will be able to influence the manner in which local government provides services especially in revitalization locations. One important reason this kind of collaboration is needed is because both local government and police staff

resources have not kept pace with the populations of California's top ten cities, yet, crime and other public safety service demands continue to grow. Synergistic relationships offer one viable means to overcoming these limitations.

"What impact will community ownership and empowerment activities in neighborhood revitalization have on the possible role of the police?"

If the police are going to assume a leadership role in forming community advisory boards, then the role of the police will be affected by the expectations and demands of community groups who join them. The police can no longer ask the community to only be their eyes and ears, but must assume that true collaboration will involve serious consideration of the wants, needs, and expectations of community participants. This will likely be disruptive for police managers who have intentionally insulated their organization from making commitments based on community needs, and, instead have relied on a notion of police professionalism to dictate how services are delivered. Yet, some of the benefits could be the creation of powerful new partners in neighborhood associations and other groups who will help prevent crime and rally around the police as they address the crime problems they have nominated within their community. In this way, the role of the police will more closely align with the needs of the community. Where resources are thin for revitalization efforts, the openness that police reveal through the use of this strategy will allow the community to help in the identification of alternatives.

"What impact will neighborhood revitalization activities have on other police activities?"

If neighborhood revitalization is in fact continued as proposed in the selected scenario, the resources that the police dedicate to this effort will not be available for other efforts. For instance, if gang and drug enforcement activities are centered in revitalization areas where there is strong support from community and local government partners, these same resources will not be available in non-revitalization areas. In a sense, this could create significant disparity in the quality and nature of how and where police resources are committed. In fact, there will be disparity between the intense level of commitment in troubled neighborhoods and the level of resources in more stable, less crime prone parts of the City of Sacramento. For this reason, the need to gain buy-in from the larger community is an important strategy for the future. The benefits to the larger community for the continuation of neighborhood revitalization must be well understood. Issues such as displacement must be attended to in a sensitive manner, and this will call for on-going evaluation and the feedback of findings to the larger community as well as to police personnel providing services in non-revitalization areas. To avoid simply shifting problems from one neighborhood to another, attention will need to be developed to maintain the resiliency and the resistance in non-revitalized areas to gangs and drugs and other problems. Hopefully, the key strategies of the use of advisory boards and forums will provide the appropriate avenues with which to address this concern.

This brings us to the main issue of this study: What will be the role of the police in neighborhood revitalization efforts by the year 2003? Crime, especially crime centered in

troubled neighborhoods, is presently of great concern to the City of Sacramento and many other cities in California. Multiple discipline neighborhood revitalization is emerging as an effective response to these problems. Yet, there will be many factors in the future that could impede the advance and progress of this approach to these problems. The police, however, can gain considerable support if they assume a leadership role in the perpetuation of neighborhood revitalization, but this cannot be an autocratic role. Instead, as proposed in this report, the police must look to the community and other local government service providers as partners in the reclamation of neighborhoods. New relationships must be formed which will involve the police as an active co-participant with the community and local government. The payoff is the reduction of crime and social disorder; the cost is an abandonment of a style of policing that kept at an arms distance the active involvement of local government and the community in the production of public safety. As a result of this study, the author believes that the police must adopt a role of consensus builder for multiple discipline neighborhood revitalization to continue successfully by the year 2003.

END NOTES

1. Roger Conner and Patrick Burns, The Winnable War: A Community Guide to Eradicating Street Drug Markets, American Alliance for Rights and Responsibilities 1991, references from the introduction and p. 1. This is a publication of the American Alliance of Rights and Responsibilities, which is a part of what some have come to call the "communitarian movement." This is evidenced by a board of directors which includes Amitai Etzioni, University Professor at George Washington University. This scholar is a noted advocate of the need to balance individual rights with community responsibility.
2. Andy Furillo, "Change tactics or grim times near, cops told - Meeting urges officers to adopt community policing techniques," Sacramento Bee, March 31, 1993, Metro Section, p. 1.
3. Robert Trojanowicz and Bonnie Bucqueroux, Community Policing - A Contemporary Perspective, Anderson Publishing, 1990. Trojanowicz is frequently quoted or referenced for his perspective on community policing.
4. See the National Drug Control Strategy, January 1992, White House, p. 117 for information on Weed and Seed; and the 1992 Edward Byrne Memorial report from the U.S. Department of Justice, p. 87, for Innovative Neighborhood Oriented Policing.
5. Herbert Hoelter, "Drug War's Racist Outcomes Cannot Be Ignored," The Drug Policy Letter, Winter 1993, p. 7.
6. David Osborne and Ted Gaebler, "Public Housing: A Case Study," Reinventing Government, How the Entrepreneurial Spirit is Transforming the Public Sector, New York, PLUME Published by the Penguin Group, 1992, pp. 59-65.
7. Osborne and Gaebler, Reinventing Government.
8. Ibid., p. 64.
9. Uniform Crime Report, Crime in the United States - 1991, Federal Bureau of Investigations, released Sunday August 30, 1992, pp. 117 and 305.
10. Malcom Sparrow, Mark H. Moore and David M. Kennedy, Beyond 911 - A new Era for Policing, Basic Book, Inc., 1990, pp. 63 and 64.
11. Sacramento City Council resolution of April 7, 1993, establishment of the Neighborhood Reclamation and Protection Plan.

12. Lynette Lee-Sammons Ph.D., "Community Partnerships to Resist Drugs and Gangs: A Summary and Analysis of the Neighborhood Reclamation and Protection Plan," report prepared for the City of Sacramento by Lee-Sammons Enterprises, February 11, 1993.
13. "Sacramento's Beleaguered Cops," editorial in the Sacramento Bee, March 25, 1993.
14. "Back to the Beat," Time, April 1, 1991.
15. Deb Koller, "City rides to rescue in three crime-stricken areas," Sacramento Bee, March 28, 1993, Metro Section, p. 1.
16. Herman Goldstein, Problem Oriented Policing, McGraw-Hill, Inc., 1990, p. 19.
17. Robert Trojanowicz and Bonnie Bucqueroux, Community Policing - A Contemporary Perspective, Anderson Publishing, 1990, pp. 8 and 300.
18. Robert N. Bellah, et al The Good Society, Vintage 1992, p. 185.
19. Wesley G. Skogan, "Community, Crime, and Neighborhood Organization", Crime and Delinquency, Volume 35 No. 3, July 1989, Sage Publications Inc.

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Furillo, Andy, "Change tactics or grim times near, cops told - Meeting urges officers to adopt community policing techniques," Sacramento Bee, March 31, 1993 Metro Section p. 1.

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Hoelter, Herbert, "Drug War's Racist Outcomes Cannot be Ignored," The Drug Policy Letter, Winter 1993, p. 7.

Koller, Deb, "City rides to rescue in three crime-stricken areas," Sacramento Bee, March 28, 1993, Metro Section, p. 1.

Lee-Sammons, Lynette PhD., "Community Partnerships to Resist Drugs and Gangs: A Summary and Analysis of the Neighborhood Reclamation and Protection Plan," report prepared for the City of Sacramento by Lee-Sammons Enterprises, February 11, 1993.

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Uniform Crime Report, Crime in the United States - 1991, Federal Bureau of Investigation, released Sunday, August 30, 1992, pp. 117 and 305.

APPENDIX A

**N.G.T. PANELIST INITIATION AND
INFORMATION PACKET**



DEPARTMENT OF
POLICE

CITY OF SACRAMENTO
CALIFORNIA

June 17, 1993

HALL OF JUSTICE
813 SIXTH STREET
SACRAMENTO, CA
95814-2495

PH 916-264-5121

Mr. Gary Little
Anti-Drug/Gang Coordinator
City of Sacramento
915 I Street
Sacramento, CA 95814

Dear Gary,

What will be the role of the police in neighborhood revitalization efforts in the year 2003?

This question is at the heart of a futures study I am preparing for the California Law Enforcement Command College, an executive training program for police managers. Thank you for your willingness to participate in a workshop designed to explore the future of this issue. To give you some background on my efforts, I have attached an introduction on this topic.

Your participation in this workshop will provide information essential to a study of this issue. This study will be more than an academic exercise. It will result in the development of a strategic plan and transition management plan which can be used by the Sacramento Police Department to better manage its role in neighborhood revitalization efforts in the future.

Our meeting is scheduled as follows:

Date: June 30, 1993
Time: 11:30 AM to 4:30 PM
Locations: Meet for lunch (hosted) at El Navillero Restaurant, 4216 Franklin Boulevard.

Travel to the Joseph E. Rooney Police Facility, 5303 Franklin Boulevard for the workshop.

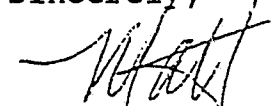
COMMAND COLLEGE
PAGE TWO

June 17, 1993

At our workshop we will use a process known as the nominal group technique to examine this subject. This will involve individual and group work to identify and analyze future events and trends which may affect this issue. To maximize our use of this process and our time together, I ask that you use the enclosed form to identify events or trends you believe may affect the above stated issue over the next ten years. The terms "events" and "trends" are explained on the form, and if you have any questions contact me in person, or call me at the telephone numbers listed below. Please bring this form with you on the 30th.

A list of other invited participants is enclosed. If you have questions call me at the Joseph E. Rooney Police Facility where I am available to you at 277-6002, or at home at 972-9823. Again, thank you for your commitment of time, I look forward to your participation in this endeavor.

Sincerely,



Matt Powers, Police Captain
Sacramento Police Department

NOMINAL GROUP TECHNIQUE PARTICIPANT
JUNE 30, 1993

Rick Braziel, Lieutenant, Sacramento Police Department, 5303
Franklin Boulevard, Sacramento, California 95820

Gary Little, Anti-Drug/Gang Coordinator, City of Sacramento, 915
"I" Street, Sacramento, California 95814

Lynette Lee-Sammons, Assistant Professor, California State
University at Sacramento, 149 Waterglen Circle, Sacramento,
California 95826

Vicky Elder, Crime Prevention Center, California Department of
Justice, Crime Prevention Center, 1515 "K" Street, Sacramento,
California 95814

Steve Segura, Lieutenant, Sacramento Police Department, 5303
Franklin Boulevar, California 95820

Kevin Johnson, Captain, Gang and Drug Division, Sacramento Police
Department, 813 6th Street, Sacramento, California 95814

Mary Savage, Captain, Area Two Command, Sacramento Police
Department, 5303 Franklin Boulevard, Sacramento, California 95820

Bob Davis, Officer, Sacramento Police Department, 5303 Franklin
Boulevard, Sacramento, California 95820

Lynn Canaday, Senior Associate, EMT and Associates, 3090 Fite
Circle, Suite 201, Sacramento, California 95827

Catherine Camacho, 517 8th Street, Sacramento, California 94814

EVENTS AND TRENDS

Please develop your own list of events and trends, and bring this with you to our meeting on June 30th.

EVENTS An event can be described as "a discrete, one-time occurrence, in other words, an event is a one time occurrence than can have an impact on the issue".

1. (Example) The federal government creates a national police Corp adding thousands of police personnel to local law enforcement.

TRENDS A trend can be described as "a series of events by which change is measured over time, in other words, a trend is a series of events that are related, or occur over time, and can be forecasted."

1. (Example) Over the last two years the number multiple discipline neighborhood revitalization efforts involving the police has grown in the City of Sacramento.

APPENDIX B

N.G.T. PANEL PROPOSED EVENTS

EVENTS

1. President Clinton's Police Corps is adopted by Congress.
2. Huge national disaster occurs; i.e., earthquakes, fire, diverting funds from neighborhood revitalization.
3. New elected leadership.
4. Federal/state funds made available (grants) for neighborhood policing projects.
5. Treatment for offenders vs. criminal justice response (public health response).
6. Ban on assault weapons.
7. Ban on personal handguns.
8. Gang members take public housing hostage to leverage release of gang leaders in prison.
9. Return to indeterminate sentencing with parole.
10. Court ordered cap on prison population; no new admissions to state facilities or early releases.
11. Revival of variation of status offenses for juveniles (in name of delinquency prevention).
12. Major revamp of welfare, lowering costs, allowing money to transfer to other projects.
13. Legalization of drugs.
14. Breakdown in labor relations between law enforcement management and line personnel lead to work action.
15. Civil suits/liability curtail/stop C.O.P/P.O.P.
16. Privatization of law enforcement.
17. Fiscal resources diminish leading towards contracting for services.
18. Legislative shift of a bill of property taxes from local government.
19. Sacramento Unified School district experiences drop out rate of 75%, 50% of which are non-English speaking.

20. SPOA demands 20% incentive for personnel attending more than four community meetings per week.
21. California splits into three different states.
22. "Sacramento City Association of Rich Neighborhoods" demand right to hire their own police officers.
23. Strawberry Manor flooded, third year in row when Arcade Creek overflows.
24. Major uprising by social groups; i.e., riots, civil unrest.
25. Changes in law (less restrictive) relating to police powers, search and seizures, and arrest.
26. Voucher system adopted for California education in November 1993.
27. Gang eruption at local high school ends in multiple student/staff slaying.
28. Democrat elected governor (Kathleen Brown).
29. Major state task force on violence prevention with task of developing state strategic plan.
30. All P.O.S.T. Basic Academies revised to totally incorporate C.O.P./P.O.P. approach = neighborhood revitalization.
31. Adoption of national health plan provides basic health care for all.
32. Elimination of border controls.
33. State control of tax dollar is greatly reduced and given to local jurisdictions.
34. Fiber optics technology allow police to provide service via telephone and video phones.
35. Sacramento City population at 500,000 with most growth downtown in high-rise, single occupant hotels.
36. Police department removed from general fund after employee's donate \$200 million lotto winnings. General fund savings to fund youth programs.
37. Sacramento becomes "strong mayor" city.
38. Sacramento Chief of Police becomes elected position.
39. Prostitution legalized in State of California.
40. United States goes to war.
41. City/county consolidation.
42. Increased terrorist attacks.

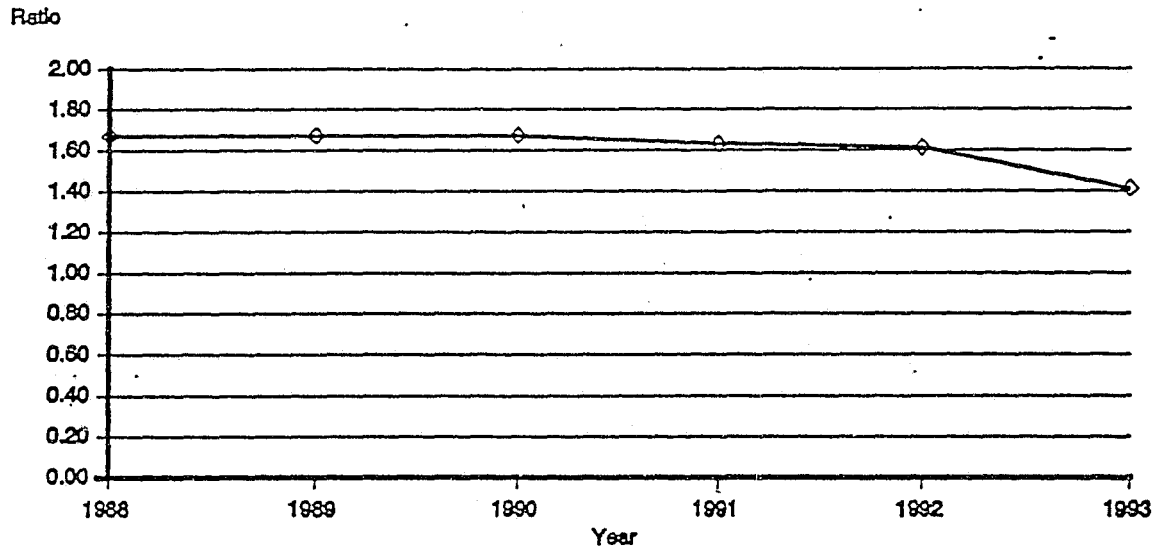
43. Tax structure significant change diverting funds from traditional law enforcement to social services and/or seriously impacting spendable income for average citizen.
44. Local governments eliminate departments and form regional area service units comprised of multiple resources.
45. Tax dollars diverted from police to corrections to build prisons.
46. Rights of criminals are reduced resulting in shorter trials, higher convictions, and higher prison terms.
47. City council, mayor, doesn't think chief is moving fast enough to change community conditions and fires him. He is replaced with traditional police chief (Sacramento).
48. Citizen(s) gets seriously injured in self-help and others decide not to participate.
49. New governor gets elected that puts more money into public safety.
50. Cult stand-off.
51. Roe vs. Wade overturned.
52. One-half percent sales tax extension tied to public safety. Public safety = recreational activities (new definition).
53. Redevelopment Agency funds (special) to fund police protection under "eradicator of blight."
54. Management of rental units in subsidized housing are required to screen occupants for criminal records/warrants/income limits.
55. Drug/gang-related convictions - auto geographic relocation.
56. Criminal convictions - barred from receiving public assistance.
57. Legislation passed that requires police to become more involved in enforcement of environmental laws.
58. Meadowview gets community center.
59. Effective drug treatment program development, leading to less addiction and lowering needs for drug enforcement officers.
60. City builds homeless complex.
61. Gambling casinos legalized.

APPENDIX C

**FIVE YEAR STAFFING TRENDS FOR
POLICE AND MUNICIPAL EMPLOYEES;
SACRAMENTO AND COMPARISON CITIES**

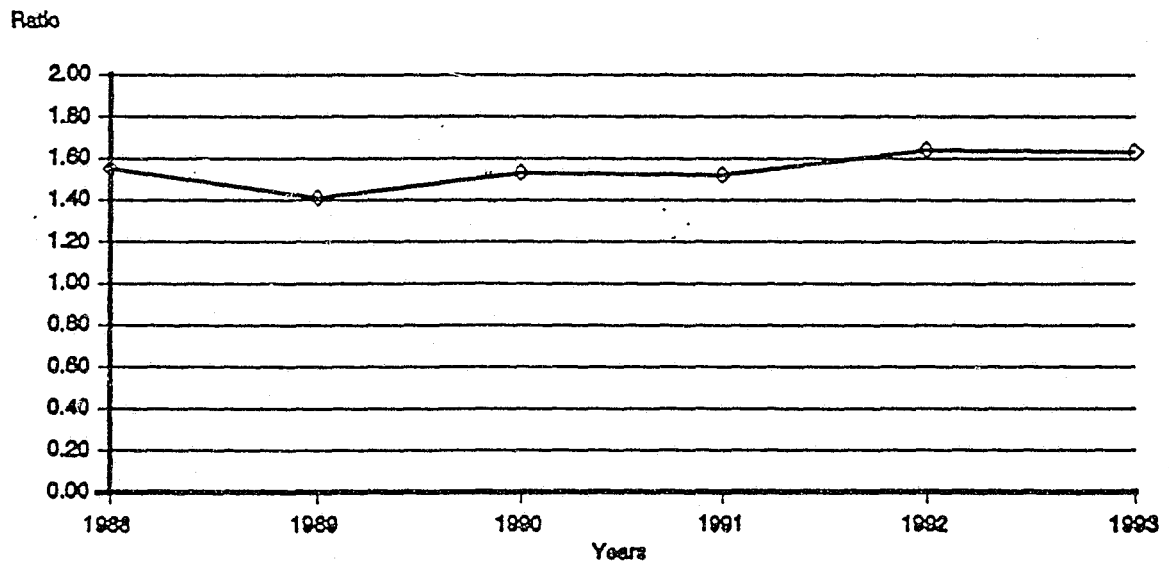
RATIO OF POLICE OFFICERS
PER 1,000 POPULATION

CITY OF SACRAMENTO
1988-1993



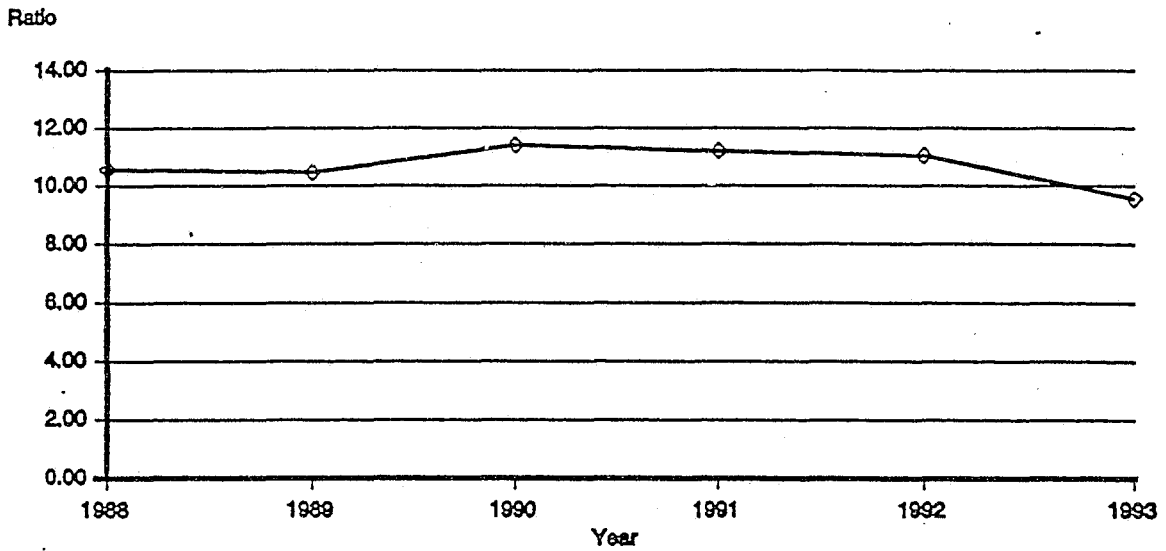
RATIO OF POLICE OFFICERS
PER 1,000 POPULATION

NINE CITIES WITHIN THE STATE OF CALIFORNIA*
1988-1993



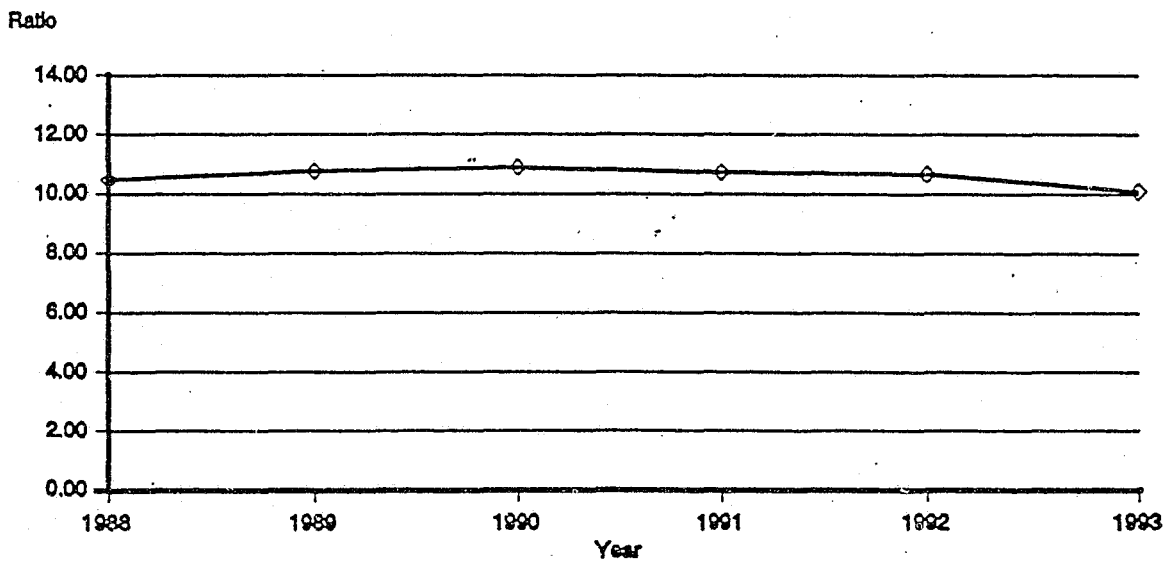
**RATIO OF EMPLOYEES
PER 1,000 POPULATION**

**CITY OF SACRAMENTO
1988-1993**



**RATIO OF EMPLOYEES
PER 1,000 POPULATION**

**NINE CITIES WITHIN THE STATE OF CALIFORNIA
1988-1993**



APPENDIX D

N.G.T. PANEL PROPOSED TRENDS

TRENDS

1. Term limits on all elected officials.
2. Added private funding for law enforcement services.
3. Increased growth in competition between law enforcement agencies and contract law enforcement services.
4. Increased use of the death penalty.
5. Community forums to establish government budgets.
6. Release of prison inmates to make room for new prisoners.
7. Continued funding for community-oriented policing by private sources; i.e., housing authorities, regional transit.
8. Increased use of neighborhood police officers.
9. P.O.P. strategies continue to involve more agencies.
10. Police Officers continue to increase their education levels with advanced degrees.
11. Gated communities will continue to increase.
12. Increase in the hiring of private security.
13. Increase in calls for service reducing ability to work with neighborhoods.
14. The Public becomes more impatient for action as they become more aware and educated towards community-oriented policing.
15. Continuing increase in gang, drug and gun activity.
16. Increase in car-jackings.
17. Increase in neighborhood police officers.
18. Increase in neighborhood involvement, such as associations, task forces, committees, drug free zones.
19. Increase in neighborhood watch groups.

20. Increase in welfare dependency.
21. Increase in violent crimes.
22. Increase in neighborhood empowerment efforts; i.e., schools, neighborhood safety and government.
23. Slow recovery from economic recession. (high unemployment)
24. City incorporations create new jobs.
25. "Traditional Family" becomes the exception rather than the rule, more children growing up in a single parent home. Increase in child care or "latch keys".
26. Cultural diversity in neighborhoods, workplaces, schools is increasing and demands for accommodations (i.e., language) is increasing.
27. Increasingly, tax dollars are being utilized for social services for recently emerging problems, i.e., crack babies, AIDS, T.B.
28. Law enforcement "culture" is changing, proactive rather than reactive responses.
29. Technological advances expand the ability to interface nation wide.
30. Special assessment districts are increasing for education, law enforcement, and other public improvements.
31. Centralization of government programs, cause agencies to work more closely together.
32. Police agencies continue to receive input from the community regarding direction for P.O.P/C.O.P. programs.
33. Police become more involved at the grass-roots level.
34. Budget decreases continue to occur in police agencies.
35. The use of alcohol and drugs continue to decline among our youth.
36. Young people continue joining street gangs.
37. Sacramento changes from mostly government employment to high tech and low paid service jobs.
38. Street cruising continues.
39. Street youth develop and sell new low cost drugs.
40. Sacramento bans all smoking.
41. Government and private industry continue to move from downtown to county areas causing loss of sales tax income to the city.

42. Increased tuition at community colleges limit access to higher education.
43. Increased C.O.P./P.O.P. training in the police field.
44. Violence prevention becomes a national issue drawing extensive research focus on causes/prevention.