

WHAT STRATEGIES WILL A LARGE URBAN POLICE DEPARTMENT
USE TO ENSURE EFFECTIVE POLICE RESPONSE TO DISTURBANCES
AT LARGE ENTERTAINMENT VENUES BY 2008?

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Peace Officer Standards and Training

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This Command College 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.

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TABLE OF CONTENTS

	LIST OF TABLES AND FIGURES.....	ii
Chapter One	ISSUE DEVELOPMENT AND LITERATURE SEARCH.....	1
	Introduction.....	1
	Statement of the Issue.....	1
	The Future.....	4
	Conclusion.....	7
Chapter Two	FORECASTING THE FUTURE.....	8
	Statement of the Issue.....	8
	Description of the Process.....	9
	Trends.....	10
	Events.....	16
	Cross Impact Analysis.....	22
	Scenarios.....	26
	Conclusion.....	30
Chapter Three	S T R A T E G I C PLANNING.....	32
	Introduction.....	32
	Defining the Future.....	32
	Organizational Analysis.....	34
	Stakeholder Identification.....	37
	Development of Key Strategies.....	41
Chapter Four	TRANSITION MANAGEMENT.....	45
	Commitment Planning.....	45
	Responsibility.....	47
	Analysis of the Responsibility Chart.....	49
	Implementation Plan.....	51
Chapter Five	CONCLUSION.....	56
	APPENDICES.....	58
	ENDNOTES.....	62
	BIBLIOGRAPHY.....	63

Table 1	Trends.....	10
Table 2	Events.....	16
Table 3	Cross Impact Analysis.....	23
Table 4	Commitment Planning Chart.....	47
Table 5	Responsibility Chart.....	48

ISSUE IDENTIFICATION

Introduction

Law enforcement agencies are tasked with the maintenance of public order and public safety. City governments seek to encourage and support commerce and entertainment in their communities. When crowds attending events held at large entertainment venues become unruly, or contain individuals exhibiting anti-social behavior, law enforcement officers must step in. The police response to these issues requires a high level of savvy to balance the interests of public safety, business, and civil liberties.

Statement of the Issue

Cities of all sizes are struggling with crime and disorder related to entertainment districts. But these venues create revenue and a sense of economic vitality to communities. Many cities credit their downtown revitalization to an infusion of entertainment businesses.¹ Unfortunately, the combination of alcohol, youth and high spirits found at these locations has resulted in mob behaviors such as assaults, drunken driving, and even rioting. “There is a rise in incivility of society at large,” said NCAA president Myles Brand in an interview regarding the violence often associated with modern sporting events.²

The ritual of rioting has evolved over time. In the 17th-century, a victim of rioters might have been tarred and feathered. In the 19th-century South, he might have been the victim of lynching.³ Rather than taking this traditional form of rioting, today’s youth engage in risk taking mob behavior such as taunting police officers and driving recklessly. This type of behavior is distinctly different from the types of riotous behavior seen in Los Angeles post-Rodney King, or

after such sporting events as the Denver Broncos' 1998 Super Bowl win.

Being a member of a crowd affects the individual. It provides a sense of anonymity. But the crowd as a whole only does things that most of the individuals in it want to do, though in some instances one person can successfully calm or divert a crowd searching for a leader.⁴ The study of crowd dynamics has indicated that such unruly groups often contain only a handful of participants with the commitment to be openly aggressive or violent. Uniformed law enforcement officers in riot gear has a short term intimidating effect, but inaction by law enforcement encourages the crowd to escalate the situation in about two minutes. This escalation most often takes the form of objects thrown at the officers. Without alternative strategies, the police then advance on the crowd, batons flying.⁵

The challenge for today's law enforcement organization is to find a way to encourage the economic vitality of their communities created by a vibrant nightlife while at the same time discouraging the disruptive and sometimes criminal behavior associated with it.

Worldwide, police agencies have created a broad variety of responses to manage their entertainment crowds. One of the most familiar pictures is of the New Orleans Mardi Gras crowds, with alcohol flowing freely in the crowded streets and women exposing themselves from the balconies above. Police managing these huge Mardi Gras crowds have become expert in traffic control. They also line the parade streets and take quick and decisive action the moment they spot disruptive behavior.⁶ Therefore, this event is tremendously labor intensive, and the police response to public safety issues related to the crowds is reactive rather than proactive.

The city of Oakland has created ordinances to combat their "sideshow," or illegal cruising behaviors. One of these ordinances allows officers to tow and store a vehicle as an

instrument of the crime when the driver was cited for a loud stereo.⁷ Oakland also requires private business owners located within the cruise area to install posts and chains to close off their parking lots after business hours.⁸ Finally, Oakland enacted an ordinance which allows police to impound a vehicle for 30 days if the vehicle is involved in cruising, reckless driving, or exhibition of speed.

The Los Angeles Police Department, in an effort to curb gang activity at Venice Beach, established a series of checkpoints designed to identify gang members and intercept weapons and alcohol before they got to the beach. Those gang members who did make it to the beach were immediately contacted by gang officers who monitored them.⁹ Using these tactics, the LAPD was able to reduce the level of violence and the incidence of violent rival gang confrontations.

Santa Barbara has effectively curbed loitering in its Old Town parking structures by piping in polka music.¹⁰ In Austin, Texas' Sixth Street area, 22,000 people a night come to enjoy the 55 licensed liquor establishments.¹¹ Austin police have understandably struggled to manage the alcohol and crowd related issues created by this density of clubs.

In the Romanian town of Rimnicu Vilcea, local politicians found a unique approach to the increasing acts of violence related to soccer matches. Possibly the most unique crowd control system in the world, ditches were built around the pitch and filled with water. The owner of the team, Alexandru Cringus, intends to introduce crocodiles into the moats at the start of the season. "I don't think we'll have any further trouble with pitch invasions," he said in an interview.¹² Law enforcement's goal in entertainment zones is the creation and maintenance of public safety and order without police intervention. In other words, nightclubs, bars, etc. should

be in the business of policing themselves and managing their own crowds. The large numbers of officers required to move unruly crowds either drain the department's overtime budget, or deplete the resources of patrol. Officers forced to perform crowd control duties are not available to citizens in need of police assistance. Although many creative approaches to managing crowds in entertainment venues have been tried, none to this point have attained the above described level of self-management.

The Future

The crowds attending entertainment venues have grown larger and more unruly over the years. The variety of these venues has grown to include mixed use downtown areas, sports complexes, and malls. The issues which have arisen relative to the crowds in attendance include traffic congestion, drunk driving, defiance, gang violence, reckless driving, and others. Surrounding neighborhoods are impacted by the late night disturbances.

A variety of methods to control these problems have been applied, generally through traditional law enforcement methods. For the future to present a different picture, strong partnerships must be built and all involved with entertainment districts must be accountable for keeping them safe and viable.

The Partners

Entertainment business owners must be actively involved in creating and maintaining a safe environment for their patrons. This includes ensuring that the inside environment is free from hazards. Patrons must also have sufficient space to move around, and to be able to exit quickly if necessary. This number may be smaller than the capacity number designated by the fire marshal or other agency. Owners and managers must ensure that intoxicated patrons are not

served more alcohol, and should take an active approach to preventing drunken driving. Owners should use good judgment in the types of entertainment they provide, and the amount of advertising they do. Finally, owners must accept responsibility for what goes on outside their doors. Their responsibility does not end when the patron walks out at closing time. Owners need to ensure their patrons do not create disturbances or commit crimes within immediate proximity to the business. Those that do should no longer be welcome.

Area business owners should work with other interested partners to ensure that their businesses are not negatively impacted by the entertainment businesses. Good relationships amongst business owners, as well as effective communication, can be attained through the creation of an active area merchant's association. Such an association can also wield significant influence, and create disincentives for irresponsible business owners.

Alcohol beverage control officers should actively monitor the compliance of establishments serving alcohol. Areas of particular concern include the serving of obviously intoxicated persons, the serving of minors, and disturbances or criminal behavior in the areas surrounding the business. Training should be provided to licensees to ensure they are aware of their responsibilities in these areas. Some owners and managers are not aware that sanctions can be taken against their licence if their patrons are responsible for criminal acts or disruptive behavior in the surrounding neighborhoods. Licensees are often far more concerned about the loss of revenue if they lose their alcohol license than any code violation enforcement by police.

Local government and elected officials have the unenviable task of balancing the needs of the community to support entertainment, to generate revenue, and to ensure safety. To do so, they must ensure that permittees are carefully screened to ensure that they will be conscientious

business owners and responsible members of the community. They must have in place a clear and defensible entertainment ordinance which allows the city or county to rescind the permit quickly if the business is creating problems in the community. These ordinances should also create a system of fines and reimbursement to the government for special services required, such as crowd control. They must also be willing to act, not just threaten, if in fact the business is not meeting ordinance requirements.

Private security is a critical element in the success or failure of entertainment zones. Stringent licensing guidelines must be in place in the community to ensure the professionalism of the companies. Minimal levels of training must be set, particularly for those security officers carrying firearms. Additional training should be required to provide skill in defusing violence. The aggressiveness of the security staff can actually increase the level and frequency of violence.¹³ Staff can also discourage confrontations by preventing overcrowding, and by reducing the “weapons” available to patrons, such as pool cues and bottles.¹⁴

The neighborhoods surrounding entertainment venues are heavily impacted by noise, traffic, and sometimes crime. Community leaders should be involved at the outset of the development of such areas to ensure that their neighborhoods are not negatively impacted. Designated community representatives should be involved in the ongoing review of existing permits and applications for new permits. By doing so, officials will have a clearer picture of the impact of these businesses on the community. Should a permit be revoked, the support and involvement of the surrounding community members will help prevent successful law suits by business owners against the local government.

It is essential to include patrons in any discussion of the management of entertainment

zones. These persons can shed light on the habits of the area's customers which might not otherwise be apparent. For example, why do patrons chose to park in one lot rather than another? Such information can assist business owners in providing a more hospitable environment to their clients, thereby ensuring the success of their business. Information provided by patrons can also assist law enforcement in determining traffic and crowd management plans. And it can assist security to establish house rules which will prevent altercations amongst their patrons.

Law enforcement is the linchpin. Police responsible for the entertainment area should pull together all of these partners to create a working group which will plan for the success of the entertainment venue. Officers can establish lines of communication which will be invaluable in maintaining the harmony of the community. This group will also form the basis of support for any sanctions or enforcement action which must be taken against any entertainment business.

Conclusion

In 2003, police response is often the only recourse for communities beleaguered by unruly partyers. A quick review of the responsibilities of those involved in the future of policing entertainment venues reveals that law enforcement may one day be the response of last resort. The next chapter will review the results of a facilitated nominal group technique meeting during which many of the stakeholders identified above were present. These participants discussed their vision of the future of policing entertainment venues.

CHAPTER TWO

FUTURES FORECASTING

Futures forecasting is the science, or perhaps it is better described as an art, of postulating possible futures. These pictures of the future are created using both factual information and imagination. Often, multiple possible scenarios for the future arise from the study of trends and possible events which will effect them.

One tool which is helpful in generating ideas about the future is the nominal group technique (NGT). The NGT is a facilitated small group exercise which provides a format for generating ideas and ranking them, using information provided by informed or involved participants.

This technique was applied to the question of how police will ensure effective response to disturbances at large entertainment venues by 2008. Attending this meeting were a broad cross-section of stakeholders, including a nightclub owner, private security supervisor, community activist and law enforcement personnel. During the more than five-hour-long session, participants identified trends and events they believed could impact this issue in the future. The results of this process follow.

Statement of the Issue

All participants in the NGT process were presented with the following question:

“What strategies will a large urban police department use to ensure effective police response to disturbances at large entertainment venues by 2008?”

Description of the Process

The following documents the results of the NGT which took place in April, 2003, in Sacramento, California. Present was the author and the following issue stakeholders:

1. Chris Espinoza, Alcohol Beverage Control
2. Erik Szakacz, Alcohol Beverage Control
3. Bob Simpson, Nightclub owner
4. Randi Scott, Security professional
5. Lt. David Kizicki, Oakland Police Department
6. Sarah Chavez, Oakland City Council
7. Sgt. Sergio Carabarin, San Jose Police Department
8. Karen Jacques, Community activist
9. Cpt. Scott LaCosse, Sacramento Police Department
10. Shawn Ayers, Sacramento Police Department
11. Lt. Steve Uribe, Roseville Police Department (mentor-observer)

Several expected guests failed to attend, including two other nightclub managers, a young person who is a regular customer, an ACLU representative, and a representative from the Sacramento Mayor's office.

Each participant was actively involved in the discussion, and raised important points throughout the day. Several participants expressed appreciation for being invited, and felt that the meeting was interesting and productive. The results of this process follow.

Trends

A trend is defined as a series of incidents or occurrences which seem to indicate a direction in which a particular issue may be heading. The table consists of the ten trends judged by the group to be most significant to the identified issue. Each trend is given an arbitrary number of one hundred to reflect the current status. Three other columns reflect the movement of the trend relative to five years ago, and five and ten years hence. The final column reflects the group's level of concern relative to this issue.

Trends	-5	Today	+5	+10	Concern 1-10
T1: Level of disruptive crowd behaviors	72	100	106	104	8
T2: Need for crowd control	68	100	99	94	8
T3: Ability of local gov't to support costs associated with entertainment venues	68	100	111	126	8
T4: Level of stakeholder communication	67	100	109	117	8
T5: Level of traffic related problems	91	100	104	113	7
T6: Level of criminal behavior around entertainment venues	91	100	109	98	7
T7: Number of entertainment ordinances enacted	71	100	98	109	5
T8: Number of outside promoters	65	100	90	91	7
T9: Community satisfaction with city service	75	100	91	88	7
T10: Number of use permits	61	100	108	98	6

Table 1

Note: The above reported numbers reflect the average of all numbers individually generated by the NGT participants.

This exercise served to quantify the group's opinion as to the direction the trend is taking and its importance, and sparked discussion amongst the group members when widely divergent opinions emerged.

Trend 1: Level of disruptive crowd behaviors

The group identified disruptive crowd behaviors such as showing off, "spectating," defiance, risk taking, and confrontation as an increasing trend of great concern. These behaviors were particularly problematic to the law enforcement and community persons in the group. The police officers related that persons displaying this behavior were often young and willing to confront and taunt the police. The community representative commented that residents who lived in the area where this behavior occurred were fearful in their own neighborhoods. Most felt these behaviors would continue to get somewhat worse over time, but two law enforcement personnel believed this trend would reverse as musical trends changed and regulation increased. Interestingly, all members rated this trend as very important, with the exception of the nightclub owner. He reasoned that as musical trends changed, the behaviors would diminish.

Trend 2: Need for crowd control

The group believed that issues relating to crowd control in and around entertainment venues had greatly increased over the last five years, but, as a whole, the panel believed that the problems would begin to diminish slightly in the coming ten years. All three law enforcement participants believed the problems with crowd control would diminish significantly as cities begin to take a harder line against disruptive behavior. All participants agreed that this trend was very significant to the issue.

Trend 3: Ability of local government to support costs associated with entertainment venues

Police costs incurred by law enforcement agencies in policing entertainment venues occur above and beyond normal services. Additional staffing costs occur when law enforcement agencies must provide sufficient staffing for entertainment venues in addition to normal duties. Local governments experience challenges during changing economic times which impact the city's ability to support law enforcement staffing and other city services, such as permitting, related to entertainment venues.

The group as a whole thought this issue very important, and believed it would trend upward greatly in the coming years. This was an issue without group consensus though, as some believed the current difficult economic times would not exist in coming years. Some felt city budgets would become fatter in better economic times, or the problems would disappear on their own as musical trends changed or stricter entertainment ordinances were put in place.

Trend 4: Level of stakeholder communication

The group believed that stakeholder communication would increase significantly in the coming years. There was considerable discussion as to who was most important in this issue. The community member felt strongly that the community has not been involved in decision making with regard to permits and other issues related to entertainment zones while they are greatly impacted by them. The law enforcement officers agreed that communication between agencies needs to improve and is vital to this issue. The nightclub owner expressed a desire to be involved in discussions relative to public safety in entertainment zones. The private security officer expressed the need for increased communication and cooperation between law enforcement and professional security working in entertainment venues. The group as a whole

rated this trend as very important to issue, but did not foresee great improvement in the future.

Trend 5: Level of traffic related problems

The group average indicated problems such as cruising, drunken driving, reckless driving, and traffic congestion would increase somewhat in the coming years. There was no agreement amongst the group as to the future of this problem. The security officer and captain felt that the problem would remain unchanged. They expressed that even if musical trends changed, the behavior was likely to resurface related to something else. The captain specifically stated that he believed this behavior was a reflection of increased societal tolerance of disruptive behavior in public. The community activist and sergeant felt that the problems would steeply increase. The nightclub owner and ABC officer felt that there would be a slight increase in this problem. On average, the group rated the impact of this trend on this issue to be fairly significant. Of note, though, is the discrepancy between the impact rating of the nightclub owner at 4 and the community activist at 10.

Trend 6: Level of criminal behavior around entertainment venues

This trend refers to criminal activity in and around entertainment venues involving participants as either perpetrators or victims. The group felt that this behavior would increase somewhat over the next five years, but then would begin to decrease. There was an interesting split in opinions amongst the group with regard to this trend. The law enforcement officers all felt that this behavior would increase or stay steady over the short term, and then would decrease in the long term as musical trends and social acceptance of certain behaviors changed. All of the civilian participants believed that this behavior would get increasingly worse over time. All participants agreed that this trend was quite important.

Trend 7: Number of entertainment ordinances enacted

The group described this as the trend of cities to establish laws regulating entertainment establishments or to implement guidelines for the consistent management of the establishments.

In general, the group believed that this trend would increase very slightly in the long term.

These numbers are somewhat deceptive, as all but two participants felt this trend would increase significantly over time. The lieutenant and the ABC officer felt the trend would decrease dramatically over time and therefor skewed the group average. The group was generally in agreement that this trend would have a moderate impact on the issue.

Trend 8: Number of outside promoters

Outside promoters are individuals or groups that come into entertainment establishments to present an event. By outside, the group meant either outside of the community or not normally employed by the establishment. Discussion amongst the members surrounded perceived problems created by promoters who have no stake in the safety of the community.

The group generally felt that the use of outside promoters would decrease in the future. On this issue again, the group was split in opinion. The captain and nightclub owner felt that this problem had been increasing, but would ultimately decrease by 10 years out. The sergeant and lieutenant believed that this trend would decrease dramatically in the future. The ABC officer and community person felt that the problems caused by irresponsible outside promoters would worsen over time due to lack of stringent regulation. All but the lieutenant believed this trend would be fairly significant. He believed it would have very little, as he felt that this problem would not exist in the future due to better regulation of entertainment venues.

Trend 9: Community satisfaction with city service

The group as a whole felt that communities would be increasingly dissatisfied over time with the service of their city government in terms of managing entertainment venues. There were only two dissenting views on this. The community activist believed that satisfaction would very slightly increase over time, and the sergeant (from a very community oriented policing agency, and in charge of a COP unit) felt satisfaction would significantly increase. The group generally believed that this trend would have significant impact on the issue, with the exception of the captain. He did not think that community dissatisfaction would have a significant influence on the issue as little information revealing the problems in entertainment venues is made public by the media.

Trend 10: Number of use permits

This trend was described as the number of permits issued by the local government or other public agencies for dancing, music, and alcohol. Generally, it was thought that these would continue to increase over the short term, but would begin to decrease in 10 years. Again the group was divided in opinion. The ABC officer and community activist thought that the numbers of use permits issued would increase over time. The captain believed they would increase within the next 5 years and then would level off. The sergeant, lieutenant, and nightclub owner thought that it would increase in the short-term, and then decrease 10 years out. There was discussion relative to this discrepancy regarding the short term saturation of areas causing a long-term decrease in issuance of permits, as well as much stricter guidelines in awarding permits. Generally, the group thought this trend would be less important than most others identified. The lieutenant and nightclub owner rated this trend as having low impact.

Events

An event is a singular incident which occurs at a specific place and time and has an impact on the issue.

Events	Year > 0	+5	+10	Impact -10 to +10
E1: Act of terrorism	1.5	49%	65%	+6
E2: Large scale violence erupts when people turned away at the door of concert venue	1	48%	59%	+4
E3: High profile shooting of celebrity figure at an entertainment venue	6	0%	52%	+2
E4: Club fire	5	17%	43%	+3
E5: Riot at concert	2	57%	77%	+2
E6: Natural disaster causing loss of life at an entertainment venue	7	0%	57%	+2
E7: Irresponsible media coverage of event or police action at entertainment venue	1	84%	87%	0
E8: Large civil judgment against city related to negligence	6	0%	40%	-1
E9: Unexpected unpermitted event	2	87%	89%	+2
E10: Establishment of after hours policy by local government	33	0%	39%	0

Table 2

Note: The above reported numbers reflect the average of all numbers individually generated by the NGT participants. The ten events identified above reflect those which the group as a whole believed would have greatest impact on the issue. The first column indicates the first year probability exceeds zero. The second and third columns reflect the probability of the event occurring in five and ten years. The impact column records how great an impact the

occurrence of the event will have on the issue, and whether its occurrence would positively or negatively impact the ability of law enforcement to manage it.

Event 1: Act of terrorism

Most group members voted that a violent terrorist act resulting in significant loss of life had a strong likelihood of occurring in Sacramento within one year. The captain was the only member that did not believe strongly that such an act was likely within the next five or ten years. All participants saw such an act as having a positive impact on law enforcement's ability to deal with entertainment venue issues, but there was diversity in how positive that impact would be. Everyone felt that such an occurrence would result in greater support for law enforcement and increased public demands for order maintenance. It was expected that public opinion would call for increased staffing and surveillance, as well as decreased tolerance for disruptive behaviors. The diversity existed based on how much impact each individual felt a terrorist act would have on local law enforcement. There was some discussion of the lack of federal financial support, in spite of many promises, for local law enforcement as first responders to a terrorist act such as September 11, 2001.

Event 2: Large scale violence erupts when people turned away at the door of concert venue

The group identified this event as one which would result in a large scale crowd control and/or riot situation in Sacramento. Every participant, with the exception of the ABC officer, felt that such an event could occur within a year. The rest of the participants, save two, believed that there was a moderate possibility such an event would occur in the next 5 or 10 years. Interestingly, the community panelist and the nightclub owner both felt there was a very strong likelihood such an event would happen. The discussion as to cause centered primarily around

irresponsible advertising. The group was in agreement that such an event would have a somewhat positive impact on the issue. They believed that public outcry following such an event would spur increased scrutiny of concerts, including stricter licensing, advertising, venue and security requirements.

Event 3: High profile shooting of celebrity figure at an entertainment venue

Due to gang activity which frequently occurs in the area of entertainment venues, the group identified the shooting of a sports figure, or other shooting which attracts a great deal of community attention, as a likely event. Two of the law enforcement members felt that this could happen within one year. The rest thought that it could not happen within the next ten years. All law enforcement members felt that this event was quite likely to occur within the next 5 to 10 years, while the civilian panelists thought it was unlikely to occur at all. There was no agreement as to how this would impact the issue as some panelists believed law enforcement would be blamed for failing to ensure public safety. Others felt that such an occurrence would bring support to the police and stricter guidelines on entertainment establishments.

Event 4: Club fire

The group defined this as a fire at a nightclub similar to that which happened in Rhode Island. All panelists but the ABC officer thought such an event could occur within the next five years. The panel was consistent in voting that there was a low probability of such an event occurring within the next 5 years, and somewhat higher in the next 10 years. There was also agreement that such an event would have a positive impact on law enforcement's ability to manage crowds at entertainment venues, with the exception of the nightclub owner. He thought it would have a somewhat negative effect because public safety or local government could be

blamed for failure to protect the community.

Event 5: Riot at concert

The group described this as a riot occurring within the confines of the concert venue, and it was therefore different than Event 2. The group was in agreement that this could occur within the next couple of years. Most members thought that this event was quite likely to occur.

Generally, the group felt that this event would positively impact the issue. There was wide diversity, however, for the same reasons mentioned above. In addition, the group discussed the lack of media coverage and, therefore, lack of community awareness of such events.

Event 6: Natural disaster (such as flood or earthquake) causing loss of life at entertainment venue

There was wide disparity within the group as to when such an event could occur. All but two members felt there was a high likelihood that such an event would occur within the next 10 years. This vote was based strictly on each individual's opinion and knowledge of such events. All but one member felt this would have a somewhat positive impact on the issue by creating greater awareness of the need for increased numbers of public safety officers. One panelist disagreed.

Event 7: Irresponsible media coverage of event or police action at entertainment venue

This was described as coverage which is likely to inflame public opinion or public behavior, such as that of the Rodney King incident. There was strong belief by some that such behavior by the media is already occurring, but has not yet sparked a strong public response.

There was consensus that such an event could occur within this year. There was also consensus that such an event was highly likely to occur within the next five years. There was considerable

disagreement as to the impact of this event, though. The nightclub owner and sergeant believed that it would positively impact the issue. The ABC officer and community person thought that it would have no impact as they believe it happens already and has not resulted in improving law enforcement's support. The captain and security professional thought it would negatively impact the issue as the media could put a negative spin on law enforcement and therefor reduce the public support.

Event 8: Large civil judgment against city related to negligence

The group described this as a successful suit against the city alleging negligence for failure to act affirmatively to prevent or reduce ongoing and regular violence from crowds in and around entertainment venues. Such a suit would be brought by a victim of violence or his family. The group generally thought this could occur within the next few years. Everyone except the sergeant believed there was a low probability that this event would occur. The group was split as to whether this would have a positive or negative effect on the issue. The discussion centered on whether or not the suit would be a result of public safety or private party negligence, and what spin the media put on the issue.

Event 9: Unexpected unpermitted event (such as hip hop party)

The group identified this as an event in an entertainment venue which takes place without prior knowledge of law enforcement and without permitting, and which results in large scale violence and community disruption. The panel believed that such an event was very likely to result in public safety problems such as crowd control and traffic congestion. There was universal agreement that such an event could occur within the next couple of years. The group also agreed that such an event was very likely to occur within the next 5 years. The panel also

agreed that such an event was likely to have a mildly positive effect on law enforcement's ability to manage disturbances at large entertainment venues. It would be expected to result in the creation of greater sanctions against violators of permitting laws, and giving law enforcement officers wider authority to act against the responsible parties, thereby reducing the likelihood of such an event.

Event 10: Establishment of an after-hours policy by local government

This was described as a new policy which allowed entertainment venues to continue music, dancing, or even alcohol service, after normal hours, i.e. after 2:00 a.m. Most thought this could occur within the next few years, however two panelists thought it was unlikely to happen within the foreseeable future. Both the nightclub owner and security professional thought such a policy was unlikely to happen based on their experience with permitting and local government. Most panelists thought this event had a low probability of occurring, with the exception of the sergeant. He believed it was highly likely to occur. There was no consensus on the impact of this event, but as a whole they thought it would be minimal. The captain, however, believed that such an event would have a very significant negative effect on law enforcement's ability to manage entertainment venues.

Cross Impact Analysis

A cross impact analysis evaluates the level of impact an identified event may have on a trend. The impact is categorized as either positive or negative, dependant on whether the resultant community and professional response impacts law enforcement's ability to manage the issue for the better or worse.

This table reflects the average of the opinions of the author and two patrol sergeants responsible for supervising entertainment venues. The evaluators rated the degree of impact each event would have on each trend. The numbers below were chosen from one to five, with five indicating the strongest impact. Positive and negative numbers reflect the average of all raters' opinions as to whether the event would have a positive or negative impact on the trend.

The resulting table allows the reader to understand at a glance which events will have the greatest impact on this issue, and whether that impact is positive. This information can then be used to focus efforts and resources where they will have greatest impact.

Cross Impact Analysis										
	<i>T1</i>	<i>T2</i>	<i>T3</i>	<i>T4</i>	<i>T5</i>	<i>T6</i>	<i>T7</i>	<i>T8</i>	<i>T9</i>	<i>T10</i>
<i>E1</i>	0	+2	-5	+2	0	0	+2	+1	-3	+3
<i>E2</i>	+5	+5	+1	+2	+1	+1	+3	+3	+1	+2
<i>E3</i>	+5	+5	+3	+2	+5	+5	+3	+1	-2	+1
<i>E4</i>	0	+1	0	+1	0	0	+5	+1	-2	+1
<i>E5</i>	+2	+5	+2	+1	+1	+1	+5	+2	-2	+1
<i>E6</i>	0	0	+2	+1	0	0	0	0	0	0
<i>E7</i>	-2	-2	-3	-3	-3	-3	-3	-2	-5	-2
<i>E8</i>	+3	+3	+3	+1	+3	+4	+5	+2	-2	+2
<i>E9</i>	0	+2	+2	+1	+2	+2	+5	+1	-2	0
<i>E10</i>	-4	-5	-3	0	-3	-3	-2	-1	-3	-2

Table 3

Legend

T1: Level of disruptive crowd behaviors
T2: Need for crowd control
T3: Ability of local government to support costs associated with entertainment venues
T4: Level of stakeholder communication
T5: Level of traffic related problems
T6: Level of criminal behavior around entertainment venues
T7: Number of entertainment ordinances enacted
T8: Number of outside promoters
T9: Community satisfaction with city service
T10: Number of use permits

E1: Act of terrorism
E2: Large scale violence erupts when people turned away at the door of concert venue
E3: High profile shooting of celebrity figure at an entertainment venue
E4: Club fire
E5: Riot at concert
E6: Natural disaster causing loss of life at entertainment venue
E7: Irresponsible media coverage of event or police action at entertainment venue
E8: Large civil judgment against city related to negligence
E9: Unexpected unpermitted event
E10: Establishment of an after hours policy by local government

The number values above were developed in an informal discussion format between myself and two patrol sergeants who supervise entertainment venues.

Certain events stood out to the reviewers as having a particularly positive or negative impact on the issue. This section will focus on these events.

Event 2: Large scale violence erupts when people turned away at the door of concert

During both the NGT and in subsequent discussion with the Cross Impact Analysis group, everyone believed that a large crowd control situation at a concert would receive media attention and negative community reaction. This would spark support by city government of measures to control such events in the future. There was also discussion as to the negative impact this would have if the media did not cover it.

Event 3: High profile shooting of celebrity figure at an entertainment venue

The discussion surrounding this event was similar to Event 2. The media attention would make the community aware of the crowd control problems in the entertainment zone. Such an event would be expected to cause negative public reaction and concern as to public safety in the entertainment areas. A lack of media coverage of the event, or a lack of public interest, would alter these expected results.

Event 5: Riot at concert

This event is expected to result in a similar reaction from the media and community.

Event 7: Irresponsible media coverage of event or police action at entertainment venue

This event is expected to have a negative effect on the trends. Inflammatory media coverage of an issue related to an entertainment venue can serve to mobilize public opinion against police. Such events can have a seriously detrimental result, making policing these areas

difficult, and bringing increased scrutiny from the public and local government. Local government can also react to public pressure by restricting or altering enforcement activity in these areas.

Event 8: Large civil judgment against the city related to negligence

Such an event would have a positive effect on the policing of entertainment venues. It is expected that a customer in an entertainment venue injured by an unruly crowd could bring a civil action against the local government for failure to provide for public safety, particularly in a city where violent crowd behavior has been ongoing, the police department is aware of it, and fails to take reasonable steps to prevent it.

Event 9: Unexpected unpermitted event

Such an event would be expected to have a somewhat positive effect. The resultant problems from a lack of preparation by law enforcement would prompt measures by police managers and city government to prevent such occurrences in the future. These measures could include ordinances which levy a steep penalty for the promoters of such events, and for the owners of the property on which they occur.

Event 10: Establishment of an after-hours policy by local government

The establishment of an after hours policy, allowing clubs to remain open after 2:00 a.m., would be expected to result in significant problems for law enforcement. The early morning hours are staffed with fewer officers, and therefor the response to crowd control problems would be limited. Extending the hours of entertainment venues would serve to increase the problems associated with them, including DUI, assaults, cruising, and crime in the area.

Scenarios

Scenarios paint a picture of three possible futures. Based on information from the nominal group panel and cross impact analysis, the scenarios describe three possible outcomes based on choices made today with regard to police response to disturbances in large entertainment venues.

Pessimistic

It's another Saturday night in downtown Sacramento. It's the summer of 2020, and it stays hot all night long. All of the businesses and homes are locked up tight. Business owners left the area by sunset, pulling shut with a clang the heavy metal gates that they hoped would secure their businesses from theft and destruction. Many of the homes also had bars over the doors and windows. And after dark, no one was seen walking the streets. As the sun went down, the last few dog walkers and joggers hurried to get safely behind locked doors.

As the dark of evening deepened, others came to downtown to take the place of the business people and government workers. These others were dressed like gangsters and drove expensive cars. They wore an air of brashness and disdain for others. They were loud and boisterous, drank too much, and cared little for the property or people of downtown Sacramento.

Loud and insistent, the booming bass of the car stereos could be heard as the cars cruised around the streets of Old Sacramento. These streets were once lined with specialty shops, museums, and restaurants. The shops now stood vacant, with windows broken, and were used as flops by the homeless. Their owners had years ago fled to the safer suburbs. All that was left were run down nightclubs and bars.

Soon, the streets were filled with unsavory people, dancing and yelling, drinking and

smoking pot. When gunfire erupted from a passing Mercedes, the crowd scattered, leaving behind their wigs and high heeled shoes in their haste. Someone called the cops.

A few minutes later the black and white police cars arrived. The officers were helmeted and rode four deep. They did not get out of their vehicles. Over their loudspeakers, they ordered the cruisers and pedestrians to “go home.” Some slowly meandered away from the noise and sirens, but most ignored the orders, laughing and catcalling towards the police officers. Vehicles blocked the road and sounded their horns, and soon the stereos were blasting out the beat and the crowd began to dance in the street.

The sergeant arrived to assess the scene. He called his team to a meeting at the entrance to Old Sacramento. “What are we going to do, Sarge? I’m sick of this every Saturday night!” said Jeff, the district officer. The grizzled old sergeant, in a disgusted tone, said, “Nothing!” Sergeant Polk told the officers that unless someone was being killed in there, they weren’t going to do anything. “Back in 2003, when I was a young officer, we had lots of tools to manage crowd disturbances. We held the bars accountable for the behavior of their patrons, both inside and outside the bar. We used to close down the streets to prevent cruising. And we took strict enforcement action against illegal behavior, and misbehavior, in the streets. But the bars lost money and the Old Town Association complained. The city began to lose revenue. These gangsters do have a lot of money, and they spend it partying! Pretty soon the media started to print stories that painted us as the bad guys, calling us ‘party police,’ and they stirred up the community against us. Well, it wasn’t long before we were told to keep our hands off Old Town. And soon, all the permit requirements were rescinded and the ordinances revoked. Nightclubs started to stay open all night. Now all of downtown looks like this.”

Sergeant Polk thought of the Old Sac of his youth. It was a tourist attraction. Families came from all over the country to see the Jazz Festival and Railroad Museum. But somehow, the Bay area gangsters and drug dealers made Old Sac their turf. For years, the Sacramento Crips and Bloods fought to retain control, but they were outnumbered and outgunned. Now, the turf battles were rare and half-hearted. Back then, the police could have taken back these streets. But now, he thought, it would be better if it just burned to the ground.

The officers all returned to their cars and slowly, regretfully, drove out of Old Sacramento. They could still hear the sounds of the stereos as they left. They were back, however, a half an hour later for the first homicide of the shift.

Optimistic

Sgt. Polk met with his team of graveyard patrol officers at the beginning of their Saturday night shift. “Now remember,” he said, “that we’re expecting 13,000 people in Old Town for the music festival tonight. Make sure you keep an eye on the traffic situation. And parking is going to be at a premium. Try to direct people to the off site parking and shuttle busses.”

Sgt. Polk looked out at the eager young faces of his officers and thought back to his first year as a Sacramento Police officer, twenty-seven years ago. Large crowds like this weren’t always peaceful. Back in 2003, the officers were constantly faced with unruly crowds, cruising, and swarm robberies related to the entertainment venues like Old Sacramento. Back then, nightclubs hosted events that attracted unsavory characters who had no respect for the community or the police. Friday and Saturday nights were no fun at all.

Young officer Rudy Hayes, barely off probation, looked a little dejected. “I wish we

could have a little action. I want to catch a few criminals before I retire!” Polk couldn’t help but chuckle. “Don’t worry. You have lots of time for that. You know, it wasn’t that long ago when we would arrest several people every night. Lots of them came from Old Town.” “You’d never know it!” replied Rudy.

Polk, known for his “war stories” about the old days, sat down and told his team about some of the changes he’d seen over the years, and how they had practically eliminated street crime. One of the biggest changes was stricter enforcement of entertainment ordinances. “Now, when the folks that attend a particular nightclub cause problems, the owner gets a bill for police services. That changed their attitude real quick. A couple of bills like that and the irresponsible ones started to take the ordinances seriously. But the real kicker was when a tourist from Kansas was crippled in a shooting. By the time that lawsuit was over, the city was a little poorer and the nightclub owner was out of business. But I think the thing that helped the most was when the news media showed video of the crowd behavior on the news. When we asked them to come out, we had no idea what reaction we would get from the community. But they really rallied behind us. It wasn’t long before the City Council pushed through tough new entertainment ordinances.”

“Now Old Sac is one of the safest places in town. Folks of all ages come to enjoy the museums, restaurants, and shops. Private security and businesses work closely with the police to make sure that every event is safe and enjoyable. The biggest problem now is parking!” said Polk. “Yea, and boredom!” quipped Hayes.

Normative

Everyone working the graveyard shift downtown dreaded Saturday nights, and Sgt. Polk was no exception. He knew they would spend two or three hours dealing with surly crowds in Old Sacramento during the weekly operation. This Saturday night ritual had been going on almost unchanged for the entire twenty-seven years of his career. The officers chased the gangsters and other “ne’er-do-wells” around the streets of Old Sacramento, trying to discourage them from loitering, cruising, and fighting. People came from as far away as the Bay area to cruise until the streets were so congested that nothing could move. But that didn’t stop them. They would just party in the street with their stereos blasting. Finally, the police had to shut down the streets and divert traffic directly onto the freeway. And when the nightclubs closed, the officers spent the next forty-five minutes herding the drunken and belligerent clubbers to their cars. Once the cars were cleared out of the parking lots, the officers rushed off to monitor the Denny’s and AM PMs to make sure they didn’t get swarmed. “It makes you look forward to retirement in a quiet little town,” thought Polk.

Polk wondered for the thousandth time why the community tolerated this behavior. He knew attempts had been made over the years to change things. An entertainment ordinance designed to create greater accountability for business owners had never been passed. The City Attorney was afraid of lawsuits from the nightclub owners. And the Chief and City Council complained every year about the overtime spent on the gameplan. But nothing changed. Despite the occasional shooting, riot, or arrest, nothing seemed to change. The crowds returned, week and week. And so did the cops.

Conclusion

Law enforcement is expending a great deal of resources to manage crowds and related calls for service in and around large entertainment venues. Some agencies, such as San Jose, have an entire unit devoted to managing cruising and related issues in their entertainment zones. San Jose spends a quarter of a million dollars a year to support overtime officers to manage the crowd control issues during closing time.

Jurisdictions which have taken a hardline approach, such as Oakland, seem to drive the problems to other areas. Oakland will no longer issue a permit to hip hop venues. That city passed an ordinance allowing for the tow of vehicles cited for loud stereo.

City services, such as permitting, are not reflecting the public's wishes. Community members are not involved in the process. There is a perception that permits are issued by the city for revenue-generating purposes without due consideration to the impact on surrounding neighborhoods.

The media and public are generally unaware of the problems. The media does not cover the weekly crowd control problems, crime, and diversion of police resources at entertainment venues. Consequently, the community does not realize what is taking place.

Community persons are fearful of the negative impact of the crowds on their neighborhoods. Those who live near these venues suffer from late night noise, reckless driving, and vandalism.

Chapter Three will look at strategic planning and propose a plan designed to create a desirable future for the Sacramento community in terms of safe, crime free entertainment venues.

CHAPTER THREE

STRATEGIC PLANNING

Introduction

A guiding principle of futures study is that today's choices, or courses of action, will create the context of tomorrow. To ensure the attainment of the desired future, it is essential to first clearly define what that future should look like and then design a detailed road map to get there. That road map is a strategic plan. The following strategic plan will identify various methods of arriving at a future devoid of anti-social and disturbing behaviors by customers of large entertainment venues.

Defining the Future

The Sacramento Police Department, upon which this strategic plan will be based, is a large urban law enforcement agency, with a total of 706 sworn police officers. The agency polices a city of ninety-eight and a half square miles and 409,000 residents. This population more than doubles during the workday, as commuters arrive at the many government and non-government jobs in the capitol city of the State of California. The Sacramento Police Department is nationally recognized for its high level of professionalism and community service. The organization have often led the way in providing state of the art equipment and technology to its officers, such as M26 Tasers, in-car cameras and Versaterm in car mobile computers. The Department has also pioneered large scale projects, such as the federal COPS Office-funded Racial Profiling Data Collection project.

This strategic plan contains recommendations which law enforcement agencies can

implement in an effort to ensure that communities have safe, enjoyable, and financially successful entertainment zones. The ultimate success of this plan will rest on whether law enforcement agencies are able to bring all of the critical stakeholders to the table, and to guide them all towards this worthwhile goal.

Vision

A vision statement was created to articulate the desired future:

Our community's future health is inextricably linked to public safety. The Sacramento Police Department's vision for the future is to deliver more than just law enforcement services. Problem solving in public safety will not occur in isolation, but calls for the active involvement in the strengthening of the social, cultural, and economic fabric of our community.

A mission statement serves to guide and inform members of an organization. It provides focus for the current work of the employees as well as guidance for futures planning.

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.

Implementation of the strategies outlined in this chapter will create an environment, for the Sacramento Police Department or any large urban policing agency, in which entertainment venues can be enjoyed safely, profitably, and with minimal police involvement. The following strategies are designed to encourage responsible business practices, swiftly and meaningfully sanction violations of entertainment permits, encourage attendance by a broad cross-section of the community, strongly discourage disruptive and/or illegal behaviors by patrons, and eliminate the currently experienced drain on law enforcement resources to police these zones.

Organizational Analysis

A strong organizational analysis is a necessary precursor to the successful development and implementation of a plan. The structured analysis method used in this paper is called SWOT, an acronym for the identification of the current strengths and weaknesses of the organization, and the outside threats and available opportunities to the organization. The SWOT analysis following was conducted on the Sacramento Police Department relative to that department's readiness for change in its method of responding to disturbances at large entertainment venues.

Internal Strengths

- The Sacramento Police Department has a strong and positive relationship with the community. Community members actively participate in neighborhood problem solving. This support is beneficial when passing local ordinances or when working with local businesses on issues related to quality of life.
- The police department is administering a grant which supports two officers who work exclusively on issues related to ABC licensed establishments. They have a close working relationship with the local ABC officer. This relationship has facilitated a much quicker response to problems in entertainment zones related to ABC licensees. First hand observations by ABC officers have resulted in sanctions against licenses, which are very effective tools to gain compliance by business owners due to the loss of revenue the sanctions cause.
- Police management is highly motivated to resolve the law enforcement issues related to entertainment districts due to the overtime expenditures involved.

- The police department is in the process of developing an entertainment ordinance, which would allow for the better management of permits and more accountability of business owners. This ordinance would create a process to expeditiously revoke a permit from a business which chronically creates public safety problems.
- Members of the department are well versed in community oriented policing practices and are accustomed to thinking and acting creatively when problem solving.

Internal Weaknesses

- The police department lacks an effective police liaison with the merchant's association. This merchant's association, which serves the largest entertainment area in the city, has historically been less than cooperative with the police department in managing problems caused by its members.
- It currently takes a lengthy and detailed investigation with overwhelming evidence to sanction a dance or music permit and repeated violations after warnings to revoke it. This process, often taking many months, perpetuates the continuing drain on police department resources caused by these negligent establishments.
- Budget requirements negate the possibility of overtime use to enhance the limited staffing available for enforcement at problem locations.
- Due to state budget shortfalls, it is very difficult to acquire sufficient resources from parole, probation, and ABC to effectively and promptly attack problems within their purview. This lack of assistance places an additional strain on already taxed police employees.

External Opportunities

- There has been a noticeable increase in negative media coverage of crowd behaviors at large entertainment venues. This type of publicity tends to rally support for police and other actions against responsible businesses, and it increases the likelihood of support by the community for an entertainment ordinance.
- Large entertainment venues are generally high profile locations within a community due to their visibility and revenue-generating capacity. Any threats to this therefore garner fairly swift attention from local government.
- The Sacramento Police Department currently enjoys very high public regard and support due in part to excellent work during a volatile United States Department of Agriculture conference in June 2003.
- The police department has a very good working relationship with many individual businesses and associations. These organizations can assist police and the community by encouraging responsible business practices.

External Threats

- Hard core Bay area gangsters are moving in to the Sacramento area, both to live and to deal drugs. This situation has ratcheted up the confrontations and violence to a new level. These outside gangsters are using the downtown entertainment zone as a location for turf battles with local criminals.
- Organizations such as the American Civil Liberties Union actively oppose attempts to place limitations on entertainment permits, such as restricting certain types of music.
- The process for passing a controversial ordinance, such as this one, is often lengthy. This ordinance, recently passed, was in development for over a year.

- The enacted entertainment ordinance is untested.
- Local government has not become actively involved in efforts by the police department to restrict disruptive behaviors in public at entertainment venues.
- Economic changes have left the city with a budget shortfall. This situation creates a city government-driven disincentive for police officials to take actions against businesses which would result in a loss of revenue.

Stakeholder Identification

A stakeholder may be defined as any person or entity who has influence on, or are influenced by, the issue at hand. This is a very broad description purposely. The inclusion of all possible stakeholders is critical to the success of any strategic plan. The best laid plans have failed upon implementation due to the failure to recognize and involve a stakeholder, who then becomes a “deal breaker.” The following stakeholders have been identified as being involved in the issue of police response to disturbances at large entertainment venues.

Entertainment Business Owners

This group has much at stake. Strict entertainment ordinances can reduce their choices as to how they run their business. On the other hand, establishing voluntary guidelines can minimize problems and therefor reduce the need for ordinances. Such guidelines may also discourage some customers from patronizing the establishment. Loss of permits or licenses due to violations or disturbances by patrons can result in the business failing.

Merchants Associations

Merchant Associations are in the business of supporting healthy economic opportunities for their members and/or in their geographic area. Such groups may be in the position of both supporting a particular entertainment business while at the same time fielding complaints regarding it from other member businesses and other stakeholders. Disruptive crowds from irresponsible entertainment businesses can dramatically impact the customer base if people are uncomfortable or fearful to go to the area. The support of this group for actions to control crowds (such as an entertainment ordinance) can be influential with both the business owners and local government.

Neighborhood Associations/ Community Activists

Community members are often the most heavily impacted of the stakeholders. They may experience increased traffic, drunken driving, noise, fights, and trash from the patrons of nearby entertainment businesses. Revenues generated by local taxes paid by the entertainment businesses may also impact them through neighborhood improvements paid for from the general fund. This connection is often too indistinct for individuals who are awakened every Friday and Saturday night by noisy revelers. Residents and neighborhood associations in the area surrounding entertainment venues often have considerable influence over local government decisions with regard to issues related to their quality of life.

Alcoholic Beverage Control Officers

Alcoholic Beverage Control Officers are responsible for ensuring that businesses abide by their licensing requirements. These include such things as ensuring that minors and obviously intoxicated persons are not served, as well as ensuring that the business does not significantly increase crime in the area. These officers have very large case loads, and the

process for sanctioning a problem licensee is long. Nevertheless, these officers wield great influence with the licensees as the loss or sanction of their license would be financially devastating.

Local government

Local government must balance the various needs of the community. These needs include revenue generation, through the taxes paid by businesses and through the money spent by visitors to the entertainment venue. These also include creating a vibrant night life which will draw visitors to the area, as well as ensuring quality of life, which will keep visitors coming and residents from leaving. They must be responsive to community complaints, and must also monitor law enforcement expenditures related to the policing of entertainment zones.

Private Security

Private security officers, both armed and unarmed, are often hired to provide services at entertainment venues. They are expected to manage the crowds as directed by their employer and with the number of persons hired by the employer. This situation is sometimes problematic, as employers may not wish to pay for the appropriate number of security personnel. They may also chose a company based on price rather than skill. And employers may expect security personnel to act outside the scope of their training or the law in order to prevent a police response. Such expectations place private security companies in the position of turning down work, or accepting the work under uncomfortable or dangerous circumstances.

Patrons

Patrons, or customers, drive the suppliers, or businesses. Those businesses which provide a service which is popular amongst the patrons will succeed. Patrons very quickly vote

with their feet. A location that changes its music style or DJ may lose its clientele literally overnight. The demographics of the patrons change with the type of entertainment provided. A sports stadium draws from a broad cross-section of the community, as families and persons of all ages attend sporting events. Nightclubs generally attract single persons in their twenties and thirties. Video arcades attract young persons in their teens.

Police Officers

Front line officers are called upon to manage issues related to large entertainment venues, including crowd management, reports of assault, traffic congestion, drunk driving, and noise disturbances. Officers assigned to these locations can be subjected to verbal, and sometimes physical, assaults by persons whose judgment is impaired by youth or alcohol. The officers are always greatly outnumbered by the patrons, and therefore have limited tactical options for crowd management.

Police Management

Police managers must strike a balance between the needs of the community, and the needs of local government to support business. Police staffing may be impacted by demands placed on them to manage crowds while at the same time responding to calls for service from the rest of the community.

American Civil Liberties Union

The ACLU and other civil rights organizations may become involved in attempts by local government to regulate entertainment businesses. Any attempt to legislate the type of music played within a club, or the dress code for patrons, may meet with vocal resistance from such groups. If given an opportunity, such groups have been known to file lawsuits.

To successfully implement a project of any size, the manager must plan for the unanticipated obstacle or opponent, known as the “snaildarter.” In this project, the media could act in this capacity.

Media

The media is the primary source of advertising for entertainment businesses. Nightclubs draw much of their business from radio advertising. The media also influences attendance by reporting on events at the venues. Positive stories regarding popular artists and unusual nightclubs draws clientele. Negative stories regarding violence and unruly crowds discourages attendance.

Development of Key Strategies

In order to arrive at a future resembling the optimistic scenario in Chapter 2, key strategies must be identified and implemented. The following strategies take a multi-disciplinary approach to the problem of disturbances at large entertainment venues.

Strategy 1

Establishment an Entertainment Venue Committee which includes members of all stakeholder groups. This committee should meet regularly to address issues of concern relative to the entertainment venue. Recommendations from the committee should carry significant weight with local government decision makers.

Strategy 2

Develop and implement a powerful zero tolerance entertainment ordinance. This ordinance should include language which establishes a protocol for permit issuance and

revocation. This process should involve the Entertainment Venue Committee. There should be stringent screening of applicants to ensure that persons who have been irresponsible in the past do not negatively impact the community. The revocation process should be thorough but swift. Education and probationary periods should be established for permit violators in an attempt to bring them into compliance before revoking the permit.

The ordinance should include provisions for reimbursement by businesses to the local government for law enforcement expenses incurred in managing disruptive crowds. The ordinance should also establish a towing provision for vehicles with loud stereos.

Strategy 3

Enhance the current public transportation system to support the entertainment venue during its hours of operation to reduce traffic congestion and driving while intoxicated. Public transportation must be in operation and easily accessible during the hours of operation of the entertainment businesses. This action, coupled with increased parking rates, reduces traffic congestion and drunken driving.

This strategy may also involve taxi chits provided both by the nightclubs or by public or private funding. Implementation of this strategy can be expected reduce traffic congestion, drunk driving, reckless driving and cruising problems in the area of the entertainment venue.

Strategy 4

Provide free ongoing training for business owners on how to prevent the service of alcoholic beverages to minors or obviously intoxicated persons. Partnerships with organizations such as Mothers Against Drunk Driving, California Highway Patrol, Alcoholic Beverage Control, and other non-profit organizations should be established. These partnerships can

develop and implement training programs (some of which already exist) to ensure that alcohol service staff have the skills necessary to prevent license violations. The training should be of no cost to the owner, available frequently, and provided on-site to staff. This will minimize the impact on the business and encourage participation.

Strategy 5

Provide business owners with training on how to ensure a safe environment for their patrons both inside and outside their establishment. This training should be offered in a similar fashion to that described in Strategy 4, and should teach staff methods of minimizing stress and violence both inside and outside the business. This training should cover minimizing potential weapons by eliminating glass bottles and glasses and replacing them with plastic. Furniture and other fixtures should not have sharp edges, and not lend themselves to use as a weapon or thrown object. Common areas should provide enough space that persons aren't subject to bumping or pushing by other crowded patrons.

Security personnel should be professional and courteous in their demeanor. They should be trained and skillful in conflict resolution techniques. There should be an established minimum acceptable ratio of security staff to patrons to allow for effective crowd movement at closing.

Strategy 6

Ensure curfew and loitering violations are enforced and underage drinking is prevented. Minors who are unable to enter nightclubs often loiter in the area. Entertainment venues are attractive places for young gangsters to hang out, and consequently can become the site of inter-gang warfare. This places both the young people and other patrons at risk. Zero tolerance

enforcement of curfew laws can prevent violence both between and against the young people loitering.

Young people who are not able to enter the clubs may loiter and drink alcoholic beverages in the area. Strict enforcement of the law relative to underage drinking and open containers in public can discourage this behavior as well as violence.

A clear and enforceable loitering ordinance will also assist. The area must be clearly posted to prevent loitering, and the local district attorney must be supportive to ensure that loitering violations are prosecuted.

Strategy 7

Local government planners should create multi-use areas to ensure that entertainment venues are not flooded with large numbers of rowdy late night revelers. These areas should include both daytime and nighttime businesses. To be most effective, they must draw from a variety of demographics. This can reduce the numbers of young people, many of whom have been drinking, on the street. Other evening entertainment such as movie theaters, comedy clubs, theaters, and live music can help round out the entertainment offered.

These strategies will bring all stakeholders together for a common purpose, to create a lively entertainment venue which is profitable for the business owner, safe and enjoyable for the patron, revenue-generating and non-disruptive for the community, and which requires minimal police intervention.

The next chapter will describe a transition management plan to implement the strategies described. This plan will help the organization get from its present state to that desirable future described above.

CHAPTER FOUR

TRANSITION MANAGEMENT

People prefer the familiar. They are creatures of habit who will sometimes remain in an uncomfortable situation rather than venture into the unknown. Transition management is designed to bridge that gap. By creating a plan for reaching the desired future, that condition of uncertainty is minimized, replaced by the excitement of a future filled with new and exciting possibilities.

Commitment Planning

Change does not occur in a vacuum. It requires a catalyst, which in turn sets off the series of events which create the changed state. The catalyst can be an accidental event, such as a tragic shooting or drunken driving-related accident. Or it can be planned. The first step in planning for change is to identify those who will be instrumental in accomplishing it.

Commitment planning is just such a structured tool. It is used to identify those whose support for the change is beneficial and desirable. Within that larger group exists the critical mass. This subgroup acts as the catalyst for planned change. They are the most influential, dynamic, key or essential actors in the change process. Without them, change will not occur.

Therefore, the planner must identify all change agents, isolate the critical mass, develop a plan for engaging these key players, and then following through to ensure that they are on board. The following groups are potential change agents in the development and implementation of strategies to ensure effective police response to disturbances at large entertainment venues:

1. Chief of Police
2. City Council
3. Police Management
4. Police Officers
5. Entertainment Business Owners
6. Merchants Associations
7. Community/ Neighborhood Activists
8. Civil Rights Organizations
9. Patrons
10. Private Security Companies
11. Alcoholic Beverage Control
12. Local Government Employees
13. Media
14. Alcohol Beverage Companies

The change agents necessary for critical mass vary depending on the issue. The commitment planning chart that follows is an example of the critical mass change agents in the passage of an entertainment ordinance. The commitment planning chart identifies where each agent stands on the issue now, and where they need to be in order for the change to be successful.

Critical Mass Members	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police			X O	
City Council		X		O
Entertainment Business Owners	X		O	
Neighborhood Activists		X	O	

Commitment Planning Chart
Table 4

Note: X = where now

O = where needed

Responsibility

The following chart outlines both the decisions or actions which are necessary to arrive at the desired future and those who are involved in them. This process assists planners in determining the role of each above identified actor. Upon completion of the responsibility chart, it is clear who key decision makers are and where conflicts may exist. These conflicts must be resolved before the process of change can successfully continue.

Decisions or Acts	Actors													
	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Establish Entertainment Venue Committee	R	S	S	S	S	S	S	I	I	S	S	S	I	I
Pass Entertainment Ordinance	S	R	S	I	S	S	A	I	I	I	S	I	I	S
Create Public Transportation System	S	R	I	--	S	S	S	--	S	--	--	S	S	S
Create and deliver ABC Training	S	S	S	S	S	S	S	--	I	I	R	S	I	S
Create and deliver safety training	R	S	S	S	S	S	S	--	I	S	S	S	S	--
Enforce curfew violations	R	S	S	S	S	S	S	I	I	S	S	S	I	--
Pass loitering/ Cruising ordinance	S	R	S	S	S	S	S	S	I	S	S	S	I	--
Create multi-use planning policy	S	R	I	I	I	I	S	--	--	--	S	S	I	S

Responsibility Chart
Table 5

Actors

1. Chief of Police
2. City Council
3. Police Management
4. Police Officers
5. Entertainment Business Owners
6. Merchants Associations
7. Community/ Neighborhood Activists
8. Civil Rights Organizations
9. Patrons
10. Private Security Companies
11. Alcoholic Beverage Control
12. Local Government Employees
13. Media
14. Alcohol Beverage Companies

Key

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

Analysis of the Responsibility Chart

Establish an Entertainment Venue Committee

The police chief was identified as being responsible for the formation of an entertainment venue committee. Most of the actors need to support this committee through active participation. Civil rights organizations, the media, and patrons in general (excluding participants on the committee) should be kept informed of decisions made by the committee.

Pass an Entertainment Ordinance

The actual passage of the ordinance will be the responsibility of the city council. The police department must support the ordinance during development and implementation, and therefor must support its passage. Other key players are the neighborhood and community activist. As influential voters, they have a significant role in the approval process.

Enhance Current Public Transportation System

The city council has primary responsibility for expanding public transportation to include the hours and locations required to move crowds safely in and out of the entertainment venues. They will be required to work with agencies or businesses which provide public transportation. The support of merchants associations, community activists and the media, will be critical in securing such an expansion.

Create and Deliver ABC Training

The responsibility for this rests with Alcoholic Beverage Control. Many of the actors should support this endeavor, and can even assist in delivery of the training.

Create and Deliver Safety Training

The police chief will be responsible for ensuring that safety training is developed for entertainment business owners and their staff, including private security officers. This may be developed in conjunction with merchants or entertainment business associations or based on published studies of strategies for entertainment venue safety. This training must be supported by police management, who will ensure proper delivery of the training. The entertainment businesses and merchants associations must support the training. The patrons must be clearly informed as to the safety requirements within the venue.

Enforce Curfew Violations

The chief of police is responsible for ensuring the aggressive enforcement of curfew violations at entertainment venues. This may require additional staffing, or the expenditure of overtime. Accomplishing this will require the support and action of the police management and police officers. It is especially beneficial to keep media informed of curfew enforcement to encourage knowledgeable citizens to voluntarily comply with the law.

Pass Loitering and Cruising Ordinance

The passage of a loitering and cruising ordinance for the entertainment zone is the responsibility of city council. The successful passage, however, is dependent on the support of law enforcement and citizens groups. Support from merchant associations and entertainment business owners is highly desirable.

Create Multi-Use Planning Policy

The creation of a city multi-use planning policy is the responsibility of city council. The support of community activists is key to the success of this policy. The cooperation of ABC is

also necessary to ensure liquor licenses are distributed within the city's density plan. Merchant associations are also key supporters as they will work toward attracting the variety of businesses required to fulfill the plan.

Implementation Plan

The following is a five year implementation plan which, when accomplished, will result in a safe, profitable entertainment venue with a minimum of disturbances.

Phase One

Large urban law enforcement agencies must establish meaningful partnerships with all stakeholders involved in managing the environment around entertainment venues. This needs to include open dialogue relative to the perceived issues, which can include such sensitive topics as hip hop music, race relations, and First Amendment Rights.

In year one, the police department should establish an inclusive entertainment venue committee. The initial role of the committee should be to develop a complete understanding by all participants of the perspectives involved. In other words, law enforcement committee members should educate themselves as to the responsibilities of owning an entertainment business and vice versa. The local government employees responsible for managing entertainment related permitting should attend a nightclub closing to get a first hand view of what the neighborhood experiences. Patrons and community members should discuss how to prevent patrons from disrupting the sleep of residents. Ultimately, each member will be fully capable of acting in the best interests of the community as a whole. A good technique for establishing this type of group rapport comes from the concept of interest-based negotiations.

Development of cohesiveness will require frequent meetings over a period of several months. This rapport should be developed prior to any discussions of issues. This process may take up to six months depending on the makeup of the committee. (The less emotionally charged and the more open minded the membership is, the sooner the group will establish rapport.)

Once this background work has been completed, the first responsibility of the committee should be to develop a viable entertainment ordinance. The directives of this ordinance should be established by group consensus, and should receive full committee support to the city council. The committee can concurrently develop language prohibiting loitering and cruising in entertainment zones. This ordinance can either be included in the larger entertainment ordinance or as a standalone. Once completed, these ordinances must be vetted by the city attorney before going to city council. This process will take at least a year.

The responsibility for attending/managing the entertainment venue committee should rest with the operations manager in whose area of responsibility it lies. Line level and first line supervisors may also participate in the committee. There will be no additional cost to the agency beyond existing staff salaries.

Phase Two

This phase consists of the primary implementation portion of the plan. During year three, the enforcement options created by the committee will be applied to the area in question. The plan will be adjusted as necessary. In addition, proactive training programs between the partners will be delivered. This includes safety and ABC training, as well as any training or educational needs identified by the committee.

The costs for enforcement and training should be absorbed by the agencies involved

through the use of current staffing. Some overtime expenditures may be required both for trainers and for the recipients of the training. Responsibility for enforcement rests with the area police manager. The goals of the enforcement arm of this plan must be effectively communicated to the line level staff who will be applying the ordinances. (This explains in part the value of including line level employees in the committee.)

Phase Three

During year four and five, a regional task force should be established to investigate the expansion of public transportation services into entertainment venues and during times when entertainment businesses will be closing. The accomplishment of this goal will greatly diminish traffic congestion, drunken driving, and noise complaints from the surrounding neighborhoods. Some cost recovery may occur through the use of DUI reduction grants. There is currently a precedent for such service to large sports complexes such as Pacific Bell Park in San Francisco.

Depending on the type of public transportation, the costs may be large. Bringing light rail tracks into an entertainment venue could cost millions of dollars. Extending bus service, however, would add the minimal additional cost of adding late night staffing and routes.

Concurrently with this, the city council should develop a city-wide multi-use planning policy. This policy should designate recommended numbers of on and off sale liquor establishments, as well as dance and live music permits. The city should partner with ABC and community activists in the development of these guidelines. Secondly, the city should create incentive programs to attract a wide variety of nighttime entertainment businesses to entertainment zones. The goal should be to bring a wide demographic variety of residents, as well as out of town visitors, to entertainment zones. This will reduce problems caused by

hundreds of young drinkers exiting multiple clubs at the same time. Instead, the area should include live music, theater, children's events, movie theaters, open spaces and sporting events which will draw both older and younger audiences. Such a strategy will assist in reducing the loitering and disruptive behavior by making such miscreants a very small minority of patrons within a large group of responsible witnesses.

There are no up front costs for such a policy. There may be an indeterminate cost associated with the development of incentives to attract desirable nighttime businesses to an entertainment zone.

This plan should produce immediate and tangible results through the education and rapport developed amongst the stakeholders. Results will be measurable over the short term in reduced calls for service and community complaints to the police department. A sampling of June and July 2003 calls for service in Old Sacramento is exemplary. Weekend calls for service reflect the impact of entertainment crowds on the police and community. From the hours of 9:00 p.m. to 4:00 a.m Saturday night to Sunday morning, there were a total of 94 citizen and officer initiated calls for service. Conversely, during the same period on a Tuesday night to Wednesday morning, there were a total of seven calls for service. As a result of the implementation of "sideshow" abatement programs in entertainment zones in the city of Oakland, that city saw a reduction in law enforcement overtime expenditures from \$1.5 million to \$300,000 per year.¹⁵

This comprehensive plan is expected to produce even more dramatic results. Long term results will include broader community participation in local entertainment and greater revenue production for the city.

This plan can in no way be considered all encompassing. The act of meeting and creating

relationships with other stakeholders changes the dynamics of the situation and may create change with no further action taken by local government. Long term solutions, however, require that police agencies remain flexible and responsive to changing community values and behaviors.

If in fact observations of increasing defiance and violence continue unabated, the future will be as bleak as that described in Chapter Two with the community hiding behind barred doors after dark. On the other hand, the leadership of large cities may choose to act now to ensure the viability of its entertainment venues long into the future.

The final chapter will review the ideas presented heretofore and discuss where this issue may be headed in the near and distant future.

CHAPTER FIVE

CONCLUSION

This project was a study of what strategies large urban police departments might use to ensure effective police response to disturbances at large entertainment venues by 2008. It has painted a picture of the disturbing behaviors occurring at large entertainment venues, which will continue to occur without appropriate community intervention. The issues are basically the same, whether related to soccer fan violence in Romania or gang violence around nightclubs in California. The strategies proposed in this paper suggest the solution lies in creating interdependent relationships amongst the wide array of stakeholders to this issue.

What has not been addressed here, but remains a crucial element of this issue, is why incivility has grown to such an extent in 2003 that persons seeking entertainment include violence and public disturbance in that category. Indeed, it is not clear without further study that incivility itself has grown. Perhaps population density has rendered more obvious and prevalent that which has always existed.

The application of the strategies suggested in this paper will reduce the need for large urban law enforcement agencies to respond to disturbances occurring at large entertainment venues. The short-term strategies, such as the passage of an entertainment ordinance, will create a set of consequences for those engaged in public disturbances, those who profit from them, and those whose greed encourages them to ignore the situation and their responsibilities. The long-term strategies proposed, such as a multi-use planning policy, will create an environment

resistant to the kind of anonymity required by people who defiantly impose their violence or misbehavior on others.

Most of the strategies proposed in this paper can be implemented at no additional cost to the agencies beyond existing human resources. Despite this, a tremendous commitment of time will be required to accomplish the kinds of relationships necessary to make this plan viable. This time commitment over the long haul is daunting to police managers and civil servants who are already working long hours under constant deadlines. Nonetheless, it is this one element which is crucial to success.

It is urgent that communities who are experiencing, or who may experience in the future, ongoing disturbances in their entertainment venues, act now to implement some or all of the strategies suggested in this paper. Failure to act by local government, and the ensuing lack of consequences to uncivil behavior, will attract the miscreant to that unprotected venue. In particular, communities who do set boundaries that discourage antisocial behavior will find themselves free from it, while communities who do not will find themselves overrun by cretins.

APPENDIX A

List of Trends

1. Outside promoters, reckless and/or greedy
2. Musical trends
3. 24-hour drug induced activity
4. Fear in the community of the impact of entertainment venues
5. Revitalization of central cities
6. Numbers of use permits
7. Aggressive under age kids
8. Non-resident involvement
9. New permit applicants, non-bar type, in it for the money
10. Demographics
11. Community involvement, all areas, including permit process
12. Police costs, including staffing, vs. local government revenue
13. Societal acceptance of disruptive behavior
14. Club size/ capacity
15. Economic trends
16. Untrained, irresponsible security
17. In house vs. outside security

18. Overtime vs. off duty officers
19. Financial gain driving city decision-making
20. Civil liability of club owners
21. Increased advertising in increased types of media
22. Stakeholder communication
23. Rules or guidelines established by clubs
24. Media involvement
25. Specialty police units for entertainment zones
26. Entertainment ordinances or guidelines
27. Community satisfaction with city services
28. Police coordination meetings
29. Public education
30. Tourists, uninformed of club rules
31. Police task forces
32. Street festivals
33. Entertainment intel
34. Entertainment commission
35. 21 and under clubs
36. Police guidelines for club security
37. Crowd control before, during, and after event
38. Crowd behaviors, including “spectating”, showing off, defiance, confrontation, and
risk-taking behaviors

39. Vehicle issues, including cruising, DUI, reckless driving, parking , congestion, and traffic
40. Criminal behavior, including stolen vehicles, assaults, and vandalism

APPENDIX B

List of Events

1. State Fair
2. NBA championship
3. Filming of movie
4. High profile shooting
5. Nightclub fire
6. Riot at a concert
7. Act of terrorism at entertainment venue
8. Natural disaster at entertainment venue
9. Large civil judgment against a business owner
10. Major depression
11. Downtown stadium built
12. Musical group draws too big a crowd
13. City sponsored musical event on city property
14. Visiting dignitary
15. Irresponsible media coverage
16. Plane crash

17. High end housing development in Old Sacramento
18. Charitable event
19. Large civil judgment against the city
20. Consent decree against police department
21. Overflow crowd at a club
22. Riot during Jazz Festival
23. Unexpected/non-permitted event
24. Light rail crash
25. New club drug
26. After hours policy established
27. New disease traced to entertainment venue

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