

REDEVELOPMENT: WHAT ARE THE REAL IMPACTS TO MID-SIZED MUNICIPAL
POLICE AGENCIES?

By

Lt. Ron Iizuka
Culver City Police Department

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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 considerations.

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

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

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

REVELOPMENT: WHAT ARE THE REAL IMPACTS TO MID-SIZED MUNICIPAL POLICE AGENCIES?

California legislators recently passed a state budget that has targeted Redevelopment Funds to help offset the State's \$26 billion dollar deficit. According to a July 30, 2009 article in the Sacramento Bee, the State has identified \$1.7 billion dollars of redevelopment funds to help balance the State's budget (2009, July 30. p 3a). What implications will this have to police services and other services provided to communities?

The discussion about the future of redevelopment is taking place in communities to address the decline in funding and related issues. There are also conflicts facing police agencies in cities based upon new developments and the increasing demand on their services. For example, many cities in Los Angeles County are facing new redevelopment projects in their communities. Limitations on useable land results in a number of high-density mixed use buildings in one structure. Will mixing these residential, commercial and retail uses in redevelopment projects have a significant impact on the police agencies that provide services to them?

Background

According to the California Redevelopment Association, Redevelopment is a process created to assist city and county governments to eliminate blight from an area, and to achieve desired development, reconstruction, and rehabilitation including, but not limited to: residential, retail and commercial and industrial uses, and retail (California Redevelopment Association <http://www.calredvelop.org>). California City Council's serve as the Governing Broad for the local Redevelopment Agency. Then there is a redevelopment agency and a citizen commission

appointed by City Councils to review and hold public hearings for new projects. Redevelopment Agency staff conducts the day-to-day operations and implementation of different projects (CRA <http://www.calredevelop.org>).

Cities get involved in redevelopment because it is economically viable to do so, and it has become a primary tool to improve the quality of life for residents, visitors, and businesses. Redevelopment strives to eliminate economic blight, expand the supply of medium and low-income housing and create job opportunities for more people (<http://www.calredevelop.org>). Cities and communities all prosper when redevelopment becomes the vehicle in which communities can grow and provide economic stability to all of its residents. With that being said, redevelopment enables communities to grow and develop economically but does it address crime issues realistically?

The California Experience

In California, redevelopment began with the Community Redevelopment Act (CRA) which was enacted in 1945(<http://www.calredevelop.org>). The Act's intent was to address blight and decay in California Cities. In 1951, the CRA was codified, and renamed the California Redevelopment Law (Health & Safety section 33000 et seq). At that time the authority for tax increment financing was added. By 1976, redevelopment project areas have been established in every major urban area in the State. In 2002, there were 413 redevelopment agencies in the state (<http://www.calredevelop.org>).

According to the California Redevelopment Association the primary funds for redevelopment projects come from tax increments, which are based upon the increased assessed value of the property after the projects are adopted. Other sources of funds are from loans, grants

and issuance of tax allocation bonds. All of these sources are used to redevelop areas in communities to improve the quality of life (<http://www.calredevelop.org>).

What does redevelopment mean to public safety? If redevelopment does not occur in a community suffering from blight and economic duress, it becomes a starting point for crime (<http://www.caldvelop.org>). According to California Redevelopment Association redevelopment is the state's answer to a stimulus package. Redevelopment generates 310,000 jobs, \$32 billion dollars in economic activity and generates \$1.6 billion dollars throughout the State (<http://www.caldvelop.org>).

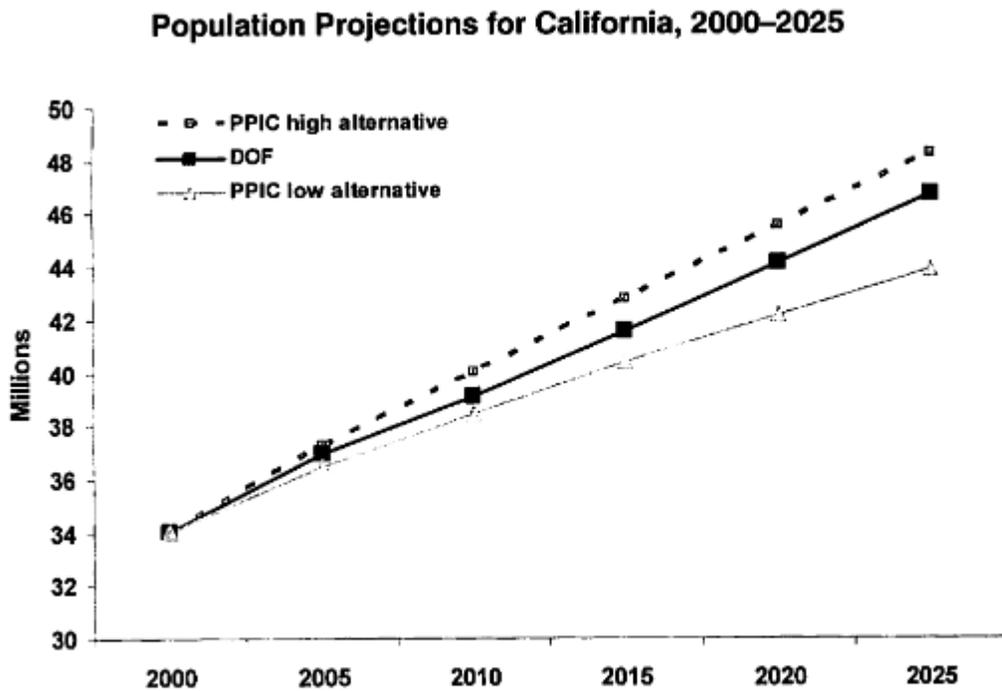
How it Works

When a Redevelopment Agency identifies a project area it must submit an implementation plan to collect tax increments from the property value and the value is frozen. The Agency is then able to collect a larger portion of the tax increment generated within that project area. This caused some concern by the public, and in 1993 the State Assembly passed AB 1290. This bill specified term limits for new and previously adopted project areas and the redevelopment plan. It also limited the term of the available tax increment monies and the agency's redevelopment powers (<http://www.assembly.ca.gov>). All projects should be completed by the expiration date, although the Redevelopment Agency can request an extension but must provide ample evidence to support it.

The expiration of redevelopment funds is an important component that could negatively impact police resources. In the initial planning phases, funds can be set aside to offset costs to allocate new police officers to combat crime and traffic congestion in new redevelopment zones. Successful redevelopment projects that have minimal impact to crime enable communities to

have a sound infrastructure to ensure the next generation lives in a safe and environmentally friendly community (<http://www/calredevelop.org>).

As can be seen by the accompanying chart, California's population will continue to grow for decades to come. With or without redevelopment, it will impact public safety and urban planning as communities work to maintain a safe community. According to the Public Policy Institute of California, the State will gain seven to eleven million new residents from 2005 to 2025 (2008 p1).



In examining the current trends of population growth and redevelopment some of the issues that will impact police agencies in the future are:

1. Response times could increase due to more people in the community.
2. Manpower and the demand for more police officers may increase.

3. Crime may go up (crime could also go down-some cities show a reduction, because in theory, unemployment is lessened with redevelopment .etc.
4. The problem many communities are facing now is the budget reductions to police agencies.

Police executives know an increase in population often results in increase in calls for service. According to an article review by the North Carolina Sociological Association on Population Growth, Density and the Costs of Providing Public Services, it does have an impact to the cost of providing public safety (2004, p.1). Based on the review of density and population growth to the community, Corona Police Chief Richard Gonzalez told his city's Redevelopment Agency and City Council members that there are number of causes of crime. He included population increases does have an impact to the community (2007, Volume 54, book 1, p.158). In a community that had experienced rapid growth in his community, Police Chief Jim Domenoe of Temecula said in an interview, "With more population comes more crime" (2005, p1).

The State of California is facing huge budget problems but local communities and redevelopment agencies are still planning new projects every day. In Los Angeles County there are forty-six municipal police agencies thirty-seven of them are made up of 150 officers or less. The impact of redevelopment to mid-sized police agencies could have a tremendous impact to the services they provide (2009, June 30). Police agencies must be willing to adapt to the demands that come with population increases and a more dense society. We will take a closer look at one of those agencies. This community with significant recent redevelopment activity that may be an example to others of the options for public safety during a time of redevelopment activity.

Culver City, CA

The City of Culver City is 5 square miles, with a daytime population of 250,000 and a nighttime population of 40,000. It is situated in western Los Angeles County, north of the LA International Airport; generally bounded along its western border by the I-405 Freeway. The City is also home to Sony Entertainment, Symantec, Fox Hills Mall, Culver Studios and Columbia Pictures. The Police Department has 114 sworn officers. As recently as 2001, the Department staffed as many as 134 sworn. Due to a declining budget it lost 20 positions beginning in 2002. In 1999, the City Council and Redevelopment Agency saw a need to improve the City's economic conditions especially in the downtown area in which was in desperate need of modernization and opportunity to develop a solid plan for the city to grow and prosper. The Redevelopment Agency is still in the process of working on five current projects.

1. The Washington/National project which involves a light rail project attached to a housing and commercial development.
2. The project is a development named Washington/Centinela which is a commercial project which includes office condominiums and businesses.
3. The project the Baldwin Site which is a 37,000 square foot commercial building.
4. Fox Hills Mall project is the renovation of a local mall which is projected to be completed in October 2009, at a cost of 75 million dollars.
5. The Culver City Council approved a 12 story office complex located in the city. There was much controversy over this project with opposition coming from residents because of the height of the building. The article in the Daily Breeze states the project will generate 15.5 million dollars of new tax revenue. The draft EIR also

stated that the developer would pay for a police motorcycle and a new ambulance for the Fire Department (2008, April 16, p. 1).

The City also has redeveloped and re-vitalized the city's downtown area. The area includes some thirty restaurants, Movie Theater, two parking structures, hotel and a host of new businesses. The project was completed in 2005 and has had a positive impact to the city's economic development and growth. In a recent LA Times article, Todd Tipton the city's redevelopment director was quoted "It's taking some effort to come to terms with this as the city grows and prospers." Also in the article one of the key issues voiced by the citizens was the problem of density and traffic. (2008, April 1.)

When this project was completed in 2005, the Police Department handled 577 calls for service in this particular reporting district. In the year 2007, the police responded to 632 calls for service and in 2008 the police responded to 602 calls for service. In its efforts to ensure the public's safety, the Department used a variety of enforcement strategies such as extra patrols, foot beats, reserve officers and being highly visible. Some of the cost was paid out of the Department's overtime budget and collateral duties. The downtown area in particular attracts large numbers of people who are enjoying the restaurants and other entertainment. As far as Part 1 crimes committed in this particular area in 2005 there were 37 in 2007 there were 35 and in 2008 there 32 reported Part One (serious) crimes. The Police Department attributed the decrease to extra patrols and a proactive approach by working with the merchants and business owners to identify potential issues. The Police Department's strategies were straightforward: to be proactive, be problem solvers and to do the right thing.

In another example, the Culver City Police Department reviewed an EIR for a new redevelopment projects and examined the impacts of the projects to the police department. The project involved the Symantec Corporation which built a new office complex which is approximately 550,000 square feet and cost 215 million dollars to build. (2006, June 1). Through the approval process, one of the impacts identified was traffic congestion in the area. One of the ways to help offset the traffic impact, Symantec donated \$30,000.00 to the department to purchase three new motorcycles to help relieve traffic congestion. This has not had a positive impact to traffic congestion as the city has not able to add any new motor officers to the Department.

In an interview with Captain Scott Bixby who oversees the department's traffic division, he said his office receives numerous complaints from the area's residents regarding parking and traffic issues. In 2008, the department wrote 30,466 parking citations citywide; in 2007 they wrote 35,494. In fact, residents expressed support for more enforcement for these violations, especially in the downtown area. Captain Bixby attributed the decrease in citations due to the lost of two parking enforcement officers. He also said the community believes that redevelopment has caused an impact to their quality of life in and around the downtown area (2009, July 27).

The City also has seen a slight increase in the Part 1 crimes during the past two years. In 2007 the City reported 1,802 crimes and in 2008 there were 1,648. The increase in crime was surprising as the City had experienced 20 straight years of a decreasing Part One crime rate.

All of these projects could have significant impacts to traffic and have a potential to cause an increase in crime, calls for service. In the current economic climate, many cities will have fewer resources to allocate in these new development neighborhoods.

New Ideas for Funding Sources

One idea that cities such as Culver City, City of Brea and the City of Newark have been exploring attaching a development impact fee for public safety to help subsidize the Police Department's need to allocate resources in the new development projects (1995, p3). The Culver City Redevelopment Agency has provided overtime funds to be used in the designated projects areas within the city. The funds are used to help police protect the project areas. Known as "pay to play", this can be examined and included in advanced budgetary planning for developments projects. This fee is designed to charge developers to help fund public safety and other city services. The City of Newark adopted four development impact fees to help provide funds for new public safety facilities (2007, p.1). In the City of Brea, they have adopted a Dispatch Impact Fee for all new developments and this fund helps provide and maintain police and fire services.

In a recent survey conducted through the California Police Chiefs Association there were nineteen cities who responded to the survey. All were either using redevelopment funds to help pay for officers or asking how to secure funds from Redevelopment Agency based upon new projects (2008, December 24). For example, the City of South San Francisco and San Jose use redevelopment funds to pay for officers and they are assigned to patrol development areas in their community. It is unknown if the patrol has had an impact to crime but it does allow the cities to hire and provide more officers to service their citizens.

It is apparent redevelopment will be a significant part of any planning for the future in many cities. Police agencies can participate not only to enhance public safety, but to pay for necessary services. In any case, police managers must be creative and use their imaginations to address impacts that redevelopment may cause.

Conclusion

Police agencies must be willing to adapt to the demands of the new development projects and become more influential in the process of approving these projects. City leaders and Police Executives must be knowledgeable about the rapidly changing environment and adapt their organizations to meet these challenges. The challenges are clear, especially in today's current economic conditions. Municipalities are faced with layoffs and budget shortfalls; the alternative of not doing anything will have a tremendous impact to agencies struggling to deliver even basic services. The viable option is to become more responsible and discover new funding through redevelopment that will allow law enforcement to continue to provide excellent service to the public.

The opportunity for police agencies to have a more active role in the development process is crucial. Police agencies will miss a golden opportunity to help supplement their budgets if they do not demand to be included in the approval of new projects. As redevelopment agencies plan for better communities, police executives need to ask the question; what impacts will this project cause to police service? And, how can we identify potential funds to support the infrastructure of the police departments? Only by answering these questions can we pay for the future we know we want for our cities and those we serve.

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