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POST

COMMAND COLLEGE - CLASS 20

OCT 25 1996

**WHAT ROLE WILL LAW ENFORCEMENT HAVE IN
ALCOHOL POLICY PLANNING BY THE YEAR 2005?**

157099

U.S. Department of Justice
National Institute of Justice

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Submitted By:

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20-0421

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

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

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

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

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SECTION 1

INTRODUCTION

Research shows that crime and community disorder can be adversely affected by the uncontrolled use of alcohol. High concentrations of retail outlets, poor zoning and planning controls, community apathy and ignorance, and the improper use of conditional use permits can result in an increase in crime. Research strongly suggests that effective alcohol policy planning can reduce crime and improve public safety.

BACKGROUND:

The consumption of alcoholic beverages is a legal and ever-present part of life in California communities. Alcohol is available in a vast number and variety of community settings -- both private (homes, private clubs, workplaces) and public (public places and public events). Assuming California follows national patterns in this area, about 46 percent of all drinking occurs in public places.¹

Alcohol's sphere of influence is not limited to adults. The California Attorney General's Office reports that 33% of 7th graders, 50% of 9th graders and 66% of 11th graders have become sick or drunk after drinking. A surprising 27.5% of 11th graders have been classified as "Excessive Alcohol Users."² The Chronicle of Higher Education (September 30, 1992) reports that 42% of

college students engage in "Binge Drinking." The Harvard School of Public Health found that 20% of binge drinkers said they indulged in binges three or more times in the two weeks preceding their study.³ Research shows that 95% of violent crime on college campuses is alcohol related -- in 90% of campus rapes, the assailant, the victim or both had been drinking.⁴

There is a plethora of literature identifying the correlation between alcohol and violence⁵ and alcohol and criminal behavior.⁶ Academicians have had trouble "proving" a cause and effect relationship between alcohol and criminal behavior, but it is accepted by several researchers given the high correlation between these activities.⁷ Even mainstream magazines such as U.S. News & World Report acknowledge the relationship:

. . . official investigations virtually ignored liquor's role in fostering crime and neighborhood discord in South Central L.A. [following the "Rodney King" riots] and in helping to ignite the orgy of looting and violence . . . alcohol has been the little noticed stitching on a vast urban quilt, connecting such seemingly distinct problems as crime, unemployment, black animus toward Koreans and communal distrust.⁸

Research clearly shows that within the cultural and social context of poverty, alcohol consumption greatly increases the likelihood of crime and violence.⁹

What Role Will Law Enforcement Have in Alcohol Policy Planning in the year 2005?

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ABSTRACT

Alcohol policy planning represents a new strategy for law enforcement and the communities they serve to reduce crime. Law enforcement has not yet embraced this strategy, despite an increase in private consultants and citizen groups who have identified it as a viable method to improve public safety. This study examines the future role of law enforcement in alcohol policy planning. Research findings show that alcohol policy planning will become an important crime reduction strategy in the next decade. The paper identifies how law enforcement can control alcohol availability in the communities they serve. Trends and events that could significantly affect the role of law enforcement in alcohol policy planning are also identified by a panel of experts. The role of law enforcement in policy implementation is also examined. A model transition plan is also provided to assist in implementation. Specific policy recommendations and suggestions are also made. Research data, graphics, non-extrapolative forecasted results, additional data in appendix, endnotes, and comprehensive bibliography.

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JOURNAL ARTICLE

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SECTION I

INTRODUCTION

Research shows that crime and community disorder can be adversely affected by the uncontrolled use of alcohol. Increased alcohol consumption is associated with increased violent crime and interventions that reduce drinking may also reduce violent crime. High concentrations of retail outlets, poor zoning and planning controls, community apathy and ignorance, and the improper use of conditional use permits can result in an increase in crime. Effective alcohol policy planning can reduce crime and improve public safety.

LITERATURE REVIEW AND BACKGROUND:

There is a plethora of literature identifying the correlation between alcohol and violence¹ and alcohol and criminal behavior.² Academicians have had mixed results trying to "prove" a cause and effect relationship between alcohol and criminal behavior, but it is accepted by several researchers given the high correlation between these activities.³ Even mainstream magazines such as U.S. News & World Report acknowledge the relationship:

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alcohol has been the little noticed stitching on a vast urban quilt, connecting such seemingly distinct problems as crime, unemployment, black animus toward Koreans and communal distrust.⁴

Research clearly shows that within the cultural and social context of poverty, alcohol consumption greatly increases the likelihood of crime and violence.⁵

Disturbances from public inebriety and illegal behavior in public near retail alcohol outlets are serious concerns to law enforcement agencies in 40% of California communities.⁶ These concerns are well grounded, as statistics show that alcohol is involved in more than 50% of family disturbances and domestic violence, 56% of assaults in homes and 60% of child abuse cases. FBI statistics show that 70% of murders, 41% of assaults, 50% of rapes and 55% of all arrests involve alcohol. Statistics also show that nearly 50% of jail inmates had been drinking alcohol just prior to committing the crime they had been convicted of.⁷ If alcohol has not been proven to cause criminal behavior it has been, at most, the foundation supporting or encouraging a vast proportion of violence and criminal activity or, at the least, "a common thread running through and connecting myriad antisocial and unacceptable behaviors."⁸

In 1990, the Pasadena Police Department conducted a study in conjunction with Dr. Friedner Wittman of the U.C. Berkeley Institute for the Study of Social Change showing that a third of all calls for police service involved alcohol. Over 52% of arrests were alcohol related. Surprisingly, this same study showed that a negligible number of these same calls (under 8%) involved illegal drugs or narcotics. The study was repeated with both the Pasadena and Fremont, California, Police Departments in 1992 with almost identical results. Police calls for service are more than six times as likely to be alcohol related as drug related. This fact calls into question the wisdom to spending virtually all of our limited substance abuse prevention dollars on "illegal" drug control.

Friedner Wittman, Ph.D., a leading proponent of alcohol policy planning, has shown that problematic concentrations of alcohol related outlets can drive out other types of enterprises and result in an increase in crime. Street drinking, harassment, assaults and drug dealing often occur near alcohol outlets. These problems often intensify as other commercial activities leave and as people begin to stay away from these areas.⁹

In the past few years, community planning and public health research has made it clear that communities can do much to control alcohol availability and the plethora of problems and criminal activity associated with it. Contrary to widespread belief, even

among law enforcement professionals, California communities have major responsibilities and the concomitant authority to manage the local distribution of alcoholic beverages on their own. Numbers and locations of bars and liquor stores; laws about drinking in public places and at public events; environmental planning; regulating public signs and advertising; and dealing with drinking customs in the community are all primarily a local responsibility. Unsocial and criminal behavior springing from the consumption of alcohol can be partially controlled through monitoring more closely public settings where alcohol is consumed and changing local laws and regulations.¹⁰ Local resources can be critical in regulating alcohol consumption, reducing availability and preventing alcohol problems and enhancing local quality of life.¹¹

For over a decade, law enforcement managers have focused significant prevention resources on gang reduction strategies and drug prevention programs (DARE, etc.). While beneficial, future success in these areas might only be experienced at the margin. Alcohol policy planning, on the other hand, is still a relatively new field and has the potential to deliver considerable community benefit, including a reduction in crime.

Perhaps the primary reason alcohol policy planning is overlooked in many communities is because alcohol itself is legal and, unlike illegal drugs, not generally viewed as something subject to new and innovative "control strategies."

Neighborhood groups in many communities now view alcohol as the key element in controlling crime and safeguarding their neighborhood.¹²

The San Francisco Chronicle reports:

Neighborhood groups across the country are successfully lobbying for local ordinances to regulate or chase out taverns and liquor stores in what is proving to be the most aggressive alcohol-control movement since Prohibition."¹³ Research shows that most successful alcohol policy planning is community based and the result of good community organizing -- making it perfectly suited to local law enforcement and the recent emphasis on community based policing and problem solving strategies.¹⁴

Alcohol Policy Planning Defined:

Friedner Wittman, Ph.D., of the Institute of Social Change at U.C. Berkeley has defined Alcohol Policy Planning as "the consideration of all strategies designed to improve a communities capacity to prevent alcohol problems" [March 4, 1994, presentation at a League of California Cities conference, Oakland, California]. Dr. Wittman's research suggests that Alcohol Policy Planning is most successfully conducted at the community level.

SECTION II

HOW LAW ENFORCEMENT CAN PREPARE FOR THE FUTURE AND USE ALCOHOL POLICY PLANNING TO REDUCE CRIME

Research clearly shows that alcohol and crime are related and suggests that effective planning at the local level can reduce crime and violence. Alcohol use is closely linked to crime and violence among male youth.¹⁵ Comprehensive alcohol policy planning is just beginning to gain acceptance as a method of reducing crime. Currently, alcohol policy planning is left almost exclusively to city planning departments and, in more progressive communities, citizen alcohol policy councils. It is clear that California law enforcement has a role to play in this process.

The increased interest in alcohol policy planning over the past few years has occurred outside of the law enforcement arena. Carl R. Falletta, Assistant Field Director for the Department of Alcohol Beverage Control states that alcohol policy planning as a recognized crime reduction strategy was virtually non-existent five years ago. Mr. Falletta has stated that law enforcement, including his own agency, has been slow to recognize that effective alcohol policy planning can reduce crime.

Alcohol policy planning consultant Angela Goldberg [interviewed several times during the preparation of this paper], states that the California law enforcement community has been reluctant to get

involved in alcohol policy planning. She reports that in the majority of communities where she has worked, police departments have not been willing participants in the alcohol planning process. Typically, they are thrust into that role by citizen groups and elected officials. Ms. Goldberg believes that the popularity of alcohol policy planning is growing so quickly that, "either the policing profession defines its own role in alcohol policy planning, or it will be defined for them."

The role of California Law Enforcement in the enforcement of criminal statutes relating to alcohol is mandated under law. Section 25619 of the Business and Professions Code mandates that peace officers enforce the provisions of the Alcoholic Beverage Control Act. Section 25755 of the Code specifies the powers of peace officers in this role. Consequently, the role of the police in criminal enforcement will not be explored in this paper.

Law Enforcement needs to plan for its eventual role in such "non-traditional" activities as: code enforcement, environmental planning, planning and zoning controls, monitoring civil compliance, public education, legislative advocacy, and establishing community standards. The policing profession can exert significant influence in these areas. In the face of overwhelming evidence that effective alcohol policy planning can reduce crime, the future role of California Law Enforcement should be carefully considered.

A central tenant of community based policing is that the police are in the "public safety business" -- not simply in the business of arresting and prosecuting offenders. Effective Alcohol Policy Planning can reduce crime and enhance public safety. Consequently, it is an appropriate area for law enforcement involvement.

In order to prepare for their future role in Alcohol Policy Planning, the policing profession needs to understand what they can do to control alcohol availability in their communities. Evidence shows that increased alcohol availability and consumption is associated with increased violent crime. Richard Scribner, a professor with the USC Institute For Preventive Research, has established a clear link between violence and the mere availability (as opposed to the use) of alcohol.¹⁶ Controlled studies in the United States have shown that interventions that reduce alcohol availability in communities or reduce the prevalence of drinking can significantly reduce crime.¹⁷ Decreased availability of alcohol has also resulted in reduced crime and public disorder in both Sweden¹⁸ and Finland.¹⁹

Police departments over the next ten years should establish themselves as legitimate stakeholders in areas traditionally the concern of planning departments and public health professionals. Alcohol Policy Planning decisions should have input from the law enforcement establishment who can, at the very least, provide the background, research and awareness of criminal activity that other

decision makers will find helpful. Alcohol policy planning presents such an obvious opportunity to reduce crime and improve community quality of life that police professionals should take a proactive role in the process.

On March 4, 1994, a group of police and alcohol policy planning experts were assembled by the author to identify an array of trends and events [see Appendix A for a list of participants]. The group engaged in a structured discussion of specific strategies that a municipal police agency should consider in attempting to control alcohol availability. Finally, the participants helped formulate some basic policy considerations and devise both a strategic and transition plan that can serve as a model for municipal police agencies desiring to implement alcohol policy planning as a crime reduction strategy.

Policy Considerations:

The following policy considerations are designed to help a municipal police department define its role in alcohol policy planning and use its influence in order to implement alcohol policy stratagems that will result in a reduction of crime. The criterion for selecting these policies was their potential success in expanding the role of a police department in community alcohol policy planning:

1. Become involved in community alcohol policy planning in order to reduce crime and improve quality of life.

2. Take a proactive role in the implementation of alcohol policies that will reduce the availability of alcohol.
3. Take a leadership role in the community to educate citizens about how the uncontrolled use of alcohol contributes to crime and other community problems.
4. Educate and train police personnel about the importance of an effective community control of alcohol.
5. Work with other City Departments, especially planning and zoning, to establish effective environmental planning and strengthen the [civil] code enforcement process.

Specific Program Components and Alcohol Reduction Strategies:

Specific program components and strategies have proven to be an effective basic policy. Law Enforcement agencies pursuing the crime reduction benefits of alcohol policy planning can implement a pilot program utilizing the following strategies:

1. Educate and inform city employees about the benefits of alcohol policy planning.
2. Increase public education and awareness through the media and various community events.
3. Formalize the Alcohol Permit Review Process. All permits should be screened by both the Police and Planning Departments.
4. Create a comprehensive Conditional Use Permit (CUP) system for alcohol outlets with some mandatory

restrictions for all license applicants. [The California communities of Berkeley, Lynwood, Oakland, Salinas, and Tulare have drafted innovative ordinances that can serve as a model.]

5. Alcohol education in the schools. Work with educators and prevention experts to increase the alcohol prevention and education components of DARE, and similar programs.
6. Advocate and draft new city ordinances designed to limit teenage drinking parties.
7. Improve planning and zoning controls. Better regulate the density and proliferation of alcohol outlets. [The cities of oceanside, Pasadena, and San Diego have enacted model ordinances in this area.]
8. Seek partnership involvement on a broader level, including social agencies, the Chamber of Commerce and neighborhood groups. Special emphasis on partnership with the Department of Alcohol Beverage Control.
9. Actively advocate the "Public Health Model" of community alcohol control. The primary focus will be to change community drinking customs. [A discussion of the "Public

Health Model" is beyond the scope of this paper. See the publications cited in the endnotes of this paper, especially Wittman and Mosher, for more information.

10. Provide specialized training in environmental planning to reduce alcohol problems for those directly involved in the permit process (i.e., police, planning, zoning and city planning commissions).
11. Regulate public signs and advertising.
12. Enact new city ordinances designed to reduce alcohol consumption at public events.
13. Eliminate alcohol consumption at all city sponsored events (i.e., employee award programs, evening "mixers", etc.). Encourage the local school district and Chamber of Commerce to do the same.
14. Eliminate alcohol sponsorship of all city human services events, even if such events are "for the good of the community." Example: Annual "Operation Literacy" fundraiser sponsored by a beer company.
15. Create and administer a Responsible Beverage Council (RBC).

16. Attempt to obtain funding for an Alcohol Sensitive Information Planning System (ASIPS).

Implementation:

The expert panel and interviews conducted with specialists in the field indicated that one appropriate way to implement alcohol policy planning strategies is for a city to create an inter-department team. This approach takes advantage of the expertise of all city departments. Effective alcohol planning requires involvement from an array of specialized areas (i.e., police, planning, zoning, city attorney, recreation, etc.). There is less likely to be resentment if all affected departments are represented. The team is composed of department heads or those with special expertise. The team should decide, early on, who will be ultimately responsible for implementation and how progress should be evaluated.

A typical inter-department team in a city with a population of 100,00 to 250,00 might include the following:

- Police Chief
- Fire Chief
- Public Works Director
- Public Information Officer
- Planning and Building Director
- Human Services Director
- Finance Director
- Library Director
- City Prosecutor
- Recreation Director
- Police Department Manager
- Manager from Planning

The team should meet monthly. The team could be composed of the following sub-committees:

1. **Training Committee** - should visit every city department to discuss the groups' goals and provide training.
2. **Enforcement Committee** - should develop goals and strategy for the enforcement of criminal laws relative to alcohol. Liaison with the City Attorney and City Prosecutor to coordinate license protests, public nuisance injunctions, and civil abatement procedures. Recommend new city ordinances to the city council.
3. **Public Education and Prevention Committee** - Seek to gain acceptance from community by educating them to recognize that effective alcohol planning will reduce crime. This committee should work to form partnerships with the schools to expand the alcohol resistance portion of the DARE curriculum. They should attempt to eliminate alcohol from city sponsored events, chamber of commerce mixers, and attempt to eliminate alcohol sponsorship of community events.
4. **Public Information Committee** - place articles in city newsletters, write press releases, and send relevant informational articles to neighborhood associations, chambers of commerce, liquor stores, restaurants, and school administrators.
5. **Responsible Beverage Council Committee** - to coordinate the Council's education and training efforts.
6. **Permit Review Committee** - to review permit applications for new restaurants, liquor stores, etc. independently from the planning department. Insure that density limitations are adhered to.
7. **Legislative Committee** - should monitor alcohol related legislation. Will write letters and lobby elected officials for more effective local control of alcohol outlets.
8. **ASIPS Coordination Committee** - Alcohol Sensitive Information Planning Systems (ASIPS) have proven effective in identifying problem locations and measuring the effectiveness of Alcohol Policy Planning efforts. ASIPS collects data from all police calls for service to see how many and what types of arrests are alcohol related. It also provides research based recommendations to a community regarding how to minimize alcohol related problems.

Specific goal achievement and a written implementation sequence is important in gaining acceptance and achieving success. A sample sequence follows:

<u>Objective</u>	<u>To Be Completed By</u>
1. Educate and Inform City Employees	1 month
2. Community Meetings, Education and Press Releases	2 months
3. Train Police Dept. Employees	3 months
4. Meet with all Stakeholders	3 months
5. All Committees Have First Meeting	3 months
6. Interim Progress Report to City Manager and City Council	4 months
7. Formalize Permit Review Process	6 months
8. Enforcement Committee Presents New Ordinances to Council	6 months
9. Permit Review Committee Establishes Comprehensive Conditional Use Permit System	6 months
10. Begin ASIPS Study	8 months
11. Conclude ASIPS Study	10 months
12. ASIPS Findings Presented to City	11 months
13. Formal Goals set for Coming Year and End of Year Reports Due	12 months

Success of the team can be evaluated by adherence to the above time lines and demonstrated accomplishment during the first year. During the second year, success can be measured by the successful implementation of ASIPS recommendations and a second ASIPS study to determine if a decrease in alcohol related crime and disorder has been achieved.

One effective management system an agency can employ is to place executive responsibility for the Alcohol Policy Planning Inter-Department Team on the police chief. Chiefs typically have strong community visibility in addition to having control over the

important police department resources critical to effective planning. Additionally, since the primary goal is to reduce crime through alcohol policy planning, a chief of police is perhaps the most appropriate person to coordinate the program.

A police chief should consider utilizing a Responsibility Chart to clarify role relationships and responsibilities for both Team members and other community stakeholders. Following is an example of a Responsibility Chart designed for the Pasadena [California] Police Department and includes the sixteen program components described earlier:

R - Responsibility
 A - Approval
 S - Support
 I - Inform
 X - Irrelevant

Key Actors and Critical Mass	Program Component															
	A1	A2	A3	A4	A5	A6	A7	A8	A9	A10	A11	A12	A13	A14	A15	A16
Police Chief	S	S	S	S	R	S	A	R	S	S	S	S	S	S	S	S
City Manager	R	S	S	A	I	A	S	S	S	A	S	S	R	R	A	S
Mayor	S	S	S	S	S	S	S	A	S	S	A	A	A	A	S	A
Planning Director	S	X	A	R	I	R	S	S	S	R	S	S	S	S	S	S
Chamber of Commerce	I	I	S	S	I	S	S	S	I	I	I	I	S	S	S	X
NAACP/Urban League	X	I	X	S	I	S	S	S	S	I	I	I	I	I	S	S
Interdepartmental Team	S	R	R	S	S	S	S	R	S	R	S	R	S	S	R	R
School Superintendent	X	X	X	X	A	I	I	S	I	I	I	I	S	S	I	I
POA	X	X	X	X	S	X	I	S	I	X	S	I	S	S	I	S

LEGEND	
A1 Educate City Workers	A9 "Public Health Model"
A2 Public Education	A10 Environmental Planning
A3 Formal Permit Review	A11 Regulate Public Advertising
A4 Strengthen CUP's	A12 Eliminate Alcohol Public Events
A5 School Programs	A13 No Alcohol City Sponsored
A6 Planning/Zoning Controls	A14 Turn down alcohol contributions
A7 Seek Partnerships	A15 Responsible Beverage Council
A8 City Ordinance/Teenage Drinking	A16 ASIPS Project

To successfully manage the change, a police chief should carefully consider what implementation technologies and methods to employ. He or she should make sure that the vision is successfully communicated regarding what alcohol policy planning can accomplish. The chief needs to identify problems, hold goal setting meetings and conduct educational activities for both city personnel and the community. Teambuilding sessions using a consultant might also help the transition.

An agency engaged in alcohol policy planning should implement an evaluation process to determine how the transition is progressing. Regular meetings should be held and attended by those responsible for the transition. This will reinforce stratagems that are working and help to redirect actions that are not achieving the desired results.

Surveys should be taken of transition team members to obtain a firm grasp of successes as well as failures. The ASIPS study completed at the end of the first year will help identify which elements of the plan are working.

Additional Strategies to Consider to Reduce Alcohol Availability:

In addition to the sixteen basic strategies previously listed, police departments should consider the following:

1. Drafting a nuisance abatement ordinance that would allow the city to penalize bars, restaurants, and liquor stores that contribute to blight and crime.

2. Draft basic standards of operation for all alcohol outlets to keep problems to a minimum in their neighborhoods.
3. Review whether to limit the number of alcohol outlets requiring entertainment permits (in light of the fact that alcohol related incidents are common in places with live entertainment).
4. Develop a definition, via city council resolution or ordinance, of "undesirable concentration" that specifies how many alcohol outlets the city considers excessive in a given area.
5. Adopt a policy to annually review ordinances related to alcohol sales.
6. Create a computer "geo-file" updated with crime figures that could be used the police department and city zoning administrator for recommending denials of permits for new businesses or the imposition of sanctions for outlets that appear to foster crime and disorder.
7. Better communicate with citizens when new alcohol outlets or licenses are being considered. Educate citizens on how to protest new outlets and how to monitor and report on-going problems with outlets.
8. Disallowing alcohol at rock concerts, political rallies, and other public gatherings.
9. Make sure that the police and planning department institute formal review procedure for retail license applications.
10. Form a Citizens Alcohol Policy Planning Council. this will be time and labor intensive, but such councils have proven to be highly effective in cities such as Oakland, Fremont, and Van Nuys [CA].
11. Appoint a member of the police department to serve as an "Alcohol Policy Specialist" to take advance training and provide training to city personnel and the community on alcohol policy planning issues.
12. Do not leave alcohol planning to ABC. Recognize that it is the responsibility of local government. The authority for local zoning to restrict alcohol outlets rests primarily with local government per the ABC code.

SECTION III

SUMMARY AND RECOMMENDATIONS FOR FUTURE STUDIES

The foregoing report presents compelling empirical evidence demonstrating that effective alcohol policy planning can reduce crime and enhance public safety and community quality of life.

In the past few years, it has become increasingly clear that communities can do much to control alcohol availability, thereby reducing crime. California communities have considerable legal authority, and an even greater responsibility, to manage the local distribution of alcoholic beverages. Numbers and locations of bars and liquor stores; laws about drinking in public places and at public events; planning and zoning regulations; environmental planning; conditional use permits; and the initiative to deal with informal drinking customs in the community are all primarily a local responsibility.

Alcohol policy planning is a new field and growing rapidly. Alcohol policy planning has met with initial resistance virtually everywhere it has been tried. It can mean more work for planning departments, a potential political thorn for elected officials, and a threat to local business. Specialists in alcohol policy planning are nearly unanimous, however, that it is the resistance of law enforcement that is most pronounced. Alcohol policy planning represents yet another problem for understaffed police

departments, already working at tissue thin strength. Some law enforcement officials are sensitive to the profession's failure to control illegal drugs. To uninformed law enforcement professionals, taking on the additional burden of controlling a legal, socially approved substance appears fraught with practical and political hazards. The apparent risk of failure can appear high.

In terms of crime control, the author believes that alcohol policy planning will be a key emerging issue for California law enforcement in the next ten years. However, the profession appears slow to recognize it. The League of California Cities sponsored its first alcohol planning conference in March of 1994. A capacity crowd of over four hundred were present, but only two police professionals attended (including the author). Due to the demand from municipal governments, a second conference is planned for April 1995.

After overcoming initial resistance, alcohol policy planning has proven popular virtually everywhere it has been implemented. California law enforcement will play a significant role in alcohol policy planning in the year 2005 -- evidence suggests that the police profession will have no alternative. Law enforcement will also take on a greatly expanded role in policy implementation. California law enforcement can become more proactive in alcohol policy planning by deciding to follow some of the program

components identified in this paper. However, before any of this can occur, law enforcement needs to view alcohol policy planning as a viable crime reduction tool.

Retaining the services of a consultant and/or implementing an Alcohol Sensitive Information Planning System (ASIPS) study is a logical, albeit expensive, first step towards identifying exactly what alcohol policy planning can do to improve public safety in a community. However, there is now sufficient training and literature available that police managers can prepare for the future and engage in alcohol policy planning utilizing in-house resources.

Each of the strategies listed in this paper have actually been attempted in a California municipality or recommended by an alcohol policy planning expert.

Implication for Future Studies:

This report details several possible futures that the growing popularity of alcohol policy planning is expected to thrust upon California law enforcement. The research has attempted to point the policing profession towards considering alcohol policy planning as a valid strategy in reducing crime. Citizen groups and private consultants can already identify examples of how such planning can reduce nuisances and improve neighborhood quality of life. Experts in the field are anxious to get the policing profession involved,

while simultaneously expressing bewilderment that law enforcement appears so hesitant to take an active role in a process that can so significantly affect crime and public safety.

This paper has attempted to prompt action and demonstrate to the reader how alcohol policy planning can be addressed by a municipal police department.

It is the author's hope that new research will take this "macro" view of the subject and view it as the first step in the evolution of the issue. Future studies can use research methodology to demonstrate the success of alcohol policy planning in reducing crime. A focus on which strategies are most successful would be of substantial benefit. Because law enforcement has not yet embraced alcohol policy planning, future research should examine the expanded role of the police profession in such planning.

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APPENDIX A - NOMINAL GROUP PANEL OF EXPERTS

The participants in the NGT and Alcohol Policy Planning discussion were assembled on March 4, 1994. The following were members of that panel:

1. Gary Isaacs - Captain, San Marino Police Department
2. Chris Petersen - Lieutenant, San Marino Police Department
3. Richard Kowalchuk - Captain, South Pasadena Police Department (Graduate, Command College Class 18)
4. Dave Saldana - City Planner, City of San Marino
5. Dr. Ward Jenssen - Psychologist and Consumer Consultant specializing exclusively in the retail grocery industry.
6. Wayne Sugita - Division Chief, County of Los Angeles Department of Health Services - Division of Drug and Alcohol Abuse.
7. Barbara Mouron - President, Just Say No Foundation of Los Angeles County.
8. Don Schultze - President, Van Nuys Homeowners Association and founder of Van Nuys Citizens Alcohol Policy Council.
9. Judith Zitter - Field Representative to City of Pasadena Mayor Rick Cole. Alcohol Policy Planning Activist.
10. Angela Goldberg - Alcohol Policy Planning Consultant. President, Los Angeles County Alcohol Policy Coalition.
11. Carl Falletta - Assistant Field Director, Southern Section, State of California Alcoholic Beverage Control.

Disturbances from public inebriety and illegal behavior in public near retail alcohol outlets are serious concerns to law enforcement agencies in 40% of California communities.¹⁰ These concerns are well grounded, as statistics show that alcohol is involved in more than 50% of family disturbances and domestic violence, 56% of assaults in homes and 60% of child abuse cases. FBI statistics show that 70% of murders, 41% of assaults, 50% of rapes and 55% of all arrests involve alcohol. Statistics also show that nearly 50% of jail inmates had been drinking alcohol just prior to committing the crime they had been convicted of.¹¹ If alcohol has not been proven to cause criminal behavior it has been, at most, the foundation supporting or encouraging a vast proportion of violence and criminal activity or, at the least, "a common thread running through and connecting myriad antisocial and unacceptable behaviors."¹²

Alcohol is estimated to be a factor in half of all traffic injuries and fatalities -- over 70,000 annually (California Highway Patrol, 1991). Alcohol is involved in about 66% of all fatal accidents, 45% of drownings, 50% of skiing accidents, 53% of fire deaths, 37% of suicides and 22% of home accidents.¹³

In 1990, the Pasadena Police Department conducted a study in conjunction with Friedner Wittman, Ph.D., of the Berkeley Institute for the Study of Social Change showing that over a third of all calls for police service involved alcohol. Over 52% of arrests

were alcohol related. Alcohol involvement was defined as identifying at least one individual involved in the call (victim or suspect) as being under the influence of alcohol. Surprisingly, this same study showed that a negligible number of these same calls (under 8%) involved illegal drugs or narcotics. The study was repeated with both the Pasadena and Fremont [CA] Police Department in 1992 with almost identical results. Police calls for service are more than six times as likely to be alcohol related as drug related. This fact calls into question the wisdom of spending virtually all of our limited substance abuse prevention dollars on "illegal" drug control.

The cost of treatment programs to assist people who have alcohol problems costs billions of dollars nationally and tens of millions of dollars in California (California Department of Alcohol and Drug Programs, 1986-87).

The quality of life in neighborhoods and the community in general can be adversely affected by high concentrations of retail alcohol establishments and the problems they trigger. Dr. Friedner Wittman, a leading proponent of alcohol policy planning, has shown that problematic concentrations of alcohol related outlets can drive out other types of enterprises and result in an increase in crime. Street drinking, harassment, assaults and drug dealing often occur near alcohol outlets. These problems often intensify

as other commercial activities leave and as people begin to stay away from these areas.¹⁴

California cities are rethinking the large number of alcohol outlets and public drinking situations that have been taken for granted for years. Alcohol problems were considered the responsibility of health professionals and self-help groups like Alcoholics Anonymous. Even many police departments have viewed problems with alcohol outlets as the responsibility of the California Department of Alcoholic Beverage Control (ABC) rather than as a local responsibility.

In the past few years, community planning and public health research has made it clear that communities can do much to control alcohol availability and the plethora of problems and criminal activity associated with it. Contrary to widespread belief, even among law enforcement professionals, California communities have major responsibilities and the concomitant authority to manage the local distribution of alcoholic beverages on their own. Numbers and locations of bars and liquor stores; laws about drinking in public places and at public events; environmental planning; regulating public signs and advertising; and the initiative to deal with drinking customs in the community are all primarily a local responsibility.

Unsocial and criminal behavior springing from the consumption of alcohol can be partially controlled through monitoring more closely public settings where alcohol is consumed and changing local laws and regulations.¹⁵ Local resources can be critical in regulating alcohol consumption, reducing availability and preventing alcohol problems and enhancing local quality of life.¹⁶

For over a decade, law enforcement managers have focused significant prevention resources on gang reduction strategies and drug prevention programs (DARE, etc.). While beneficial, future success in these areas might only be experienced at the margin. Alcohol policy planning, on the other hand, is still a relatively new field and has the potential to deliver considerable community benefit, including a reduction in crime.

Perhaps because alcoholic beverage companies often sponsor so many community events and because alcohol is present in so many legal public settings, little serious attention has been paid to alcohol policy planning. Most "community leaders" consume alcoholic beverages. Perhaps the primary reason alcohol policy planning is overlooked in many communities is because alcohol itself is legal and, unlike illegal drugs, not generally viewed as something subject to new and innovative "control strategies."

Neighborhood groups in many communities now view alcohol as the key element in controlling crime and safeguarding their neighborhood.¹⁷

The San Francisco Chronicle reports:

"Neighborhood groups across the country are successfully lobbying for local ordinances to regulate or chase out taverns and liquor stores in what is proving to be the most aggressive alcohol-control movement since Prohibition. #18

Research shows that most successful alcohol policy planning is community based and the result of good community organizing -- suggesting that local law enforcement has a role to play, especially considering the recent emphasis on community based policing and problem solving strategies.¹⁹

ALCOHOL POLICY PLANNING DEFINED:

Friedner Wittman, Ph.D., of the Institute of Social Change at the University of California at Berkeley has defined Alcohol Policy Planning as "the consideration of all strategies designed to improve a community's capacity to prevent alcohol problems." Mr. Wittman's research suggests that Alcohol Policy Planning is most successfully conducted at the community level.

DEFINING THE ISSUE AND SUB-ISSUES:

WHAT ROLE WILL LAW ENFORCEMENT HAVE IN ALCOHOL POLICY PLANNING BY THE YEAR 2005?

Research clearly shows that alcohol and crime are related. Research also suggests that effective planning at the local level can reduce alcohol related problems. Alcohol use is closely linked to crime and violence among male youth.²⁰ Comprehensive alcohol

policy planning is just beginning to gain acceptance as a method of reducing crime. Currently, alcohol policy planning is left almost exclusively to city planning departments and, in more progressive communities, citizen alcohol policy councils. This paper will examine what future role law enforcement might play in this process.

The increased interest in alcohol policy planning over the past few years has occurred outside of the law enforcement arena. David Robbins, a Deputy Division Chief with the California Department of Alcohol Beverage Control, feels that City and County Alcohol Policy Coalitions are largely responsible for the increased funding and community support for their Department [interviewed by the author on 2-9-95]. Carl R. Falletta, Assistant Field Director for the Department of Alcohol Beverage Control states that alcohol policy planning as a recognized crime reduction strategy was virtually non-existent five years ago. Mr. Falletta has stated that law enforcement, including his own agency, has been slow to recognize that effective alcohol policy planning can reduce crime.

Alcohol policy planning consultant Angela Goldberg [interviewed several times during the preparation of this paper], states that the California law enforcement community has been reluctant to get involved in alcohol policy planning. She reports that in the majority of communities where she has worked, police departments have not been willing participants in the alcohol planning process.

Typically, they are thrust into that role by citizen groups and elected officials.

Because the role of California Law Enforcement in the enforcement of criminal statutes relating to alcohol is mandated under law, it will not be explored in this paper. Section 25619 of the Business and Professions Code mandates that peace officers enforce the provisions of the Alcoholic Beverage Control Act. Section 25755 of the Code specify the powers of peace officers in this role.

This paper will examine the appropriate role of California Law Enforcement in Alcohol Policy Planning in such "non-traditional" activities as: code enforcement, environmental planning, planning and zoning controls, monitoring civil compliance, public education, legislative advocacy, and establishing community standards. The law enforcement profession has a role to play in exerting influence in these areas. In the face of overwhelming evidence that effective alcohol policy planning can reduce crime, the future role of California Law Enforcement should be carefully considered.

Additionally, the need to control, contain, and limit the undesirable effects of alcohol use will mushroom should the movement toward legalized drugs take hold. Legal and illegal alcohol consumption, sales, and advertising present law enforcement with numerous opportunities to proactively and aggressively pursue ways to control such activity in preventive rather than reactive

modes. Many of the strategies devised by law enforcement relative to alcohol policy planning could be useful should some illegal drugs eventually become legal.

The following sub-issues were developed using a futures wheel (see following page). The sub-issues selected are:

1. What can California Police Departments Do to Control Alcohol Availability in their Communities?

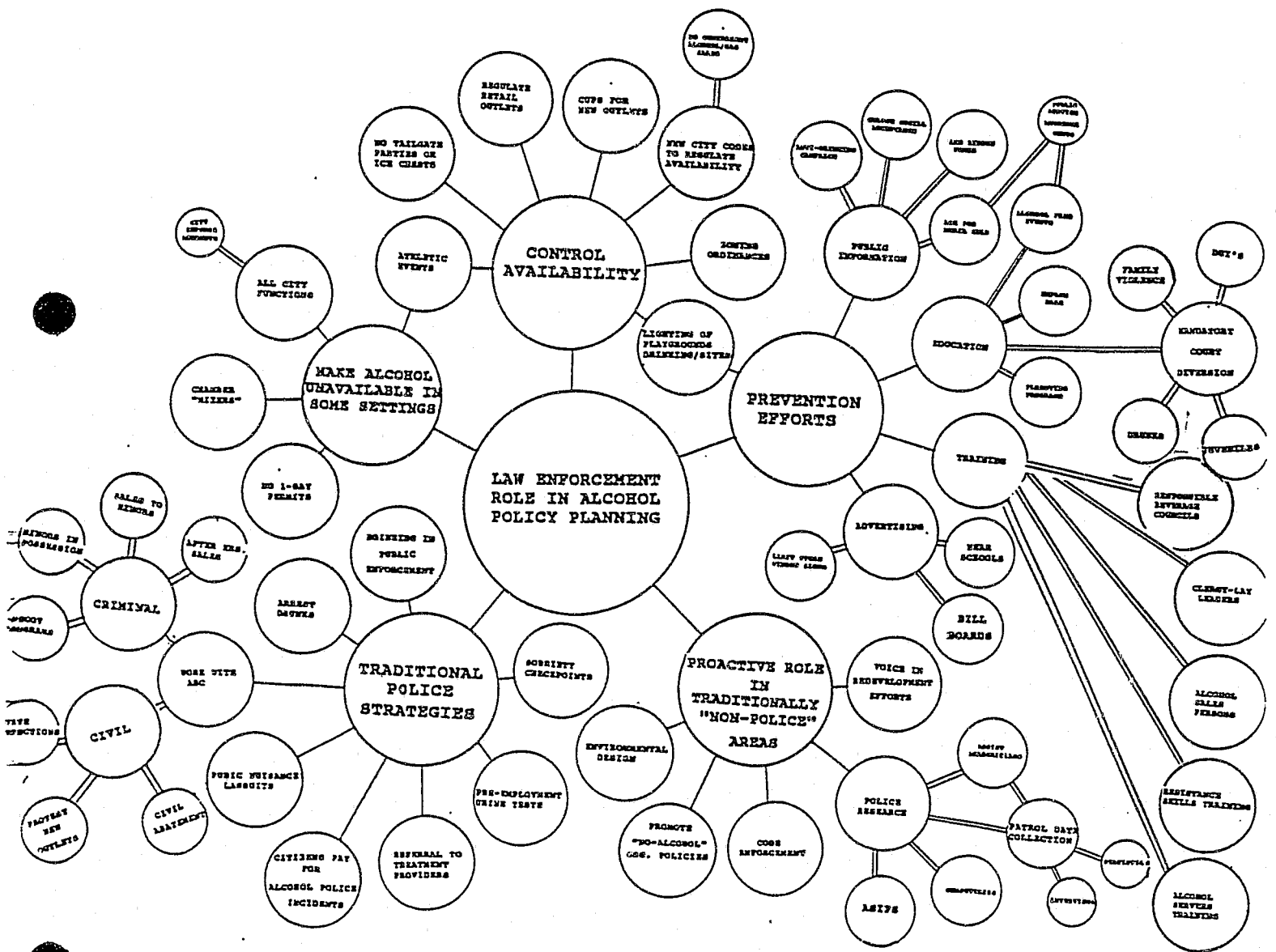
Evidence shows that increased alcohol availability and consumption is associated with increased violent crime. Richard Sccribner, a professor with the USC Institute For Preventive Research, has established a clear link between violence and the mere availability (as opposed to the use) of alcohol.²¹ Controlled studies in the United States have shown that interventions that reduce alcohol availability in communities or reduce the prevalence of drinking can significantly reduce crime.²² Decreased availability of alcohol has also resulted in reduced crime and public disorder in both Sweden²³ and Finland.²⁴

In attempting to answer this issue question, this paper will examine a myriad of untapped stratagems available to law enforcement to curtail alcohol availability. Examples are: regulating retail outlets, getting involved with city planning departments in developing conditional use permits (CUP's) and

nuisance abatement ordinances, defining specific levels of "undesirable concentration" of alcohol outlets, and developing city ordinances restricting alcohol sales at public events. This paper will examine several of these strategies.

Illustration #1

FUTURES WHEEL



2. What Role Will Law Enforcement Have in the Implementation of Alcohol Prevention Efforts Designed to Reduce Alcohol Related Crime?

A central tenant of community based policing is that the police are in the "public safety business" -- not simply in the business of arresting and prosecuting offenders. Effective Alcohol Policy Planning can reduce crime and enhance public safety. Consequently, the role of law enforcement is an appropriate area for study and professional consideration.

There is a significant difference between engaging in planning and taking a proactive role in implementation and advocacy. Community oriented police departments will understand the need to have a role in alcohol policy planning. Other departments will be pressured by community groups to assume some type of role in this process. This paper will examine this role.

Attitudes and habits that are unhealthy to individuals and society at large can be challenged and views shifted. An example is the changing societal norm in the acceptance and encouragement of smoking in recent decades. Police Departments can take a leadership role in the public education of alcohol abuses and the many problems they create. Examples are: expanding the alcohol education segments of drug abuse resistance programs already in place, marketing the alcohol problems in the community, increasing public education and devoting more research effort to the problem.

3. How can Law Enforcement Become More Proactive in Alcohol Policy and Prevention Training?

Police departments over the next ten years should examine their role as legitimate stakeholders in areas traditionally the concern of planning departments and public health professionals. This sub-issue deals with law enforcement policy and prevention training outside of its normal sphere of influence. Decisions made in these areas will need to have crucial input from the law enforcement establishment who can, at the very least, provide the background, research, and awareness of criminal activity that other decision makers will find helpful. Alcohol policy planning presents such an obvious opportunity to reduce crime and improve community quality of life that law enforcement should be prepared for a future where it is more proactive in policy and prevention training. This is especially true in the area of training in environmental design, code enforcement, public information and education, and local laws and ordinances.

LITERATURE SURVEY AND RESEARCH METHODOLOGY:

The author utilized the environmental scanning process, literature surveys, interviews, and site visits to more fully understand the issue. The literature scan included magazines, newspapers, journals, government statistical references, and published research papers. The Nominal Group Technique (NGT) was used to identify ten trends and ten events that would affect the issue by the year 2005.

On March 18, 1994, the author attended a League of California Cities conference in Oakland, California, titled "State and Local Land Use Control: A Case Study of Alcoholic Beverage Sales Activities." At that conference, the author interviewed several experts in the alcohol policy planning field. The literature search for this paper was conducted by checking the Metropolitan Cooperative Library System (MCLS) Reference Service and the DIALOG OneSearch computer data base.

In 1990, the author coordinated the Alcohol Sensitive Information Planning System (ASIPS) for the Pasadena [California] Police Department. The project attempted to analyze alcohol problems and potential problems in the City of Pasadena. It also attempted to identify the degree to which alcohol was involved in various types of police calls for service. This was the first project of its kind ever conducted in the State of California. During the project, the author worked closely with Dr. Friedner Wittman of the Prevention Research Center, Pacific Institute for Research and Evaluation, Berkeley, California. Some of Dr. Wittman's published works are referenced in the endnotes and he was interviewed during the preparation of this paper.

SECTION II

A WINDOW INTO THE FUTURE

OVERVIEW:

This Section is divided into three parts. A Futures Study identified ten related trends and ten potential future events that could have an impact on the issue. These trends and events provide the foundation for three possible future scenarios directly related to alcohol policy planning. The next section provides a Strategic Plan. One scenario was selected as a possible future. A strategic plan was then created for the Pasadena Police Department -- an agency that has resisted alcohol policy planning despite significant pressure from citizen groups and elected officials. This plan included a "STEEP" and "WOTS UP" analysis. Stakeholders were identified and a plan was developed to manage the strategic plan. The final part develops a comprehensive Transition Management Plan to assist the Pasadena Police Department and guide it through the implementation period.

FUTURES STUDY:

The Nominal Group Technique

The Nominal Group Technique (NGT) uses structured group thinking and "brainstorming" by subject area experts to develop candidate trends and events which impact the issue question and sub-issues. Then, NGT is used to evaluate their impact on each other.

The NGT group for this issue was assembled on March 1, 1994. The participants included an alcohol enforcement expert, three police administrators, an alcohol policy planning consultant, a consumer psychologist, a city planner, two community leaders in the area of alcohol policy planning, and two drug and alcohol abuse prevention experts. Panelists were selected because of their backgrounds, professional experience, and interest in the issue.

The participants in the NGT panel were:

1. Gary Isaacs - Captain, San Marino Police Department
2. Chris Petersen - Lieutenant, San Marino Police Department
3. Richard Kowalchuk - Captain, South Pasadena Police Department (Graduate, Command College Class 18)
4. Dave Saldana - City Planner, City of San Marino
5. Dr. Ward Jenssen - Psychologist and Consumer Consultant specializing exclusively in the retail grocery industry.
6. Wayne Sugita - Division Chief, County of Los Angeles Department of Health Services - Division of Drug and Alcohol Abuse.
7. Barbara Mouron - President, Just Say No Foundation of Los Angeles County.
8. Don Schultze - President, Van Nuys Homeowners Association and founder of Van Nuys Citizens Alcohol Policy Council.
9. Judith Zitter - Field Representative to City of Pasadena Mayor Rick Cole. Alcohol Policy Planning Activist.
10. Angela Goldberg - Alcohol Policy Planning Consultant. President, Los Angeles County Alcohol Policy Coalition.
11. Carl Falletta - Assistant Field Director, Southern Section, State of California Alcoholic Beverage Control.

An explanation of the NGT process was given to all participants. Eleven individuals participated in the NGT. The panel was permitted to review the Futures Wheel (page.11) for a few minutes prior to the generation of ideas to help clarify the type of information which would be developed during the process.

The panel produced lists of forty-six candidate trends (Appendix A) and forty candidate events (Appendix B). The lists were later reduced to a list of the ten most significant trends and events.

TREND RESULTS

A. Trend Identification

A trend has been defined as a series of events by which change is measured over time. The participants in the Nominal Group Technique (NGT) identified forty-six trends. After a preliminary round of trend identification, the participants voted to select and prioritize the top ten trends that were most descriptive of the issue for further discussion.

The following ten trends were selected:

- T1 THE ALCOHOL INDUSTRY LOBBYING OF LOCAL REGULATIONS - The Alcohol Industry perceives local regulation of alcohol sales as a threat to their profits and will engage in aggressive lobbying to make certain that alcohol will continue to be primarily regulated by a more supportive state government.
- T2 PUBLIC SAFETY FUNDING - The amount of funds available to support public safety and the concomitant enforcement, prevention, regulation, and education aspect of alcohol policy issues.

- T3 LAW ENFORCEMENT'S ROLE IN PREVENTION AND TRAINING - Will significantly affect the degree to which alcohol policy planning efforts successfully impact crime, social disorder and the myriad other problems alcohol creates for communities.
- T4 NEIGHBORHOOD ACTIVISM AND COMMUNITY INVOLVEMENT - Community interest and support will be critical in determining how successful alcohol policy planning efforts become. Community involvement will also determine whether law enforcement will have a mandate from citizens to address alcohol policy planning.
- T5 SHIFT IN GOVERNMENT FUNDING AND PREVENTION DOLLARS - The degree to which government allocates funding to alcohol problem prevention vis-a-vis drug interdiction, punishment, investigations, regulation or other non-alcohol related purposes.
- T6 RELIANCE ON ALCOHOL TAX REVENUE - State and local governments may be aware of the social problems caused by alcohol. However, fiscal concerns and declining revenue may cause a change in their dependence on alcohol sales tax revenue.
- T7 OFFICIALS ARE CAUGHT IN THE MIDDLE - The extent to which officials are being pressured by alcohol policy planners to reduce alcohol problems, while simultaneously facing demands from well funded alcohol beverage interests to "allow free enterprise and the market system to work." Strong pressure from both sides resulting in no action of any type.
- T8 ATTITUDES TOWARDS ILLEGAL DRUGS - The extent to which attitudes towards illegal drugs will impact alcohol policy planning efforts.
- T9 POLICE INTERACTION WITH COMMUNITY AND NEIGHBORHOOD INVOLVEMENT - The willingness of police management to form partnerships with the community and encourage neighborhood involvement.
- T10 SCRUTINY OF ALCOHOL OUTLETS BY POLICE, CITIZENS, MEDIA, AND LOCAL GOVERNMENT - Refers to the attention paid to alcohol beverage retail outlets by citizens concerned, or at least, cognizant, of the problems that such outlets sometimes cause a community.

B. Trend Forecasting

A ratio measure was used by each participant of the Nominal Group Technique to predict the direction and rate of all ten trends. To assist in forecasting the direction of each trend, a value of 100% was assigned to the current level of a trend. Panelists then made educated estimates of where the level of the trend was five years ago compared to the current level. Similarly, panel members used this method to predict the level of each trend five years in the future and ten years in the future.

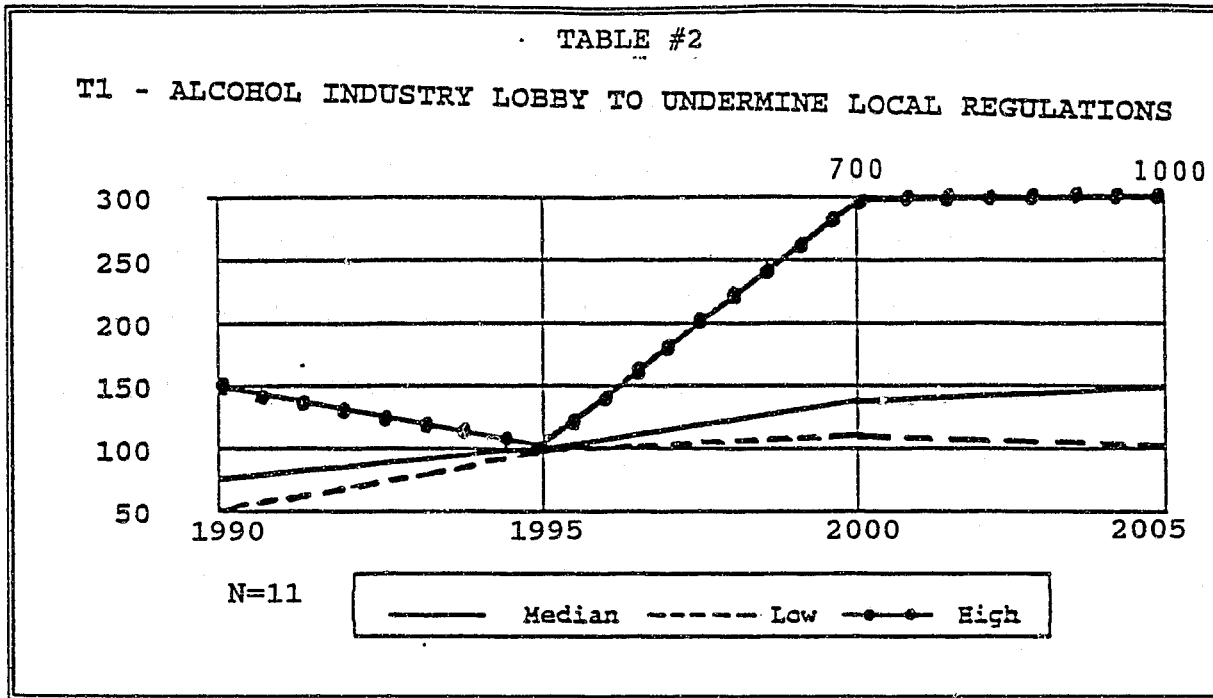
The members of the Nominal Group forecast the level of change for each trend from the past to the present and into the relevant future. The results of the group forecast are shown in the following table:

C. Trend Evaluation

TABLE 1 - TREND EVALUATION CHART
 (* Table shows the median forecasts of the 11 NGT members)

TREND STATEMENT	LEVEL OF THE TREND (today = 100)			
	Five Years Ago	Today	5 Years From Now	10 Years From Now
Alcohol industry will lobby to undermine local regulations.	77.5	100	117.5	150
Public safety funding.	115	100	112.5	122.5
Law enforcement's role in prevention and training.	77.5	100	117.5	140
Neighborhood activism - community involvement.	70	100	125	145
Shift in government funding - prevention dollars.	100	100	100	110
Reliance on alcohol tax revenue.	95	100	105	100
Officials caught in the middle.	85	100	120	120
Attitudes towards illegal drugs.	85	100	112.5	137.5
Police interaction with community and neighborhood involvement.	72.5	100	120	140
Scrutiny of alcohol outlets by police, citizens, media, & local government.	70	100	125	150

D. Trend Charts

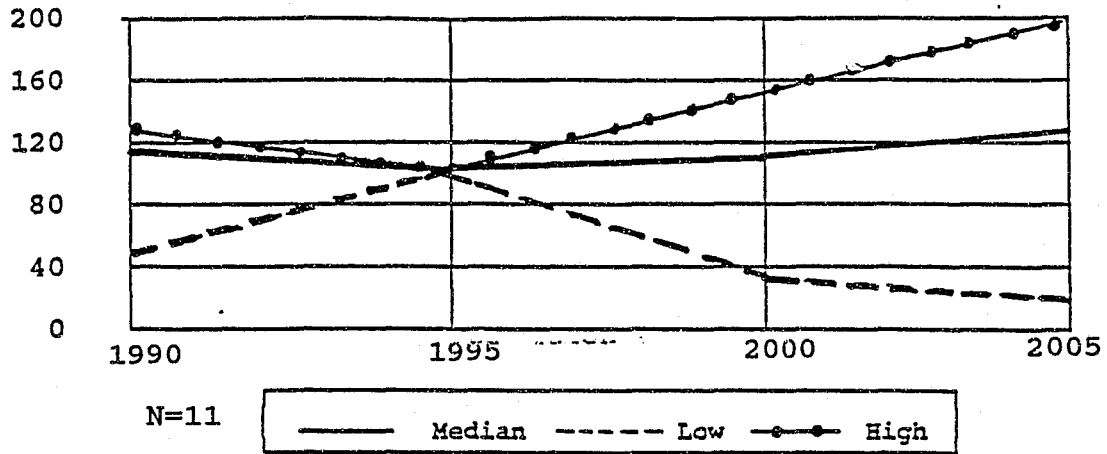


LOW	5 ago = 50	5 from now = 105	10 from now = 100
MEDIAN	5 ago = 77.5	5 from now = 137.5	10 from now = 150
HIGH	5 ago = 150	5 from now = 700	10 from now = 1000

The panelists predicted that the alcohol beverage industry will increase its efforts to undermine local regulation of alcohol outlets by 37.5% in the next five years, and by 50% in the next ten years. NGT participants felt that there is a growing awareness at both the community and local government level of the importance of local regulation and that such local control can control crime, reduce disorder, and enhance community quality of life.²⁵ Panelists felt that state legislators will be heavily lobbied to make sure municipal government power in this area is controlled, and, if possible, reduced.

TABLE #3

T2 - THE LEVEL OF PUBLIC SAFETY FUNDING

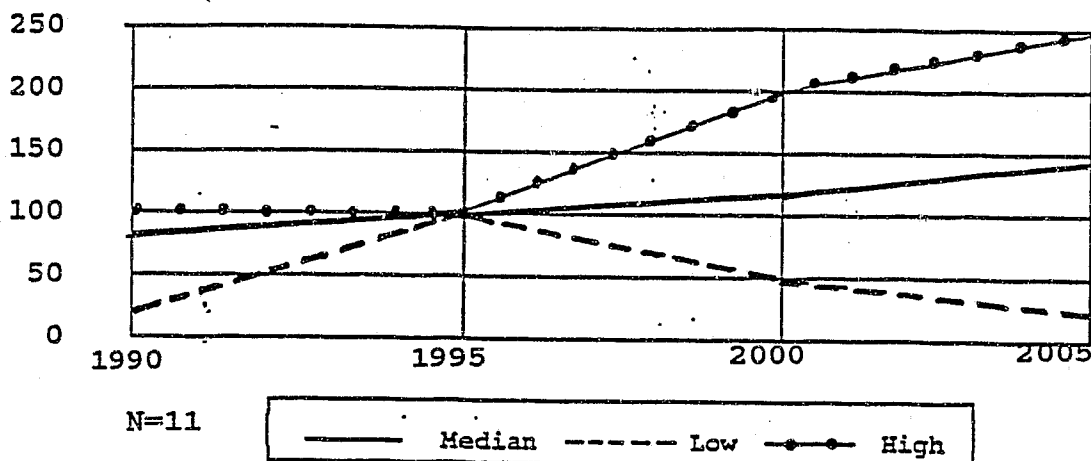


LOW	5 ago = 50	5 from now = 35	10 from now = 100
MEDIAN	5 ago = 115	5 from now = 112.5	10 from now = 122.5
HIGH	5 ago = 125	5 from now = 150	10 from now = 200

Panelists gave an extremely wide range of responses in evaluating this trend. NGT members generally felt that public safety funding has been reduced during the past five years (although it has actually increased according to DOJ statistics). With increased interest in public safety, group members felt that there would be a slight (12.5%) increase in funding over the next five years, followed by more modest increases ten years from now (22.5%). Participants agreed that law enforcement cannot currently meet its public service demands. Panelists felt that without additional funding, it would be difficult to expand alcohol policy planning and prevention efforts in any meaningful way.

TABLE #4

T3 - LAW ENFORCEMENT'S ROLE IN PREVENTION AND TRAINING

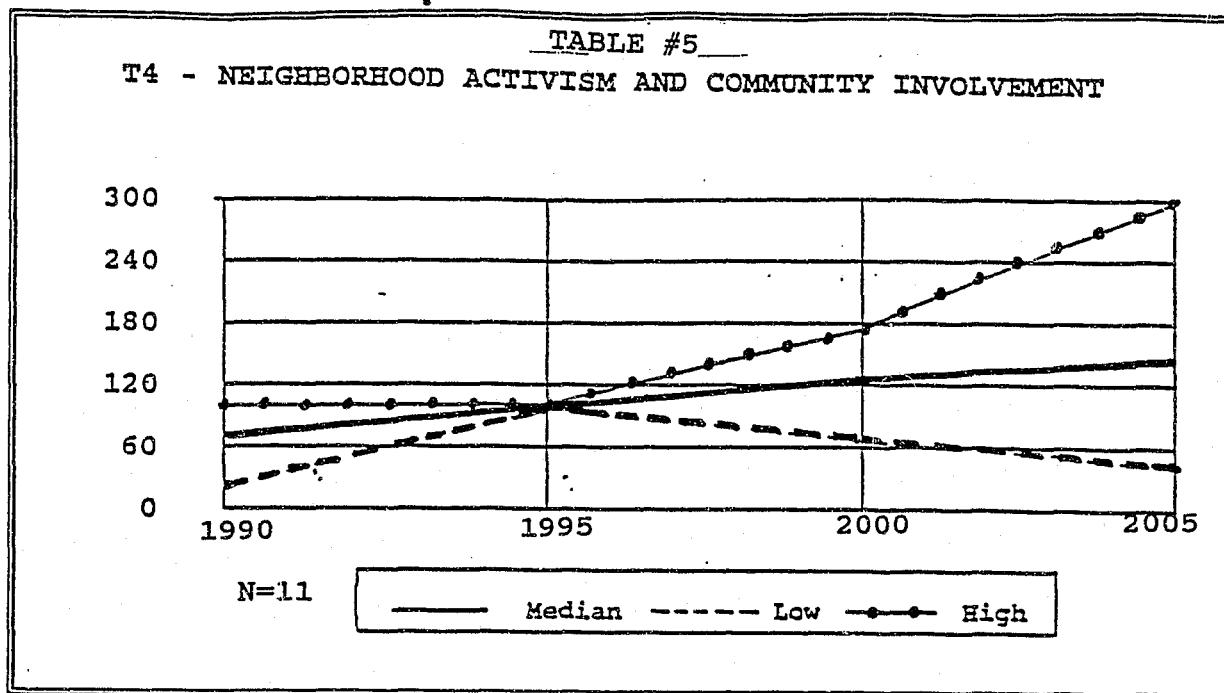


LOW	5 ago = 20	5 from now = 50	10 from now = 25
MEDIAN	5 ago = 77.5	5 from now = 117.5	10 from now = 140
HIGH	5 ago = 100	5 from now = 200	10 from now = 250

This trend appears to have the strongest consensus of all those reviewed. Participants in the NGT felt that law enforcement's role in alcohol prevention and training have increased in the past five years and will continue to do so five years from now (17.5% increase) and pick up even more momentum ten years into the future (40% increase). Panelists cited the revamping of the "DARE" curriculum to reflect a stronger focus on alcohol. They also mentioned the increase in responsible beverage councils, frequently administered by municipal law enforcement. Environmental design and effective community planning relative to alcohol policy planning are relatively new fields and law enforcement is just beginning to get involved in the process.

TABLE #5

T4 - NEIGHBORHOOD ACTIVISM AND COMMUNITY INVOLVEMENT

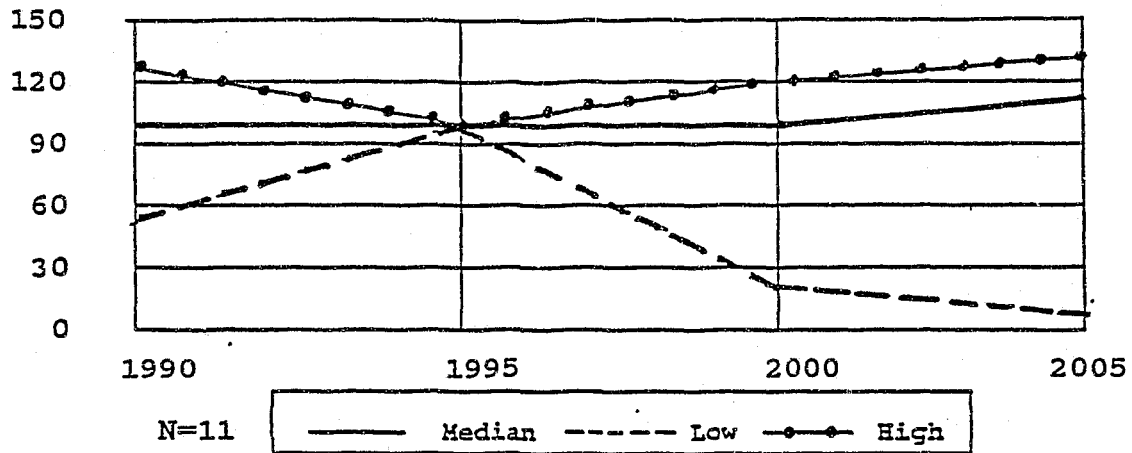


LOW	5 ago = 20	5 from now = 65	10 from now = 40
MEDIAN	5 ago = 70	5 from now = 125	10 from now = 145
HIGH	5 ago = 100	5 from now = 175	10 from now = 300

The panel felt that citizens are becoming increasingly impatient with slow moving bureaucracies. They cited the increase in voter initiated activities (term limits, recalls, and use of initiative and referendums) as examples of citizen activism. Community oriented policing efforts and innovative community volunteer programs are believed to be pushing this trend along. Communities are discovering that neighborhood activism in controlling alcohol problems gets results.²⁶ The panel felt that citizens are increasingly: (1) working to abate alcohol related nuisances in their neighborhoods, (2) pushing for stricter standards in conditional use permits (CUP's) and tighter zoning control, and (3) lobbying the state legislature to expand local control of alcohol beverage outlets.

TABLE #6

T5 - SHIFT IN GOVERNMENT FUNDING OF PREVENTION EFFORTS

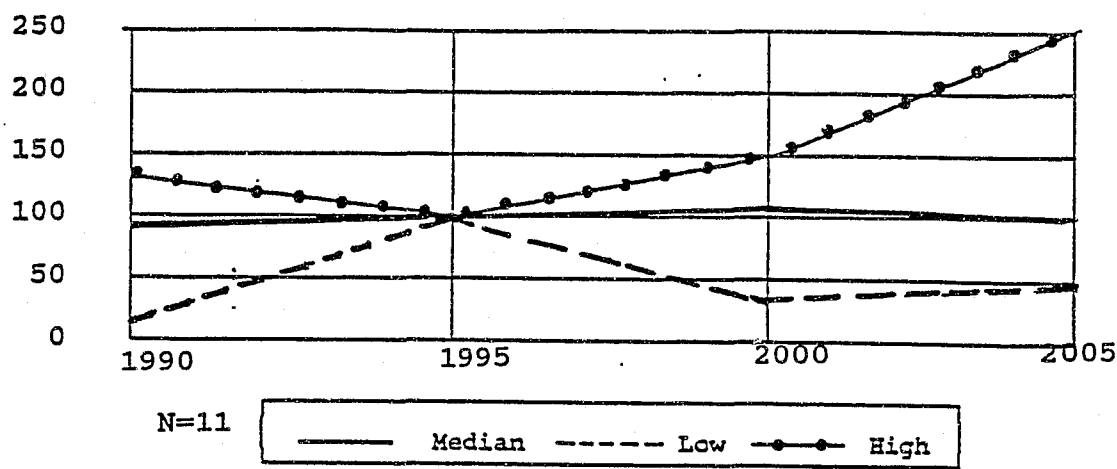


LOW	5 ago = 50	5 from now = 20	10 from now = 10
MEDIAN	5 ago = 100	5 from now = 100	10 from now = 110
HIGH	5 ago = 125	5 from now = 120	10 from now = 130

The panel felt that, despite a growing awareness that alcohol problems can be controlled through effective planning, there will be little change in the percentage of state and local tax revenues expended on prevention efforts. They felt there had been little change from five years ago, and would be little change in the future. Panelists commented that many citizens were tired of taxes and were suffering from "compassion fatigue" -- they are already paying enough for prevention programs. Some felt that it would be politically untenable to shift money away from "essential" public services to pay for additional prevention efforts. They likewise felt that funds would not be shifted away from prevention programs either. A more likely scenario is that fixed prevention resources will be shifted to more innovative and effective programs.

TABLE #7

T6 - RELIANCE ON ALCOHOL TAX REVENUE



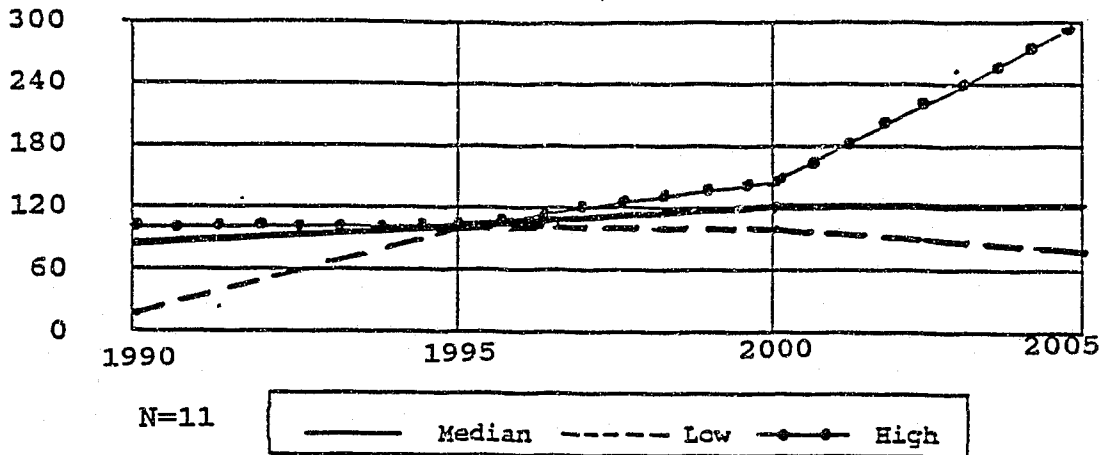
LOW	5 ago = 20	5 from now = 30	10 from now = 40
MEDIAN	5 ago = 95	5 from now = 105	10 from now = 100
HIGH	5 ago = 130	5 from now = 150	10 from now = 250

The panel predicted a small increased reliance (5%) five years from now and returning to its current level ten years from now. Although there may be pressure to rely on alcohol sales tax revenue, especially at the local level, panelists were of the opinion that the growing activism of the alcohol policy "community" would provide countervailing pressures to minimize any increased dependence.

NGT participants on the high side noted that this trend could be impacted by the outcome of the current public debate on the issue of increasing alcohol sales taxes. If this occurs in combination with continued State property tax "take-aways" from local government, dependence on alcohol tax revenue would greatly increase.

TABLE #8

T7 - OFFICIALS CAUGHT IN THE MIDDLE

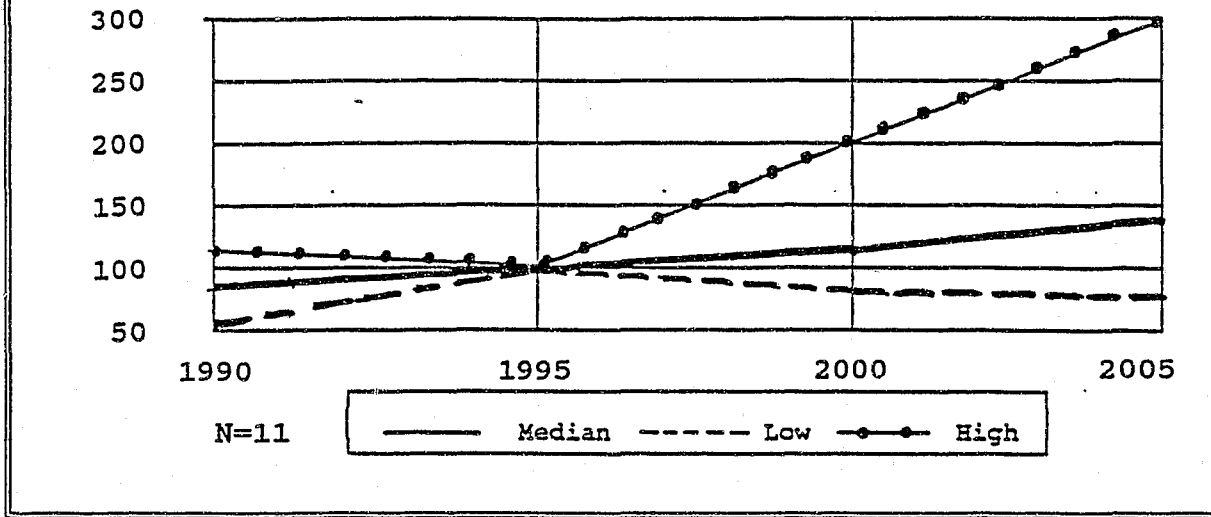


LOW	5 ago = 20	5 from now = 100	10 from now = 80
MEDIAN	5 ago = 85	5 from now = 120	10 from now = 120
HIGH	5 ago = 100	5 from now = 150	10 from now = 300

As a group, NGT participants felt that public officials are increasingly caught between community pressures to control alcohol related problems and well funded lobbying efforts pushing for minimal government controls of alcohol outlets. Alcohol distributors sometimes provide funding to local human service and athletic organizations, making the pressure even more intense. The groups' median reading was that these pressures had increased 15% over the past five years and would increase another 20% in the next five years. This trend is predicted to stabilize from the fifth through the tenth year. NGT panelists on the high side predicted that the alcohol policy "revolution" is still a decade away and, when it finally arrives in full force, public policy decisions in this area will nearly always be volatile "win-lose" situations.

TABLE #9

T8 - ATTITUDES [TOLERANCE] TOWARDS ILLEGAL DRUGS

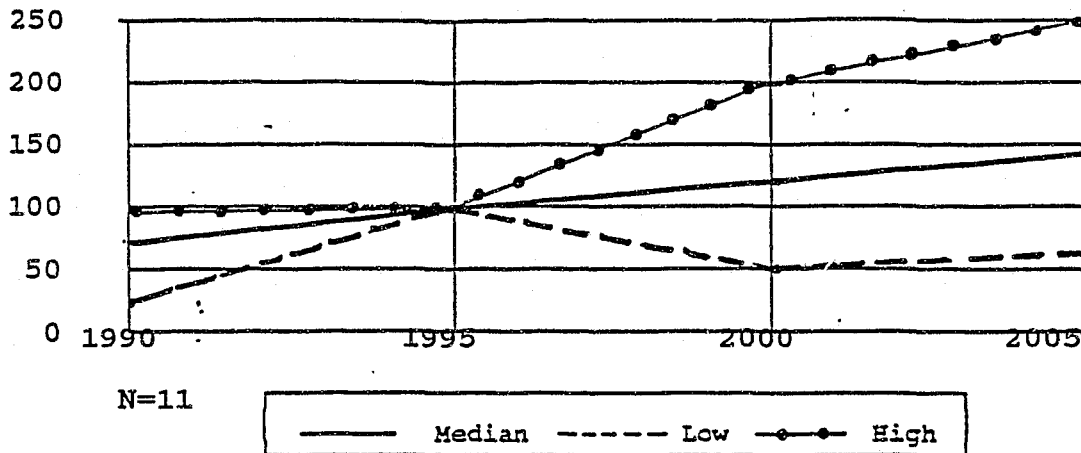


LOW	5 ago = 50	5 from now = 80	10 from now = 75
MEDIAN	5 ago = 85	5 from now = 112.5	10 from now = 137.5
HIGH	5 ago = 110	5 from now = 200	10 from now = 300

This trend had a wide range of responses. Most participants felt that the general public has become slightly more tolerant of illegal drugs (15%) in the past five years. They felt that attitudes towards illegal drugs will continue to soften in five years (12.5%) and even more in ten years (37.5%). NGT participants at the high end felt that at least some illegal drugs would be made legal in the next decade. Those on the low side felt that the opprobrium associated with drug use would be heightened in years to come. A consensus among the group was that an increasing tolerance of illegal drugs would make alcohol policy planning efforts more difficult. Alcohol policy planners are sometimes criticized because they are not dealing with the "real drug problem."

TABLE #10

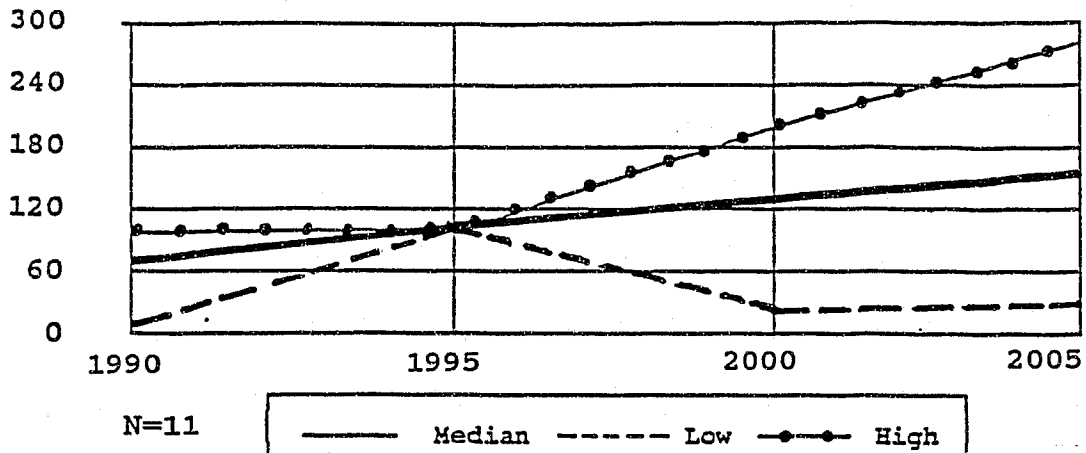
T9 - POLICE INTERACTION WITH THE COMMUNITY AND NEIGHBORHOODS



LOW	5 ago = 25	5 from now = 50	10 from now = 60
MEDIAN	5 ago = 72.5	5 from now = 120	10 from now = 140
HIGH	5 ago = 90	5 from now = 200	10 from now = 250

This trend had a very strong upward consensus. Panelists felt police interaction with the community would have a significant impact of alcohol policy planning efforts. The panel's forecast estimated that police-community interaction would increase 20% five years from now and 40% ten years from now. As in trend number three, community based policing programs are viewed as partly responsible. This trend differs from number three in that it describes a trend where the law enforcement profession both seeks out greater community partnerships and provides leadership in this area. Panel members on the high end felt that, once law enforcement truly understood what a significant impact alcohol policy has on crime, this trend would accelerate quickly.

TABLE #11
 T10 - SCRUTINY OF ALCOHOL OUTLETS BY POLICE, CITIZENS
 MEDIA AND LOCAL GOVERNMENT



LOW	5 ago = 10	5 from now = 20	10 from now = 25
MEDIAN	5 ago = 70	5 from now = 125	10 from now = 150
HIGH	5 ago = 100	5 from now = 200	10 from now = 275

This trend generated considerable discussion. NGT participants specializing in the alcohol policy field felt strongly that control and scrutiny of alcohol outlets is perhaps the critical element in controlling alcohol related problems. They felt this scrutiny provided the foundation for zoning and planning efforts and responsible beverage councils (RBC's). The panel felt that such scrutiny would increase throughout the next decade. In fact, none of the trends was expected to increase more dramatically. One panel member said that it was citizen and media monitoring of alcohol outlets in Oakland (and the crime these outlets reportedly created) that resulted in AB 2698 being drafted [AB 2698, known as the "Tucker Bill" increases regulation of liquor outlets].

EVENT RESULTS

A. Event Identification:

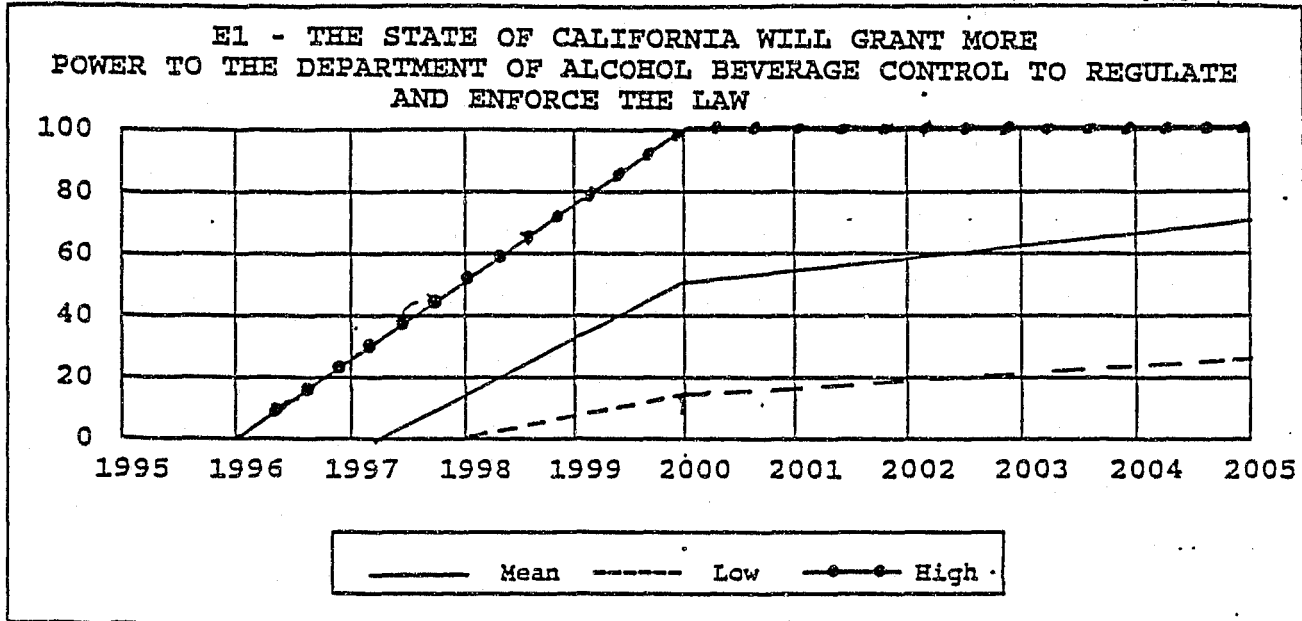
An event is defined, for the purposes of this project, as "a discrete, one-time occurrence." Panel members participating in the Nominal Group Technique identified a series of forty events. After preliminary rounds of discussion, participants selected their top ten events that were most important to the issue question.

The events identified were as follows:

- E1 - THE STATE OF CALIFORNIA WILL GRANT MORE POWER TO THE DEPARTMENT OF ALCOHOL BEVERAGE CONTROL TO REGULATE AND ENFORCE THE LAW - State legislators will become educated about how strong regulation and enforcement of alcohol violations can reduce the crime rate and improve community life.
- E2 - THE STATE OF CALIFORNIA WOULD MANDATE DENSITY LIMITATIONS FOR ALCOHOL OUTLETS - The State would enact strict density limitations for all locations selling alcoholic beverages. The State permits municipal governments to enact even stricter limitations. There would be formulas for density limitations based on both geographic size (i.e., outlets per sq. mile) and/or population (i.e., outlets per 1,000 residents).
- E3 - MUNICIPALITIES GET REVOCATION AUTHORITY - Power to revoke ABC licenses currently resides with the Department of Alcohol Beverage Control. The California Legislature could vest municipal governments with the authority to revoke licenses if certain violations could be proven (i.e., service to minors, after hours sales, etc.)
- E4 - ALCOHOL TAX INCREASES - After lengthy debate, the State Legislature greatly increases the tax on the sale of alcoholic beverages.
- E5 - NATIONAL LEGISLATION REQUIRES "DOLLAR FOR DOLLAR" MATCH REQUIREMENTS FOR ADVERTISING - A new national law requires all alcohol beverage companies to match their expenditures on advertising with contributions to a national fund for alcohol prevention and education. The Federal Government will have authority to audit companies to insure compliance.

D. Event Charts:

TABLE #13



	1st Exceeds Zero	Five Years	10 Years
LOW	3	15	25
AVERAGE	2.3	50.5	71.5
HIGH	1	100	100

Event One: The group's average forecast was that we were 2.3 years away from any probability of the California Department of Alcohol Beverage Control being granted more authority to regulate and enforce the law. However, the probability increased to over 50% five years from now and over 70% by the year 2005. The panel felt that such legislation would have a very high positive impact (7.3) on alcohol policy planning with negligible negative impact.

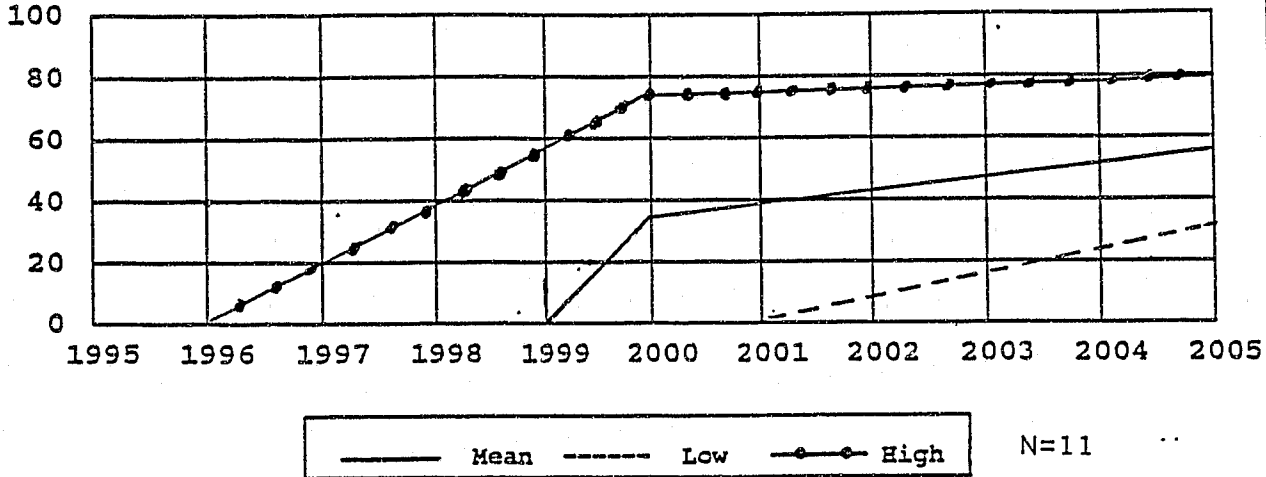
POSITIVE IMPACT ON EVENT = 7.3

NEGATIVE IMPACT ON EVENT = .7

TABLE #14

E2 - STATE OF CALIFORNIA ENACTS MANDATED DENSITY LIMITATIONS
 BASED ON BOTH SIZE AND POPULATION - CITIES CAN

ENACT EVEN STRICTER STANDARDS



	1st Exceeds Zero	5 Years	10 Years
LOW	6	0	30
AVERAGE	4.0	37	57.5
HIGH	1	75	80

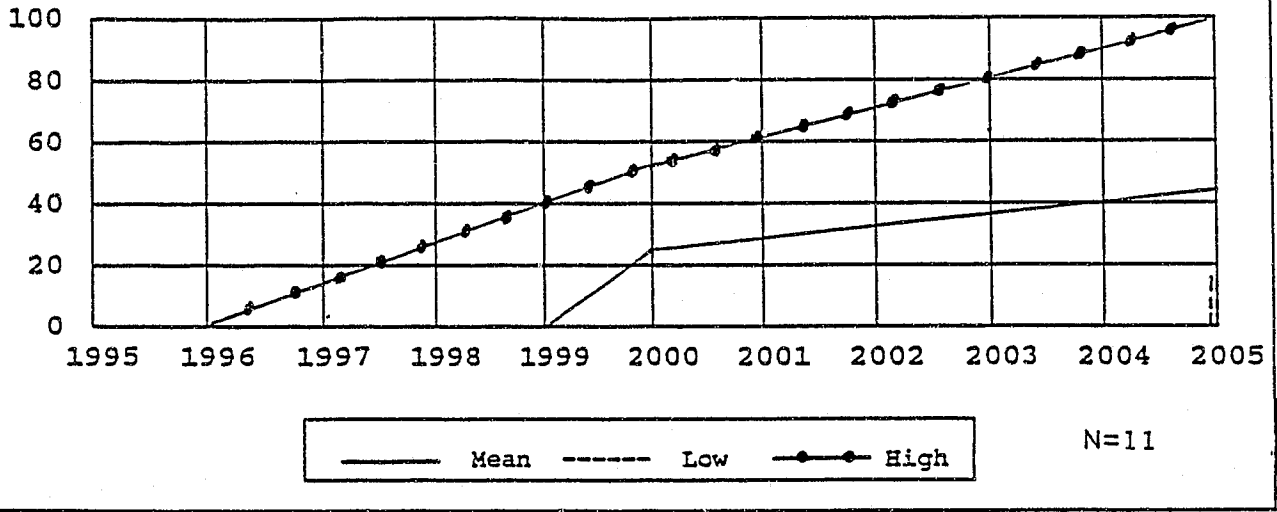
Event Two: The NGT panel's mean prediction was that in less than four years there is a possibility of the State enacting density limitations on alcohol outlets. They forecasted a 37% chance within five years and a 57.5% chance within ten years that the event will occur. The panels low forecast was that there was a 30% probability that it would happen in ten years, while the high forecast gave a 80% probability. The event carried a positive 7.9 impact on the issue, and a negative of .6.

POSITIVE IMPACT ON EVENT = 7.9

NEGATIVE IMPACT ON EVENT = .6

TABLE #15

E-3 MUNICIPALITIES GET REVOCATION AUTHORITY



	1st Exceeds Zero	5 Years	10 Years
LOW	10	0	15
AVERAGE	4.1	23.5	43.5
HIGH	1	50	100

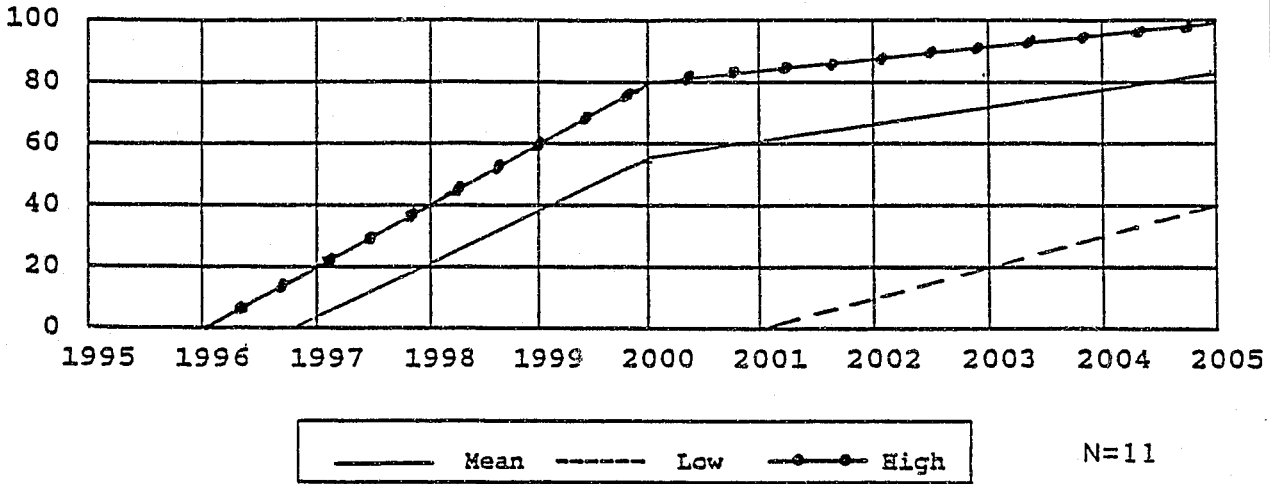
Event Three: NGT participants' average forecast was a 23.5% probability in five years; rising to a 43.5% in ten years. The high range indicated that there was a 100% probability of the event occurring. The low range suggests that municipalities may never obtain license revocation authority. The panel felt the event would have a strong positive impact (7.8) and little negative impact (1.5).

POSITIVE IMPACT ON EVENT = 7.8

NEGATIVE IMPACT ON EVENT = 1.5

TABLE #16

E-4 CALIFORNIA ENACTS ALCOHOL TAX INCREASE



	1st Exceeds Zero	5 Years	10 Years
LOW	6	0	40
AVERAGE	1.8	55	82.5

Event Four: The average score showed that there was an 82.5% probability that this event would occur in ten years. The high score was 100% after ten years, the low score 40%.

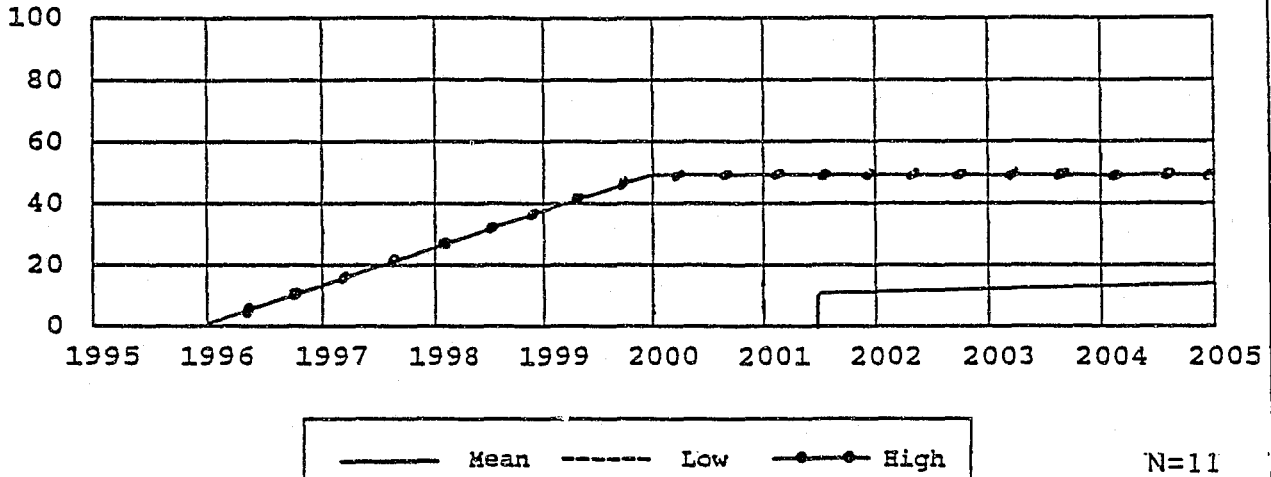
The event carried a high positive impact of 7.2 and a low negative impact of .9.

POSITIVE IMPACT ON EVENT = 7.2

NEGATIVE IMPACT ON EVENT = .9

TABLE #17

E-5 NATIONAL LEGISLATION ENACTS DOLLAR FOR DOLLAR MATCH
ON ALCOHOL BEVERAGE INDUSTRY: MONEY SPENT ON
ADVERTISING MUST BE MATCHED WITH PREVENTION MONEY



	1st Exceeds Zero	5 Years	10 Years
LOW	12	0	0
AVERAGE	6.5	12	16.5
HIGH	1	50	50

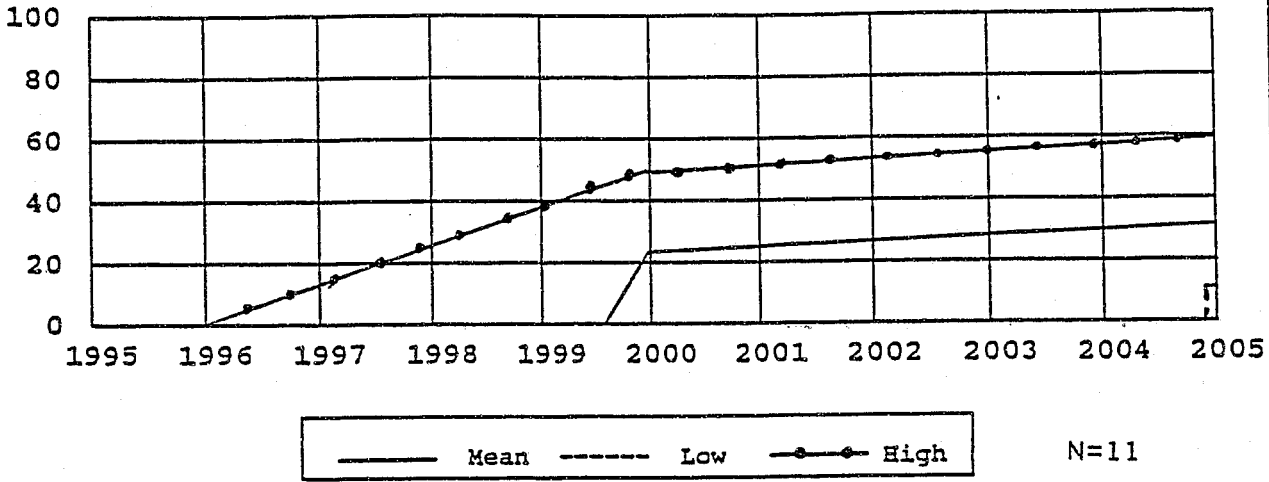
Event Five: The panel felt that this was the least likely event to occur in the next ten years (16.5%). The high forecast was 50% in ten years. Three panelists felt that there was zero probability the event would occur in ten years. The average forecast was that probability first exceeded zero in 6.5 years, the most of any event. Mandatory dollar for dollar matching funds for advertising tied E-2 for the highest positive impact on alcohol policy planning (7.9). The negative impact was 1.1.

POSITIVE IMPACT ON EVENT = 7.9

NEGATIVE IMPACT ON EVENT = 1.1

TABLE #18

E-6 LEGISLATION PASSED TO RESTRICT CITY ZONING CONTROL



	1st Exceeds Zero	5 Years	10 Years
LOW	10	0	10
AVERAGE	4.8	22.2	36.1

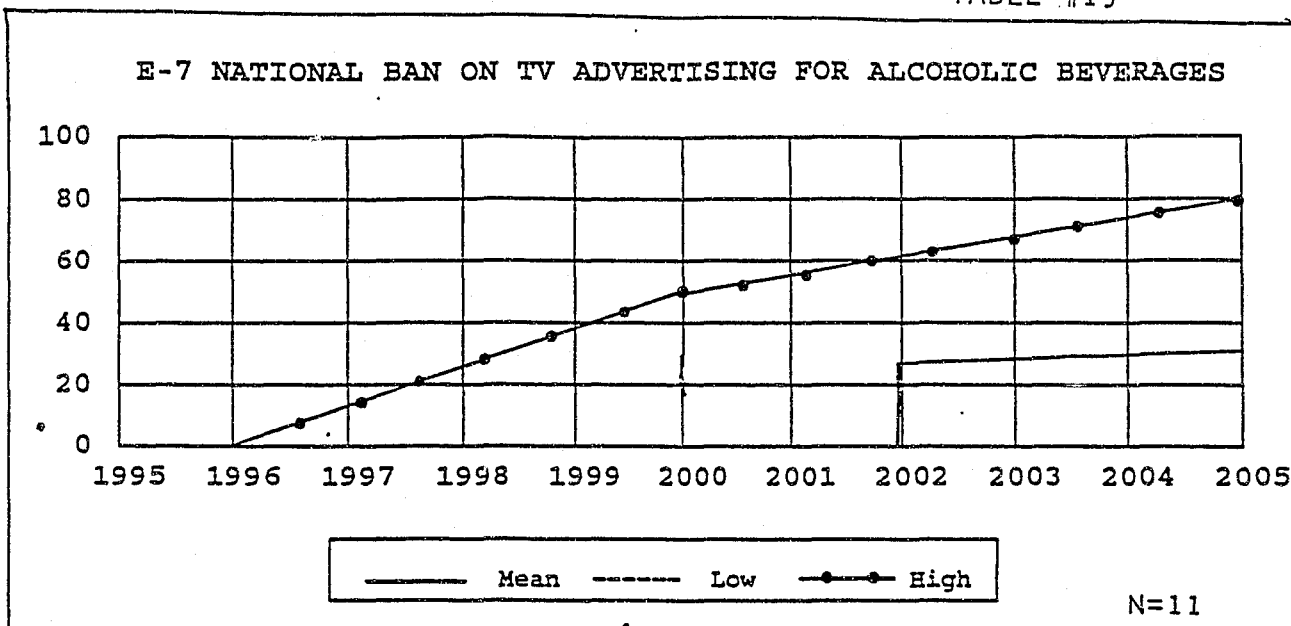
Event 6: The panel average indicated that it would be 4.8 years before the probability of this event occurring would exceed zero. However, over a third (36.1%) felt that the legislature would restrict the zoning authority of municipal government in the next ten years. The high was 60%, the low only 10%.

This had the highest negative impact of any event, 5.2. This event could severely limit the success of alcohol policy planning efforts at the municipal level. The positive impact was 3.6.

POSITIVE IMPACT ON EVENT = 3.6

NEGATIVE IMPACT ON EVENT = 5.2

TABLE #19



	1st Exceeds Zero	5 Years	10 Years
LOW	20	0	0
AVERAGE	7	23	32.5
HIGH	1	50	80

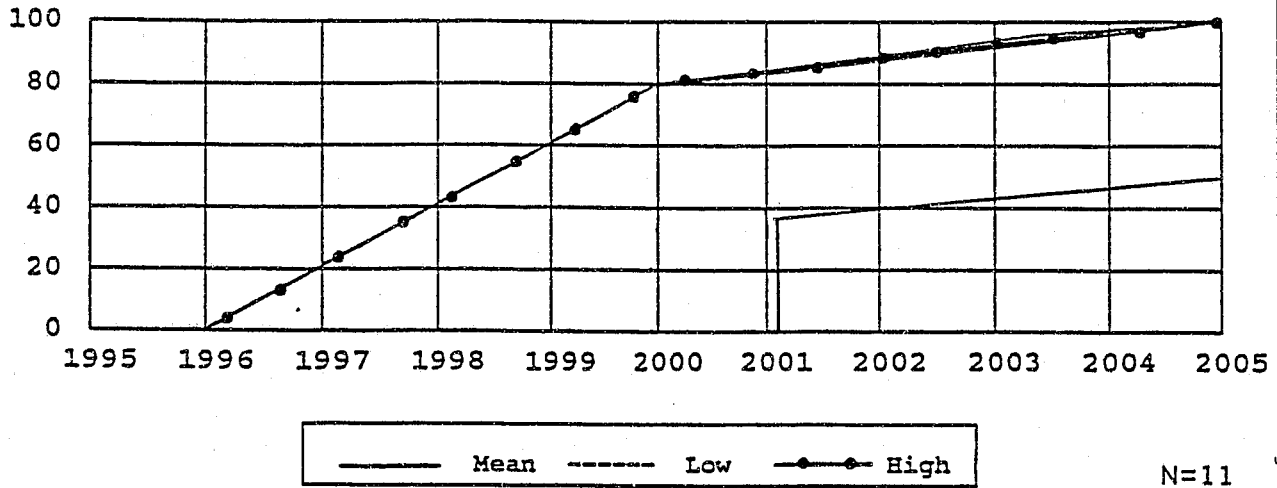
Event 7: The panel's average forecast was a 23% probability in five years (although the "average" forecast also predicted that the probability first exceeds zero in seven years!). It increased to a 32.5% probability in ten years. The high range was 80% probability in ten years. Two panelists said there was zero probability that this event would occur in the next ten years. The elimination of television advertising had a high positive impact (7.5) and little negative impact (1.5). The median negative impact was zero.

POSITIVE IMPACT ON EVENT = 7.5

NEGATIVE IMPACT ON EVENT = 1.5

TABLE #20

E-8 CALIFORNIA EXTENDS .01 PROHIBITION TO ALL MOTORISTS



	1st Exceeds Zero	5 Years	10 Years
LOW	15	0	0
AVERAGE	6.1	37.2	48.9
HIGH	1	80	100

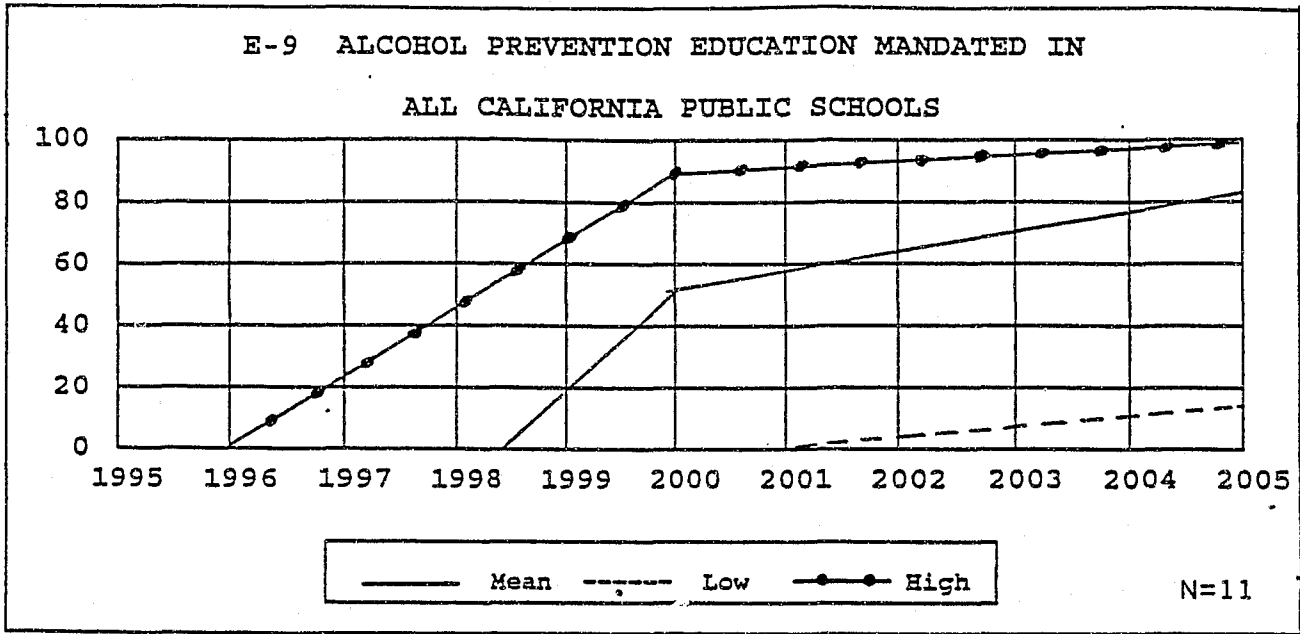
Event Eight: The panel average forecasts that in ten years, it is nearly a 50% probability (48.9%) that the .01 law, currently targeting only those under the age of twenty-one, will be extended to all motorists. The low estimate is that there is no probability this event will happen in ten years, the high probability, 100%. This is the largest variance among all of the events.

The positive impact of this event is 7, the estimated negative impact 2.1.

POSITIVE IMPACT OF EVENT = 7

NEGATIVE IMPACT OF EVENT = 2.1

TABLE #21



	1st Exceeds Zero	5 Years	10 Years
LOW	6	0	15
AVERAGE	3.4	52.5	80.5
HIGH	1	90	100

Event Nine: Individuals participating in the NGT collectively felt that there was a 52.5% probability that mandatory alcohol prevention education would first appear in California's public schools in the next five years. This increased to 80.5% in ten years. The high estimate was 100% in ten years, the low, 15%.

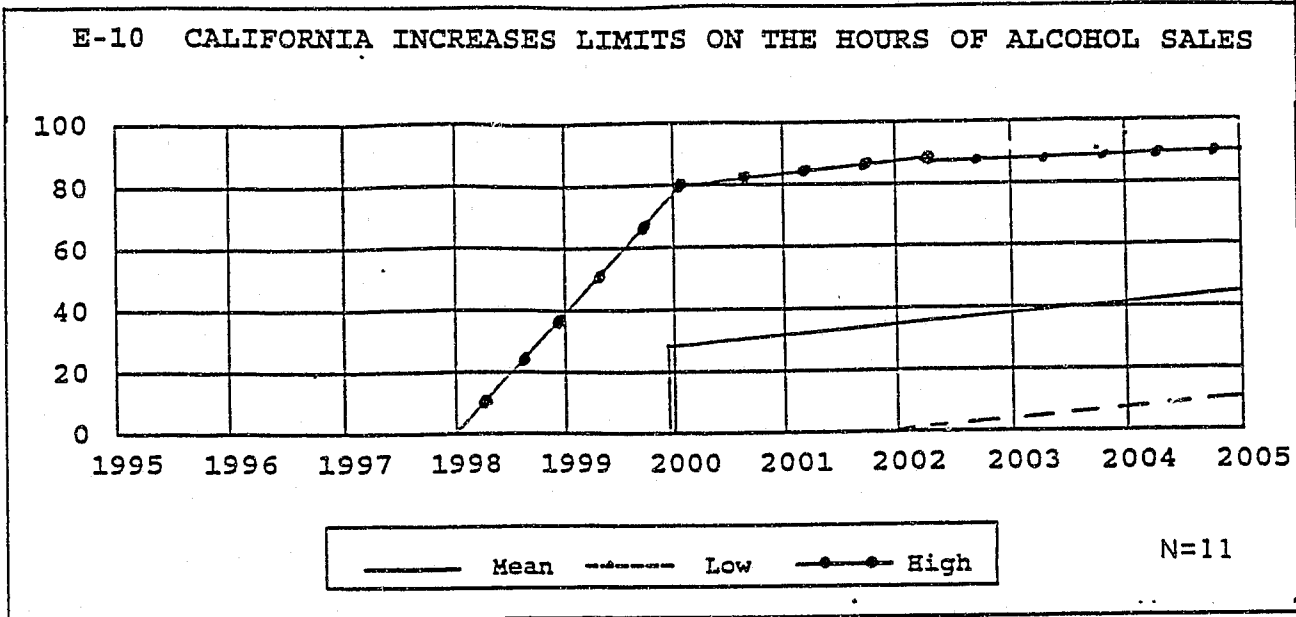
Panelists felt that mandatory alcohol prevention education would have a 7.4 positive impact and negative impact of only 1 (the median negative impact was zero).

POSITIVE IMPACT OF EVENT = 7.4

NEGATIVE IMPACT OF EVENT = 1.0

TABLE #22

E-10 CALIFORNIA INCREASES LIMITS ON THE HOURS OF ALCOHOL SALES



	1st Exceeds Zero	5 Years	10 Years
LOW	7	0	10
AVERAGE	5	29.8	43.3
HIGH	3	80	90

Event Ten: The group predicted that in ten years, there is a 43.3% probability that additional limits will be placed on the hours of alcohol sales. They felt that the probability first exceeds zero in five years, at which time there is a 29.8% probability that the event will occur. The low panelist predicted only a 10% probability in ten years. The high panelist, 90%. There was general agreement that this would have a strong positive impact on alcohol policy planning (7) and minimal negative impact (1.8).

POSITIVE IMPACT ON EVENT = 7

NEGATIVE IMPACT ON EVENT = 1.8

CROSS-IMPACT ANALYSIS:

After participants from the Nominal Group Technique (NGT) finished selecting and evaluating their most descriptive trends and most important events, two members of the panel reconvened to conduct a cross-impact analysis. The cross-impact analysis is used to determine the impact that all ten selected events would have on each other, should they all occur.

The following table shows the results of the cross-impact analysis (the "Initial Probability" in the right column refers to the average probability the event would occur in ten years as identified by the NGT):

TABLE #23

CROSS IMPACT EVALUATION												
10 = Number of Events												
Initial	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Final	Probability
Prob-	80	53	43	100	15	30	18	50	90	40		
E1	80	X	5	5	0	0	0	0	0	0	5	E1 87
E2	53	10	X	20	0	0	-5	0	0	0	0	E2 68
E3	43	10	5	X	0	0	0	0	0	0	10	E3 58
E4	100	5	0	0	X	5	0	0	0	0	5	E4 100
E5	15	5	0	0	5	X	0	5	5	20	0	E5 45
E6	30	-5	-10	-10	-5	0	X	0	0	0	0	E6 11
E7	18	5	0	5	-10	-5	-2	X	0	0	5	E7 15
E8	50	0	0	0	0	0	5	5	X	5	10	E8 61
E9	90	0	0	0	5	5	0	5	5	X	10	E9 100
E10	40	10	5	10	5	5	0	0	0	0	X	10 61

LEGEND:

- E1. California to Grant more Power to ABC to Control and Regulate Alcohol Laws.
- E2. State of California Mandates Density Limitation on Outlets.
- E3. Municipalities Get Revocation Authority.
- E4. Alcohol Tax Increases.
- E5. National Legislation Requires "Dollar for Dollar" Match Requirements for Advertising.
- E6. Legislation passed to Restrict City Zoning Control.
- E7. Nationwide Ban on Televised Advertisements for Alcohol.
- E8. California Extends .01 Prohibition to All Motorists.
- E9. Mandated Alcohol Prevention Training in All California Schools.
- E10. State Limits Hours on Alcohol Sales.

A few examples of how the cross-impact analysis describes the impact of one event on another is seen in Event Five. If this event actually occurred (National Legislation Requires Dollar for Dollar Matching for Alcohol Advertising and Prevention), what impact would it have on the probability of Event Nine (Mandatory Alcohol Education in California Public Schools) happening? Panelists felt that because Alcohol Prevention money would grow exponentially if Event Five occurred, Mandatory Alcohol Education (E-9) would be financially possible for California's public schools. The panel felt that the impact on E-9 would be to increase its probability by 20%.

Another example would be if E-7 (Eliminate Alcoholic Beverage Advertisements on TV) occurred, what impact would it have on the probability of E-4 (Alcohol Tax Increase)? The panel believed that if alcoholic beverage advertising on television was eliminated, the alcohol industry would lobby aggressively against a tax increase and legislators would be disinclined to place such an added burden on the industry. The panel felt that E-7 would reduce the probability of E-4 occurring by 10%.

This process was followed for all the events. Data was then entered into a computer using a cross-impact program designed by The Policy Analysis Company, Inc. in Washington D.C. This program examined each event from the cumulative total of the probability of

every other event occurring. The Cross-Impact Analysis produced the adjusted new probability of each event based on the analysis of the cross-impact of the other events (see Table #23, page 43).

FUTURES SCENARIOS

A scenario is a written process that translates trends and events into a written narrative of possible futures. Scenarios are devices for explicitly bringing together and synthesizing large quantities of projections that cannot be handled systematically by any other known means. They help monitor change and provide analysts with a starting point for planning and forecasting.

Three potential future scenarios are developed in the following pages to provide the reader with some insight about the future of alcohol policy planning in the year 2005. Each of the events selected in the NGT are used in the scenarios. The events were later processed using a random number generator, and the research generated probabilities of each event to form a ten year projection. A scenario generating software program (SIGMA), developed by The Policy Analysis Company, Inc. (Washington, D.C.), was utilized to establish the random selection of events. SIGMA selects a date of occurrence for each event selected.

SIGMA was run one hundred times. Each of the hundred scenarios were examined and selected based on their ability to provide the

reader with a balanced perspective of possible futures. Each of the scenarios is written around the Pasadena, California, Police Department in the year 2005.

A. The Government Setting

The City of Pasadena is a multi-ethnic, multi-cultural community of 140,000 located in Southern California. It is 4% Asian, 22% African American, 31% Hispanic, 10% Armenian and 33% Anglo/Other. Northwest Pasadena is composed of lower income neighborhoods, including housing projects, and is commonly referred to by residents as a "ghetto" or "barrio." Areas of Pasadena are very exclusive, but it is predominately a middle class community. Its crime rate is the third highest per capita in Los Angeles County and public safety remains Pasadena's most important issue. Pasadena hosts the Tournament of Roses Parade and Rose Bowl game, which is seen annually all around the world.

The Pasadena Police Department consists of 230 sworn officers and 120 civilian personnel. The Department has an assertive proactive patrol posture. However, it commits considerable personnel and resources to community based policing programs.

Pasadena has a Council-City Manager form of government. Seven council members, elected by district, sit on the council. Both the City Council and the community at large are polarized by liberal

and conservative factions. No elected or appointed official can afford not to be "politically correct." Pasadena has more human services organizations than any other city in Southern California. Pasadena has a strong tax base and no serious financial problems. However, it is a constant struggle to support existing human services programs while simultaneously dealing with demands from some groups to further expand such programs. It has close to fifty standing commissions composed of individuals appointed by the City Council (according to a 1992 article in The Los Angeles Times, the most in Southern California -- including the City of Los Angeles). Every commission wants an active role in governing the City.

Pasadena city government prides itself in being forward looking and tolerant. Surrounding city governments view Pasadena as dysfunctional, inefficient, and overly political. Consequently, Pasadena has had difficulty establishing partnerships with neighboring cities and has lost its regional position as a leader in government services.

A study of alcohol problems conducted in 1990 revealed that alcohol is involved in over half of all arrests and a third of all calls for service. Liquor stores in northwest Pasadena have long been magnets for crime, complaints, and disorder. Statistical data show that they are the focal point of many community problems. There are more liquor stores than current density laws would allow.

However, the stores are decades old and have been "grandfathered" in -- i.e., the City has limited authority to regulate them.

The "Old Town" area of Pasadena is a popular and trendy gathering spot for tourists and visitors. Only five years ago, this five block square area consisted of boarded up buildings, a few bars, two adult bookstores and assorted prostitutes, drug dealers, and the homeless. It was a place few wanted to visit. As the redevelopment money started coming in, the police department was pressured to approve alcohol sales permits to restaurants and upscale nightclubs with little scrutiny. "Old Town" was viewed by many as a sales tax bonanza. The 1990 study referred to above, isolated "Old Town" as a potential problem due to the proliferation of alcohol outlets. Pasadena's two year old alcohol policy planning council, a sub-committee of the community organization Day One (a non-profit organization not affiliated with city government), attempted to point this out to city officials without success. Today, "Old Town's" upscale restaurants and nightclubs are resulting in alcohol problems of nightmarish proportions. Many believe that Old Town's party atmosphere and alcohol related crime threaten its very existence. Day One received a federal grant in 1992 and has been successful in convincing some community leaders that alcohol policy planning will reduce crime and disorder while improving community quality of life.

Day One and a growing number of citizens have demanded that the City Council engage in more proactive alcohol policy planning. The Pasadena Police Department initially refused to become involved. It finally became involved in an advisory capacity, but only after being directed to do so by the City Manager via the City Council. The Police Department believed it was already overwhelmed by "social service" demands.

The Day One alcohol policy coalition is very assertive in identifying alcohol related problems in Pasadena. It has been openly critical of NAACP and the national Urban League for accepting tens of thousands of dollars from liquor companies. It has formed its own group of northwest Pasadena community leaders to whitewash billboards advertising alcoholic beverages and also campaigns aggressively against alcohol advertising and promotions in minority neighborhoods. In addition, Day One has forced the Pasadena Police Department, the Chamber of Commerce, and all City Departments to refuse alcohol sponsorship of events. It has also helped assist residents in lobbying against new liquor stores and influenced the Planning Commission to adopt strict conditional use permits (CUP's) for new liquor stores and restaurants serving alcohol.

B. Scenario 1

The following events were the SIGMA iteration for Scenario 1:

This is the most frequently occurring scenario, as generated by SIGMA.

E4	Feb 1995	Alcohol Tax Increase
E9	Nov 1995	Mandated Use Training - Education in Schools
E5	May 1997	Leg. Passed to Restrict City Zoning/Control
E3	Apr 1998	Municipalities Get Revocation Authority
E7	Jun 1999	Eliminate TV Advertising
E8	Aug 1999	.01 Law Extended to All Drivers
E10	Apr 2001	State Limits Hours of Alcohol Sales

The following scenario depicts the reflections of a liquor store owner in Pasadena who, despite making a living by selling liquor, remains concerned about the deterioration of surrounding neighborhoods.

It is January 1, 1995. Liquor store owner Sidney Burrell refuses to sell 16-ounce cans of malt liquor at two-for-a-dollar as part of a manufacturer's sales promotion, but he knows there are plenty of other places in northwest Pasadena peddling a cheap high. Sidney Burrell grew up in northwest Pasadena and still calls it home. For twenty years he has made a nice living as owner of Sunset Liquor. About a third of his profits are derived from alcohol sales, the remainder from groceries and snack food. Due to modest success in the business world, he has become a community leader of sorts.

Mr. Burrell has asked other merchants in northwest Pasadena to join him in refusing to promote malt liquor. They laughed in his face. Mr. Burrell believes such promotions create neighborhood problems. He has noticed that crime, loitering, and disorder are increasing.

Mr. Burrell also refuses to sell to minors. He knows that some of his competitors look the other way. He values his reputation as an honest businessman and enjoys excellent rapport with the Pasadena Police Department.

Mr. Burrell has been asked to serve on a Citizens Alcohol Advisory Panel by the Pasadena Police Chief. This panel will provide input to the City of Pasadena Interdepartmental Alcohol Policy Planning Team organized by the City Manager. This Team is composed of City of Pasadena Department Heads.

The police department is responding to areas near liquor stores at an alarming rate, and local community groups continually cite the proliferation of liquor stores as part of the problem in his community. He has noticed a trend toward increased scrutiny of liquor stores by police, citizens, and local government. Mr. Burrell and his employees have received some innovative training from Pasadena's Responsible Beverage Council. However, attitudes towards illegal drugs have become increasingly relaxed and the alcohol industry is increasingly lobbying to undermine local regulation of alcohol outlets. Mr. Burrell thinks that alcohol related problems are destroying the neighborhood he grew up in. Sidney Burrell read in the Pasadena Star News that over half of all police calls are alcohol related. He wonders when something will be done to help the situation and wonders how he can help.

In February, only a month later, California passes a large tax increase on alcoholic beverages. Mr. Burrell is concerned about alcohol problems, but also wonders if his profit margin will be affected. Fortunately, alcohol proves to be extremely demand elastic, and his sales volume remains consistent. Only nine months

later in November, the State Legislature mandates alcohol prevention training in all California public schools. The alcohol tax increase has unexpectedly provided such a large source of revenue, the prevention community was able to push this piece of legislation through.

The alcohol beverage industry has become increasingly concerned about the "anti-alcohol" movement. They use their considerable resources to pressure lawmakers for relief. In May 1997, they are successful in convincing the legislature to restrict city zoning control over alcohol outlets. Their relief is shortlived because in April 1998, municipalities are granted revocation authority for alcohol outlets. California's continuing fiscal problems have resulted in dwindling investigation and enforcement resources of the Department of Alcohol Beverage Control. Municipal government will now assume part of their revocation function. The Interdepartment Alcohol Policy Planning Team is working hard to do a good job in this area.

In June 1999, a national ban on television advertising of alcoholic beverages is announced. The alcohol industry is livid. Nobody thought this legislation would pass. The ban will hurt the television and entertainment industry.

Alcohol policy planning interests have become more and more influential. The City of Pasadena Interdepartment Planning Team is

becoming more and more assertive in trying to use alcohol planning to reduce crime in Pasadena. The clout of the alcohol beverage industry is at an all time low. Despite this, Sidney Burrell has not noticed any difference in either the amount or the seriousness of alcohol related problems in northwest Pasadena. The events of the past five years have had little impact on the quality of neighborhood life in the area. This is about to change.

In August of 1999, the .01 law, previously applicable only to those under twenty-one, is extended to all motorists. A few months later, Sidney Burrell has began to notice that he is getting fewer customers who appear to have been drinking. People don't loiter in his parking lot sipping from paper bags before driving home as much as they used to. He has read in the newspaper that drunk driving is down and arrests have been reduced. In April of 2001, the State of California limits the hours of alcohol sales. Burrell is now only able to sell alcohol up until 10:00 pm, not 2:00 am, like he used to. His profits are slightly reduced; however, he soon notices that there are fewer people loitering on the street late at night. A few months later he reads where crime in Pasadena is down. Sidney Burrell has been around a long time -- he can tell that the alcohol policy planning efforts of the past ten years have made a real difference in terms of reduced crime and improved community quality of life.

C. Scenario 2

The following events were the SIGMA iteration for Scenario 2:

E5	Jan 1995	Legislative Dollar for Dollar Match - Advertisement must equal Prevention
E4	Sep 1995	Alcohol Tax Increase
E6	Jan 2002	Leg. Passed to Restrict City Zoning Control
E9	May 2002	Mandated Use Training - Education in Schools
E2	Mar 2003	Mandated Density Limitations

Scenario 2

This scenario deals with Pasadena's struggle to deal with the problems generated by alcohol. It is January 2002, and the City Council, City Manager, and Department Heads are having a one day retreat to address community alcohol policy planning. Several community groups are also represented.

City Manager James Stillwell opens the retreat by announcing his concern over the failures of Pasadena's alcohol policy planning efforts. He reminds the participants that in 1990, city officials were shocked to learn that a third of all police calls for service were alcohol related. The City Manager states that in a recent study, 58% of police calls for service were alcohol related. Crime in Pasadena has skyrocketed and the crime and disorder surrounding alcohol retail outlets are out of control.

A Neighborhood Watch Association President asks Mr. Stillwell why the liquor industry's multi-billion dollar a year funding of prevention programs (matching their spending on advertising as mandated by Congress in 1995) and California Alcohol Tax Increase (also passed in 1995) have failed to solve alcohol related problems

as promised. Mr. Stillwell responds that four trends in the late 1990's mitigated the impact of both pieces of legislation. First, the alcohol industry lobbied successfully to undermine local regulation of liquor outlets. California municipalities have less authority over restaurants serving alcohol and liquor stores than they did a decade earlier. Second, as California's fiscal problems worsened through the late 1990's, they came to rely more and more upon alcohol sales tax revenue. Mr. Stillwell explains that the State keeps the majority of this revenue and uses it for non-prevention purposes. Third, politicians and appointed officials are increasingly caught in the middle between alcohol policy planners and the alcohol beverage industry. Mr. Stillwell adds that, unfortunately, the alcohol industry has more money and more influence and usually get their way. Finally, he states that the decade old relaxation of attitudes towards illegal drugs has reduced the influence of the alcohol policy "community" considerably.

The retreat lasts a full day with few new substantive suggestions to reduce Pasadena's alcohol problems. Late in the afternoon, an administrative intern comes into the room and whispers to the City Manager that the Governor has just signed a bill restricting city zoning and planning control over alcohol outlets. James Stillwell frowns -- the Governor was expected to veto this piece of legislation. When he announces it to the group, there are several audible groans. The alcohol beverage lobby has won again. The retreat adjourns and the participants leave in a sour mood.

Alcohol problems in Pasadena show no sign of improvement in the next several months. In May 2002, the State enacts mandatory alcohol prevention training in all public schools. This legislation is mostly symbolic as most public schools, including Pasadena's, already offer this type of curriculum. In March 2003, the California Legislature successfully enacts mandatory density limitations for alcohol outlets. While newer, less developed communities might benefit from this in the future, older communities like Pasadena find that existing outlets are not impacted by the new law. The alcohol policy lobby has just experienced its last significant piece of public policy change for the remainder of the decade. The prevention of alcohol related problems is no longer viewed as a key issue among voters or politicians.

The crime, loitering, panhandling, and disorder associated with alcohol continue to increase in Pasadena. The future looks bleak.

D. Scenario 3

The following events were the SIGMA iteration for scenario 3:

E4	Jul 1997	Alcohol Tax Increase
E1	Apr 2000	More Power to ABC to Regulate and Enforce
E10	Jul 2000	State Limits hours of Alcohol Sales
E9	Nov 2002	Mandated Use Training - Education in Schools
E8	Sep 2003	.01 Law Extended to All Drivers

Scenario 3

The Pasadena City Hall council chambers are overflowing with disgruntled business owners. It is November 2002, and the City Council will be considering a staff recommendation to hire four new police officers to assist in providing alcohol prevention training to all Pasadena Public schools. The business owners view this as a major event. They are incensed at what they perceive to be an "anti-alcohol bias" on the part of the Pasadena City Council in general, and the Pasadena Police Department in particular. They believe the Police Department has created citizen antagonism against alcohol retail outlets and feel the training in the public schools will further "brainwash" students and their parents.

The hundreds of Pasadena bars, billiard parlors, nightclubs and restaurants have paid millions of dollars in alcohol sales tax in the past decade -- most of it since the California alcohol sales tax increase in July of 1997. The owners feel, with some degree of accuracy, that their hard work and success has contributed to the revitalization of "Old Town", the increased prosperity of northwest Pasadena, and the tax revenue to subsidize myriad pet projects of the City Council.

The business owners feel that City officials helped fuel the trend in the 1990's toward more community involvement and neighborhood activism. Although this trend was initially part of the Department's community oriented policing program, and increased

police interaction with the community, it also created a corollary trend toward greater scrutiny of alcohol outlets by both citizens and the police.

Once the council meeting starts, Gary Emerson, President of the Pasadena Restaurant Association, complains to the Mayor that the State Department of Alcohol Beverage Control and the Pasadena Police Department are in collusion to harass restaurant owners, especially in Old Town. The police chief responds that enforcement of alcohol laws is only conducted when a specific complaint is received. The Mayor tells the audience that the allegation of "collusion" is more grounded in perception than reality. He states that when the Department of Alcohol Beverage Control had their regulatory and enforcement powers expanded in July 2000, ABC and Pasadena Police began working together more closely to deal with alcohol related problems. The Mayor said this was legal and proper.

Councilman Bill Morgan was not particularly sympathetic, stating that arguing against educating school children was "the height of folly." By a unanimous seven to zero vote, the council approved funding for the police officer positions.

In September 2003, California extends the .01 law to all drivers. Patronage to restaurants and taverns fall off precipitously. Friction between business owners and Pasadena's alcohol policy

planning interests becomes even more volatile. The alcohol beverage industry sees what is happening in California and begins targeting state elected officials to reduce the authority of municipal government to regulate alcohol outlets. Public officials get caught in the middle, and it looks like the alcohol industry is getting ready to spend whatever money and exert whatever influence is necessary to achieve victory.

POLICY CONSIDERATIONS

The first hypothetical scenario is the basis for the formation of new policies. The proposed policies are intended to help the Pasadena Police Department define its role in alcohol policy planning and use its influence in order to implement alcohol policy stratagems that will result in a reduction of crime.

It will be the policy of the Pasadena Police Department to:

1. Become involved in community alcohol policy planning in order to reduce crime and improve quality of life.
2. Take a proactive role in the implementation of alcohol policies that will reduce the availability of alcohol.
3. Take a leadership role in the community to educate citizens about how the uncontrolled use of alcohol contributes to crime and other community problems.
4. Educate and train police personnel about the importance of an effective community control of alcohol.
5. Work with other City Departments, especially planning and zoning, to establish effective environmental planning and strengthen the [civil] code enforcement process.

The criterion for selecting these policies was their potential

success in expanding the role of the Pasadena Police Department in community alcohol policy planning.

SECTION CONCLUSION

In terms of crime prevention, this author believes that alcohol policy planning will be an emerging key issue in the coming decade. During the preparation of this project, this author was able to interview several experts in the field. There was a near unanimous opinion that California Law Enforcement does not yet comprehend the significance of alcohol policy planning as an emerging issue.

Ample evidence currently exists to show that Trend One (Alcohol Industry Lobbying to Undermine Local Regulation) is already occurring. Neighborhood activism (Trend Four) and increased scrutiny of alcohol outlets by citizens (Trend 10) are also occurring.

There is a plethora of research showing that effective alcohol policy planning does improve neighborhood quality of life and reduces crime. California Law Enforcement will be forced to confront this issue in the next five years.

SECTION III - STRATEGIC PLAN

INTRODUCTION:

The Strategic Plan examined in this Section has been developed for the Pasadena Police Department and is based on Scenario #1 contained in the preceding Section. The Strategic Plan will set forth the mission of the Department and provide an organizational capability analysis to assist in planning. Alternative strategies are identified and an implementation plan is articulated.

MISSION STATEMENTS FOR THE PASADENA POLICE DEPARTMENT

Macro Mission Statement:

The Mission of the Pasadena Police Department is to use all the resources at its disposal to maintain a safe and secure community. We believe in a holistic approach of assertive patrol, crime prevention, public education, and the lawful and professional application of the law.

Micro Mission Statement:

The Pasadena Police Department believes that prevention is the best form of policing. We know that the use and abuse of alcohol is more closely related to crime than any other factor. Effective alcohol policy planning is a key element in controlling crime, safeguarding neighborhoods, and enhancing community quality of life. We will work to reduce crime by controlling alcohol availability and consumption by developing a comprehensive alcohol policy planning strategy. We will closely monitor public settings where alcohol is consumed and provide leadership in pioneering new local laws and ordinances.

We are committed to reducing alcohol related problems in Pasadena. We maintain that any community problem involving alcohol is a police problem and one that we can address with efficiency, professionalism, and creativity. We will work with community groups and agencies to stimulate community level planning for the prevention of alcohol problems. The Pasadena Police Department will work aggressively to reduce the number of crimes that are alcohol related.

ENVIRONMENTAL ANALYSIS

The primary thrust of the mission statement is to internalize a Departmental awareness that the use and abuse of alcohol affects crime and community quality of life. It further conveys the Department's commitment to playing a key role in alcohol policy planning.

The strategy of providing resources, personnel, and energy into alcohol policy planning does not go unchallenged as certain trends and events have their various impacts. A brief analysis of the social, technological, environmental and political trends and events will provide a window through which to view the overall environments for threats and opportunities.

Sociological

Opportunities for California police agencies in the area of alcohol policy planning center around an opportunity to reduce crime and improve community quality of life. Promoting safe, secure communities is still the bread and butter of policing. The "war on crime" continually revolves around strategies to deal with drugs and gangs. The police profession has nearly exhausted itself in devising new strategies to address gangs and drugs -- the effort may be worthwhile, but future success is likely to be experienced only at the margin. Ironically, research continually underscores the fact that alcohol is more closely related to crime than any other identified factor, yet law enforcement has failed to address

this issue in a coherent manner. Accomplishments in this area have the potential to be dramatic. The growing realization among citizens and the police that community involvement and partnerships can impact crime rates provide important opportunities for alcohol policy planning to take root and grow.

Threats experienced from the increasing rates of alcohol abuse among young people could limit the success of alcohol policy planning. Broken families are also closely linked to alcohol abuse. If the rate of divorces and broken homes continue to increase, this could serve as a real threat.

Technological

The Pasadena Police Department strives to keep up with rapidly changing technology and provide equipment that is state of the art. Opportunities include the growing use of accurate and portable alcohol breath testing devices that make field detection and enforcement of alcohol problems much easier. Breath sensors in motor vehicles also hold the potential for promoting safer community environments if the social costs and carnage of alcohol related traffic accidents are reduced. New software programs are being developed to assist communities in tracking alcohol problems -- data bases can store information of alcohol related problems in a community and predict future problems. Computers will also help local law enforcement and the State Department of Alcohol Beverage

Control identify potential problems with vendors based on pre-existing criteria.

Threats from technology are minimal. The primary problem is that the cost of technology necessary to have a truly superior alcohol policy strategy could induce some communities to avoid the effort altogether.

Economic

Opportunities exist to increase public safety funding as law enforcement becomes more successful in defining their role in alcohol policy planning in order to reduce crime. Police Departments will have a legitimate voice in demanding some share of existing alcohol prevention dollars.

Threats to alcohol policy planning efforts revolve around the vast financial resources of the alcohol beverage industry. They can use their economic clout to challenge innovative zoning or enforcement efforts. They can increase advertising and sponsorship of community events to counter law enforcement's alcohol planning efforts. The continued fiscal problems faced by state and local governments could reduce public safety funding, making police agencies unable to direct resources to alcohol policy planning.

Environmental

Opportunities for the successful implementation of alcohol policy planning center around a community environment that fosters change and "social engineering." Pasadena presents several opportunities for the successful implementation of alcohol policy planning. Pasadena is the cultural center of the east San Gabriel Valley. Restaurants and entertainment abound. The environments most conducive to alcohol (sporting events, nightclubs and "Old Town Pasadena") are easy to identify and the success of planning efforts easy to measure. A good portion of alcohol policy planning is environmental planning (i.e., zoning controls, density limitations, effective use of conditional use permits, regulation of public events, etc.)

Threats include a deteriorating city infrastructure that could draw resources away from alcohol planning efforts. The increasing cultural diversity and transient population of the community could make broad social acceptance of this non-traditional policing effort difficult.

Political

Political opportunities abound. It is always popular to aggressively advocate crime control measures. Alcohol policy planning is politically attractive as a crime control tool. Alcohol planning is more successful with community involvement and will prove politically popular in conjunction with the community

policing movement. Growing community and neighborhood activism and a concomitant demand to reduce alcohol related nuisances (which are often criminogenic) make alcohol policy planning attractive.

Threats abound as well. With State cutbacks and property tax "takebacks", local government could become increasingly reliant on alcohol tax revenue. The alcohol industry's economic clout is already being used to pressure elected officials to limit the local regulation of alcohol outlets. Business leaders and Chambers of Commerce will likely pressure local political leaders to say no to efforts to create "Responsible Beverage Councils" and implement server training programs. Increasing police scrutiny of liquor outlets could generate accusations that local government is "anti-business." The alcohol industry supports and sponsors numerous community events and public service organizations. By refusing to sponsor such events in communities with aggressive alcohol planning programs in place, they can bring about considerable political pressure to reduce their effectiveness.

ORGANIZATION ANALYSIS AND CAPABILITY

Organizational Strengths:

The Pasadena Police Department enjoys a tremendous reputation for being a progressive, innovative agency. The Department created California law enforcement's first community relations and community services sections in the 1960's. The Department places a strong emphasis on service and recognizes that the community

expects more from them than traffic control and the enforcement of criminal laws. Much of the interaction with community members is positive and they are appreciative of the police.

The Police Chief enjoys an excellent working relationship with the city council and other department heads. No member of city government is more respected by the community. His staff is open to new ideas and input from all police department employees is welcomed, creating a dynamic and exhilarating working environment, which results in strong internal support. The Department is involved in several city commissions and community service organizations and genuinely feels it has a role to play in virtually any issue affecting quality of life issues. The Department implemented community policing concepts before the trend became popular and enjoys being on the cutting edge of police innovation.

The Police Department has frequently been used by researchers and social engineers to either implement experimental strategies or collect data on a myriad of social concerns. The organization has grown accustomed to having a role to play in virtually any issue affecting the community, even when the issue does not have a clearly identifiable "police" nexus. A flexible organizational environment has been created over the years that helps foster acceptance for new ideas.

The Department remains especially eager to identify and implement new crime reduction stratagems that do not focus on aggressive street enforcement.

Organizational Weaknesses:

Ironically, several of the factors that enhance the organization's capability to achieve its alcohol policy planning mission also can work against it. The Pasadena Police Department is not so much resistant to change as it is exhausted by it. Department "core values" have changed three times in four years; its patrol philosophy has changed four times in the past five years (from Team Policing to "proactive patrol" to "The Pasadena Way" to Community Based Policing). Department personnel have trouble handling routine police business when confronted by new programs and priorities on a regular basis. There are dozens of human services agencies in the City and they frequently call upon the police department to collect data or implement experimental programs to test new ideas. Various city commissions all want to review or influence Police Department programs. The Department is always experimenting with some new and innovative program. Many officers are fatigued by ever shifting priorities, and the Police Officers' Association has criticized management for their perceived inability to ever "say no" to any program that the community can dream up. A philosophy that propels the police into participation in nearly every community issue can become a burden at times. The police

department is usually called upon to provide political leadership in resolving problems.

Alcohol policy planning has the potential to become politically sensitive, and taking a lead role also means the Department will receive the brunt of the criticism. Because alcohol is legal, some criticism is expected from citizens who feel the police should focus their efforts on illegal drugs. Alcohol outlets might also criticize police scrutiny of their businesses. Department management has refused to become involved in community alcohol policy planning for the past two years. They were finally directed to do so by the City Manager.

STAKEHOLDER ANALYSIS

Stakeholders are individuals or groups who impact the process of change, are impacted by the change, or care about the change. These stakeholders can support an issue, be opposed to it, or simply not care. It is important that stakeholders be considered early in the strategic planning process before proceeding with implementation of a program. The following stakeholders are identified in order to improve the chances for success in implementing an alcohol policy planning program.

Stakeholders

Assumptions

1. Chief of Police

- (a) must embrace programs that might reduce crime.
- (b) success will mean increased recognition and prestige.
- (c) is willing to risk relationship with union to reach his goals.

2. Police Managers

- (a) must back chief.
- (b) resent having to shift resources away from existing programs to make this work.

3. Police Union

- (a) view themselves as doing all the work while chief/management get credit. Might sabotage program.
- (b) will resent another "human services" program and want to focus on real police work.
- (c) don't trust chief/mgt. -- feel the brunt of regulation and zoning enforcement will fall on their shoulders and they will not receive backing when the inevitable public criticism starts.

4. City Manager

Snaildarter

- (a) will support strategy if doesn't require more money.
- (b) could backpedal as soon as political pressure is applied.

5. City Council

- (a) enamored with anti-crime program that doesn't require aggressive street enforcement.
- (b) will insist that their appointed city commissions play an important role.
- (c) will not approve additional funding.

Stakeholders

Assumptions

6. City Planning Director (a) started alcohol policy planning through new zoning controls and CUP's -- will resent police getting all the attention and credit.
(b) fears his department will be subjugated to police dept. priorities.
7. Chamber of Commerce (a) will not support -- view stricter zoning and police scrutiny of liquor outlets as "anti-business."
(b) will wait to publicly criticize program until "harassed business owner" story can be given to media.
8. Public Schools (a) Will enthusiastically endorse due to increase in drinking among high schoolers.
(b) Means more resources for DARE programs.
9. Neighborhood Associations (a) chance to improve neighborhood quality of life.
(b) will need hand holding to be certain that alcohol policy planning is not "Prohibition."
10. Alcohol Bev. Industry (a) will be publicly non-committal.
(b) will aggressively undermine efforts "behind the scenes."
11. NAACP/Urban League (a) will support enthusiastically -- an anti-crime program that attacks "root causes."
(b) have long criticized liquor store proliferation in poor neighborhoods -- alcohol policy planning vindicates their position.

Stakeholders

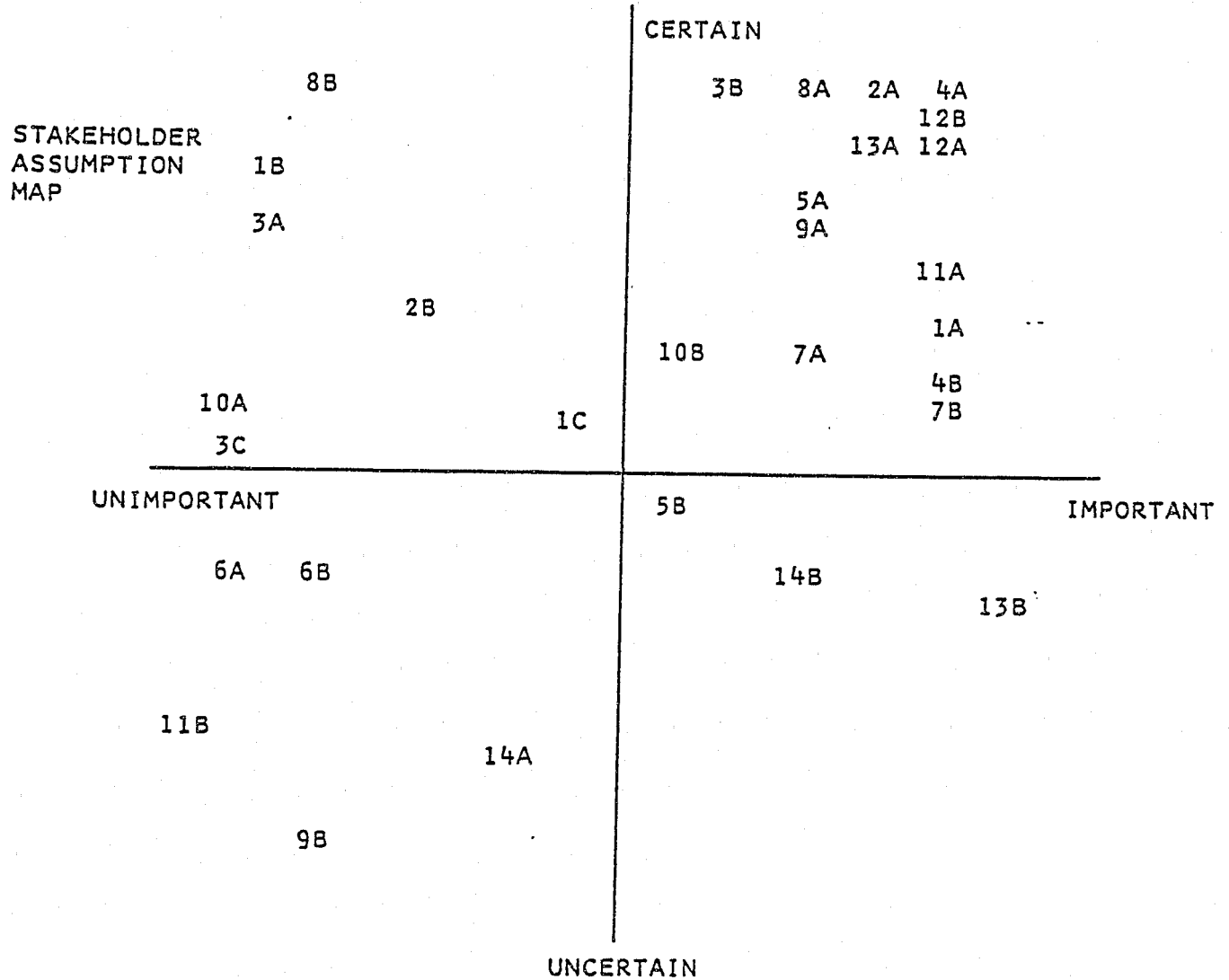
Assumptions

- | | |
|---|---|
| 12. Liquor Store Owners | (a) will oppose because they feel their businesses unfairly takes all the blame for alcohol problems.
(b) will cry to media about police harassment of their businesses. |
| 13. Existing City Funded Prevention Programs
Snaildarter | (a) will publicly support alcohol prevention.
(b) could try to undermine behind the scenes because alcohol policy planning programs threaten to reduce funding to their drug and alcohol treatment programs. |
| 14. Local Media | (a) concerned that a community culture could evolve that is anti-alcohol -- accepting advertising from alcohol beverage companies risky.
(b) after initial positive stories about alcohol policy efforts, negative stories will begin emerging as a result of advertiser pressure. |

These stakeholders are the political framework within which it is necessary to consider and develop alternative strategies. The Assumption Map on the following page depicts how stakeholders assumptions relate to the implementation of a comprehensive alcohol policy plan.

STRATEGIC ASSUMPTION MAP

Illustration #2



- | | |
|---------------------------|-------------------------|
| 1. Chief of Police | 8. Public Schools |
| 2. Police Managers | 9. Neighborhood Assn.'s |
| 3. Police Union | 10. Alcohol Industry |
| 4. City Manager | 11. NAACP/Urban League |
| 5. City Council | 12. Liquor Store Owners |
| 6. City Planning Director | 13. Existing Programs |
| 7. Chamber of Commerce | 14. Local Media |

DEVELOPING ALTERNATIVE STRATEGIES

The modified delphi process is a tool used to obtain quality input from knowledgeable persons about plans designed to achieve the goal of the mission statement. By evaluating the long term and short term utility and practicality of various strategies, the group can render uncertain assumptions certain so that strategic planning can take place.

From the partial listing of alternative strategies, Appendix C, three were selected for long and short term analysis. They are as follows:

Strategy #1: Create New Council Appointed "Alcohol Policy Commission" - Police Department Becomes Staff Liaison

Pros: Gives City Council a new "anti-crime" program they can point to during re-election campaign. Less likely that new alcohol control efforts will generate political problems. Commissioners will do much of the work, thereby reducing the drain on scarce Police Department resources. Creates both the perception and reality that Alcohol Policy Planning is a community effort.

Cons: Pasadena's already bloated bureaucracy doesn't need another City Commission. The Commission will spend months studying the issue and debate alternatives endlessly. Planning initiatives will take months, perhaps years, to be implemented. City Department Heads

and City Manager do not want another City Commission telling them what to do. Supporters may be in for a let down -- their initial enthusiasm for this "government by the people" approach is likely to dampen when they see slow progress.

Stakeholder Perceptions: Supporters want Alcohol Policy Planning to begin immediately. They will be pleased with any first step towards this end. Non-supporters don't want any form of alcohol planning, however, if one strategy were to be implemented, this would be it. They know that progress will be slow. They also know that all measures being considered by the Commission will be open to public debate -- they feel certain that they will frequently be successful in getting the Commission to either back down or compromise on planning initiatives. The Police Department feels that this strategy will generate some positive results, but they don't relish the idea of having the goals articulated in their mission statement continually subjugated to political priorities. The Police Department has worked with City Commissions before -- they are very concerned that they will be blamed if goals are met slowly or not at all.

Strategy #2 Police Department Takes Over Total Responsibility
for Community Wide Alcohol Policy Planning

Pros: Alcohol Policy Planning will be implemented quickly. The Police Department will work hard to make policy initiatives successful because they will be held fully accountable. Insures that the crime reduction aspects of planning are not relegated to third tier status to meet the objectives of politicians or other special interest groups. All alcohol planning efforts have a very strong enforcement and regulation component and the Police Department is obviously in the best position to successfully implement strategies in this area. They also have the community credibility to be effective in the public education area. Their "can do attitude" will speed along the inter-department and inter-agency aspects of alcohol policy planning.

Cons: The police have less patience for community meetings, soliciting community input, and dealing with politicians. Ignoring stakeholders could create problems with implementing plans. Stakeholders with traditional antagonisms towards the police will be quick to criticize police initiatives. Community involvement in protesting new outlets, appearing before ABC, assisting city staff in obtaining civil injunctions, and reporting alcohol related quality of life issues are critical to successful alcohol policy planning. This component could be overlooked if police have sole responsibility.

Stakeholder Perceptions: This strategy had a diversity of support among panel members. It would be "easiest" for the police, perhaps even the most effective, if implemented properly. But also brings about the greatest risks. Other City Department Heads (specifically the Planning Director and Human Services Coordinator) feel that they were on the cutting edge of alcohol policy planning. They will resent the fact that, now that the crime reduction potential of policy planning is more widely recognized, the Police Department wants to step in and take over. All effective alcohol planning requires involvement from an array of City Departments -- Department Heads feel this is another example of Police getting all the publicity, attention, power, and recognition. City Council members want political input and will approach this strategy with some degree of trepidation. The City Manager will be concerned about the impact of this strategy on his department heads. Some supporters realize this isn't the "community involvement" approach, but like this strategy because they will not have to do any of the work.

Strategy #3: Police Create City Inter-Department Team to Implement Community Wide Alcohol Policy Planning

Pros: This strategy takes advantage of the expertise of all City Departments. There is less likely to be resentment. Diverse input, without the cumbersome lethargy of a City Commission, will result in quality and efficiency. This is consistent with the Police Department Mission Statement -- they can focus on the crime reduction aspects of alcohol policy planning and still have a role to play in the "quality of life" objectives. No entity is faced with the burden of sole responsibility. ..

Cons: The City Council still doesn't get as much political benefit as they would like. Department Heads could view themselves as the "professional experts" and still ignore community groups who want a role to play. Inter-relationships among Department Heads could also deteriorate as egos clash during discussions in non-public forums.

Stakeholder Perceptions: Public sector supporters like this strategy because they don't have to worry about politics until they reach the implementation stage. Neighborhood Associations would like more input, but will wait and see if this Inter-Departmental group will work with the community. Non-supporters feel especially threatened by this approach because they are concerned that policy initiatives can be decided upon, and support gathered, before they are informed. This would make successful protests more difficult. They will argue that bureaucrats should not be allowed to make

policy decisions of this sort outside of the political arena. The City Manager and Council are pleased that this approach will probably not require additional funding.

Selected Strategy

According to the panel, the strategy that best addresses the mission statement and focuses on the Police Department having a role in Alcohol Policy Planning is Strategy #3. It can be implemented quickly with assigned areas of responsibility. It also will minimize the problems that non-supporters can create and, properly implemented, will allow input from all supporters.

IMPLEMENTATION PLAN

The critical areas of concern, and potential obstacles, for the implementation of the strategic plan include the following:

1. Who will ultimately be responsible?
2. Only the Police and Planning Departments really have any appreciation for the potential benefits of Alcohol Policy Planning. How will other Department Heads be educated? How will their role be defined? What can they offer?
3. Effective Alcohol Policy Planning requires community involvement. How will this be obtained?
4. How will progress be evaluated?

The Police Chief and Planning Director are strong advocates of Alcohol Policy Planning. They shall convince the City Manager of the need to move fast and not waste time convincing other

Department Heads to join a committee. The City Manager shall direct every Department Head to sit on a newly formed Alcohol Policy Committee. The Committee will work to implement effective alcohol policy planning for a two year trial period. Submission of the plan, its monitoring, and first year report to the City Council will be accomplished by the Police Chief. The Police Chief will also Chair the Committee for the first year, after which the Department Heads will vote on a Committee Chairperson. The City Manager should announce that this is a priority program that will impact the annual evaluation of each Department Head and influence annual "pay for performance" bonuses.

At the first meeting, the Police Chief and Planning Director will make a presentation about the effects of alcohol on a community. There will be follow-up discussion on how alcohol policy planning can reduce crime, public disorder, public nuisances, and improve tourism. Most importantly, how it can improve the community quality of life. Although still a new field, there is a plethora of academic and practical research on the subject. The Committee should focus its efforts for the first two years on what has proven to be effective. The Committee will be composed of the following Department Heads:

1. Police Chief
2. Fire Chief
3. Public Works Director
4. Public Information Officer
5. Planning and Building Director
6. Human Services Director
7. Library Director
8. Rose Bowl Administrator

9. City Prosecutor
10. Finance Director
11. Recreation Director
12. Health Department Director

The Committee will meet monthly. The Implementation Plan creates the following sub-committees:

1. Training Committee - will visit every City Department at a Department meeting to discuss the groups goals and discuss alcohol policy planning in general.
2. Enforcement Committee - will develop goals and strategy for the enforcement of criminal laws relative to alcohol. Sales to minors, minors in possession, youth parties, sales after hours, and drunk driving will be targeted. Zoning Code violations will also be emphasized. In addition, this committee will liaison with the Department of Alcohol Beverage Control and work with the City Attorney and City Prosecutor to coordinate license protests, public nuisance injunctions, and civil abatement procedures. Will recommend new city ordinances to City Council in the area of public advertising, density limitations, and business permits.
3. Public Education and Prevention Committee - will organize "Town Hall" meetings. Will seek to gain acceptance from community by educating them to recognize that effective alcohol planning will reduce crime, promote citizen safety, and improve the community. They will allay fears that the City is interested in outlawing alcohol altogether. They will focus on marketing the Public Health Model of alcohol policy planning:
 - a. Abstention from alcohol is accepted in any situation.
 - b. Drinking in high risk settings is discouraged (i.e., drinking before driving).
 - c. Heavy drinking is discouraged in any situation.

This committee will work to form partnerships with the schools to expand the alcohol resistance portion of the DARE curriculum. They will seek to eliminate alcohol

from city sponsored events, Chambers of Commerce mixers, etc. They will also seek to eliminate alcohol sponsorship of community events.

4. Public Information Committee - will place articles in the City Newsletter, write press releases, and send relevant informational articles to Neighborhood Associations, the Chamber of Commerce, liquor stores, restaurants, and school administrators.
5. Permit Review Committee - before the Planning Department approves the issuance of a permit to a new restaurant, mini-mart, or liquor store, it will be reviewed by this committee. They will insure that density limitations are adhered to and will seek to make sure the Conditional Use Permits process is used effectively.
6. Legislative Committee - will monitor alcohol related legislation. Will also write letters to elected officials and lobby for more effective local control of alcohol outlets.
7. ASIPS Coordination Committee - Alcohol Sensitive Information Planning Systems (ASIPS) have proven effective in identifying problem locations and measuring the effectiveness of Alcohol Policy Planning efforts. Only a few specialists in the State can effectively implement ASIPS. [See Appendix D] This committee will seek funding for an ASIPS consultant and help administer the study. [Essentially, ASIPS collects data from all Police Department calls for service to see how many and what types of arrests are alcohol related. It also provides information on what community settings are most impacted by alcohol use and abuse, and provides research based recommendations to a community re: how to minimize alcohol related problems.]
8. Responsible Beverage Council (RBC) Committee - coordinates and administers the Responsible Beverage Council.

The implementation sequence is important in gaining acceptance and will proceed as described on the following page:

<u>Objective</u>	<u>To Be Completed By</u>
1. Educate and Inform City Employees	1 month
2. Community Meetings and Education, Press Releases	2 months
3. Train Police Dept. Employees	3 months
4. Meet with all Stakeholders	3 months
5. All Committees Have First Meeting	3 months
6. Interim Progress Report to City Manager and City Council	4 months
7. Formalize Permit Review Process	6 months
8. Enforcement Committee Presents newly proposed City Ordinances (to restrict alcohol use in public places) to City Council	6 months
9. Permit Review Committee Establishes Comprehensive Conditional Use Permit System - Mandatory Restrictions	6 months
10. Begin ASIPS Study	8 months
11. Conclude ASIPS Study	10 months
12. ASIPS Findings and Recommendations by Consultant Presented	11 months
13. Formal Goals Set for Coming Year, End of Year Accomplishments Listed, End of Year Committee Reports	12 months

Progress will be evaluated by adherence to the above time lines. Success will be measured by demonstrated accomplishment during the first year. During the second year, success will be measured by successful implementation of ASIPS recommendations and a second ASIPS study to see if a decrease in alcohol related crime and disorder problems has been achieved.

The Team will take the Strategic Plan and develop a customized transition management plan to facilitate the success of this pilot program. The performance of each Department Head in contributing to the success of alcohol policy planning and accomplishing the Team's goals will be documented on their annual evaluations.

SECTION IV - TRANSITION MANAGEMENT

The Transition Management Plan will act as a management blueprint for administering a strategic plan for the formal development of an appropriate role for the Pasadena Police Department in alcohol policy planning. The plan is custom designed for the Pasadena Police Department. However, it can serve as a model for other municipal police agencies who desire to implement alcohol policy planning as a crime reduction strategy.

TRANSITION MANAGEMENT SITUATION

To assist the Pasadena Police Department in achieving its goal of expanding its role in alcohol policy planning, specific program components are recommended. The strategy to accomplish this goal is to have the Pasadena Police Department create an Inter-Department Alcohol Planning Team to implement and coordinate community wide alcohol policy planning. This strategy takes advantage of the expertise of every City Department. All effective alcohol planning requires involvement from an array of specialized areas (i.e., police, planning, zoning, city attorney, recreation, etc.). There is less likely to be resentment if all affected Departments are represented. The cumbersome lethargy of a City Commission or "Task Force" will not be experienced. However, the involvement and support of several non-committee members is critical. A transition team will facilitate this process.

PROGRAM COMPONENTS:

To initiate a very basic alcohol policy planning program, specific program components are suggested. They comprise a strategic plan and implementation schedule that is somewhat generic, but has proven to be an effective basic policy.

It is recommended that law enforcement agencies pursuing the crime reduction benefits of alcohol policy planning and implement a pilot program utilizing the following components:

1. Educate and inform city employees on the benefits of alcohol policy planning.
2. Increase public education and awareness through the media and various community events.
3. Formalize the Alcohol Permit Review Process. All permits should be screened by the Inter-Department Committee.
4. Create a comprehensive Conditional Use Permit (CUP) system for alcohol outlets with some mandatory restrictions for all license applicants.
5. Alcohol Education in the schools. Work with educators and prevention experts to increase the alcohol prevention and education components of DARE (and similar) programs.

6. Improve planning and zoning controls. Better regulate the density and proliferation of alcohol outlets.
7. Seek partnership involvement on a broader level, including social agencies, the Chamber of Commerce and neighborhood groups. Special emphasis on partnership with the Department of Alcohol Beverage Control (ABC).
8. Advocate and draft new City Ordinances designed to limit teenage drinking parties.
9. Start a political movement and actively advocate the "Public Health Model" of community alcohol control. The primary focus will be to change community drinking customs.
10. Provide specialized training in environmental planning to reduce alcohol problems for those directly involved in the permit process (i.e., police, planning, zoning and planning commissions).
11. Regulate public signs and advertising.
12. Enact new city ordinances designed to reduce alcohol consumption at public events.

13. Eliminate alcohol consumption at all City sponsored events (i.e., employee award programs, evening "mixers", etc.). Encourage the school district and Chamber of Commerce to do the same.
14. Eliminate alcohol sponsorship of all City Human Services events, even if such events are "for the good of the community." Example: Annual "Operation Literacy" fundraiser sponsored by a beer company.
15. Create and administer a Responsible Beverage Council (RBC).
16. Attempt to obtain funding for an ASIPS study (Alcohol Sensitive Information Planning System).

Once action items or program components are established for the transition state, a useful tool to construct accountability for each objective is to employ a responsibility chart. This chart constitutes a list of planned action program components and pairs them with an identification of the level of support or responsibility needed by each member of the transition team. This method defines who is ultimately charged with the obligation for each item. It serves to minimize confusion and role conflicts.

CRITICAL MASS:

The critical mass is the minimum number of individuals or groups who must support the change to make it happen. If they are against the change, it is likely to fail. Successful interaction with them is the highest priority in any transition management plan. The following actors have been identified as members of the critical mass:

1. Chief of Police of the Pasadena Police Department
2. City Manager
3. Mayor of the City of Pasadena
4. City Planning Director
5. Executive Director, Chamber of Commerce
6. NAACP/Urban League/El Centro de Accion Social

The current commitment level of each of the critical mass actors, as well as the minimum level of commitment required of them in order to ensure success of the project, is diagrammed below:

COMMITMENT PLANNING

TABLE #24

Critical Mass Members	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police				XO
City Manager		X-----O		
Mayor		X-----O		
Planning Director		X-----O		
Chamber of Commerce Executive Director	X-----O			
NAACP/Urban League		X-----O		

LEGEND
 X = Present Commitment
 O = Needed Commitment

As the graph depicts, the current level of commitment is relatively high, with only the Chamber of Commerce and City Planning Director possessing below required levels of dedication.

The Chief of Police, as head of the department, is essential to any major transition in the organization. He has a strong initial commitment to alcohol policy planning. Current and past practices indicate that he is a leader in the risk-taking required to better his department. The Chief is highly attracted to the crime reduction impact of an effective alcohol reduction program. There are few threats to him reducing his commitment to the transition -- only an abrupt "about face" by the Mayor would cause him to back off. The Chief's total commitment is necessary because he is the key to increasing the level of commitment of the City Planning Director. More importantly, the Chief's current eagerness to "Make Things Happen" is the key to the critical mass. The Chief's enthusiasm totally overrides stakeholders in the Police Department who are less enthusiastic about the program. These other stakeholders are loyal to the Chief and are totally supportive. However, a reduced commitment by the Chief could propel a Police Commander or the POA into the critical mass.

The City Manager has been exposed to the benefits of alcohol policy planning and agrees with the Police Chief. He is excited about the crime reduction aspects of the transition and is the one who allowed the Inter-Department team to be created. However, the City

Manager feels overburdened with existing programs and committee work. He wants the Chief to handle this one for him. It is, however, desirable for the City Manager to move into the "Help Change Happen" category. A stronger visible commitment will generate enthusiasm among team members, especially the Planning Director. The City Manager also has a good relationship with the Executive Director of the Chamber of Commerce -- it would be helpful if he used this relationship to move the Director to a higher level of commitment. A personal request from the Police Chief should achieve this objective with little difficulty.

The Mayor wants to let change happen. He wants to support the Police Chief and City Manager and is aware of the potential impact effective alcohol planning can have on public safety. However, he doesn't sense that he has much to gain politically and is taking a "wait and see" approach. Moving the Mayor into a modest "Help Change Happen" mode is important. As was the case with the City Manager, the Mayor's involvement increases the enthusiasm of others involved in the project. Moreover, it is likely that at some point in the transition, political support will be needed on some issue. Although there is no way to know for certain what the political issue could be, it would be helpful if the Mayor were fully involved so that he could step forward and take a leadership role. The Police Chief needs to make the Mayor aware that a reduction in crime, coupled with the Mayor's perceived leadership role, would be a very powerful political and marketing accomplishment. Inviting

the Mayor to attend the Inter-Department Alcohol Planning Team and attend a community meeting addressing the issue will be sufficient to increase his level of commitment. These two meetings will help educate the Mayor as well as place him into a forced collaborative situation where the need for his leadership would become apparent. Pasadena's Mayor responds predictably to this type of interaction.

The Planning Director is in the "Let Change Happen" category. He is capable and talented. For years he has pressed for a stricter protocol on Conditional Use Permits and has asked for tighter zoning regulation of alcohol outlets. His reluctance is due largely to his irritation that Alcohol Policy Planning became a high profile issue only because the police department and public safety issues are now involved. Public Safety is often viewed by other department heads as getting the lion's share of resources and attention. The Planning Director's commitment needs to be increased to the "Help Change Happen" category because his knowledge, expertise and control of most planning and zoning resources is critical to the success of the effort. The Planning Director is a loyal public servant. A public acknowledgment from either the Mayor or City Manager relative to the Director's prescience in the area of alcohol policy planning should be all that is needed to propel him into the "Help Change Happen" category.

The Executive Director of the Chamber of Commerce is a fairly independent voice in Pasadena politics. His concern is that more restrictive zoning standards for liquor outlets, particularly restaurants, will create the perception that Pasadena is anti-business. He is current in the "Block Change" category and could potentially do just that. The Director needs to participate in some awareness raising activities -- most notably education and first-hand observation. Strong alcohol policy planning has been successful in some communities without any anti-business backlash. The Police Chief, and perhaps the Mayor, should encourage either direct communication with business people in these communities or even accompany him on a site visit. The fact that such planning can significantly reduce crime, holds out the potential for Pasadena to look even more attractive to prospective businesses. The Inter-Department Team should not view the Chamber Director as "the enemy." By giving him an insiders first hand knowledge, the Chamber of Commerce Director could be persuaded to let change happen.

The NAACP, Pasadena Urban League and El Centro de Accion are Pasadena's largest and most influential civil rights/human services organizations. More than two-thirds of Pasadena alcohol outlets are in crime ridden Northwest Pasadena, an area populated primarily by Hispanics and African Americans. Each organization has long identified the problems in and around liquor outlets (i.e., public drunkenness, drug dealing, loitering, and other disturbances). At

times, they have accused the City of ignoring these problems. They are currently in the "Let Change Happen" category for no other reason than they have not been consulted in any way. They are members of the "Critical Mass" for two reasons. First, if slighted or totally ignored in the transition, these groups could potentially block some areas of the transition. Second, and more importantly, by bringing them into the planning partnership, these groups would clearly "Help Change Happen." These organizations carry considerable political clout and are media savvy. Although each of them are distinct and constitute an individual actor in the critical mass, their motivation and levels of commitment are so similar that they are grouped together for strategic purposes. The Mayor and Police Chief should request their help in the transition. This would increase the chances of success exponentially. This would be true even if all efforts to achieve commitment changes from other critical mass members fail.

MANAGEMENT STRUCTURE:

The management structure to be employed during the transition phase will place executive responsibility on the Police Chief. The Pasadena Inter-Departmental Team will play a key role in the transition. The Police Chief will head this Team during the first critical year, as well as managing internal police department personnel and resources towards their new role as alcohol policy planners. Critical Mass members will be vital to success, as will several stakeholders. Although the City of Pasadena is interested

in alcohol policy planning, the focus is on reducing crime through this approach. The goal is to define the role of law enforcement in alcohol policy planning -- a role that has been traditionally ignored.

If the strategic plan is successful, it will result in a police department trained, prepared, and organized to engage in alcohol policy planning in order to reduce crime, disorder, and increase the quality of life in the community. Because other entities are required for a successful outcome, the management structure should also encourage that amicable, professional relationships be established. These relationships will help insure that alcohol policy planning remains successful and productive well into the future. During the transition period, persons involved in the conversion will be subjected to a period of perceived inconsistency, stress, uncertainty and conflict. This is especially true in the police department where many members view alcohol policy planning as another unwelcome "social work" aspect of their job.

As previously stated, the Police Chief is the project manager for the transition. Although a project of this magnitude would typically be delegated to a Commander or Captain, the Police Chief is the only police manager that actively supports the concept of aggressive alcohol policy planning. The transition will be complicated -- a manager who is simply following orders is not

likely to be successful. The Police Chief is an aggressive change agent. The Department's paradigm shift will originate from him. His enthusiasm, guidance and leadership will help minimize the concerns of both managers and the rank and file during this transition period.

If alcohol policy planning could be implemented with police resources exclusively, this form of management would be ideal. Because success ultimately depends on several political areas and organization entities, the "representative of constituencies" form of transition management should be used. Thus, the critical mass is comprised of leaders from City Hall, the Chamber of Commerce and three community organizations. The Inter-Department Team will utilize members of their group to give direction to members of their respective Departments and will encourage the acceptance of new ideas. They will also advise the Police Chief and help inform and educate the community. In effect, each leader will serve as a project manager for his or her organization.

Early in the transition effort, the Police Chief should use a Responsibility Chart to clarify role relationships and responsibilities. It will also reduce ambiguity and conflict. The transition state will last one year -- key actors and critical mass members will be held accountable to achieving their assigned objectives during this period.

The Inter-Department Team is a key actor in the transition, but not a member of the critical mass.

RESPONSIBILITY CHART - TABLE #25

R = Responsibility
 A = Approval
 S = Support
 I = Inform
 X = Irrelevant

Key Actors and Critical Mass	Program Component															
	A1	A2	A3	A4	A5	A6	A7	A8	A9	A10	A11	A12	A13	A14	A15	A16
Police Chief	S	S	S	S	R	S	A	R	S	S	S	S	S	S	S	S
City Manager	R	S	S	A	I	A	S	S	S	A	S	S	R	R	A	S
Mayor	S	S	S	S	S	S	S	A	S	S	A	A	A	A	S	A
Planning Director	S	X	A	R	I	R	S	S	S	R	S	S	S	S	S	S
Chamber of Commerce	I	I	S	S	I	S	S	S	I	I	I	I	S	S	S	X
NAACP/Urban League	X	I	X	S	I	S	S	S	S	I	I	I	I	I	S	S
Interdepartmental Team	S	R	R	S	S	S	S	R	S	R	S	R	S	S	R	R
School Superintendent	X	X	X	X	A	I	I	S	I	I	I	I	S	S	I	I
POA	X	X	X	X	S	X	I	S	I	X	S	I	S	S	I	S

LEGEND	
A1 Educate City Workers	A9 "Public Health Model"
A2 Public Education	A10 Environmental Planning
A3 Formal Permit Review	A11 Regulate Public Advertising
A4 Strengthen CUP's	A12 Eliminate Alcohol Public Events
A5 School Programs	A13 No Alcohol City Sponsored
A6 Planning/Zoning Controls	A14 Turn down alcohol contributions
A7 Seek Partnerships	A15 Responsible Beverage Council
A8 City Ordinance/Teenage Drinking	A16 ASIPS Project

IMPLEMENTATION TECHNOLOGIES AND METHODS:

A successful transition state will maximize the likelihood that there is integration between the police department and other members of the transition team. Involved actors should employ available technologies, tools and methods to facilitate the process.

Once the present state has been identified and the future state has been strategically planned, an assessment of the organization's readiness level to accept change should be made. This assessment should include, but is not limited to, an evaluation of the awareness, motivation and skills possessed by organizational personnel. This assessment should be made by the Police Chief.

A commitment plan has been developed to identify those who will guide the transition. It also creates an action plan to ensure their commitment. The current and required commitment level for critical mass members has been evaluated. A strategy was implemented to raise their commitment to the desired level.

Communication is critical to reduce the anxiety and uncertainty typically created by change. Resistance to change is often caused by a lack of understanding of the need for change and the actions required to achieve the new paradigm. Anxiety and resistance from other City of Pasadena Department Heads is unlikely to occur if the Police Chief continues to be an enthusiastic advocate and role model for change. There will clearly be apprehension by police personnel. They view alcohol policy planning as an academic theory, "social work" and a mind numbing, paperwork intensive, bureaucratic nightmare. They can stifle change by complaining to sympathetic City Council members and making end-runs to critical mass members in an attempt to reduce commitment levels. The

methods which will help mitigate any resistance and enhance communication are:

Communication of the Vision - If people are going to be committed to the change, they must know what change is taking place and why it is important. The Police Chief needs to assertively present the vision of alcohol policy planning as a "real world" stratagem to reduce crime in Pasadena. He will utilize in-house training to city employees, the media, and speaking engagements to communicate the vision.

Problem Finding - This is a mechanism whereby those concerned with the transition get together and clarify all aspects of the problem. Problem finding allows actors to change their perspective while "saving face." Conflict resolution is the goal of this process and it is especially useful in allowing people to talk with each other in a neutral setting.

Goal Setting Meetings - This helps gather information of a collaborative decision making process, resulting in cooperation and action plans for a common direction to achieve goals and have a successful transition state.

Educational Activities and awareness raising will allow all affected and involved persons to know why alcohol policy planning is effective.

Changing Rewards - The Police Chief can make a bold statement by visibly and publicly rewarding those members of the Police Department who contribute towards a positive transition state.

Management of the Neutral Zone - This is the gap that develops between the pre and post change status. It can occur even during a very successful transition state and is characterized primarily by a loss of direction. A typical scenario is that the "snaildarters" or others not directly involved in the transition begin to resent all the attention and energy directed at those who are involved. If the needs of these persons are not addressed, they could throw up additional and unanticipated obstacles. Communication, education, rewards and encouraging participation can help manage this neutral zone.

Teambuilding - The Interdepartmental Team will retain the services of a consultant to help focus the vision and facilitate group goals. A one day off-site teambuilding session will be held.

The City of Pasadena is a well informed, politically active community. The Police Department participates actively in community affairs. Public meetings are well attended and the local newspaper and cable television channel have a solid audience. All these tools can foster communication. These methods will help educate and gain support from the public and police personnel.

Evaluation Mechanism for the Transition Plan

The Police Chief should implement an evaluation process to determine how the conversion is progressing. Regular meetings

should be held and attended by the transition managers responsible for fostering cooperation and consistency. This will reinforce stratagems that are working, and help to redirect actions that are not achieving the desired results.

Surveys should be taken of transition team members to obtain a firm grasp of successes as well as failures. The ASIPS study completed at the end of one year will help identify which aspects of the Department's alcohol policy planning strategies are working. Survey of both citizens and police personnel can determine whether efforts to educate them regarding the importance of alcohol policy planning has been effective.

TRANSITION MANAGEMENT SUMMARY

The Transition Plan covers all aspects of the Pasadena Police Department's transition towards taking a role in community alcohol policy planning. It includes Transition Management strategy, an assessment of the readiness and capability of the critical mass, an analysis of the critical mass and their commitment to the project, management structure and techniques to support implementation and organizational change.

The transition state is a key element for organizations moving from a present state to a future state. The critical mass for the change must be identified and their commitment obtained. By definition, this critical mass is essential to a successful

transition state, and careful thought must be given to changing their levels of support to the desired level. A management structure must be created to direct the change and establish a sequence of actions required in order to make implementation of the strategic plan a success. A responsibility chart was chosen for this purpose. Resistance and concerns need to be anticipated and technologies and tools should be implemented to alleviate these potential obstacles. Although alcohol policy planning is perceived primarily as a public safety (i.e., crime reduction) issue, a successful transition plan depends on an array of political and bureaucratic boundaries. Because of this, the "representatives of constituencies" form of transition management was utilized.

SECTION V - CONCLUSIONS, RECOMMENDATIONS

AND IMPLICATION FOR FUTURE STUDIES

Conclusions:

The foregoing report presents compelling empirical evidence demonstrating that effective alcohol policy planning can reduce crime and enhance public safety and community quality of life.

In the past few years, it has become increasingly clear that communities can do much to control alcohol availability, thereby reducing crime. California communities have considerable legal authority, and an even greater responsibility, to manage the local distribution of alcoholic beverages. Controlling alcohol availability through local planning, zoning, public education and community leadership and the initiative to deal with informal drinking customs are all primarily a local responsibility.

Alcohol policy planning is a new field and growing rapidly. Alcohol policy planning has met with initial resistance virtually everywhere it has been tried. It can mean more work for planning departments, a potential political thorn for elected officials, and a threat to local business. Specialists in alcohol policy planning are nearly unanimous, however, that it is the resistance of law enforcement that is most pronounced. Alcohol policy planning represents yet another problem for understaffed police departments, already working at tissue thin strength. Some law enforcement officials are sensitive to the profession's failure to

control illegal drugs. To uninformed law enforcement professionals, taking on the additional burden of controlling a legal, socially approved substance seems the height of folly.

In terms of crime control, the author believes that alcohol policy planning will be a key emerging issue for California law enforcement in the next ten years. The League of California Cities sponsored its first alcohol planning conference in March of 1994. Because of the demand (over 400 attended, but only two police professionals), it has planned a second conference in April 1995.

On January 1, 1995, Business and Profession Code Sections 23958.4 and 25612.5 became law. These new laws did three things. First, they granted more authority to the Department of Alcohol Beverage Control to regulate alcohol violations. Second, municipal governments were granted more authority and autonomy to control the density of alcohol outlets. Third, they made it easier to revoke ABC licenses. Essentially, these new laws turned the top three events identified by the March 1994 Nominal Group participants into reality, well ahead of the groups' prediction.

Angela Goldberg, an alcohol policy planning consultant, perhaps said it best by commenting, "Either the police will define their role in the [alcohol policy planning] process, or it will be defined for them." (March 1994, during the Nominal Group exercise for this paper.)

Alcohol policy planning has proven to be popular virtually everywhere it has been tried. California law enforcement will play a significant role in alcohol policy planning in the year 2005 -- evidence suggests that the police profession will have no alternative. Law enforcement will also take on a greatly expanded role in policy implementation. The California Department of Alcohol Beverage Control has increasingly come to understand the role of policy implementation in crime control. They are involved in supporting Citizen Alcohol Committees in numerous California communities and have taken a proactive role in facilitating the involvement of municipal police agencies. California law enforcement can become more proactive in alcohol policy and prevention training by deciding to follow some of the program components identified in the transition plan. However, before any of these can occur, law enforcement needs to view alcohol policy planning as a viable tool to reduce crime.

During the preparation of this paper, the research and interviews soon began to center around the first sub-issue -- "What can Police Departments Do to Control Alcohol Availability." Planning consultants and citizen activists displayed obvious excitement over the prospect of law enforcement increasing its involvement in alcohol policy planning. Some experts contacted the author frequently during the preparation of this report to articulate new strategies or to describe new research findings. Their input, in both the Nominal Group Exercise and later interviews, had a strong

normative bent. It was, at times, difficult to keep focused on some of the objective, process driven, research requirements of this technical report.

Recommendations:

This paper has attempted to answer the question, "What role will law enforcement have in Alcohol Policy Planning in the year 2005?" The key recommendation for California Law Enforcement is to identify exactly what alcohol policy planning and implementation can do to improve public safety in their communities. Retaining the services of a consultant and/or implementing an Alcohol Sensitive Information Planning System (ASIPS) study is a logical, albeit expensive, first step. However, there is now sufficient training and literature available that police managers can prepare for the future and engage in alcohol policy planning utilizing in house resources.

The Transition Management Section of this paper contains sixteen specific recommendations that are generic, but constitute an effective basic policy. California Law Enforcement should also consider the following recommendations:

1. Drafting a nuisance abatement ordinance that would allow the city to penalize bars, restaurants, and liquor stores that contribute to blight and crime.
2. Draft basic standards of operation for all alcohol outlets to keep problems to a minimum in their neighborhoods.

3. Review whether to limit the number of alcohol outlets requiring entertainment permits (in light of the fact that alcohol related incidents are common in places with live entertainment).
4. Develop a definition, via City Council resolution or ordinance, of "undesirable concentration" that specifies how many alcohol outlets the city considers excessive in a given area.
5. Adopt a policy to annually review ordinances related to alcohol sales.
6. Appoint a member of the police department to serve as an "Alcohol Policy Specialist" to provide and keep current training on alcohol policy planning issues.
7. Create a computer "geo-file" updated with crime figures that could be used by the police department and city zoning administrator. This information could be used as the basis for recommending denials of alcohol permits for new businesses or the imposition of sanctions for outlets that appear to foster crime and disorder.
8. Better communicate with citizens when new alcohol outlets or licenses are being considered. Have an in house specialist who can advise citizens on how they can protest a proposed license in their neighborhood.
9. Implement special non-drinking events for occasions at which drinking has been customary. Examples include: sober no-drinking days in businesses in which drinking is customary (similar to "smokeouts" during which no one uses tobacco products), closing bar sales on heavy drinking holidays (i.e., St. Patrick's Day).
10. Disallowing alcohol at rock concerts, political rallies, and other public gatherings.
11. Make sure that the Police and City Planning Departments institute formal review procedures for Retail License Applications.
12. Do Not leave alcohol planning to ABC. Recognize that it is the responsibility of local government. The authority for local zoning to restrict alcohol outlets rests primarily with local government per the ABC Code.
13. Form a Citizens Alcohol Policy Planning Council. This will be time and labor intensive, but such councils have proven to be highly effective in cities such as Oakland, Fremont, and Van Nuys [CA].

Implication for Future Studies:

This report details several possible futures that the growing popularity of alcohol policy planning is expected to thrust upon California law enforcement. The research has attempted to point the policing profession towards considering alcohol policy planning as a valid strategy in reducing crime. Citizen groups and private consultants can already identify examples of how such planning can reduce nuisances and improve neighborhood quality of life. Experts in the field are anxious to get the policing profession involved, while simultaneously expressing bewilderment that law enforcement appears so hesitant to take an active role in a process that can so significantly affect crime and public safety.

This technical report has endeavored to remain within the required format, while attempting to prompt action and demonstrate to the reader how each of the sub-issues could be addressed by a municipal police department.

The first sub-issue posed the question of what law enforcement can do to control alcohol availability. The third issue question centered around how law enforcement can become more proactive in alcohol policy and prevention training. This paper has identified sixteen specific strategies that constitute a basic alcohol policy planning instrument and provide insight into the sub-issues. An additional thirteen policy recommendations were provided for communities desiring more advanced strategies. Each strategy has

either been implemented in a California municipality or has been recommended by an Alcohol Policy Planning consultant. Future research could identify which strategies are most effective.

The future role of law enforcement in the implementation of alcohol prevention efforts was the second issue question. It is clear from the research that community oriented police departments will understand the need to have an active role. Future research could focus on the profession's progress in this area.

It is this author's hope that new I.S.P. projects will take this "macro" view of the subject and view it as the first step in the evolution of the issue. Future studies can use research methodology to demonstrate the success of alcohol policy planning in reducing crime. Because law enforcement has not yet embraced alcohol policy planning, future research should examine the expanded role of the police profession in alcohol policy planning.

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APPENDIX A

TRENDS

1. REDUCE PUBLIC SAFETY FUNDING
2. MORE ENFORCEMENT RE: ALCOHOL VIOLATION INVOLVING MINORS
3. GLORIFICATION OF ALCOHOL VIA ADVERTISING
4. YOUTH ALCOHOL CONSUMPTION RISE
5. INCREASE RELIANCE ON ALCOHOL TAX REVENUE BY GOVERNMENT
6. UNEMPLOYMENT CONNECTED TO ALCOHOL USE AND ABUSE
7. ALCOHOL INDUSTRY WILL LOBBY TO UNDERMINE LOCAL REGULATIONS
8. OFFICIALS CAUGHT IN MIDDLE
9. MORE PRESSURE FOR STRICTER PENALTIES - DUI
10. ATTITUDES TOWARD ILLEGAL DRUGS RELAXED
11. INCREASE ADVERTISEMENT FOR NON-ALCOHOLIC BEVERAGES
12. INCREASED POLICE INTERACTION WITH COMMUNITY
13. MORE PRESSURE TO ENACT CUP'S
14. AFFORDABILITY OF ALCOHOL
15. INTER-AGENCY COLLABORATION
16. BREAKDOWN OF FAMILY
17. PUBLIC'S INTOLERANCE OF ALCOHOL PROBLEMS IMPACTS SERVICE DEMANDS
18. CHANGE IN GOVERNMENT EDUCATION EFFORTS
19. POLICE LOOK FOR OUTSIDE FUNDING
20. ADULTS CONTRIBUTE TO USE BY JUVENILES (KEG PARTIES)
21. GOVERNMENT OVERLOOKS MINORS USE OF ALCOHOL
22. RESPONSIBLE ADVERTISING FOR USE BY ALCOHOLIC COMPANIES
23. CLOSER SCRUTINY OF ALCOHOL OUTLETS
24. STATE. LEGISLATION TO MAINTAIN LOCAL CONTROL

APPENDIX A (continued)

25. CRIME RATES
26. PREVENTION EFFORTS FOCUS ON ENVIRONMENT
27. LAW ENFORCEMENT'S ROLE IN PREVENTION AND TRAINING
28. ALCOHOL REHABILITATION PROGRAMS
29. SYNERGY BETWEEN ALCOHOL POLICY, COMMUNITY, MEDIA, AND LAW ENFORCEMENT AND VIOLENCE PREVENTION
30. PUNISHMENTS REFLECT PUBLIC ATTITUDE RE: ALCOHOL
31. CLOSER SCRUTINY ON ALCOHOL SERVING PRACTICES
32. PLEA BARGAINING RE: ALCOHOL VIOLATIONS
33. INTEREST IN PHYSICAL FITNESS (HEALTH)
34. INFLUENCE OF KEY GOVERNMENT LEADERS RE: MINORS
35. STRICTER DEFINITION RE: ALCOHOL CONSUMPTION
36. PUBLIC RECOGNITION OF ALL ALCOHOL PROBLEMS
37. FOCUS OF ALCOHOL INDUSTRY IN ON MAINTAINING MARKET SHARE
38. CONSUMPTION OF ALCOHOL (OVERALL)
39. NEIGHBORHOOD ACTIVISM - COMMUNITY INVOLVEMENT
40. ALCOHOL SPONSORSHIP/EVENTS/ORGANIZATIONS
41. SHIFT IN GOVERNMENT FUNDING - PREVENTION DOLLARS
42. CULTURAL NORMS ON DRINKING (IMMIGRATION)
43. JAIL SPACE
44. LAW ENFORCEMENT TRAINS ITS OWN RE: ALCOHOL POLICY AND ENFORCEMENT
45. RESPONSIBLE BEVERAGE COUNCILS AND TRAINING CREATED
46. MEDICAL RESEARCH ENVIRONMENT

APPENDIX B :

EVENTS

1. LEGISLATION PASSED TO RESTRICT CITY ZONING/CONTROL
2. RE-INSTITUTE UNDERAGE DECOY USE
3. MUNICIPALITIES GET REVOCATION AUTHORITY
4. MANDATORY STATE CURFEW IN HIGH CRIME AREAS
5. MANDATOR USER FEES - ALCOHOL OUTLETS
6. STATE WAIVER OF 20% PREVENTION SET ASIDE
7. BAN ON ALCOHOL - ALL SPORTING EVENTS
8. LEGAL DRINKING AGE RAISED (ABOVE 21)
9. CHEVRON, ETC., ANNOUNCE ALCOHOL MINI-MARTS AT ALL LOCATIONS
10. ELIMINATE TV ADVERTISING
11. .01 LAW EXTENDED TO ALL DRIVERS
12. ALL DRUGS LEGALIZED
13. SALES TO MINORS - FELONY
14. ALCOHOL TAX INCREASE
15. SERVERS/OUTLET REQUIRED TRAINING IN SERVICE
16. TRAFFIC FATALITY (+) ALCOHOL = MURDER CHARGE
17. KEY POLITICIANS CHILD KILLED BY DRUNK DRIVER (I.E., BRADY BILL)
18. MANDATED DENSITY LIMITATIONS
19. SEAGRAMS "BOOZE NEWS" CHANNEL
20. MANDATORY RESTITUTION TO POLICE/FIRE FOR ALL ALCOHOL INCIDENTS
21. MANDATORY BREATH MACHINES IN CARS
22. BAN ON PRINT - PUBLIC BILLBOARD ADVERTISING
23. NO DUI PLEA BARGAINING
24. STATE FUNDING APPROVED FOR NEW PRISONS (THEY ARE BUILT)

APPENDIX B (continued)

25. MORE POWER TO ABC TO REGULATE AND ENFORCE
26. STATE GIVES ABC MORE FUNDING
27. MANDATED USE TRAINING EDUCATION IN ALL PUBLIC SCHOOLS
28. FILM INDUSTRY AGREES - NO GLAMORIZING ALCOHOL
29. PLASTIC CARD RECORD - LIMITS ALCOHOL PURCHASES
30. RESEARCH "PROVES" ADVERTISING WORKS
31. STATE LIMITS HOURS OF ALCOHOL SALES
32. DECRIMINALIZATION OF ALCOHOL-DRUG OFFENSES
33. CALIFORNIA BANS ALCOHOL RESTAURANT SALES
34. NO JAIL TIME FOR MISDEMEANORS (NO JAIL SPACE)
35. ALCOHOL INDUSTRY ABANDONS U.S. MARKET
36. SALES BANNED AT GAS STATIONS
37. CURE FOUND FOR ALCOHOLISM
38. STATEWIDE POLICE BUDGET CUTS
39. L.A. COUNTY STUDENTS GIVEN OPPORTUNITY FOR SCHOOL PLEDGE TO "SAY NO" TO ALCOHOL
40. LEGISLATION DOLLAR-FOR-DOLLAR MATCH ON ADVERTISING = PREVENTION DOLLARS

APPENDIX C

ALTERNATIVE STRATEGIES LIST (Derived through the Modified Delphi Process)

1. Create new Council appointed "Alcohol Policy Commission" - Police Department becomes staff liaison.
2. Create "Citizens Committee" on Alcohol Policy Planning - coordinated by police department.
3. Police Create Inter-Departmental Team to Implement Alcohol Policy Planning.
4. Police Department Organizes Alcohol Policy Group, but turns responsibility after its creation.
5. Police Department takes over total responsibility for Community Wide Alcohol Policy Planning. Assigns Responsibility to Community Services Division Commander - Obtain Outside Funding.
6. Decide Police Department has no Role - Leave Organization of Alcohol Policy to another City or Community Group.
7. Department Becomes Legislative Advocate -- lobbying legislature to grant greater regulatory power to municipal governments, raising minimum drinking age, implementing tougher density restrictions, etc.
8. Department begins aggressively using Civil Remedies -- uses permanent injunctions whenever and protest new outlets when possible.
9. Focuses on Increased Prevention Training at Schools and Community Forums.
10. Tough Enforcement of Criminal Law -- notable sales to minors, public drinking, and after hours drinking.
11. Require Responsible Business Practices (server and manager training) as a Condition of Licensure.
12. Restrict the Type of Businesses that may obtain a License.
13. Greatly Expand Training for Police Officer on ABC Enforcement.
14. Increase Public Access to Alcohol Licensing Process
15. Place limitations on the Number of Beer and Wine Licenses.
16. Strengthen the Conditional Use Permit Process (CUP's).
17. Limit Public Advertising (billboards, flyers, store signs).

EXECUTIVE SUMMARY

What is ASIPS?

ASIPS (Alcohol Sensitive Information Planning System) is a way to:

- (1) gather specific information about alcohol problems in a local community; and
- (2) use this information to plan prevention activities in the community environment.

ASIPS provides systematic data on alcohol's involvement in types of crime, times of day/week, locations in the community, types of settings, and participants in the event. ASIPS data show where and under what circumstances alcohol-related problems are occurring throughout the community.

ASIPS data are collected through the use of a one-page machine-readable check-off Scantron form (see attached). During the data collection period, each patrol officer fills out one Scantron form for each incident reported by police according to normal police incident reporting procedures. The Scantron forms are then tabulated and analyzed by computer independently of the police department's computer system.

ASIPS as a prevention planning resource.

The "environmental approach" to prevention focuses specifically on high-risk environments of availability and consumption -- that is, pinpointing those settings, locations, and occasions in the community in which alcohol problems are most likely to be present before or after drinking events occur. ASIPS provides precise knowledge about the locations and circumstances in which alcohol problems take place, and thus puts the community's prevention planners in a position to develop specific strategies and tactics to prevent those problems.

ASIPS fits community-based prevention planning efforts in three ways:

- (1) To broaden interest among community groups and agencies to work together in community-level planning for prevention of alcohol problems. ASIPS provides a vehicle for identifying alcohol problems affecting many groups and for devising shared solutions to the problems.
- (2) To link Police Department activities to community prevention planning projects, and to increase the Police Department's own initiatives to prevent alcohol problems. The availability of ASIPS data supports Police Department involvement in prevention planning initiatives such as major urban renewal projects, development of conditional use permit requirements for retail alcohol outlets, and community oriented policing programs. ASIPS is used for internal departmental review of deployment of officers and tracking of high-risk alcohol environments in the community.
- (3) To provide planning information for community-based prevention projects and for specific prevention projects. Community prevention planning projects use ASIPS information both to identify key alcohol problems in their cities, as well as to discuss policy options that city agencies and community organizations can use to prevent these problems. For example, ASIPS data has been used to establish correlations

APPENDIX D

between alcohol-related arrests and concentration of alcohol outlets in a particular area of the city, thereby encouraging city agencies to ask for advice on policies and strategies to prevent problems of retail alcohol availability in the problematic areas.

The future of ASIPS.

ASIPS ushers in what may be termed a "second generation" of community planning for the prevention of alcohol problems: planning that is able to use the community's own locally-generated, systematic, continually-available, information about specific alcohol problems. "First generation" community prevention planning has been dependent either upon external data extrapolated from state and federal sources or records of communities other than the one in question; planning has depended upon expensive, technically-demanding, one-time data-gathering. "Second generation" information based on ASIPS-type systems offers many advantages over first-generation information in support of locally-based prevention planning. The information is scientifically systematic, continuous, useful for both planning and evaluation purposes, and can be tailored specifically to meet the needs and concerns of local agencies and groups.

Additionally, ASIPS information helps integrate prevention planning into the fabric of the community's agencies and organizations; prevention planning can become routine and continuous, rather than "special" and time-limited.

Areas for future development and utilization of ASIPS are:

Enhanced use of ASIPS data for planning purposes. Translating the ASIPS data into planning information requires continuing work with community planning committees that will use the information for decision-making about prevention plans and strategies. Use of ASIPS can improve greatly with continued practice. Four areas need work:

- 1) Disseminating data to reach the broadest and most appropriate audiences;
- 2) Presenting data in meaningful forms;
- 3) Reviewing the data's significance for selecting a focus for planning efforts; and
- 4) Using ASIPS data to assess progress and outcomes of planning activities.

(2) Expansion of scope of ASIPS data. ASIPS has been developed to date for use in the police department. ASIPS can also be extended to planning departments, hospitals, and school systems, and to any community-based agency or organization which keeps routine daily records of contact with a population for which services are provided.

(3) Improvement of technical aspects of ASIPS. ASIPS has been technically complex to mount, but now that it is in place it can be used repeatedly to generate planning information. The basic reporting and analysis format, based upon REFLEX and PARADOX software, has held up well and is still being refined to describe any desired geographical area in the community as well as to simplify description of participants in the reported incident.

Source: Dr. Friedner Wittmen
Prevention Research Center
Berkeley, California
1993