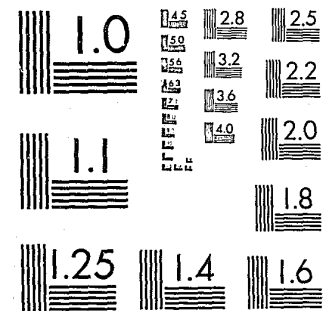


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SPECIAL NATIONAL WORKSHOP

NCJRS

URBAN CRISIS PLANNING

SEP 21 1982

MARCH 7-9, 1979

ACQUISITIONS

INSTRUCTOR'S MANUAL - USE OF THE CASE MATERIALS

INTRODUCTION TO THE WORKSHOP

1. Nature of the Exercises

The Workshop consists of three exercises for groups of municipal officials, an instructor, and a recorder. Each exercise is a simulated meeting of local governmental officials confronted with a defined crisis situation. The participants are asked to formulate a plan of action for responding to (heading off, defusing, controlling) the crisis situation.

2. Content of the Exercises

The exercises involve three types of situations likely to precipitate urban disorders: a blackout caused by massive electrical failure, a demonstration by a highly controversial and provocative group, and a citywide public employee strike. All three crisis situations are set in the mythical city of "Oz" in the summer of a recent year. Although the descriptions derive in part from research on actual urban crises, they are not intended to represent any particular city or historical events.

3. Participants

The exercises are designed for a group of officials representing five different roles in the governmental structure of an American city. Each discussion group should consist of officials from a single city. The five roles that should be represented in each group are: 1) the political chief executive (the mayor or city manager or perhaps city council president) or a key assistant; 2) the appointed chief administrative officer of the city

(e.g., a city administrator, deputy mayor, budget director, or the like); 3) the police commissioner (or chief) or a key assistant; 4) the chief of operations in the police department; and 5) a top legal officer (e.g., the city attorney or perhaps a county prosecutor).

In the simulation exercises, the municipal participants should assume that they occupy an office in the city of "Oz" that is the nearest equivalent to their actual position.

In addition to the municipal participants, an instructor and a recorder will be present at each exercise. Their roles are described below.

4. Written Materials

Each participant should have received and read a set of "background" materials prior to the workshop. The background materials contain information on the city of Oz, its government, geography and demographics, that form the basis for the three exercises. Participants should have the background materials with them for reference at all times during the workshop.

Each exercise is based on a set of written materials describing the particular crisis situation. Each set of materials is divided into three parts, designated by roman numerals, that describe the situation at three distinct stages of the crisis. The instructor distributes the three parts sequentially during the discussion as described below.

5. Purpose of the Exercises

The exercises are designed to serve three purposes. The principal one is to stimulate ongoing urban crisis planning in American cities. The exercises seek to accomplish this result in at least two ways. First, by involving municipal officials in a simulated crisis-response situation, they dramatize the need for contingency planning. Participants will inevitably feel some

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frustration because of the limited information available in the game situation. This frustration should itself impress upon them the value of contingency planning. Second, the exercises should illuminate some of the important elements of a contingency planning process. In the course of their discussion, group members should begin to identify which municipal actors (besides themselves) should be involved in crisis planning and what kinds of information such planning process should generate.

A second objective of the exercises is to strengthen participants' crisis response skills. Even apart from any contingency planning they may do, the simulation should sharpen their personal ability to respond intelligently to a future crisis. The experience should give them a better sense of the kinds of problems that must be identified, the range of resources available in a time of need, and the importance of communication and shared decision-making responsibility.

Finally, the discussions should generate valuable insights about the roles that federal law enforcement agencies might sensibly play in the processes of urban crisis planning and crisis response.

6. The Instructor's Role

The instructor plays a far less "active" role in this kind of exercise than in most other types of training. His (her) job is to set the group discussions in motion, but not to participate in them.

The instructor should refrain from asking the participants questions during the discussions. Crisis planning and crisis response require an ability to ask the right questions as well as to find the right answers. A central objective of these exercises is to force the participants themselves to identify the issues relevant to an intelligent response. Questioning by the instructor can seriously weaken the educational value of such an exercise.

Nor is the instructor in a position to answer questions. The participants have all of the prepared information about the crisis situation. The instructor has no secret cache of additional factual information. Participants may introduce factual assumptions drawn from their home cities. But for the most part, they must do the best they can with the information available.

This does not mean that the instructor's role is unimportant or purely passive. He (she) serves three important functions in the exercises:

- a. Giving instructions to the participants at the beginning of each exercise;
- b. Setting the discussion in motion by handing out the initial installments of the particular exercise, and move the discussion along by handing out the sequels; and
- c. Asking questions, if necessary, at the end of the discussion, to raise issues not adequately surfaced by the participants.

These functions are described more fully in succeeding sections of this manual.

7. The Flow of the Discussion

The succeeding sections of this manual indicate suggested timetables for the group discussions. The timetables represent only approximations, of course, because it is impossible to predict the exact course of the discussions. The instructor must be sensitive to the flow of the discussion and adjust the timing of handing out installments accordingly.

Two kinds of problems might arise. First, the participants might go off on a tangent. By getting bogged down in the details of a fine point, they may lose valuable time needed to discuss other important issues. If this happens,

the instructor should remind the group that they are running out of time. If they persist in dwelling on one narrow issue, the instructor should finally interrupt and hand out the next sequel.

Second, the discussion may simply go dead prematurely. If this happens during discussion of the first or second installments of an exercise, the instructor should simply hand out the next sequel. The sequels raise issues in more concrete form than the initial installment and should, therefore, get a lagging discussion going again. If the discussion of the third installment ends with time remaining, the instructor should ask questions designed to raise issues not adequately discussed earlier.

8. The Recorder's Role

The recorder's function is solely to take notes on the discussion.

The instructor should also take cursory notes as the discussion unfolds to enable him/her to identify issues neglected or omitted by the participants.

THE FIRST EXERCISE: "THE BLACKOUT"

1. Physical Arrangement

The municipal participants should be seated around a table. They should be arranged so that each one can converse easily with the others.

Each participant should be furnished with a writing tablet and pen.

The instructor and recorder should be seated outside of the circle formed by the participants.

2. Introductions

The instructor should introduce himself (herself) and the recorder to the participants if they have not already been introduced.

3. Statement of Purpose

The instructor should describe the purpose and nature of the exercises to the participants, if they have not already been adequately explained to them. This introduction should mention the LEAA/NILECJ sponsorship and the three purposes described above (to strengthen municipal capacity to plan for and respond to urban crises likely to generate collective violence and to identify possible federal roles).

4. Specific Instructions

"You will spend the next three hours discussing a crisis situation that arose in a hypothetical city called Oz that is described in the background information sent to you before the workshop."

"This is a role-playing exercise called a 'simulation.' In the discussion that follows, you should imagine that you occupy a role in the government of Oz which is the counterpart of the position you occupy in _____ (home city). You should imagine that you have come together in an emergency meeting to decide how to respond to a crisis situation that will be described in some material I will hand out shortly. You are the only participants in the meeting. I am an observer, not a participant. So, please address your comments and questions to each other, not to me."

"You will discuss the crisis situation as a group for about two hours. During that time I will hand out three different sets of material describing the crisis situation at three different stages and invite your reactions. After two hours, we will take a break and then get together with the groups from the other participating cities to discuss the exercise as a whole."

"At the beginning of the discussion, you should select one member of your group to be the recorder for the group discussion. The recorder's job is to

keep track of the significant issues raised and the decisions made. The recorder will use his/her notes as the basis for making a report to the plenary session after the group discussion.

"In addition, each member of the group should keep track of the things he (or she) has agreed to do after the meeting--including any actions to be taken, further decisions to be made, or information to obtain."

"I realize that the information provided in these cases is rather sketchy, but you should try to make decisions in as much detail as possible, given the information available. If you need more information, you may assume facts based on your home city, so long as they are not inconsistent with the information you have been given."

5. Reading or Reviewing Time

"Does anyone need time to read or review the background materials mailed to you before the workshop?" (If so, allow 15 minutes for this).

6. The Blackout: I

Hand out "The Blackout: I." Allow three minutes for participants to read it.

"You should now assume that you have assembled in an emergency meeting to decide how to respond to the blackout. You should select a recorder--preferably the group member least directly involved in the crisis situation. Then you should proceed to decide how to respond."

7. Sequels

Hand out "The Blackout: II." Allow about one hour, less if the discussion lags; no further instructions should be necessary at this point. Allow about 20-30 minutes for part II. Then hand out part III. The discussion on part III should continue until the end of the two-hour period.

8. Issues

The Blackout exercise is designed to raise the following issues.

- a. Police mobilization policy: What is the department's policy? What degree of mobilization is appropriate under these circumstances? How effective is it, that is, how many officers are likely to report within what period of time? How will the department equip those who report and transport them to duty stations?
- b. Police deployment policy: By what criteria will officers be deployed (e.g., as between outlying and inner-city neighborhoods)? On what information? By whose command? What priority will be given to apprehending looters, crowd control, traffic control, emergency service, guarding property, etc.?
- c. Use of force: What is the Police Department policy on use of force (of all kinds, including weapons, dogs, tear gas, fire hoses, quarantine) in a situation like this (arresting, crowd control, guarding, etc.)?
- d. Arrest procedure: Is there a mass arrest procedure? What is it? Can arrestees be properly identified and arraigned later? Where will they be detained? Who should police officers concentrate on arresting first (e.g., organized vs. casual looters, rock-throwers, fire-setters, people who refuse an order to move)?
- e. Prosecution policy: Should everyone arrested be prosecuted or only those arrested for certain offenses?
- f. Emergency services: What emergency services are or might be crippled by a blackout (e.g., hospitals, police communications, traffic signals, jail)? How many have backup generation capacity? What can the city do about those that don't?
- g. Rescue: Where might people be stranded as a result of a blackout (e.g., elevators, subways)? Who is responsible for finding and helping them?

h. Public cooperation: What forms of assistance can be rendered by the public at large (e.g., directing traffic, rescue, staying indoors, or out of certain districts) or by individual groups (e.g., guarding property, cooling tensions)? How can the city enlist such cooperation?

i. State of Emergency: Should the mayor impose a curfew? Can it be enforced? If the blackout continues should the mayor urge businesses to close and commuters to stay home? Should the mayor ask for the governor to call out the National Guard?

j. Other city/state agencies: What other public agencies are/should be involved in the blackout response? How? What coordinating mechanism, if any, is needed? What is the chain of command?

THE SECOND EXERCISE: THE DEMONSTRATION

1. Instructions

Inform the participants that the format for the second exercise is the same as the first--same city (Oz), same roles, same general procedure. Remind them to have and refer to, if necessary, the background material on Oz.

2. The Demonstration: I

Hand out "The Demonstration: I." Allow participants five minutes to read it.

Remind the participants that they have convened in an emergency meeting to develop a plan of action and that they should appoint one of their members to act as recorder.

3. Sequels

Allow about 30 minutes for part I (primarily for discussion of the question of whether to issue Schmidt a parade permit). Then hand out part II. Allow at least 45 minutes. Then hand out part III. Discussion of part III should take about 45 minutes.

4. Issues

The Demonstration exercise is designed to raise the following issue.

a. Parade permit: Should the police chief issue the permit? Who should be involved in that decision? If (as is likely) a court will enjoin enforcement of the permit law, what is the point of denying a permit? Should the chief try to negotiate a change in the route, day, time, or size of the rally?

b. Intelligence: How can city officials find out what the demonstrators and counter-demonstrators are likely to do? Who is in charge? What unorganized elements may become involved?

c. Law enforcement strategies: What crowd control procedures should the police use? How should they deploy their forces? What should be their policy on use of force and arrests?

d. Noncoercive strategies: What avenues are available for negotiation or conciliation? With whom? What less provocative alternatives can the city offer? What assistance can the participants themselves offer to minimize the risk of violence?

e. Symbolic implications: What will be the symbolic implication of the city's stance? Will it appear to favor one group over another? That is, will the action promote or disregard civil liberties? What effect might the city's policy have on the likelihood of recurrence?

f. Emergency services: What emergency services might be needed if the demonstrations occur? What resources are available?

THE THIRD EXERCISE: THE STRIKE

1. Instructions

Remind the participants that the previous instructions are still in force and that they should have their background material for reference.

2. The Strike: I

Hand out "The Strike: I." Allow participants 10 minutes to read it.

Remind participants to appoint a recorder.

3. Sequels

Allow about one hour for part I. If participants get bogged down on possible collective bargaining solutions to heading off the strike, urge them to assume that a strike will occur and to plan accordingly.

Hand out part II. Allow about 20 minutes (a bit longer if the discussion of part I took less than one hour). Hand out part III. You should have left at least 40 minutes for part III.

4. Issues

The Strike exercise is designed to raise the following issues:

a. Sanctions: What sanctions should the city seek to invoke against the union? The union leadership? The strikers? At what stage?

b. Violence and disorder: How much violence and disorder are likely? From what causes? How should the police attempt to prevent it or respond to it?

c. Maintaining services: What services will be affected by the strike? Which can be kept in operation? Which city services are the most important to keep functioning? How?

d. Sympathy actions: Are police officers likely to sympathize with the strikers? In what way (e.g., refuse to cross picket lines, refuse to force picketers to keep moving and permit access to municipal facilities, slowdowns, blue flu, etc.)? What will the city do in response?

e. Using police officers and firefighters to staff emergency services: Should the city use police officers or firefighters to help keep certain city services operating? Which ones?

END