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This Command College Independent Study Project is a **FUTURES** study on 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.

Studying the future differs from studying 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.

P.O.S.T. COMMAND COLLEGE

CLASS IV

CLASS PROJECT

What Will be the Police Role in the Review of Development

Plans in Communities by the Year 2000?

by

G. MICHAEL BROWN

Date

June 1987

4-0054

INDEX

P.O.S.T. COMMAND COLLEGE

CLASS IV

EXECUTIVE SUMMARY

What Will be the Police Role in the Review of

Development Plans in Communities by the Year 2000?

by

G. Michael Brown

This project was a futures research project that analyzed

the past, present, and future environment of the role of

the police in the review of development plans in California

communities.   A review of the literature was completed,

which established that the major work in environmental

design and the prevention of crime occurred during the

early 1970s.

A survey was conducted from a random sampling of police

departments in the State. The survey indicated the level

of police involvement in plan review, presently. A nominal group was formed which reviewed the status of police review and established future trends and events that would impact the police plan review process in the future. From this process, a future scenario was developed. By the year 2000, laws will be passed that will require police review of all development plans in communities. Police agencies will be working closely with cities and counties in the design of communities. Designs that reduce or eliminate the opportunity for crime to occur and provide a safer environment will be a major concern throughout the State.

In order to achieve this future, police agencies should begin supporting legislation on a statewide basis. They should begin to train personnel in environmental design as a basic police service to the community. Funding for the additional costs should be addressed in each community. The police should begin adopting policies that will provide for the transition from the current status of involvement to the future state.

The strategic plan prepared in this report identified the major steps law enforcement should take today, and in the next few years. As California increases the population and urban areas in the State reach maximum buildout, law enforcement must be involved in the design.

I. INTRODUCTION

A. Project Background

The police role in the review of development plans of communities involves the police review of building plans in communities prior to construction. Builders and developers submit construction plans to cities and counties for approval. The plans must meet community standards and conditions before the developer is allowed to build. Such plans consist of residential dwellings, industrial and commercial buildings, roads, bridges, highways, parks, and schools. Community review and approval of developer plans consists of review by the planning department, building and safety department, public works, traffic engineer, fire department, and police. Each department applies its own knowledge and expertise to the review process. Plans are approved, conditioned, or rejected based on certain criteria established by the elected local body government.

The police role in this review process is to evaluate the plans for community safety. The goal is to attempt to reduce the opportunity for crime to occur through the design of the buildings.

Security designs incorporated in community development can impact the crime occurrence in a community. Proper lighting, open landscaping, and security devices built into structures, can prevent certain crimes from occurring.

Although this project is limited to the State of California, the research can have national application. Nationally, criminal behavior is very similar. Police review programs can be very effective throughout the country in reducing or eliminating the opportunity for crime.

The population in the State of California is expected to grow rapidly into the twenty-first century. California's population is expected to grow by approximately <u>5 million</u> by the year 2000. Households are expected to grow by <u>2 million</u> in the same time period. Likewise, crime is expected to increase with the added growth in the population.

This project analyzed the present plan review by police agencies in the State and what will likely be occurring by the year 2000. The project provids police agemcies, city and county planning departments, architects, and developers

with the current status of police review and a most likely scenario for police review of building plans in the year 2000. This information can be used to plan for the future commitment of crime prevention design standards for communities in California as well as the nation.

This project is intended as a monograph that can have application for police departments, planning departments, city managers, county administrators, developers, and architects. The results of the project give direction into the future, for all the affected agencies, and parties involved with community development, for the next fifteen (15) years.

B. Futures Study Perspective

This project examined the trends and events that impact the police review of building plans of communities today and into the future. Once the trends and events were identified, projections were made based upon those trends and events. This project looked ahead to the year 2000, and projected the most likely scenario to occur and recommended strategies for police in order to prepare for that future.

This project was a futures research project that analyzed the role of police in the review of community development in California. To accomplish this task, a procedure was followed that provided direction and guidance to the writer during the preparation of this document. There are four major headings: Introduction, Methodology, Scenarios, and Conclusion. Introduction is basically an introduction to the project and background information to introduce the reader to the subject. Methodology is the stating of objectives, factoring objectives, or defining variables, that the writer will use in the research of the topic. Scenarios is the step-by-step process of achieving the objectives and sub-objectives identified in the Methodology section. Conclusion is the summary section that answered those issues identified in the Introduction and gives an overall view of the futures research.

II. <u>METHODOLOGY</u>

The Formulation and Design portion of the project deals
with the stated objectives and sub-objectives that were
identified for the research and project. Variables used in
the research are also defined in this portion of the
project.

To complete the project, certain objectives had to be
achieved.   Research into existing data, a literature
search, a survey of California police departments, and the
identification of trends and events that impact the role of
the police in plan review, were conducted. The specific
objectives and sub-objectives were:

<u>Objective One</u>

To assemble data from the State of California each year
from 1975 through 2000.

1a. The population of the State of California from
1975 through 1985.

1b. The projected population of the State of
California from 1985 through 2000.

1c. The number of reported crimes in the State of California from 1975 through 1985.

1d. The projected number of crimes in the State of California from 1985 through 2000.

Objective Two

To conduct a literature search of periodicals and texts that deal with police review of building plans.

2a. Conduct an electronic search of periodicals through a computer search service.

2b. Conduct a library search of technical texts specifically related to crime prevention through environmental or security design.

Objective Three

Determine the number of police agencies who review new development plans prior to construction in California.

3a. Obtain a random sampling of small and medium police agencies in the State of California.
   - small police department: 1-100 sworn officers
   - medium police department: 100-500 sworn officers

3b.   Interview all the <u>large</u> police agencies in the
       State of California.

       (large police department: 500+ sworn officers)

3c.   Does the department review new building plans?

3d.   How long has the department reviewed such plans?

3e.   Is the reviewer trained in plan review techniques?

Objective Four

Determine the trends and events in the police review of
building plans of communities in California from
1987-2000.

4a.   To what extent will agencies review development
       plans in their communities?

4b.   To what extent will the state law mandate crime
       prevention building conditions on developers in
       the year 2000?

Objective Five

Analyze the trends and events established as the most critical to the police role in building plan review.

5a. Values given to the trends and events.

5b. To what extent will cross-impact analysis effect the trends and events?

5c. Forecast the trends and events based on the cross-impact analysis.

Objective Six

To develop scenarios based on the cross-impact analysis and the forecast made from the analysis.

6a. Three scenarios will be developed based on the analysis.

6b. A most likely scenario will be selected and projected as the future state of the police role

Objective Seven

Develop a strategic plan for police agencies in California for the year 2000.

7a. A policy will be developed for police departments to adopt to prepare for the changes identified in this analysis.

7b. A transition plan will be developed to assist the police departments in making the changes for the year 2000.

7c. Develop a strategic plan that is based on the most likely scenario chosen that would be applicable to small, medium, and large police departments.

B. The Procedures

The procedures section indicates the step-by-step process for implementation of the objectives. This section provides the majority of the research and development of the project and documents the parameters of the research.

The procedures contained in this section includes: the data gathered from state agencies and local authorities, the literature search information that is available, the survey information of police departments in California, the nominal group technique process of trends and events analysis, the development of scenarios, and finally the recommended scenario for the future and accompanying recommended policies, and strategic plans.

C. Data Gathering

The data gathered for the project was basically the population figures for the State of California with a projection to the year 2000, and the crime figures for the State, which also includes a projection to the year 2000.

The population figures were obtained in November, 1986.

They reflect the most recent figures that the State of

California has at the time this report was being

prepared.[1]

Table 1. Population and Projection California

State of California
Population and Projection 1975-2000

1975:	21,355,600
1976:	21,743,000
1977:	22,147,100
1978:	22,598,500
1979:	23,049,100
1980:	23,511,100
1981:	24,032,100
1982:	24,530,400
1983:	25,053,200
1984:	25,565,900
1985:	26,079,000
1986:	26,637,000

Projections are 5yr increments

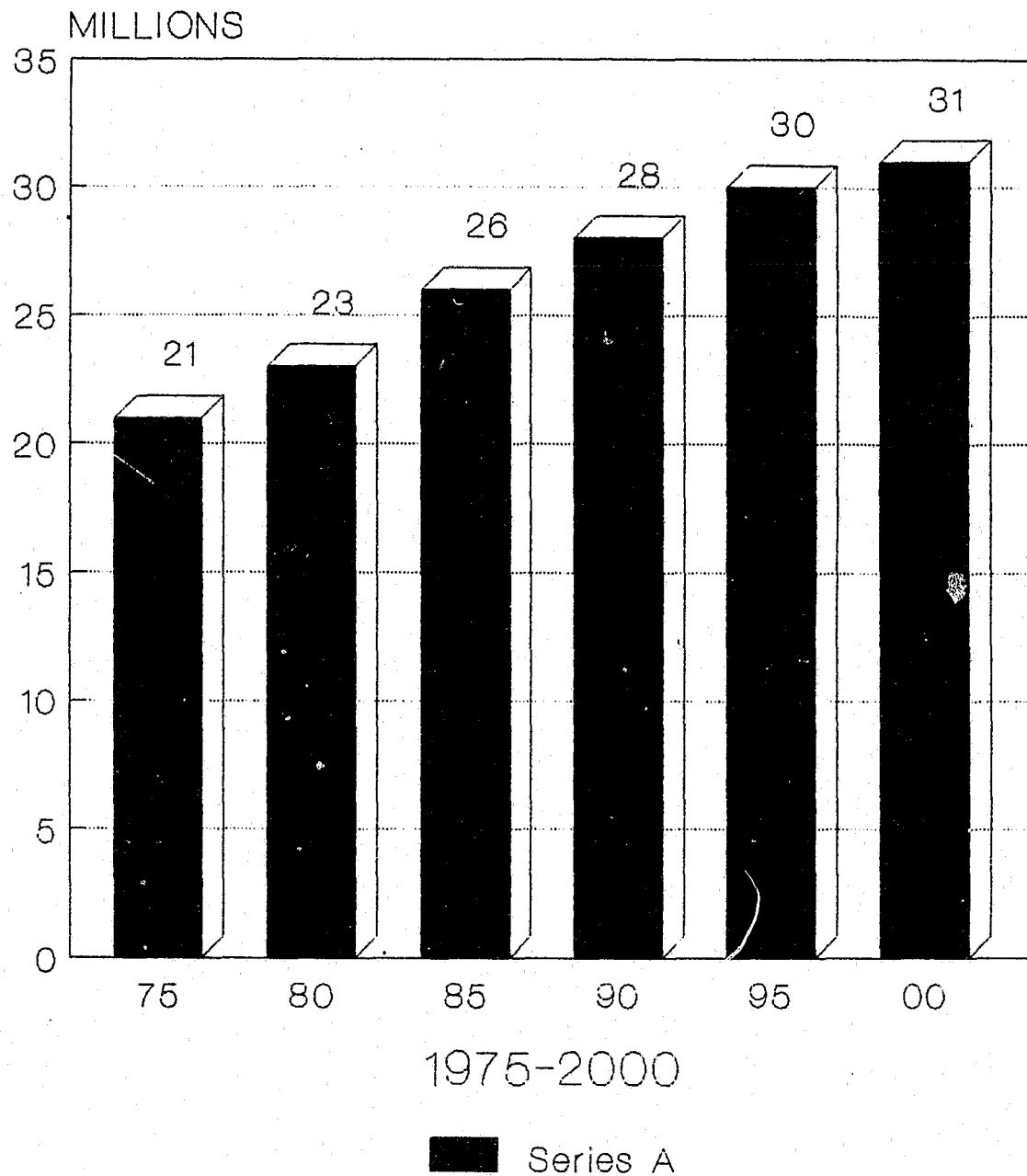| 1990:	27,989,696
1995:	29,819,615
2000:	31,413,955

Source: State of CA., Dept. of Finance

Refer to the following page for a graphic display of

Table 1, referenced as Figure 1.

[1] State   of   California,   Finance   Department,   Census   Data
Center.

Fig. 1. State Population
(Projected 1986-2000)

MILLIONS

1975-2000

■ Series A

Source: State of CA., Dept. of Finance

The crime figures shown in this project indicates an ever increasing problem for society and the police. Much of the reported crimes are property crimes that could have been prevented by crime prevention influences in the design of buildings and communities.

The crime rate is shown to indicate the large numbers of crimes the citizens of California deal with each year.[2]

Table 2. Crime and Projection California
Part 1 Indexable Crimes Only

State of California
Crime and Projection 1975-2000

1975:	1,522,829
1976:	1,548,314
1977:	1,516,842
1978:	1,575,182
1979:	1,689,152
1980:	1,838,417
1981:	1,830,288
1982:	1,801,256
1983:	1,680,978
1984:	1,657,320
1985:	1,718,473

Following projections are 5yr. increments

1990:	1,790,000
1995:	1,880,000
2000:	1,980,000

Sources: State of CA., Dept. of Justice 1975-1985
Crime Analyst, Ventura Co. Sheriff's Dept.

Refer to the following page for a graphic display of Table 2, referenced as Figure 2.

[2] State of California, Dept. of Justice, Bureau of Criminal Statistics, 1975-1985. Vern Cook, Crime Analyst, Ventura Co. Sheriff's Dept., 1986-2000

Fig. 2. State Crime
(Projected 1986-2000)

millions

2.5	

Bar chart showing State Crime values in millions for years 1975–2000:

- 75: 1.52
- 80: 1.83
- 85: 1.71
- 90: 1.79
- 95: 1.88
- 00: 1.98

Y-axis: 0.0, 0.5, 1.0, 1.5, 2.0, 2.5

X-axis: 75, 80, 85, 90, 95, 00

1975-2000

■ Series A
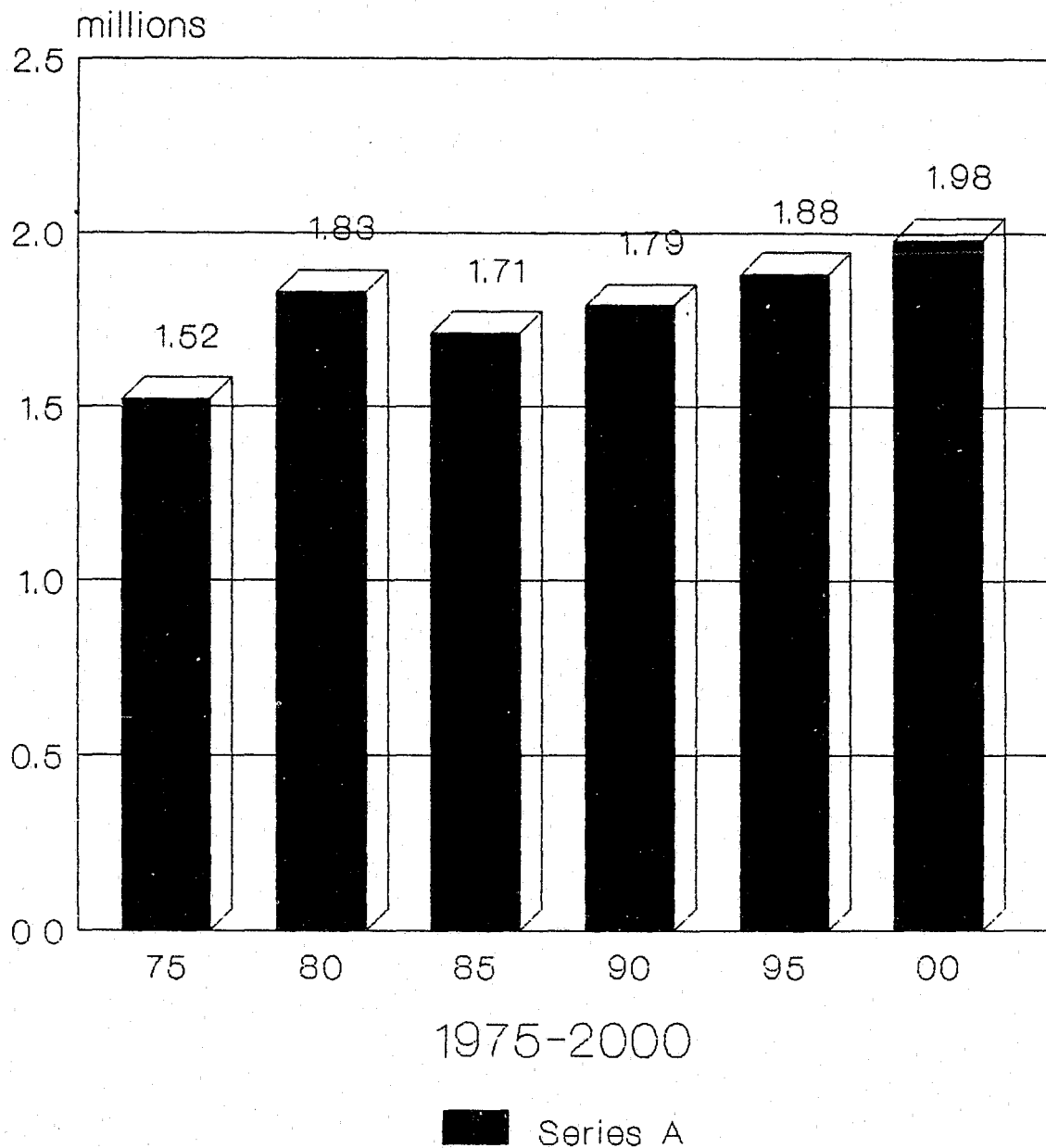
Sources: Dept. Of Justice, CA.
Crime Analyst, V.C.S.D.

The population and crime statistics from 1975 through the year 2000, clearly indicates a growing state population and a growing crime problem. One of the recognized ways in combatting crime is through the use of crime prevention methods that reduce the opportunity for crime or eliminate the opportunity entirely.

The use of crime prevention design techniques in the construction of homes, neighborhoods, and buildings of all types helps to harden the target for criminal activity. It can also create a sense of identity and responsibility upon the residents of an area to report suspicious activity to the police when observation of such activity is easily made through the design of the area.

Crime prevention through environmental design is not a new concept. The role of the police in the review of building plans has been recommended for some fifteen years in studies done in the early 1970s.

As California grows into the twenty-first century, the density of our population will intensify and create larger urban areas than presently exists. Historically, urbanization has created a higher per capita crime rate and the need to design safe communities will be a necessity.

C. Review of the Literature

The research of the literature consisted of a computerized
search of periodicals and texts, a library search of texts
and a review of state codes and regulations pertaining to
the role of the police in building plan review.

The research indicated that a majority of the texts and
periodicals were written in the early 1970s. The reason
for the proliferation of material at that time was the
federal grant program under the Omnibus Crime Control and
Safe Streets Act of 1968. Under this federal grant, the
Law Enforcement Assistance Administration was created to
provide funds to research the cause of crime in the United
States and other projects related to crime.

In one of the earliest studies conducted for the Southern
California Association of Governments, in 1971, a five step
recommendation to its members was made:[3]

    1. Create a greater awareness of police of a
        recognized role in the physical planning
        process

[3] Dillingham Corp., A Study of Crime Prevention Through
Planning for: Southern California Association of
Governments. 1971.

2. Create awareness on the part of planners to
    consider crime prevention in the planning
    process

3. Create support on the part of city and county
    managers, and elected officials to provide the
    policies and manpower

4. Develop the training and programs for personnel
    in crime prevention in physical planning

5. Maintain an area wide interest and support for
    the program

Another early study in 1974 was conducted for the City of

San Diego and their police department. Researchers Fisher

and Hubbell, wrote:

> These are common problems which typify the kind design
> features that inhibit defensible space in the City of
> San Diego. It must be realized that, while some
> general problems can be elaborated in regard to
> defensible space, many inhibiting design features in a
> given project may only be discernible by utilizing the
> personalized experience and expertise of the San Diego
> Police Department. It is because of this fact that
> maintaining a working relationship between the San
> Diego Police Department and the city Planning
> Department is so critical to the continued utilization
> of the concept of defensible space in the City of San
> Diego."[4]

This study identified designed parks, schools, homes,

apartments, and other structures in the city that

experienced a high crime rate and those that did not. The

differences were noted in defensible space concepts.

[4] Reed Fisher and Wilson Hubbell, Environment Design
Variables Effecting Police Functions and Criminal Activity
In the City of San Diego. 1974.

A 1974 report by Ronald De Carli, an architectural student at California Polytechnic College, Pomona, California also addressed the need for police involvement in the plan review process. What he professed in 1974 is occurring throughout California in varying degrees. The sample policies De Carli recommended were:

1. Require police review and critique of all significant projects . . .

2. Require the police to sit on the Environmental Review and Subdivision Review Committees

3. Require either the utilization of the SCAG Crime Prevention Bulletins, or alternate set of guidelines . . .

4. Adopt subdivision and zoning regulations requiring the incorporation of crime prevention techniques and concepts in the physical design of developments

5. Amend the local building code to include anti-intrusion standards and devices, thereby, making future structures more secure

6. Adopt subdivision and zoning regulations specifying sufficient off-street parking, well lighted, so that it can be casually observed . . .

7. Adopt subdivision and zoning regulations requiring developments to locate their recreation facilities in areas which receive maximum observation . . .[5]

This report establishes that early into the 1970s, students of design and architecture were aware of the crime prevention aspects of community development.

_____

[5] Ronald De Carli, Crime Prevention through Physical Planning, A paper for senior requirement, California Polytechnic College, Pomona, California. 1974.

Richard A. Gardiner is another researcher in the area of crime prevention through environmental design. Gardiner wrote," Design for Safe Neighborhoods", in 1978. In it he states that communities should develop environmental design strategies for the present community and any new developments in the future. A key element of the process is the technical environmental security team. The team should be composed of an urban planner, a crime prevention officer, and architect or landscape architect. Gardiner's basic premise is that our urban environments can be designed or redesigned to reduce the opportunities for crime to occur-and at the same time the fear of crime-without resorting to the building of fortresses and the resulting deterioration in the quality of urban life.[6]

Gardiner's text introduced an urban planning and design process which integrated crime prevention with neighborhood design and urban development. It was concerned not only with reduction of crime but also the fear of crime, since it has become recognized that the fear of crime is equally serious and is a major contributor to the urban decay process.

[6] Richard A. Gardiner, Design for Safe Neighborhoods, The Environmental Security Planning and Design Process. Washington, D.C., National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration. 1978.

A 1982 study by Greenberg, Rohe, and Williams," Safe and Secure Neighborhoods", for the National Institute of Justice, compared high crime neighborhoods with low crime neighborhoods for unique differences. The significant findings were basically that low crime neighborhoods tended to be more homogeneously residential. The design of the low crime neighborhood had few major thoroughfares, less vacant land, little or no commercial activity, more private type parking facilities, and more driveways.[7]

This recent study identified significant planning issues for police crime prevention review of building plans in communities. Each of the observations noted in their study, Safe and Secure Neighborhoods, are currently taught at the environmental design course for police officers in Sacramento, California.

The literature in this specific area of crime in the urban society is bountiful to say the least. This is only one study among many that have identified the physical design concepts that support or suppress criminal behavior.

[7] Stefanie Greenberg, William Rohe, Jay Williams,Safe and Secure Neighborhoods: Physical Characteristics and Informal Territorial Control in High and Low Crime Neighborhoods, Washington D.C., U.S. Dept. of Justice, National Institute of Justice, 1982.

In its "Task Force Report: The Police", The President's Commission in 1967, stated:

>   Every police agency should participate with local
>   planning agencies and organizations, public and
>   private, in community physical planning that affects
>   the rate or nature of crime or the fear of crime.
>
>   1.   Every government entity should seek police par-
>   ticipation with public and private agencies and
>   organizations involved in community physical
>   planning within the jurisdictions.
>
>   2.   Every police agency should assist in planning
>   with public and private organizations involved in
>   police related community physical planning. . . .
>
>   Law enforcement's participation in local planning is an
>   absolute and vital necessity in order to reduce
>   criminal opportunity in tomorrow's residential and
>   commercial areas. The easiest time to reduce these
>   risks is before construction starts, as we will have
>   to live with this new construction for 40 to 60 years,
>   and at best, all we can do after it is built amounts to
>   nothing more than patchwork.[8]

This early statement of law enforcement's role in community

physical planning started a national awareness into

the responsibility of the police in plan review. Studies

were commissioned, crime prevention training for police

took on the additional concern and began offering courses

in environmental design. The early 1970s saw a major

contribution in research devoted to crime prevention

through environmental design.

[8] The President's Commission on Law Enforcement and
Administration of Justice, Task Force Report: The Police,
Washington, D.C.. 1967.

As late as 1985, the literature continues to refer to concepts developed in the early 1970s. For instance, Greenberg, Rohe, and Williams, authored: "Informal Citizen Action and Crime Prevention at the Neighborhood Level"in 1985. In this research document, the authors refer to Oscar Newman's early work, "Defensible Space", in 1971. They state that defensible space is the popular term for the idea that certain design characteristics of buildings and neighborhoods can reinforce informal social control by encouraging people to adopt a sense of responsibility over the spaces around their homes. Defensible space designs typically include smaller buildings with fewer floors; entrance ways that serve a small number of units; hallway, stairway, and entryway designs that allow easy surveillance; the use of markers to define and differentiate public and private areas; and other features designed to encourage informal social control and limit or discourage access by outsiders.[9]

The concepts of the 1970s are still being used today and improved. The defensible space concept has become a crime prevention concept over the years.

[9] Stephanie Greenberg, William Rohe, Jay Williams, Informal Citizen Action and Crime Prevention at the Neighborhood Level, U.S. Dept. of Justice, National Institute of Justice, Washington, D.C. 1985.
Oscar Newman, Defensible Space, Macmillan Co., New York, 1972.

The <u>development and enforcement of building codes</u> was also reviewed in this report. Building codes, which can include security ordinances, set specific standards for building construction, use and occupancy. Most building codes are modeled after the Uniform Building Code with local standards varying from jurisdiction to jurisdiction. There have been several national and state efforts to provide model standard security ordinances for inclusion into the building code. Among the national effort is the International Conference of Building Officials' I.C.B.O., Chapter 41 of the Uniform Building Code. On a state level, the California Crime Prevention Officers Associations' Model Security Ordinance ranks among the best. This model ordinance has been used by cities across the country as the basis for the development of a local ordinance.

The local building code provides for the enforcement arm of its city through the building inspection division. The inspection staff is responsible for insuring that all provisions and inclusions on a set of plans are carried out.

E. Survey

Police Departments throughout the State of California
review new development plans that are submitted for
approval to their city governments. To what extent is this
occurring in California? The review process can range from
a selected few major developments to every application for
a building permit. Is there a difference between the size
of a police department and the reviewing of development
plans? The current status of police plan review of new
building plans is unknown. Some cities do provide the
police department with development plans for police input.
Other cities do not include their police department in this
review process.

If the police department does review the plans, can the
police condition the developer to conform to certain crime
prevention building standards?

The security built into a development of homes, industrial
and commercial buildings, or other developments, can reduce
the opportunity for crime to occur.

To answer these questions and others, a survey was
conducted of police departments in California.

1. **Type of Survey**

There are 350 police departments in California. To
survey all 350 would be difficult, if not unnecessary.
In California, there are many small departments, some
medium size departments, and a few large departments.
For the purposes of this report, the following
definitions will apply:

-Small police department: 1-100 sworn officers
-Medium police department: 100-500 sworn officers
-Large police department: 500+ sworn officers

A list of all police departments in California was obtained
from the Federal Bureau of Investigation[10]. From that
list, a random selection was made of small and medium
police departments to be surveyed.

The largest group to select from was the small
departments. There were 297 small police departments
identified from the list.

The medium size police departments accounted for 46
identified from the list.

The large police departments only accounted for 7
identified from the list.

[10] Federal Bureau of Investigation, Crime in the United
States, Washington, D.C. U.S. Printing Office, 1985.

-25-

The report limits the number of police departments to twenty-seven (27). There were _ten_ small departments, _ten_ medium departments, and _seven_ large departments that were chosen for the survey. This number was manageable and representative of the total number of departments in the State.

The random selection of small and medium police departments were made. Random selection was done differently for the two groups.

Random, for the small police departments, was the selection of every 29th small police department. All the police departments in the "Crime in the U.S."[11], were listed alphabetically. To randomly select ten departments out of the 297 listed, every 29th small department was chosen as one of the ten. The small departments chosen were:

1. Blythe P.D.   6. Montebello P.D.
2. Coalinga P.D.   7. Pismo Beach P.D.
3. Etna P.D.   8. Sand City P.D.
4. Hanford P.D.   9. South Pasadena P.D.
5. Lemoore P.D.   10. Whittier P.D.

The next selection was the medium size police departments that had from 100-500 sworn officers.

[11] Ibid.

The random selection for the medium sized police departments, was slightly different from the small departments. A total of 46 police departments were listed in the medium category. Every fourth medium police department was selected from the same alphabetical list. The ten medium sized police departments chosen were:

1. Beverly Hills P.D.	6. Oceanside P.D.
2. Costa Mesa P.D.	7. Palo Alto P.D.
3. El Monte P.D.	8. Riverside P.D.
4. Garden Grove P.D.	9. Santa Ana P.D.
5. Inglewood P.D.	10. Santa Rosa P.D.

The final selection were the large police departments in the State. There are only seven large departments in the State. Therefore, all seven large police departments were surveyed. The large police departments were:

1. Long Beach P.D.	5. San Diego P.D.
2. Los Angeles P.D.	6. San Jose P.D.
3. Oakland P.D.	7. San Francisco P.D.
4. Sacramento P.D.	

The selections of the medium and large police departments were made from the same text the small department selections were made, "Crime in the U.S."[12].

[12] Ibid.

Once the selections were made, a survey instrument was developed. The survey instrument was to provide the necessary information to formulate the general practice of small, medium, and large police departments, in plan review. The design of the survey instrument was simple with clear questions. They were to be answered by the most appropriate police department representative knowledgeable in the subject area. The survey instrument was reduced to only five questions. A copy of the survey instrument is in Appendix "A". The survey instrument was administered via telephone to each police department previously identified.

Each police department was contacted via telephone. A specific request for a knowledgeable person in building plan review was sought. However, in some of the smaller departments, no one was identified to work specifically in plan review, or for that matter, crime prevention. In those particular instances, an administrative officer was requested and responded to the survey questions for that police department.

2. Survey Results

All of the selected departments responded to the telephone survey. After the completion of the survey, the survey instruments were tabulated and the results were listed in Table III, shown on the following page.

Table 3
Survey Results

POLICE DEPARTMENTS	REVIEW	CONDITIONS	YEARS	TRAINED
Small Agencies				
1. Blythe	X	X	4	X
2. Coalinga				
3. Etna				
4. Hanford	X	X	4	X
5. Leemoore				
6. Montebello	X	X	4	X
7. Pismo				
8. Sand City	X	X	8	
9. South Pasadena				
10.Whittier				
TOTALS	4	4		3
Medium Agencies				
1. Beverly Hills				
2. Costa Mesa				
3. El Monte	X	X	4	X
4. Garden Grove	X	X	3	X
5. Inglewood	X	X	4	X
6. Oceanside	X	X	3	X
7. Palo Alto	X	X	3	X
8. Riverside				
9. Santa Ana	X	X	6	X
10.Santa Rosa	X	X	5	X
TOTALS	7	7		7
Large Agencies				
1. Long Beach	X	X	4	X
2. Los Angeles	X	X	3	X
3. Oakland	X	X	10	X
4. Sacramento	X	X	11	X
5. San Diego	X	X	8	X
6. San Jose	X	X	5	X
7. San Francisco				
TOTALS	6	6		6

A review of the Table 3 indicated as the police department size increased, the frequency of review increased. Figure 3 on the following page displays the data.

Figure 3: Survey
Plan Review by Percent

Percent

[bar chart with y-axis labeled Percent from 0 to 100 in increments of 20; three bars: Small ~40, Medium ~70, Large ~87]

Small   Medium   Large

■ Series A
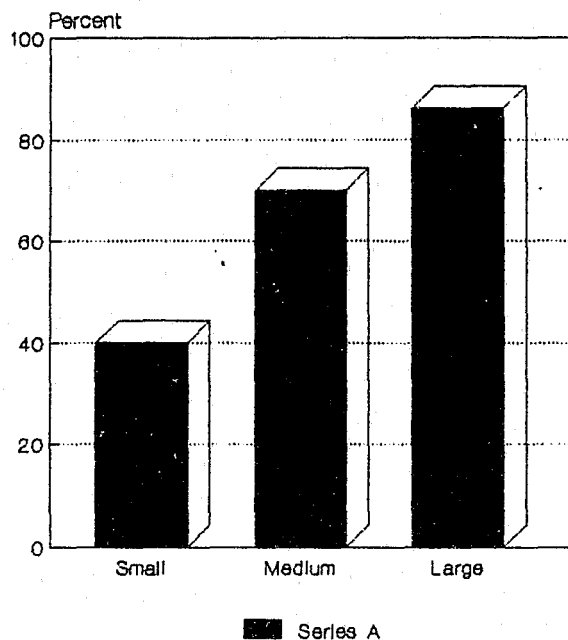
Small, Medium, Large Agencies

Figure 3 graphically shows the differences between the small, medium, and large departments that were surveyed. As communities grow, their need for crime prevention planning increased. The review column shown in Table 3 very clearly shows the increased review by the police as the size of department and city increased. Some of the departments that did not review building plans in their cities delegate the responsibility to the planning department, and feel the planners do a good job. Other departments, that do not review building plans, were just not interested, or, did not realize that they had a role to play in the review and approval of community development.

Another interesting fact in the survey was the conditions question.

Each police department that reviewed building plans, also had the ability to condition the development for crime prevention goals and objectives. The reviewing department was in the chain of plan review with other city departments. They all varied slightly from process to process, however, they all had the ability to condition or advise their city of their concerns about a specific development.

The years spent reviewing building plans in jurisdictions by the police varied from three to eleven years. The median being 5.1 years. Although many of the concepts were developed and recommended to law enforcement in the late 1960s and early 1970s, the average California police department was not involved in the building review process until the early 1980s. The large departments median years in the plan review process was 5.9 years, slightly higher than the overall average. The larger departments appear to have started earlier, and had the resources to implement the program before the small and medium departments.

The training of the police reviewer was universally obtained through the "Crime Prevention Through Environmental Design Course", in Sacramento, California.

Mr. Paul A. Dubois was contacted in regards to information about the Crime Prevention Through Environmental Design course. Mr. Dubois of Tomasi-Dubois & Associates, Los Gatos, California, is responsible for the course. The State of California has approved the course for the training of crime prevention officers in environmental design. Mr. Dubois stated that approximately 100 police officers a year attend the course. The course has been offered for 10 years, accounting for 1000 police officers in the State having gone through the training. The course text written by Dubois includes:

    1. The Planning Process
    2. Blueprint Reading
    3. Legislation
    4. Circulation Systems, Parks and Open Space
    5. Lighting and Its Uses
    6. Defensible Space
    7. Residential, Commercial
    8. Reality[13]

The trend in California is the continued training of police officers in environmental design. Police departments, through the Commission on Peace Officer Training and Standards (P.O.S.T.), continue to send officers to training.

[13] Paul Dubois, Crime Prevention By Design, Tomasi-Dubois & Associates, Los Gatos, California. 1983.

F. The Plan Review Process

The police department's review of building plans is one
step in the process of several city/county departments
reviewing of the plans submitted by an individual or
development company. Some cities utilize the step
process. Each department is in line to review at different
times in a sequential order. Other cities choose to
duplicate the submitted plans and conduct simultaneous
review to expedite the process. Figure 4, below,
illustrates the typical plan review process.

Figure 4:   TYPCIAL PLAN REVIEW PROCESS
                    FLOWCHART
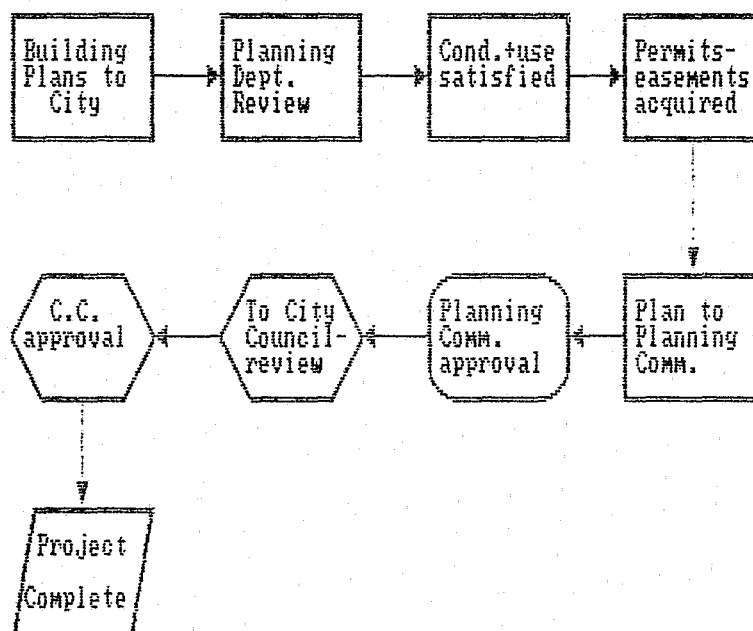
The inter-department review process is capsulized in the planning department review. The planners check the plans for completeness and begin the review process. The responsibility for the ultimate approval or rejection of the plans within the city departments is that of the planning department. During this review, the other city departments are given the plans for approval. Figure 5 illustrates this process.

Figure 5:   PLANNING DEPARTMENT
                    FLOWCHART

```
                    ┌──────────────┐
             ┌─────▶│   Planning   │──────┐
             │      │  Department  │      │
             │      │    Review    │      │
             │      └──────────────┘      │
             │                            │
             │                            │
             │                            │
 ┌───────┐  ┌──────┐  ┌───────┐  ┌───────────┐
 │Police │◀─│ Fire │◀─│Build. │◀─│ C.Traffic │◀┐
 │Depart.│  │Depart.│ │  &    │  │ Engineer  │ │
 └───────┘  └──────┘  │Safety │  └───────────┘ │
     │                └───────┘                 │
     └──────────────────────────────────────────┘
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-34-
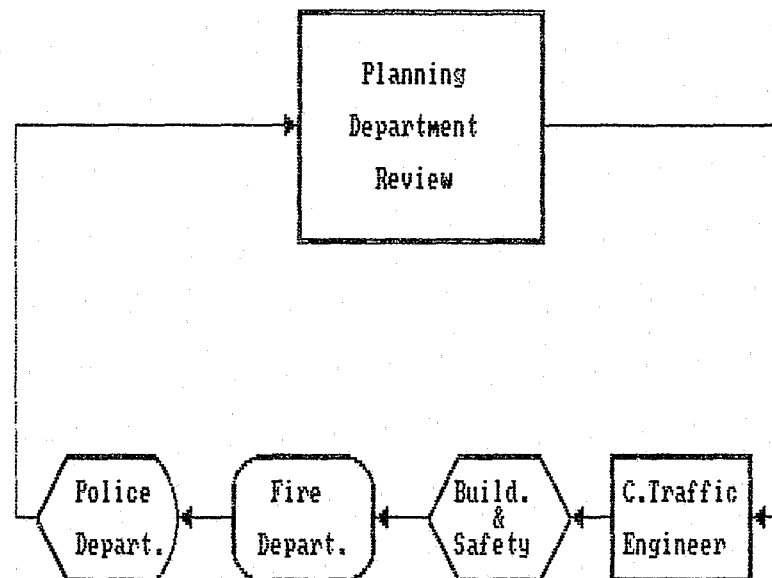
The police review of development plans requires a close working relationship with the planning department. Personal contact on a continuing basis is maintained. Discussion about the development and concerns about the design or location are voiced early in the review process. All conditions prepared by the police department are provided to the planning department as soon as possible. The building project is followed through the approval process by the reviewing officer. Once the plans are submitted to the planning commission for review and approval, the officer is in attendance to answer any questions the commission may have. Modifications that are made by the commission are considered by the officer as it impacts the project. Once the plan is approved by the planning commission, the final approval is given by the city council. Again, the officer is present to explain the crime prevention conditions attached to the project and answer any questions the city council may have of the police concerns.

Frequently, police review of development plans will recognize certain problems with a project not normally noticed by the other reviewers. Common problems police identify for planners are: inadequate vehicular circulation around buildings, traffic conflicts, areas of hiding and seclusion, inadequate lighting, and neighborhood problems generated by the development.

G. The Nominal Group

The next step was to determine the trends and events that could impact the role of the police in the review of building plans presently, and by the year 2000. A group of five people from within the area were chosen to forecast the trends and events that they believe should occur during this thirteen year period.

1. The Selection

The selection of the five member nominal group was done on the basis of knowledge in the subject of police review of building plans, the community, and professional knowledge of the building industry. A building industry representative was necessary for the builders, developers, and architects. The Building Industry Association was chosen to represent those in the construction business. Since the city planner is a critical member in the review process, a city planner was selected to the group. The statewide organization, The California Crime Prevention Officers Association is involved in the support and promotion of police review of building plans. Therefore, one member of that association was chosen to represent their organization. A police officer, trained in environmental design, who has reviewed hundreds of building plans, was the fourth member of the group to be selected.

The last member selected came from the community at large. A local resident was selected to represent the community as a lay person and not knowledgeable of the building, or planning of communities. The list of the members of the nominal group can be found in the appendices. (Refer to Appendix "F")

2. The Meeting

On January 23, 1987, a meeting was held with all the participants present. One week prior to the meeting, each member received a packet of information to assist them in preparing for the work ahead on January 23rd. A copy of that packet is attached. (Refer to Appendix B)

The location of the meeting was at the local Sheriff's station in Thousand Oaks. The group was given the background information about the project. The group was then directed through the nominal group technique. They identified trends they believed could impact the role of the police in the review of building plans by the year 2000.

3. The Selection of Trends

The initial selected trends were listed as they were developed by each member of the group. The trends were chosen based on the group's knowledge of the project topic. There were twenty-three trends the group identified in their initial round table exercise. A list of the initial trends are attached. (Refer to Appendix C)

The initial list of trends were listed with no evaluation of the trends or discussion in regards to how critical the trends. The technique is to initially provide an open forum for generating ideas and not to retard or limit the group's ability to generate ideas. Each member of the group was directed to list their trends identified with the project, on a tablet. The group was given about twenty minutes to complete the list. After the time was up, Each member was asked to provide a trend from their written list. No comments were solicited or allowed on the merits of each trend as the group repeated the cycle several times. As each initial trend was listed, it was recorded. Once the list was complete, each trend was discussed to assure the group understood each trend.

The next step was to prioritize the list of twenty-three trends. Each member was asked to evaluate the list individually on their tablet, one through twenty-three. The group was given twenty minutes to prioritize the list.

The prioritization of the trends was completed by having each member reading off their lists, from the most important to the least important. The master list was scored by the moderator as each member gave their list in order. After the master list was completed, discussion was allowed to clarify an issue or further discuss a particular trend.

Once discussion was completed, the group was asked to reduce the trends to the most critical five trends out of the original twenty-three trends listed. At this point. the group was concentrating on a few critical trends and had arbitrarily eliminated many of the original trends from serious consideration. Each member was asked by the moderator to list their most critical five trends in order of importance. After about fifteen minutes, each member was asked to give their list orally to the group. As each member reported their five trends, it was recorded on the flip chart from the master list. Once the exercise was complete, the group was allowed to discuss their list of five trends. Two of the members changed their prior lists and agreed to vote for other trends, based on group discussion.

The five newly identified trends that were the most significant on the project topic were then listed on the flip chart separately for final discussion and approval by the group.

The five most significant future emerging trends were:

1. Police Involvement in total design and
    implementation of developments.

2. Legislation of standards in building security.

3. More citizen involvement in crime prevention.

4. Increased training and planning involvement
    in behalf of the police agencies.

5. Increased population in California.

The group was then asked to forecast the impact of these
five trends by the year 2000. The impacts were calculated
in percentages and listed below:

1. Police Involvement in total design and
implementation of developments.

The involvement of the police in review of plans is
increasing rapidly throughout the State and is expected
to continue to the year 2000. The group forecasted a
500% increase in this trend by the year 2000.

2. Legislation of standards in building security.
The group believed that the influence of legislation
is increasing and is forecasted to increase in the
area of security ordinances and hardware. The group
believed that this trend would increase by 500% by the
year 2000.

3. <u>More Citizen Involvement in Crime Prevention.</u>
The trend has been neighborhood involvement in crime
prevention. The group forecasted this trend to
continue and intensify. The group forecasted this
trend to increase by <u>400%</u> by the year 2000.

4. <u>Increased training and planning involvement.</u>
The group believed that the police would continue to
be involved in the plan review process. The group
forecasted that the police would increase their
training and plan review process by <u>750%</u> by the year
2000.

5. <u>Increased population in California.</u>
The group felt that the migration to California would
continue as it is now projected. This increased
population would create further need for the police
to assist in the building review process, that will be
required for new communities. The group forecasted
this trend to increase by <u>250%</u> by the year 2000.

The initial selection of trends, the selection of the top 5
trends and the impact of these trends by the year 2000 was
the first phase of the nominal group exercise. After a
short break, the group was then directed ·to consider
events.

4. <u>The Selection of Events</u>

The group was then asked to consider events that may impact the trends that were selected in the earlier session. Events were explained as one time occurrences that happen and impact the environment. The question was: What events can the individuals in the group forecast to occur between now and the year 2000?

The same procedure that was used to develop the large list of trends, was used to generate possible events. An original list of ten events were identified. Each member offered their events from their list written on a tablet. Once the list was complete on the flip chart, discussion was allowed to clarify the meaning and ask and answer questions. The list of ten events were then listed with slight corrections made. A list of the initial ten events is attached. (Refer to Appendix "D")

The group was then asked to select <u>the top five events</u> from the list they developed. As in the process of selecting the top five trends, the group listed their individual choices silently on a tablet. The moderator then called for the five chosen events from each member. The top five vote getters were then identified. A discussion was held to affirm their choices and clear any misunderstanding.

The group then was directed to list the top five events in order of importance. The list of five events selected by the group are listed below:

1. Passage of legislation requiring programs for police plan review.

2. Maximum buildout in certain major population areas.

3. Shortage of water in major population areas.

4. Court decision adding greater responsibility to police review of building plans.

5. Major economic depression.

The group was then asked to determine the probability of these events occurring by the year 2000. They were to select the probabilities in percent values. The following probabilities were given to each of the five events:

1. Passage of legislation requiring programs for police plan review. Probability of occurring was 80%. The group believed that a law would be passed that would require the establishment of police plan review by the year 2000.

2. Maximum buildout in certain major population areas. The probability of occurring was 100%. The group strongly believed that this event was going to occur and have a major impact on the role of the police in the review of building plans by the year 2000.

3. <u>Shortage of water in major population areas. The probability of this event occurring was 100%.</u> The group believed that this event will occur by the year 2000 and affect the planning and development of communities throughout the State.

4. <u>Court decision adding greater responsibility to police review of building plans. The probability of this event occurring was 80%.</u> The group believed that the California courts will determine through civil litigation that the practice of police involvement in the plan review process was appropriate and should be part of the state regulations.

5. <u>Major economic depression. The probability of this event occurring was 10%.</u> The group believed that the economy will possibly experience a major fall by the year 2000. If it occurred, the role of the police would be affected drastically. Funding to support police review of building plans would disappear. Only basic emergency services could be provided.

The nominal group completed their work once the events were identified and the probabilities were developed. The group reviewed their work prior to disbanding. All of the charts and notes of each member were retained for review later.

. **Cross-Impact Analysis**

The five selected trends and events that were developed from the original group of trends and events were used in the cross-impact analysis. These were chosen on the basis of their importance to the issue, their representativeness of the set as a whole, and their interest as potential targets of policy action.

A cross-impact matrix form was prepared, showing the events in the left-hand column and the events and the trends across the top. (Note that the second column from the left is used to enter the probability estimate for each event by the end of the period covered by the forecast.) The cells were crossed out on the diagonal for the intersection of an event with itself.

For the event-to-event portion of the matrix, the question was asked and the answer entered in the cell: "If Event E1 actually occurred, what would the new probability of Event E2 be at the moment of greatest impact?"

For the event-to-trend portion of the matrix, The question was asked and the answer entered in the cell: "If Event E1 actually occurred, how great a change, if any, would it have on the projection of Trend T1 at the point of greatest impact?"

Figure 6.   CROSS-IMPACT ANALYSIS MATRIX

EVENTS	PROBABILITY By Percent	EVENTS					TRENDS*				
		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1. Passage of Legis.	80	X	0	0	10	0	200	200	100	200	0
E2. Maximum Buildout	100	10	X	-35	5	-5	100	0	50	30	-50
E3. Shortage of Water	100	0	-20	X	5	10	50	50	100	-20	-100
E4. Court Decision	80	10	0	0	X	0	50	25	25	100	0
E5. Econ. Depression	10	-30	-50	0	-20	X	-100	-100	20	-200	-100

*T1- Police Inv. in Design & Imple. of Development.
 T2- Legislation of standards on building security.
 T3- More citizen involvement in crime prevention.
 T4- Increased training/planning involvement.
 T5- Increased population.

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The cross-impact analysis matrix displays the effects that certain events have on the other events and the trends listed. The cross-impact matrix evaluation was done by the moderator and preparer of this report. It is as follows:

1. Event#1. Passage of legislation requiring program for police plan review did occur, the probability of:

			% impact
E#2	Maximum Buildout	100%	no change
E#3	Shortage of Water	100%	no change
E#4	Court Decision	80%	increase to 90%
E#5	Economic Depression	10%	no change
T#1	Police Involvement	500%	increase to 700%
T#2	Legislation of Standards	500%	increase to 700%
T#3	Citizen Involvement	400%	increase to 500%
T#4	Increased Train/Plan.	750%	increase to 950%
T#5	Increased Population	250%	no change

2. Event#2. Maximum buildout in certain major population areas did occur, the probability of:

			% impact
E#1	Passage of Legislation	80%	no change
E#3	Shortage of Water	100%	decrease to 65%
E#4	Court Decision	80%	increase to 85%
E#5	Economic Depression	10%	decrease to 5%

T#1	Police Involvement	500%	increase to 600%
T#2	Legislation of Standards	500%	no change
T#3	Citizen Involvement	400%	increase to 450%
T#4	Increase Train/Plan.	750%	increase to 780%
T#5	Increased Population	250%	decrease to 200%

Event#3.   If   shortage   of   water   did   occur,   the probability of:

			%impact
E#1	Passage of Legislation	80%	no change
E#2	Maximum Buildout	100%	decrease to 80%
E#4	Court Decision	80%	increase to 85%
E#5	Economic Depression	10%	increase to 20%
T#1	Police Involvement	500%	increase to 550%
T#2	Legislation of Standards	500%	increase to 550%
T#3	Citizen Involvement	400%	increase to 500%
T#4	Increase Train/Plan.	750%	increase to 850%
T#5	Increased Population	250%	decrease to 150%

Event#4.   If   a   court   decision   adding   greater responsibility   to   police   review of building plans did occur, the probability cf:

			% impact
E#1	Passage of Legislation	80%	increase to 90%
E#2	Maximum Buildout	100%	no change
E#3	Shortage of Water	100%	no change
E#5	Economic Depression	10%	no change

T#1	Police Involvement	500%	increase to 550%
T#2	Legislation of Standards	500%	increase to 575%
T#3	Citizen Involvement	400%	increase to 425%
T#4	Increased Train/Plan.	750%	increase to 850%
T#5	Increased Population	250%	no change

Event#5. If a major economic depression did occur, the probability of:

			% impact
E#1	Passage of Legislation	80%	decrease to 50%
E#2	Maximum Buildout	100%	decrease to 50%
E#3	Shortage of Water	100%	no change
E#4	Court Decision	80%	decrease to 60%
T#1	Police Involvement	500%	decrease to 400%
T#2	Legislation of Standards	500%	decrease to 400%
T#3	Citizen Involvement	400%	increase to 420%
T#4	Increased Train/Plan.	750%	decrease to 550%
T#5	Increased Population	250%	decrease to 150%

The criterion for the occurrance of an event is defined as:

1. Chaotic Future: 10% Probability

2. Turbulent Future: 30% Probability

3. Unsettled Future: 60% Probability

In looking at the probabilities given for each of the events occurring, Event #5, A Major Economic Depression, is a chaotic future. The remaining events are settling futures with high probabilities.

III. SCENARIOS

With the cross-impact analysis matrix completed on page 46,
the impacts of events on other events and the impacts of
events on trends, it was possible to group the consequences
according to their likelihood and then write a series of
scenarios reflecting the possible futures. This allowed
the question to be asked, "What would happen if...?"

A. Scenario One

It is the year 2000 in California. Law enforcement
agencies throughout the State are competing for funds to
assist in acquiring the additional personnel and equipment
necessary for their jurisdictions. The population boom of
the 1980s and 90s are projected to continue through the
year 2020. Several metropolitan areas have reached
maximum buildout of homes, and industrial and commercial
buildings. These areas have experienced a higher rate of
crime and other social problems then the less dense areas
in other counties in the State. Police agencies serving
the buildout cities are frustrated by the lack of crime
prevention design standards when the planning was done for
these communities. Other younger communities being
developed, are utilizing the latest techniques in planning
and design to reduce the opportunity for crime to occur.
Most medium sized police departments have a full-time
environmental design expert to advise the Department and

their community on all aspects of community development and how it relates to criminal behavior. Police agencies throughout the State are involved in assisting their communities in the design of their general plan and all of their developments. Legislation from the State, along with specific laws passed in 1995, require police involvement in the establishment of minimum standards for building security.

The 'legislature passed the "Police Review" law in 1998. It requires the local police agency to review all plans for development in their jurisdiction and condition such plans on the basis of crime prevention elements that will mitigate the anticipated opportunity for crime or endanger public safety with the development.

A shortage of water in California has limited the building and development of certain areas in the State. It has slowed the population growth and strict conservation laws were implemented in the late 1990s. Several large dams are under construction to save water. Police agencies in the affected areas report a higher density of residential occupancy in existing dwellings. This is causing additional police problems and a higher crime rate. More efficient use of the water resources in the State is beginning to show positive results. All new developments in the affected water shortage areas must meet standards adopted to mitigate the shortage.

B. Scenario Two

It is the year 2000 in California. The economy in the State is in chaos. A major economic depression is taking hold throughout the country. During the 1990's, the nation lost control of the growing indebtedness and the balance of trade. The nation could no longer support itself and pay on the debt to the rest of the world. Police throughout the State are reducing their force to minimum levels. The building industry was the first to suffer, as the country's financial institutions stopped all loans to protect what monies they had. Due to the depression, the police can no longer afford the extra personnel for the crime prevention programs. Plan review by the police ceased with the collapse of the building industry. Crime is increasing in all areas of the State and country. Unemployment is believed to be at 50%. The economists' estimate of three years to recovery appears to be accurate.

Although, the State legislature passed legislation requiring the police to maintain training and staff to review building plans, the depression has changed the need and police agencies are re-assigning crime prevention officers to basic police service. The water shortage in some major population areas will not get relief, until the federal government begins the national work programs to stimulate the economy and provide work for the citizens.

C. Scenario Three

It is the year 2000 in California. Police agencies throughout the State are developing new techniques to deal with crime in the society. Crime prevention through environmental design, is one of the major programs in the State. The State legislature, in 1996, passed legislation requiring police involvement in the building plan review process. The initial research of the 1970's has been updated to the current building design of communities in this decade. All local jurisdictions comply to a state standard for building security on all new building, and the updating of existing buildings at time of sale. Crime prevention through environmental design accounts for a 20% reduction in crime throughout the State.

The training of police reviewers is mandatory. All new police officers must receive a minimum of eight hours of instruction in environmental design during their basic training program. All police personnel selected to plan review must attend a state approved one year course. Every police agency is part of the plan review process for development in the community by state law. Police agencies have the authority to reject a development. If, in the expert opinion of the agency, the development will create additional crime activity that cannot be adequately mitigated, the plan will be rejected.

All three scenarios were carefully examined and compared to the results of the cross-impact matrix. Scenario One was the <u>most likely</u> to occur. Scenario One describes the future issues the police will have to deal with in the review of building plans as:

Most medium size Departments have a full-time design expert to advise the Department on community development.

Police agencies are involved in assisting communities with the design of their general plan and all developments.

Legislation requiring police involvement in establishing building security standards.

State law requiring police review of all development plans and the ability to condition such plans.

Water shortage in certain areas has caused additional police problems due to the limitation of new building and the higher occupancy rate per dwelling unit in those areas.

Several major population areas have maximized their development and are experiencing a higher crime rate due to the density, and the lack of crime prevention design in their older developments.

This most likely scenario for the year 2000, and the role of the police in the review of building plans, provides the bases for future planning. The six key points in the scenario were used to formulate an action plan for police departments in the State. The action plan was developed to prepare police agencies for the future. The plan includes a strategic plan, and a transition plan, with policies for police agencies to adopt.

D. Strategic Plan

Scenario One describes a particular future that requires a strategy for police agencies to adopt, if they are to be prepared for that future.

The trends and events have been identified and from that analysis, a most likely scenario was developed about the future. The strategic plan for police agencies in the State cannot be developed without a careful analysis of:

1. Other parties and how their objectives are
    impacted.

2. The acceptance of other parties for successful
    implementation.

3. The objectives of the police agencies in the
    State.

The first analysis was to identify the other parties that could be impacted by a strategic plan. They are referred to as "stakeholders". Some were very close to the police function and others were somewhat remote. Using the SAST technique, (Strategic Assumption and Surfacing Technique) stakeholders were identified that would be affected by a strategic plan. There were twenty initial stakeholders identified (Refer to Appendix "E").

The most important ten stakekholders were then selected by using a modified Delphi Tehnique. The ten most important were:

1. Police/Sheriff's Dept.'s   6. Insurance Companies
2. City/County Planners   7. Crime Prev. Officers
3. Builders/Developers   8. City Managers/CEO's
4. Architects   9. Code Enf. Officers.
5. Police Trainers   10. Property Owners

The ten most important stakeholders assumptions were:

1. Police/Sheriff's Dept.'s   6. Insurance Companies
   -Added Cost   -Less prop. loss
   -Crime Reduction   -Reduced Rates
   -Increased Crime Prev.

2. City/County Planners   7. Crime Prev. Officers
   -More police involvement   -Increased duties
   -Less control   -Increased Train.
   -Improved Planning

3. Builders/Developers   8. City Managers/CEO's
   -Increased Costs   -Change in Procedure
   -Delays in Review   -Added police costs
   -Safer buildings   -Safer community

4. Architects   9. Code Enf. Officers
   -New designs   -More investigations
   -New regulations   -More authority
   -Restricted innovation

5. Police Trainers   10. Property Owners
   -Increase Training   -More regulations
   -Crime Prev. emphasis   -Safer properties

The ten stakeholders were then plotted on a diagram on the following page.

Figure 7. Plot of the Stakeholders

```
                        Certain
                          ▲              1
                          |
                          |      6    5
                          |        2
                          |    7
                       9  |
Least              ◄──────┼────────  10   8  ──────►      Most
Important                 |       3  4                    Important
                          |
                          |
                          |
                          ▼

                       Uncertain
```
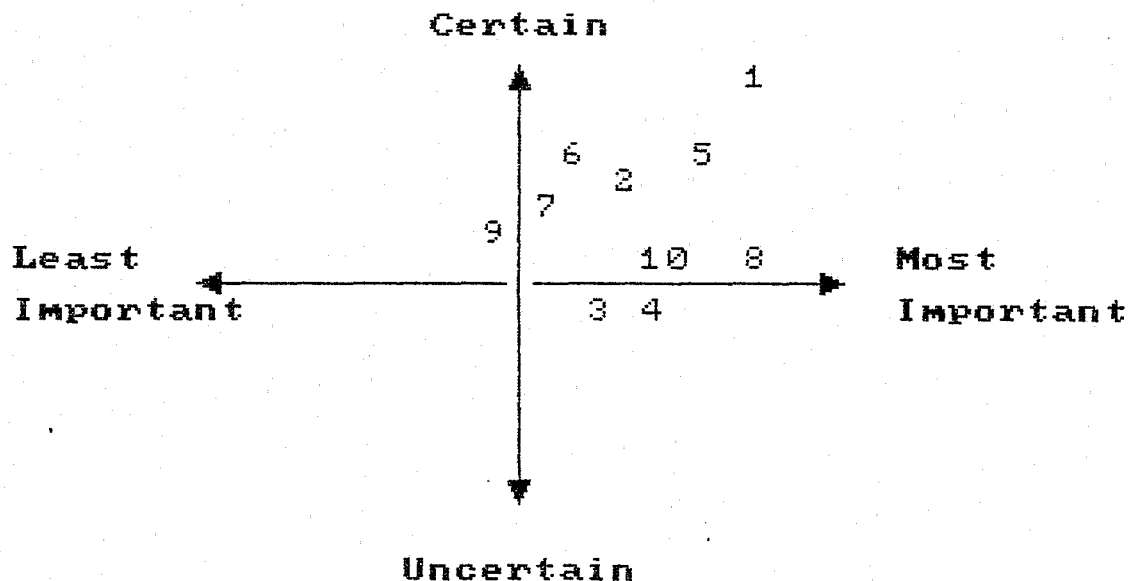
Figure 7, was developed to indicate the stakeholders
position and their importance to the police plan review
process. The location of each stakeholder on the matrix
was determined by their assumptions about the increase in
police review of building plans. The results of the
analysis was that:

-70% of the stakeholders were in the "Most Important"
and "Certain" quadrant. This indicated strong support
for police involvement.

-Only 20% of the stakeholders were "Uncertain", and
that the uncertainty was judged to be slight.

-40% of the stakeholders were very close to the
"Certain", "Uncertain" level. That indicated that
those particular stakeholders would have to be
carefully monitored and special effort made to gain
their support in the future.

Overall, the plot indicated strong stakeholder support.

1. The Selection of Alternative Strategies

A selection of alternative strategies was developed
from scenario one and the stakeholders that were
identified.   Analyzing the stakeholders support for the
scenario chosen as the most likely, three strategies
were selected as the most feasible and desirable.

The three strategies chosen were:

a. Police Departments throughout the State of
    California are to prepare their agencies for
    increased building plan review to reduce the
    incidents of crime. Police are to increase their
    demand for financial support for training and
    staffing of their environmental design units.
    Police agencies are to require developers to
    finance the police plan review process through fees
    charged for such service. Officers are being
    trained in the latest plan review concepts and
    community development. Police agencies should
    support legislation that would require police
    review of building plans and the evaluation of
    improving existing buildings in the State.

b. Police agencies throughout the State of California
    should assist in the preparation and passage of
    legislation that would provide police review of
    local building plans. Police agencies should also
    actively support the passage of minimum building
    security standards for construction in the State.
    Once the requirements for the police to review
    building plans are passed into law, police will
    then demand additional staff for the review
    process.

c. Police Departments throughout the State of
    California should support any legislation that
    would provide the regulations to require the police
    to actively review all building plans in their
    communities. Plans should be developed to contract
    the duties of the police review process to private
    sector experts. This would be financed by fees
    collected from the developers for such review.
    The contracting-out for such services would permit
    the police to concentrate their personnel on basic
    law enforcement duties.

2. The Recommended Strategy

The recommended strategy chosen was (a.). Police Departments throughout the State of California are to prepare their agencies for increased building plan review to reduce the incidents of crime. Police are to increase their demand for financial support for training and staffing of their environmental design units. Police agencies are to require developers to finance the police plan review process through fees charged for such service. Officers are being trained in the latest plan review concepts and community development. Police agencies should support legislation that would require police review of building plans and the evaluation of improving existing buildings in the State.

The key elements of the strategy are:

1. Prepare agencies for increased plan review

2. Require financial support for training and staffing

3. Require fees to finance police review costs

4. Support legislation requiring police plan review

3. The Transition Plan

The scenario for the year 2000 indicated major changes in the past and present involvement of the police in the review of building plans.   Based on the most likely scenario identified earlier, a strategic plan was developed to assist police agencies in preparing for the future.   The action plan contains other elements to complete the futures research.   Elements of the action plan are:

1. Most Likely Scenario
2. A Strategic Plan
3. A Transition Plan
4. Recommended Policies

The Transition Plan was a plan developed for police agencies to assist them in accomplishing the changes that will be necessary to a successful action plan.   The transition plan was prepared to take the police agencies from where they are to a place in the future where they want to be.   Rather then waiting to see what will happen in the future, the action plan creates the future for the police agencies by the year 2000.   <u>The transition period, the time between the present and some five years into the future</u>, is a unique condition and characterized by certain organizational dynamics.

Some of the organizational characteristics during transition can be:

-High Uncertainty/Low Stability
-Perceived Inconsistency
-High Emotional Stress
-High Energy
-Control can be Difficult
-Conflict Increases
-Desire to Hang on to the Past

To effectively deal with these characteristics, management must be pro-active, trusted, respected, and perceived as competent. This would help insure successful transition to the needed changes.

Due to the resistance to change that agencies will deal with in the transition period, the critical stakeholders must be identified and planned for during the change.

Police agencies should plan to negotiate with the stakeholders in a give-and-take atmosphere to maximize their success in obtaining cooperation and support. Three main stakeholders have been identified that would be universal throughout the State. Those three stakeholders were, city/county planners, builders/developers, and city managers/county executive officers. Each police agency should also include those stakeholders they can identify that would be part of this "critical mass".

In any negotiation process, there are "negotiable" items and there are "non-negotiable" items. Police agencies must determine what those are. This project identified certain negotiable items that would not hamper police agencies from achieving their goal. These items should be considered when discussing the project with the critical stakeholders. The negotiable items were:

1. Alternative funding for the additional costs.

2. Possible re-assignment of personnel from less critical duties.

3. The use of volunteers to assist the agency in the plan review process.

4. Developer fees to pay for the police costs can be included in the total city/county review costs.

The non-negotiable items are items the police agencies cannot negotiate. These are items that are critical to the Transition Plan and the project itself.

The non-negotiable items were:

1. Financial support for the plan review process.

2. Provide adequate training for the reviewers.

3. Support the legislation requiring police review.

4. Developers and Builders should be responsible for the plan review process costs.

Administration and Logistics of the Transition Plan

To insure the success of the plan, the chief or sheriff
or his/her designee, is required to meet with the city
manager/county executive on a quarterly basis to monitor
the development and implementation of the plan. The chief
or sheriff is also responsible for the development of
sub-goals, mission, and strategies for the various
components of a long range plan, one to five years into the
future.

Planning System

The planning system consists of two components:

1. **Short Term**. The police agency will monitor changes
   that occur in the environment on a regular basis
   and evaluate changes to the plan, when necessary.
   This system will also report to the local elected
   officials and to other government staff on a
   quarterly basis. The report will consist of the
   status of the plan and any changes envisioned in
   in the immediate future.

2.   <u>Long Term</u>.   The long term planning system should

be comprised of the chief/sheriff, the city

manager/county executive, an elected official, and

a representative of the local building industry.

This planning group is responsible for the

development of a one to five year plan.

This planning system provides a current monitoring
capability. It has the flexibility for changes to the
plan, when necessary, and a long range forecast system that
continues to plan into the future.

The strategic plan, and the transition plan cannot be
successful without these short term and long term planning
systems developed. The systems provide for the monitoring
and adjustment capability that is important as changes
occur which are planned or are surprises.

E. Recommended Policies

Police agencies must consider current policies, and those that become necessary to adopt, in order to create change within the department. The future of police review of building plans requires police and sheriff's departments throughout the State to examine their current policies, and adopt new ones to meet the changing environment. As this futures research project forecasted, police and sheriff's departments will play a major role in the approval of building plans throughout the State by the year 2000. Policies needed, for the change that is projected, should be adopted in a timely manner.

This project has identified certain policies that would provide the police departments with the necessary direction. It would allow for a controlled and managed transition to the new future that is projected. The recommended policies are:

1. <u>Establish and maintain close working relationship with the local planning department.</u> Development of the relationship will open communications and understanding between departments.

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2. Support legislation that provides crime prevention
    conditions and police review of building plans.
    Legislation would provide support for the police
    review process and establish these requirements
    Statewide. Crime reduction would be realized
    throughout the State by the stricter building
    conditions.

3. Establish police review of all building plans as
    a requirement of approval prior to construction.
    This establishes the police department as one of
    the departments that must review the plan,
    prior to any final approval by the city or county.

4. Maintain the building plan review process in the
    department as a priority service to the community
    in reducing crime. The plan review process should
    be considered as a basic service to the community
    which will prevent the program from being
    eliminated when staffing becomes a critical issue.

5. Provide training for police personnel that review
    building plans. It is important that the person
    assigned to the review process have a good basic
    knowledge in construction and plan review. Current
    P.O.S.T. programs offer such training.

IV. CONCLUSION

This project examined the role of law enforcement in the review of building plans in California as it is presently, and what it will be in the future. Today, throughout the State of California, the research indicates that law enforcement involvement in plan review is varied. The larger police departments are more committed to the review process, which was not surprising. Funding and staffing capabilities are an obvious distinction.

As crime increases in the State's urban areas, along with the projected population, the emphasis on crime prevention planning will gain support. As the nominal group analyzed this subject, it became obvious that the trends and events that have taken place and the trends and events that were projected to occur in the future, will require a basic commitment to police plan review.

This project identified a trend toward minimum building security standards. Legislation is anticipated to occur in the next thirteen years that will set the standard statewide. The need to prepare for the future is now, through planning and policy development in all police agencies.

The research into this project revealed a wide interest in increasing the current role of police in the plan review process. The building industry, as well as government officials, realizes the unique knowledge local police have in the community environment. All the representatives from the different disciplines supported the additional involvement of the police in the design of communities. Where there was current involvement, support for the police review process was high. Where there was no current involvement, support was also there for the police to be involved.

Community development and planning takes a total effort by all disciplines. The building industry, planners, designers, architects, city officials and the police should work together. The quality of the future environment of our communities in the year 2000 will be the result of careful planning and development. This will not occur without the review and support of the police review process. Therefore, it is incumbent upon police agencies in State, to take an active role in the building review process. The development that will occur by the year 2000 will affect every police agency in the State. The degree to which each community is impacted negatively, will be based on the pre-planning and review in each case.

The need for well planned development in the State is going to continue beyond the year 2000. This project predicted major problems in our urban areas and to our economy in the next thirteen years. The project also predicted increased citizen involvement in crime prevention and other areas. A shortage of water in some of our urban areas, an economic depression in the country, each signifies major problems for the police as well as other segments of our society. These events, if they did occur, would catch agencies off-guard and slow to respond. It is therefore essential that police agencies throughout the State ask: "What If", to their current polices and procedures. The questions and answers can lead to a better prepared police agency that is ready to respond and change with the needs of the community.

This project attempted to answer the question, "What IF", as it pertains to the role of police in the review of building plans by the year 2000. Using a technique of futures research, the question was answered with certain recommendations to police agencies.

We must continue to look into the future and actively plan for making the future the desired future for all of us.

V. APPENDICES

SURVEY

		YES	NO
1.	DOES THE DEPT. REVIEW DEVELOPMENT PLANS?	___	___
2.	DOES THE DEPT. CONDITION DEVELOPMENTS?	___	___
3.	IF YOU DO REVIEW PLANS, HOW LONG HAS THE DEPT. BEEN REVIEWING PLANS?	YEARS ___	
4.	IS THE REVIEWER TRAINED IN PLAN REVIEW?	___	___
5.	IF TRAINED, WHAT TRAINING WAS PROVIDED?	_____	

Dear Nominal Group Member:

I have attached a sample of what we will be doing Friday, January 23, for your review and information. Our topic will be: <u>"What Will be the Role of the Police in the Review of Building Plans in Communities by the year 2000?"</u>

The attached sample can give you some ideas we can discuss and list on the 23rd. If you have any questions, please telephone me at work: 494-8256.

See you at the : Sheriff's East Valley Station
2201 E. Olsen Road
Simi Valley

Date: Friday, January 23, 1987
Time: 8:00am - 12:00pm

Yours truly,

Gerald Mike Brown

PS: I will have coffee, donuts, and supplies for all of us to use during the session.

The group was then asked to identify the future trends they believed would have the most impact on the environmental design of multiple family dwelling units by the year 2000. The group, using the Nominal Group Technique (NGT), then selected five of the trends as the most significant. The original list of future trends and the five most significant trends are listed below:

Original Future Trends

    -Public Housing Needs
    -Density Requirements
    -Zoning and Planning Trends
    -Ethnic makeup of Dwellers
    -Legislation and Court Dec sions
    -Architectural Design
    -Transportation
    -Location of Goods and Services
    Crime Prevention in Design
    -Demographic Shifts
    -Immigration Patterns
    -Employment Opportunities
    -Family Structure
    -Child Care
    -Affordable Housing
    -Aging of Society
    -State and Local Regulations
    -Local Design Standards

Five Most Significant Future Emerging Trends

    -Public Housing Needs
    -Legislation and Court Decisions
    -Crime Prevention in Design
    -Affordable Housing
    -State and Local Regulations

The group discussed and identified a list of events that could occur over the next fifteen years that would impact the environmental design of multiple family dwelling units on law enforcement. Using the Nominal Group Technique (NGT), the group selected the five most significant critical events and then determined the probability of these events occurring by the year 2000.

The critical events that were identified and their probability of occurrence is as follows:

EVENT	Year 2000 Probability
1. Statewide regulation of environmental design of public housing units.	40%

INITIAL SELECTED TRENDS

1. Increase in the population in California.

2. Increase in the density in California.

3. Polarization of economic status.

4. Decentralization of major companies to suburbs.

5. Increased pressure on the infrastructure of cities.

6. Increased transient population.

7. Increase in small neighborhood shopping centers.

8. Greater diversity in the cultural/ethnic background.

9. Greater deversity in value systems/conflict among groups.

10. Legislation requiring building security standards.

11. Court decisions affecting building requirements.

12. Private funding for public services.

13. Lower literacy in the general population.

14. Increased training and planning involvement.

15. Police involvement in total design & implementation of developments.

16. Citizen involvement in plan review.

17. Affordable housing.

18. Changing family structure.

19. Aging population.

20. Affordable senior housing.

21. Reduced lot size & residential design.

22. Opportunity for crime is increasing.

23. More citizen involvement in crime prevention.

INITIAL SELECTED EVENTS

1.   Major earthquake.

2.   Maximum buildout in certain major population areas.

3.   Shortage of water in major population areas.

4.   Passage of legislation requiring programs for police plan review.

5.   Major economic depression.

6.   Court decision adding greater responsibility to police review of building plans.

7.   Legislation requiring prior nonconforming buildings to come up to new standards.

8.   State law regulating the design of certain buildings.

9.   Illegal immigration is stopped at the border.

10. Technological breakthrough that provides low cost security systems for buildings.

TWENTY INITIAL STAKEHOLDERS

1. Police Departments/Sheriff's Departments

2. City Planners/County Planners

3. Builders/Developers

4. Architects

5. Police Trainers

6. Peace Officers Standards and Training

7. Taxpayer Associations

8. Department of Justice

9. Insurance Companies

10. Security Hardware Manufactures

11. Crime Prevention Officers

12. City Managers/County Executive Officers

13. State Legislature

14. State Courts

15. Private Security Companies

16. Special Interest Groups

17. Code Enforcement Officers

18. Business Community

19. Other City/County Departments

20. Property Owners/Residents

THE NOMINAL GROUP

1. Sue Bunter, local resident

2. Kitty Hoberg, Sergeant, California Crime Prevention Officers Association

3. John Prescott, City Planner, City of Thousand Oaks

4. James Sleister, Sergeant, Ventura County Sheriff's Department

5. Paul Tryon, Executive Director, Building Industry Association

6. G. Michael Brown, Moderator