

COMMISSION
ON
PEACE OFFICER STANDARDS AND TRAINING

COMMAND COLLEGE
CLASS V

What impact will high density buildings have
on the ability of small and mid-sized California
police departments to provide service in urban
communities?

BY

RICHARD J. JOHNSON
LIEUTENANT
COSTA MESA POLICE DEPARTMENT

December, 1987

112098

112098

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material in microfilm only has been granted by
CA Commission on Peace Officer
Standards and Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

THE IMPACT OF PROVIDING POLICE SERVICE TO HIGH DENSITY BUILDINGS
ON SMALL TO MID-SIZED POLICE DEPARTMENTS

Richard J. Johnson
Costa Mesa Police Department

Discusses the impact high density growth will have on small and mid-sized police departments. There is an examination of trends such as community growth, increased traffic and population density, and changes in the family unit as they relate to policing high rise buildings. Utilizing a scenario writing technique, a normative future is explored. A strategic plan is developed listing numerous points for a pro-active resolution to the problems facing law enforcement in the year 2000. The plan enhanced the cooperation of public and private "police departments" including the possibility of a "deputized" security officer. The plan called for greater involvement by police managers in the planning review process as well as greater interaction between Police, Planning and Fire Departments. Finally, the adoption of a model security ordinance by cities to make all types of structures safer for inhabitants.

1988, 118 pages. Bibliography. Footnotes.

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.**

EXECUTIVE SUMMARY

Coastal California communities are growing! You say this is nothing new. You are right. Going back to the Gold Rush of 1849, California has been the Utopia to immigrants from other states as well as other countries. So, what is so bold about this introductory sentence? To begin with the growth is now vertical, not horizontal as it had been for years. Land, a diminishing resource, has promoted developers to build skyscrapers. This has in turn forced a grass roots revolt of no-growth homeowners who are tired of pollution, traffic and crime. Nevertheless, California will continue to grow and the problems associated with growth must be addressed by law enforcement. A literature scan revealed that little research had been conducted on the policing requirements in high density areas.

To study the issues a nominal group was formed to explore issues facing a typical mid-sized police department in high density growth area. The committee identified six trends having potential impact on future issues. These trends were: growth; traffic; increased population density; changes in the family; increased demand for social services and improved "quality of life."

These trends were forecasted and analyzed with five selected potential events in a form of cross-impact analysis. This provided data for a scenario that described a normative future.

A strategic plan was designed as a guide to gap the present to the future. Key elements of this plan included the development of a model security ordinance that would prevent the potential for criminal activity. A second aspect of the plan was a new relationship between the growing number of private security and sworn police officers in a joint operation. A third area of the plan was to provide training for increased citizen awareness for the safety and security of a new environment. The final concept is to have the police department as a representative in the planning/review process. A transition plan was developed to put the strategic plan into action. Several key actors were identified and negotiation techniques for each were explored.

In conclusion, law enforcement has an opportunity today to plan for a better tomorrow. The high density growth has been temporarily slowed by a grass roots movement, but it is only a matter of time until the boom hits again. If law enforcement has not put a plan into motion, the mid-size police department will awaken from a nightmare of crime, traffic and the inability to provide a minimum amount of services in high density area!

TABLE OF CONTENTS

Executive Summary.....	ii
Project Background.....	1
Structuring The Problem.....	4
Emerging Trends.....	7
Discussion of Trends.....	13
Trend 1: Growth.....	13
Trend 2: Traffic.....	16
Trend 3: Population Density.....	18
Trend 4: Change in Family Unit.....	18
Trend 5: Social Services.....	19
Trend 6: Loss of Freedom.....	20
Critical Events.....	20
Future Scenarios.....	30
Situational Audit.....	39
Environment.....	40
Capability Analysis.....	45
Organizational Capability.....	45
Future Adaptability.....	47
Stakeholder Identification.....	49
Key Stakeholders.....	50
Mission Statement.....	53
Execution.....	54
Course of Action.....	66
Administration and Logistics.....	67
Command and Control.....	69
Implementation Plan.....	70
Organizational Strategy.....	70
Stakeholder Negotiations.....	71
Negotiation Strategy.....	77
Transition Plan.....	83
Strategic Plan Summary.....	83
Present State.....	84
Future State.....	85
Critical Mass.....	87
Negotiations.....	87
Critical Mass Conclusion.....	92
Supporting Technologies.....	97
Conclusion.....	98
End Notes.....	102
Appendix A: Future Wheel.....	104
Appendix B: Issues Facing Law Enforcement.....	105
Appendix C: Trend Candidates.....	108
Appendix D: Potential Events.....	109
Appendix E: Event Probability Analysis.....	110
Appendix F: Sample Mission Statement.....	111
Appendix G: Results of Capability Analysis Rating.....	112
Appendix H: "WOTS UP" Analysis.....	114
Appendix I: Results of Policy Delphi.....	115
Appendix J: Nominal Group Members.....	117
Appendix K: City of Irvine Security Ordinance.....	118
Bibliography.....	119

CHARTS

Chart 1:	Trend Impacts for the Year 2001.....	11
Chart 2:	California's Population.....	15
Chart 3:	California 5 Year Transportation Spending.....	17
Chart 4:	Cross-Impact Evaluation Form.....	22
Chart 5:	Map of Key Stakeholders.....	52
Chart 6:	Commitment Analysis.....	93
Chart 7:	Responsibility Chart.....	95

PROJECT BACKGROUND

Contemporary authors John Naisbitt¹ and Alvin Toffler² examined the past, as a method of analyzing the present, to explore the future. Their well-publicized discussions document the multitude of changes throughout our nation. California is acknowledged as a leader in change. This report will focus on many of the changes including the transition from an Industrial Society to an Information Society. Today's business community in California is stressing high tech and service orientation over manufacturing and agriculture. Impact of the Pacific Rim on California business is of significance. "California continues to be the most metropolitan state in the union by a long shot," said Stephen Levy, senior economist for the Center of Continuing Study of the California Economy. "If you are thinking about the problems of the state in the long range, you have to think about the major metropolitan areas. It is where the growth is and, even more important, where the immigrants are coming. So if you associate these populations with the state's major issues, then the policy domain will continue to be an urban one."³

The examples of changes are numerous. During the 1950's and early 1960's the generation known as the "baby boomers" were born. Growing families increased the demand for housing. Tract homes spread throughout Southern California, replacing the farmlands and orchards with ranch style homes. The California network of freeways grew by leaps and bounds providing routes to commercial and industrial centers from the new residential suburbs. Californians moved from the core cities to the suburbs during these high growth years.

Many major corporations chose California as the primary location to develop their business. California had the ideal climate, natural resources, and quality education to attract corporations and businesses. Each year the population and economy grew. California was a huge success story.

On the heels of this growth local government began to grow. People demanded more and more services from local government. All government, notably law enforcement, grew during the 1960's and 1970's. Urban police departments grew rapidly during these years. Life was exciting and the challenges immense.

Changes came instantaneously with the information age. Our working society became more white collar than blue collar. The freeway system failed to grow as quickly as the number of drivers needing it for travel. Smaller airports began to spring up in urban areas to supplement the major international airports. To reduce travel time many companies started developing "regional headquarters" away from the downtown areas. These office sites were selected near transportation, i.e., airports and freeways. The rapidly escalating property values and diminishing resource of available property prompted developers to make a major decision. That decision was to build up, not out! Suburban area buildings began to appear that were seven, eight, and nine stories tall. According to fire department standards, a building at least seven stories is a high-rise. Presently developers are now putting up high-rise buildings that are 20 to 30 stories tall in the suburbs. In the future they will reach the skies over one-half mile with the super skyscraper.

California law enforcement is faced with the challenge of providing quality law enforcement to these buildings and developments. The tenants, usually major corporations, expect a high quality law enforcement, yet police departments faced with budget limitations may not be able to meet these expectations.

This paper will address the questions of "What impact will high density buildings have on the ability of small and mid-sized police departments to provide service in urban communities?"

STRUCTURING THE PROBLEM

California is primarily a coastal state with the bulk of its population centered in metropolitan areas in the Bay Area and Ventura to San Diego. In each locale there are not only many police departments, but many county governments. Each jurisdiction is an independent body with individualistic methods of problem solving. There is one common threat that runs through each community, that being growth. Some communities favor growth, some oppose it, while others are split on the issue. Nevertheless, growth is important to the municipality, the state and the nation.

No matter what individual jurisdictions think they want, growth in California cities is here to stay. As an integral part of the Pacific Rim, California has a national and an international interest in commerce, trade and even tourism. Cities, particularly coastal cities near airports and harbors will continue to flourish well into the 21st Century. The first factor to consider is the availability of land. Land in a prime location is a limited resource. The soaring cost of purchasing and developing land is a second factor. During the 1970's and into the 1980's developers changed building philosophies. They began to design and build taller and taller buildings. The buildings drew little attention from opposition until a height of seven or eight stories was surpassed. Consequently, the various sub-groups within the community began to question the need and

benefits of this vertical growth. Citizens concerned about growth were interested in issues directly related to law enforcement; crime, traffic and related problems. Historically, the police department's involvement in the planning process was minimal.

Most cities have involved local law enforcement only super-ficially in the planning process, let alone in the development of a general plan. This report will address the need for police department's input in the planning process to be prepared for the onslaught of growth, be it slow or rapid. Law enforcement must be able to muster the necessary resources to provide the variety of services required by California communities.

A literature scan was conducted revealing that the media is concerned with the issues of growth, traffic and government. However, little information could be located regarding the problems facing law enforcement caused by high density projects. City officials at all levels have explored the issues. Several ad hoc communities have provided reports that could well be used as guidelines.

To better explore the issues of policing high density areas in urban California, a committee was designed to include a diversified group of professionals. Members included a police captain, a police lieutenant, both responsible for policing an area that is experiencing a high increase in density. The fire marshal was involved in the process and his input was invaluable as fire service is light years ahead of law enforcement in planning. A police sergeant concerned with staffing and civilianization was a committee member. A police officer with cooperate experience was invited. The vice president of a major Orange County developer attended, providing insight from a developer's point of view. A member at large from the community was invited. His background included several terms as a planning commissioner and an unsuccessful bid as a council candidate. The final member was the assistant director of planning. (Refer to Appendix J). The task at the initial committee meeting was to establish a list of emerging issues. This was accomplished utilizing the six steps of a nominal group technique (NGT). The steps in accomplishing this task were:

1. The silent generation of ideas in writing by group members
2. The round robin recording of these ideas
3. A discussion for clarification by the group
4. A preliminary vote on item importance was held to reduce the number of the most important issues
5. Discussion of the preliminary vote
6. Final vote

The result was a list of 41 issues that are facing law enforcement today. Based on the issues, a Future's Wheel was designed to serve as an outline for the direction that the group project would take. (Issues and Future's Wheel can be found in the Appendix.) The same NGT procedure was used to develop a list of thirty-five candidate trends. This was reduced to a list of six trends that are of concern to law enforcement in the future.

Emerging Trends

Upon completion of the Future's Wheel, the committee began the task of establishing a list of emerging trends. Using an NGT (Nominal Group Technique) the committee explored all trends that might effect policing of high density areas of mid-sized municipalities, limited in terms of resources of staffing and facilities. The trend candidates were as follows:

1. California suburban cities will continue to grow well into the 21st Century
2. Personal acquisition of goods will be high priority of individuals and corporations
3. Population density will escalate in suburban California cities
4. Government will have centralized services attempting to reduce cost and increase efficiency
5. California will be multi-lingual and multi-cultural
6. The greater populous will be willing to suffer losses in personal freedom as an exchange for improved quality of life

7. There will be an increase in technological and white collar crime in high-rise development areas
8. Working conditions will improve with flexible scheduling, employer provided child-care centers and reduced working hours
9. Crimes of violence will continue to rise into the 21st Century
10. There will be a private sector judicial system complimenting not replacing the present day system
11. Responsible citizens will have continued increasing expectations of service by police departments
12. The family unit will continue to change and evolve from that known in the 1980's
13. There will be a continued abundance of lawyers especially in the rapid growing suburban areas
14. The cost of doing business for cities will continue to rise due to three factors: rising personnel costs, changes in technology and demands from the public
15. The value of land will increase statewide, especially in growing suburban areas
16. Cities will continue to increase the use of "user's fees" to finance and maintain levels of services
17. Increased traffic and related congestion will be primary issues to government, developers and road users
18. Various environmental groups will gain power and support becoming more influential with state and local government
19. Within the social structure a group(s) of elitists will emerge to control much of society
20. The age of the general population will continue to increase
21. The demand for social services will increase at all levels of government, but primarily at the local level
22. Residents will seek higher community identification
23. The threat of increased terrorism by groups both internal and external to the United States Government will increase

24. Foreign business involvement will continue to grow because of the California key location on the Pacific Rim
25. Foreign financial interests will increase in California economy
26. Local governments (cities) will be highly involved in the international market
27. Communicable diseases will still be a threat to the well-being of citizens
28. Tele-communications will improve rapidly and change the method of doing business and security
29. "Yuppies" will be the most important sub-group by the turn of the 21st Century.
30. The average discretionary disposable income of a California resident will decrease primarily due to the continued increase in the cost of housing and other goods imported from abroad
31. Leisure time for the average American worker will increase with a reduced work week and improved technology
32. Recreational activities will increase, tourism will continue to grow as an American industry
33. While government will try to centralize, business will de-centralize to autonomous regional operations
34. California will work toward reducing insurance costs in all areas from medical to automobile

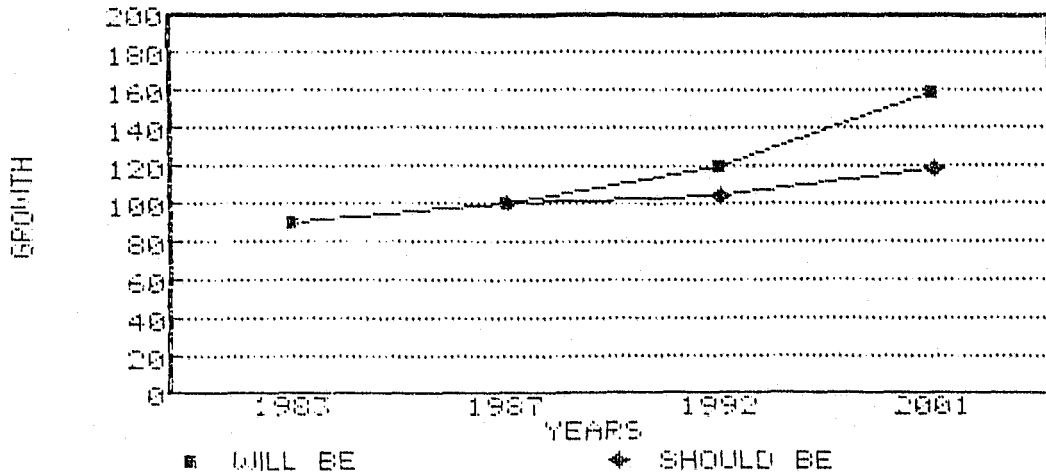
Once the assembled committee developed this list of trend candidates, an NGT was used to reduce the trends to a manageable number that would significantly represent the trends that would affect the problem of policing high density areas at the turn of the 21st Century. The consensus of the committee was as follows:

1. The growth of California suburban cities will continue to cause conflict into the 21st Century.
2. Increased traffic and related congestion will be a primary issue for government, developers and users.

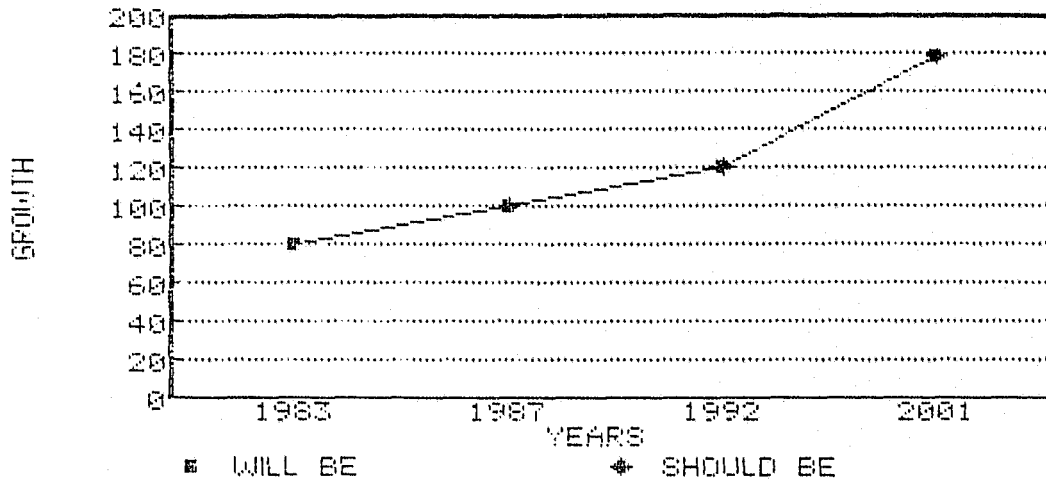
3. Population density will escalate in suburban California cities.
4. The family unit will continue its change and evolution.
5. The demand for social services will increase at the municipal level.
6. The greater populous will be more willing to suffer losses in personal freedom as an exchange for an "improved quality of life".

Next, the group was to graph each trend for the year 2000. The six graphs indicating the range of levels that was predicted for each trend are seen as follows: the median level was determined and has been identified for each chart.

GROWTH ISSUE



TRAFFIC CONGESTION



INCREASED POPULATION DENSITY

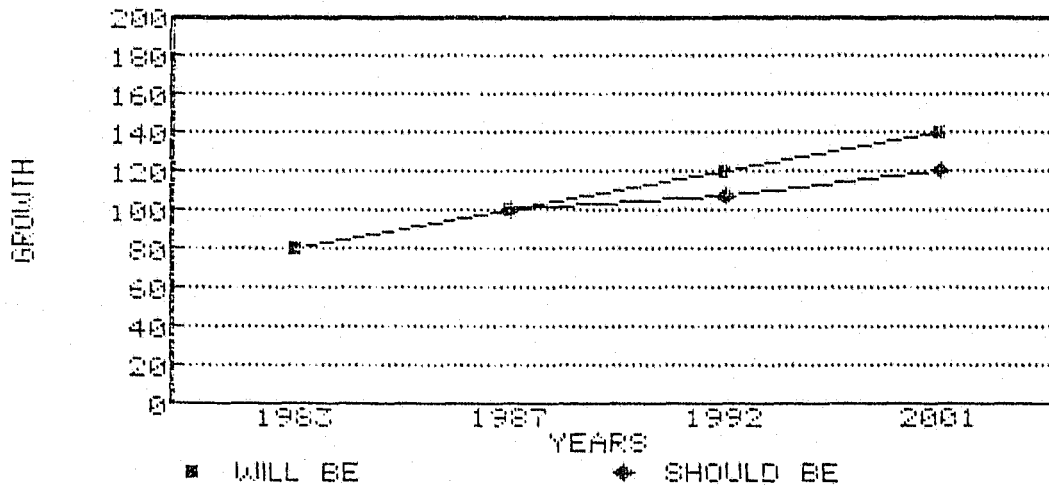
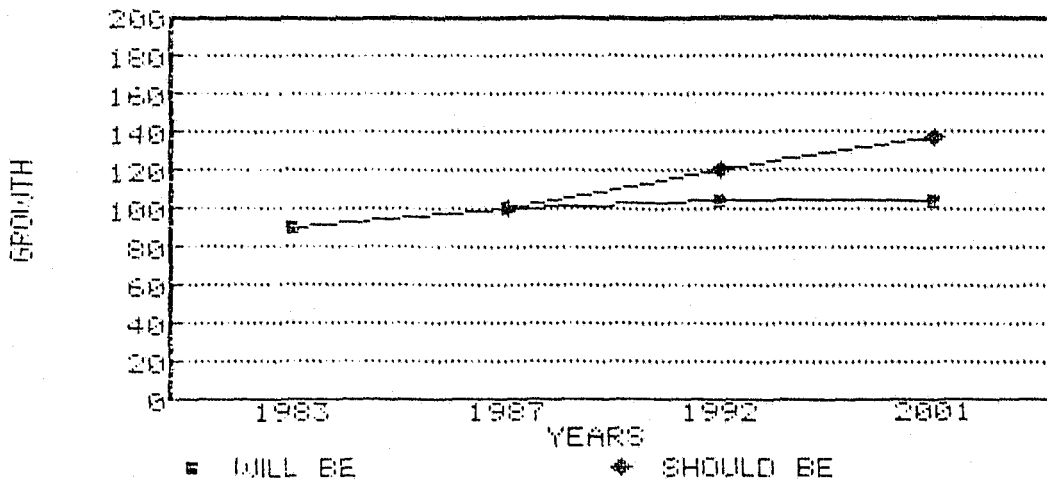
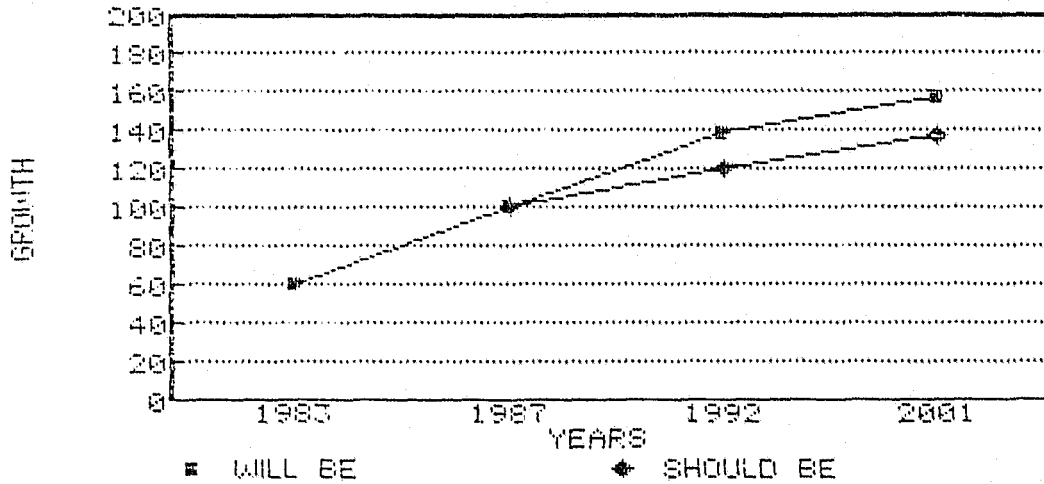


CHART 1: TREND IMPACTS FOR THE YEAR 2001

CHANGE IN FAMILY UNIT



DEMAND FOR SOCIAL SERVICE



FREEDOM LOSS - IMPROVED QUALITY OF LIFE

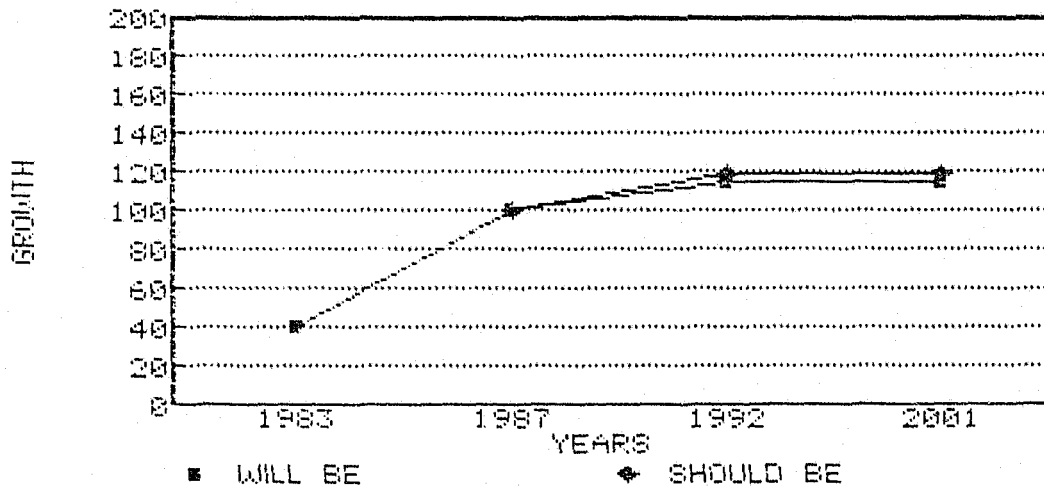


CHART 1: TREND IMPACTS FOR THE YEAR 2001

Discussion of Trends

Trend 1: Growth

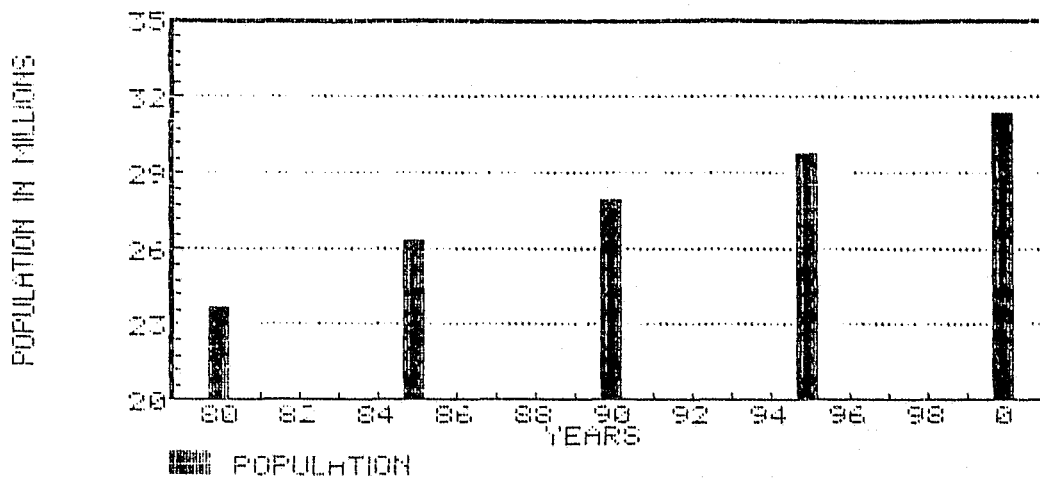
Growth in California can be traced to the 1849 Gold Rush, it became the land of golden opportunity! The 49ers came to California seeking fortune and fame. While relatively few struck it rich, most stayed in California to become farmers or merchants. Again, during the 1930's many farmers migrated to California in hopes of a better life in the post-depression years. The California economy boomed during World War II. Defense industries were plentiful in California and employment high. During these years agriculture remained a primary California resource. Post World War II California economy continued to flourish. Migration continued as war vets remained in California and did not return to their home states. During the 1960's and 70's this growth continued in another direction. With the explosion of the computer age, California was leading the pack. By the year 2000 there will be 6 million more Californians, driving 7 million more vehicles and 850,000 more K through 12 students.⁴ California is a leader in international trading as a major member of the Pacific Rim.⁵

Now people of all nationalities flock to California. California airports are crowded illustrating the increased trade, much of it with Pacific Rim nations, that is fueling urban growth.

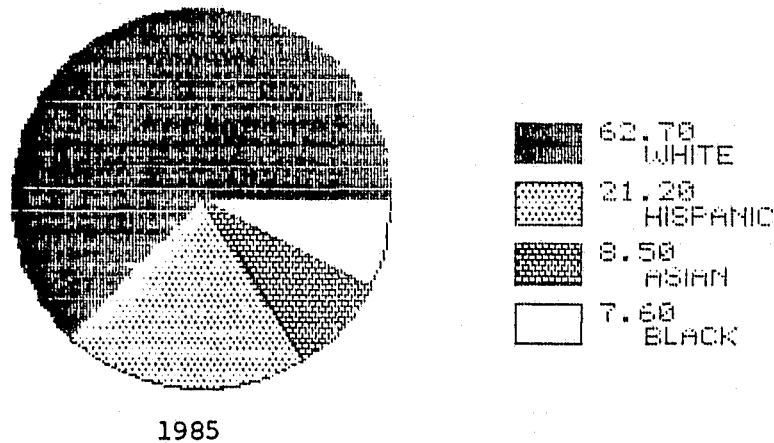
What does this mean to Californians and California law enforcement? It means that California will not stop growing. California's Pacific Ocean location, ideal climate and working population will cause continued growth and development. A certain segment of the California culture will fight to the finish to stop all growth, however, the best they can hope for is a better "planned growth." This is an area that police departments must capitalize on which will be documented. Chart #2 indicates the growth of the California population by the year 2000 as well as changes in ethnic composition.

CHART 2: California's Population

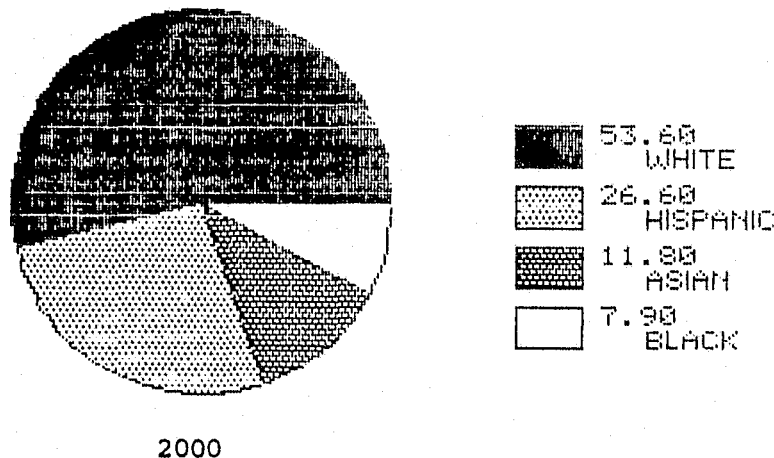
CALIFORNIA IN 2000



ETHNIC MAKEUP -CALIFORNIA
PERCENTAGE OF STATE'S POPULATION



ETHNIC MAKEUP -CALIFORNIA
PERCENTAGE OF STATE'S POPULATION



Source-California Department of Real Estate

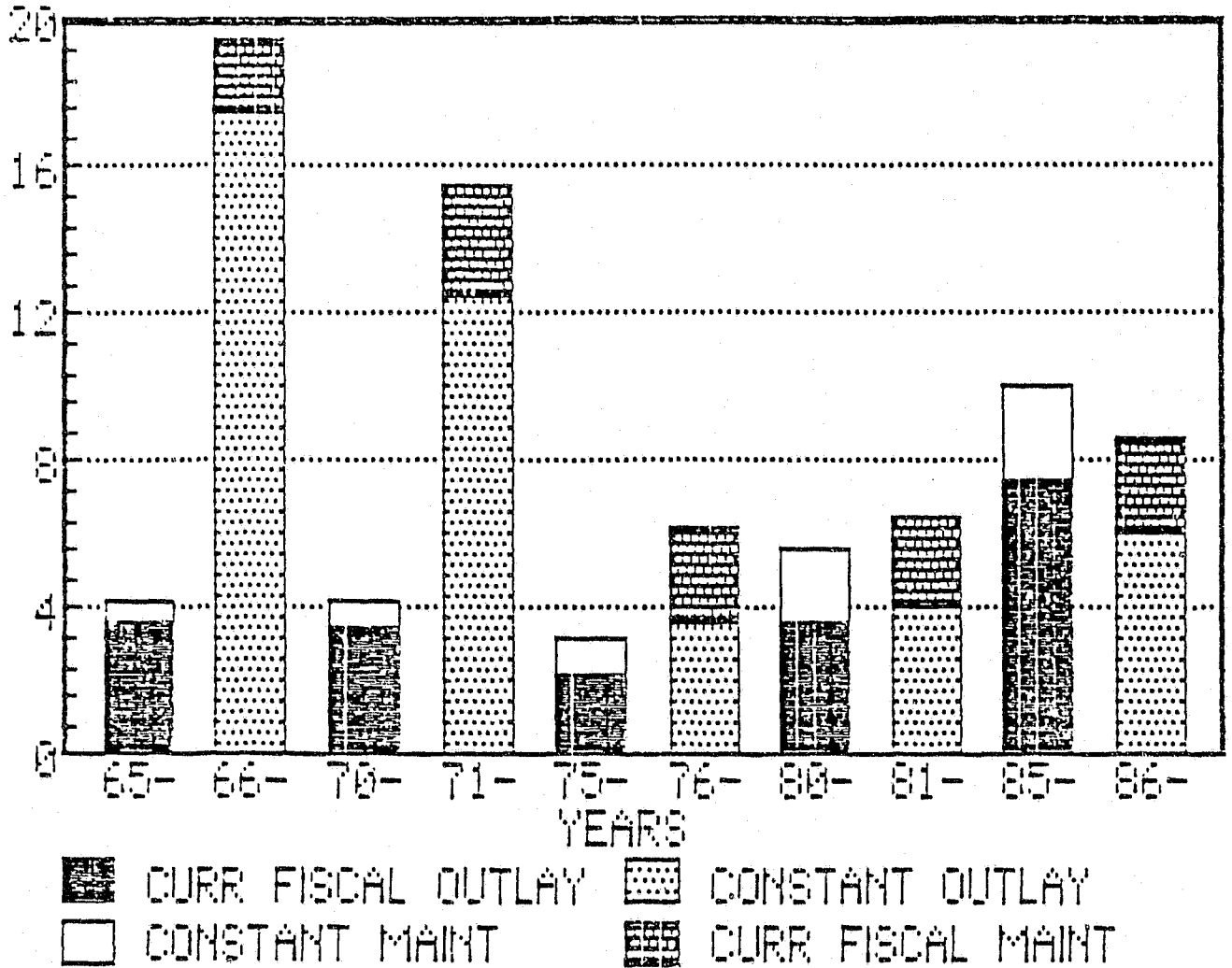
Trend 2: Traffic

"The increasing traffic pressures of daily life has turned the streets of Los Angeles a little meaner. The social contract that persuades most people to stop for red lights and give way to pedestrians is losing its grip, turning the streets into a free-for-all with deadly results."⁶ Projections by the Southern California Association of Governments (SCAG) said, "Average daily speed on the entire freeway network is predicted to drop from 35 mph in 1984 to 19 mph in 2010... By 2010 there will be five times as much congestion regionwide."⁷ To put it in still more graphic terms by the year 2010 Orange County population will have increased by 45 per cent while the vehicle population will be up a whopping 60%.⁸ There is a direct correlation between traffic and growth. As California cities grow, the traffic problem increases proportionally. California roads that were built in the 1940's and 1950's were not designed to handle the traffic flow of the turn of the century. Law enforcement must work within the state systems to correct the traffic problem. A new traffic concept must be explored and found to be a practical resolution to the mass of metal that moves along not only freeways, but surface streets as well. All communities have an obligation to provide solutions to the traffic dilemma. Chart #3 illustrates the amount of spending for the state transportation system. California has not spent sufficient funding on capital outlay in almost 20 years, which is a contributing factor to the inability of the freeway system to function.

CHART 3:

STATE 5 YR TRANSPORTATION SPENDING

CAPITAL OUTLAY IN BILLIONS



Trend 3: Population Density

As discussed earlier, developers have run out of prime land, building vertically not horizontally. This is of concern to local residents that fear the high-rise buildings. With higher population density, there is more opportunity for human conflicts. People will have to work at getting along. Law enforcement will be requested to resolve disputes. People will need to change their point of view. Many high-rises will be designated only for office structure, but because of traffic and time related problems it will only be a matter of time until residential space is at a premium. Today law enforcement can only guess what level of service will be required in high density areas. The "Issue of Density--How many people should be permitted to live or work in a place--that has carried the growth-management movement to its most provocative victory in San Diego", by passing ordinances that set annual 8000 unit ceiling on residential housing.⁹

Trend 4: Change in Family Unit

It is well-documented that the family unit of the 1980's is certainly different than the family unit of the past generations. Society must deal with new problems, for example, the "latch key kids", more single parent families, joint custody, and older first-time parents. Statistically, both mates work in 62 per cent of all households and the numbers of non-relatives

living together has increased 41 per cent since 1970. "According to the Census Bureau 20 to 25 per cent of those born in the 1960's would live their lives childless".¹⁰ This trend will affect government as cities will be required to provide services and protection for potential victims.

Trend 5: Social Services

This trend is closely related with change in the family unit and loss of freedom. No matter which political party is in power at any given time, the population desires government to do more for them in terms of social welfare programs. People will want additional and better protection. They expect a police department to be responsive to their needs and desires. At the same time they will be willing to pay for these services, but would prefer government to provide or at least regulate the programs. An example is security for high-rise structures. According to SCAG there is "a continued trend away from a manufacturing-based economy to a service-based economy, which is characterized by a greater emphasis on high-skilled jobs" has resulted in "low-skilled workers, adrift in a more complex economy, are part of the growing number of homeless on the streets."¹¹

Trend 6: Loss of Independence-Quality of Life

Californians are concerned about the "quality of life" they enjoy and, in fact, are willing to trade some personal freedoms for increased quality. They are more apt to live in a gated community with parking controls for the perceived protection it affords. This trend will continue proportionate to population increases. People will need more rules and regulations to co-exist in high density areas. California continues to be a magnet for thousands of people looking for a better life, and as John Stodder, a top environmental advisor to Los Angeles Mayor, Tom Bradley, said, "Quality of Life. Great. Yours or Mine?"¹²

Critical Events

The assembled group then was asked to establish a list of critical events that would impact policing of high density buildings in the 21st Century. This was accomplished by utilizing a brainstorming technique. This list of critical events is:

1. During the next 13 years there will be a devastating natural disaster. This disaster was an earthquake of sufficient magnitude that there was substantial damage to life and property.
2. A major California city would be forced into bankruptcy. This event would affect the operation of other California cities to avert the same catastrophe.
3. A major water crisis would occur that would tax law enforcement's ability to perform in general and particularly in the areas of high density buildings.

4. Based upon the continuing struggles of local governments to resolve the various growth issues, the state government would resolve it by legislation.
5. Statewide metropolitan mass transit is a reality to relieve the tensions of traffic flow and congestion in suburban Southern California.

To establish the probability for each event, a numerical figure was assigned by each group member and averages obtained. A comparison was made to the net impact to the issue area and the net impact on law enforcement. Probability assigned was for the years 1992 and 2001. This data was combined for a cross-impact evaluation form to allow the committee to observe the inter-relationship between the trends and critical events as illustrated. Refer to Chart 4.

Event Analysis Summation

Each event was rated by the individual committee members. The results were collated and an average determined. The priority was determined by the first year that the probability was greater than zero. The impacts of the event on the issue and law enforcement in the area of policing high density buildings were examined and the value compared. All factors combined contributed to the following event analysis summation. See Appendix F. The critical events are summarized below in the following Chart #4.

CROSS IMPACT EVALUATION FORM

Suppose that this event actually with this probability occurred.....
How would the probability of the events below should be affected?

							TRENDS					
		E-1	E-2	E-3	E-4	E-5	1	2	3	4	5	6
E-1	78	78	60.8	58.3	12.5	45	6.5	6.8	4.7	3.3	7.4	5.5
E-2	22	32	22	19	42	48	6.2	5.2	4.8	1.9	5.0	3.0
E-3	73	22	36	73	62	77	6.0	8.8	5.8	2.2	2.2	2.2
E-4	76	26	32	40	76	64	8.7	6.5	6.8	.8	2.2	
E-5	35	38	37	53	45	35	6.5	9.0	6.4	3.0	8.0	2.5

LEGEND:

EVENTS

TRENDS

- E-1 = EARTHQUAKE
- E-2 = CITY BANKRUPTCY
- E-3 = WATER CRISIS
- E-4 = GROWTH LEGISLATION
- E-5 = MASS TRANSIT SYSTEM FUNCTIONAL

- 1. Growth
- 2. Traffic Congestion
- 3. Population Density
- 4. Change in Family Unit
- 5. Social Service Demands
- 6. Personal Freedom/Quality of Life

Event 1: Earthquake

A major natural disaster, an earthquake of a magnitude greater than 7.5 on the Richter Scale would create a disaster for any California city. It was felt that this disaster would create chaos and isolate many areas, notably high-rise buildings, from public safety protection and services for a period of time.

This event is extremely probable. This was exemplified by the Los Angeles earthquake on October 1, 1987. This served as a reminder of the destruction a major earthquake would cause. Several million dollars of damage was done to Whittier, California, a Los Angeles suburb. Fortunately, the high-rise buildings withstood the destructive force of the earthquake. However, news accounts illustrated the damage to several older buildings and parking structures. The October 1st earthquake resulted in one death at California State University in Los Angeles from damage to a parking structure. Unfortunately, this will not be the last major earthquake along the Southern California coast. As cities grow upward with a higher density of population, any earthquake would tax resources of a police department. The group consensus was the probability for this earthquake was very high. Fire departments are better prepared for all natural disasters than police departments. Police departments would be wise to study fire department procedures for application to police needs.

The single event of an earthquake would have some impact on the trend of growth. A major earthquake would affect the development of high-rise buildings. However, state-of-the-art construction techniques and materials allows most builders the confidence to construct high rise buildings.¹³ On a short term impact, traffic congestion would be total chaos until highways could be opened. An earthquake would not affect the family unit, but it might increase the need for more social services. Government becomes more involved in individual problems and natural disaster amplifies the need for government assistance. Law enforcement would be more involved in social programs than regulation of personal conduct.

Event 2: City Bankruptcy

The possibility of an impending depression (or at least recession), rising costs of operation, labor and limitation of resources, would force any one of several California cities to file bankruptcy. This far reaching event would affect not only this city, but other cities as well. The City of Stanton has recently disbanded its fire department and at the council meeting of Novemeber 24, 1987 agreed to disband the police department in favor of the Sheriff's Department. The level of service would decrease. This would affect the potential for growth.

The committee felt this event, i.e., a city bankruptcy, was of relatively low probability. There was, however, some concern. Primary arguments for this was the high possibility of a recession or even a depression, the national trade deficit, the inability of today's populous to save, the results of the Gann Initiative resulting in a loss of income to cities through property taxes, and a fear that high-rise buildings might not increase the tax base of the population as residential buildings would. The committee felt that most local governments were wise enough and had the necessary creative skills to control the budget to avert a bankruptcy. However, city spending and savings would be greatly reduced to balance the budget. This will increase the need of private security to fill in gaps created by the reduction of sworn officers. A city bankruptcy would impact several trends. If a city were to be forced into bankruptcy, it would adversely affect the climate for growth. Developers would be hesitant to build in a city that might not be able to provide the necessary services. Fire rating and insurance premiums would be influenced. Bankruptcy would reduce the various social programs offered by cities. Most programs would be eliminated, reduced or user funded. In law enforcement this would be many of the Community Relations or non-enforcement programs. This would reduce additional policing of high-rise buildings.

Event 3: Water/Power Crisis

Of major concern to developers and city officials is the possibility of an energy crisis. Remembering the crisis of the early 70's many developers and government officials are concerned that it could again happen. Facing California is a potential shortage of water and power that will affect the growth and operations of buildings.

For decades the threat of a water shortage/energy crisis has been imminent. During the 1970's the shortage of petroleum products caused fear in the minds of California drivers. The shortage to water from the Colorado River combined with droughts, again brought fear to Californians. But the lack of power, particularly during the hot summer months is perhaps the greatest potential energy crisis we face. Granted, we are more conscious of energy conservation, but the demand for power will surpass the supply unless alternatives are developed. This will be most visible in the high rise towers of suburban California. Without energy the buildings may become easy prey for minor criminals looking for the opportunity to commit petty crimes. An energy crisis will tax the ability of law enforcement to provide quality service to the various members of the community.

A water shortage will marginally influence most of the trends. An energy crisis, would retard growth, thus causing a reduction in traffic congestion. Population density would increase as people would desire to work, live and play in the closer proximity to a central location.

Trend 4: Growth Conflict

Growth issues are tearing communities apart throughout the state of California. Law enforcement should remain at the fifty yard line of this political football field. However, municipal police departments must address long range issues, especially if pro-growth factors prevail. A single piece of legislation by the state may resolve this issue.

The key to this entire project is growth and how various communities resolve the growth issue. Because of numerous factors the growth issue is something that communities may not be able to resolve in-house. It seems that many community groups have supported and elected council candidates entirely on the issue of growth. Police departments in planning for the future must anticipate the growth position of the city. Future manpower needs are dependent upon the size of the city to be serviced. Keeping in mind that the constant struggle most agencies have to maintain is an adequate level of staffing for minimum service and combined with unpredictable growth, it makes

planning a very difficult, if not impossible task. Additionally, the majority of jurisdictions do not adequately involve the police department in the planning phase of the development process. Only a handful of cities have adopted a model security ordinance as a pro-active measure to regulate the opportunities of criminal behavior within the community.

Growth issues influence the majority of trends. Depending on the outcome of the growth legislation, it would encourage or discourage growth within certain areas. This would impact the trend on traffic congestion. The same holds true for population density. The result is dependent on the results of the legislation. If legislation were to favor growth, there would create a demand for more social service and a loss of personal freedom. These in turn would affect the type of demands placed upon law enforcement.

Event 5: Traffic Congestion

A major concern to California is traffic, with one real alternative a workable system of mass transportation. Rush hour congestion, primarily in the suburban areas, is a major problem and concern to both citizens and developers. To ease this problem new transportation systems must be developed.

This final event dealt with the inability of Southern Californians to develop a workable, affordable method of mass transit to ease the traffic problem which will be increased by the development of high-rise buildings. For example, a 20 story building designed to house regional headquarters for IBM in Costa Mesa was expected to generate an excess of 11,000 "in trips" per day. This development will greatly impact the flow of traffic even in non-peak hours. Transportation problems are issues that are larger than a single jurisdiction and must be examined as a county or region. Once a mass transit system is in place, many law enforcement, city, and developer problems may be resolved.

A single event of the development of mass transit would affect several trends. A proper mass transit system would stimulate growth while it would reduce the demands on roadways. It would have the same effect on the population density, workers (daytime users of office space) would be inclined to commute, thus reducing the need for residential buildings. Individuals would be willing to trade the freedom of using personal autos as compared to the convenience of public transportation.

FUTURES SCENARIOS

Utilizing the data obtained in the cross-impact, an evaluation and analysis was conducted. This data was used to determine the year of probability that an event would take place and the impact of the event on the other events and trends. The analysis of this information provided the basis for the the three future scenarios that follow. The first scenario depicts a chaotic future, or one that has a 10% probability of occurring. The second scenario is of a turbulent future of a 30% probability. The final secnario has a probablity of 60% and is that of an unsettled future.

Scenario #1: A Chaotic Future

"How many you got today?" the older motor officer asked of his younger counterpart as they walked to the Towers Buffet Restaurant after parking and locking their new 1997 Kawasaki Police Motorcycles.

"Only four so far. I should have at least seven movers by now, but the traffic problem is so fierce that even on a police motor I can't get to half the violators".

"Yeah, I know what you mean. Between 6 and 10 this morning traffic was so slow, I could have walked faster! You know, I'm really surprised the Legislature prohibiting growth in Orange County back in '90 didn't impact the traffic congestion more."

"I'll buy this time," the older officer said as they reached the Towers Buffet. To the older officer this Buffet really resembled

an old-fashioned cafeteria, no matter what fancy name it was called. This buffet was located in the basement of a 23-story office tower and was designed primarily for the use of the office building employees. It was an entirely automated system including the "cashier" that took only credit cards as payment. The plain chrome tables and chairs were not especially comfortable for the uniformed officers wearing Sam Brown, but it was the only place in the area that a cop felt comfortable buying a cup of coffee. One thing hadn't changed, the coffee was strong and the donuts sweet and greasy. The older officer knew he would have indigestion within 20 minutes.

"Thanks for the cup, but you know I don't fault the Legislature for this mess that we're in. I think it goes back even farther than the energy crisis the year before." As he took another bite of donut, the older cop agreed, "Yeah, I can remember '89 well. I had just bought a new TV, but didn't have the electricity to run it due to the crisis. And the buildings! I was a patrol cop that year and did we have problems with security. If the developer did not include a separate generator system as a back up, there were no lights, no alarms, and even electronic locking systems failed. We had more crimes that year than any other before or since."

"You're right. It seemed we just rebounded with that when the '93 earthquake hit. Wow! Remember how several high-rise buildings failed to meet standards, the P.D. was so busy that it

took two days to re-open some areas of destruction. We had some communities that had been prepared for safety by the fire department, but we in law enforcement did nothing to prepare them for security."

"Well, we still aren't any better off today. The developers are still putting up high-rise towers without input from police. Traffic is still our number one problem."

"Right, but don't forget the problems that face patrol and detectives with everything from bar fights to burglary to white collar crime. Maybe multi-use buildings are truly the answer."

"No, I don't think so. I think we need more manpower."

"Well, I don't know how administration is going to make or even justify an increase in personnel."

"Yeah, it really is too bad they built 15 towers this past decade without planning for security, manpower and more police department input."

By now they were on there way out of the Towers. Both looked up and marveled at the skyscape with offices, apartments, and commercial sky-rises looking to the sky 20 to 35 stories high. They were brought back to reality of the world when horns blared, citizens fought and traffic was at a standstill.

Scenario #2: A Turbulent Future

During the 1970's and into the 1980's growth in many suburban California cities became a problem for communities to manage. Not only were smaller communities not prepared for the onslaught of traffic, pollution, people and crime, they did not realize that it would happen so quickly. Within most developing communities, two factions emerged over the growth issue. Usually the pro-growth was supported by developers. Slow-growth or no-growth groups were comprised of grass roots homeowners associations. Many municipalities were unable or unwilling to resolve the dilemma that the community faced. Many areas almost had a "civil war" over this issue. Finally, in 1987 the state became involved in champion legislation that forced, in most cases, a compromise. It allowed for growth, but controlled. The legislation was good for the state as it stimulated the economy, was good for politicians as it took "the monkey" off their backs and made sense.

Unfortunately, this good luck was followed by a bleak year in 1988. Going back to the 1987 Southern California earthquake of 6.6 on the Richter Scale in the Whittier area of Los Angeles County. This was just a preview of the 8.1 earthquake that destroyed much of Southern California. It was found that the newer high-rise buildings were better equipped to handle the devastating force of an earthquake than the older single stories

buildings. Because of this developers were even more desirous of high-rise construction. The high cost of land coupled with the earthquake stimulated building during the late 1980's and early 1990's.

California was hit by a second disaster, again in 1988. That was the year of a toxic spill that contaminated the entire water supply of the Metropolitan Water District. It is still unknown how such a large quantity of toxic waste found its way into the major source of Southern California water. Because of this shortage much of California's soil reverted into desert.

Agriculture again took a backseat in the California economy. On the positive side, this created a greater interest by developers in commerce, retail and residential developments.

Ultimately, in 1988 an area of California that was hard hit by the earthquake and drought went bankrupt. Several cities were forced to lay off employees. Police officers were the last to be laid off, but found themselves doing more functions that were not law enforcement oriented. They had less time for the traditional jobs of policing. Because of this, city government became more efficient. Police departments were forced to intermingle with other departments. Once developers began to build, local government officials began working together to improve the quality of life. The demand for government services escalated

because of the series of disasters that rocked California. Because of major damage to the freeway system, the state approved a mass transit system in 1990. This reduced traffic congestion. The growth continued as a trend, but the higher population density was accepted as a viable alternative.

People were willing to trade potential freedom for a quality of life that included safer housing, work places and more decision being made by a pro-active government.

Scenario #3: An Unsettled Future

The police officer assigned to the suburban sub-station for the mid-sized California police department walks slowly to his police helicopter. He enters, checks his flight materials, and lifts off in a used Hughes 300 helicopter. The helicopter was a gift to the city by a coalition of concerned residents. It is used to transport the officer to his assigned work location during peak traffic hours. The coalition was formed after a neighboring city was almost forced into bankruptcy in 1998. The coalition's goal is to provide the police department with financial assistance. The officer works a flexible shift that was designed by computer program based on called for services. His schedule changes daily to meet the demands of the public and the community he serves. His office is in the ground floor of the newest high-rise constructed along the freeway corridor. The 55-story tower was completed just last year, the year 2000. He is the only sworn officer in charge of a staff of 15 civilians utilized primarily for traffic enforcement, report taking, and security. The building is a first in a series of multi-use building containing commercial, residential and recreational facilities. It is also the first building that is entirely energy efficient utilizing the newest technology that was developed as a result of the energy crisis of 1994. Additionally, new designs in this structure are such that it could withstand the next major earthquake. The last earthquake in 1994 destroyed many high-rise

buildings along the Santa Ana River. Resulting from the need for increased living space, high-rise buildings have continued to grow through the past decade and increasing the population density in what was once suburban California.

Even growth legislation of 1988 has not impacted by the various organizations that are in conflict within the community. The issue of growth, both pro and slow continues in most jurisdictions. It is still a primary concern at every election time. Often police administrators have been caught in the middle of this topic.

In the past year the major change in the family unit has been the benefit to receive a tax exemption for the use of a personal home robot. This has greatly impacted the labor market especially in the area of domestic help and maintenance type work. The ACLU is considering filing legal suit on behalf of legal Latino immigrants affected by the home robot. Of concern, also, the birth rate is now the lowest it has been since the "mini-baby boom" of the early 1980's. A positive note is that many working mothers will now work and live in the same building. Child care is provided on site. With an increase in flexible schedules and the 32 hour work week, more parents will spend time with their families. The family unit, though smaller, is now actually the strongest it has been in the past 50 years. For the first time in several years, it is expected that the number of marriages will match the number of divorces.

As a result of several developments, traffic is no longer the major problem it once was. This is not to say that it has been corrected in its entirety, for it was still a matter of degree. The first factor was the development of better roads and highways that actually began in 1987 with the passage of the bill to allow Orange County to build "toll roads". Many organizations began to use flexible scheduling to ease the peak hour traffic congestion. Additionally, as developers designed multi-use building of residential, commercial and retail, there were fewer cars on the roadway. In the year 2000 a functional system of mass transit was completed. The Southern California system was able to network Los Angeles and Orange Counties.

Builders became smarter after the energy crisis of the 1990's. They became more efficient for heating, cooling and lighting. This assisted law enforcement growth in the area of security. For the first time developers and planners acknowledged safety and security as a primary need for buildings. The goal was to maintain a safe secure environment for residents, workers and users of these 24 hour buildings. A second goal was to keep the building from suffering the unpleasanties of those buildings in major big cities. Each city desired to maintain its own image. This was successfully done using the coordinated efforts of the public and private interest. Part of this was accomplished by the formation of a joint review committee chaired by the planning department with representation by police, fire and street departments. Developers worked closely with task forces to provide communities that met the need of all concerned.

The police department has been greatly affected by the increased demand for services. Improved technology has improved security, thusly reducing common theft and burglaries! However, police departments have become much more involved in the regulation of personal conduct.

People have been willing to trade some of their "personal freedoms" for a "higher quality of life". Perhaps, this is the result of a radically increased technology. Major crimes in high-rise buildings are white collar crime, vehicle burglaries, traffic congestion, parking enforcement and, of course, domestic violence. The need for law enforcement has continued to be a primary need for the majority of citizens whether they have resided in high-rise buildings or the customary single family dwelling.

SITUATIONAL AUDIT

The information developed in the last section was utilized to develop a strategic plan, i.e., the document that would be used to guide a mid-size police department into the selected future scenario. A format based upon the "SMEAC" model was utilized. The acronym "SMEAC" is defined as Situation, Mission, Execution, Administration and Control (Planning System). As the reader will note in the discussion, each section is divided into other subtopics. The Situational Audit is subdivided into Environment and Capability Analysis.

Environmental

California is growing rapidly. The population has increased and will continue to do so. In a speech reported in the "Orange County Register", Governor George Dukemejian predicted that slow-growth movements will have little long range impact. "There is no question that the state is going to continue to grow. Slow-growth ordinances are not going to stop that from happening."¹⁴ The skyline of many coastal cities has changed drastically and will continue to do so. Police departments are ill-equipped to handle this growth. In budget saving attempts police departments have civilianized where possible. Called for services continue to increase causing the availability of manpower to diminish. The cost of doing business continues to escalate.

There has been a change in the California economy. Much of the investment in development of California business has been using foreign funding. The new world center for commerce will be the Pacific Rim and California is on the leading edge. California is no longer a dominant agricultural society, but an international trade market. To facilitate this international position, developers are building tall buildings to house professional corporations that are a major segment of the information age. California is now a white collar work place.

Growth will take place in Orange County, northern San Diego County and the Bay Area. There are several factors that will be the key to the areas of the development. Of course, the first is the availability of land, notwithstanding the potential for redevelopment. The second factor is transportation. Most development is close to major sources of transportation, i.e., freeways, airports and shipping. Climate is important, the more mild the climate is, the more popular it is. A fourth criteria is cost and availability of housing. Lastly, the political climate of the city in which the development is to take place. For example, the issue of growth re-surfaces. A city that is opposed to growth will certainly not welcome a major corporation with open arms as a pro-growth city might. How will all of this affect law enforcement at the turn of the 21st Century? There should be little impact on large metropolitan agencies, but small and mid-sized police departments of 200 sworn officers or less will need to be prepared for this. For example, traffic will continue to be a problem which will in turn affect several issues. This includes response time to calls, traffic enforcement and accident investigation. To conserve space, most developers will utilize multi-story parking structures that historically have been a haven for criminal activity such as vehicle burglaries, thefts and minor assaults. The transformation to the information age will expand violations of white collar crime to the point where a police department will need a major fraud unit that will include computer specialists.

The Planning Department will be of major importance in developing cities, but they are going to need to increase and improve communication with the Police Department to maximize requirements with developers to provide the most safe, secure and crime free environment to the structures as possible. An additional concern is the recruiting of additional personnel. While some jurisdictions do not have the necessary tax base to increase the number of personnel, others face limitations placed on them by the Gann Initiative or Proposition 4 of 1979.

In the context of Threats and Opportunities, the environment presents many to the Police Administrator. A notable threat is the influence of foreign money that is part of the California economy because of the key position in the Pacific Rim. This financial imbalance undermines the American economy and threatens the police departments budgetary process through the sales tax process.

A second threat is the flip side of civilianization. Civilianization is viewed as an opportunity to provide services at a reduced cost and to allow sworn police personnel the time to prevent crime. However, there may be a point when civilianization becomes counter productive and could threaten the police department operation. Civilians could demand more pay and benefits, thus closing the gap with sworn officers. There are many positions that have been staffed by a police officer that

could be reassigned to a civilian only to find a reduction in performance and productivity. Finally, an entirely new system of training will need to be developed for civilian personnel performing quasi-police responsibilities. The last threat is transportation. California may be choked by an inadequate transportation system. By 2010 delays on freeways and roads could cost Californians \$54 billion annually.¹⁵ Traffic related problems may force police departments into establishing sub-stations not because of distance to respond, but response time due to heavy traffic. This will threaten the police department budget and public image. The threats are used in the "WOTS-UP" analysis as the "T". (As found in Appendix H).

The environment presents numerous opportunities for law enforcement. Regionalization of such programs as computers, helicopters and criminalistics are only three of many options. Law enforcement has not entered the computer age for innovative methods of solving white collar and computer crime cases. This would be an opportunity to do just that. A final opportunity would be to improve the ability to police on an international level with the other Pacific Rim countries. As the world gets smaller and criminals more sophisticated, law enforcement will need to interact on a global basis, much as is done on a county basis today. The Opportunities are compared with Weaknesses, Threats and Strengths in the "WOTS-UP" Analysis.

Below is a summary of the trends facing law enforcement on the topic of "What impact will high density buildings have on the ability of small and mid-sized police departments to provide service to urban communities?" A discussion of the Trends are below:

1. California cities will continue to grow no matter what various grass roots groups try to do. The conflict over the issue of growth versus non-growth will continue to divide cities. This issue must be resolved to allow police departments the ability to make the necessary plans and decisions for not only staffing, but to participate in the planning process.
2. One of the primary concerns of the anti-growth movements is traffic congestion that bogs down all communities through-out California's metropolitan areas. Even if the issue of growth is resolved, traffic will still be a major issue until a mass transit system is completed.
3. Population density will increase vertically using less land space. The increase in population density could create new problems from municipal police departments as buildings that house residential apartments or condos are built. With more people crowded into areas, the number of called for services will increase.
4. Directly related to the increasing population density is the change in the family unit. This trend historically dates to World War II when women left the home to work while husbands fought overseas. Without boring the reader, this trend has encompassed such areas as working mothers, increased divorce rate, single parent families, reduced birthrate, older first time parents, two income families and "latch key kids". The traditional family unit has changed and will continue to change into the future. This trend will affect police departments in a multitude of ways from child abuse to juvenile crime to a reduced applicant pool. As well the attitude, values and beliefs of the officer of the 21st Century who presently is a second grade student.

5. Notwithstanding the changes in the family unit, the demands for social services would drastically increase. As the financial stability of individuals and corporations becomes more risky, people will look to government to provide not only services, but stability in areas financial of matters. Welfare will increase as will social programs including after school child care, medical services and security provided by police departments. If projections by such economists as Ravi Batra in his book the Great Depression of 1990 proved to be true,¹⁶ the United States and foreign countries as well are facing a depression during the 1990's. Government will again become more provential in providing a wide spectrum of services. For the police department this equates to a trade off in time and manpower. Traditional services may be reduced to better help mankind.

6. The opinion of the committee was "People will generally accept a loss of personal freedom for improved quality of life". For example, residents would encourage enhanced security for a safer enviroment. Generally, citizens would encourage a safe mass transit system to decrease traffic congestion. The belief of the committee was that the trend toward more government will be acceptable to the greater populace.

Capability Analysis

The committee was presented a capability analysis rating form to determine the present and future adaptablity of law enforcement on the issue providing service to areas of high growth. Below is an overview of the results of the questionnaire:

Organizational Capability

STRENGTHS

(Rated superior or than average)

Technology
 Equipment
 Money
 Supervisory Skills
 Political Support
 Community Support

WEAKNESSES

(Rated problems or better cause for concern)

Training
 Management Skills
 Advertising
 "Stated Goals"
 Pay Scale and Benefits

An analysis of the present organizational capability in terms of strengths and weakness relating to the overall issue of policing high density areas at the turn of the 21st Century by mid-size police departments by the committee is beneficial in terms of the "WOTS-UP" analysis. Law enforcement has made fantastic strides in the area of technology. A majority of departments use computer aided dispatch and record keeping systems. Technology has revolutionized the collection of evidence and new advancements are announced daily. The technology has improved the equipment available for law enforcement's use. Many, but unfortunately not all, cities will be financially secure. "The rich get richer and the poor get poorer." The cities that will attract growth and development are those that have the revenue to provide services. While this is not listed as a weakness, it should be noted that cities that do not have sufficient income will become desperate. The training and selection process provide law enforcement with an excellent group of first line supervisors that are able to work well with officers and members of the community. After a very difficult pay and benefit negotiation several years ago, the police association and city government have resolved differences and the climate is healthy. The police department is well thought of and is supported by the city council and city management. The community is extremely supportive of the police department and is very generous in praising the police operation. These strengths will be the "S" in the "WOTS-UP" analysis.

The weaknesses are the "W" in the "WOTS-UP" analysis model. Of concern is the overall "on-the-job training" and lack of quality periodic departmental training. There was concern on the management skills of the staff officers and that the overall style was antiquated, thus sub-standard to meet the needs of future generations. The police department has done a poor job in advertising its strengths and services that are provided to the community. The final weakness discussed was stated goals. While the department is comfortable with the Mission Statement, there is some confusion as to the "stated goals" of the organization.

All other categories were rated as average or acceptable. Later these areas will be utilized for a "WOTS-UP" Analysis of law enforcement capabilities. (See Appendix H).

FUTURE ADAPTABILITY

A second survey was presented to the committee that addressed the area of future adaptability to change within California law enforcement. The criteria was directed at small to mid-size police departments anticipating the challenge of policing tall buildings. Generally, law enforcement received high marks in the survey. Top management scored an average, putting them in the category of "strategic", i.e., that they seek related change in all areas: mentality/personality; skills/talents; and

knowledge/education. The top management has the thought process, the interest and management style necessary to seek change that is related to the issue. Top managers have the skills and talents to put their knowledge and education to use as change agents.

Generally, the organizational climate fared well. The police culture/norms had the lowest average (production and marketing), i.e., the ability to adapt to minor change. In the area of rewards/incentives, the organizational climate was marketing. Finally, power of the structure was also a "marketing", however, the distribution has been equal across the board. Therefore, these results may be inconclusive. To summarize, the organization is willing and able to seek and find familiar change, that which is expected. The organization cannot be pushed too fast or it will not be able to adopt to the change allowing conflict to rise.

The last section was organization confidence. The structure of the organization was seeking familiar change. In the area of resources the results were seeking related change. Middle management and line personnel were considered "marketing" in relation to this survey. The organizational competence was congruent with the climate and only able to work with familiar changes. For example, technological changes in computer information are familiar, therefore, the organization would have little difficulty accepting. However, to have a "deputized" security force would create problems of acceptance within the organization.

As documented in the area, law enforcement is willing to seek familiar change in the area of policing tall buildings at the turn of the 21st Century. A goal would be to move all areas toward a flexible approach that will allow for seeking of "novel change". Law enforcement must be encouraged to be more creative in its approach to problem solving.

Stakeholder Identification

The next step in the group process was to identify a single group of stakeholders utilizing strategic assumption and testing or "SAST" for the three alternatives. A stakeholder is defined as a special interest group or individual whose vested interest affects or is affected by the issue. A stakeholder can be internal or external to the organization. For the purpose of this report the stakeholders were limited to only the most significant. Once the stakeholders were identified, again using NGT, the committee prepared a list of assumptions for each stakeholder on the issue at hand. This assumption will accompany each listed stakeholder. Further, the role of stakeholder was identified as positive (+), negative (-) or neutral (+/-) in relationship to importance of the alternatives discussed. Each alternative and stakeholder are listed below and were plotted on a graph indicating degree of certainty and importance to the alternative strategy. (Refer to Chart 5)

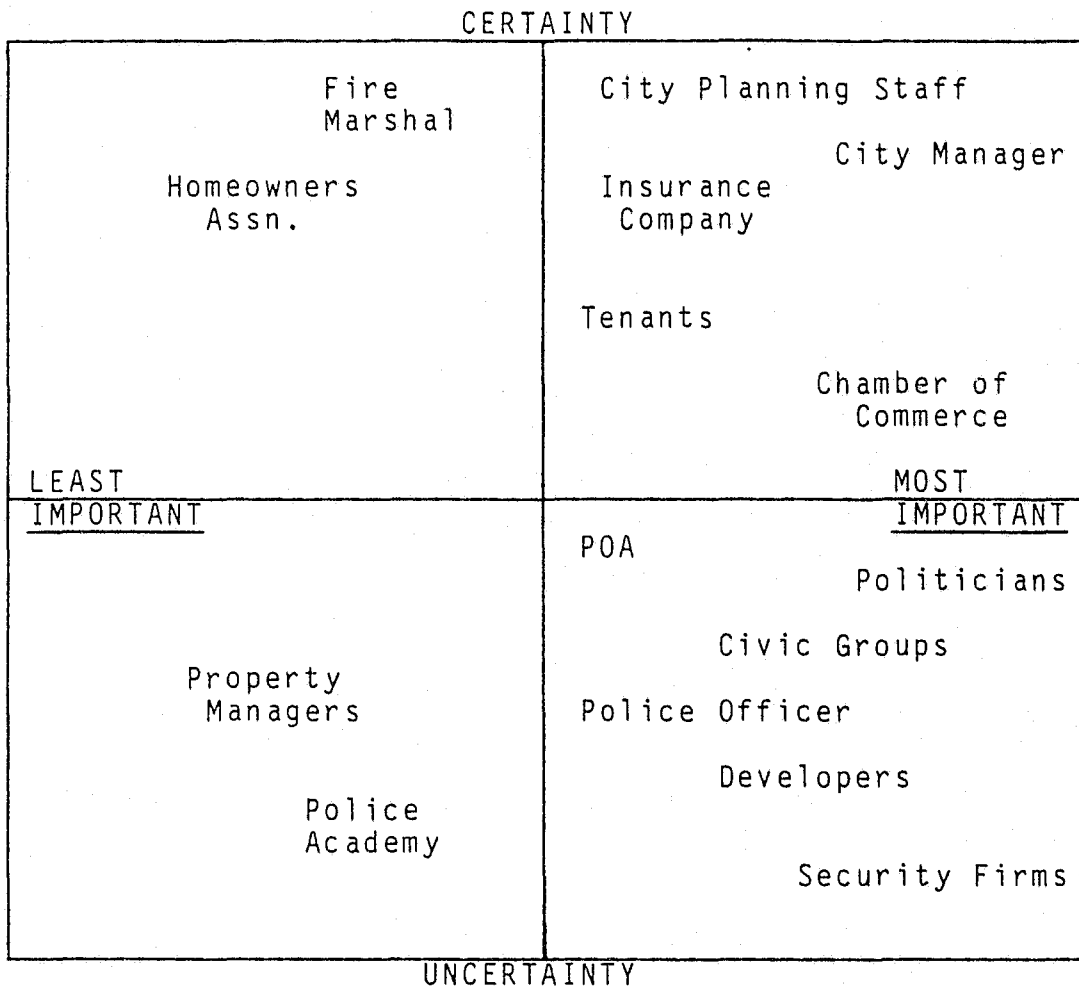
Key Stakeholders

<u>STAKEHOLDER</u>	<u>ASSUMPTIONS</u>
1. City Manager (+)	1a) The management of the police department would be easier 1b) Would be able to provide a safer environment for city residents
2. City Politicians (+)	2a) City politicians are too far removed for line operations to impact operations 2b) Would be interested in reducing costs and would support a public/private security concept
3. Civic Groups (+)	3a) Monitor the process of local government 3b) Support an active responsive police department
4. Residents/Tenants (+)	4a) Encourage a safer place to work, shop, live 4b) Request additional security 4c) Continue to demand service, better trained personnel
5. P.O.A. (+)	5a) Develop a better relationship with police administration 5b) Desire more time for department to provide service to community
6. Developers (+/-)	6a) Interaction with professional police chief would improve relations 6b) Increased cost of security ordinance and staff would reduce profit margin
7. Security Firms (+)	7a) A professional manager would enhance interaction 7b) Increased need for private security would stimulate business opportunities
8. Homeowners Assns. (+)	8a) Would expect all city government, especially police department and planning department to be responsive to needs 8b) Continue to clash with business interests over growth issues

- | | | | |
|-----|-------------------------|------|---|
| 9. | Property Managers (-) | 9a) | Desire to reduce all costs for security, have services provided by police at no cost |
| 10. | Police Officers (+) | 10a) | Support growth of security to allow more time for "police work" |
| | | 10b) | A professional chief would enhance overall department image |
| 11. | Chamber of Commerce (+) | 11a) | Support business community and pro-growth issues |
| | | 11b) | Continue to be at odds with homeowners associations. |
| | | 11c) | Support private security |
| 12. | Police Academy (-) | 12a) | Would oppose increased private security because of declining need for police recruits |
| | | 12b) | Would support professional police managers |
| 13. | Fire Marshal (+) | 13a) | Improved police protection may improve fire service as well |
| | | 13b) | Opportunity for growth |
| 14. | Insurance Company (+) | 14a) | Improved security would reduce claims |
| | | 14b) | Reduced claims could reduce costs to insurers |
| 15. | City Planner (+) | 15a) | Improved quality of development |
| | | 15b) | Provide improved service to city |
| | | 15c) | Would support security ordinance |

During the discussion of the stakeholders and assumptions, individuals were "snail darters".¹⁷ Snail darters were defined as those groups or individuals who could significantly impact the proposition though on the surface may not have appeared to be that significant.

CHART 5: Stakeholders Map



Mission Statement

This committee was exploring the issue of policing high density buildings at the turn of the 21st Century in generic terms of California law enforcement, it was determined to base the Mission Statement not on a single agency, but in general terms. For this purpose a set of basic values for any police department was used.¹⁸ The final section of the value statement addressed the mission of law enforcement including: integrity; innovation; community involvement; self-appraisal; and quality of service. To paraphrase the mission of the police department it is:

In the course of performing its primary mission, the police department is required to deal with both dangerous and difficult situations. The police department accepts this responsibility and supports its members in the accomplishment of these tasks. The police department is to: review and react to an individual's performance during such an event based on the totality of the circumstances surrounding their decisions and actions; encourages all employees, as the situation permits, to think before they act; take all the available steps and precautions to protect both the city and employee's interest in incidents that provide either danger or civil exposure; to keep supervision informed of any incident pending action that would jeopardize either the reputation of the department or an

individual employee; attempt, conditions permitting, to reason with individuals in the enforcement setting resorting to use of physical force, and recognize that it is our duty to prevent, report and investigate crimes, together with the apprehension and the pursuit of a vigorous prosecution of lawbreakers. We also recognize that it is a domain of the court to punish individuals convicted of crime.

Execution

Members of the committee were reassembled to further explore the issue of policing high density buildings in the 21st Century by small and mid-size police departments. In preparation for this meeting, each individual was given information from the previous meeting for the purposes of review. The information packet consisted of a sample scenario developed from the initial meeting, trend and impact statements, a copy of the mission statement and basic values for law enforcement and a set of instructions. Each participant was asked to prepare a one paragraph strategy statement recommending action to be taken in the year 2001 regarding the policing of tall buildings. The following is a summary of responses from participants:

Alternative #1: Sworn Security

Create a working "deputized armed security" force to man all urban high-rise facilities. These officers would have limited police powers to handle routine enforcement matters under the direct supervision of a sworn police officer of not less than sergeant rank. The minimum staffing level would be 10 deputized officers per shift. Developers would bear the cost of employment, training, equipment and substation. Each "deputized officer" would meet all training standards as prescribed by P.O.S.T. and the police department. "Police powers" limited to the complex guarded by the security team. The charts below illustrate the growing industry of security in employment for public and private officers.

Alternative #2: Unlimited Growth

There would be no restraints on the development of property within the city limits. This would eliminate the issue of slow growth versus no growth. Builders would be allowed to build out all buildings, roads, etc. City facilities would then look at the maximum growth potential and plan from there backwards. This pro-active method would be to look ahead at the ultimate needs and plan at that point and work gradually to fill the needs.

Alternative #3: Mandated Police Facilities

A policy would be developed by the city indicating that developers would be responsible for providing police facilities within the new developed areas of high-rises. The idea would be to have an underground police substation that would include parking, detention, computer and clerical service areas. The centralized facility could be networked via underground tunnels to each of the high-rise buildings to eliminate problems for parking and transportation from one building to the next. This entire operation would be at the cost of the developers.

Alternative #4: Built-in Protection

This policy would be very similar to fire department policies. The police department would oversee tenant/resident "do it yourself" protection. The emphasis would be for disaster preparedness and security. Persons would be trained to maintain security and safety in times of disaster or if police were not available. This would be an extension of the Neighborhood Watch Program for security measures. It is estimated that it could take several hours or several days for police departments to respond in the time of a natural disaster and that people would have to be self-sufficient. A primary concern to the police department is citizen safety as well as protection from such activities as looting. The police department is responsible for training and coordination of this program. This program can be done in conjunction with fire safety.

Alternative #5: Police-Private Interaction

This policy would determine that city police will guide their interaction with private policing forces. Most high-rise buildings will have their own "police force". (This alternative policy is very similar to Alternative 1.

Highrise development will be provided security for projects and use state-of-the-art training in this effort. This security will be mandated by the police department and meet a minimum standard. Emergency access and evacuation plans will be developed in cooperation with the police, fire and developers. These plans will be updated on an annual basis. The police department will enlist cooperation of high-rise management regarding parking and traffic concerns.

Alternative #6: Professional Police Managers

Administration of the police department will be seen as well-educated, innovative managers. On-going training will be mandatory. The key to this entire plan would be the professional police manager that would continue to grow and be the equivalent to the manager of private enterprise.

Once the committee had identified a strategy statement, the second step was a modified policy DELPHI to rate the feasibility and desirability of the listed alternatives. The total score for both feasibility and desirability was tabulated for each alternative. The results can be found in the appendix of this report. As part of the modified DELPHI, the results were discussed among the group prior to making the recommended strategies. (See Appendix I).

Recommended Strategies

As a result of the modified DELPHI, the following alternatives were selected. The group was cautioned to relate all alternatives to the original topic. The three alternatives were selected by the total points, the second highest total points, and finally, the most polarized. The final score was a combination of the feasibility and desirability scores. The three that are to be used for the remainder of this report are as follows:

Alternative #6: Professional Police Managers

The key to every successful or excellent organization is top flight managers and administrators. While the stock and ability of police administrators has improved with each decade, the police administration of cities that solicit major corporations will need to be of equal excellence with that of the business community.

The selection and development of professional police managers is a statewide and even national dilemma. Today, the level of education of police officers, managers and administrators is at an all time high. Many of today's police leaders received the benefit of having the federal government underwrite the financing of their education by utilizing not only funding from the "GI Bill", but also the Law Enforcement Education Program (LEEP). Unfortunately, the GI Bill and LEEP were both terminated in the late 1970's. The cost of education is increasing and with the pressures of police work, it is a deterrent for potential administrators to continue formal education. Cities must begin training the administrators for the 21st Century now! One way to do this is through the education incentive program. Private industry saw the need several years ago and has developed a line of professional supervisors and mid-managers who are academically prepared to meet the challenge of leadership in the future.

Of course, there is more to being a professional manager than a list of academic credentials. Areas that need to be addressed range from technical to people skills, foresight and hindsight, the ability to make decisions and the wisdom to be flexible when information determines that decisions must be adjusted. The manager must be a risk-taker, able to look into the future, forecast and prepare a plan to meet the challenge. The committee

envisioned the police manager as a professional with the style and skills of a chief executive officer of a major corporation. The police chief would receive the recognition that he deserved for heading a multifaceted operation that did not produce objects, but provided a variety of services.

A major requirement of the professional manager is in the planning and cooperation with other city departments. For example, a need was determined to have increased interaction and participation between police and planning to improve developments. The police chief should be responsible for this process. As the reader can see, this could be the first step between public and private interaction. This would be one method of controlling a private security force. The police administrator would use this as a guide in determining future staffing needs, his department would be more aware of needs in the future by knowing what type of developments are planned.

To summarize, the majority of stakeholders would react favorably to this alternative. As managers become better trained and more professional, the organization, the community and the profession will benefit. During the late 1960's and 70's, education flourished primarily due to LEEP funding. When that ended in the 1980's it restricted and reduced many law enforcement management programs that were subsidized by this program. Today's new managers must desire the education themselves. Organizations would benefit by an employee education incentive program. There

are several potential "snail-darters". The first snail-darter is the "college". Colleges have lost funding and a potential market for programs. By developing alternatives to funding new programs, colleges could change the management of the 21 Century. A second snail-darter would be peers. During the 1980's, there was a tremendous turnover of California police chiefs. The older traditional police chief had less education compounded by different attitudes and values than the "new breed". There was much less emphasis on a future's orientation as a service style of management. The older police chief may be somewhat less supportive of the new policies and procedures that radically change the way police departments do business.

In some cases other department heads have been known to be resentful of the police department. Traditionally, law enforcement is the largest city department supported by the largest budget. Because of technological advances, law enforcement departments have vastly improved their way of doing business. Funds to keep law enforcement (technology and manpower) at a high level have restricted growth of other departments resulting in petty jealousies. Various minority populations are finally getting politically active. They will become more involved in local government. In the past minorities have not significantly influenced law enforcement, but this is changing. The final snail-darter is the business community, best

represented by the Chamber of Commerce. The Chamber has developed a new role in the political arena. Many police chief candidates are gathering support from the local Chamber. For years the members of the Chamber have been active in local government via campaign contributions. A police chief should be aware of the clout of the business community.

Alternative #4: "Built-In Protection"

Police departments must do a better job in the training of citizens to care for their own needs on a daily basis and in the time of an emergency. Fire service has a plan to prepare citizens to protect themselves in the event of a major disaster. Response time by public safety could be up to several days in the event of a major disaster because transportation is reduced or non-existent. Police departments must explore this issue and respond with alternatives for disaster plans. Police departments must further develop a plan to involve citizens in the day to day problems confronting them, much as was done in the 1970's by neighborhood watch programs.

The alternative discussing "built-in protection" is modeled after fire service. Primarily it is developing a model to train the community to care for themselves until the professionals can respond. This would encompass working with fire and civil defense officials for the protection during and immediately after a natural disaster. It would educate the public on self-defense,

neighborhood watch and business watch. But more than simple programs, it would be a philosophy of establishing rapport and cooperation with the community to improve the overall level of service without massive increases in manpower and cost. This alternative utilized the basic doctrine of the fire department that in the case of severe crisis, i.e., a natural disaster, citizens would be required to fend for themselves as local public safety would be unable to provide sufficient staff of emergency services. This would require the support of security firms, fire marshal, insurance company, builders, management companies and planners. Snail-darters are developers, users, building owners and tenants. This particular alternative strategy would require increased training at multiple levels within the police and fire service as well as the community. A major obstacle to overcome is demonstrating the need to the users, i.e., the community in an effort to demonstrate how this would benefit them in time of crisis.

Alternative #5: Police-Private Interaction

This alternative strategy was the most polarized. On a second vote, after it was discussed, it moved into second place. While this is not a new concept, it is a possibility that must be explored. In essence police departments cannot adequately provide the necessary protection to high use, high density areas

without the assistance of the private sector. Combining this Alternate with Alternative #1, "Sworn Security Force", a comprehensive system could be developed to improve the quality of service and charge the cost to the user, not the community.

The final alternative is a combination not only of the two alternative strategies, but of several of the original alternatives. Law enforcement is in the transition from sworn to civilianization to reduce cost, ease the burden of recruiting and improve the level of service. A clear definition of the roles of police and private security need definition. When at all possible, the expanded role of security is financed by the users. The police department, through academies and colleges, would expand the training of security. The ultimate goal is to maintain a force of civilians with limited police powers. This could be done by increased civilianization within the police department or a very closely monitored contract with private industry. The strategy recommended by this paper is, in fact, a combination of all the alternatives presented. If the reader would review the scores of the feasibility/desirability DELPHI, it can be determined that the three alternative strategies are rated all closely to one another. The final solution is a long-term goal because as with growth, it will not occur overnight. However, a pro-active leader and community would be putting the plan into action during the 1990's, so that as developments sprout up, police service matches the growth and does not lag behind (in terms of staffing, equipment and capital outlay).

For the short term most cities must elect to develop or follow a model ordinance establishing minimum standards for security on new developments. This model has been in place for some time and is recognized by the California Association of Community Relations Officers. (An example of a model ordinance can be found in the Appendix).

The long term goal is for law enforcement to be prepared. A police department must be able to provide services as required, not lag two to three years behind the times, reacting to growth. Administrators must anticipate and be pro-active in problem solving. This, of course, would demand that law enforcement aggressively pursue planning and staffing decisions. It will call for decisions dealing with security and respond to a new level of agreement between public and private sectors working together to provide maximum service.

The majority of stakeholders would react positively to this strategy. It could result in a win-win situation for the community, the police department and private industry. Depending on the ultimate outcome of this alternative, a potential snail-darter is the security firm. If the police department were to retain control of the security firm via a "deputized program" and have only the security firm as a manager responsible for monetary matters, it could create animosity. If on the other hand, it was purely contractual, it would be a very lucrative

opportunity for a security firm to enhance its operations. Another snail-darter is local police academy. With fewer sworn officers required, the need for the police academy would be reduced. Unless the police academy, through POST, demanded new programs to train security forces, its business would be reduced. To make this alternative functional, developers, residents, the business community and tenants would have to accept the concept of service from someone other than a sworn police officer. Once this hurdle was overcome, police/private interaction as an alternative would not only reduce the cost of policing, but provide ultimately better service for members of the community.

Course of Action

To attack this problem aggressively with vigor is the initial step! Many steps can be taken simultaneously to pro-actively work toward a strategic plan. This is the beginning point for a professional manager to exercise his leadership! The recommended strategy would be a combination of all three alternative strategies. A comprehensive plan would include several components. The first element would be develop a model security ordinance and train a member of the police department in the area of planning as it relates to police services. The second step is to integrate the police department into the planning process. Third, is to explore other neighboring jurisdiction to determine what needs and resources are duplicated and can be shared.

Fourth, assist city management, if possible, resolve the growth issues establishing an overall general plan. Fifth, analyze future police department needs (staffing and capital outlay) based on projected city growth. Sixth, develop a method of financing special police programs. Seventh, while determining needs, explore innovative methods and technologies that would enhance service and reduce cost, i.e., development of a joint public/private security force. Ninth, improve and coordinate efforts with fire service. Tenth, address the issue of traffic congestion and traffic flow. This can be done by supporting rapid transit, encouraging flexible scheduling through the planning process, working with Cal Trans and county organizations to develop a better highway system, encourage the development of multi-use buildings. This would reduce commuter traffic to and from work. Finally, train the citizens in methods of self-protection and security. This is an expansion of the neighborhood watch program.

Administration and Logistics

The administration of the strategic plan would begin in the police department, but needs to be supported by the city council, the city manager, planning director and staff, planning commission fire chief and staff, developers, various community active groups, Chamber of Commerce and tenants of existing buildings.

If possible a single person or unit in the police department should coordinate the project and utilize a time line parallel to the time covered by the general plan. Implementation should be immediately beginning with the initial stages of the plan.

Command and Control

The next phase of this process is to determine the type of plan that would be needed to implement the course of action. The primary factors to be analyzed are: environmental turbulence, predictability, nature of diversification, economies of scope and strategic philosophy of law enforcement. The most significant determinates are seen as the dimensions of the environment, i.e., turbulence (number of changes) and the predictability of the future. The plan selected will be "very turbulent" requiring a multitude of changes both internal and external to law enforcement. However, these trends will be relatively predictable in terms of threats and opportunities.

Based on this information, the desired system for planning is periodic planning. As discussed by Dr. Craig Galbraith, the periodic plan is one that is a system designed to generate detailed forecasts by various trends and developments including all involved environments, e.g., social, technical, environmental, economical and political.¹⁹ The planning staff is responsible for forecast analysis, strategy identification, selection and implementation; coordination and support; review and consolidation and development of an organizational "grand" strategy. This staff is required to explore the nature of the plan on a long term basis that resulted in a strategic plan that

was both pro-active and deliberate. A periodic review and update of the plan is required. The assigned staff is required to monitor all trends making necessary adjustments to facilitate changes, and maintain an awareness of threats and opportunities, always constantly aware that change will be rapid!

Implementation Plan

The essence of the plan was discussed under the heading subtitled Course of Action, for final strategy. This multi-faceted plan includes the necessary components that involves the key stakeholders. The plan analyzes the components, a process of integrating these components into a system that addresses the issue of providing law enforcement services as needed to the high density areas of growth. This next section will discuss the plan implementation of the recommended strategy.

ORGANIZATIONAL STRATEGY

The initial phase of the plan is to determine the priority of law enforcement's position regarding negotiable and non-negotiable issues. The position will be stated for the negotiator for a mid-sized California police department. This person could either be Chief Police or his appointed representative. Whoever it would be, would be considered the champion of this program. For this person the negotiable and non-negotiable issues will be discussed as follows:

Non-negotiable Issues:

1. The level of service to the entire community must be maintained at no cost to the community. It will be measured by such factors as response time, clearance of Part I crimes, and traffic safety.
2. All levels of service throughout the city must be maintained.
3. The city will approve a municipal ordinance increasing security requirements for all future developments.
4. The police department must become an integral part of a task force designed to review all developments within the city.
5. The police department will hire and train sufficient civilians to enforce all traffic laws.
6. The police department would establish and follow a strategic plan.

Negotiable Issues:

1. The police department will regionalize police services utilizing joint power agreements. This would result in huge cost savings by eliminating duplication.
2. The police department will support a controlled growth position as it relates to police service.
3. The police department will support the use of "users" fee to finance police department area specific programs.
4. The police department will develop a joint public/private security organization within the police department.

Stakeholder Negotiations

The following are the assumed positions of the stakeholders selected for this process:

CITY MANAGER

Non-negotiable Issues:

1. The city manager demands establishing a security ordinance for all new developments within 120 days.
2. The city manager demands alternative financing to police department programs for specialized areas.
3. The city manager will not compromise a resolution of the traffic congestion problem.
4. The police department will be required, along with other city departments, to provide the city manager and city council with a strategic plan by the fiscal year beginning July 1, 1988.

Negotiable Issues:

1. The police department will be involved in the planning review and approval process.
2. The police department will regionalize police services when possible.
3. The slow growth/pro-growth dilemma will be resolved by city staff.
4. The police department will participate in a joint public/private security organization.

CITY COUNCIL

Non-negotiable Issues:

1. The city council requires financing of special police department programs by users fees.
2. The city council mandates traffic enforcement be increased to relieve congestion.
3. All city departments and staff must prepare a strategic plan for their respective departments by July 1, 1988.

Negotiable Issues:

1. The city council requires the police department and other departments in becoming an integral part of the development approval process for plan approval.
2. The city council supports regionalization of police services.
3. A majority of the city council would be willing to support a resolution of the growth issues.
4. The city council directs the police department to form a joint public/private security force.

TENANTS

Non-negotiable Issues:

1. That city growth increase to provide a broader base.
2. Traffic congestion and traffic flow be improved by increased enforcement.

Negotiable Issues:

1. The police department establish joint public/private security force.
2. Training for residents in the area of security and protection be implemented by the police department within six months.

DEVELOPERS

Non-negotiable Issues:

1. The developers be allowed to develop all property within the city limits.
2. Traffic flow and congestion must be improved by city staff at minimal cost to developers.

Negotiable:

1. A security ordinance for improved security in new developments depending upon level of cost impact.
2. Developers oppose police department involvement in the planning/review process.

3. Developers oppose users fees to support special police programs (staffing and capital outlay) in high density areas.
4. Developers oppose private industry replacing law enforcement in certain security tasks with "deputized officers".
5. Developers support training of residents in the area of self-protection and a natural disaster preparation.

SECURITY FIRMS

Non-negotiable Issues:

1. Security firms would only support a joint police/private security force if private security could control the organization.

Negotiable Issues:

1. The passage of an improved security ordinance.
2. Private security would participate in training of self-protection for tenants and residents of large buildings rather than have training by the police department.

HOMEOWNERS ASSOCIATIONS

Non-negotiable Issues:

1. The passage of an improved security ordinance.
2. Oppose any pro-growth movement legislation at state or local level.
3. Oppose all projects that would increase traffic.

Negotiable Issues:

1. Regionalization as an alternative to improving services to the community.
2. Users fees as a method of financing police department programs.
3. That a joint public/private security force be established.

POLICE OFFICERS

Non-negotiable Issues:

1. Police officers publicly endorse a pro-growth stance.
2. Police department funding of special programs by private sources.
3. Police officers oppose joint police and private security operations.
4. The level of service to the community must remain at current standards.

Negotiable Issues:

1. The traffic issues must be resolved by the city.
2. Police officers would participate in training residents for an emergency situation.
3. Police officers will participate in the police department strategic plan.

CHAMBER OF COMMERCE

Non-negotiable Issues:

1. The Chamber of Commerce would support a pro-growth legislation.
2. Traffic congestion and flow must be improved.

Negotiable Issues:

1. The drafting and implementation of a security model ordinance.
2. The police department should be involved in the planning and review process.
3. The Chamber of Commerce is opposed to any regionalization of law enforcement services.
4. The Chamber of Commerce is opposed to any private funding for law enforcement operations.
5. A joint public/private security venture under the control of private industry.

POLICE ACADEMY

Non-negotiable Issues:

1. The police academy opposes the formation of a joint public/private security force.

Negotiable Issues:

1. Alternative funding for law enforcement programs is means of increased public service.

FIRE MARSHAL

Non-negotiable Issues:

1. A model security ordinance for development projects is necessary for the planning process.
2. The police department and the fire department will be involved in the planning process of new developments.
3. Police department and fire department cooperation and cross training of personnel.

Negotiable Issues:

1. The fire marshal will endorse legislation for the pro-growth issue.

INSURANCE COMPANY

Non-negotiable Issues:

1. A model security ordinance should be implemented.
2. Regionalization of law enforcement services will reduce insurance costs.
3. The insurance companies would assist law enforcement in training of citizens and perhaps reduce rates for areas that had this type of training.

Negotiable Issues:

1. Insurance companies would support a joint public/private security force.
2. Insurance companies would support more interaction with police and fire departments.

CITY PLANNER

Non-negotiable Issues:

1. The city planner would definitely support a security ordinance for new developments.
2. The city planner would support more involvement by other departments especially the police department in the processing of developments.
3. The city planner supports a pro-growth stance.
4. The resolution of traffic is a high priority with the city planner.

Negotiable:

1. The city planner would support a joint public/private security agency.

STATE LEGISLATURE

Non-negotiable Issues:

1. Resolution of the slow pro-growth movements within the state.
2. State wide traffic problems must be resolved at all levels of government.

Negotiable Issues:

1. The state legislature is willing to pass a bill allowing for sworn security officers with limited police powers to be under the control of the local jurisdiction, however, financed by private industry.

Negotiation Strategy

Conducting a "needs" assessment of the involved stakeholders was the initial step. The following discussion will explore the various needs of each stakeholder. The city manager has need to control and be aware of all city business. His needs are interpersonal, interorganizational and international due to

California's participation in the Pacific Rim. The members of the city council have similar needs as the city manager, but have political needs as well. Council members are responsive to the various factions within the city. The tenants have needs for safety and security. Their needs are primarily interpersonal and interorganizational. The peace officers association's needs are interpersonal and interorganizational concerning salary, benefits and working conditions. The P.O.A. represents the rank and file officers who are concerned about career growth and opportunities. Developers, on the other hand, have a primary need to be successful based on profit. Homeowners associations desire to maintain independent safe neighborhoods while voicing opinions and concerns to the city council and staff. It is their goal to maintain or improve the quality of life and to encourage sound local government. The Chamber of Commerce represents the business community and needs to encourage membership and growth. The Chamber will support political candidates and pro-growth issues. The fire marshal needs to maintain a safe and hazard-free community while improving fire service. Insurance companies are in existence to make a profit, have fewer claims, and desire to have better protection by the police department. The city planner as a stakeholder has a need to have the city's general plan accepted by this city manager, city council and community.

The negotiator for the police department would need to establish a independent strategy for each stakeholder. The best seller, The Art of A Negotiation, by Gerard I. Nirenberg²⁰ was used as a guide for developing negotiation strategy. Naturally, all strategies were based on the needs assessment. Two factors were utilized in determination of the strategy. The first "when", created a sense of timing for the strategy. The second was "how and where" involving the method and area of application of the strategy. A basic assumption is that the negotiation would be made by the police chief or a member of his upper staff.

The city manager - the negotiation strategy for the city manager would be "forebearance" and "participation". His personality is such that it is best to wait him out to enlist his assistance in all matters. The negotiator will need patience and be able to support all claims and requests with documentation. By obtaining the city manager's support, it will ease negotiations with other stakeholders, i.e., city council, department heads, fire marshal and city planner. His support would be critical for the security ordinance and to encourage police department participation in the new development planning process.

City council - while the issue of the city council is addressed as an entire unit, it may require independent negotiation with specific council members. Negotiation style for the present council is "FAIT ACCOMPLI" or act, wait for the reaction to the

proposal. The "how and where" would be the "Salami" approach of taking it bit by bit. The council, while supportive, usually prefers to work in small sections allowing each section of the plan to be passed and implemented before going on to the next.

Police officers association/police officers - the negotiation strategy for the P.O.A. is the "forebearance" and "participation". Usually the P.O.A. can afford to "wait it out" to observe what changes occur. The smart negotiator would enlist their support. In fact, the P.O.A. could be combined with the police officers for the purpose of the negotiation strategies.

Developers - the negotiation strategy to be used with developers is "FAIT ACCOMPLI" and "blanketing" or trying to cover as big an area as possible. The developer's desire is to make a profit by reducing costs. On the other hand, if they can offer a better product, i.e., a safe environment, then it would behoove them to support parts of the plan.

Security firms - perhaps a negotiation strategy to be used for the security firms would be "feinting", i.e., to move in one direction to divert attention from the main issue.

"Bracketing", or setting the parameters for them is the second part of the strategy. Obviously security firms are interested in providing a service once the opportunity presented itself for a profit. The key to this negotiation is control, i.e., will the

police department control the security as "deputized officers" or will the security company control the operation. This particular topic may well need to be resolved by the city manager, council, property managers and tenants as well.

Homeowners association - the most appropriate strategy for the home owners groups would be to set "limits". They have used a strategy themselves of "forebearance" to drag issues out in hopes that the issues will lose support, therefore, the opposite attraction is necessary. Again, because there are several home owners groups, the "blanket" approach may be the best, to cover as much ground as possible to gain program support.

Chamber of Commerce - The Chamber of Commerce is very influential and can be used to persuade other stakeholders. It is important to gain the support of the Chamber from the onset. Therefore, a strategy of using "limits" and "participation" is necessary. The first step is to gain immediate support, the second to provide testimonials for cooperation that would influence other stakeholders such as council, developers, security firms, property managers and insurance companies.

Police Academy - "Surprise" and "blanket" is used for the police academy staff as a stakeholder. Public institutions tend to move slowly while developing new programs and the academy should be encouraged to develop a new program to provide a source of quality security officers. This would particularly compensate for the potential loss of sworn recruits to fill the ranks of sworn officers. The "blanket" approach would be utilized.

Fire marshal - Without exception, it appears that the fire marshal is supportive of this entire strategy and require little negotiation on major issues. He is a very useful tool in gaining the support of other stakeholders, i.e. city manager, other department heads, tenants, developers and the city planner. For this reason the "FAIT ACCOMPLI" and "participation" strategies would be used.

Insurance companies - by supporting this strategy, especially for additional manpower and security, the insurance companies would be reducing claims for losses and therefore, increasing profits. Unfortunately, they are large bureaucratic organizations that respond slowly to short regional type changes. The best strategy for this stakeholder would be "forebearance" and "association".

TRANSITION PLAN

Strategic Plan Summary

This project examines the impact of high density growth on law enforcement of small and mid-sized police departments at the turn of the 21st Century. The plan is multi-faceted and involves a greater scope of resources than just the police department. A primary task is to determine additional staffing needs and create the ability to staff the necessary positions. A second facet of the plan is a greater involvement by the police department in the plan review process to insure that all new projects are designed with occupant safety in mind. The creation of a model security ordinance that would require developers and landlords to provide the maximum security to developments is a third requirement. The plan would explore and develop the concept of a public/private security force as an alternative providing maximum services at reduced cost. Finally, the plan would require that the police department develop and provide training for citizens to allow for their participation for personal safety. This would be a much more detailed plan than the Neighborhood Watch Programs. It would be a joint training program with the fire department and civil defense.

Present State

California is approaching a period of high growth not unlike the population increase of the Gold Rush, the Dust Bowl, Post World War II, and the Korean. California will be the United States representative to the Pacific Rim. As new residences and businesses begin in California, the population will continue to demand quality homes and working environments. During the 1980's this desire clashed with the status quo of slow growth movements led by grassroots homeowners. While this dilemma is being resolved, other factors still need to be examined. For example, California, notably Southern California, is a mobile state depending on the motor vehicle for the majority of transportation. Traffic is a major concern to all metropolitan areas. Most major freeways during peak hours are slow moving parking lots!

Secondly, as population density increases, most police departments react to the growth, not plan ahead. This lack of planning dictates that authorized staffing is one to two budget years after it is needed. It takes another year or two to recruit, hire and train new officers. This problem is further complicated by the declining applicant pool and recruiting shortages. This, in fact, is a primary reason that increased private security is so appealing.

Lastly, in the majority of jurisdictions there is only limited interaction between the police department and planning department for plan approval and security requirements. Tighter controls and better communication could resolve or eliminate problems for law enforcement and the community. Changes are on the way, there is a brighter tomorrow on the horizon!

Future State

Drawing on previously stated trends, forecasts and their cross-impacts with specific events in the forecasting section of this report, a normative future is presented in the strategic plan. This future identifies changes in the policy of high density areas utilizing a combination of sworn and non-sworn officers in conjunction with private security. The police department is an actual participant in the planning process, making specific recommendations to the planning staff and appointed planning commissioners prior to any plan's approval. The police and fire departments worked as a team to educate tenants in methods of protection for natural disasters, and for daily safety and protection.

For purposes of illustration and resource, a typical mid-sized municipal police department serving a population 90,000 and suffering from the typical growth problems of Southern California was selected. Community stakeholders were identified and a mission statement established. The mission statement is that it is the business of the police department to protect and serve all people within the community in a fair and just manner. As a matter of definition, the term "people" refers not only to the homeowners and renters, but the daytime residents who visit the city for employment, business or recreation. Once the present was defined, a future forecasted, and resource and environments established, a strategic plan was designed as a guide for the future. Once the strategic plan was put into place, a plan for transition from present to the future became the focus.

Critical Mass

To cause the necessary changes, a task force was created. The necessary changes would involve not only the police department, the city administrator and the planning department, but the community as a whole through a number of constituencies, i.e., critical mass that was identified. These persons had the ability to "make or break" the program. The constituencies or critical mass is as follows:

1. Police Chief
2. Police Administrator
3. City Manager
4. Planning Director
5. City Council Member A
6. City Council Member B
7. Developer
8. Homeowner Association
9. Security Force

Negotiations

To assist in defining the role of the constituencies (or actors) of the critical mass, the below chart number 6 was created. The chart identifies the present level of commitment of each towards the topic of policing high density areas. Additionally, the chart illustrates the desired commitment of each actor to provide for the optimum plan implementation and success.

Actors:

Police Chief: The police chief is new to the department and community having served as chief in a smaller department. Since his appointment, he has been a change agent not only in the police department, but in the overall structure of the city. Because of his personality, style and commitment to improvement, he is in the "make change happen" block. However, due to the magnitude of this project, it would be in the best interest for him to move to the "help change happen" block and delegating the position of leadership to his administrative staff person, a police lieutenant. This is because of the time and personal commitment of the project.

Police Administrator: This is a senior police lieutenant detached from normal duties to be plan program director. As a graduate of the POST Command College, he is well versed in the nature of change as it applies to the future. He should remain in the "make change happen" block. He would be the primary negotiator with the other actors.

City Manager: As the City Manager completes his second full year on the job and approaches his 35th birthday, it is easy to determine that his management style is humanistic. His position is easily defined as people-oriented. He is still gaining total council and employee support. He has wisely not taken a stand on the growth issue. At best he is in the "let change happen" block and would be of more value in the "help change happen" block. His support can best be obtained through the police chief by utilizing an analytical approach of documentation. He will only give his support after close evaluation of all data submitted. He will be apolitical on his stand, therefore, the less political the presentation, the greater the potential for his involvement and its success.

Planning Director: The planning director, like the police chief, has only been on the job for about one year. His background, education and history are impressive. He's still in the honeymoon stage of his tenure. While he should be supportive of the program, it is unknown his exact stance. It would be to his personal and his department's benefit to provide his support. He is now and should remain in the "help change happen" area. The planning director should be constantly updated on the status of the project and his support openly solicited.

City Council Member A: This city council member is a political maverick who was elected on a no-growth platform, supported by a grassroots homeowners association. Fortunately, he has been supportive of the police department's new programs. At the onset he is in "block" change" category and definitely needs to be moved to at least the "let change happen" area, preferably all the way over to the "help change happen" area. This can be done by explaining the program to him and explaining that, in fact, it will assist in controlling growth, not encouraging it. His support would also greatly assist in getting support of the homeowners group.

City Council Member B: This council member has been opposed to council member A since A was elected. He is personally and politically supported by local developers and the Chamber of Commerce. As a senior council person, he has much support throughout the city and community. He is very analytical in his approach to problem-solving. His support of the program would add credibility to it and provide sufficient backing to help move the Chamber of Commerce to the next block. To best demonstrate to him the significance of the program, he would be shown how this would make the high density areas the-state-of-the-art in safety, security, and police protection.

Local Developer: The local developer has almost singlehandedly been responsible for all major growth in the city for the past 25 years. The projects that he did not personally develop, he encouraged to stimulate the local economy. For the past several years he has been at odds with slow growth groups and council member A. He would be supportive of the change and be in the "let change happen" block. The developer should remain in this area as too much support from him may be a "kiss of death" with other actors. He may be a benefit in behind the scenes negotiations especially with the private security firm, Chamber of Commerce and tenants (many of whom rent or purchase property from him).

Homeowner Association: This group is opposed to growth and would put forth major energy toward defeating any and all programs that they saw as promoting growth. To move this group over one block to "let change happen" would be significant. As with councilman A, it would be necessary to demonstrate to the homeowners group that the project would create additional requirements for developers and make the city a safer place for everyone concerned. It would be no cost benefit for the association.

Security Firms: A local security firm would have mixed feelings about the plan. On the positive side there is an opportunity for a great profit if the firm were to obtain the security business. On the negative side would be the competition of local government if the plan called for security guards to be hired and maintained as part of the police department and to respond to minor incidents. The firm would be "let change happen" mode and stay there. The negotiator would best not alienate the firm, but not actively solicit support.

Critical Mass Conclusion

The ultimate goal is to "sell" the strategic plan to the critical masses to allow the change to take place and implementation to become a reality. It is hoped that each segment of the critical mass, while opposed to one another, will see this as an opportunity for a WIN-WIN situation utilizing compromise to balance the varying needs of the actors, though hopefully, not at the cost of the plan. Each actor will be fully briefed on the plan as it applies not only to him, but to the city as a whole. Chart 6 illustrates the commitment analysis of each actor.

COMMITMENT ANALYSIS

ACTORS IN CRITICAL MEE	BLOCK THE CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
POLICE CHIEF			0 ←	X
POLICE ADMIN				XO
PLANNING DIRECTOR			XO	
CITY COUNCIL MEMBER "A"	X →		0	
CITY COUNCIL MEMBER "E"		X →	0	
LOCAL DEVELOPER		XO		
HOMEOWNER GROUP	X →	0		
SECURITY FIRM		XO		

X = PRESENT POSITION

O = FUTURE POSITION

CHART 6: Commitment Analysis

CHART 7: Responsibility Chart

RESPONSIBILITY CHART

FACTORS

DECISION	POLICE CHIEF	POLICE LIEUTENANT	CITY MANAGER	PLANNING DIRECTOR	COUNCILMAN		DEVELOPER	HOMEOWNERS ASSOCIATION	SECURITY FIRM
					A	B			
DRAFT HOME SECURITY ORDINANCE	S	F	S	S	A	A	I		I
IMPLEMENT ORDINANCE	A	R	I		S	S		I	I
DESIGN PLAN REVIEW PROCESS	S	S	A	R	S	S	I	I	
PLANNING REVIEW POLICE OFFICER	R	I	A	S					
DEVELOP PROGRAM TO TRAIN CITIZENS	A	R	I	S	I	I			
INCREASED TRAFFIC ENFORCEMENT	A	R	S				S	S	
DRAFT AGREEMENT SECURITY FIRM	I	R	S		A	A	S		S
DESIGN PLAN FOR SECURITY	A	R	I						S

R = RESPONSIBILITY (NOT NECESSARILY AUTHORITY)

A = APPROVAL (RIGHT TO VETO)

S = SUPPORT (PUT RESOURCES TOWARD)

I = INFORM (TO BE CONSULTED)

(BLANK) = IRRELEVANT TO THIS ITEM

Supporting Technologies

Upon reflection, a plan would be needed to facilitate a successful achievement of the desired future state by securing the support of the various individuals/groups listed as actors. This would be accomplished by utilizing a technique known as responsibility charting. The police administrator would call for a steering committee to communicate the strategic plan transition. This committee would be primarily police department staff which would be a resource for the police administrator. The steering committee would design their responsibility charts as shown. The transition plan has multiple goals. The task force would need to determine each of these goals. A second technology would be the confrontation meeting. This high risk event would utilize two two hour blocks to localize support from the opposing camps of our actors. The goal would be for the actors to work better together.

CONCLUSION

A day cannot go by without some California municipality making a press release about the changes facing that community. While the name of the community may vary, the topics go unchanged: traffic; pollution; housing shortages; too much vacant office space; too many air flights; too high a concentration of people; or not enough space! The list of newspaper headlines on these topics is endless. Why? Because Californian's are concerned and home rule is alive and well! How will these issues impact the police administrator? There are numerous issues that must be resolved. What impact will the high density population have on police service? How will the number and nature of police calls change? How long after a building is constructed will its called for service peak? Will the design and use of the area affect the demands placed on the police department? During a literature scan I found relatively little research had been done on providing police service to high density areas.

To explore the issue impacting, a typical mid-size police department a committee of public and private citizens was formed. The committee identified five trends as having a potential for substantial future impact on law enforcement. These trends are:

1. As California metropolitan areas continue to grow, there will be resolved conflict between community factions on the growth issue.
2. Increased traffic congestion will be a primary issue for all of local government, developers and users.
3. The rapid escalation of population density will change the nature of police response time and called for services.

4. The family unit will continue to change from what it has been.
5. The demand for social services provided by local government will substantially increase.
6. The population will be willing to exchange personal freedom for an improved quality of life.

The trends were identified and forecasted through the year 2001. A cross impact analysis with five selected potential events was completed. A scenario was selected to represent a normative future.

While this scenario was somewhat Utopian, it's goal was to illustrate that government can adapt to provide a safe environment. The goal was to then design a strategic plan that would enable law enforcement to prepare for the future. A situational audit was conducted examining the environment, mission and organizational capability. After several alternative strategies were explored, finally, a synthesis of alternatives was developed into a strategic plan.

The design of the strategic plan called for the police department to be an integral part of the planning review process. A police department representative would sit on a committee to review all department projects and determine that these projects met minimum standards set forth in a model security ordinance. This ordinance was constructed to improve the safety features of residential and commercial properties. Another segment of the plan was the creation of a "deputized" security officer. This guard would have limited police officer functions after specialized training at the police academy. This "private police force" was designed to augment, not replace the police department. The police department is to establish all criteria for functions performed by the security force.

A third aspect of the plan is to follow the lead of the fire department and provide training for occupants of high density areas. This training includes disaster preparation and citizen awareness training. Citizens would be more responsible for internal security and self-protection. Areas that require police services above the norm would be charged a user fee. For example, a high rise that required the services of an additional officer assigned permanently would be charged accordingly to recover his salary and benefits.

The police department would be pro-active in anticipation of staffing and service needs of the high density areas. The goal is to have staff in place concurrently with the need, not suffer from shortage cause by budget and recruiting problems, thus avoid significant delay in staffing projects. The plan was to develop a model security ordinance, mandate police department involvement in the plan/review process, enhance private security and develop new programs for citizen awareness.

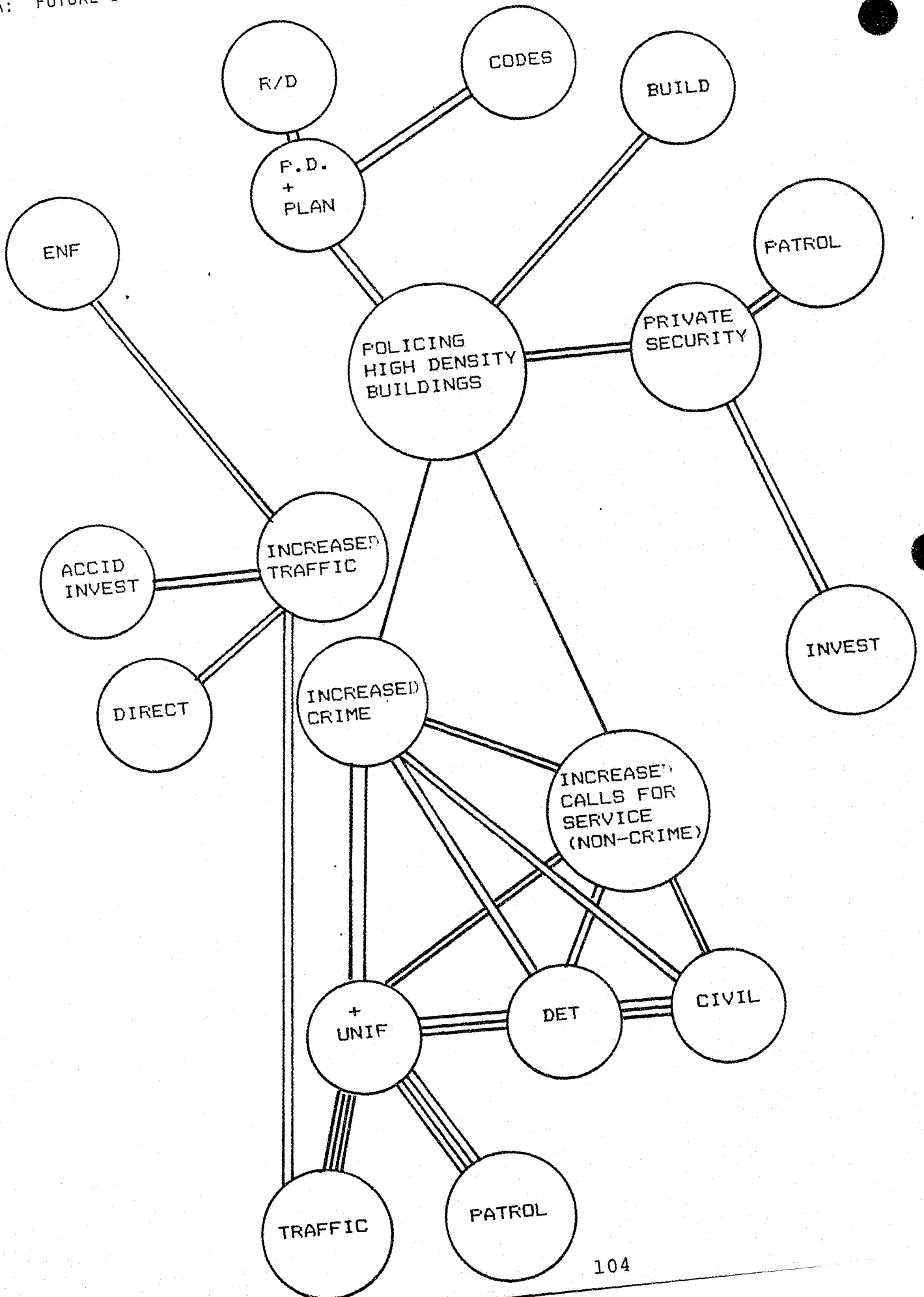
This strategic plan was drawn on the environment of a typical mid-size municipal police department serving a community of 90,000 people. "Stakeholders", i.e., those with a vested interest in the high density project were identified. Each stakeholder was identified in terms of advantages and disadvantages. A police department staff member was assigned to negotiate the police department's position with the "stakeholders". He was responsible for developing and implementation of transition plan to link the present with the future. His assignment to negotiate with various constituencies of the critical mass. These constituencies were analyzed in terms of present state of commitment and desire state of commitment. A strategy to provoke change if needed was designed. Now with the issue of policing high density areas forecasted through the turn of the 21st century, mid-size California police departments have available to them a strategic plan to act on as a guide and a transition plan for implementation.

"The idea", said author Steward Brand, "is to invent, not predict the future. It's time to understand what's at stake here, because if you're not part of the steamroller, you're part of the road." 21

END NOTES

1. Naisbitt, John, Megatrends Ten New Directions Transforming Our Lives, (New York: Warner Books, 1982).
2. Toffler, Alvin, The Third Wave, (New York: Bantam Books, 1980).
3. Boyarsky, "Cities, States's Urbans Area Come of Age," California Journal 18, (October, 1987): 480-484.
4. Orange Coast Daily Pilot (Calif.), 4 November 1987
5. Boyarsky, "Cities, State's Urban Areas Come of Age."
6. Ibid.
7. Ibid.
8. Poole, Robert W. Jr., "Sig-Alert!!", The Orange County Register, 21 June 1087, Sec. K, Pg. 1.
9. Casale, Anthony M. with Lerman, Phillip, USA TODAY: Tracking Tomorrow's Trends, Kansas City, Mo., Andrews, McMeel, and Parker, Pg. 86-87.
10. Lafferty, Elaine, "Growth, The Cautious Approach is Politically Popular," California Journal 18,(October, 1987): 486-489.
11. Boyarski, "Cities, State's Urban Areas Come of Age".
12. Lafferty, "Growth, The Cautious Approach is Politically Popular".
13. Tucker, Jonathan B., "Super Skyscrapers: Aiming for 200 Stories," High Technology, (Jan 1985).
14. The Orange County Register (Calif), 29 October 1987.
15. Warner, Gary A., "Traffic Delays Might Cost \$54 Billion A Day by 2010", The Orange County Register, 4 November 1987, Page B11.
16. Batra, Ravi, "Retracing A Depression", The Orange County Register, (Calif.) 2 November 1987, Page D 1-2.
17. The term "snaildarter" became popular several years ago as a result of an environmental impact report. It became an endangered species during a planned construction of a dam for the Tennessee Valley Authority.
18. The Foster City Police Department, June, 1987.

19. Galbraith, Craig, 10 April 1986, Command College Lecture, Pomona, California.
20. Nirenberg, Gerard I., The Art of Negotiating, (New York: Pocketbooks, 1981).
21. Darling, Lynn, "Future According to Stewart Brand," The Los Angeles Times, 20 November 1987, Part V, Page 2.



Appendix B:

Issues Facing California Law Enforcement As Analyzed Using The "STEEP" Process.

ISSUES	Social	Technical	Economical	Environmental	Political
1. Slow-Growth	S	T	E	EN	P
2. Cost of Land			E	EN	P
3. Traffic	S	T	E	EN	P
4. Cost of Services		T	E		P
5. Desirable Area	S		E	EN	
6. Consumer Convenience	S	T	E		
7. Geographical Problems			E	EN	P
8. Foreign Money/Growth		T	E		P
9. Multiple Use	S	T	E	EN	
10. Increase Training:		T	E		P
A. Personnel	S		E		
B. Methods		T			
11. Shift - Manufacturing to Services		T	E	EN	P

12. Change in Population Make-up	S			EN	
13. Communications	S	T			
14. Reduction in Municipal Funds			E		P
15. Privatization	S	T	E		P
16. Personal Stress	S			EN	
17. Change in Patrol Methods		T	E	EN	P
18. Disasters	S	T	E	EN	P
19. Air Traffic		T		EN	
20. Focus Due to Density			E	EN	P
21. Increase Personal Freedom	S			EN	P
22. Less Privacy by Electronics	S	T			P
23. Less Recreational	S				
24. Pollution	S	T		EN	P
25. Robots	S	T	E	EN	
26. Changes in Transportation	S	T	E	EN	P
27. Space		T	E	EN	P
28. Mortuaries	S				P

29. Aging Population	S	T	E		P
30. Energy		T	E	EN	P
31. Emergency Resoponse		T	E		P
32. Trend Setter - Southern California	S	T		EN	P
33. Natural Resources		T		EN	P
34. Terrorism	S		E		P
35. Politics - Small Town vs. High Density	S	T	E	EN	P
36. Food			E	EN	
37. Drug Abuse				EN	P
38. Genetic Engineering		T	E		P
39. Increase Need for Police	S	T	E		P
40. Education	S	T	E		P
41. Flexible Scheduling	S	T	E		P

Appendix C:

Trends Candidates Facing Law Enforcement

*Number in parentheses is score of N.G.T.

TRENDS

1. Growth (20)
2. Acquisition of Goods
3. Increase of Population Density (10)
4. Service Over Production
5. Centralization of Services (3)
6. Multi-Lingual/Cultural (2)
7. Loss of Freedom Improves Quality of Life (4)
8. Increase of High Tech., White Collar Crime
9. Improved Working Conditions
(Flex. Time, Child Care, Red. Hrs)
10. Increased CAP
11. Private Sect. Judicial System
12. Higher Expectancy for L.E. (1)
13. Continued Change in Family Unit (4)
14. More Attorneys
15. Greater Costs to Cities (2)
16. Higher Land Costs
17. User Fees
18. Traffic and Congestion (20)
19. Power of Environmental Groups
20. Elitist
21. Older Population
22. Demand for Social Services (4)
23. Higher Community Identification
24. Increased Terrorism (1)
25. Foreign Involvement Business
26. Foreign Financial
27. International Market (2)
28. Communicable Disease
29. Tele-Communications
30. Yuppies
31. Spendable Income (2)
32. Leisure Time
33. Recreational Activity
34. Decentralization of Business
35. No Fault Insurance

Appendix D:

Potential Events

*Number in parentheses is score of N.G.T.

EVENTS

1. Earthquake, Flood, Fire (21)
2. City Bankruptcy (12)
3. Nuclear War (3)
4. Grand Opening Mass Trans. (8)
5. Withdrawal of Highway Funds
6. National Gun Control Law Pass
7. Legislative Ban of Helicopters
8. Terrorist Attack (1)
9. Energy Crisis (11)
10. Legislation Decision on Growth Issue (9)
11. Cure of A.I.D.S. (2)
12. Mandatory Draft
13. Nuclear War Treaty
14. Drop in Interest Rate
15. New Building Material
16. Robot Police (2)
17. Civil Disobedience (6)

Appendix E: Event Probability

EVENT	Year Prob. Is Greater	(0-100) Probability		Impact on Issue	Impact on Law Enforce	Expected Value On Issue (PxI)		Expected Value On L.E. (PxI)	
		By 1992 %	By 2001 %			92	2001	92	2001
Natural Disaster	1994	58	78	-7	-.2	-4.06	-5.5	-.12	-.16
City Bankruptcy	1998	.8	22	-6	-10	-.05	-1.3	-.08	-2.2
Energy Crisis	1994	30	73	-3	-3	-.9	-2.2	-.9	-2.2
Legislation On Growth	1992	57	76	-2	+2	-1.2	-1.5	+1.2	+1.5
Mass Transit	1995	4	35	+3	+4	+1.2	1.1	+1.16	+1.4



FOSTER CITY POLICE DEPARTMENT

BASIC VALUES OF OUR AGENCY

I. Integrity is basic to the accomplishment of the law enforcement mission. Both personal and organizational integrity is essential to the maintenance of the F.C.P.D. This means that we:

- ★ Insure that accurate reporting occurs at all levels;
- ★ Promote and recognize ethical behavior and actions;
- ★ Value the reputation of our profession and agency, yet promote honesty over loyalty to the Department;
- ★ Openly discuss both ethical and operational issues that require change; and,
- ★ Collectively act to prevent abuses of the law and violation of civil rights.

II. Due to the dynamic nature of our profession, the F.C.P.D. values Innovation from all levels of the Agency. This means we:

- ★ Reward and recognize those who contribute to the development of more effective ways of providing the policing service;
- ★ Strive to minimize conflict which negatively impacts our work product, yet we support the constructive airing and resolution of differences in the name of delivering quality police services;
- ★ Listen to and promote suggestions emanating from all levels of the Department; and
- ★ Wish to promote an atmosphere that encourages prudent risk taking, and that recognizes that growth and learning may be spawned by honest mistakes.

III. The law enforcement profession is recognized as somewhat close and fraternal in nature. The F.C.P.D. reflects this tradition, yet supports community involvement and on-going critical self appraisal by all its members. This means we:

- ★ Encourage employees to socialize with employees and community members alike to promote the reputation of the Agency;
- ★ Promote programs that improve the relationship between our members and the community at large;
- ★ Report and confront employees who violate laws and the basic values of the organization; and,
- ★ Promote and discuss the positive aspects of the Agency and its product throughout the community.

IV. The provision of law enforcement services is a substantial expense to the taxpayer. The F.C.P.D. is obligated to provide the highest quality of police service for the resources expended. This means that we:

- ★ Regularly assess the cost vs. benefits of the various programs of the Agency;
- ★ Require a standard of professional performance for all members of the Department;
- ★ Administer the Departmental funds in a prudent, cost-effective manner;
- ★ Publicly acknowledge and praise employees that excel at their jobs; and,
- ★ Support and encourage employees in their pursuit of higher education.

V. Law enforcement, in the course of performing its primary mission, is required to deal with both dangerous and difficult situations. The F.C.P.D. accepts this responsibility and supports its members in the accomplishment of these tasks. This means that we:

- ★ Review and react to an individual's performance during such an event based upon the totality of the circumstances surrounding their decisions and actions;
- ★ Encourage all employees, as the situation permits, to think before they act;
- ★ Take all available steps and precautions to protect both the City's and employees' interest in incidents that provide either danger or civil exposure;
- ★ Keep our supervisor informed of any incident or pending action that jeopardizes either the reputation of the Agency or an individual employee;
- ★ Attempt, conditions permitting, to reason with individuals in the enforcement setting prior to resorting to the use of physical force; and,
- ★ Recognize that it is our duty to prevent, report, and investigate crimes, together with the apprehension and the pursuit of vigorous prosecution of lawbreakers. We also recognize that it is the domain of the court to punish individuals convicted of crimes.

Appendix G:
Results of Capability Analysis Ratings

STATE OF CALIFORNIA
LAW ENFORCEMENT
CAPABILITY ANALYSIS RATINGS

Instructions

In terms of California Law Enforcement's strategic ability to influence the "work ethic" of new employees, evaluate for each item, as appropriate, on the basis of the following criteria:

- I Superior. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, not bad.
- IV Problems here. Not as good as it should be. Deteriorating Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve.

CATEGORY	I	II	III	IV	V	AVG
Technology	---	---	---	---	---	1.6
Equipment	---	---	---	---	---	1.6
Money	---	---	---	---	---	1.8
Supplies	---	---	---	---	---	2.2
Management skills	---	---	---	---	---	2.6
Supervisory skills	---	---	---	---	---	2.0
Training	---	---	---	---	---	3.2
Attitudes	---	---	---	---	---	2.2
Political support	---	---	---	---	---	1.6
Growth potential	---	---	---	---	---	2.2
Specialties	---	---	---	---	---	2.2
Mgmt. flexibility	---	---	---	---	---	2.4
Sworn/non-sworn ratio	---	---	---	---	---	2.4
Pay Scale	---	---	---	---	---	1.8
Benefits	---	---	---	---	---	1.8

STATE OF CALIFORNIA
LAW ENFORCEMENT
CAPABILITY ANALYSIS RATINGS
-2-

CATEGORY	I	II	III	IV	V	AVG
Turnover	—	—	—	—	—	2.2
Community support	—	—	—	—	—	1.6
Complaint by citizens	—	—	—	—	—	2.2
Structure	—	—	—	—	—	2.2
Advertising	—	—	—	—	—	2.6
Cost effectiveness	—	—	—	—	—	2.2
Customer service	—	—	—	—	—	2.2
"Stated goals"	—	—	—	—	—	2.8
Innovation	—	—	—	—	—	2.2

The below information is a summary of data considered in an organizational analysis of Weakness, Opportunities, Threats and Strengths (WOTS):

WEAKNESSES

Training
Management Skills
Advertising
"Stated Goals"
Pay Scale
Benefits

OPPORTUNITIES

Regionalization
International Policing

THREATS

Influence of Foreign Money
Too Much Civilianization
Poor Transportation System

STRENGTHS

Technology
Funding
Supervisory Skills
Political Support
Community Support

Appendix I: Results of Policy Delphi

RATING SHEET FOR POLICY DELPHI

Alternative 1: SWORN SECURITY

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 22
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 2: UNLIMITED GROWTH

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 19
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 3: MANDATED POLICE FACILITIES

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 26
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 4: BUILT-IN PROTECTION

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 28
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 5: PRIVATE INTERACTION

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 26 SCORE= 29
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 6: PROFESSIONAL POLICE MANAGERS

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 34
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Feasibility:

Definitely Feasible	no hindrance to implementation no R&D required no political roadblocks acceptable to the public
Possibly Feasible	indication this is implementable some R&D still required further consideration to be given political or public reaction
Possibly Infeasible	some indication unworkable significant unanswered questions
Definitely Infeasible	all indications are negative unworkable cannot be implemented

Desirability:

Very Desirable	will have positive effect and little or no negative effect extremely beneficial justifiable on its own merits
Desirable	will have positive effect, negative effects minor beneficial justifiable as a by-product or in conjunction with other items
Undesirable	will have a negative effect harmful may be justified only as a by- product of a very desirable item
Very Undesirable	will have a major negative effect extremely harmful

APPENDIX J: Nominal Group Membership

The nominal group membership included the following:

Captain Tom Lazar	Costa Mesa Police Department
Lieutenant Dave Brooks	" " " "
Sergeant Ron Smith	" " " "
Officer Mike Rodgers	" " " "
Mr. Perry Valantine	Assistant Development Services Director
Mr. Tom MacDuff	Costa Mesa Fire Marshal
Mr. Malcomb Ross	Vice President, C.J. Segerstrom and Sons
Mr. Charles Markel	Former Planning Commissioner

CHAPTER 10. UNIFORM SECURITY CODE*

Sec. VI.D-1001. Adoption of code.

There hereby is adopted by the city council requirements for security in certain buildings, as a burglary prevention measure, and providing for the enforcement thereof by citation, fine or imprisonment. These requirements shall be known as the Irvine Uniform Security Code, as recommended by the California Crime Prevention Officer's Association and the state attorney general's office. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1002. Purpose.

The purpose of this code is to provide minimum standards to safeguard property and public welfare by regulating and controlling the design, construction, quality of materials, use and occupancy, location and maintenance of buildings and structures subject to the provisions of this code within the City of Irvine, as specified in Section 14051 of the California Penal Code relating to building safety. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1003. Scope.

(a) The provisions of this code shall apply only to new construction and to buildings or structures to which additions, alterations, or repairs are made, except as specifically provided by this code. When additions, alterations, or repairs made within any twelve-month period exceed fifty (50) percent of the value of the existing building or structure, such building or structure shall be made to conform to the requirements for new buildings and structures. Additions, alterations, and repairs of fifty (50) percent or less of the value of an existing building, then only the new construction would have to meet the standards set forth by this code.

(b) Existing multiple dwelling units which are converted to privately owned family units (condominiums) shall comply with the provisions of section VI.D-1015 of this code.

(c) Any existing structure which converts from its original occupancy group as designated in the Uniform Building Code, shall comply with the provisions of this code.

(d) Any building, as defined in the Uniform Building Code and Title 19, California Administrative Code, requiring special type releasing, latching, or locking devices, other than described herein, shall be exempt from the provisions hereof relating to locking devices of interior and exterior doors. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1004. Glossary.

For the purpose of this code, certain terms are defined as follows:

Approved means certified as meeting the requirements of this code by the enforcing authority or its authorized agents, or by other officials designated by law to give approval on a particular matter dealt with by the provisions of this code with regard to a given material, mode of construction, piece of equipment or device.

Auxiliary locking device means a secondary locking system added to the primary locking system to provide additional security.

Bolt is a metal bar which, when actuated, is projected (or thrown) either horizontally or vertically into a retaining member, such as a strike plate, to prevent a door or window from moving or opening.

Bolt projection or bolt throw is the distance from the edge of the door, at the bolt center line, to the farthest point on the bolt in the projected position.

Burglary resistant glazing means those materials as defined in Underwriters' Laboratories Bulletin 972.

Commercial building means a building, or portion thereof, used for a purpose other than dwelling.

Component, as distinguished from a part, is a subassembly which combines with other components to make up a total door or window assembly. For example, the primary components of a door assembly include: Door, locks, hinges, jamb/wall, jamb/strike and wall.

*Editor's note—Ord. No. 239, § 1, adopted March 27, 1979, specifically amended the Code by adding Ch. 10, §§ VI.D-1001—VI.D-1017, as herein set out.

Cylinder means the subassembly of a lock containing the cylinder core, tumbler mechanism and the keyway. A double cylinder lock is one which has a key-actuated cylinder on both the exterior and interior of the door.

Cylinder core or cylinder plug is the central part of a cylinder containing the keyway, which is rotated by the key to operate the lock mechanism.

Cylinder guard means a tapered or flush metal ring or plate surrounding the otherwise exposed portion of a cylinder lock to resist cutting, drilling, prying, pulling or wrenching with common tools.

Deadbolt is a lock bolt which does not have a spring action as opposed to a latch bolt, which does. The bolt must be actuated by a key or a key and a knob or thumb-turn, and when projected becomes locked against return by end pressure.

Dead latch or deadlocking latch bolt means a spring-actuated latch bolt having a beveled end and incorporating a plunger which, when depressed, automatically locks the projected latch bolt against return by end pressure.

Door assembly is a unit composed of a group of parts or components which make up a closure for an opening to control passageway through a wall. For the purposes of this code, a door assembly consists of the following parts: Door; hinges; locking device or devices; operation contacts (such as handles, knobs, push plates); miscellaneous hardware and closures; the frame, including the head, threshold and jambs, plus the anchorage devices to the surrounding wall and a portion of the surrounding wall extending thirty-six (36) inches from each side of the jambs and sixteen (16) inches above the head.

Door stop means that projection along the top and sides of a door jamb which checks the door's swinging action.

Double cylinder deadbolt means a deadbolt lock which can be activated only by a key on both the interior and the exterior.

Dwelling means a building or portion thereof designed exclusively for residential occupancy, including single-family and multiple-family dwellings.

Enforcing authority is the agency or person having the responsibility for enforcing the provisions of this code.

Flushbolt is a manual, key- or turn-operated metal bolt normally used on inactive door(s), and is attached to the top and bottom of the door and engages in the head and threshold of the frame.

Fully tempered glass means those materials meeting or exceeding ANSI standard Z 97.1—Safety Glazing.

Jamb means the vertical members of a door frame to which the door is secured.

Jamb/wall is that component of a door assembly to which a door is attached and secured; the wall and jamb used together are considered a unit.

Key-in-knob means a lockset having the key cylinder and other lock mechanisms contained in the knob.

Latch or latch bolt is a beveled, spring-actuated bolt which may or may not have a deadlocking device.

Lock (or lockset) is a keyed device (complete with cylinder, latch or deadbolt mechanism, and trim such as knobs, levers, thumb turns, escutcheons, etc.) for securing a door in a closed position against forced entry. For the purposes of this code, a lock does not include the strike plate.

Locking device is a part of a window assembly which is intended to prevent movement of the movable sash, which may be the sash lock or sash operator.

Multiple-family dwelling means a building or portion thereof designed for occupancy by two (2) or more families living independently of each other, including hotels, motels, apartments, duplexes and townhomes.

Panic hardware means a latching device on a door assembly for use when emergency egress is required due to fire or other threat to life safety. Devices designed so that they will facilitate the safe egress of people in case of an emergency when a pressure not to exceed fifteen (15) pounds is applied to the releasing device in the direction of exit travel. Such

releasing devices are bars or panels extending not less than one-half ($\frac{1}{2}$) of the width of the door and placed at heights suitable for the service required, not less than thirty (30) nor more than forty-four (44) inches above the floor.

Part, as distinguished from component, is a unit (or subassembly) which combines with other units to make up a component.

Primary locking device means the single locking system on a door or window unit whose primary function is to prevent unauthorized intrusion.

Private or single-family dwelling means a building designed exclusively for occupancy by one family.

Rail means the horizontal member of a window or door. A meeting rail is one which mates with a rail of another sash or a framing member of the door or window frame when the sash is in the closed position.

Sash is an assembly of stiles, rails, and sometimes, mullions assembled into a single frame which supports the glazing material. A fixed sash is one which is not intended to be opened. A movable sash is intended to be opened.

Sill is the lowest horizontal member of a window frame.

Single cylinder deadbolt means a deadbolt lock which is activated from the outside by a key and from the inside by a knob, thumb-turn, lever, or similar mechanism.

Solid core door means a door composed of solid wood or composed of compressed wood equal in strength to solid wood construction.

Stile is a vertical framing member of a window or door.

Strike is a metal plate attached to or mortised into a door or door jamb to receive and to hold a projected latch bolt and deadbolt in order to secure the door to the jamb.

Swinging door means a door hinged at the stile or at the head and threshold.

Underwriters' Laboratories listed means tested and listed by Underwriters' Laboratory, Inc.

Window assembly is a unit which includes a window and the anchorage between the window and the wall.

Window frame is that part of a window which surrounds and supports the sashes and is attached to the surrounding wall. The members include side jambs (vertical), head jamb (upper, horizontal), sill and mullions. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1005. Enforcement provisions.

Enforcement of this code shall be the responsibility of the assigned city final engineering agency for design and engineering, and the assigned city inspection agency for inspection and site certification. All building officials and administrative authority determinations required by this code shall be made jointly by the responsible representatives of each function charged with administration of this code or individually as charged. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1006. Right of entry.

Right of entry. Whenever necessary to make an inspection to enforce any of the provisions of this code, or whenever the building official or his authorized representative has reasonable cause to believe that there exists in any building or upon any premises, any condition which makes such building or premises unsafe, as defined in Section 203 of the Uniform Building Code, the building official or his authorized representative may enter such building or premises at all reasonable times to inspect the same or to perform any duty imposed upon the building official by this code; provided, that if such building or premises be occupied, he shall first present proper credentials and demand entry; and if such building or premises be unoccupied, he shall first make a reasonable effort to locate the owner or other persons having charge or control of the building or premises and demand entry. If such entry is refused, the building official or his authorized representative shall have recourse to every remedy provided by law to secure entry.

No owner or occupant or any other person having charge, care or control of any building or premises shall fail or neglect, after proper

demand is made as herein provided, to promptly permit entry therein by the building official or his authorized representative for the purpose of inspection and examination pursuant to this code. Any person violating this subsection shall be guilty of a misdemeanor. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1007. Violations and penalties.

It shall be unlawful for any person, firm or corporation to erect, construct, enlarge, alter, move, improve, convert, or demolish, equip, use, occupy or maintain any building or structure in the City of Irvine or cause same to be done, contrary to or in violation of any of the provisions of this code. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1008. Administrative relief.

In order to prevent or lessen the unnecessary hardship or practical difficulties in exceptional cases where it is difficult or impossible to comply with the strict letter of this code, the owner or his designated agent shall have the option to apply for an exemption from any provision of this code to the planning commission. The planning commission shall exercise its powers on these matters in such a way that the public welfare is secured, and substantial justice done most nearly in accord with the intent and purpose of this code. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1009. Constitutionality.

If any subsection, subdivision, sentence, clause, phrase, or portion of this code, or the application thereof to any person, is for any reason held to be invalid or unconstitutional by the decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portion of the code or its application to other persons. The city council hereby declares that it would have adopted this code and each subsection, subdivision, sentence, clause, phrase or portion thereof, irrespective of the fact that any one or more subsections, subdivisions, sentences, clauses, phrases, or portions of the application thereof to any person, be declared invalid or unconstitutional.

No portion of this code shall supersede any local, state, or federal law, regulation, or codes dealing with life safety factors. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1010. Alternate materials and methods of construction.

The provisions of this code are not intended to prevent the use of any material or method of construction not specifically prescribed by this code, provided any such alternate has been approved by the enforcing authority, nor is it the intention of this code to exclude any sound method of structural design or analysis not specifically provided for in this code. Materials, methods of construction, or structural design limitations provided for in this code are to be used unless an exception is granted by the enforcing authority.

The enforcing authority may approve any such alternate provided they find the proposed design to be satisfactory and the material and method of work is, for the purpose intended, at least equivalent to that prescribed in this code in quality, strength, effectiveness, burglary resistance, durability and safety. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1011. Keying requirements.

Upon occupancy by the owner or proprietor, each single unit in a tract or commercial development, constructed under the same general plan, shall have locks using combinations which are interchange free from locks used in all other separate dwellings, proprietorships or similar distinct occupancies. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1012. Frames; jambs; strikes; hinges.

Installation and construction of frames, jambs, strikes and hinges for exterior swinging doors shall be as follows:

- (a) Door jambs shall be installed with solid backing in such a manner that no voids exist between the strike side of the jamb and the frame opening for a vertical distance of six (6) inches each side of the strike.

- (b) In wood framing, horizontal blocking shall be placed between studs at door lock height for three (3) stud spaces each side of the door openings. Trimmers shall be full length from the header to the floor with solid backing against sole plates.
 - (c) Door stops on wooden jambs for in-swinging doors shall be of one-piece construction with the jamb. Jambs for all doors shall be constructed or protected so as to prevent violation of the strike.
 - (d) The strike plate for deadbolts on all wood framed doors shall be constructed of minimum sixteen (16) U.S. gauge steel, bronze, or brass, and secured to the jamb by a minimum of two (2) screws, which must penetrate at least two (2) inches into solid backing beyond the surface to which the strike is attached.
 - (e) Hinges for out-swinging doors shall be equipped with nonremovable hinge pins or a mechanical interlock to preclude removal of the door from the exterior by removing the hinge pins. (Ord. No. 239, § 1, 3-27-79)
- (a) Wood doors shall have panels a minimum of five-sixteenths (5/16) inch in thickness with the locking hardware being attached to the support framing.
 - (b) Aluminum doors shall be a minimum thickness of .0215 inches and riveted together a minimum of eighteen (18) inches on center along the outside seams. There shall be a full width horizontal beam attached to the main door structure which shall meet the pilot, or pedestrian access, door framing within three (3) inches of the strike area of the pilot or pedestrian access door.
 - (c) Fiberglass doors shall have panels a minimum density of six (6) ounces per square foot from the bottom of the door to a height of seven (7) feet. Panels above seven (7) feet and panels in residential structures shall have a density not less than five (5) ounces per square foot.
 - (d) Doors utilizing a cylinder lock shall have a minimum five (5) pin tumbler operation with the locking bar or bolt extending into the receiving guide a minimum of one inch.
 - (e) Doors that exceed sixteen (16) feet in width shall have two (2) lock receiving points; or, if the door does not exceed nineteen (19) feet, a single bolt may be used if placed in the center of the door with the locking point located either at the floor or door frame header; or, torsion spring counterbalance-type hardware may be used.
 - (f) Except in a residential building, doors secured by electrical operation shall have a keyed-switch to open the door when in a closed position, or by a signal locking device.
 - (g) Doors with slide bolt assemblies shall have frames a minimum of 0.120 inches in thickness, with a minimum bolt diameter of one-half (1/2) inch and protrude at least one and one-half (1 1/2) inches into the receiving guide. A bolt diameter of three-eighths (3/8) inch may be used in a residential building. The slide bolt shall be attached to the door with nonremovable bolts from the outside. Rivets shall not be used to attach slide

Sec. VI.D-1013. Windows; sliding glass doors.

The following requirements must be met for windows and sliding glass doors:

- (a) Except as otherwise specified in section VI.D-1015, "Special Residential Building Provisions," and section VI.D-1016, "Special Commercial Building Provisions," all openable exterior windows and sliding glass doors shall comply with the tests as set forth in section VI.D-1017, "Tests."
- (b) Louvered windows shall not be used when any portion of the window is less than twelve (12) feet vertically or six (6) feet horizontally from an accessible surface or any adjoining roof, balcony, landing, stair tread, platform, or similar structure. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1014. Garage-type doors: Rolling overhead, solid overhead, swing, sliding or accordion.

The above described doors shall conform to the following standards:

bolt assemblies. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1015. Special residential building provisions.

The provisions of this section shall apply only to single- and multiple-family dwelling units.

(a) Except for vehicular access doors, all exterior swinging doors of any residential building and attached garages, including the door leading from the garage area into the dwelling unit shall be equipped as follows:

- (1) All wood doors shall be of solid core construction with a minimum thickness of one and three-fourths ($1\frac{3}{4}$) inches, or with panels not less than nine-sixteenths ($9/16$) inch thick.
- (2) A single or double door shall be equipped with a double or single cylinder deadbolt lock. The bolt shall have a minimum projection of one inch and be constructed so as to repel cutting tool attack. The deadbolt shall have an embedment of at least three-fourths ($\frac{3}{4}$) inch into the strike receiving the projected bolt. The cylinder shall have a cylinder guard, a minimum of five-pin tumblers, and shall be connected to the inner portion of the lock by connecting screws of at least one-fourth ($\frac{1}{4}$) inch in diameter. All installation shall be done so that the performance of the locking device will meet the intended anti-burglary requirements. Double cylinder-type deadbolt locks shall be constructed so as to prevent the key from being removed from the interior cylinder when the bolt is projected. A dual locking mechanism constructed so that both deadbolt and latch can be retracted by a single action of the inside door knob, or lever, may be utilized provided it meets all other specifications for locking devices.
- (3) The inactive leaf of double door(s) shall be equipped with metal flush bolts having a minimum embedment of five-eighths ($\frac{5}{8}$) inch into the

head and threshold of the door frame.

- (4) Glazing in exterior doors, or within forty (40) inches of any locking mechanism, shall be of fully tempered glass or rated burglary resistant glazing, except when double cylinder deadbolt locks are installed.
 - (5) Except where clear vision panels are installed, all front exterior doors shall be equipped with a wide angle (one hundred eighty (180) degrees) door viewer.
 - (6) Bel Aire and French-type doors are acceptable if they meet the glazing requirements, or are equipped with double cylinder-type deadbolt locks.
- (b) Street numbers and other identifying data shall be displayed as follows:
- (1) All residential dwellings falling within the jurisdiction of this code shall display a street number in a prominent location on the street side of the residence in such a position that the number is easily visible to approaching emergency vehicles. The numerals shall be no less than three (3) inches in height and shall be of a contrasting color mounted on an opaque light box which is automatically lighted during the hours of darkness. Nothing in this code shall be construed to prevent the individual homeowner from disconnecting the system if desired.
 - (2) There shall be positioned at each entrance of a multiple-family dwelling complex an illuminated diagrammatic representation of the complex which shows the location of the viewer and the unit designations within the complex. In addition, each individual unit within the complex shall display a prominent identification number, not less than four (4) inches in height, which is easily visible to approaching vehicular and/or pedestrian traffic. The design and placement of such unit identification system shall be approved by the enforcing authority prior to installation.

(c) Lighting in multiple-family dwellings shall be as follows:

- (1) Aisles, passageways, and recesses related to and within the building complex shall be illuminated with an average intensity of at least twenty-five one-hundredths (0.25) footcandles at the ground level during the hours of darkness. Lighting devices shall be protected by weather and vandalism resistant covers.
- (2) Open parking lots and car ports shall be provided with a maintained minimum average of one footcandle of light on the parking surface during the hours of darkness. Lighting devices shall be protected by weather and vandalism resistant covers. (Ord. No. 239, § 1, 3-27-79)

Sec. V.I.D-1016. Special commercial building provisions.

The provisions of this section shall apply only to nonresidential units and structures.

(a) Swinging exterior glass doors, wood or metal doors with glass panels, solid wood or metal doors shall be constructed or protected as follows:

- (1) Wood doors shall be of solid core construction with a minimum thickness of one and three-fourths (1 $\frac{3}{4}$) inches. Wood panel doors with panels less than one inch thick shall be covered on the inside with a minimum sixteen (16) U.S. gauge sheet steel or its equivalent, which is to be attached with screws on minimum six-inch centers. Hollow steel doors shall be of a minimum sixteen (16) U.S. gauge and have sufficient reinforcement to maintain the designed thickness of the door when any locking device is installed; such reinforcement being able to restrict collapsing of the door around any locking device.
- (2) Except when double cylinder deadbolts are utilized, any glazing utilized within forty (40) inches of any door locking mechanism shall be constructed or protected as follows:

- a. Fully tempered glass or rated burglary resistant glazing; or
- b. Iron or steel grills of at least one-eighth ($\frac{1}{8}$) inch material with a minimum two-inch mesh secured on the inside of the glazing may be utilized; or
- c. The glazing shall be covered with iron bars of at least one-half ($\frac{1}{2}$) inch round or one inch by one-fourth inch (1" \times $\frac{1}{4}$ ") flat steel material, spaced not more than five (5) inches apart, secured on the inside of the glazing.
- d. Items b. and c., above, shall not interfere with the operation of opening windows if such windows are required to be openable by the Uniform Building Code.

(b) All swinging exterior wood and steel doors shall be equipped as follows:

- (1) A single or double door shall be equipped with a double or single cylinder deadbolt. The bolt shall have a minimum projection of one inch and be constructed so as to repel a cutting tool attack. The deadbolt shall have an embedment of at least three-fourths ($\frac{3}{4}$) inch into the strike receiving the projected bolt. The cylinder shall have a cylinder guard, a minimum of five-pin tumblers, and shall be connected to the inner portion of the lock by connecting screws of at least one-fourth ($\frac{1}{4}$) inch in diameter. The provisions of the preceding paragraph do not apply where (1) panic hardware is required, or (2) an equivalent device is approved by the enforcing authority.
- (2) Double doors shall be equipped as follows:
 - a. The inactive leaf of double door(s) shall be equipped with metal flush bolts having a minimum embedment of five-eighths ($\frac{5}{8}$) inch into the head and threshold of the door frame.
 - b. Double doors shall have an astragal constructed of steel a

minimum of 0.125 inch thick which will cover the opening between the doors. The astragal shall be a minimum of two (2) inches wide, and extend a minimum of one inch beyond the edge of the door to which it is attached. The astragal shall be attached to the outside of the active door by means of welding or with nonremovable bolts spaced apart on not more than ten (10) inches centers. (The door to which such an astragal is attached must be determined by the fire safety codes adopted by the enforcing authority.)

(c) Aluminum frame swinging doors shall be equipped as follows:

- (1) The jamb on all aluminum frame swinging doors shall be so constructed or protected to withstand one thousand six hundred (1,600) pounds of pressure in both a vertical distance of three (3) inches and a horizontal distance of one inch each side of the strike, so as to prevent violation of the strike.
- (2) A single or double door shall be equipped with a double cylinder deadbolt with a bolt projection exceeding one inch or a hook-shaped or expanding dog bolt that engages the strike sufficiently to prevent spreading. The deadbolt lock shall have a minimum of five-pin tumblers and a cylinder guard.

(d) Panic hardware, whenever required by the Uniform Building Code or Title 19, California Administrative Code, shall be installed as follows:

- (1) Panic hardware shall contain a minimum of two (2) locking points on each door; or
- (2) On single doors, panic hardware may have one locking point which is not to be located at either the top or bottom rails of the door frame. The door shall have an astragal constructed of steel 0.125 inch thick, which shall be attached with nonremove-

able bolts to the outside of the door. The astragal shall extend a minimum of six (6) inches vertically above and below the latch of the panic hardware. The astragal shall be a minimum of two (2) inches wide and extend a minimum of one inch beyond the edge of the door to which it is attached.

(3) Double doors containing panic hardware shall have an astragal attached to the doors at their meeting point which will close the opening between them, but not interfere with the operation of either door. Fire department approval of the product is to be utilized prior to installation.

(e) Horizontal sliding doors shall be equipped with a metal guide track at top and bottom, and a cylinder lock and/or padlock with a hardened steel shackle which locks at both heel and toe, and a minimum five-pin tumbler operation with nonremovable key when in an unlocked position. The bottom track shall be so designed that the door cannot be lifted from the track when the door is in a locked position.

(f) In office buildings (multiple occupancy), all entrance doors to individual office suites shall meet the construction and locking requirements for exterior doors.

(g) Windows shall be deemed accessible if less than twelve (12) feet above ground. Accessible windows having a pane exceeding ninety-six (96) square inches in an area with the smallest dimension exceeding six (6) inches and not visible from a public or private thoroughfare shall be protected in the following manner:

(1) Fully tempered glass or burglary resistant glazing; or

(2) The following window barriers may be used but shall be secured with nonremovable bolts:

- a. Inside or outside iron bars of at least one-half ($\frac{1}{2}$) inch round or one by one-quarter ($1 \times \frac{1}{4}$) inch flat steel material, spaced not more than five (5) inches apart and securely fastened; or

- b. Inside or outside iron or steel grills of at least one-eighth ($\frac{1}{8}$) inch material with not more than a two-inch mesh and securely fastened.
- (3) If a side or rear window is of the type that can be opened, it shall, where applicable, be secured on the inside with either a slide bar, bolt, crossbar, auxiliary locking device, and/or padlock with hardened steel shackle, a minimum four-pin tumbler operation.
- (4) The protective bars or grills shall not interfere with the operation of opening windows if such windows are required to be openable by the Uniform Building Code.
- (h) All exterior transoms exceeding ninety-six (96) square inches on the side and rear of any building or premises used for business purposes shall be protected by one of the following:
- (1) Fully tempered glass or rated burglary resistant glazing; or
- (2) The following barriers may be used but shall be secured with nonremovable bolts:
- a. Outside iron bars of at least one-half ($\frac{1}{2}$) inch round or one by one-quarter ($1 \times \frac{1}{4}$) inch flat steel material, spaced no more than five (5) inches apart and securely fastened; or
- b. Outside iron or steel grills of at least one-eighth ($\frac{1}{8}$) inch with not more than a two-inch mesh and securely fastened.
- (3) The protective bars or grills shall not interfere with the operation of opening the transoms if such transoms are required to be openable by the Uniform Building Code or Title 19, California Administrative Code.
- (i) Roof openings shall be equipped as follows:
- (1) All skylights on the roof of any building used for business purposes shall be provided with:
- a. Rated burglary resistant glazing;
or
- b. Iron bars of at least one-half ($\frac{1}{2}$) inch round or one by one-fourth ($1 \times \frac{1}{4}$) inch flat steel material under the skylight and securely fastened; or
- c. A steel grill of at least one-eighth ($\frac{1}{8}$) inch material with a maximum two-inch mesh under the skylight and securely fastened.
- (2) All hatchway openings on the roof of any building or premises used for business purposes shall be secured as follows:
- a. If the hatchway is of wooden material, it shall be covered on the inside with at least sixteen (16) U.S. gauge sheet metal, or its equivalent, attached with screws.
- b. The hatchway shall be secured from the inside with a slide bar or slide bolts.
- c. Outside hinges on all hatchway openings shall be provided with nonremovable pins when using pin-type hinges.
- (3) All air duct or air vent openings exceeding ninety-six (96) square inches on the roof or exterior walls of any building or premises used for business purposes shall be secured by covering the same with either of the following:
- a. Iron bars of at least one-half ($\frac{1}{2}$) inch round or one by one-fourth ($1 \times \frac{1}{4}$) inch flat steel material spaced no more than five (5) inches apart and securely fastened; or
- b. Iron or steel grills of at least one-eighth ($\frac{1}{8}$) inch material with a maximum two-inch mesh and securely fastened.
- c. If the barrier is on the outside, it shall be secured with bolts which are nonremovable from the exterior.
- d. The above (a and b) must not interfere with venting requirements creating a potentially hazardous condition to health and

safety, or conflict with the provisions of the Uniform Building Code or Title 19, California Administrative Code.

- (j) Permanently affixed ladders leading to roofs shall be fully enclosed with sheet metal to a height of ten (10) feet. This covering shall be locked against the ladder with a case hardened hasp, secured with nonremovable screws or bolts. Hinges on the cover will be provided with nonremovable pins when using pin-type hinges. If a padlock is used, it shall have a hardened steel shackle, locking at both heel and toe, and a minimum five-pin tumbler operation with nonremovable key when in an unlocked position.
- (k) A building located within eight (8) feet of utility poles or similar structures which can be used to gain access to the building's roof, windows or other openings shall have such access area barricaded or fenced with materials to deter human climbing.
- (l) The following standards shall apply to lighting, address identification and parking areas:
 - (1) The address number of every commercial building shall be illuminated during the hours of darkness so that it shall be easily visible from the street. The numerals in these numbers shall be no less than six (6) inches in height and be of a color contrasting to the background. In addition, any business which affords vehicular access to the rear through any driveway, alleyway or parking lot shall also display the same numbers on the rear of the building.
 - (2) All exterior commercial doors, during the hours of darkness, shall be illuminated with a minimum average of one footcandle of light. All exterior bulbs shall be protected by weather and vandalism resistant cover(s).
 - (3) Open parking lots, and access thereto, providing more than ten (10) parking spaces and for use by the general public, shall be provided with

a maintained minimum average of one footcandle of light on the parking surface from dusk until the termination of business every operating day.

- (4) Each business building over three thousand (3,000) square feet of area on any individual floor shall have placed, on its uppermost roof, the numerals of its street address in luminous paint or material capable of being read at a distance of five hundred (500) feet.

Exception: In shopping centers and combined business buildings, each business may not be required to place the numerals provided each major building in the center or the solid roof of the combination building displays one set of numerals. The exceptions shall be approved by the enforcing authority.

(m) Elevators:

- (1) Passenger elevators, the interiors of which are not completely visible when the car door(s) is open, shall have mirrors so placed as to make visible the whole of the elevator interior to prospective passengers outside the elevator; mirrors shall be framed and mounted to minimize the possibility of their accidentally falling or shattering.
- (2) Elevator emergency stop buttons shall be so installed and connected as to activate the elevator alarm. (Ord. No. 239, § 1, 3-27-79)

Sec. VI.D-1017. Tests.

(a) It shall be the responsibility of the owner, or his designated agent, of a building or structure falling within the provisions of this code to provide the enforcing authority with a written specification performance test report indicating that the materials utilized meet the minimum requirements.

(b) Whenever there is insufficient evidence of compliance with the provisions of this code, or evidence that any material or any construction does not conform to the requirements of this code, or in order to substantiate claims for alternate materials or methods of

construction, the enforcing authority may require tests as proof of compliance to be made at the expense of the owner or his agent by any agency which is approved by the enforcing authority.

(c) Specimens shall be representative, and the construction shall be verified by assembly drawings and bill of materials. Two (2) complete sets of manufacturer or fabricator installation instructions and full-size or accurate scale templates for all items and hardware shall be included.

(d) Tests for sliding glass doors shall be conducted as follows:

- (1) The construction and size of the test door assemblies, jambs and headers, and all hardware components shall be representative of that for which acceptance is desired. The door assembly and mounting in the support fixture shall simulate the rigidity normally provided to a door assembly in a building by the ceiling, floor and walls.
- (2) Sample doors submitted for testing shall be glazed. Panels shall be closed and locked with the primary locking device only. Doors shall be equipped with interlocking devices to prevent spreading or separation of the meeting stiles.
- (3) Tests shall be performed on the samples in the following order:

TEST A. With the panels in the test position, a concentrated load of eight hundred (800) pounds shall be applied to the vertical pull stile incorporating a locking device, at a point on the stile within six (6) inches of the locking device, in the direction parallel to the plane of the glass that would tend to open the door. With the load removed, determine if the primary locking device can be unlocked by manipulation, as described in Test H.

TEST B.

- (1) With panels in the test position, a concentrated load of fifty (50) pounds shall be applied to the vertical pull stile incorporating a locking device, at a point on this stile within six (6) inches of the

locking device, in the direction parallel to the plane of the glass that would tend to open the door while, simultaneously, an additional concentrated load of two hundred (200) pounds is applied to the same area of the same stile in a direction perpendicular to the plane of glass toward the interior side of the building. With the load applied, determine if the primary locking device can be unlocked by manipulation as described in Test H.

- (2) Repeat Test B (1), above, substituting eight hundred (800) pounds for the indicated fifty (50) pounds. Perform the manipulation tests with the load removed.

TEST C.

- (1) With the panels in the test position, a concentrated load of fifty (50) pounds shall be applied to the vertical pull stile incorporating a locking device, at a point on the stile within six (6) inches of the locking device, in the direction parallel to the plane of the glass that would tend to open the door while simultaneously, an additional concentrated load of two hundred (200) pounds is applied to the same stile in the direction perpendicular to the plane of the glass toward the exterior side of the door. With the load applied, determine if the primary locking device can be unlocked by manipulation as described in Text H.
- (2) Repeat Test C (1), above, substituting eight hundred (800) pounds for the indicated fifty (50) pounds. Perform the manipulation tests with the load removed.

TEST D. With the movable panel lifted upward to its full limit within the confines of the door frame, a concentrated load of eight hundred (800) pounds shall be applied separately to each vertical pull stile incorporating a locking device, at a point on the stile

within six (6) inches of the locking device, in the direction parallel to the plane of the glass that would tend to open the door. With the load removed, determine if the primary locking device can be unlocked by manipulation, as described in Test H.

TEST E.

- (1) With the movable panel lifted upward to its full limit within the confines of the door frames, a concentrated load of fifty (50) pounds shall be applied to the vertical pull stile incorporating a locking device, at a point on the stile within six (6) inches of the locking device, in the direction parallel to the plane of the glass that would tend to open the door while, simultaneously, an additional concentrated load of two hundred (200) pounds is applied to the same area of the same stile in the direction perpendicular to the plane of the glass toward the interior side of the door. With load applied, determine if the primary locking device can be unlocked by manipulation as described in Test H.
- (2) Repeat Test E (1), above, substituting eight hundred (800) pounds for the indicated fifty (50) pounds. Perform the manipulation tests with the load removed.

TEST F.

- (1) With the movable panel lifted upward to its full limit within the confines of the door panel, a concentrated load of fifty (50) pounds shall be applied to the vertical stile incorporating a locking device, at a point on the stile within six (6) inches of the locking device, in the direction parallel to the plane of glass that would tend to open the door while, simultaneously, an additional concentrated load of two hundred (200) pounds is applied to the same area of the same stile in the direction perpendicular to

the plane of the glass toward the exterior side of the door. With the load applied, determine if the primary locking device can be unlocked by manipulation, as described in Test H.

- (2) Repeat Test F (1), above, substituting eight hundred (800) pounds for the indicated fifty (50) pounds. Perform the manipulation tests with the load removed.

TEST G. For inside sliding doors, repeat Test D, while simultaneously applying a concentrated load of fifty (50) pounds at the end of the movable bottom rail near the meeting stiles inward. For outside sliding doors, repeat Text D while applying a concentrated load of fifty (50) pounds at the end of the movable bottom rail near the meeting stiles and outward.

TEST H. Lift, push, pull, or otherwise manipulate by hand the door relative to the clearances within the frame while attempting to open the door. This test shall be conducted continuously for five (5) minutes.

Examine the assembly and determine a method and position for inserting a tool through the assembly from the outside so as to contact the primary locking device or the latch. Two (2) different tools shall be used: A knife or spatula with a thin blade approximately one thirty-second (1/32) inch thick, not more than one inch wide, and no longer than six (6) inches; and a piece of stiff steel wire with a diameter of approximately one-sixteenth (1/16) inch. Determine whether it is possible to insert the wire or manipulate with either of these tools so as to unlock the door within a five-minute time period.

TEST I. With the following tools:

- (1) A knife or spatula with a thin blade approximately one thirty-second (1/32) inch thick, not more than one inch wide, and no longer than six (6) inches; and

- (2) A straight or Phillips screwdriver with a maximum six (6) inch shaft,

remove from the door assembly all screws, glazing beads, or other mechanical fasteners which can be removed readily from the exterior within a time limit of five (5) minutes. Determine if the primary locking device can be unlocked or entry gained by manipulation, as described in Test H.

- (4) Fixed panels. Fixed panels shall be fastened in accordance with the manufacturer's instructions. Tests shall be performed in the following order:

TEST A. With the panels in the normal position, a concentrated load of three hundred (300) pounds shall be applied at midspan of the fixed jambstale in the direction parallel to the plane of the glass that would tend to remove the fixed panel from the frame jamb pocket. With the load applied, determine if entry can be gained by manipulation, as described in subsection (d), paragraph (3), Test H, above.

TEST B. With the panels in the normal position, a concentrated load of three hundred (300) pounds shall be applied at midspan of the fixed jambstale in the direction parallel to the plane of the glass that would tend to remove the fixed panel from the frame jamb pocket while, simultaneously, an additional concentrated load of one hundred fifty (150) pounds is applied at midspan of the fixed panel interlock stile in the direction perpendicular to the plane of the glass which would tend to disengage the meeting stiles. With this load applied, determine if entry can be gained by manipulation, as described in subsection (d), paragraph (3), Test H, above.

TEST C. Repeat Test A with the fixed panel lifted upward to its full limit within the confine of the door frame. The lifting force need not exceed one hundred fifty (150) pounds at the bottom of the exterior face of the meeting stile. With this load applied

determine if entry can be gained by manipulation, as described in subsection (d), paragraph (3), Test H, above.

- (5) A sliding door assembly shall fail these tests if at any time during or after the test, the sliding door assembly does not remain engaged, intact, and in the closed and locked position, or by manipulating an exposed component; or if one can enter through displaced or damaged portions.

- (6) The report shall include the following: Identification of the samples tested; type, size, location, and number of locking devices; type, location, and number of anchors; type and thickness of glazing material, and an indication of whether or not the subject passed the test. The report shall also indicate at what point the assembly fails. The report shall be certified to be a true copy by the testing laboratory and shall be forwarded direct from the laboratory to the enforcing authority.

- (7) After September 1, 1979, all sliding door assemblies utilized under this code, shall have affixed to each a performance label identifying the following:

- a. Manufacturer of product by name;
- b. Testing laboratory;
- c. Certification that the product complies with Section XVI, California Model Building Security Ordinance.

- (e) For the purpose of this code, windows are classified as follows:

Type A. Window assemblies incorporate one or more sashes that open by sliding in the plane of the wall in which the window is installed.

Type B. Window assemblies incorporate one or more framed sashes which are hinged at or near two (2) corners of the individual sash and open toward the exterior of the wall.

Type C. Window assemblies incorporate one or more sashes which open toward the interior and are hinged at or near two (2) corners of the sash.

Type D. Window assemblies incorporate one or more sashes which are hinged or

pivot near the center so that part of the sash opens into the interior wall and part opens toward the exterior.

- (1) Window assemblies shall be mounted following the manufacturer's installation instructions. Install the window assembly in a test fixture which simulates the wall construction required by Chapter 25 of the Uniform Building Code. The unit shall be fully glazed. The sash shall be closed and locked with the primary locking device only.

- (a) Tests for Type A window assemblies shall be performed in the following order:

TEST A. With the sliding sash in the normal position a concentrated load of two hundred (200) pounds shall be applied separately to each member incorporating a locking device, at a point on the sash member within six (6) inches of the locking device, in the direction parallel to the plane of the glass that would tend to open the window. With the load removed, apply the manipulation text described in subsection (d), paragraph (3), Test H, above.

TEST B. With the sliding sash in the normal position a concentrated load of twenty-five (25) pounds shall be applied separately to each sash member incorporating a locking device, at a point on the sash member within six (6) inches of the locking device in the direction parallel to the plane of the glass that would tend to open the window while, simultaneously, an additional concentrated load of seventy-five (75) pounds is applied in the same area of the same sash member in the direction perpendicular to the plane of the glass toward the interior side of the window. With the load removed, apply the manipulation test described in subsection (d), paragraph (3), Test H, above.

TEST C. With the sliding sash in the normal position, a concentrated

load of two hundred (200) pounds shall be applied separately to each sash member incorporating a locking device, at a point on the sash member within six (6) inches of the locking device, in the direction parallel to the plane of the glass that would tend to open the window while, simultaneously, an additional concentrated load of seventy-five (75) pounds is applied to the same area of the same sash member in the direction perpendicular to the plane of the glass toward the exterior side of the window. With the load removed, apply the manipulation test described in subsection (d), paragraph (3), Test H above.

TEST D. With the sliding sash lifted upward to the full limit within the confines of the window frame, a concentrated load of two hundred (200) pounds shall be applied separately to each sash member incorporating a locking device, at a point on the sash within six (6) inches of the locking device, in the direction parallel to the plane of glass that would tend to open the window. With the load removed, apply the manipulation test described in subsection (d), paragraph (3), Test H, above.

TEST E. With the sliding sash lifted upward to the full limit within the confines of the window frame, a concentrated load of two hundred (200) pounds shall be applied separately to each sash member incorporating a locking device, at a point on the sash within six (6) inches of the locking device, in the direction parallel to the plane of the glass that would tend to open the window, while, simultaneously, an additional concentrated load of seventy-five (75) pounds is applied to the same areas of the same sash member in the direction perpendicular to the plane of the glass towards the interior side of the window. With the loads

removed, apply the manipulation test described in subsection (d), paragraph (3), Test H, above.

TEST F. With the sliding sash lifted upward to the full limit within the confines of the window frame, a concentrated load of two hundred (200) pounds shall be applied separately to each sash member incorporating a locking device, at a point on the sash member within six (6) inches of the locking device, in the direction parallel to the plane of the glass that would tend to open the window while, simultaneously, an additional concentrated load of seventy-five (75) pounds is applied to the same area of the same sash member in the direction perpendicular to the plane of the glass toward the exterior side of the window. With the load removed, apply the manipulation test described in subsection (d), paragraph (3), Test H, above.

TEST G. For inside sliding windows, repeat Test F while simultaneously applying a concentrated load of twenty-five (25) pounds inward at the end of the movable bottom rail near the meeting stile opposite the lock stile. For outside sliding windows, repeat Test F while simultaneously applying a concentrated load of twenty-five (25) pounds in the same direction as the perpendicular load inward at the end of the movable bottom rail near the meeting stile opposite the lock stile outward.

TEST H. Perform the disassembly and manipulation test as described in subsection (d), paragraph (3), Test I above.

(b) The tests for Types B and C window assemblies shall be performed in the following order:

TEST A. With the swinging sash in the normal position, apply a concentrated load of one hundred

(100) pounds within three (3) inches of each end of the rail or stile which is opposite the hinged side, in the direction perpendicular to the plane of the glass that would tend to open the window.

TEST B. Repeat Test A and simultaneously apply a concentrated load of one hundred (100) pounds on the outside within one inch of the end of the stile or rail which is opposite the hinged side, in a direction parallel to the plane of the glazing which would tend to disengage the lock.

TEST C. With the swinging sash in the normal position, apply a concentrated load of two hundred (200) pounds on the rail or stile containing the locking device within six (6) inches of the lock.

TEST D. Repeat Test B while simultaneously applying Test C. The manipulation test described in subsection (d), paragraph (3), Test H, above, shall be applied in Tests A, B, and D to the sash with the load removed.

TEST E. Perform the disassembly and manipulation test as described in subsection (d), paragraph (3), Test I, above.

(c) Tests for Type D window assemblies shall be performed in the following order:

TEST A. With the sash in the normal position, simultaneously apply a concentrated load of one hundred (100) pounds within three (3) inches of the ends of each rail or stile which is perpendicular to the pivot sides in the direction that would tend to open the sash.

TEST B. With the sash in the normal position, apply a concentrated load of one hundred (100) pounds on the rail or stile containing the pivot within one inch of the pivot in a direction parallel to the pivots.

TEST C. Repeat Test B, applying the load to the opposite rail or stile.

TEST D. With the sash in the normal position, apply a concentrated load of two hundred (200) pounds on the rail or stile containing the locking device within six (6) inches of the lock.

TEST E. Repeat Test D while simultaneously applying the load specified in Test B. Repeat Test D while simultaneously applying the load specified in Test C above. The manipulation test described in subsection (d), paragraph (3), Test H, above, shall be applied in Tests A, B, C, and D above to the sash with the load removed.

TEST F. Perform the disassembly and manipulation test as described in subsection (d), paragraph (3), Test I, above.

- (d) A window assembly shall fail these tests if at any time during or after the tests, the assembly does not remain engaged, intact, and in the closed and locked position, or by manipulating an exposed component; or, if one can enter through displaced or damaged portions.

(e) The report shall contain a description of the results of the test performed in accordance with the test methods above. The report shall include the following: Identification of the samples tested; type, location, and number of anchors; type and thickness of glazing material, and an indication of whether or not the subject passed the test. The report shall also indicate at what point the assembly fails. The test report shall be certified to be a true copy by the testing laboratory and shall be forwarded direct from the laboratory to the enforcing authority.

(f) After September 1, 1979, all window assemblies utilized under this code, shall have affixed to each, a performance label identifying the following:

(a) Manufacturer of product by name.

(b) Testing laboratory.

(c) Certification that the product complies with Section XVI, California Model Building Security Ordinance. (Ord. No. 239, § 1, 3-27-79)

BIBLIOGRAPHY

- Beckard, Richard and Harris, Rueben T., Organizational Transitions: Managing Complex Change. Reading, Massachusetts: Addison-Wesley Publishing Company, 1977.
- Boyarsky, Bill, "Cities, State's Urban Areas Come of Age", California Journal Vol. 18, No. 10. (October 1987).
- Casale, Anthony M., Tracking Tomorrow's Trends, Andrews, McMeel and Parker, Kansas City, 1986. USA TODAY: Tracking Tomorrow's Trends.
- Darr, Thomas B., "Pondering Privatization May Be Good For Your Government", Governing (November 1987).
- Cunningham, Williland C., and Taylor, Todd H., "The Growing Role of Private Security". National Institute of Justice, Washington D.C. October, 1984.
- Elder, John D., "Impact of Proposed Davidson Brickyard Development on Police Services" (Typewritten) Monterey Park, Calif. 22 April 1981.
- Feinbaum, Robert, "Climate Right for Creating New Cities", California Journal Vol. 18 #10 (October 1987).
- Gruen, Nina; Gruen, Claude; and Smith Wallace F., "Demographic Changes and Their Effects on Real Estate Markets in the 1980's". The Developmental Component Series. ULI Washington D.C. 1982.
- Hunt, Stephen M., Downtown Denver Growth: Impact On Crime In The Future, Denver, Colorado: Denver Anti-Crime Council (1981).
- Irvine, Calif., Irvine Code (1979).
- Lafferty, Elaine, "Growth, the Cautious Approach is Politically Popular", California Journal Vol 18 (No. 10, October 1987).
- Mccoy, Laura, "Gridlock, Can We Untangle Our Freeway Mess?" California Journal Vol. 18 No. 8 (July 1987).
- Muncheimer, Walter K., A Model for the Service Level Impact of New Development on Police Services for the City of Costa Mesa, (Sacramento: Ralph Anderson and Associates (7 August 1987).
- Nierenberg, Gerard I., The Art of Negotiations. New York: Pocket Books, 1981.
- Pygman, James N., and Kateley, Richard., Tall Office Buildings in the United States. The Urban Land Institute., Washington D.C., 1985.

Shanahan, Michael G., "Private Enterprise and the Public Police: The Professionalizing Effects of a New Partnership", Police Leadership in America, Crisis and Opportunity. William A. Gelled, ED. New York: Praeger, 1985.

Spelman, William and Eck, John E., "Problem-Oriented Policing" National Institute of Justice, January 1987.

Toregas, Costis, "Strategic Management: Empowering the Vision", Public Technology Vol. 9 No. 9 (September 1987).

Tucker, Jonathan B., "Superskyscrapers" High Technology (January 1985).