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December 10, 1975

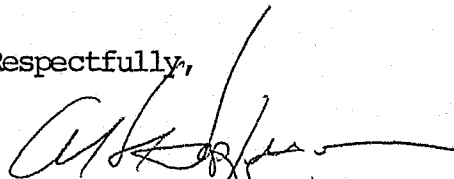
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Dear Sir:

Attached is an essay I bring to your attention for reference
and library purposes.

If I may be of further assistance, do not hesitate to write
me.

Respectfully,



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COMPREHENSIVE PLANNING

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AS APPLICABLE TO

LAW ENFORCEMENT

by

Anthony Hunter Hopfinger

1974

Dear Reader:

This essay, Comprehensive Planning as Related to Law Enforcement, is submitted in hopes of provoking thought on the subject matter.

In researching this topic, it became apparent that writing and/or research in the Comprehensive Planning Area of Law Enforcement is nonexistent and in the area of Police Planning itself, there is very little written and research is lacking. In this light, the concept of Comprehensive Planning was pursued from two different aspects. One approach focused upon land use and building design, while the other approach focused upon the (law enforcement) departmental structure.

This topic was chosen because of the writer's interest in law enforcement and a belief that if this subject matter was aptly developed, police service would increase and crime would decrease.

Respectfully submitted,

Anthony H. Hopfinger

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PREFACE

Law Enforcement affects people of all groupings and all walks of life. It is looked upon by many as a necessary evil and despised by many who have had contact with it. The Law Enforcement problem was first recognized as a problem of a national magnitude approximately a decade ago. In recognizing this problem, the federal government infused many billion dollars only to see reported crime take an upswing and another federal report issued giving some statistical validity to the theory that only half of all crime is reported.

As a result of an influx of many federal dollars and a desire on the part of those holding the purse strings of knowing where the money goes, to what is it used and what purpose is served; the Law Enforcement community was forced to plan. It is at this stage that most Law Enforcement Agencies find themselves. The total concept and the possible results of Law Enforcement Comprehensive Planning have yet to be effected.

ABSTRACT

Since the recognition of crime as a national problem many dollars have been expended. This funding originates from the federal level of government for that is where the money is. Since crime is a local problem these funds flow to the local level of government via the state criminal justice planning agency.

The issues facing local law enforcement are very complex yet it was this federal influx of funds that was to "stem the tide". None of these issues are self-sustaining but are interwoven with each other, complexing the situation more over. Only to mandate the local constabulary to "fight crime" will overlook the majority of time spent and calls answered, for the police spend most of their time handling situations and incidents that will never end up in a court of law for the review and verdict. How these types of situations are handled is a police decision. It is this area, the making of policy, that presents another set of critical issues. This also is further compounded with the issue of community control decision making input demands.

In recognizing crime as a national problem much was

written. It was these writings that suggested many alternatives and approaches to the above issues in particular and crime in general. Absent from these volumes was any mention of planning. In examining the police literature, planning or policy planning is left wanting.

Considering this, a planning premise is offered. Given the issues facing the police the theory of comprehensive planning is put forth. This is examined in the aspect of urban planning. In applying this model to the issues facing law enforcement two alternatives are reviewed. One, the role of comprehensive planning in a physical sense as it relates to crime such as the question of defensible space. Two, the role of comprehensive planning as a function of management.

"The problem of crime brings us together even as we join in common action, we know there can be no instant victory. Ancient evils do not yield to easy conquest. We cannot limit our efforts to enemies we can see. We must, with equal resolve, seek out new knowledge, new techniques, and new understandings." These remarks were delivered by former President Lyndon B. Johnson to the United States Congress, March 9, 1966. As a result, the President's Commission on Law Enforcement and Administration of Justice was launched. This commission was only the second national study undertaken to examine the issue of crime and the role of the criminal justice system. From its impetus much has since been written about the criminal justice system as a whole and law enforcement in particular. In brief the Commission concluded that America's criminal justice system is overcrowded, overworked, undermanned, underfinanced, and misunderstood. It urged input of the community and a willingness to examine old ways of doing things.¹

As a result of this study's conclusion - to eradicate crime - billions of dollars have been returned to state and local governments for implementation of eradication programs.

Along with such implementations, the rate of crime has increased and regardless of the reasons given for this increase, the public has taken note. It is this problem that must be addressed by all agencies of the criminal justice system. It is the police that find themselves more than any other agency being held accountable for this problem. It is also the police that is charged with both the enforcement of the law and the protection of civil liberties, an incompatible dual objectives; and while so performing, all the eyes are upon them - on the street.

This situation is looked upon by many a police administrator as a situation beyond one's control. He is faced with an increased demand for service, a shrinking budget due to inflation and salaries and a frustration of being blamed for the crime picture. When his department received new equipment it was on account of the available federal monies not that such equipment was necessary nor fit the needs of the community. Because of the disturbances of the sixties much money was allocated to containment type equipment as opposed to exploration of preventative measures.

It was only after re-examining the results of various

programs that questions were raised as to the propriety of the fund usage. As the public was being made aware of this funding a higher expectation was developing of the police, the policeman and the police delivery system. Along with the increase in reported crime, the public not only asked questions of its local police department but also demanded solutions to be found to cope, contain and reduce this crime picture. At the same time the federal monies which were available for equipment were no longer accessible without some type of planned program which outlined goals, objectives, usages and evaluations.

This picture although presenting the current problem does encompass the larger spectrum of history. Many of the police problems of today are a result of not only the police of yesterday but also the society of yesterday.

The origins of law enforcement is still being debated today. It has long been accepted that law enforcement as we know it came into being in England in 1829 as a result of the efforts of the Home Secretary, Sir Robert Peel.²

The people of England and London in particular were facing increased gang activity, robberies, and juvenile

delinquency which led to a hue and cry. It was also during this time that the industrial revolution was gaining momentum releasing many hands to the way of the machine and leaving many people idle some taking to the life of crime. The reforms instituted by Sir Robert Peel became known as the Peelian reforms and many of those points are still followed today by the law enforcement community.³

However, probably on account of the Anglo-Saxon heritage of this country, little is attributed to the development of law enforcement outside of England. Yet a study of Roman history might lead one to label Emperor Augustus (63 B.C. - A.D. 7) as the father of policing rather than Sir Robert Peel. It was during Augustus' tenure that peace and tranquility came about in the city of Rome and the period of time that the arts and letters flourished.⁴ Similar to London, Rome was an urban area and was facing much terrorized activity. There are many similarities of the Roman crime problem with the crime problem facing Americans today such as the absence of adequate street lighting, the cities minority problem, the physical layout of the city and the lack of an efficient law enforcement agency.⁵

Measures were explored and effected in these two urban

areas, London and Rome, during completely different periods of history as a result of a crime problem and in recognizing this as a problem various steps were taken.

The development of policing in the United States did not follow any one pattern nor format. It was not until the middle 1800's that law enforcement agencies materialized.⁶ Prior to this, as in England, there were various programs mostly providing some type of night watch. Such programs ranged from conscriptive service to being sentenced to a night watch. It was also during this period that the spoils era was in its height lending inefficiency and political consideration to the operations of law enforcement. From the inept watches to the spoils era came the curbstome courts and extra-judicial punishment. This coupled with the prohibition habits of the general populus encouraged the police to look the other way. The police who were poorly qualified, at times incompetent and at times immoral led to a corrupt and most sordid police practice.⁷

From this past along with various attempts for improvement e.g. The Peelian Reform, the Civil Service System and the like has emerged a police system as we know it today.

As with the police development of England and Rome various similarities are found. As American towns grew in size and population the development and organization of the police took place. As in England and Rome, lawlessness became more prevalent with urbanization:

"New York City was alleged to be the most crime ridden city in the world, with Philadelphia, Baltimore and Cincinnati not far behind Groups of youthful rowdies in the larger cities threatened to destroy the American reputation for respect for law⁸

The dilemma of law enforcement has not terminated with the infusing of modern technology nor the recognition of the politics of the police. If anything the situation has become more complex. The people no longer tolerate the curbstome court system and are increasingly being annoyed by the perceived lawlessness conditions. At the same time the people are aware of the United States Constitution and in particular the Bill of Rights and the freedoms enjoyed therefrom. Many of the actions of the police are perceived to violate such guarantees.

Two of the freedoms, freedom of speech and assembly, poses many serious enforcement problems for policing officials.

There is a fine line between an assembly and a riotous group or, given today's standards is an arrest warranted when "plainly obscene language" is used as recommended by a leading police text.⁹

People on the whole want protection, want to feel secure in their home and want safety on the streets. In delivering this service, society has created uniformed bodies of police. This group as opposed to an investigative body such as the Federal Bureau of Investigation feels the constitutional restrictions imposed upon them more keenly. The discrepancy between what people expect and what the police are privileged to do results in much misunderstanding and frustration.¹⁰

This is compounded by another ongoing controversy which has become known as law enforcement versus order maintenance. This addresses not the means of policing but the end; i.e. what role are the police to play. The destination is fundamental to the police role yet is quite dissimilar in action and in judgment. Order maintenance arises out of disputes while law enforcement arises out of victimization. The latter leads to an arrest, order maintenance rarely

does. Because an arrest is lacking, no judge will ever see the case to make a ruling. The officer is left to handle the situation on the spot with no guidelines, no supervision and in cases little sympathy from onlookers to support him.¹¹ From this dilemma, choices will have to be made. The officer in a police department finds himself serving in two organizations and serving two related but not identical functions. The strategy of one weakens the other. One requires specialization and strong hierarchical authority while the other relies upon decentralization, neighborhood involvement and community control.¹²

The issue of community control is presently at the forefront locally and has surfaced many hard questions. Although somewhat recent and new to the police the concept has been discussed and written about for a number of years (however not in such a concise term). This concept has many facets to it which the police as a whole are skeptical. After going through the spoil era to be reintroduced to the political spectrum again brings negative reactions. Along with the local school control question the issue of police has been placed on the political agenda. It has long been held that effective law enforcement depends upon the support

of all sections of the community. "Strong community ties provide the base for police prevention, deterrence, detection and control. Only where such ties exist do police have the chance to work effectively."¹³ This view cannot be dismissed as writing of a liberal for this premise was also held by O.W. Wilson, a recognized police authority. It was his contention that public support must be cultivated, that fairness and just treatment of citizens must be fundamental and to improve police service dialogue within the community is essential.¹⁴ Although recognizing the necessity of public support the question of community control per se is not pursued.

In fulfilling this objective as well as recognizing the issue of order maintenance a completely new type of police personnel was conceived the Community Service Officer along with setting aside the delimiting of various duties and tasks. This proposal, it was felt, would do much to enhance police service and community needs. This concept was visualized to counteract the isolation of the police from the community and augment police manpower as well as serve as a possible source of minority recruitment. Further it was felt that the Community Service Officer would man small neighbor-

hood offices.¹⁵

These issues and dilemmas facing the police pose many hard and serious questions for the police administrator. The police has received little guidance from legislature and city administrators in handling these intricate situations. In that the police deal daily with crime does not mean that they have unlimited power to prevent it, reduce it or defer it. The police did not create the social conditions that give rise to crime. What affect they can take on crime what direction to be taken, and what deployment formula to be utilized is a policy question. More than providing an answer the policy question raises another complex issue. There seems to exist a sharp contrast between policy formation to handle various street situations and policy formation on handling a stray dog.¹⁶

"In contrast, there have been only occasional efforts to make use of a deliberative planning process to develop policy guidelines and control police officers in dealing with the wide variety of situations that require the exercise of some form of police authority."¹⁷

These three enumerated areas, Law Enforcement versus Order Maintenance, Community Control versus Centralized Administration and the issue of Policy Information

exemplifies not only various issues and policies in current debate but also reflect the fragmented development of law enforcement. There is no single police mission. In many instances a dual objective is set forth yet this dual objective may be incompatible as in the case of community control versus centralized administration.

In addition a more basic question arises and is seen as a common thread running throughout these issues; that is, to whom does law enforcement serve and who controls it. Does law enforcement as purported serve the people and is it controlled by same? With the infusement of federal monies, the concept of federalism as related to law enforcement is altered. This in turn has a reflection upon the law enforcement relationship with the community it serves and in turn upon the issues presented. Accepting the premise of Mr. James Q. Wilson that the police role is more order maintenance than law enforcement and holding to the long accepted and revered democratic principle of people participation and their determination of policy, the question that is raised is to what degree does law enforcement meet this billing. Prevention being a part of order maintenance has a bearing on crime. Citizen cooperation being a part of the community

concept also has a bearing upon crime. Yet in measuring reported crimes the Federal Bureau of Investigation annual Uniform Crime Report has indicated an upswing over the past few years hence implying a failing or weakness somewhere in the system. Furthermore, there has been put forth some reliable data that the actual number of crimes committed is two to three times higher than the number of crimes reported.¹⁸ This in turn reflects upon one of the other issues presented, that of policy formation.

In order to path a course of direction from this dilemma or tie-in these factors into a viable program some essence of planning must be initiated.

As with the development of law enforcement in the United States, the development and evaluation of law enforcement planning likewise has been fragmented. Longed to be recognized as a function of administration; its concept, role and structure has been interpreted in a very limited context. One of the earliest writings in the field of United States law enforcement administration was undertaken by August Vollmer, an outstanding police administrator who is recognized as one of the first American authorities on

policing. He makes no mention of the function of planning in law enforcement nor does he discuss the various roles that might be developed in the areas of crime prevention as related to our overall community planning effort.¹⁹ For the most part his writing reflects the administrative structure of a police organization.

Continuing to employ writings as a measurement, no further works were undertaken until the 1950's. In his writings, O.W. Wilson (probably the foremost renowned United States police authority), recognized the need of planning in a police service and set aside a number of pages outlining a suggested police planning model. This is the first police writing that recognized the need of planning. Yet he only recognized the concept and role of planning from a managerial and administrative perspective. His treatment of planning is limited to such categories as management plans, operational plans and procedural plans as well as the need for the structural setup.²⁰ In discussion of crime prevention, he gives no recognition of a role, function, or even a need of planning on a community-wide basis in regards to a crime.²¹

This managerial and administrative perspective has been

elaborated upon to such extremes as the size of name index cards to be utilized by a police department

"Decision 11. What should be the size of complaint records?" Answer: Either letter size or 8"x5".

"Decision 12. How many copies should be made of the complaint sheet?" Answer: ". . . . it is usually wise to provide a carbon copy"22

It is also from this perspective that police planning is discussed by the Task Force Report. However, the analysis of crime and crime trend functions is mentioned in this discussion²³ which is a departure from previous writings. Also a planning model for decision making is offered (see appendix B). Thereby implying a recognizing of the issue of policy formation and for the first time offering a model concept for police planning.

It appears from the review of the police literature that Gresham's law of planning is at work: the explication of the obvious and the elaboration of the simple, drive out the research and analysis of social trends which is necessary for effective planning.

To damn the law enforcement community for being inflexible and for its non-recognition of a basic function

is rendering an unfair verdict. The federalist system of government found in this country not only renders the police problems and issues at the feet of local government but also encourages fragmented development of local governments which in turn renders fragmented development of law enforcement. Such critical issues as order maintenance and community control not unique to any one local government is left unresolved as a fundamental police issue. Due to limited local resources such a comprehensive undertaking is left wanting. To render a judgement that it cannot be done is contrary to more recent planning developments.

As a result of the influx of federal monies to local government and hence federal standards, guidelines and criteria police planning has been demanded. This effort is largely the result of L.E.A.A. (Law Enforcement Assistance Administration). With the passage of the Omnibus Crime Control Act in 1968, L.E.A.A. became operational. One of its basic requirements was not only the mandatory establishment of state (criminal justice) planning agencies but also the order for a state wide comprehensive plan (as related to the criminal justice system). This requirement was achieved by legislating the requirement of having such a

plan prior to the release of any federal monies.

The Michigan Comprehensive Plan, as an example, is comprehensive in nature from an administrative structure. That is, as written at the state level all facets of applicable state governmental agencies are included e.g. Corrections, Probation, Parole and Police. Included also is the recognition of the structure and role of various agencies on the local level e.g. Police, Courts, Prosecutor. For the first time this model offers a radical departure from traditional police planning. The document dissects criminal activity from both a programmed basis and also from a preventative basis.²⁴ Such programs as Drug Abuse Abatement, Paraprofessionals, Alcohol Addiction Control and the like are discussed. Preventative aspects as the role of the mass media, judges and citizens are touched upon. Various police service public protection areas are identified such as improved detection methods and the forensic services. Yet only the identification of such programs and the recognition of fulfilling a need of such areas are discussed. The analysis, measurement and modeling of such programs and preventative measures are left unanswered.

However a fairly comprehensive overview of not only all facets of the criminal justice system but also those problems facing each facet and an identification and synopsis of the problems is given. This comprehensive plan is one of four such reports required, compiled and issued by state planning agencies. The comprehensive plan was not intended to be only used as a vehicle for the conveyance of federal funds to various state and local units but instead it was expected to deal with the total criminal justice system. Yet the deficiency lies in the attempt to employ the document for funding purposes.

As with any type of plan, various elements must be addressed. The question of goals and direction must be set forth. In reviewing the recent development as related to criminal justice planning such recognition is lacking. The Michigan plan addresses only administrative structuring and identification of criminal justice problems. In order to fully realize the concept of goals and direction, a measuring device needs to be constructed and employed; hence the need of statistical data. Yet in analyzing the document such is lacking raising the question whether state planning

agencies are in fact planners or merely grant administrators. This type of planning has contributed much to the understanding of various problems facing all agencies in the criminal justice system. Considering law enforcement in particular this plan does not fulfill all the needs of the outlined issues. In searching for an appropriate model, because one is lacking in law enforcement, one is forced to go outside the law enforcement spectrum.

Planning on a theoretical basis can be approached from many fronts. As has been previously discussed, the Task Force on Police has offered a policy formation and execution planning model. This is one of many planning models available. Various other models come into play depending upon the need or focus.

In analyzing a plan as an instrument, eleven components have been identified all of which is urged to be included in any type of plan:²⁵

1. Title
2. Name of person authorizing the plan
3. Name of person approving the plan
4. Name of person preparing the plan
5. Objectives of the plan
6. Outline of the plan
7. Recommendations
8. Expected results
9. Resource requirements

10. Supportive evidence
11. Date submitted

In planning development, another model is put forth consisting of fourteen points:²⁶

1. Aware of a need for a plan
2. Statement of objectives
3. Broad outline
4. Approval
5. Organizing and staffing
6. Specific outline
7. Establishing contacts
8. Obtaining data
9. Evaluating data
10. Tentative conclusions
11. Testing components
12. Preparing final plan
13. Testing the plan
14. Obtaining approval of the plan

In analyzing the concept of planning further, four theories are suggested. The theory of determination consists of three major concepts: one, analysis of the source of ideas and the characteristics of each source; second, concept of standards; and third, cause identification.²⁷ Each concept has its own model and suggested format. The second theory is the theory of choice. Its basic premise stems from an assumption that most plans will have two or more alternatives. From this premise various factors are plugged into the theory such as:

territorial assignments
cost-benefit
time available
frequency
probability
forecasting²⁸

The theory of data collection and the theory of testing have taken on such sophistication that they are subjects of study within their own right.

It is from these approaches and theories that the subject area of planning has been analyzed, dissected and applied. No one model holds an all encompassing answer and no one approach is self sustaining.

In applying planning to such issues facing law enforcement as presented, various questions remain unanswered. The theoretical models presented do not address itself to an on-going situation nor a multi-facet problem situation.

The concept of comprehensive planning as related to urban or city planning offers another alternative worthy of some consideration. Urban planning is not a new concept for there are records going as far back as Egyptian and Mesopotamian cities indicating street planning. Also there is some indication that because of the need for protection during the Middle Ages the walled European city was planned.

The development of urban planning in the United States dates from 1682 with input of street layout of Philadelphia by William Penn.²⁹ The early urban planning efforts dealt with for the most part, geographical considerations of a city. The causes of urban planning are identical to police development. Due to a changing mode of living and accompanied by a rapid urbanization as a result of the concept of industrialization many completely new problems were developing which called for some type of organized and planned effort. By the 1920's the concept of comprehensive planning as applied to the physical layout of a city was well established. The regional aspects of planning began to be recognized past the 1920's. It has only been most recently that a fuller concept of urban planning has been recognized implying among other factors serviceability and social planning.

The concept of a comprehensive plan has become known as an official public document adopted by a local government to serve as a policy guide regarding decisions about the physical development of a community.³⁰ It is regarded as a general document as opposed to a specific piece of legislation. In other words it is a plan that summarizes policies

and proposals as opposed to specific or detailed regulations. It is concerned for the long range picture - twenty to thirty years as opposed to the immediate future. For the most part, there are three elements of a comprehensive plan: that of, land use, public facilities and circulation.³¹ As indicated an expanded scope of comprehensive planning is being recognized. This recognition is not meant to imply that the expanded version is unanimously accepted for there is much controversy surrounding this expanded concept and little has been done in this area to be labeled anything but experimentation.

To only accept the physical picture and admit to the debate of the social environment is to sell short the concept of comprehensive planning. Among other factors that need to be recognized is the establishment of objectives. If such establishment is to be carried out for an institutional and/or organizational entity then the affairs are conducted so as to maximize the attainment of those goals and objectives.

As such, its purpose is to intergrade various functional and partial planning activities. An example of such a large scale project is the Tennessee Valley program which includes

flood control, navigation, land-use readjustment, community relocation, electrical power generation and distribution.

This approach implies that much more needs to be done in the field of comprehensive planning especially on an educational level. The trend of our society will not only require but demand such planning. Then given this premise, comprehensive planning will constitute one of the greater challenges.³²

In that society or a community is ongoing and changing so also are the goals of society or community. Furthermore, it is a fairly safe assumption that to win approval or reach a consensus it will be achieved via the democratic process. One of the most difficult tasks involved with this process is the identification of the collective goals and the measurement of same. Hence, to the extent then that comprehensive planning is possible it is something to be discovered rather than willed.³³ Another contention surrounding comprehensive planning is that it cannot be achieved, for government only moves at a snails pace and only direct issues of immediate importance will generate sufficient interest for a community to express their feelings. If this is the case then the goals or objectives of society will be most difficult to grasp. Yet for a planner to

function, not only are the goals needed but also the framework within which the goals are to be pursued need to be identified. However it is this very issue that has generated so much controversy over the fuller concept of planning. This contention is also one of the issues facing police administration, that of community control - the partnership of the professional and the politician.

In applying the concept of Comprehensive Planning to the area of law enforcement and interpreting comprehensive planning in the physical sense a completely new area of planning surfaces for law enforcement. If police agencies would participate with local planning agencies both public and private in community physical planning then it is my premise the rate or nature of crime as well as the fear of crime would decrease.

This type of planning can be put into categories of various areas as:

- industrial
- business and commerce
- residential
- governmental
- open area
- redevelopment
- building requirements

The necessity for this involvement cannot be argued for it has long been recognized that certain physical conditions contribute to the rate and nature of crime. This can be ascertained by taking a map and pinpointing where reported crime exists and in particular those crimes against property as opposed to crime against the person. Collecting this data with such physical characteristics as poor lighting, crime target concealment, areas of inaccessibility of police patrol, lack of target hardening requirements i.e. dead bolt lock, old buildings, etc. a picture will develop similar to that of report crime. This is not to say that government is not concerned for planning nor public safety planning however crime prevention planning has been left wanting.

"The neglect of crime prevention in the physical planning process can be explained by: a lack of awareness of the possible contributions which could be made by physical planning and therefore, the lack of support in the form of codes, policies and manpower; the lack of incentives to include crime preventive measures by insurance companies and underwriters; the lack of a body of knowledge and the education and training efforts to produce personnel skilled in the application of crime prevention in the physical planning process."³⁴

If a primary purpose of the police is the involvement in crime reduction then a police community approach to physical planning should be manifold. This approach would prevent and deter crime. It would prevent a physical barrier to crime, provide barriers that would prolong the time required for the physical act to be accomplished and improve the effectiveness of preventative patrol and apprehension rates.

One of the means of obtaining a far reaching implementation of building security measures would be by making such requirements mandatory in other words an enactment of a building security code. This suggestion is geared more to property as opposed to people. Traditionally building codes were for the protection of health and safety of the people. Yet to rule a crime problem as not people involved is to sell it short. A question that does arise which poses the need of some research is that many of the present fire codes are not conducive for a security plan. For example, fire egress doors are made mandatory by code for a large building structure, these doors especially a number of them make it harder to prevent intrusion by unwanted outsiders.³⁵

Another code for consideration is the use of hardware and construction material. One of the most common considerations is door locks. Standards have yet to be developed for security requirements however, regardless of the standard a dead bolt lock is essential. Other types of devices to be considered include the use of grilles, king-pins, viewing devices, security chains, door and door frame construction, and glass. There are also security considerations unique for common areas such as halls, stairs, elevators and the like. Such devices as close circuit television, speaker systems, lighting, locking of stairwell doors (an area already governed by fire code) and mirrors are already available waiting for the necessary implementation.

Public Housing presents another area of concern. Due to the economic and social conditions existing, many residents live in fear of being victimized. Being sensitive of these factors at the design stage might lend some security to such housing projects. However it must be recognized from the outset that because much of the crime problem stems from social and economic conditions the vulnerability of public housing will not be stemmed only modified. Considerations as lighting, controlled verses uncontrolled accesses,

proper locking devices and door construction will contribute to modification of the problem. The limits of the hardware approach can only be strengthened by an employment of a "software" approach. Given the people make up of public housing, domestic arguments occur at a higher rate. The police becomes involved via order maintenance. Through an approach developed by the New York City Police Department a family crisis intervention formula was developed to handle not only the peace keeping calls but also to arrange treatment of the exemplified problem.

Another factor worthy of consideration is the physical design of the living environment. This is exemplified by the use of T-shaped or L-shaped designed corridors, circumscribing areas of activity and zone inherence.³⁶ From this concept comes the term "defensible space" which is defined as a living environment employable by the residents for the enhancement of their lives while providing security. This is achieved by grouping of dwellings to reinforce associations of mutual benefit, by delineating paths of movements, by defining areas of activity for particular users, and by providing natural opportunities for visual surveillance.³⁷

The need to explore this concept was further underlined as a result of a study of the patterns of burglary. A recommendation resulting from this study was for the use of bolt locking of doors and windows and use of outside lighting.³⁸ Again underlying the necessity of preventative "pre-action".

The exploration of architectural design for crime prevention is a very recent concern. When explored there appears a casual relationship between architectural design and the concept of defensible space. For the concept of defensible space is a resultant factor of three preventative approaches to crime, that is: corrective prevention, punitive prevention and mechanical prevention. The architectural design concept embraces both the mechanical and corrective approaches. Utilizing the forementioned pin map as related to reported crime and overlaid with apparently inadequately design considerations one is taken for the most part to low income urban housing as opposed to middle income urban housing. This crime picture is further exemplified by a study done by the New York Housing Authority Police in 1969 which pictorially presents felony crimes for that year (see appendix C). Using this as a target group many applications can be

made for architectural design crime prevention inputs.

One proposal advanced to meet this problem is to redefine territorially and spacial considerations. Due to halls, lobbies and grounds being considered by law to be public, strangers have a legal right to enter such zones. Whereas this problem is handled in another income bracket by the hiring of doormen and elevator operators such considerations are out of the question due to economics.³⁹ Another territorial consideration that is lost in a public housing complex is the inability to distinguish between neighbor and stranger. This in turn serves to work against security. As a result the balance between privacy and community is left wanting.

If applied in such a manner as being cognizant of preventative measures, architectural design can go a long way in reducing crime and alleviating the fear of crime. For example the design use of a street has many implications. In closing a street there was noted a decrease in crime. In reshaping a street and erecting symbolic portals at each end a notable decrease of crime occurred in a high crime area. This in turn gave rise to a community spirit movement among the residents of the area.⁴⁰ The use of symbol barriers could go a long way for preventing crime such as the

previously mentioned use of portals. This could be employed in the transition from a public street to a private zone be it an apartment or ground.

A community concept could be utilized in floor design or building interior definition. A double-loaded corridor does not lend itself privacy but results in anonymous public space, devoid of territorial prerogatives.⁴¹ On the other hand a clustering of apartments would reinstitute the concept of defensible space. This would be futhered by the incorporation of various facilities as children parks and outside lounges within a defined zone of influence such as the adjacent area to a building entrance. This also would serve to answer occupant needs. These considerations are premised upon the concept of community. This inturn runs counter to "number". For the concept community implies a limit. In expanding that limit the sense of community is lost.

These social considerations coupled with various mechanical considerations offer numerous avenues in applying physical design to prevention of crime. Although discussed in a limited context, that of public housing, an area of crime prevention is recognized which is developed

on a large scale or comprehensive basis could go a long way in re-establishing a community concept which in turn would enhance crime prevention. This application offers one avenue of approach patterned after a comprehensive plan model. However premised with this model application are certain other considerations that need to be addressed.

If Comprehensive Planning in a physical sense has a relationship in the law enforcement it then requires an input from the community it serves. This in turn reverts back to what role law enforcement would take i.e. law and order versus order maintenance. This is coupled with another law enforcement issue that of policy formation.

Crime prevention has long been recognized as a function of law enforcement.⁴² What role it plays has long been debated. Traditionally it has been patterned closely to resemble law and order such as delinquency control, and child welfare investigation. As the order maintenance concept became visible to police, community relations became vogue which organizationally was structured as a liaison function. It has only been recently that community involvement has been recognized as having an influence upon crime prevention.

This interjects another current issue facing police administrators: community control.

Setting these issues together and organizationally structuring them into a formula to provide a delivery (of services) system as opposed to a blockage has been perplexing. Administratively speaking on a theoretical level the necessity of comprehensive planning has been recognized and accepted as achieving such an end.

The rapidity of change and the diverse potential uses of technology put a premium upon the anticipation and direction of these changes through systematic planning. Any organization which does not have a four-five-or ten year plan is risking destruction or a series of continuing crises in its operation.⁴³

For Police organizationally speaking the necessity of comprehensive planning is yet to be accepted left alone fully recognized. Its only lately that such issues as policy formation, order maintenance, and the role of community involvement have been recognized as a legitimate police planning problem.

As in the relationship of physical planning and law enforcement, various avenues are offered for a police administrative design regarding planning. One such approach

is known as program, evaluation, and review technique or PERT. If looked upon as an aid in the management function, then the planning function will be refocused more along the needs which are to be fulfilled. This concept is oriented toward the control of time, applicable in situations where uncertainty in time requirements is involved. Broken down into elements PERT is concerned with events and activities. If looked upon as a reply to various police issues, this model will not suffice. Community control, order maintenance and policy formation questions are left unanswered. If this model is looked upon as an administrative tool, and only that, the complexity of the issues being faced when programmed will be on a more manageable level. PERT is more applicable for short range program planning implementations.

Another aspect which is very applicable to long range or comprehensive planning is the Planning Programming Budgeting System or PPBS. One of the basic goals of this concept is to create a decision making structure that focuses upon fundamental objectives. One of the tasks is to break-down objectives into a measureable index and acceptable level. If a general policy goal is the prevention of crime, this

goal is not conducive to how it is to be achieved, what sub-goals are encompassed within this broad goal such as burglary prevention, what (numbers) is an acceptable level of burglaries in a given period, what methods to employ to achieve the desired goal, etc. Another inherent element is the planning and programming of such goals and objectives in fiscal considerations. A basic function of management is budgetary planning. This is very real consideration for those in the public sector. With PPBS the focus is not upon the budget (dollar) input but upon the output of the program. Instead of focusing upon procedure, input and yesterday this system redirects the attention to policy, output and tomorrow; the what to be done, for whom and how it can best be done. In arriving at "what to be done" various alternatives are presented and cost-benefited out. In order to fully realize this program, a multi year approach is necessary, there is the necessity of planning. Not only is planning needed on a long term basis as far as years but also in order to fully realize the program a total input and involvement is needed by all the staff. In that the focus is upon policy - a dilemma issue - input from the community served is also a necessity.

This aspect is augmented by another approach known as Management By Objectives or MBO. As in PPBS, MBO is concerned with the total picture focusing upon the end result. A key element to any planning is the identification of goals, MBO centers its attention upon the identification and attainment process of such goals. As like PPBS, MBO breaks such goals down in various sub-elements, identifies them and then projects an achievement factor. At the conclusion of the given time period such objectives are measured (after the fact) to determine if they are attained. In essence, the process of MBO is deciding where one wants to go and then setting up a course of action to reach that end. Included within this is some type of quantitative analysis. The principle behind this thought is to allow planning by all concerned in a way that defines broad objectives. It is reasoned that with this comprehensive approach additional flexibility for the organization will be allowed, effectiveness will increase for those concerned will be more involved and committed, and the direction of the organization will be clarified. The essential elements of PPBS are participation and involvement. This implies a stringing together of human resources in the sharing of responsibility and an involvement in the decision making process relative to the area of concern.

By establishing through a planning process what the organization is to do to fulfill its basic purpose, how it is to be done, when it is to be done and applying a cost figure along with setting up a performance scale to measure progress, the basic purpose for which the organization exists hence to which all members are to focus their effort will be achieved. The operational boundaries will be set forth and known. The standards against which the organization makes decisions will be common knowledge.

Applying the concept of comprehensive planning to the physical area of crime prevention opens a new area. Traditionally, law enforcement has not been involved with such prior planning. To suggest a development of security code as compared to a fire code is a radical departure. The idea of defensible space has yet to be fully developed. A transition zone first appears to be something more officiated with outer space than crime prevention planning. This is a radical departure for the role of designing a street or planning a recreational park has been left to the city engineers and urban planners. To suggest rethinking of building design from such present construction as a double-loaded corridor to something more in tune to a community

spirit such as groupings of entrances is another radical idea. Yet it is this type of long range physical planning that is suggested. It is the use of lighting, the construction of parks, the design of building corridors, and the mandating of building equipment that will prevent the criminal act. To physically design a community spirit will challenge a stranger. To challenge a stranger will go a long way in preventing crime.

This role will involve more law enforcement into the areas of order maintenance, community interaction and necessitate policy formation. Administrative planning in a comprehensive design for law enforcement has been lacking. The size of complaint cards are planned but the role of the police in "when to shoot" is in many cases not governed by police policy. Output analysis is another area that has not been developed. To say what has been done or what the taxpayers money has bought, cannot be identified because in many cases goals are lacking; or if present, relating to those goals to specific programs has been lacking. Yet this is basic prior any development of a multi-year plan. To develop such policies without community input is to short circuit the plan.

In order for the police to reduce crime, planning is essential. Deciding what goals to pursue, what alternative courses of action to consider and exploring the avenues available is a decision-making process that the police cannot do alone and at the same time develop a wide-base commitment. To achieve the end result, a fuller or a comprehensive plan is in order.

APPENDIX A

From the beginning of policing, as we know it today, law enforcement has developed from a casual relationship. This ethos has prevailed into contemporary policing. The police, being a closed society, has evolved into what it is today with little outside influence and as a result little has changed from those declared principles and practices as set forth by Sir Robert Peel in the 1800's in England.

It has only been recently (since the 1960's) that any national attention has been directed to law enforcement. And again law enforcement has willowed in the wind within a casual (relationship) framework. That which has been written concerning policing centers around "modern" management principles. These writers advocate importing from the business world those principles found to be successful. As a result "efficiency" is proposed as a goal which at times runs counter to the philosophy of community control. Again law enforcement finds itself reacting both to the input of updating police management and to the hue and cry of community responsibility.

Whether this cause/effect model/will ever be replaced, altered or modified is a matter of conjecture. However Urban Planners have advocated a design for a somewhat parallel situation.

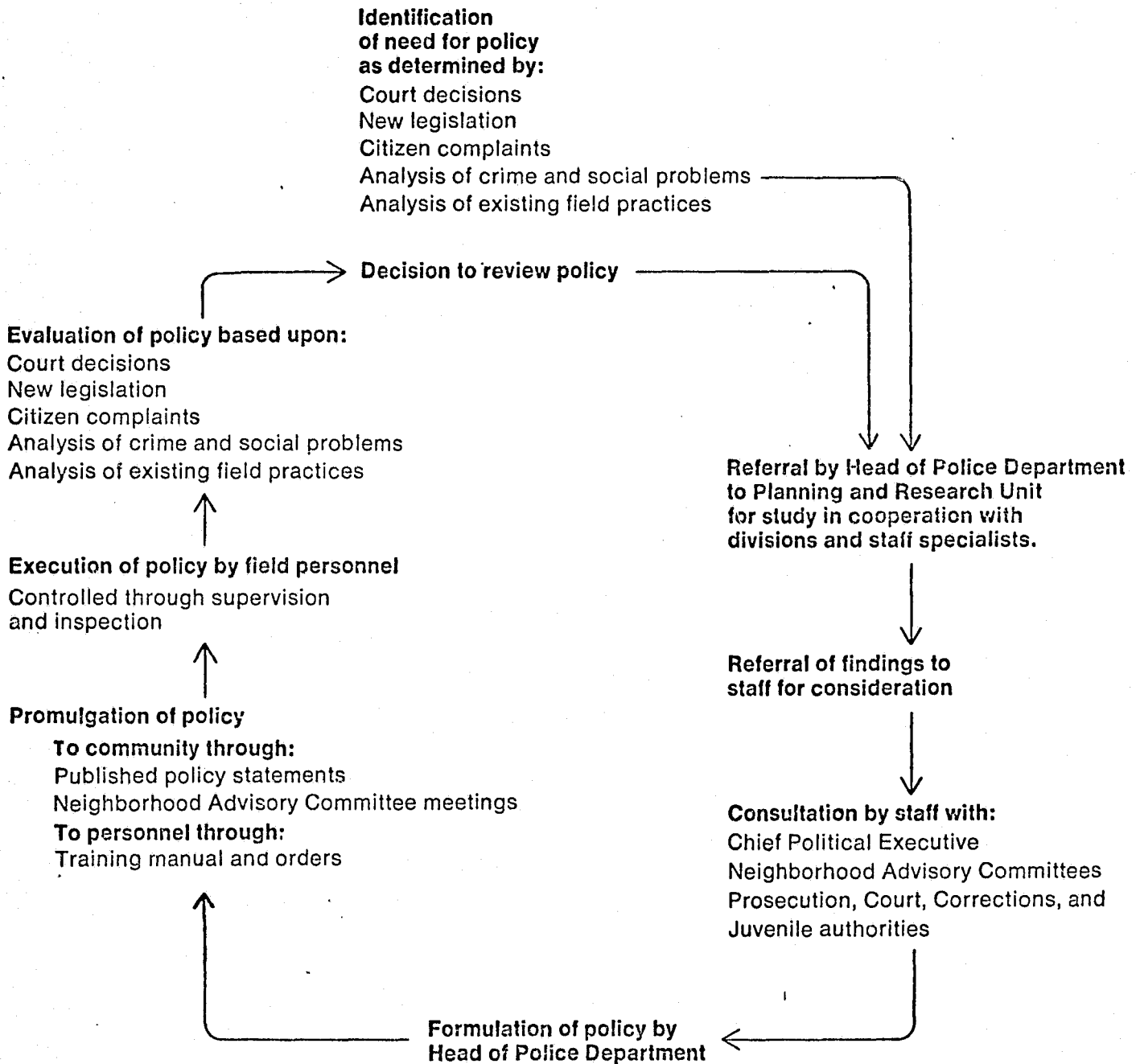
It is this design model, Comprehensive Planning, that will be reviewed, analyzed, and studied.

Although some writings have given attention to police planning, no literature is presently available as to the total or a proposed total planning theory in law enforcement. In so analyzing this topic, not only will Comprehensive Planning be studied as to its components and evolution but also law enforcement will be likewise reviewed isolating its components and re-examine its evolution.

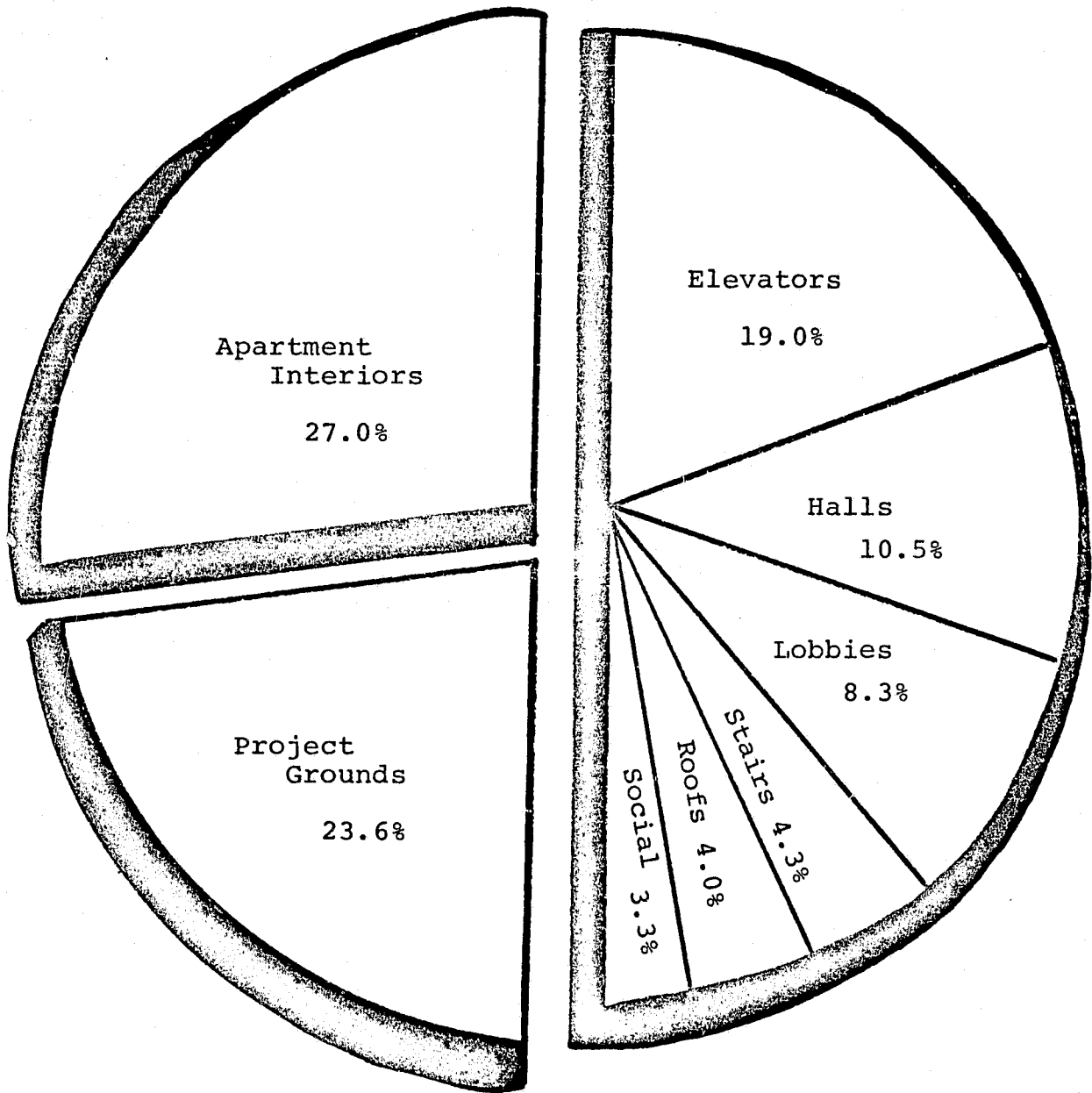
This study will examine the application of a Comprehensive Planning design model to law enforcement as to its application and feasibility and to project its operational effectiveness considering and identifying both its assets and drawbacks.

APPENDIX B

Formulation and Execution of Police Policy



APPENDIX C



FOOTNOTES

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