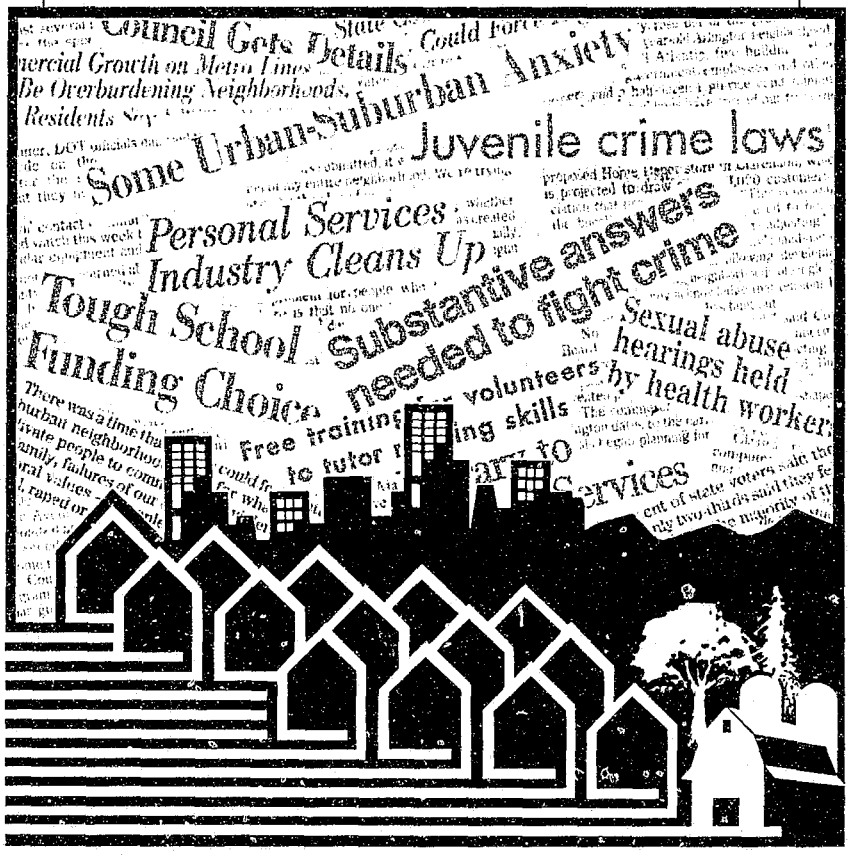
UNITING COMMUNITIES

THROUGH CRIME PREVENTION

SPECIAL FOCUS

UNITING COMMUNITIES THROUGH CRIME PREVENTION



National Crime Prevention Council
Washington, DC

Publication Funded by
Bureau of Justice Assistance

Office of Justice Programs ■ U.S. Department of Justice

This publication was funded through Cooperative Funding Agreement No. 92-DD-CX-K022 with the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. Opinions are those of NCPC or cited sources and do not necessarily reflect the policies or positions of the U.S. Department of Justice. The Bureau of Justice Assistance is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

TAKE A BITE OUT OF CRIME

The National Crime Prevention Council is a private, nonprofit tax-exempt [501(c)(3)] organization whose principal mission is to enable people to prevent crime and build safer, more caring communities. NCPC publishes books, kits of camera-ready program materials, posters, and informational and policy reports on a variety of crime prevention and community-building subjects. NCPC offers training, technical assistance, and national focus for crime prevention: it acts as secretariat for the Crime Prevention Coalition, more than 120 national, federal, and state organizations committed to preventing crime. It also operates demonstration and other programs (such as Teens, Crime, and the Community; Youth as Resources; and Community Responses to Drug Abuse) and takes a major leadership role in youth crime prevention. NCPC manages the National Citizens' Crime Prevention Campaign, which includes the McGruff "Take A Bite Out Of Crime" public service advertising and is substantially funded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice.

Printed in the United States of America
July 1994

TABLE OF CONTENTS

ACKNOWLEDGEMENTS

This document is grounded in five premises:

- We cannot afford individuals, families, and communities torn by violence and other crimes.
- We can no longer afford to keep building, staffing, and operating more and more jails and prisons at the expense of other urgent needs at all levels.
- Police know that prevention is the best defense against crime, but they also know that without public support and involvement, it is ineffective.
- Prevention is the only approach to dealing with crime that does not require that a crime take place.
- Prevention works.

It is our hope that this document will help promote prevention as an answer to crime. We believe it makes the case clearly and demonstrates applications eloquently. The excellent base of experience and knowledge laid during the past 20 years supports this goal.

The text is shaped by the thoughtful insights of many people who have worked in crime prevention—academics, executives, field practitioners, policymakers, students, and more. It benefits from the experience of people who have shared their crime prevention knowledge over many years. It draws deeply on the experiences of many member organizations of the Crime Prevention Coalition, especially as reflected in *Crime Prevention in America: Foundations for Action.*

The inspiration for this document arose out of discussions by practitioners and policymakers, and was focused and spearheaded by Robert H. Brown, Jr., Chief, Community Crime Prevention Branch, Bureau of Justice Assistance, Office of Justice Programs, U. S. Department of Justice. He not only encouraged the work but reviewed every draft faithfully.

The National Crime Prevention Council (NCPC) agreed to take on what proved to be a formidable challenge—describing crime prevention, its promise, and its application in operational terms. The document was principally researched and written by Jean F. O'Neil, NCPC's Director of Research and Policy Analysis and Managing Editor. John A. Calhoun, NCPC's Executive Director, served as editor, coach, and honest critic, as well as theoretician and pragmatist. NCPC staff who assisted by reviewing texts, discussing ideas, and encouraging this effort also included Mac Gray, Maria Nagorski, Terry Modglin, Faye Warren, John Rosiak, Mary Jo Marvin, and Jacqueline Aker. Marty Pociask helped in production.

Many people were kind enough to look over various versions of this work. Sincere thanks go to Earl Beattie, Idaho Department of Public Safety; Jim Boucher, Hartford Areas Rally Together, Hartford, Connecticut; Steve Bucklin, American Society for Industrial Security's Crime Prevention Committee; Dr. Robert Kirchner and Donna Schulz, Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice; Dr. Fred Heinzelman, National Institute of Justice, Office of Justice Programs, U.S. Department of Justice; Professor Frank Hartmann, Kennedy School of Government, Harvard University; Domingo Herraiz, Ohio Crime Prevention Association; David Rost, Missouri Department of Public Safety; Janet Quist, National League of Cities; Betsy Cantrell, National Sheriffs' Association; Laura Waxman, U.S. Conference of Mayors; Lt. A. J. Key, Arlington, Texas, Police Department; Susan Richards, now retired from the Houston, Texas, Police Department; Debbie Lindsey Opel, Assistant to the Mayor, Corpus Christi, Texas; and Denise Owens, Rhode Island Crime Prevention Officers Association. Each provided helpful insights and suggestions. We are deeply grateful to them.

CHAPTER 1

UNITED BY PREVENTION

Preventing crime is a purpose that can unite neighborhoods and communities, a task that can gather energies and allies. It involves everyone in the community, focuses community energies in positive ways, builds partnerships, reduces crime and fear, and makes communities more vital. It adapts to local needs and circumstances, saves money and heartache, and frees up resources to meet other community needs. Crime prevention is not a single program but an approach that both deters crime and enhances community health.

This document describes what crime prevention encompasses, demonstrates its effectiveness, details roles that various members of the community can (and should) play in preventing crime, provides a framework for developing locally relevant programs that encompass all of the richness of crime prevention, and suggests resources for those interested in more detailed discussions of various aspects of prevention. It offers an approach to dealing with crime that costs less than dealing with crime after the fact, in terms of both cash expenses and human suffering.

Crime prevention deals with both immediate situations and causes that are far removed in time and space. It provides know-how for individuals, neighborhoods, or whole cities; it addresses the physical and social needs of communities, from redesigning streets to formulating social programs. It deals with fear that paralyzes communities and their residents and saps civic lifeblood.

The Community Setting

A community is a gathering of people who live in the same area or who share interests. A residential neighborhood, a high-rise apartment or office building, a school, a church, a professional society, or a civic network can be a community.

Communities are central to the concept and practice of crime prevention. Our definitions of community have shifted to encompass more than just place of residence, which has made the *idea* of community even more important. Most adults and children spend large parts of their time in at least two communities—school or work and residential. Freedom from crime is important in each, as in all communities.

To thrive, the community must offer its members a sense of security not just in their homes but in streets, corridors, public places, and commercial spaces. Community members must feel free to interact with each other, not forced into isolation for mere survival. That feeling must be supported not just by law enforcement agencies but by those who make up the community. In this context, it goes hand-in-glove with community policing, which seeks to assist communities in building and sustaining that sense of security and shared expectations and standards. Not unlike community policing, crime prevention invests the community in forestalling harm, in addressing causes, and in solving problems rather than just reacting to events and addressing symptoms.

Not unlike community policing, crime prevention invests the community in forestalling harm, in addressing causes, and in solving problems.

Beyond Self-Protection

Individual prevention actions are necessary but not sufficient. Even if home is a secure fortress, its residents must travel to work, to the store, to school, to church, and to play. There must be a safe and secure climate beyond the front door in order for them to do so. Creating that climate requires action in concert with other members of the community. The action may not always be easy, but it can be effective—even in reclaiming hard-hit areas. Whether it is as basic as organizing a Neighborhood Watch or as complex as ridding the area of an active drug trade, community action draws in the local law enforcement agency as a key partner.

With a safer neighborhood, many people are willing to meet the challenge of community-wide action. It is no accident that community policing's advocates point to its role in re-establishing or reinforcing a sense of security and control among and by neighbors as one of the major assets of this approach. Community policing recognizes intrinsically that security must extend beyond self-protection, that the community must be safe for the individual to be secure within it. It also works to enhance the sense of cohesion and the partnerships that enable communities to prevent crime.

Security must extend beyond self-protection.

Crime Prevention and Community Health

There is no question that a community suffers from every crime.[1] The loss of productive time; the costs of injuries; and the expense of catching, prosecuting, and jailing the offender combine with less tangible but no less real community wounds—increased citizen fear, diminished use of public space, reduced participation in civic activities, decreased economic and social activity, and decreased respect for duly constituted authority—to cause physical, fiscal, and psychic harm to the concept of community.

Fear is a vicious force that can cause residents to change their behavior dramatically, can disrupt community life thoroughly, and can force residents into isolation.

Fear in particular is a vicious force that can cause residents to change their behavior dramatically, can disrupt community life thoroughly, and can force residents into isolation. A parent refuses to attend an evening PTA meeting; a business closes at 5:00 p.m. instead of 9:00 p.m.; older residents venture outside only briefly at the height of daylight; cultural, sports, and civic events suffer as concerned patrons forgo attendance to avoid the prospect of victimization; children are kept out of playgrounds and parks by worried adults.

The modern concept of community-oriented policing has recognized the role of fear in the community's reaction to crime, and the best community policing models acknowledge that civic perceptions deserve equal attention with crime realities in identifying and addressing community problems. The crime prevention experience, like that of community policing, documents the power of working with residents in the environments that are important to them, on the problems and concerns that make a difference in their lives, rather than dealing only with cold, sometimes inadequate crime statistics.

The public health community, especially through the Centers for Disease Control and Prevention of the U.S. Public Health Service (Department of Health and Human Services), has in recent years acknowledged that violent crime is a preventable public health problem and that as such it must be addressed on a community rather than on an individual level. It is the community's health in this case that must be restored or reinforced if crime is to be reduced.

Aiming To Empower Communities

Crime prevention seeks to build and sustain the kinds of communities that can keep themselves healthy through a sensible combination of formal (legal) and informal (social) controls and safeguards. Through regulations, laws, and sanctions, the community provides explicit standards and expectations and establishes official punishment for those

Crime prevention seeks to build and sustain the kinds of communities that can keep themselves healthy.

who violate the rules. Unofficial attitudes and actions by community members, such as peer pressure and neighborhood standards, are the informal ways in which the community defines, teaches, and encourages acceptable behavior in a variety of settings. Examples include the neighbor who stops a child from vandalizing a street sign, the children who refuse drugs and report pushers, or the youth who pressure friends to stay out of gangs.

Informal social controls in a community are extremely important in preventing crime. They are what many people speak of when they talk about "the way things used to be." One study described them in a familiar way:

> Neighbors questioning strangers, watching over each other's property, and intervening in local disturbances (e.g., scolding children for fighting) are all examples of informal social control. The basis for these behaviors is a shared set of norms for appropriate public behavior.[2]

Neighborhoods and smaller communities cannot, in the long term, remain healthy unless the larger community is both healthy and supportive. Crime prevention and community policing both acknowledge the underlying truth that civic participation, activity, and freedom cannot flourish if crime or fear is rampant, and that informal social standards must play a major role in reducing or eliminating both crime and fear. They also acknowledge that the community must own these standards and develop these mechanisms if they are to be truly effective.

Promise Grounded in Experience

The promise of crime prevention as an approach to helping communities was spelled out by the Crime Prevention Coalition (more than 120 federal, national, and state agencies and organizations) in *Crime Prevention in America: Foundations for Action*.[3] The Coalition member groups described the need:

> Crime is a problem for many communities, and predictions are made about the burden it imposes for our future. If nothing is done, these predictions may well come true. But they can be challenged if we take responsibility for molding our own future by planning and practicing crime prevention . . . The challenge facing each of us is to accept crime prevention as basic to our lives and to pledge to take action with our families, neighbors, and communities to solve problems.

The three-year process that led to *Foundations* drew on hundreds of years of combined experience and led the Coalition to set forth eleven principles of crime prevention:

Crime Prevention Is
- Everyone's business;
- More than security;
- A responsibility of all levels of government;
- Linked with solving social problems;
- Cost-effective.

Crime Prevention Requires
- A central position in law enforcement;
- Active cooperation among all elements of the community;
- Education;
- Tailoring to local needs and conditions;
- Continual testing and improvement.

Crime Prevention Improves
- The quality of life for every community.

The Scope of Crime Prevention

A definition of crime prevention popular in the 1970s and 1980s was:

> The anticipation, recognition, and appraisal of a crime risk and the initiation of some action to remove or reduce it.[4]

Over time, this definition became closely linked with household protection—locks, lights, alarms, and the like. It did not reflect the role of public attitudes and fears in setting community context; it did not account for the need to look at causes as well as symptoms.

In 1990, the Crime Prevention Coalition formulated the following definition of crime prevention:

> A pattern of attitudes and behaviors directed both at reducing the threat of crime and enhancing the sense of safety and security, to positively influence the quality of life in our society and to help develop environments where crime cannot flourish.[5]

This definition clarifies the importance of community as a base for prevention. It also recognizes that there is a dual task: reducing crime's threats to the community and developing communities that discourage crime.

Like community policing, crime prevention seeks to understand local needs and perceptions and solve problems in local contexts.

This definition also acknowledges the importance of community perceptions. One task of community crime prevention is to help people overcome the crippling effects of unwarranted fear while acknowledging their legitimate concerns and helping to resolve these problems. Like community policing, crime prevention seeks to understand local needs and perceptions and solve problems in local contexts.

Crime prevention encourages and embraces the many community-building activities that neighborhood and community groups have found to be critical to their success.[6] That is one reason Neighborhood Watch efforts are so compatible with the work of general civic organizations. These activities are as widely varied as the needs of the community and the crime causes they are trying to address. They can range from general maintenance (installing lights, cleaning up graffiti and litter) to positive opportunities (providing mentoring, recreation, transportation, job training) to economic development (developing industries, making infrastructure improvements, giving aid to small businesses).

The Answer From Many Perspectives

From many different viewpoints, crime prevention fits with much that has been learned about our communities and their needs.

For example, community crime prevention is central to the concept of public or community health. Violence has for more than a decade been seen as "a problem that can be studied, understood, and prevented."[7] Public health efforts have begun to focus on violence as a public health problem, especially violence among youth, applying its prevention perspective to what has become the leading cause of death among many young people. The Centers for Disease Control and Prevention has been a focal point for this activity. In communities such as San Francisco, Boston, New Haven, Houston, and Newark, public health specialists have begun a variety of violence prevention initiatives.

No single individual can provide neighborhood or community security alone, but people working together, pooling resources and knowledge, can produce and share it.

Economics teaches that community safety is a "public good." No single individual can provide neighborhood or community security alone, but people working together, pooling resources and knowledge, can produce and share this commodity. Crime prevention theorists have used the term "co-production of public safety" to describe the idea that as everyone shares the benefits, so must everyone take part in establishing them.

The concept of risk assessment familiar to businesses and strategic analysts also applies to communities. The community faces a variety of risks ranging from flood to earthquake, from crime wave to tidal wave. By thoughtful assessment and management of these risks, using prevention and damage control strategies, the community can minimize potential losses. Crime prevention seeks to manage and reduce the crime risk. It also frees resources and builds resilience against future problems.

Some of the nation's best policy thinkers on criminal justice have strongly endorsed the concept of community-based crime prevention:

> Expanding the role of ordinary citizens in the "war on crime" has been recommended by no less than three national commissions in the United States, which assessed the nation's response to crime. . . based on the premise that private citizens play a major role in maintaining order in a free society, and therefore should be encouraged to accept more responsibility for prevention of crime. . . . Because society cannot afford a 'cop on every corner' or a parole officer for every parolee, criminal justice scholars and policymakers must take a closer look at the costs and benefits of this relatively cheap alternative.[8]

Communities Offer the Best Setting for Action

The comprehensive study, *Understanding and Preventing Violence,*[9] published by the prestigious National Academy of Sciences, concludes that violence is caused by a wide array of factors—several dozen play a role, as the table on page 8 shows. Community is at the center of prevention, based on this analysis. It is the best—or most logical—place at which to change many of the individual and social factors that contribute to violence.

Obviously, some factors require state or national action; some can most readily be changed through individual or family action. Where action is necessary outside the community framework, the community can nonetheless support and encourage those changes. By providing or encouraging appropriate services, the community can have an impact on broad social issues (e.g., economic development and employment levels) and on individual physical and psychological factors (e.g., through sound nutrition, parenting assistance, and good prenatal care).

Local law enforcement agencies in the U.S. have been described as the last 24-hour social service agencies. Most communities view police and sheriffs as the court of first resort for maintaining or re-establishing order. But social service agencies and law enforcement staffs have been reaching out to form rich partnerships, under the banners of both community policing and crime prevention.

The goal of crime prevention is always to move toward a self-sustaining, self-renewing community, no matter how long the journey.

Not every neighborhood or community is immediately equipped to tackle crime and its causes. Some need more help than others in organizing and mobilizing residents. Some, in a state of near collapse, may need rescue, CPR, and a large dose of hope as well as help before they are ready to take their own reins without support. But the goal of crime prevention is always to move toward a self-sustaining, self-renewing community, no matter how long the journey.

MATRIX FOR ORGANIZING RISK FACTORS FOR VIOLENT BEHAVIOR

Units of Observation and Explanation	*Proximity to Violent Events and Their Consequences*		
	Predisposing	*Situational*	*Activating*
Social			
Macrosocial	Concentration of poverty Opportunity structures Decline of social capital Oppositional cultures Sex-role socialization	Physical structure Routine activities Access: Weapons, emergency medical services	Catalytic social event
Microsocial	Community organizations Illegal markets Gangs Family disorganization Preexisting structures	Proximity of responsible monitors Participants' social relationships Bystanders' activities Temporary communication impairments Weapons: carrying, displaying	Participants' communication exchange
Individual			
Psychosocial	Temperament Learned social responses Perceptions of rewards/ penalties for violence Violent deviant sexual preferences Cognitive ability Social, communication skills Self-identification in social hierarchy	Accumulated emotion Alcohol/drug consumption Sexual arousal Premeditation	Impulse Opportunity recognition
Biological	Neurobiologic[a] "traits" Genetically mediated traits Chronic use of psychoactive substances or exposure to neurotoxins	Transient neurobiologic[a] "states" Acute effects of psychoactive substances	Sensory signal-processing errors Interictal events

[a]Includes neuroanatomical, neurophysiological, neurochemical, and neuroendocrine. "Traits" describes capacity as determined by status at birth, trauma, and aging processes such as puberty. "States" describes temporary conditions associated with emotions, external stressors, etc.

Adapted from *Understanding and Preventing Violence*, Albert J. Reiss and Jeffrey P. Roth, Editors. Washington, DC: National Academy Press, 1993. Table S-1.

Criminal Justice Links With Communities

The importance of the community in preventing and reducing crime is increasingly recognized in the criminal justice system. Community policing, for example, emphasizes that law enforcement works in conjunction with local residents and institutions rather than in response or reaction, in collaboration rather than confrontation. The ultimate goal of problem-solving is to prevent further crimes. The energies of law enforcement agencies are better invested in resolving problems than in just reacting repeatedly to the same calls for service.[10]

Mini-stations in neighborhoods; community bicycle, scooter, horseback, and foot patrols; co-location of law enforcement and social services in neighborhood settings and multi-service centers; and neighborhood organization support are just some of the ways in which community policing has brought the criminal justice function into closer contact with the people it serves.

Prevention offers the prospect of heading off many of the criminal justice costs while at the same time avoiding other costs of crime.

Preventing crime has also become increasingly urgent as a policy goal because state and local courts are overwhelmed, the corrections system is stretched to its limits, and local and state governments are faced with shrinking resources to pay these costs. These governments also face competing demands ranging from education to infrastructure. Prevention offers the prospect of heading off many of the criminal justice costs while at the same time avoiding other costs of crime.

Courts are also increasing their involvement with communities. They are locating in neighborhoods and developing special mentoring and monitoring relationships with defendants in cases like drug abuse.[11] Restitution, whether monetary or in the form of repairing the damage, is increasingly used as a means of administering justice. Courts have promoted or approved a variety of neighborhood dispute resolution systems to help settle conflicts peacefully, in the community and with relative informality. Prosecutors are working with community groups to gather evidence on drug dealers, to provide victim and witness support, and to build prevention systems.

The community setting offers the most hope for change for the most causes of crime at the most enduring level.

Corrections experts are stressing the value of community-based correctional systems and alternatives to incarceration both to relieve prison overcrowding and to provide an established community link for those being released from custody.

The conclusion is clear: the community setting offers the most hope for change for the most causes of crime at the most enduring level.

Community Crime Prevention Works

Modern community crime prevention efforts have been under way since the 1970s, under the Law Enforcement Assistance Administration. Former Baltimore County Police Chief Neil Behan observed

> The decade of LEAA . . . saw police administrators turning to the public and admitting that they, the police, could not shoulder the burden alone—citizens needed to help . . . . Only a few police agencies would have felt the need or desire to mount a campaign enlisting citizen involvement . . . had the LEAA not been created.[12]

Crime prevention has developed a track record that demonstrates its success.

Some officials and civic leaders still express skepticism about the concept. But over the years, crime prevention has developed a track record that demonstrates its success in reducing crime, reducing fear, and restoring citizens' sense of security in many ways. Even criminologists have agreed that crime prevention is a valid approach. Reviewing eleven rigorous evaluations described in *Community Crime Prevention: Does It Work?*, Robert K. Yin observes, "The evaluations and their largely positive outcomes do point to the fact that crime can be prevented, under a variety of circumstances."[13]

Community crime prevention has demonstrated effectiveness in six key areas:

- increasing knowledge;
- changing attitudes;
- altering actions;
- mobilizing communities;
- reducing crime rates; and
- enhancing the quality of life.

Increasing Knowledge

- Tulane University's Men Helping Men anti-rape program has documented that education can significantly alter men's perceptions of the causes and effects of rape, as well as their attitudes toward it. This New Orleans school has developed both positive education and positive peer pressure to prove that knowledge is power.

Public service messages have a powerful impact on adults' knowledge of crime prevention, their attitudes about it, and their actions to implement it.

- A major independent evaluation of the public service advertising work of the National Citizens' Crime Prevention Campaign shows that public service messages have a powerful impact on adults' knowledge of crime prevention, their attitudes about it, and their actions to implement it. In this national study, four out of five adults recalled the campaign's public service advertisements (PSAs) and half recalled specific anti-violence ads aired during the survey in 1991–92. Better than four out of five reported paying close attention to the anti-violence ads. Nearly one-third of those familiar with the PSAs said they learned from them. A third reported feeling more confident about protecting themselves, and more than half said they became more concerned about crime in their community. Almost half reported feeling more personally responsible for prevention after seeing the PSAs.[14]

- In Lincoln, Nebraska, a major outreach effort by police officers to educate the Vietnamese community about ways to prevent crime not only reduced victimizations among that group but increased knowledge, respect, and understanding between law enforcement and the refugee community.
- An evaluation of youth in the Teens, Crime, and the Community curriculum (designed both to educate youth and encourage them in crime prevention action) documented that young people in middle school substantially increased their knowledge of crime prevention behaviors including both personal protection and community prevention actions, along with increases in anti-delinquency attitudes. These young people also had a stronger sense of their ability to help change their schools and neighborhoods.[15]

Changing Attitudes

- Education campaigns against drunk driving (a crime) changed a once-accepted behavior into a socially (as well as legally) disapproved act. Between 1983 and 1991, public opinion clearly shifted toward more severe penalties (longer suspensions and jail versus suspension or longer jail terms). In 1983, only 58 percent of those surveyed endorsed a one-year or greater jail term for a drunk driver who killed someone in a crash. By 1991, the proportion had climbed to 68 percent.[16]
- An evaluation of lasting impacts of a crime prevention initiative in the Asylum Hill neighborhood of Hartford, Connecticut, showed that after three years residents still felt safer in their neighborhood and more in control of it, despite the fact that crime—according to police reports—had returned from an initial decrease back to a city average.[17]

Fear of crime has been documented to be reduced.

- Fear of crime has been documented to be reduced in a number of cases. Community-based programs by police in Houston, Texas, and Newark, New Jersey, helped to reduce residents' fear of crime and to increase their positive attitudes toward law enforcement officials. Officers sought to make themselves available to residents and to provide basic prevention advice, as well as to increase communication through a variety of means.[18]

Altering Actions

- In one Columbus, Ohio, public housing community, the active involvement of a crime prevention coordinator and a multi-faceted approach reduced the number of drug houses in the community from 251 to 5, in just two years.
- The Memphis Area Neighborhood Watch, through its Bright Star program, provides tutoring, problem-solving support, and mentoring for at-risk young people in a major public housing community, seeking to keep children in school—a major factor in preventing them from undertaking criminal careers.
- As early as 1981, a thorough evaluation of an anti-burglary project in Seattle documented that people could implement specific crime prevention measures including Neighborhood Watch, home security surveys, and Operation ID with statistically significant reductions in crime.[19]
- A storefront police station in Houston, Texas, not only reduced area residents' fear of both personal and property crime, but helped to reduce disorder in the community, according to residents.
- Both the 1993 and 1983 evaluations of the National Citizens' Crime Prevention Campaign showed that it generated citizen action. The 1993 evaluation found that more than one-third of the people who recalled just one series of ads had learned from them, and that 20 percent of those seeing the ads had taken action to prevent crime. The campaign's cost-effectiveness was documented by the study, which showed that generating crime prevention actions cost only 2.9 cents per person.[20]

Mobilizing Communities

- The National Institute of Justice (Office of Justice Programs, U.S. Department of Justice) has reported on how a process-oriented program model, Community Responses to Drug Abuse, mobilized residents of ten drug-besieged neighborhoods to take a variety of actions to reduce drug traffic and other crimes that were degrading the quality of their lives.[21] These neighborhoods had some grassroots experience but had little or no success in dealing with crime and drugs. Through a multi-organization task force that included law enforcement and other government agencies along with social service and neighborhood representatives, combined with a goal-oriented

These groups made significant strides in reclaiming their neighborhoods.

planning process that sought both short-term and long-term objectives, these groups made significant strides in reducing drug traffic and in reclaiming their neighborhoods.

- As part of the Texas City Action Plan To Prevent Crime, seven cities marshaled more than 30,000 volunteer hours in just one year to produce locally specific, city-wide plans for tackling both symptoms and causes of crime.
- The Oakland Community Organization and PICO, a church-based group in Oakland, California, combined resident and government action to close more than 300 crack houses in one year.
- In Detroit, Joy of Jesus, a church-based consortium of more than two dozen groups, has mobilized hundreds of volunteers to provide more than a dozen types of service in hard-hit parts of that city.
- Jacksonville, Florida; Multnomah County, Oregon; and Miami, Florida, to name just three communities, have tackled the drug prevention task through community consortiums in which the police are not managers but partners.
- In Omaha, Nebraska, a father's anger over a gang attack on his son was transformed into a fathers' group, MAD DADS (Men Against Destruction, Disorder, and Decay of Society), that works to keep young men out of gangs and to get those who are in out. That group has five chapters and is growing.
- Residents of the Northwest Bronx area of New York City organized themselves to get an entire drug market that had taken over an apartment building ousted by police and to install honest, non-drug-selling tenants.
- In Waterloo, Iowa, local drug problems and difficulties with youth roused the community, which reclaimed a park and saw a former bar turned into an activity center for young people, while developing a court watch program that won praise from the local chief of police.
- In the Yakima Valley of Washington State, a Hispanic community has reached out to educate residents and mobilize them to work with police in emphasizing prevention.

Reducing Crime Rates

The California Legislative Research Office termed Neighborhood Watch "a proven program that reduces crime."

- Neighborhood Watch has documented its capacity to reduce burglary rates. Sangamon County, Illinois, cut burglary by nearly 50 percent while burglary in similar counties around the state showed increases. A Neighborhood Watch in Tucson curbed a burglary wave; within three weeks of its institution, burglary had dropped by 30 percent; three out of four arrests came from alert neighbors' tips. The California Legislative Research Office termed Neighborhood Watch "a proven program that reduces crime."[22]
- The City of Ann Arbor, Michigan, embraced the concept of crime prevention through environmental design as an integral part of city planning and building permit approval. Though crime rates have been up in comparable cities around the state, Ann Arbor has enjoyed a decade of property crime decreases.[23]
- The Community Board program in San Francisco has documented reduced fighting in schools that use its playground mediator program, and decreases in neighbor-to-neighbor disputes where its community mediation programs are available.
- Second Step, a curriculum that originated in Seattle, has been proved to reduce violence and attitudes that can generate violence in school children who complete the course.[24]
- Auto theft has been reduced in a number of cities thanks to several different programs. The Michigan Auto Theft Authority has reduced theft rates in that state thanks to a combination of programs. Efforts such as public education, improved parking lot security, special decals for cars not likely to be driven at night (giving police permission to stop them at such hours and seek proof of ownership), and anti-theft devices have curbed this major property crime.

Enhancing the Quality of Community Life

Crime prevention has produced benefits beyond changing attitudes and behaviors, beyond mobilizing communities, beyond reducing crime rates. It has built better working relationships among government agencies in Knoxville, Tennessee, enabled once-confrontational groups to develop solid working partnerships as part of the Community Responses to Drug Abuse program, created strong community groups, generated police-community partnerships via Neighborhood Watch and numerous other programs, and saved businesses money and other crime losses.

More effective service delivery can be a major benefit. In Hayward, California, social service workers now are dispatched in the same car with police officers in cases that may involve families in crisis. A New Haven, Connecticut, program enlists mental health professionals to work with police and immediately counsel children who have witnessed violence, in an effort to alleviate any damage and end the cycle in which violence begets violence. Knoxville, Tennessee, municipal agencies can quickly combine data on a specific neighborhood to spot problems and possible solutions. These are just a sample of instances of direct service improvement, that encourages problem-solving and attention to the whole array of neighborhood needs.

Partners—community agencies and civic and neighborhood groups—have repeatedly attested that their ongoing working relationships make it far easier to reach the right parties, seek the right services, develop effective collaborations, and cut through needless bureaucracy. Such relationships not only conserve scarce resources but improve people's satisfaction with the level of their work and communities.

A heightened sense of community develops as groups begin to discover common concerns and interests and to see each other as allies in a greater cause.

Those involved in community-based crime prevention report frequently that they have a better understanding of the tasks facing other partners. A heightened sense of community develops as groups (and individuals) that previously did not communicate—or communicated only formally—begin to discover common concerns and interests and to see each other as allies in a greater cause. For example, a police lieutenant in Hartford, Connecticut, became a strong advocate for increased treatment facilities when he saw, as a task force member, the problems community members faced in getting treatment for drug-addicted relatives and friends.

Building Blocks and Next Steps

Chapter 2 introduces the players who can be enlisted in crime prevention and examines the roles they can play in all kinds of crime prevention efforts. Chapter 3 provides a framework for crime prevention as an approach that encompasses a flexible array of programs to meet local needs. Chapter 4 offers suggestions for initiating or strengthening a prevention-based approach to crime in local communities and lists groups that can provide further information on these and many other aspects of crime prevention for community use.

About Measuring Success

Demonstrating success is important; it shows that goals have been met, that tasks have been completed, that resources have been well expended, and that partnerships have been beneficial. Evaluation helps document and validate success and highlights areas and ideas that could use improvement.

Evaluation of a community crime prevention program must contend with the fact that any given program addresses only one or a few of the factors affecting crime, though a wide range of social and individual factors contribute to causing it. It may not be possible for one program to deal with several of these factors, but it is possible to use a variety of programs to deal with many. Nevertheless, some crime-causing factors may move in an undesirable direction while program efforts are pushing in a positive direction, and the net effect can disguise program success. Evaluation must be undertaken in this context.

Measurement of the impact of crime prevention efforts is sometimes a difficult task. Measures of process are almost always possible—how many meetings held, how many home security surveys made, how many rallies conducted with what attendance, rates of participation in the after-school program. Measuring changes in residents' actions and attitudes—including changes in their fear of crime, their level of involvement in the community, and their beliefs about the neighborhood's future—captures a significant aspect of the changes that many programs seek to bring about, such as increased civic participation, greater hopefulness about the neighborhood's future, increased community cohesion, and reduced fear. Measurements of outputs—householders who implemented security recommendations, youth in the after-school program who were not arrested, are somewhat more difficult to obtain, but can be derived especially if there has been advance planning to obtain them. An important question is what impact the program expected or planned to have. Another is what, if any, unexpected benefits or problems arose. Outcome measures that seek to show direct crime impact when the program addresses only one facet of the crime cause or situation may impose an unfair burden.

More research is needed to help identify reasonable expectations in the context of local programs.

More research is needed to help identify reasonable expectations in the context of local programs. More work is required to help local governments and community groups develop reliable, cost-effective, well-grounded methods of evaluation that can be conducted within limited budgets to produce useful results.

Notes

1. See, for example, *Disorder and Decline*, by Wesley Skogan (New York: The Free Press, 1990), and *Neighborhoods and Crime*, by Robert J. Bursik, Jr., and Harold G. Grasmick (New York: Lexington Books, 1993).

2. Stephanie Greenberg, William M. Rohe, and Jay R. Williams, *Informal Citizen Action and Crime Prevention at the Neighborhood Level*. Washington, D.C.: U.S. Department of Justice (National Institute of Justice), 1985, page I-2.

3. Crime Prevention Coalition, *Crime Prevention in America: Foundations for Action*, Washington, DC: National Crime Prevention Council (on behalf of the Coalition), 1990. Quoted matter is on pages 11 and 25.

4. Crime Prevention Coalition, page 64.

5. Crime Prevention Coalition, page 64.

6. Findings described by James Garafolo and Maureen McLeod in their unpublished manuscript entitled, "Improving Neighborhood Watch," submitted to National Institute of Justice, U.S. Department of Justice, 1987.

7. Mark L. Rosenberg and Mary Ann Fenley, editors, *Violence in America: A Public Health Approach*. Oxford, England: Oxford University Press, 1991, page 1.

8. Dennis P. Rosenbaum. "Community Crime Prevention: A Review and Synthesis of the Literature." *Justice Quarterly*, Volume 5, Number 3, September 1988, page 324.

9. Albert J. Reiss, Jr., and Jeffrey A. Roth, editors. *Understanding and Preventing Violence*. Washington, DC: National Academy Press, 1993.

10. Herman Goldstein. *Problem-Oriented Policing*: New York, New York: McGraw Hill. 1990.

11. National Institute of Justice, "Miami Drug Court." Washington, DC: U.S. Department of Justice, 1993.

12. Cornelius Behan. "The LEAA and the Police," in *Federal Aid to Criminal Justice: Rhetoric, Results, Lessons*. Principal author, John Hudzik. Washington, DC: National Criminal Justice Association, 1984.

13. Robert K. Yin, "Synthesis of Eleven Evaluations," in *Community Crime Prevention: Does It Work?*, Dennis Rosenbaum, editor. Newbury Park, CA: Sage Publications, 1986, chapter 11.

14. Garrett J. O'Keefe, Dennis Rosenbaum, Paul Laurakas, et al. *The Social Impact of the National Citizens' Crime Prevention Campaign*. Washington, DC: U.S. Department of Justice, Bureau of Justice Assistance, Office of Justice Programs, 1993. NCJ 144533.

15. SPEC Associates, Detroit, Michigan. "Evaluation of Teens, Crime, and the Community: A Report to the Partners." Unpublished, 1992. Copies available through National Teens, Crime, and the Community Program Center, 711 G Street, SE, Washington, DC 20003.

16. T. J. Flanagan and Kathleen McGuire, editors. *Sourcebook of Criminal Justice Statistics 1991*. Washington, DC: U.S. Department of Justice, 1991, Table 2.95.

17. F. J. Fowler and T. W. Mangione. *Neighborhood Crime, Fear, and Social Control: A Second Look at the Hartford Program*. Washington, DC: U.S. Department of Justice, 1983.

18. Antony Pate, et al. *Crime and Fear in Houston and Newark*. Washington, DC: The Police Foundation, 1987.

19. Betsy Lindsey and Daniel McGillis, "The Seattle Project," in *Community Crime Prevention: Does It Work?*, Dennis Rosenbaum, editor. Newbury Park, CA: Sage Publications, 1986.

20. O'Keefe, Rosenbaum, Laruakas, et al.

21. National Institute of Justice. *Searching for Answers*. Washington, DC: U.S. Department of Justice, 1993.

22. National Crime Prevention Council, *Success in Community Crime Prevention*. Washington, DC, 1988.

23. Personal communication from Sgt. Jerry Wright, Ann Arbor, Michigan, Police Department, August 1993.

24. These programs and others are detailed in the National Crime Prevention Council's *Preventing Violence: Program Ideas and Examples*, Washington, DC, 1992.

CHAPTER 2

ALL CAN TAKE PART

Crime prevention works best when everyone plays a role: young, old, middle-aged; rich, poor, or moderate-income; business or government; students, teachers, preachers, street cleaners, painters, and landlords. This chapter looks at roles that some frequently involved groups might play, as well as why they are likely to be interested.

How do participants become involved? Generally, they volunteer or are recruited by those already active. Their roles emerge based on the needs, goals, and priorities of the community. People may volunteer or be recruited by those already active.

Experience in even hard-hit neighborhoods shows that individual actions gathered into a community framework can reduce crime and fear.

Leadership needs and roles emerge based on the emergent needs, goals, and priorities of the community. Leadership may be formal or informal. Leaders can come from any part of the community, not just the official structure. A youth, a retired person, a school teacher, or a police officer might be as likely a leader as a local executive.

Some may see the crime prevention task as overwhelming. It is certainly not always easy. Experience in even hard-hit neighborhoods shows that individual actions gathered into a community framework can reduce crime and fear, improving the quality of life.

Many Opportunities

The work does not have to be in the hands of one group. One program or a dozen may be active in dealing with neighborhood or community-wide problems and needs at any given time. Communication and coordination among groups usually result in more focused and more productive efforts, but there is something every group can do, on its own or as part of a larger coalition.

Because so much can (and sometimes must) be done, a key task is to help people identify ways in which they and their organizations can play a part. This often requires identifying and setting priorities on local problems and needs, a job best done by a group with wide credibility. It may help to set up a new group that includes members of all kinds of key groups.

New Applications of Many Talents

A major inducement for some people is if the activity satisfies personal or professional needs. A youth may discover that her leadership has changed a condition that has harmed the school and that her work is valued by the community. A business leader may discover an unsuspected talent for working with youth to bring out entrepreneurial skills in a positive way. A homemaker may find that her artistic talents help in physically upgrading the community. A construction worker may become the leader of a community clean-up, fix-up campaign.

Roles for Key Actors

There are some who can play especially meaningful roles, some who reap more direct benefits, and some who have particularly helpful skills and expertise. Engaging these key actors, especially if they can see that crime prevention is in their interest, helps build a program that is lasting and productive, one that engages others and stimulates action. But the key fact is that crime prevention has not just room but *need* for the talents of every member of the community. And though there is a real place for special talents, the need for simple, individual contributions that children, teens, and adults can provide is equal or greater.

Who are key actors in preventing crime? Fifteen or 20 years ago, the list would have been short: some law enforcement officers, some local residents, and a few civic leaders. Now, many more kinds of people see themselves as being involved in preventing crime and in building stronger, healthier communities. The people and organizations described in this chapter serve as a preliminary list for developing imaginative approaches to involving all members of the community in a wide range of prevention endeavors.

How these actors best team up in any specific program depends on the neighborhood, the problem, the residents' resources, and other available resources.

There are many ways to think about the actors in community crime prevention and their roles. The four categories described below can provide a framework: government officials and agencies, civic and community organizations,

businesses and business organizations, and neighborhood and social groups. How these actors best team up in any specific program depends on the neighborhood, the problem, the residents' resources, and other available resources.

Government Officials and Agencies

In talking about community prevention, it is easier to talk about government elements in local terms, but regional, special district, state, and federal agencies can and should be part of the landscape. Their perspectives may be somewhat different, but they share the community's interest in preventing crime. For example, faced with soaring prison costs and limited resources, as well as the lack of success of simple incarceration, many state officials have taken a new look at the prevention concept and found it compelling. They have seen the positive relationship between community policing and the problem-solving tactics of crime prevention.

Government can provide in-kind resources, skills, knowledge, and funds.

Government can provide in-kind resources, skills, knowledge, and funds. Its capacity to make and enforce laws and regulations is also an asset. Here are just some of the local government actors who have reason to promote and take part in crime prevention:

Mayors and Other Local Chief Executives: The proverbial buck stops with these officials, who may include county executives, school board chairs, school superintendents, or special district heads. They see the breadth of damage that violence, drugs, and other kinds of crime bring to the community. They understand the costs that both individuals and the community must pay. They live with the consequences of reduced tax base, the flight of middle- and upper-income groups to the suburbs, departure or decline of businesses, and other damage. Community crime prevention allows these executives to deal with causes as well as symptoms, with reducing the burden on the whole system, not just shifting it. By preventing crime and fear, they make their jobs easier. These chief executives can provide moral as well as policy leadership; rally the community to the task; redirect resources (people, materials, and cash) and shift program emphases to favor prevention; conduct forums, seminars, and workshops to promote crime prevention concepts and techniques; and serve as focal points for the building of local or regional coalitions.

Council Members and Other Local Legislators: These officials, generally elected, may not have the executive burden, but they constantly face difficult decisions about budgets, laws, regulations, and programming, all of which are

affected by crime. They, like chief executives, know too well the high demands—in terms of salaries, operations, and capital—that crime places on resources that could benefit schools, public roads, health services, parks, and other needs. Local legislators can advocate, bring community groups together, emphasize and fund prevention strategies in dealing with community problems, and send signals to government agencies that prevention is a valued activity. They can also develop ordinances and codes that promote and reward prevention approaches and strategies.

Local legislators can advocate, bring community groups together, emphasize and fund prevention strategies in dealing with community problems, and send signals to government agencies that prevention is a valued activity.

Police and Sheriff's Departments: Law enforcement personnel see first-hand the effects of crime on both victims and community. They are at the leading edge of problems that emerge in the community; they know the benefits to be won by prevention and early, positive intervention. They also know that citizen participation is crucial to community security. Crime prevention offers roles and frameworks that enable law enforcement officials to build positive partnerships with all elements of the community. Officers in community policing attest that they constantly draw on crime prevention for problem-solving tactics. Rewards for involvement are numerous: community support for prevention and problem-solving, creation or strengthening of positive relationships with community members, reduced workload, and broadened base of support for community-oriented policing that enlists residents in addressing problems. Through crime prevention, police and sheriff's departments as well as other law enforcement agencies can catalyze local action, provide technical expertise on prevention strategies, explore new strategy options through professional networks, promote partnerships among community agencies and organizations, and offer a variety of resources. By energizing the community and enlisting residents in prevention-focused activity, law enforcement officials develop a cadre of people who can help solve problems when they do arise.

Through crime prevention, police and sheriff's departments as well as other law enforcement agencies can catalyze local action, provide technical expertise on prevention strategies, explore new strategy options through professional networks, promote partnerships and offer a variety of resources.

Other Criminal Justice Officials: Prosecutors, judges, corrections officers, and parole and probation officers see the aftermath of crime and know its costs. Enormous caseloads mean that they cannot provide detailed, focused attention to every case. Less crime would mean more time to handle cases thoughtfully and a more responsive criminal justice system. These officials can often help mobilize resources and build partnerships. They can give prevention information to victims (who often become among the most ardent prevention advocates), feature prevention in public education efforts, develop and take part in community-wide prevention efforts, and sponsor prevention programs them-

selves. They can sometimes use the "bully pulpit" of their position to draw attention to the need for action on causes of crime and the value of prevention, speaking authoritatively about crime's costs and consequences. A judge or prosecutor might point out that many of the youth who enter the criminal justice system have no job skills with which to find or keep gainful employment. In corrections and punishment fields, offenders can be sentenced to serve the community in remediation and prevention—related activities and to provide restitution to both the community and individual victims. Corrections officials can work with community groups to help localize such service to meet community needs.

They can draw attention to the need for action on causes of crime and the value of prevention.

Planning Agencies: In any area, both general or comprehensive agencies and specialized planning operations for such services as schools and transit may be taking a good look at the community. They must project services in light of crime threats, the impact of crime rates and level of fear on the demand for public services, and the effects of such public property crimes as vandalism. Reducing crime makes all these tasks easier. Planning groups have an exciting opportunity to reduce and eliminate crime by using techniques of crime prevention through environmental design, by using good planning techniques to develop and sustain healthy neighborhoods, and by bringing together groups interested in building neighborhood security and vitality for the future.

Schools: A safe, secure, drug-free environment is critical to effective learning. Providing this environment is one of the six National Education Goals enacted by Congress. Schools beset by crime and drugs know they face enormous challenges in gaining student attendance and attention. Moreover, crime siphons dollars from education to security, repairs, equipment replacement, graffiti cleanup, student counseling, and more. Every step that reduces crime improves the educational climate and allows more funds to be spent on learning. Each student and faculty member benefits; the community benefits through reduced fear and victimization, reduced drop-out rates, and a better-educated and more productive work force. Schools can provide a platform for conveying and reinforcing self-protection and personal safety messages as part of regular curricula. Schools can develop and enforce their own crime-free, gun-free, drug-free school standards; ask students to help design and run violence prevention, drug prevention, conflict resolution, and personal safety strategies programs; teach prevention techniques and concepts as part of regular classroom activities; sponsor prevention education fairs for students and families; and reach out through parent groups

Crime siphons dollars from education to security, repairs, equipment replacement, graffiti cleanup, student counseling, and more.

and take-home materials to educate parents on crime prevention strategies that can help their children avoid victimization. In addition, school sites can serve as safe havens for youth and community activities outside school hours, providing a base for recreation, tutoring, parental education, and access to key social services (e.g., counseling, crisis intervention, primary health care).

Social service workers deal daily with the consequences of violence and drugs.

Social Service Agencies: Social service workers deal daily with the consequences of violence and drugs. Some fear for their personal safety in making simple investigations. Child abuse investigators and other workers readily attest to the correlations between criminal activities and abusive or neglectful behaviors. These workers face overwhelming caseloads; they know they could be far more effective if crime were reduced. Prevention offers these professionals an opportunity to work with their clients to solve community problems; to work on goals beyond individual problems. Social service providers can also educate clients on sound prevention strategies, including home and personal security, and ensure that victims of crime receive appropriate support. A number of communities have instituted programs in which social service workers—especially child abuse prevention workers—travel with law enforcement officers to any calls involving family violence, thus developing a direct working partnership that emphasizes both intervention and prevention. In some cases, police receive cross-training to help them deal with the immediate situation at a crime scene.

Crime means parks and other facilities unused by the community, program opportunities forgone because fear keeps participants away.

Parks and Recreation Departments: The costs of vandalism (and of vandal-proofing park and recreation facilities), of increased supervision over properties, and of greater security for programs are obvious to recreation and parks staffs. Crime means parks and other facilities unused by the community, program opportunities forgone because fear keeps participants away, and loss of the opportunity—important to community mental health—to recreate. Enticing and persuading people to begin using parks and other recreational facilities again is a way of helping the community overcome its fear and restore its vitality. In addition to sharing information, parks and recreation departments can organize before- and after-school programs, establish sports leagues for youth that provide constructive and appealing ways to use time and energy, enlist older youth to help run programs for younger children, develop programs that hire neighborhood youth to get rid of litter and graffiti, and design recreational facilities in ways that encourage natural surveillance by users and passers-by to detect and deter crime.

Public Housing Agencies: Many public housing communities face crime problems that stem not just from resident behaviors but from visitors and trespassers. Crime costs are enormous: physical decay of property, diminished quality of life for the many law-abiding residents, disruption of services, loss of healthy community atmosphere—not to mention a whole range of short- and long-term negative effects on the children who live in these communities. Public housing agencies can mobilize residents and involve them in day-to-day management; develop partnerships with residents and police to reduce crime threats; sponsor training in life skills, anger and conflict management, and job-related skills; involve young people in developing positive alternatives and in creating and running projects to improve community safety; provide child care on site; partner with Boys & Girls Clubs and similar groups to provide recreational programs within the property; and encourage alternative (e.g., on-site or one-stop) delivery for social and other services needed by residents, to name just a few examples.

Streets and Highways Departments: Signs defaced, signals broken, crack vials and needles littering streets, street lights busted, and even personal danger to maintenance crews are ways crime makes trouble for street and highway staffs. Prevention cuts their costs, decreases their burdens, and keeps the roads more usable by everyone. Transportation departments can work to develop and place more vandal-resistant signs, devise public education programs about the adverse consequences of broken lights or obscured signage and the costs of repair, alert other local authorities to signs of neighborhood deterioration that need to be halted, and help design street and highway accesses and usage patterns that deter criminals such as burglars and drug dealers.

Multi-Service Centers: These "one-stop" community or neighborhood offices are springing up in cities and counties around the country as a means of bringing focused attention to individual or local problems by a variety of professionals. Such centers can serve as an "early-warning radar" network to detect potential problems and bring together the prevention and early intervention resources to keep them from evolving into major local issues. Because multi-service centers are frequently the residents' main point of contact with local government, they can be pivotal in mobilizing residents to take on prevention issues and in helping them make appropriate use of local, state, and national resources.

Such centers can detect potential problems and bring together the prevention and early intervention resources to keep them from evolving into major local issues.

Sanitation officials may be among the first to see the signs of downturn that can all too quickly lead to decay.

Sanitation Departments: Litter, graffiti, and debris in most communities become visible problems long before crime becomes intolerable. Indeed, some have theorized that these problems, along with broken windows and unkempt homes, are among the signs that invite more serious criminal activity. Sanitation officials may be among the first to see the signs of downturn that can all too quickly lead to decay. Some ways that these agencies can help include holding special clean-up days in conjunction with neighborhood associations; notifying law enforcement, planning, and other agencies about increases in litter, graffiti, and other signs of disorder; and encouraging citizen and business volunteer groups to join in anti-litter, anti-vandalism campaigns.

Public Transit Agencies: The impact of crime on public transit is clear. Ridership goes down (or stays down) in crime-laden communities, and routes are diverted out of the most hazardous areas, which may also be those in greatest need of public transportation. Graffiti and other vandalism deface buses, subway cars, and other elements of the system, discouraging use and eating up scarce maintenance resources. Decreased resources result in decreased service, which promotes a vicious downward spiral that deteriorates not only the transit system but the community's economic and social infrastructure. By working with others to prevent crime, public transit agencies can reduce costs and use the proceeds to provide improved service. In a number of communities, bus drivers are provided with cellular phones or two-way radios to summon assistance if they see a crime or are flagged down for help by a citizen. Transit stations and stops can be designed to provide the most visible and secure environment possible for waiting passengers. Youth can be engaged to remove graffiti from transit vehicles, as a paying job that also encourages pride in their workmanship and reduces future graffiti, or as a means of restitution for delinquent behavior.

Publicly Funded Health Services: The victims of violent crime often put extraordinary burdens on local public health care systems. Dr. David Satcher, Director of the Centers for Disease Control and Prevention, has observed "Violence is the leading cause of lost life in this country. If it's not a public health problem, why are all those people dying from it?"[1] Public health officials have estimated that a single gunshot wound costs, on average, $14,000 for health care alone. Homicide is acknowledged as the leading cause of death for young African American males ages 15 to 24. Many victims of violence are uninsured; the costs of their care must be absorbed by public or private resources, which pass them on through either insurance or tax

Many victims of violence are uninsured; the costs of their care must be absorbed by public or private resources, which pass them on through either insurance or tax increases to other users.

increases to other users. Victims of violence obviously add to the caseloads of these systems, and health experts have noted that their injuries often involve extensive and expensive procedures, including surgery and intensive care facilities. Even if the cost of care is not directly at issue, the capacity of the system is. Crime prevention can reduce these patient loads, reduce strain on limited high-technology facilities, and help restore community health. Health systems can spot some types of violence far more easily than can police or neighbors—especially child abuse and domestic violence. Educating clients on how to prevent crime, emphasizing crime (especially violent crime) as the public health problem it certainly is, using prevention skills from the health field, and working with youth on prevention strategies are just some of the many ways the health community can help reduce crime.

Mental Health and Counseling Services: These service providers face increased demand for services from victims, from witnesses, and from residents of crime-besieged areas. Without a reduction in the cause, these counselors will face a continuing flood of cases. Mental health-related professionals can stress anger reduction and management techniques to adults, children, and teens; recruit and train volunteers to operate hotlines, warm lines (usually for children at home after school), and peer counseling services (especially at the high school and college level); and work with community groups to identify and reduce situations that tend to exacerbate mental health problems. A police-mental health partnership in New Haven, Connecticut, provides counseling and treatment for young children who have witnessed violence, not just those directly injured by it, because research has documented that young children who see violence are disturbed by it, and that they can easily accept it as an appropriate response to stress and conflict unless they are provided prompt, effective counseling.

Reducing crime makes the job of selling the community much easier.

Community Development Agencies: Attracting business activity and enhancing the climate for existing businesses are top priorities for many state and local governments. Crime makes that job harder. Businesses are less inclined to locate new facilities in a community with significant crime problems; investors are reluctant to put their money into either residential or commercial real estate development where crime is a problem. Reducing crime makes the job of selling the community much easier. Community development agencies can work to spruce up neighborhood appearances, help business owners form prevention and community partnerships, assist planners in designing inviting environments that discourage crime, and provide positive recreation and work opportunities for young people in the area.

Community and Civic Organizations

These organizations can include such groups as the United Way, the Urban League, the League of Women Voters, political parties, community foundations, youth-serving agencies, social service agencies, youth membership groups, community associations or civic leagues, and special interest organizations. Each brings expertise and special focus that can help prevent crime.

Comprehensive funding groups can readily see the high proportion of their charitable resources that are eaten up by crime.

United Way and Similar Agencies: In looking across the social problems that affect the community, comprehensive funding groups can readily see the high proportion of their charitable resources that are eaten up by crime. They know how difficult it is to recruit volunteers to work in crime-prone areas. They see the many needs that go unmet because of crime's costs and the cycle of violence that perpetuates itself unless prevention intervenes. By preventing crime, these groups reduce the problems and form new partnerships. Resources that might otherwise be diverted to deal with crime can go toward improved prevention programs and efforts to meet other social needs.

Civic Improvement Groups: (e.g., community associations, civic leagues, Rotary, Kiwanis, Optimists, and Lions clubs; and local political groups): These membership groups, whose missions touch community vitality and public issues, see the impact of crime in every issue that touches local government and public policy. They provide a rich pool of public-spirited, thoughtful activists who can help in many ways. Organizing anti-drug programs or Neighborhood Watches, forming partnerships to provide before- and after-school programs, actively soliciting participation from local government agencies, identifying local needs and priorities, working with local elected officials, and educating and informing their members about prevention strategies are among the many tasks these groups can take on.

By taking on crime prevention as part of their mission, these institutions can breathe life into exhausted communities and renew spirit in those that are weary.

Churches, Synagogues, Mosques, and Other Religiously Based Groups: In many neighborhoods, the church is the last remaining positive social institution to claim residents' loyalty and commitment. It may be the one positive, organized force in a particular part of the community. But even in those communities that are better situated, religious organizations can suffer as memberships decline and as members become fearful of participating in all but the most basic activities. Religious institutions also seek to transmit positive moral values antithetical to violence, drugs, and other crimes. By taking on crime prevention as part of their mission, these institutions can breathe life into exhausted

communities and renew spirit in those that are weary. They can proclaim their positive values in a whole new context. Mentoring, youth activities, programs to help older residents of the community remain active (e.g., escort services), counseling and support for families, and programs that help young people learn to resolve conflicts peacefully are just some of the ways religiously-based groups can help.

Their interests often trigger new ideas for positive community activities that can help prevent crime.

Community-Wide Topical Groups: Interest groups and professional associations often see the impact of crime. Groups like a medical society, bar association, sports league, performing arts society, or history society have direct interests in the issue; for some, the relationship may be indirect but no less real. These groups have a substantial stake in community health, in a secure, vital place in which to live and work, so that current members will remain active and new members can be recruited. In addition, their interests often trigger new ideas for positive community activities that can help prevent crime—mentoring, career education, benefit performances, and tutoring, to name just a few. Based on their substantive interests and their members' needs, these groups find crime prevention an important and worthwhile effort. A bar association might sponsor training in mediation and use of small claims courts to settle disputes; a performing arts society might tap young talent to stage and take part in productions; an ethnic or national group might provide cultural education and promote respect for diversity.

Businesses and Business Organizations

Businesses are a key part of the community. Without the revenues they generate, the jobs that they provide, and the commodities they supply, the community is bereft of taxes, of economic activity, and of the necessities and niceties of life. Crime can drive legitimate businesses away from communities as security costs and concerns for personal safety rise. The result? One teenage girl in Oakland put it poignantly: "Why is it that I can get a gun three doors from my house, but I have to take a bus to buy school supplies?"[2] Business owners, managers, and staffs can all play key roles in enhancing both business and community safety.

"Why is it that I can get a gun three doors from my house, but I have to take a bus to buy school supplies?"

Retail Merchants: Shoplifting, robbery, burglary, and employee theft are among the crimes that directly cut into the profits of retail merchants. These businesses, like others, also face the costs of crimes against their employees, including time lost to injury and other aftermaths of crime.

Obviously, prevention efforts that address these problems translate directly to improved profits and an enhanced climate for business. Prevention that sustains or restores small retail shops at the community level can help restore community spirit as residents can shop near home rather than a long cab or bus ride away. Businesses can establish buddy systems in which merchants in smaller shopping centers can alert each other to problems. Educating employees about preventing theft and shoplifting can help reduce the losses that eat sharply into often-slender profit margins. Working with youth in the neighborhood can help them develop employment skills that benefit businesses throughout the community. One major challenge to small business owners is developing a positive relationship with the entire neighborhood, one that becomes a mutual source of security and community improvement. The local shopping center is—and should be seen as—a valuable linchpin for all kinds of community activity.

Preventing crime enhances profits and the quality of life for the work force.

Manufacturers: Pilferage of stored goods, theft of shipments to buyers, theft of raw materials, and other crimes affect these businesses directly. Plant security, personal security for shift workers, and parking lot security can be significant expenses. But manufacturers suffer indirect damages from crime in the community as well. Declining quality of education, driven in part by crime and drug issues, means a less-skilled work force in the offing. Lack of convenient, pleasant neighborhoods with affordable housing means longer commutes for workers and raises child care issues that are all too familiar. Preventing crime enhances profits and the quality of life for the work force. Programs that educate employees and help them make both homes and workplaces secure can enhance both employee morale and corporate loss prevention efforts. Escort services for employees working late or early can demonstrate company support for personal security and safety. Programs that help children and parents understand the safest ways to handle latchkey situations not only help reduce crime risks but show that the corporation cares about its work force. Partnerships with the neighborhood can enhance local transit services, decrease vandalism, and improve communication and corporate image.

Service Industries: These businesses range from public utilities to pizza deliverers, from management consultants to maid services. Not only do they face internal crime issues such as office security, but they may have workers at remote sites in high crime areas. Reduced insurance and compensation costs, fewer losses, and better working conditions that help retain skilled workers are all important reasons these companies pitch in on community prevention efforts. In addition to lending a hand by educating workers

to prevent both violent crimes and thefts, service industries can provide expertise in their skill areas, offer education and training facilities to community groups, and help with service provision and job skills to meet community needs. Such programs as Beat Health (in which utility companies work with residents and police to help force the closing of drug houses) and McGruff Truck (in which drivers are trained to call for help if a person signals them in an emergency are examples of the community outreach capacity that service industries can offer.

Landlords and Other Real Estate Owners: Owners of business and residential properties either for their own use or for rent to others have a major investment in the community's future. They often, either singly or through their associations, are keenly interested in helping to reduce crime rates and enhance the attractiveness and value of their properties. They can be important allies, as programs like the Portland, Oregon, Landlord Training Program (a cooperative police-landlord association venture) have showed. Non-resident property owners can attend community meetings in the neighborhoods where they own property, ensure that properties are well maintained and tenants appropriately screened, work with police and community groups to enforce appropriate housing and other codes, and join with area residents for community clean-ups and other activities.

Newspapers, Radio, Television: These businesses are both communicators and profit-making enterprises. They depend on a vital community with active, participatory residents and vibrant businesses. Both as educators of the public and as business entities interested in positive public relations and community well-being, they have a major stake in preventing crime. Prevention education through public service messages, special shows for children and adults, and special segments in regular shows is an important task that these media excel at. Highlighting successful prevention efforts by both adults and youth in news reports encourages others to work toward success. Organizing events to promote crime prevention is an excellent community service project for many newspapers, radio and television stations. Positive reports on successful partnerships or teen volunteer work, for example, can give hope without compromising journalistic integrity. Certainly, the media can reduce the amount of violence contained in their programming or story budgets.

Organizing events to promote crime prevention is an excellent community service project.

Business Organizations: Chambers of Commerce, Junior Chambers of Commerce (Jaycees), ethnic and neighborhood business associations, merchants' associations, and similar groups can develop a team, can-do spirit among business leaders. Such groups are accustomed to working in partnership and can prove an excellent source of leadership for community action. They might sponsor education for owners, managers, and employees in preventing business-related crime and in personal and home security; serve as catalysts for organizing in their neighborhood areas; host community prevention forums; promote continuing local education campaigns on specific business-related prevention needs (e.g., carjacking, shoplifting, burglary); use managerial skills to help neighborhood and community groups with comprehensive prevention programs; and hold fundraisers to support local prevention efforts.

Neighborhood Groups and Social Organizations

These groups range from residents of a single block to residents drawn from an entire region. They may be based on fellowship or hobbies, on residence, on past common bonds (veteran status, alumni status, etc.), on a cause (e.g., housing), or on a recreational activity. They are the source of many thousands of volunteer hours to meet community needs as well as an important part of the social and psychological framework. Their bonds are based on something other than governance or commerce; their impact can be phenomenal. Many groups that unite for spiritual reasons, advocacy, or friendship find that preventing crime is important.

These groups also provide vital leverage to attract government attention to problems.

Neighborhood Groups: These groups are the bedrock of community in cities, towns, and counties throughout the nation. They may lack the breadth of vision of citywide groups or the depth of specialized interest of some associations, but they are grounded in the heart of daily life. They have immediate access to young people residing in the community and can play critical roles in helping youth develop a sense of stake by enlisting them in responsible tasks such as crime prevention. These groups can be active in ways that run the gamut: the now-traditional Neighborhood Watch; programs against drug dealing (in cooperation with local law enforcement); local children's events (such as safe Halloween parties); locally sponsored escort and check-up services for elders; partnerships with the local school for safe student travel; programs using the school building; and alert the neighborhood about local crime problems. Studies show that these groups also provide vital leverage to attract government attention to problems that lead to drugs, theft and violence.

By pitching in on crime prevention, these groups not only help meet their members' needs for secure communities, but meet their charitable objectives.

Social Groups: Fraternal clubs, fraternities and sororities, sports groups, hobby clubs, and myriad other groups provide still another category of groups that are touched by crime. If members' personal security becomes an issue, they are less willing to attend meetings or take on additional responsibilities. New members are more difficult to recruit. By pitching in on crime prevention, these groups not only help meet their members' needs for secure communities, but meet their charitable objectives. Remember that many youth groups are social groups as well; extracurricular clubs in schools and youth membership groups in the community are important sources of energy and ideas. A fraternal group can sponsor a community-wide education campaign on rape prevention; a hobby club might hold a fundraiser with proceeds to crime prevention programs; a sorority might tutor and mentor girls in the community; a sports group might educate members directly about dangers of drugs.

The Most Important Partner of All

Partnerships themselves are significant elements of crime prevention. The cooperative action, common purposes, and rich working relationships that spring from partnerships are major assets of crime prevention—so important that the concept of partnership itself is a partner in successful efforts.

The earliest crime prevention partnerships of the modern era were embodied in the Neighborhood Watch program. The efficacy of this model quickly became apparent, and it was replicated and modified in many guises. Examples of the "look out for yourselves and each other; call if you witness anything of concern" idea coupled with basic personal and property protection strategies abounded: Apartment Watch, Office Watch, Block Watch, Town Watch, Building Watch, School Watch, Realtor® Watch, Utility Watch, and more.

These partnerships evolved quickly into more broadly based efforts. By the mid-1980s, the most successful and enduring Neighborhood Watches were those that were part of (or allied with) general civic groups that sought to address a variety of community problems, ranging from street repair to school conditions. Research documented that groups that offered multiple outlets for members' energies and avenues to deal with a number of common concerns sustained themselves and grew both in numbers and in range of programs.[3] Some have, in fact, used crime as the lever to get at larger community issues.

Meanwhile, social scientists were acknowledging that crime most likely arises out of many causes rather than a single one or a small group; research eventually suggested the many predisposing, situational, and activating factors, both social and individual, portrayed in Chapter 1. It also became apparent that, although national policies, leadership, and resources could be helpful, the real battle to prevent or reduce crime had to be fought in individual communities and neighborhoods.

Community Responses to Drug Abuse, a demonstration program developed by the National Crime Prevention Council working with the National Training and Information Center (and underwritten by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice), was one successful attempt to blend national resources with local planning and action.[4] The Department of Justice also has sponsored Weed and Seed, an initiative to sweep serious criminals from a community, and then seed it with a range of programs that offer positive assistance and community-building.[5] The Center for Substance Abuse Prevention of the U.S. Department of Health and Human Services funded 251 community partnerships against drug problems.[6] Many of these groups have gone beyond their anti-drug mandate to address violence issues and causes of crime. The U.S. Department of Housing and Urban Development provided direct funding to local public housing authorities to build community partnerships and coalitions within these communities. On the private funding side, the Robert Wood Johnson Foundation funded 26 "Fighting Back" community action programs that encouraged local planning and program ownership backed by national networking and support. Many community foundations have funded local groups plan and build similar partnerships. Nationally, a number of foundations have gathered together a major anti-violence funding consortium, that is committed to coordinated funding of significant local anti-violence efforts.

At practically the same time these groups were forming, the community policing movement, with its emphasis on police-citizen partnerships and the concept of co-produced public safety, had come into its own.[7] The spirit of partnership readily evident in community policing and the range of civic issues that its problem-solving tactics seek to address are a natural fit with the partnership concepts that drive community crime prevention.

The most successful coalitions have learned not only to develop partnerships but to work in collaboration with other groups.

The most successful coalitions have learned not only to develop partnerships among their members but to work in collaboration with other groups to address the many causes of crime. That skill is what makes them the most important actors on today's crime prevention stage.

Notes

1. *New York Times*, September 26, 1993. page 1.

2. Personal communication from Deane Calhoun, Director, Teens on Target anti-violence program, Oakland, California, August 10, 1993.

3. Garafolo and McLeod, "Improving Neighborhood Watch, 1987."

4. National Crime Prevention Council. *Creating a Climate of Hope: Ten Neighborhoods Tackle the Drug Crisis*. Washington, DC. 1992.

5. For the most current information on the Weed and Seed Program, call the Bureau of Justice Assistance Clearinghouse at 800-688-4252.

6. For a catalog of reports on these partnership programs, call the National Clearinghouse on Alcohol and other Drug Information, 301-486-2600, or write NCADI at PO Box 2345, Rockville, MD 20852.

7. Herman Goldstein. *Problem-Oriented Policing*. New York: McGraw Hill, 1990; and monographs in the series *Perspectives on Policing*, by National Institute of Justice and Harvard University, available through the National Criminal Justice Reference Service, 800-851-3420.

CHAPTER 3

AN ENORMOUS RANGE OF ACTION

Crime prevention action can be sorted by several categories: e.g., age group, gender, type of housing, location, and type of crime. Tables on pages 38 and 39 show some other ways that crime prevention strategies have been categorized.

One way both to group strategies and to connect them to the community is the framing suggested by the Urban Institute:

> Community-focused crime and drug control programs . . . appeal to what might be called the conjunction of the physical neighborhood and the social neighborhood. They combat the community disorganization and fear that have crippled large parts of the inner city and have estranged affected neighborhoods from the rest of the urban region.[1]

Crime prevention strives to create physical and situational barriers to crime and crime-causing conditions; to shape the social environment so that crime is devalued and discouraged; and to reform institutional structures to enhance prevention opportunities and remove obstacles. This framework—physical/situational, social, and structural prevention efforts—helps keep clear the link between community and crime prevention while it reflects the richness of crime prevention activity.

Physical and Situational Prevention

Much of crime prevention's initial focus was on the personal and community strategies that physically reduced opportunities for crime to occur or that made potential victims less vulnerable. Though crime prevention encompasses more, these strategies remain a vital part of day-to-day prevention instruction. Many of them are short-term rather than long-term. Some have argued that attention to "locks, lights, and landscapes" types of personal protection should be reduced in favor of increased focus on socially grounded prevention programs.

Unless people feel secure in their homes and persons and feel that their loved ones are secure, they will not come out to community meetings.

The plain fact is, these actions by individuals can reduce both crime and fear in the relatively short term, whereas most socially based programs need a longer time to show results. It is also inarguable that unless people feel secure in their homes and persons (and feel that their loved ones are secure), they will not come out to community meetings, involve themselves in civic improvement activities, or be willing to volunteer time away from home. Therefore, physical security strategies remain part of the bedrock of community crime prevention.

Personal Security

Personal security programs are a major component of physical and situational crime prevention. People of every age need this information. The subject matter includes, but is certainly not limited to, prevention of burglary, assault, rape, and homicide; specific anti-rape training for girls and women as well as sexual assault prevention for children and adults; training for older people that addresses their special needs and concerns; and child protection training

TYPES OF STRATEGIES FOR PREVENTION OF YOUTH VIOLENCE

Education	*Legal/Regulatory Change*	*Environmental Modification*
Adult Mentoring Conflict Resolution Training in Social Skills Firearm Safety Parenting Centers Peer Education Public Information and Education Campaigns	Regulate the Use of and Access to Weapons • Weaponless schools • Control of concealed weapons • Restrictive licensing • Appropriate sale of guns Regulate the Use of and Access to Alcohol • Appropriate sale of alcohol • Prohibition or control of alcohol sales at events • Training of servers Other Types of Regulations • Appropriate punishment in schools • Dress codes	Modify the Social Environment • Home visitation • Preschool programs such as Head Start • Therapeutic activities • Recreational activities • Work/academic experiences Modify the Physical Environment • Make risk areas visible • Increase use of an area • Limit building entrances and exits • Create sense of ownership

Adapted from *The Prevention of Youth Violence*, Atlanta, GA: Centers for Disease Control and Prevention, 1993. Appendix.

ranging from self-care in latchkey situations to safe travel between home and school. Training in these areas often involves classic opportunity reduction strategies taught in new and exciting ways, including peer teaching, role-plays, and other interactive approaches. Increasingly, instructional energy is focused on how to make good decisions to avoid being a crime victim, rather than on memorizing rules that may not always apply.

Programs that teach adults and children constructive ways to handle anger and frustration and ways to settle conflict without violence are a key element of assault prevention, because a majority of assaults occur between people known to each other. In fact, a sizable number of homicides involve people known to each other. Personal security issues in crime prevention also include child abuse prevention and domestic violence prevention. Help for children, teens, and adults in preventing drug use (their own and others') and organized citizen action, in concert with local law enforcement, to prevent or address drug trafficking in the community are other aspects of preventing criminal behavior that also help prevent a host of drug-related and drug-stimulated crimes.

CRIME PREVENTION TACTICS*

Direct Resident Activities	*Direct Police Activities*
Police/Community Boards	Neighborhood Beats
Street Observation	Police Mini-Stations
Privately Sponsored Crime Hotlines	Crime Analysis Units
Block Clubs	Police Department Environmental Design Review
Tenant Organizations	Community Service Officers
Block Watch	Police/Community Boards
Block Watch Variations	Police/Community Relations Programs
Apartment Watch	Street Observation
Citizen Patrols	Crime Prevention Educational Projects
Radio Patrols	Police Telephone Projects
Escort Services	Victimization Surveys
Block Houses	Home Security Surveys
Victimization Surveys	Operation ID
Home Security Surveys	Police Directional Aids
WhistleSTOP	Crime Prevention for Business
Operation ID	
Neighborhood Directories	*Changing the Physical Environment*
Self-Defense Courses	
Police Directional Aids	Police Department Environmental Design Review
Working Within the Criminal Justice System	Home Security Surveys
	Improving Street Lighting
Police/Community Boards	Changing Traffic Patterns
Victim/Witness Assistance Programs	Police Directional Aids
Court Watch	Neighborhood Cleanup
Crime Hotlines	Installing Emergency Telephones
Crime Reporting Projects	Crime Prevention for Business

*When tactics can be appropriately placed in more than one category, they have been listed in each.

Adapted from *Partnerships for a Safe Neighborhood*, by Judith Fines. Washington, DC: U.S. Department of Justice, 1983.

Physical security for the individual and family also involves basic home crime prevention—sturdy locks on doors and windows, good exterior lighting, trimmed shrubbery and trees, etc. Property crimes can be as damaging as any. Victims of burglary can attest to the severe sense of invasion and insecurity they feel. Loss of property is compounded by loss of haven and privacy; losses discourage people from leaving their homes to venture forth into community action to reduce others' risks.

Education on basic prevention subjects offers immediately useful information and helps people reassert some level of personal control over their environment—an important means of helping them claim or reclaim a sense of power.

In many communities beset by violence and property crime, these basic steps may be overlooked on the theory that a large-scale program is the only thing that can cope with the large-scale problem. Keep in mind, however, that education on basic prevention subjects offers immediately useful information and helps people reassert some level of personal control over their environment—an important means of helping them claim or reclaim a sense of power, as experience with crime victims has demonstrated.

Education about personal security may be as simple as the posting of well-designed, attention-catching posters in public areas; it may be as complex as a ten- or fifteen-lesson curriculum for children, youth, or adults. It may take the form of a home security walk-through in which the education takes place by example and hands-on training. It can involve lectures, demonstrations, role-playing, slides, movies, videos, and any of a host of other training methods and tools. Presentations may need to be adapted or tailored to the needs of specific audiences—the disabled, older people, those living in apartments or on farms, to name a few examples.

Neighborhood Security

The most widespread program oriented toward neighborhood security is Neighborhood Watch. The program model usually has at least three parts: home security surveys, Operation ID participation, and training on how to recognize and report suspicious or criminal behavior. Some communities set minimum participation requirements for Neighborhood Watch signs to be posted in the community. Some require annual or semi-annual meetings. Some specify recertification procedures.

Most effective Watch groups find that a continuing, active program—one that goes beyond surveillance—is key to success in sustaining interest and support, as is an approach that fosters social interaction among residents and builds common bonds (arguably a social rather than physical approach). Watch programs are successful because they

Watch programs are successful because they offer a variety of opportunities for participation, recognize members' active roles, make use of a wide range of talents of neighborhood residents, and develop a sense of independence.

offer a variety of opportunities for participation, recognize members' active roles, make use of a wide range of talents of neighborhood residents, and develop a sense of independence. Many of these programs have developed outstanding program supplements and innovations, ranging from newsletters to block parent programs, from voice mail systems to community cleanups, from child care to escort services, not only to sustain member interest but to inform and educate the community and address longer-term problems that can result in crime.

Training for Neighborhood Watch can be an excellent tool to stimulate interest and alertness. In Oxnard, California, a call-in television show links Watch members monthly as police share current crime data and answer key questions from groups meeting in living rooms and rec rooms all over the city. In South Daytona, Florida; Warminster, Pennsylvania; and other communities, Neighborhood Watches are organized through a series of area leaders who sit on a city-wide council. These leaders help speed the flow of information both to and from block-level units and act as citizen spokesmen to the police department.

Surveys and other assessments, now popular in community-police partnerships, have long been a useful tool to help identify the pressing concerns of neighborhoods. Problems that show up in the official statistics may not be the problems that are making neighbors uneasy or fearful. Fear of crime is a significant issue for many neighborhoods; it can rise or fall independent of the rate or direction of crime shown in official records. Research has documented the debilitating effect of fear on neighborhoods, and part of neighborhood crime prevention needs to allay unwarranted or misplaced fears while helping residents act realistically and effectively to reduce their crime risks.

Community surveys that look toward anti-crime and other improvements needed throughout the neighborhood can help focus on common tasks that neighborhood groups can undertake. Some are readily done with talent and tools on hand—litter pick-ups, trimming of small shrubs and bushes, and clean-ups of modest amounts of debris. Some tasks—improved public transit access, removal of abandoned vehicles, repair of sidewalks, to name a few—require heavy-duty equipment and outside assistance.

Both business and residential neighborhoods, whether existing or new, can benefit substantially from application of such principles as crime prevention through environmental design (CPTED). CPTED focuses on reducing

opportunities for criminals to act unobserved and on increasing natural surveillance (how people view the area as they use it or travel past or through it) in neighborhoods of all kinds—urban, suburban, and rural. In Knoxville, Tennessee, a neighborhood that had hosted a sizable drug market saw a sharp drop in drug traffic when street barriers made access less convenient (and more susceptible to surveillance) for potential customers.[2] In Gainesville, Florida, an ordinance that directed CPTED-based improvements in convenience stores as well as staffing changes resulted in a 65 percent reduction in robberies at these stores, which are often key neighborhood facilities.[3] In the Hartford, Connecticut, neighborhood of Asylum Hill, the installation of traffic barriers and cul de sacs reduced through traffic that had, in the community's view, contributed to crime.[4] Crime levels did drop, but rose again to match rates in other parts of the city. Nevertheless, two years later, residents strongly indicated that they felt more in control of their neighborhood and safer, thanks in part to CPTED-related changes.

Two years later, residents strongly indicated that they felt more in control of their neighborhood and safer.

Research is inconclusive about whether simply improving lighting by itself automatically reduces crime. But it is clear that people are less fearful and more comfortable using areas that are well-lighted. Increased use increases surveillance of the area, which tends to decrease opportunities for criminals. Putting in an extra light where adequate lighting exists is unlikely to provide major benefit; installing in one lonely bright light where lighting is otherwise dismal is not likely to cause a major change. Neighbors, acting in concert, often can petition to have lighting installed and sometimes can accelerate the installation by bearing all or part of the cost.

Though schools are part of larger systems, local elementary and middle schools, in particular, tend to be closely identified with the neighborhoods they serve. The schools can build and support parent groups, encourage participation by young people in preventing crime, engage in thoughtful preventive design of their facilities and grounds, and serve as a focal point for all kinds of school-sponsored and neighborhood activity during before-school and after-school hours. Schools can educate students in how to prevent crime and provide opportunities for them to plan and carry out a variety of crime and drug prevention projects.[5]

Community-Wide Efforts

Some programs may target special populations. Others may reach out to those in certain age groups. Others provide direct services; still others support services based in the neighborhoods.

Crime prevention activity going beyond individual neighborhoods can take many forms. Some of the programs may target special populations (e.g., immigrants, the disabled, the disadvantaged, females) wherever they live in the community. Others may reach out to those in certain age groups—children, teens, older residents. Some seek to educate and inform; others provide direct services; still others support services based in the neighborhoods. Some, such as National Night Out every August and Crime Prevention Month in October, seek to celebrate, energize, and rededicate.

The consultative and supportive role of law enforcement in community-wide crime prevention is vital. Though the community members may take the lead, they usually do so only with the knowledge that the experts are readily available. But law enforcement should not be the only local government resource tapped in community prevention efforts. As Chapter 2 points out, many agencies have key roles.

Education can include such steps as placing curricula throughout the school system for appropriate age groups. It often deals with both physical and social issues. The Drug Abuse Resistance Education (D.A.R.E.) program originally targeted fifth graders, for example, though materials are now available for higher grade levels. It includes self-esteem-building; anti-violence, anti-gang, and peer resistance skills; and education about the dangers of specific drugs.[6] The Teens, Crime, and the Community curriculum has been mandated in several school systems to teach and engage the energies of students in seventh and eighth grades.[7]

Cross-age teaching, in which older youth teach younger ones crime prevention, drug abuse prevention, and similar skills, is highly popular with both the young teachers and their pupils. It not only conveys important information effectively and directly, but presents subtle though significant messages about what older children, often role models for younger ones, see as appropriate behavior. It also promotes the idea that we are all responsible for others.

Involving young people as active partners builds sense of their role and stake in the community and its future and their connections with a variety of community institutions.

Involving young people as active partners in designing and implementing community crime prevention (and other community-building) activities not only helps prevent crime; it builds young people's sense of their role and stake in the community and its future and it builds their connections with a variety of community institutions. Crime prevention skills, whether taught in schools, youth group meetings, or community recreation centers, offer first-rate opportunities for stimulating education via role plays, group discussions, and other tested teaching techniques.

Senior centers have marshaled senior volunteers to work with police departments, conduct community-based prevention campaigns, and help young people as tutors, mentors, and co-producers of programs.

Adult education offices and recreation departments have made self-protection and home security classes available throughout the community. Senior centers have sponsored speakers and demonstrations on personal safety, fraud prevention, home security, and other key topics. They have also marshaled senior volunteers to work with police departments, conduct community-based prevention campaigns, and help young people as tutors, mentors, and co-producers of programs.

Parent-teacher groups and civic associations have sponsored city-wide implementation of block parent programs like McGruff House (neighborhood places children can turn to for help in emergencies), in partnership with law enforcement, to enhance the safety of children traveling to and from school. They have encouraged and sponsored both crime prevention and drug prevention instruction in youth groups as well as in schools.

Business groups can help strengthen individual physical security. A concierge association in Philadelphia, for example, provides not only traveler safety information to guests but extra eyes and ears for police. Businesses have arranged escorts for employees working out of normal hours, organized Office Watches and employee training in prevention, and improved parking lot surveillance and lighting.

Recreation and park services offer organized sports, crafts classes, skill training, informal educational opportunities, public gatherings and festivals, and the like. Beyond the positive impact of these activities, it is not uncommon to see crime prevention education materials being handed out during community events.

Government building, fire, electrical, and other inspectors have worked with community groups, law enforcement, and utility companies to close crack or other drug houses in Oakland, California, and other cities. By strictly enforcing code requirements, they made it unprofitable for the dealers to stay in business. Enforcement of similar ordinances can be a less dramatic but no less significant means of requiring appropriate property maintenance to avert deterioration of commercial and residential properties. Such deterioration, like the proverbial broken window,[8] becomes the first sign that disorder is being allowed to creep into the community landscape.

Such deterioration, like the proverbial broken window, becomes the first sign that disorder is being allowed to creep into the community landscape.

Government policies and procedures can help ensure that designs for new construction or remodeling avoid attracting crime, and indeed discourage it. This may take the form of plan reviews by CPTED experts, interagency coordination, or policy directives by senior officials.

The Social Environment

The social interactions among human beings in their varied groups can be a source of friction, but they can equally be a source of enormous strength for the community. Social crime prevention, according to many experts, addresses the myriad causes of crime that arise from social conditions such as unemployment, poverty, inadequate family support, sub-standard housing, lack of opportunity, lack of education, poor nutrition, and inadequate health care. But the social environment goes beyond these issues. It encompasses the spirit and attitude that a community projects toward its members, the sense of caring and belonging (or its absence), and the creation (or failure) of a social structure that encourages the best in each individual while showing appropriate compassion.

Crime prevention has been described as both "watching out and helping out."

Crime prevention acknowledges that someone may attempt to break society's laws—in other words, commit a crime. One objective is to reduce that person's opportunities and motivations to do so. Equally important, the community must work to create a positive climate that keeps crime out. Thus, crime prevention has been described as both "watching out and helping out"—watching for danger, for suspicious activity, for those in need of assistance to prevent victimization; helping out to build positive links, provide mutual support, and develop a base for future mutually beneficial actions as a community.

Effective neighborhood crime prevention efforts certainly embody these ideas. Communication among people who live in proximity to each other results, it is hoped, in stronger, more positive bonds based on a variety of mutual interests. The surveillance tactics of the program—reporting any suspicious activity to law enforcement—encourage participants to be alert to activity around them and others in the area and to regard threats to their neighbors as menaces to themselves.

Neighborhood groups often reach far beyond this. In Philadelphia, Watch members are trained to provide a wide range of services to victims of crime, including advocacy, court watch, transportation, assistance with claims, and sympathetic listening. Postal workers in a number of cities have established "watches" over housebound patrons; mail unclaimed in an unexplained way results in a call to the occupant and/or the authorities to investigate.

Shared neighborhood tasks, like installing reliable locks for those unable to do so, allow neighbors to barter skills and to reach out to one another in personal exchanges that time may not ordinarily encourage. Mutual support in such rou-

tine events and actions in a neighborhood is more difficult to find—and sometimes more valuable—than the outpourings of support that come in time of crisis.

Sometimes the best ideas are simple. Minnesota crime prevention professionals teamed with more than 45 other organizations to create a "Turn Off the Violence" day, in which participants agreed not to listen to, read, or watch violent or violence-linked entertainment, including videos, movies, television, radio, and printed materials. What constituted "violence" was left to the individual's discretion. Critical listening and thinking skills were called into play for all; school groups, parent-child groups, and co-workers found themselves discussing violence and acknowledging the need to discourage it.

Community organizations can sponsor programs that offer a host of services that address causes of crime.

Community organizations can sponsor programs that offer a host of services that address causes of crime. Mentoring of youth, whether those at risk of delinquency or those at risk of injury, provides both positive role model and caring adult presence. Some research has suggested that, especially in single-parent households (predominantly female-headed), the presence of positive male role models for boys can be a critical factor in discouraging delinquency.

Community groups can support parenting skill classes for those who have—or are about to have—children. Classes can be given in neighborhoods, at well-baby clinics, at work sites (with employers' cooperation), among other settings. In Hawaii and New York, prospective parents who are identified as at risk of becoming child abusers get a trained volunteer to work with them on parenting skills and child care from before the baby is born until after it is a year old—a critical time of adaptation for parents and children alike.

Civic groups, churches, social clubs, hobby groups, and others whose membership spans several neighborhoods can provide strong links to educate their members and enlist them in program activities. One church in Ohio partnered with a local college to provide tutoring, self-esteem training, and informal counseling to young people. Rooms for neighborhood and community meetings are frequently provided in the facilities of religious institutions located in the neighborhood. These groups are often fertile ground for mentors, positive role models who can counsel and befriend youth and help with their studies, their personal quandaries, and their aspirations.

Government policies can support a social environment that resists or rejects crime. Policies against drug abuse in the workplace have had a signal effect, both symbolically and substantively, in educating business on the need for a drug-free workplace. Regulations that require counseling for abusive or potentially abusive parents or spouses, or mandate mediation for neighborhood disputes that would otherwise come before a court, can make it easier for those who need help to get it. Government actions might be prescriptive, promotional, regulatory, or proactive, depending on the situation and the government's authority.

Creating or enhancing a community climate that supports antidotes to conditions that Reiss and Roth[9] describe as causes of crime is a complex challenge. It involves recognizing the underlying causes of crime, identifying those causes that can most effectively be addressed, and sustaining a commitment to a long-term process. Changing the situations that lead to crime is not often an overnight—or even a one-year—affair, but this course offers the greatest hope for the future. Partnerships that seek to tackle not just the crimes but the underlying causes and problems show excellent promise for weeding out crime and reseeding communities with positive resources and useful capacities. The magic inherent in community policing, in Weed and Seed efforts, and in other similar problem-solving partnerships is that they must, to be effective, empower the community and become its helpers rather than its saviors.

Changing the situations that lead to crime is not often an overnight—or even a one-year—affair, but this course offers the greatest hope for the future.

Youth—A Bridge-Builder for Community Action

Consistently, in communities and neighborhoods in every part of the country, a desire for the well-being and successful future of children and teens brings together adults from all walks of life, from all socio-economic classes, from all kinds of ethnic and religious backgrounds. Many adults readily admit that they will do things for children—theirs and other people's—that they would never do just for themselves. The hours devoted to youth sports and other skill-building activities, parent-teacher organizations, support of youth membership groups, and similar endeavors readily demonstrate the commitment that adult communities make to their young people.

Many adults readily admit that they will do things for children—theirs and other people's—that they would never do just for themselves.

This commitment grows out of a number of human needs, including our drive to live on through our offspring, our desire for their best possible future, our need to bring young people into full adult membership in the community, and our hope that young people will continue and improve

upon the communities we have created or sustained. Particularly as young people enter adolescence, they begin to seek independent identities, building toward their adulthood. An important task of both the community and parents is to help young people learn that they as individuals can constructively affect the community; that they have skills the community values; that they have a real stake in the community; and that they have good reason to obey the rules and laws that the community has established. Youth who do not get these key messages while growing up become disconnected, distrustful of community institutions, unable or unwilling to use peaceful means to settle disputes, and even violent, so it is in the community's as well as the family's interest to help young people develop a sense of independent connection with and stake in the adult community[10] in the course of growing up.

That this is a community task is beyond dispute. An old African proverb says "It takes a village to raise a child." For many of us, childhood recollections include neighbors who cherished and chastised us almost as if we were their own. It includes activities which, as we grew older, we carried out more and more independently of parents—but with parental support as a constant reassurance. Both the proverb and the memories evoke the common commitment to the future welfare of the community's children. As William Julius Wilson and others have pointed out, communities that are dysfunctional often are those that are not truly communities with all their rich diversity, but merely collections of poor families without the resources to sustain the integrity of a healthy community.[10] Yet even in these communities, most families strive to achieve; most children are fed and clothed and reared as well as resources permit.

The well-being and future of youth are potent banners around which a great majority of the community will rally.

No wonder, then, that the well-being and future of youth are potent banners around which a great majority of the community will rally. It is equally and tragically apparent that the violence that plagues our schools, streets, sidewalks, and parks affects children, as disproportionate victims of violence and as victimizers. Any effort to curb youth violence should be two-pronged—aimed at helping young people avoid victimization and deflecting youth from becoming victimizers.

For example, youth clubs may be eager to present helpful information that teaches youth effective skills, including how to avoid dangerous situations when they are at home and away, how to be observant and aware of their surroundings at all times, and how and when to notify someone in authority when they feel threatened. Law enforcement can be an integral part of such a personal safety programs, not only by teaching personal safety skills

but also by emphasizing positive alternatives to illegal behavior, peer pressure resistance skills, and youths' importance as people who can help make the community crime free. Conflict resolution, "peacemaking," and anger management training are often attractive to youth who have never thought about non-violent ways to handle aggravations, disputes, and disagreements. The very great majority of youth don't want situations to deteriorate into confrontations.

Schools can provide the springboard for positive involvement by all kinds of young people.

Schools can play a vital role, both serving as safe places for learning and providing critical skills and knowledge. A number of curricula can be infused into any or all of several existing courses to provide both personal protection strategies and encouragement of community anti-crime action by the students. Schools can provide the springboard for positive involvement by all kinds of young people in restoring and sustaining community vitality.

School and community policies that declare school campuses and public places (e.g., parks, recreation centers) where youth tend to congregate as "drug-free, gun-free, violence-free zones" send clear messages about expected and tolerated behavior. The Drug Abuse Resistance Education (D.A.R.E.) program includes anti-violence and positive self-esteem training along with assertiveness, stress management, and resistance to negative peer pressure.

Youth-serving agencies such as Boys & Girls Clubs of America have developed both positive leadership and skill-building programs (such as SMART Moves) and specialized programs to reach out to young people at high risk of becoming victims, victimizers, or both (Targeted Outreach Program). Through a combination of sports, community service, personal counseling, and skill training, young people in these programs learn positive ways of dealing with anger, find role models and mentors who represent positive achievements, and learn to set their sights on productive, meaningful adult lives.

Youth and handguns are an explosive combination.

Youth and handguns are an explosive combination. Law enforcement personnel and teachers, as well as others who care for youth, can become effective educators on gun safety and violence prevention, as the STAR (Straight Talk About Risks) curriculum,[11] among others, has showed. Schools, recreation centers, and other places that attract young people can provide opportunities to educate them about the lethality of handguns, about the personal and community consequences of violence, about alternative ways to settle disputes, and about legal and safety restrictions on handguns. The Southeastern Michigan Spinal Cord Injury Center has developed a highly effective pro-

gram in which youthful victims of gun violence, now paraplegic or quadriplegic, educate other young people about some of the consequences of using guns. Teens on Target in Oakland, California, also testify first-hand to peers about the impacts of violence. Legislative restrictions are growing on youth handgun possession. Nineteen states and some local jurisdictions have gone so far as to enact statutes making handgun possession by people under age 21 a criminal offense.

Action to deter youth violence in the community should address both the violence itself and its cause or causes. Again, the most effective programs are those that ally interested groups in the community, with young people as principal partners. Empowered communities, led by empowered youth, can change both the environment and the attitudes that lead to violence. Failure to address causes means that the violence-inducing conditions, like a stubborn infection, linger to flare up again after the immediate treatment has ended.

Neighborhoods plagued with the signs of physical deterioration—abandoned cars and buildings, broken outdoor lighting, littered parks and other public places—are magnets for crime and violence. Young people often enjoy taking the lead in such clean-ups, including much or all of the planning.

Other communities have effectively educated their young people—and adults—about gangs, racism, family and personal stress, economic pressures, substance abuse, and guns and other weapons through school assembly programs, youth-led projects, health fairs, community-wide media campaigns, special youth counseling sessions, job fairs, and other one-time or regular events. Many times, the educators have themselves been youth. This education, often coupled with community-building action, has changed attitudes and actions.

Reforming Structures To Encourage Prevention

Structures—the operational framework of communities—may sometimes obstruct or discourage crime prevention. Enhancing structures and instilling crime prevention as an accepted and expected part of the civic landscape help both to ensure its benefits and to provide a flexible, sound base

for the future. Reshaping structures to encourage prevention can involve three different kinds of actions:

- creating policies that make prevention more attractive;
- easing or abolishing attitudes and policies that create obstacles for prevention; and
- institutionalizing prevention as part of continuing government and community behavior.

Making prevention more attractive involves promoting both the benefits of action and the costs of inaction.

Making prevention more attractive involves promoting both the benefits of action and the costs of inaction. The approach does not need to be punitive; in fact, it may be most effective when it does not penalize. Insurance rates can be reduced for homes that have complied with security survey recommendations. Anti-drug policies can emphasize prevention. Weapons safety, security, and other limitations can help reduce the level and lethality of violence. Policies that make services more readily available to neighborhood residents and combine services into convenient sites can not only promote prevention but make service delivery more effective. A number of local and even some state governments (Virginia is one example) have legislated crime prevention through environmental design as part of their building standards and permit review processes. Nuisance abatement ordinances can be structured so that they become prevention tools—preventing neighborhood deterioration and even drug dealing, as Oakland and other cities have proved. Public transit systems can rework bus routes to enable more people to get to and from available jobs, and establish policies that make bus and other transit stops safer places for prospective riders. Policies that encourage and reward information-sharing promote prevention for two reasons: (1) Agencies that communicate can better cooperate, and (2) the combined knowledge among all agencies about a neighborhood or a problem paints a more powerful, more informed picture and helps to identify solutions that are preventive, not just restorative.

Removing Roadblocks

What sorts of obstacles does community crime prevention face? Many of them are part of, or make their presence known in or through, the community's structures. Obviously, lack of knowledge about the idea that crime can be prevented and lack of the necessary resources are two problems. But the view that those in authority—whether law enforcement, elected officials, other government officials, civic leaders, opinion makers, or others—take about crime prevention can often be a major stumbling block.

Some see it as merely public relations, a "feel-good" form of window dressing rather than real anti-crime work. Some believe it's a nice but not necessary component of police work. Some perceive a "get tough" policy that involves more police and more prison terms as the only effective response.

"Merely public relations": Crime prevention certainly involves effective communication between citizens and police, but its goal is the reduction of crime and fear, not an improved image of law enforcement. Those who argue otherwise mistake a side benefit for the main objective. Crime prevention is hard work; it means changing the way business gets done and sharing power so the job gets done better.

"Nice but not necessary": Preventing crime is the first responsibility of the police. To view crime prevention as an embellishment rather than a central tenet of law enforcement and community responsibility is to accept levels of crime that most people find intolerable.

"No substitute for getting tough": No one claims crime prevention is a substitute for apprehension, prosecution, and suitable punishment. Instead, it seeks to reduce the number of crime events and, hence, number of criminals who must be processed by the system. The issue is not about what prosecution and sentencing policies to follow; it is about whether to reduce crime and the fear and suffering it brings.

Overcoming such attitudes often requires patient, persistent work.

Overcoming such attitudes often requires patient, persistent work. Providing evidence of crime prevention's success, emphasizing that it is central to police work, pointing out that it is not intended to counter or even address the handling of prosecutions—all these educational steps take time.

One obstacle that can often be addressed quickly is the question of rewards. The criminal justice system and those who work with it are accustomed to measuring value and action through arrest rates, clearance rates, rates of reported crime, and similar after-the-event indices. As departments seeking to institute community policing have discovered, it is important to offer rewards for achieving the behaviors desired. These may not be outcome-linked. The acknowledgement need not be complex. It may be a simple, single addition to the personnel system to reward work in preventing crime and fear. The reward system will be more complex in some situations, but establishing rewards for prevention behaviors remains important.

Because there are so many factors that contribute to crime rate changes, it is not always wise to rely on these rates to claim program success. If crime rates are the only measure, it may not be possible to state for certain that a program had the desired impact. Dramatic changes in other factors may mask a prevention program's success. That is why thoughtful goals for the program must be set and process measures (persons educated, homes surveyed, business groups formed, children trained in conflict resolution, to name a few) must be included. Attitude changes—less fear, greater knowledge, stronger interest in community activities, greater willingness to use public spaces, for example—can be as important in turning the tide as changes in crime rates.

Bureaucracy can sometimes blunt prevention's effectiveness, or even its friendly reception. Those concerned with protection of their turf or disinclined to become actively involved in prevention "because we've never done that" may need to be enlightened. Helping turf guarders to understand how prevention enhances their work and gives added value to their efforts can sometimes persuade them to at least try to work in partnerships. For those who reject the new, it can help to point out that prevention has been a priority since the advent of modern policing—more than a hundred years ago.

Helping turf guarders to understand how prevention enhances their work and gives added value to their efforts can sometimes persuade them to at least try to work in partnerships.

A third key to establishing structures that promote community crime prevention is institutionalizing it. Institutionalizing simply means that the activity is a part of the normal business of the organization, not a special project placed on the agenda at the behest of one particular person or group. It becomes, like clean tap water and drivable streets, something that is assumed—even taken for granted.

Why is institutionalizing crime prevention important? It makes the basic tasks easier, the programs last longer, and the organization's outlook, not just its program structure, is very likely to change in favor of prevention. Because crime prevention programs can take months or years to document results, it is important that the program be seen as ongoing, as belonging to the institution or agency rather than to any individual.

What forms does institutionalization take? Virginia's statewide prevention cabinet, which includes criminal justice, health, mental health, housing, and drug and alcohol prevention agencies, among others, has made various forms of prevention integral parts of state policy. In San Antonio, a Crime Prevention Commission has been established by City Council action. Kansas City, Missouri, has the long-stand-

ing Westport Crime Prevention Coalition, a nonprofit group that has become a fixture in the neighborhood. Utah's Crime Prevention Council is named in a line item in the State's budget. In less than six years, the Knoxville city agencies—police, social services, juvenile probation, parks, etc.—have become accustomed to sharing information and have benefitted so greatly from it that it is unlikely they would return to isolation.

All the obstacles to community crime prevention are surmountable.

All the obstacles to community crime prevention are surmountable. They will seldom be encountered in concert. And the act of surmounting them helps make the community's structures more and more amenable to prevention efforts.

Extending the Vision and the Partnership

Crime prevention's pervasive and persuasive role in shaping policies throughout major municipal jurisdictions is just coming into its own. A number of jurisdictions have developed focused prevention plans with clear goals, explicit and measurable objectives, and thoughtful strategies for reaching those objectives.

Minneapolis, Minnesota, has established a prevention strategy that focuses on the welfare of the city's children. The "City's Children 2007" report sets clear goals for the entire community over a 20-year span; it identifies specific actions and actors and emphasizes the commitment of city resources to achieving the plan's objectives.

In Norfolk, Virginia, a neighborhood-by-neighborhood approach is part of the success of Police Assisted Community Enforcement (PACE). Led from the City Manager's office, PACE combines community-police partnerships with a high-intensity focus on problem-solving by city agencies. Physical security and safety issues are handled through a Neighborhood Environmental Assistance Team (NEAT), while many immediate and longer-term social problems are addressed by the Family Assistance Services Team (FAST). Norfolk police and other agency officials have received training in how to help residents establish or strengthen neighborhood organizations, so that residents can become an active part of the teams. Under the PACE structure, Norfolk has witnessed significant decreases in homicides, robberies, burglaries, and assaults in just three years.

At a neighborhood level, the Community Responses to Drug Abuse initiative previously described established, in each of ten neighborhoods, a working group that included area residents, law enforcement, and other key government agencies. That group was responsible for developing both

short-term and long-term goals and for helping to coordinate resources to attain those goals. Community-based groups that had once been confrontational and mistrusting developed a new, cooperative style and overcame distrust of government agencies, especially law enforcement, because of the cooperative planning and working relationship that produced positive results for all. They also reduced fear and crime in the community and restored a sense of control to area residents.[12]

A more systematic application of city-wide planning has been developed through the efforts of seven major Texas cities with help from the National Crime Prevention Council and the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The concept is simple but sweeping: Every resident of each city can contribute to solving crime problems; crime prevention actions need tailoring to local conditions, problems, and resources; many who are working on crime-prevention-related efforts are unaware of similar and complementary efforts in their communities; planning offers a means of focusing and coordinating the energies and capacities of the community in a targeted way to attack various causes of crime.

Community residents from all walks of life chaired coalitions and task forces, conducted public hearings, and developed goals and strategies for reaching them.

Community residents from all walks of life chaired coalitions and task forces, conducted public hearings, and developed goals and strategies for reaching them. The depth and breadth of the plans' prevention strategies—covering issues from graffiti removal to parenting classes, from economic and recreation opportunities for youth to business crime watch, from more aggressive code enforcement to domestic violence prevention—are remarkably consistent, addressing both immediate issues and long-term needs. About a third of the recommendations focused on children and youth, about a third on neighborhood needs, and about a third on various forms of crime prevention through environmental design and other opportunity reduction strategies.

Toward the Future

Focused planning processes, grounded in grassroots citizen leadership and in the needs and concerns of neighborhoods, may well represent a strategic breakthrough in mobilizing community residents, organizations, governmental bodies, and other resources to act on prevention. Part of the promise lies in the extraordinary sense of local ownership and control. Part lies in discovery of common interests and shared goals. Part clearly lies in identification of roles that all can and must play to prevent crime in each community.

The task of implementing such planning and seeing that the resulting plans are implemented presents an extraordinary opportunity and an invigorating challenge to local, state, and national leaders in crime prevention.

Notes

1. The Urban Institute, *Confronting the Nation's Urban Crisis*. Washington, DC: 1992.

2. Institute for Social Analysis. "Evaluation of the Systems Approach to Crime Prevention." Unpublished manuscript prepared for the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, 1991.

3. Timothy Crowe. *Crime Prevention Through Environmental Design*. Boston: Butterworth, 1991.

4. F. J. Fowler and T. W. Mangione. "Neighborhood Crime, Fear, and Social Control: A Second Look at the Hartford Program," 1983.

5. The National Crime Prevention Council has a number of publications describing such programs. Call 202-466-6272 for a free descriptive catalog.

6. Contact D.A.R.E. America, PO Box 2090, Los Angeles, CA 90051 for further information.

7. For information on this program, call or write the National Teens, Crime, and the Community Program Center, 711 G Street, SE, Washington, DC 20003, 202-546-6644.

8. George Kelling and James Q. Wilson. "Broken Windows." *Atlantic*, March 1982.

9. Albert A. Reiss, Jr., and Jeffrey A. Roth, editors. *Understanding and Preventing Violence*. Washington, DC: National Academy Press, 1993.

10. William J. Wilson, *The Truly Disadvantaged*, Chicago: University of Chicago Press, 1987, Page ix and Chapter 2.

11. The STAR curriculum, now in use in a number of school systems around the country, was developed by the Center to Prevent Handgun Violence, Washington, DC.

12. Dennis Rosenbaum, Paul Laurakas, Susan Bennett, et al. *Community Responses to Drug Abuse: A Program Evaluation*. Washington, DC: U.S. Department of Justice, 1994 (NCJ 145945).

CHAPTER 4

TRANSLATING APPROACH INTO ACTION

Granted that crime prevention is a way of doing business, not a specific program or strategy, how does it apply to specific programs? It prescribes less what work must be done and more the way in which work can most effectively be done. This section briefly describes some features that good programs share, examines how the key theme of partnership translates into action, and presents some sources of additional information about designing and implementing crime prevention efforts.

The operational characteristics of good community crime prevention programs focus on sustaining or building a sense of common purpose, common interest, common grounding, and mutual support. A healthy, vibrant community by definition prevents crime, but health and vibrancy need maintenance attention as well as thoughtful reflection. The task is ongoing, but so are the rewards; the needs are ever-changing, but the purpose remains constant—the building of communities that are safe, vital, and caring.

The task is ongoing, but so are the rewards; the needs are ever-changing, but the purpose remains constant.

CHARACTERISTICS OF SUCCESS

Programs that use the crime prevention approach can be recognized by some key operational characteristics:

- They are grounded in the community.
- Collaboration is central to their workstyle.
- They are backed by reasonably adequate resources.
- They look forward to solutions rather than backward at blame.
- They are flexible and willing to adapt, recognizing change.
- They are planned.

- They communicate effectively with all partners and audiences.
- They are self-renewing.

Not all programs have all of these features. But they all bring together the "playing field" described in Chapter 1, the actors listed in Chapter 2, and the strategies and programs outlined in Chapter 3. The characteristics of success are confirmed both by evaluation results and by practical experience. What do they involve?

Community-Grounded: Community grounding involves knowing the community, sensing its pulse and mindset, and helping it develop ownership and investment in the programs. The community should see the program as its own. If an outside group starts the program, it must be willing, even eager, to turn over the reins as quickly as possible. This does not mean surrendering participation; it does mean sharing power and promoting local ownership. It means investing volunteers with a sense of their importance and stake. Community grounding is especially important as a base for collaboration and resource procurement and as a source of self-renewal. One example of community grounding in action is TRIAD, a partnership among older people and law enforcement that not only helps reduce crimes against older victims but employs their volunteer skills in assisting law enforcement to enhance community security and criminal justice. TRIAD in each locality has a SALT (Seniors and Lawmen Together) Council that helps ensure that all parties' needs are being met.

Collaborative: The program should function as much as possible in ways that are inclusive and consultative. This means group decision-making, power-sharing, and many other collaboration skills are not just helpful but essential. In addition, the program should collaborate with other groups—government agencies, other community groups, businesses, etc., to reach its goals. Though the group may want a drug market closed down, it cannot make arrests; it may want a recreation center for youth, but cannot build one on its own. Group members must sense that their group's identity and needs will be respected, and the group's leaders must be secure enough to conduct joint decision-making with outsiders in ways that respect their responsibility to the others in the group.

Group members must sense that their group's identity and needs will be respected.

Resource-Backed: For a program to prosper, it must know that resources are available or obtainable. This does not mean that every desire must be met with dollars, but that there is a reasonable expectation of a way to keep goods, services, skills, know-how, and (if need be) cash coming into the program so that the work of the group can take

place. It means having support, preferably strong support, from key civic leaders. Ideally the group will be independent and self-sustaining, but because crime prevention is a public commodity, it has a reasonable claim to share in public resources. These may include local or state government aid, but they should also include a substantial amount of support from directly within the community served—neighborhood, school, shopping area, community foundation.

Some venting, theorizing, and personal experience are inevitable, but they should not dominate.

Forward-Focused and Solution-Oriented: This sounds reasonable, even obvious, but maintaining this focus can be difficult. People frequently want to dissect the problem (even if they agree on it) and voice their favorite theories, rather than move forward with solutions. Some groups wind up talking the problem (and sometimes each other) into the ground. "War stories"—people relating their own, their family's, or a friend's experiences with crime and the criminal justice system, create a "top this" atmosphere that dwells in history rather than making it. If the group is clear about its purpose up front (e.g., preventing burglaries) and recalls that purpose often, it can keep work on course. Some venting, theorizing, and personal experience are inevitable, but they should not dominate. Forward motion must be generated, even in modest increments. If the group takes small steps and seek short-term successes, it both develops a sense of motion and makes the problems seem less insurmountable. For example, conducting one rally within six weeks is a more focused and action-forcing goal than "educating people and showing community opposition to drugs."

Adaptable and Adapting: Because every community is different and because communities change over time, effective programs, groups, and leaders must retain the flexibility to respond to change. Crime prevention requires tailoring to local problems and situations; before lifting a program intact from one community to another, the group should compare the communities' characteristics and temperaments as well as its own and its counterparts'.

The process of developing a plan can help build a collaborative spirit and workstyle both within the group and with partners.

Planned: Planning is perhaps one of the most important and underrated elements of success. It helps to identify resource needs, assets, potential challenges, partners needed, sequence of actions, and methods of evaluation. It clarifies short-term and long-term goals that are essential to starting and sustaining almost any community-based program. The process of developing a plan can help build a collaborative spirit and workstyle both within the group and with partners. Planning also provides a road map for the program and a means of assessing success.

Communication brings friends, helps to revivify the program, and spreads the word of crime prevention's benefits.

Communicative: A program that keeps to itself, that fails to communicate, may wind up lonely and even disappear unnoticed. Communication brings friends, helps to revivify the program, and spreads the word of crime prevention's benefits. It recruits volunteers and advertises activities; it publicizes success and attracts additional support and collaborators. It explains clearly and on mutually acceptable terms program partners' roles and expectations. Communication can range far and wide, depending on the group's needs, from a simple photocopied newsletter to a full-scale news conference. Communication also helps in thanking volunteers and those who provide resources for programs. Perhaps most important, communication can help build a climate that is more supportive of prevention as a means of dealing with crime.

Self-Renewing: Good programs strive to renew themselves by recruiting new members, developing and bringing forward new leadership, continually evaluating and assessing program success, providing new opportunities for volunteers and staff to expand capacities, locating reliable sources for some or all of the ongoing resource needs of the program, and refreshing and reinvigorating partnerships and collaborations.

Examples of Success

Success stories about the results of partnerships based on these principles abound across the country:

- Police worked with a community-based organization in Cleveland, Ohio, to remove drug pushers operating on a vacant lot. City officials then pitched in to help the nonprofit group build affordable, owner-occupied homes on the site. Meanwhile, the group used a series of strategies including vigils and rallies to help discourage drug dealers on the neighborhood's main thoroughfare. It also enlisted the support of businesses and residents to tidy up the area and keep it clean.
- The Minnesota Crime Prevention Officers' Association enlisted the support of families, public officials, and 45 state-wide and local organizations, including schools and churches, to wage a campaign against youth violence. Actions ranged from encouraging children and parents to turn off violent TV shows to classroom training in various kinds of violence prevention, including conflict resolution skills.
- A partnership of schools, parents, city leaders, and others in Trenton, New Jersey, led to a Safe Havens program in which the schools in the neighborhood, after school hours, become multi-purpose centers for youth activities

ranging from sports to crafts to tutoring. Children have flocked to the centers as a positive alternative to being at home alone after school or being at risk on the streets.

- A congregation in Ohio was the focus for efforts to reach addicted parents and their children. Tutoring for children, courtesy of the local college; courses on black history taught by church members; and recreational activities helped the spirits and self-esteem of the children rise. The addicted parents were counseled and supported by church members and given support both during and after treatment. The great majority of these people are now holding steady jobs and reaching out to help others.
- Crime near a college campus became an opportunity for partnership among the City of Columbus, the State of Ohio, The Ohio State University, the Franklin County Sheriff, and the Columbus Police. The Community Crime Patrol puts two-person, radio-equipped teams of patrollers into the neighborhood during potential high-crime hours to act as observers. A number of these paid, part-time jobs are filled by college students interested in careers in law enforcement.
- A partnership approach to working with public housing residents resulted in a 53 percent reduction in calls about fights, a 50 percent reduction in domestic violence calls, and a 9 percent reduction in disturbance calls in Danville, Virginia. The Virginia Crime Prevention Association worked with the Danville Housing Authority to bring public housing residents, local law enforcement, social services, and other public agencies into an effective, problem-solving group. Residents were at the heart of the group, identifying problems that were causing high rates of aggravated assault in the community and working to provide such remedies as positive alternatives for youth and social services and counseling for adults and children. Residents even decided to develop a code of conduct for the community, spelling out expectations for behavior of those who live there.
- To help reduce violence and other crimes against older people, Boston's Neighborhood Justice Network, in partnership with the Council of Elders, the Jewish Memorial Hospital, the Police Department, the Department of Public Health, and the Commission on Affairs of the Elderly created a program that provides basic personal and home crime prevention education, assistance in dealing with city agencies, training in non-confrontational tactics to avert street crime, and other helpful services that reduce both victimization and fear among the city's older residents.

Partnerships can resolve specific current problems, build a base for dealing with future problems, gain new resources, and increase or sustain the community's social and economic health. They are among the most promising assets in preventing crime.

Many existing neighborhood associations and civic groups address a range of local problems and are prime candidates for building the kinds of partnerships that mobilize communities. Every actor outlined in Chapter 2 can serve as a partner.

Three questions help highlight fruitful partnership potential:

- Who is directly affected by the current problem?
- Who must deal with aftermath or consequences that result from the current situation?
- Who might benefit if the problem did not exist?

For example, graffiti in the neighborhood might be the problem. Those directly affected might include property owners (whether of business or residential property), residents of the defaced area, and highway and parks departments. Those who must deal with the consequences might include insurers, residents, traffic control personnel, elected officials, and law enforcement. People who might benefit if the problem did not exist could include realtors, the Chamber of Commerce, and school and youth programs that could use funds otherwise spent on cleanups.

Partners may all see themselves as equal in the endeavor, but they are not all the same.

Partners may all see themselves as equal in the endeavor, but they are not all the same. Part of the richness of crime prevention is that it draws on all the special contributions in the community to solve a problem that is vexing to all. Some partners will be residents of the community; others may share their concern but not live there or work there regularly. Law enforcement and other official representatives may be seen as insiders or outsiders. They can play powerful roles as catalysts for action and important sources of skills, subject matter training, and know-how, as well as support and encouragement. They will be especially effective if they keep in mind that community members who live or work there regularly need to be the heartbeat of the partnership.

Planning partnership activities is more successful if all recognize the many voices and interests sit at the table. Longtime residents and newcomers will have different views of what the community is and can be. Immigrants may still be struggling to communicate in English and to gain access to

That shared vision can help focus all those voices into an eloquent chorus for crime prevention.

basic services, while their children, more quickly socialized, bring home confusing new customs. The business community in the area will have different concerns and expectations from the residential community. One planning tasks with which an outsider can sometimes help is to solidify the vision of the neighborhood that all these people share. More often than not, community members want a pleasant, hospitable area in which they can conduct day-to-day business and in which they can move about with high confidence of personal safety. That shared vision can help focus all those voices into an eloquent chorus for crime prevention.

Some Sources of Help

The following organizations and clearinghouses can provide both directly and through referrals, a far deeper grounding in crime prevention techniques and approaches than is possible in any one document. The list is far from exhaustive; it does include some of the best sources for those interested in prevention as an effective approach to crime.

American Association of Retired Persons
601 E Street, NW
Washington, DC 20049
202-434-2222

Promotes concept of older persons as volunteers in crime prevention and other criminal justice programs; produces training and other materials including newsletters and brochures; partners with National Sheriffs' Association and International Association of Chiefs of Police in TRIAD program for senior citizens.

American Bar Association
Standing Committee on Dispute Resolution
1800 M Street, NW
Washington, DC 20036
202-331-2258

Sponsors more than 400 dispute resolution programs nationwide. Offers clearinghouse for information on conflict mediation and program in which law offices adopt local high schools and assist them in implementing mediation programs.

American Society for Industrial Security
1655 North Fort Myer Drive, Suite 1200
Arlington, Virginia 22209
703-522-5800

Membership group focuses on wide range of security issues including crime and loss prevention; sponsors annual seminars and exhibits as well as wide range of educational workshops. Maintains professional certification program; offers publications.

Anti-Defamation League of B'nai Brith
823 United Nations Plaza
New York, New York 10017
212-490-2525

Produces publications, curricula, videos, and statistics on bias-motivated crime; sponsors A World of Difference, a diversity program for secondary school students in cities across the nation.

Association of Junior Leagues International, Inc.
660 First Avenue
New York, New York 10016
212-683-1515

Promotes participation in community affairs and training of community leaders by local chapters. Develops service projects and advocacy efforts to address such issues as juvenile justice, mental health counseling, parenting, and substance abuse.

Big Brothers/Big Sisters of America
230 North 13th Street
Philadelphia, Pennsylvania 19107
215-567-7000

Operates one-to-one program, which matches a child from a single-parent home with an adult volunteer who serves as a role model. Serves local agencies by ensuring compliance with standards and procedures established by the national board of directors. Provides training, evaluation, and technical assistance and consulting in areas of fundraising, recruiting, administration, public relations, publications, information services, and legal services.

Boys & Girls Clubs of America
1230 West Peachtree Street, NW
Atlanta, Georgia 30309-3494
404-815-5700

Helps young people gain skills and a sense of belonging through its 1,460 clubs and its Gang Prevention Targeted Outreach Program, SMART Moves, and other efforts. Offers a variety of resource materials.

Boy Scouts of America
PO Box 152079
Irving, Texas 75015-2079
214-580-2000

Provides young men and women with a variety of endeavors, including character-building, citizenship, fitness training, and crime prevention and law enforcement projects. Law Enforcement Explorers provide support for police and others in the community in crime prevention activities.

Bureau of Justice Assistance
Office of Justice Programs
U.S. Department of Justice
633 Indiana Avenue, NW
Washington, DC 20531
BJA Clearinghouse—800-688-4252

The Bureau of Justice Assistance oversees a variety of grants programs and ongoing initiatives to strengthen criminal justice at the state and local levels. It provides technical assistance, reports on innovative programs, and a variety of other help to law enforcement agencies and others working to make communities safer. For specific information and copies of reports, call the BJA Clearinghouse.

Bureau of Justice Statistics
Office of Justice Programs
U.S. Department of Justice
633 Indiana Avenue, NW
Washington, DC 20531
Justice Statistics Clearinghouse—800-732-3277
Drugs and Crime Data Center and Clearinghouse—
800-666-3332

The Bureau of Justice Statistics collects, analyzes, and disseminates criminal justice data, including key data on crime victimization in the U.S. on law enforcement activities, on corrections, and on other criminal justice-related activities. Reports and other details about BJS activities are available through the Justice Statistic Clearinghouse. The Drugs and Crime Clearinghouse, operated jointly with the Bureau of Justice Assistance, provides statistics on the linkage of these two major concerns.

Campus Violence Prevention Center
Towson State University
Administration, Room 110
Towson, Maryland 21204
410-830-2178

Facilitates communication and discussion of issues related to campus violence. Provides effective strategies for dealing with campus violence. Organizes and conducts an annual National Conference on Campus Violence and publishes a semi-annual newsletter.

Center for Community Change
1000 Wisconsin Avenue, NW
Washington, DC 20007
202-342-0519

Assists groups of urban and rural poor to make positive changes in their communities. Designs and delivers technical assistance to these organizations, focuses attention on national issues dealing with poverty, and works to make government more responsive to needs of the poor.

Center for Democratic Renewal
PO Box 50469
Atlanta, Georgia 30302-9836
404-221-0025

Founded in memory of Dr. Martin Luther King. Provides materials and clearinghouse for information on hate group activity and bias-motivated violence. Offers curriculum materials in conflict management and nonviolence.

Center for Substance Abuse Prevention
National Clearinghouse for Alcohol and Drug Information
PO Box 2345
Rockville, Maryland 20852
800-729-6686 or 301-468-2600

Distributes a wide range of free alcohol and drug prevention materials in English and Spanish. Operates a computerized database and provides a free catalog of materials.

Center for the Applied Study of Ethnoviolence
Room 132, Stephens Hall Annex
Towson State University
Towson, Maryland 21204
410-830-2435

Serves as a clearinghouse of information on types and extent of ethnoviolence. Offers training for the workplace, college campuses, and police departments on how to deal with and prevent incidents of ethnoviolence. Researches trends in ethnoviolence.

Center to Prevent Handgun Violence
1225 Eye Street, NW, Suite 1100
Washington, DC 20005
202-289-7319

Provides educational materials and programs for adults and children on preventing gun deaths and injuries.

Centers for Disease Control and Prevention
U.S. Public Health Service
1600 Clifton Road, NE
Atlanta, Georgia 30333
404-639-3311

Operates an information center that deals directly with the public or refers them to appropriate offices for more technical information. Assists state and local agencies in disease prevention and health promotion including prevention of violence.

Citizens' Committee for New York City, Inc.
305 Seventh Avenue, 15th Floor
New York, New York 10001
212-989-0909

Encourages and supports volunteer grassroots action to improve the quality of life in city neighborhoods. Provides small grants, training, publications, and technical assistance to neighborhood, tenant, and youth associations in New York City. Offers key publications to general public.

Community Relations Service
U.S. Department of Justice
5550 Friendship Boulevard, Suite 330
Chevy Chase, Maryland 20815
301-492-5969

Assists communities in resolving disputes relating to discriminatory practices based on race color, or national origin. Works with local government officials and community leaders to promote positive relations among diverse groups. Offers conciliation, mediation, training, and technical assistance.

Congress of National Black Churches
1225 I Street, NW, Suite 750
Washington, DC 20005
202-371-1091

A coalition of eight major historically black denominations representing 65,000 churches and more than 19 million people, CNBC promotes unity, charity, and fellowship among member denominations and provides the opportunity for the identification and implementation of program efforts that may be achieved more effectively through collective action than by any single denomination.

Crime Stoppers International, Inc.
3736 Eubank, NE, Suite B-4
Albuquerque, New Mexico 87111
505-294-2300

Umbrella group for local and independently organized crime stoppers or crime solvers programs that offer anonymity and rewards for information leading to the resolution of serious crimes.

D.A.R.E. America
PO Box 2090
Los Angeles, California 90051
800-233-DARE

Provides trained police officers for fifth and sixth grade classrooms during 17 weeks of the school year. Teaches kids how to refuse drugs and alcohol. Curriculum topics focus on: personal safety, drug use and misuse, consequences of behavior, resisting peer pressure, building self-esteem, assertiveness training, and managing stress without drugs.

Family Violence and Sexual Assault Institute
1310 Clinic Drive
Tyler, Texas 75701
903-595-6600

Maintains an international clearinghouse of references and unpublished papers concerning aspects of family violence and sexual abuse, reviews information and materials and then disseminates the information in a quarterly newsletter.

General Federation of Women's Clubs
1734 N Street, NW
Washington, DC 20036-2090
202-347-3168

Provides leadership training and development and serves state and local clubs in the following areas: the arts, conservation, education, home life, public affairs and international affairs. Also provides information on community crime prevention programs, victim assistance, and child abuse and family violence prevention programs through its extensive volunteer network.

Girl Scouts of America
830 Third Avenue
New York, New York 10022
212-940-7500

Meets the special needs of girls and helps them develop as happy, resourceful individuals willing to share their abilities as citizens.

Institute on Black Chemical Abuse
2616 Nicollet Avenue
Minneapolis, Minnesota 55408
612-871-7878

Provides outpatient care, after-care, family counseling, evening support groups, and an annual training session.

International Association of Chiefs of Police
515 North Washington Street
Alexandria, Virginia 22314-4531
703-836-6767

Provides consultation and research services in all phases of police activity. Works to improve performance standards of law enforcement management through research, surveys, and consulting services; operates speakers' bureau and provides training. Operates electronic and clearinghouse conferencing on community policing subjects. Works with AARP and the National Sheriffs' Association in TRIAD program targeting elderly victims of violence.

International Society of Crime Prevention Practitioners
1696 Condor Drive
Pittsburgh, Pennsylvania 15129-9035
412-655-1600

Works to facilitate exchange of ideas on crime prevention practice programs. Sponsors basic crime prevention training and a practitioner's certification program.

Just Say No International
2101 Webster Street, Suite 1300
Oakland, California 94612
800-258-2766

Provides technical support, training, and materials for the development of *Just Say No* and *Youth Power* programs worldwide.

Justice Research and Statistics Association
444 North Capitol Street, NW, Suite 245
Washington, DC 20001
202-624-8560

Provides training in research methods, computer applications, data collection and analysis; offers reports, bulletins, other materials; works with network of state agencies.

Kiwanis International
3636 Woodview Trace
Indianapolis, Indiana 46268-3196
317-875-8755

Seeks to provide assistance to the young and elderly, develop community facilities, and foster international understanding and goodwill. Organizes programs aimed at preventing crime and eliminating alcohol and drug abuse.

National Association for Mediation in Education
205 Hampshire House
University of Massachusetts
Amherst, Massachusetts 01003
413-545-2462

Serves as an umbrella organization for hundreds of mediation programs nationwide. Provides a bimonthly newsletter and written materials, audio tapes, videos, and training on starting and evaluating programs, substance abuse, and conflict resolution.

National Association of Neighborhoods
1651 Fuller Street, NW
Washington, DC 20009
202-332-7766

Promotes better neighborhoods through self-help, welfare reforms, and crime and safety programs. Provides a National Leadership Training Institute that seeks to help neighborhood leaders secure a political voice and facilitates the exchange of information about programs, issues, structures, and ethics.

National Association of Police Athletic Leagues
200 Castlewood Drive, Suite 400
North Palm Beach, Florida 33408
407-844-1823

Uses athletics and recreational activities to create a bond between police officers and youths. Focuses on the problems of crime and delinquency and on ways to reduce juvenile restlessness. Works to create a series of national youth leagues and develops appropriate materials.

National Association of Town Watch
PO Box 303
7 Wynnewood Road, Suite 215
Wynnewood, Pennsylvania 19096
610-649-7055

Promotes, assists, and encourages participation in community crime prevention by providing community groups with the opportunity to pool their resources, develop liaisons, and share crime prevention tips and information on programs in their areas. Conducts National Night Out.

National Center for Missing and Exploited Children
2101 Wilson Boulevard, Suite 550
Arlington, Virginia 22201
800-843-5678

Serves as a national clearinghouse of information on effective state and federal legislation directed at the protection of children.

National Coalition of Hispanic Health and Human Service Organizations
1501 16th Street, NW
Washington, DC 20036
202-387-5000

Develops and provides curricula for, and provides training and technical assistance to, local community-based organizations to research health problems affecting Hispanics. Conducts demonstration programs aimed at reducing alcoholism and drug abuse.

National Committee to Prevent Child Abuse
332 South Michigan Avenue, Suite 1600
Chicago, Illinois 60604-4357
312-663-3520

Has chapters in all 50 states, which translates into 120,000 community volunteers working to stop child abuse before it happens. Conducts research, produces public service advertising, and provides low-cost materials.

National Conference (formerly National Conference of Christians and Jews)
71 Fifth Avenue, Suite 1100
New York, New York 10003-3095
212-206-0006

Promotes understanding and respect among all races, religions, and cultures through advocacy, conflict resolution, training, and education.

National PTA
330 North Wabash Avenue, Suite 2100
Chicago, Illinois 60611-3690
312-670-6782

Highlights successful parent-child safety and gang prevention initiatives in several publications, including *PTA Today*. Acts as the umbrella organization for PTAs and PTSAs, conducts advocacy and educational campaigns.

National Council of La Raza
810 First Street, NE, Suite 300
Washington, DC 20002
202-289-1380

Works for civil rights and economic opportunities for Hispanics.

National Council on Crime and Delinquency
685 Market Street, Suite 620
San Francisco, California 94105
415-896-6223

Provides technical assistance to state governments, conducts research, and sponsors professional training institutes. Membership includes correction specialists and others interested in community-based programs, juvenile and family courts, and the prevention, control and treatment of crime and delinquency.

National Crime Prevention Council
1700 K Street, NW, Second Floor
Washington, DC 20006-3817
202-466-6272

Publishes books, brochures, program kits, reproducible materials, posters, and other items. Operates demonstration programs, especially in municipal, community, and youth issue areas, including: Youth as Resources; Teens as Resources Against Drugs; Teens, Crime and the Community; and the Texas City Action Plan. Provides training on a wide range of topics to federal, state, municipal, community, school, and youth groups; offers technical assistance and information and referral services; manages (with The Advertising Council, Inc., and the U.S. Department of Justice) the McGruff public education campaign; and coordinates the activities of the Crime Prevention Coalition (more than 120 national, federal, and state organizations and agencies active in preventing crime).

National Crime Prevention Institute
Brigman Hall
University of Louisville
Louisville, Kentucky 40292
502-852-6987

Trains police officers, criminal justice planners, security personnel from the private sector, and community representatives in establishing crime prevention programs. Conducts seminars in crime and loss prevention theory, practice, and management, including community policing.

National District Attorneys Association
1033 North Fairfax Street, Suite 200
Alexandria, Virginia 22314
American Prosecutors Research Institute
703-549-9222
National Center for Prosecution of Child Abuse
703-739-0321
National Drug Prosecution Center
703-549-6790

Seeks to serve prosecuting attorneys and to improve and facilitate the administration of justice in the United States. Provides educational and technical assistance in areas such as juvenile justice and drug and child abuse prosecution. Conducts research through the American Prosecutors Research Institute.

National Family Partnership
11159B South Towne Square
St. Louis, Missouri 63123
314-845-1933

Seeks to educate parents, adolescents, children, and others about the dangers of marijuana and other mind-altering drugs; promotes, encourages and assists in the formation of local parent groups throughout the U.S.

National Governors' Association
Hall of the States
444 North Capitol Street, NW, Suite 267
Washington, DC 20001
202-624-5320

Coordinates public policy affecting states' anti-drug and anti-crime programs through representation on Capitol Hill.

National Institute for Citizen Education in the Law
711 G Street, SE
Washington, DC 20003
202-546-6644

Grew out of the highly successful Street Law Project co-sponsored by the Georgetown University Law Center and the District of Columbia Public Schools. NICEL services include curriculum development, teacher training, and technical assistance to new and established law-related education programs. Partners with the National Crime Prevention Council to administer the Teens, Crime, and the Community program.

National Institute for Dispute Resolution
1726 M Street, NW, Suite 500
Washington, DC 20036
202-466-4764

Promotes the development of fair, effective, and efficient conflict resolution processes and programs in new arenas—locally, nationally, and internationally. Stimulates innovative approaches to the productive resolution of future conflict. Programs include initiatives in public policy, youth, quality of justice, communities and education.

National League of Cities
1301 Pennsylvania Avenue, NW, Sixth Floor
Washington, DC 20004
202-626-3010

Develops and pursues a national municipal policy that can meet the future needs of cities and help them solve common critical problems. Represents municipalities before Congress and federal agencies. Offers training, technical assistance, and information to municipal officials to help them improve the quality of local government.

National Institute of Justice
Office of Justice Programs
U.S. Department of Justice
633 Indiana Avenue, NW
Washington, DC 20531
National Criminal Justice Reference Service—800-851-3420

Chief research agent for criminal and civil justice issues, the National Institute of Justice both carries out and oversees research initiatives on a wide range of criminal justice issues. Maintains the largest criminal justice library in the world and disseminates research findings and reports. Can provide both current information on program and publications and access to the library.

National McGruff House Network
1879 South Main, Suite 180
Salt Lake City, Utah 84115
801-486-8768

Serves as the national headquarters for local McGruff House programs in which law enforcement, schools, and community organizations cooperate to provide reliable sources of help for children (and others) in frightening or emergency situations. Program safeguards include law enforcement records check on all adult participants. Also oversees McGruff Truck program, which applies the same concept to utility companies.

National Neighborhood Coalition
810 First Street, NE, Suite 300
Washington, DC 20002
202-289-1551

Serves as an information and educational clearinghouse on national policies and federal programs that effect low- and moderate-income neighborhoods. Sponsors monthly information forums on issues such as housing, community reinvestment banking, and community-based development.

National Network of Runaway and Youth Services
1319 F Street, NW, Suite 401
Washington, DC 20004
202-783-7949

Promotes development of responsive local services for youth and families; acts as an information clearinghouse; and sponsors educational programs for policymakers and the public. Provides service models, national policy news, notices of training opportunities and information on legislative activities and federal funding programs.

National Organization for Victim Assistance
1757 Park Road, NW
Washington, DC 20010
202-232-6682 or 800 TRY-NOVA

Works to achieve recognition and implementation of victims' rights and services. Provides training, technical assistance, and direct services to crime victims. Maintains an information clearinghouse on issues relating to victimization.

National Parents' Resource Institute for Drug Education
10 Park Place South, Suite 340
Atlanta, Georgia 30303
404-577-4500

Devotes its multifaceted efforts to drug abuse prevention through education. It offers programs for parents, youth educators, businesses, and governments. PRIDE advocates a community approach, believing that no institution can solve the drug problem alone. Sponsors international conference each year.

National SAFE Kids Campaign
111 Michigan Avenue, NW
Washington, DC 20010-2970
202-939-4993

Provides information on children's safety issues including brochures for parents, a resource list, and guides for medical professionals and teachers.

National School Safety Center
4165 Thousand Oaks Boulevard, Suite 290
Westlake Village, California 91362
805-373-9977

Provides a variety of materials on subjects ranging from gangs to vandalism prevention, as well as technical assistance to school systems. Publishes *School Safety Update*.

National Sheriffs' Association
1450 Duke Street
Alexandria, Virginia 22314
800-424-7827

Sponsors National Neighborhood Watch Program, Certified Jail Technician Program, and National Sheriffs Institute. Conducts NSA Victim Assistance Program, provides research, training, technical assistance, and publications on behalf of victims of crime. Offers consultation services to local peace officers and technical assistance to county jails. Sponsors risk management programs, operates library of materials pertaining to criminal justice, and works with AARP and International Association of Chiefs of Police in TRIAD program targeting elderly victims of crime.

National Training and Information Center
810 North Milwaukee Avenue
Chicago, Illinois 60622-4103
312-243-3035

Serves as a resource center for community-based organizations across the country, specializing in training and consulting in community organizing.

National Urban League, Inc.
500 East 62nd Street
New York, New York 10021
212-310-9000

Collects, evaluates, and supports research, curricula, model programs, training and techniques that provide effective violence and crime prevention services to African American youth, their families and communities. Works with Urban League affiliates and other interested community-based organizations through demonstration grants, technical assistance, and training seminars.

National Victim Center
309 West Seventh Street, Suite 705
Fort Worth, Texas 76102
817-877-3355

Promotes rights and needs of violent crime victims and educates Americans about the devastating effect crime has on our society. Services include referrals, research, library resources, and technical assistance.

National Youth Leadership Council
1910 West County Road B
Roseville, Minnesota 55113
612-631-3672

Offers regional and national training events and conferences, curriculum guides and publications, program development and research, and policy consultation to youth, teachers, students, administrators, youth workers and others interested in service.

Office of Juvenile Justice and Delinquency Prevention
Office of Justice Programs
U.S. Department of Justice
633 Indiana Avenue, NW
Washington, DC 20531
Juvenile Justice Clearinghouse—800-638-8736

Central federal agency for juvenile justice and delinquency prevention matters. It conducts research, funds demonstration programs, provides training and technical assistance, administers a state formula grant program, and disseminates information and publications. The Juvenile Justice Clearinghouse can provide updated information on activities and programs.

Office for Victims of Crime
Office of Justice Programs
U.S. Department of Justice
633 Indiana Avenue, NW
Washington, DC 20531
Crime Victims Clearinghouse—800-627-6872

Works to promote compassionate and equitable treatment of crime victims at the federal, state, and local levels, through training, technical assistance, and demonstration efforts. It also manages the Crime Victims Fund, through which state programs for crime victim assistance and compensation are funded. For details on its programs, call the Clearinghouse.

Police Executive Research Forum
2300 M Street, NW, Suite 910
Washington, DC 20037
202-466-7820

Stimulates policy and program discussion and debate of important police management and criminal justice issues. Conducts research and manages experimentation, and disseminates research findings through a wide range of publications and trainings. Manages electronic conferencing network and provides consultation services.

Police Foundation
1001 22nd Street, NW, Suite 200
Washington, DC 20037
202-833-1460

Conducts research in police behavior, policy and procedure. The issues addressed include development of community policing, the advancement of women in policing, and comparative studies of large urban police departments.

U.S. Conference of Mayors
1620 I Street, NW
Washington, DC 20006
202-293-7330

Works for improved municipal government by encouraging cooperation between cities and the federal government. Provides educational information, technical assistance, and legislative services to cities.

U.S. Department of Education
Drug Planning and Outreach
400 Maryland Avenue, SW
Washington, DC 20202-6123
202-260-3954

Assists in developing the capability of local schools to prevent and reduce alcohol and other drug use through grant programs to state and local governments, institutions of higher education, and programs for Indian youth and Native Hawaiians. Hosts activities such as drug-free school recognition programs, network of drug-free colleges, substance abuse curricula guide, research workshops, and The Challenge, a program to encourage and sustain a national network of drug-free schools. Provides training and expertise to achieve drug-free schools.

U.S. Department of Health and Human Services
330 C Street, SW
Washington, DC 20447
202-205-8051

Supports agencies that set up programs for runaway and homeless youth. Provides information on drug and gang prevention.

Youth Crime Watch of America
9200 South Dadeland Boulevard, Suite 320
Miami, Florida 33156
305-670-2409

Targets crime and drug prevention education as well as dropout and gang prevention issues. Helps students learn positive values and motivates them toward responsible action through an array of teen-led activities. Provides leadership and guidance to crime and drug prevention groups working with youth, publishes and distributes resource materials, and facilitates the exchange of information and ideas across the U.S. Co-sponsors annual conference.