

★ Boston, MA

Six Safer Cities

★ Hartford, CT

New York, NY

On the Crest of the Crime Prevention Wave

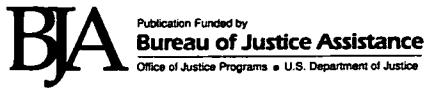
★ Denver, CO

★ San Diego, CA

★ Fort Worth, TX

176164

C.I.



This publication was made possible through Cooperative Funding Agreement No. 97-DD-BX-K003 from 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 U.S. Department of Justice policy or positions. 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.



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 of America, more than 117 national, federal, and state organizations committed to preventing crime. It also operates demonstration programs and takes a major leadership role in youth crime prevention. NCPC manages the McGruff "Take A Bite Out Of Crime" public service advertising campaign, which is substantially funded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. Proceeds from the sale of materials funded by public sources are used to help support NCPC's work on the National Citizens' Crime Prevention Campaign.

Copyright © 1999 National Crime Prevention Council

All rights reserved.

Printed in the United States of America
March 1999

National Crime Prevention Council
1700 K Street, NW, Second Floor
Washington, DC 20006-3817
202-466-6272
<http://www.weprevent.org>

ISBN 0-934513-89-9

176164
C.1

Six Safer Cities

*On the Crest of the
Crime Prevention Wave*



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

PROPERTY OF
National Criminal Justice Reference Service (NCJRS)
Box 6030
Hortsville, MD 20848-6030

CONTENTS

ACKNOWLEDGMENTS	iii
-----------------	-----

INTRODUCTION	1
The Context for Action	2
Preventing Crime	3
Selecting Six Safer Cities	4
Detailing the Parameters of Success	5
The MCRWG Cities in Profile	7

SIX SAFER CITIES	
Boston, MA	8
Denver, CO	10
Fort Worth, TX	12
Hartford, CT	14
New York City, NY	16
San Diego, CA	18

CONCLUSIONS	20
-------------	----

RECOMMENDATIONS	22
-----------------	----

APPENDIX	24
----------	----

SELECTED SOURCES	27
U.S. Sources	27
Non-U.S. Sources	28

Acknowledgments

This monograph was inspired by the pathbreaking work of dedicated local leaders from communities throughout the United States.

Their sustained commitment to charting a new, more collaborative course toward safer and healthier neighborhoods and business districts is an example for their policy maker colleagues at every level of government. This document is designed as a forum for telling the stories of six U.S. cities that are among those that in the 1990s have achieved the most significant and sustained improvements in public safety and quality of life. We hope this forum spurs a host of discussions about how they did it, what principles undergirded their successes, and how the lessons of their approaches could be adapted for use in additional cities.

This document does not provide a summary of the only cities that have achieved substantial improvement in the reality and perception of safety in their communities. Instead, it is a snapshot view of six jurisdictions whose stories will inspire others to embrace the opportunity to look at a new way of doing business in public safety. The National Crime Prevention Council (NCPC) has worked with nearly three dozen U.S. cities, helping them examine their resources and needs, and craft coalitions with community leaders to address priorities and plan for the future. It is our hope that this monograph will result in a new legion of cities pursuing a comprehensive and collaborative approach.

In analyzing the array of U.S. cities active in comprehensive anti-crime strategies, NCPC was joined by colleagues at the Montreal-based International Centre for the Prevention of Crime (ICPC). Several staff at NCPC figured prominently in the project. Jack Calhoun, executive director of NCPC, supported the work, helped frame the document, and located the resources to support developing the document and spreading the word of the cities' successes. Terry Modglin, former director of municipal and crime prevention initiatives, devised the project and the concept for this document. Theresa Kelly, director of special projects, managed the project, framing the document, and providing substantive guidance and text to the writer. Judy Kirby, NCPC's managing editor provided editorial guidance, reviewed final drafts, and managed production of the document in its final phases.

On the Canadian side, David Hicks, project officer in ICPC's Best Practices Bureau, synthesized the results of a meeting of the profiled cities' leaders, gathering the wisdom of their discourse and the details of their achievements into a concise and thought-provoking text. Irvin Waller, director general of ICPC, shepherded the organizing of the meeting among the profiled cities, and helped research the experiences of United States with comprehensive anti-crime strategies. He was helped by Lily-Anne Gauthier, director of ICPC's Best Practices Bureau.

Very special thanks go to the leading policy and policing officials from the six cities profiled. Their reflections on years of experience working with community sectors, other local agencies, state and federal government partners, and the private sector are a rich legacy of lessons on which we hope others of their colleagues will continue to draw for years to come. Support and insight were offered NCPC and ICPC by

James T. Jordan, Director of Strategic Planning and Resource Development, Boston Police Department, Boston, MA

Charlotte Stephens, Director, Safe City Office, City of Denver, CO

Libby Watson, Assistant City Manager, Ft. Worth, TX

Chief Joseph Croughwell, Hartford Police Department, CT

Rae Ann Palmer, CCP Project Director, Office of the City Manager, Hartford, CT

Yolanda Jimenez, Deputy Commissioner of Community Affairs, New York Police Department, New York, NY

Job Nelson, Assistant to the Mayor for Policy Development, San Diego, CA

Their help and guidance is enormously appreciated, as is the support of the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, which funded this project.

Introduction

Local success against the challenges of crime and related quality-of-life concerns requires concerted action by a wide variety of partners in local government, the private sector, and neighborhoods. Communities seeking success must bring together all of those who know the problem, those who care about the problem, and those who can help solve the problem.

Local elected officials and administrators are essential leaders in local anti-crime initiatives. It would be difficult to overstate the importance of their ability to motivate others' participation and enforce accountability of partners to objectives established for a comprehensive, community-wide strategy. Research conducted in 1996 by the National League of Cities (NLC) of the United States revealed that these officials play one or more of four roles in the process of developing such a strategy:

- ★ They model the spirit of civility, cooperation, and openness to change that sets a tone for public discourse and problem solving.
- ★ They use the power of their office to convey messages about the vital importance of crime prevention, community-building tasks, and widespread civic participation.
- ★ They help shape processes and programs that engage communities in problem solving and shaping solutions.
- ★ They use team-building skills to build trust and communication and resolve conflicts.

The National Crime Prevention Council (NCPC) of the United States has helped guide over three dozen cities as these local policy makers had discussions that led to successful comprehensive anti-crime strategies.

NCPC's partner in this document, the Montreal-based International Centre for the Prevention of Crime (ICPC), has studied a similar number of American, Canadian, and European cities. Each organization has distilled a number of vital lessons about characteristics for sustained success and chronicled the promising results achieved by many municipalities in the United States.

This document is designed to help spread the word about the effectiveness of comprehensive, community-wide approaches by profiling a sampling of a half dozen localities with an array of dramatic recent achievements in reducing crime and improving the quality of life in their communities. At first, the document recaps crime trends in the United States since the 1960s, setting the context for why crime is such a hot button concern. Next, it lays out a review of how the U.S. cities most successful at reducing crime have done it and the key elements underlying their approaches. The next section outlines the process that NCPC and ICPC used to select the cities profiled. It then reviews the principles that the selected cities agreed guided their work. Consensus on the principles was reached at an August 1998 NCPC-facilitated meeting that ICPC hosted and that featured discussion among leading decision makers from six cities.

The gathering of leaders marked the grounding by NCPC and ICPC of the Municipal Crime Reduction Working Group (MCRWG). The aim of the MCRWG is to

harness the experience of leading cities to stimulate a debate within the United States on

- ★ *what works in crime prevention*
- ★ *potential for replication of best practices across America*
- ★ *integration of crime prevention into mainstream public/criminal policy and practice at the municipal, state, and national level.*

THE CONTEXT FOR ACTION

Few concerns captivate the attention of local and state policy makers in the United States more than the safety and quality of life of their communities. A 1996 *Money* magazine-sponsored poll found that 61 percent of respondents viewed crime as a serious or somewhat serious problem in their communities. Residents, business owners, and other informal, yet vitally important, leaders have shared with local elected officials and managers their concerns for years, many of them joining the search for sustainable, locally driven solutions.

From the 1960s to the late 1980s, the scope of the crime problem in the United States grew ever more serious. During this period, reported crime in the United States soared. Despite gradual national decreases throughout much of the 1990s (e.g., 7 percent drop in the total crime index rate, 1986-1996), contemporary reported crime levels are still 2.5 to nearly 4 times what they were in 1960. Although there are methodological problems associated with historical crime rate comparisons (e.g., changing recording practices, under-reporting, etc.), research reveals that after adjusting for population growth between 1960 and 1996 reported crime rates rose by approximately

- ★ 269 percent on the total crime index
- ★ 257 percent on the property crime index
- ★ 394 percent on the violent crime index (Maguire & Pastore, 1997).*

As a consequence, the United States is often labeled the most crime-ridden of industrialized nations. This despite the fact that each of the other major industrialized countries (except Japan) also experienced dramatic increases in crime since the 1960s.

* Statistics presented throughout this report have been rounded. The total crime index refers to the aggregate of property crime index and violent crime index offenses compiled under the Uniform Crime Reports (UCR) program. The property crime index includes the offenses of burglary, larceny-theft, and motor vehicle theft. The violent crime index includes the offenses of murder and nonnegligent manslaughter, forcible rape, robbery, and aggravated assault.

While the United States has the highest rates of violent crime in the industrialized world, its property crime rates are comparable to or less than its counterparts. Comparisons of reported crimes and international victimization survey data reveal that

- ★ nonviolent theft rates were higher in London than New York City in 1990, and Sydney (Australia) and Los Angeles (California) have similar levels of nonviolent property crimes;
- ★ England, Canada, and the Netherlands have higher burglary rates than the United States; and
- ★ England, Scotland, and France have higher rates of theft from, and of, cars than the United States. (Travis, 1998)

PREVENTING CRIME

Changing the Way Local Government Does Business on Public Safety

Several cities in the United States have distinguished themselves in the fight to reduce crime over the past decade. These cities have surpassed national decreases and dramatically reduced crime through collaborative partnerships and the use of targeted policy and program strategies to address priority crime and quality-of-life concerns. Cities on the crest of the crime reduction wave have demonstrated a capacity to fuse grassroots support, political and bureaucratic will, and crime prevention best practices into a distinct and sustained change in the way of doing business.

A major result in many communities has been that government and community partners began, and continued, to think outside the box. That is, they consciously sought non-traditional ways to meet needs and solve problems. Police provided storefront facilities for other government agencies in neighborhoods; schools became, after the educational day ended, centers of youth and community activity, for example. This shift to more creative, less precedent-bound thinking generated enthusiasm, energy, and synergy.

The 16-site Comprehensive Communities Program (CCP), sponsored by the Bureau of Justice Assistance (BJA), Office of Justice Programs, U.S. Department of Justice, is a prominent example of distinguished, sustained local success in anti-crime initiatives. Begun in 1994, the pathbreaking program challenged participating localities facing serious crime problems to examine policies, programs, and relationships across a variety of local government and community sectors related to public safety imperatives. CCP emphasized the value of mobilizing neighborhoods, instituting community-oriented policing, and collaborating beyond traditional agency boundaries. BJA's flexible policies about the application of CCP grant resources offered sites the opportunity to develop comprehensive strategies tailored to addressing locally determined priorities.

At the heart of the successful implementation of community-wide approaches by CCP sites and selected additional cities is a deliberate process of bringing together key formal and informal leaders to establish priorities for action. The process these cities engage in includes collaboratively diagnosing local crime problems, assessing community assets and resources, forming coalitions and partnership-based networks, and integrating crime control and prevention strategies into a balanced approach. At a fundamental level, such activities reinforce bonds among partners, holding each accountable for helping co-produce more comprehensive policies, innovative resource development tactics, and specific programs that recognize the fundamental role of prevention-oriented strategies.

SELECTING SIX SAFER CITIES

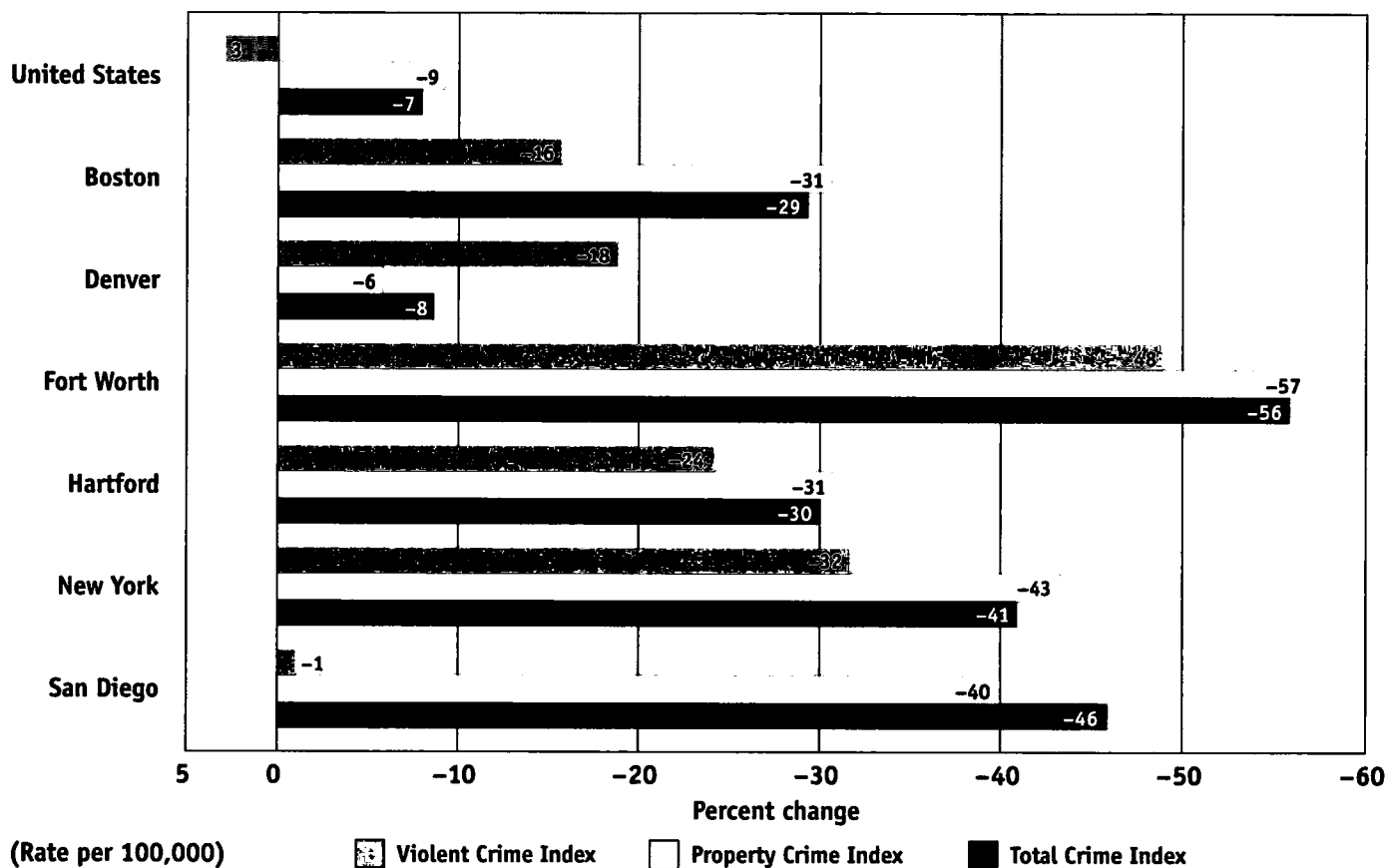
The process for selecting six cities to participate in the MCRWG consisted of three steps. The first step involved generating a preliminary list of 19 cities (See Table 1) nominated as potential leaders in crime reduction, as well as in the use of innovative crime prevention measures and extensive problem-solving partnerships. Nominations were made with a view to ensuring representation of the geographic diversity of the continental United States. The preliminary list was produced by ICPC in consultation with NCPC and the U.S. Conference of Mayors.

The second step involved compiling descriptive and statistical documentation on each of the 19 cities. Finally, ICPC compared city crime trends from 1986-1996, selecting the six that had achieved the most significant reductions. In addition to lower crime rates, the six selected cities have implemented successful crime prevention measures and developed extensive partnerships within local government and with their communities.

The selection process led to ICPC selecting Boston (MA), Denver (CO), Fort Worth (TX), Hartford (CT), New York City (NY), and San Diego (CA). In addition to having more substantial overall crime reductions than the other cities on the preliminary list, these cities have achieved reductions that outstripped the national average (See Figure 1).

TABLE 1 Preliminary List of 19 Potential Leaders in Crime Reduction

East	West	South and/or Central	North and/or Central
Baltimore, MD	Redondo Beach, CA	Atlanta, GA	Denver, CO
Boston, MA	San Diego, CA	Columbia, SC	Freeport, IL
Charlotte, NC	Seattle, WA	Fort Worth, TX	Knoxville, TN
Hartford, CT	Tacoma, WA	San Antonio, TX	Minneapolis, MN
Lumberton, NC			Salt Lake City, UT
New York, NY			

FIGURE 1 Selected Crime Reductions 1986–1996

The MCRWG selection process does not constitute a scientific methodology nor an exhaustive review of cities nationwide. Indeed, the selection process may have excluded some municipalities that have also achieved equally impressive crime reductions and employed innovative prevention processes and programs. Though results achieved by the MCRWG cities are truly impressive, the purpose of this document is not to claim that they are the best, but rather to provide an introduction to their experiences.

DETAILING THE PARAMETERS OF SUCCESS

On August 1, 1998, senior city/police officials representing each selected municipality attended a preparatory meeting hosted by ICPC in Montreal (Quebec) Canada. The purpose of this meeting was to gain greater insight into the prevention practices and processes responsible for city crime reductions, to compile supporting documentation, to solidify the contents of the present modest descriptive document, and to discuss the potential for creating a network of “safer American cities.”

The NCPC document, *Blueprint for Community Safety: A Guide for Local Action* outlines six reasons why municipalities mobilize comprehensive anti-crime partnerships and coalitions:

- ★ Pending crisis and a sense that the situation would worsen without immediate action
- ★ Community pressure arising from a catalyzing event or tragedy
- ★ Success of an existing and related single issue initiative
- ★ Support from outside (state, foundation, federal)
- ★ Realization that single-focus intervention cannot alone deal with complex issues
- ★ Desire to sustain safe neighborhoods and avert a crisis.

Each of the MCRWG cities confronted one or more of the above. Gang- and drug-related crime and violence were common to each city, and most experienced a catalyzing event or tragedy or series thereof, including the gun-related violent deaths of young children. In each case, political leaders, police, government agency managers, business owners, and resident leaders realized the need to change and to engage each other in new ways of doing business. Essentially, they recognized that serious crime problems, though daunting, need not direct the city to again apply the same solutions as in the past. Instead, the leadership determined that their concerns would mobilize them toward testing new approaches, taking chances on different program and policy strategies, and asking community residents and city agencies to join them in sharing responsibility for achieving success.

Some developed integrated city-wide initiatives, others a network of coalitions, and others a police-led approach involving other partners. However, in each of the six selected cities we see a change in the responsibility for preventing crime. We see the creation of a climate for working wherein a willingness to listen, intimacy, risk-taking, collaboration, and political concerns will converge. Over time, traditional policing tactics, on their own, were deemed insufficient in deterring acts that threaten public safety. Innovative problem-solving policing combined with partnerships with municipal agencies and citizens evolved in its place. The new community partnership-oriented philosophy was and is extremely effective in these cities and elsewhere. That approach underscores the principle that crime prevention, and the process for creating healthy and safe communities, is *everyone's* business.

Roundtable discussions with representatives from each city at the Montreal meeting revealed profound similarities in process despite variable approaches in strategy and programmatic content. In discussing and debating the tenets underpinning the success of each municipal strategy, participants articulated and collectively agreed

TABLE 2 The MCRWG Principles

Community	Organization	Strategic Community Engagement
<ul style="list-style-type: none"> ▶ Trust-listen-share power ▶ Focus on neighborhood ▶ Youth orientation 	<ul style="list-style-type: none"> ▶ Leadership ▶ Accountability ▶ Integrity ▶ Flexibility ▶ Mission driven ▶ Collaborative (city agencies, citizens) ▶ Committed to human resource development ▶ Problem-solving orientation ▶ Strategic community engagement 	<ul style="list-style-type: none"> ▶ Balance of prevention/intervention/enforcement ▶ Resources closest to problem ▶ Target on risk and risk management ▶ Facilitators of crime prevention success

upon a set of MCRWG principles of process for getting better at preventing crime (See Table 2).

THE MCRWG CITIES IN PROFILE

In the pages that follow, the crime prevention initiatives of the six MCRWG cities will be described using a uniform template. In each city, its approximate population is provided along with the city seal, the names of the mayor and police commissioner or police chief, and a graph illustrating municipal crime reduction trends for the study period 1986-1996. Crime reduction impact is provided on three measures: total crime index rate, property crime index rate, and violent crime index rate. The challenge or catalyst that prompted the municipal crime prevention initiative is also presented.

The description for each details the process (e.g., comprehensive diagnosis of crime and social problems, coalitions) and the programmatic content for each municipality focused on three key elements that exemplify how they are successfully reducing crime. Given the scope of this project, details are only provided on three elements, while the range of crime prevention and control initiatives undertaken (self-assessed by the municipality) in each city is available in the Crime Prevention Matrix (See Appendix). The three highlighted initiatives were chosen by municipal participants as exemplars of their prevention strategies; exemplars that could also be replicated in other communities. A description of the key partners involved in and providing political will for the initiative is also offered. Information on dedicated funding and other resources from local, state, and federal government, and private sector sources is presented. Finally, a key municipal contact from whom additional information can be acquired is provided.

Boston, MA (1996 POP. 550,000)



MAYOR
Thomas M. Menino

POLICE CHIEF
Paul F. Evans

BOSTON achieved the following crime reductions from 1986-1996 (rates per 100,000 pop.):

- 29 percent total crime index rate
- 31 percent property crime index rate
- 16 percent violent crime index rate

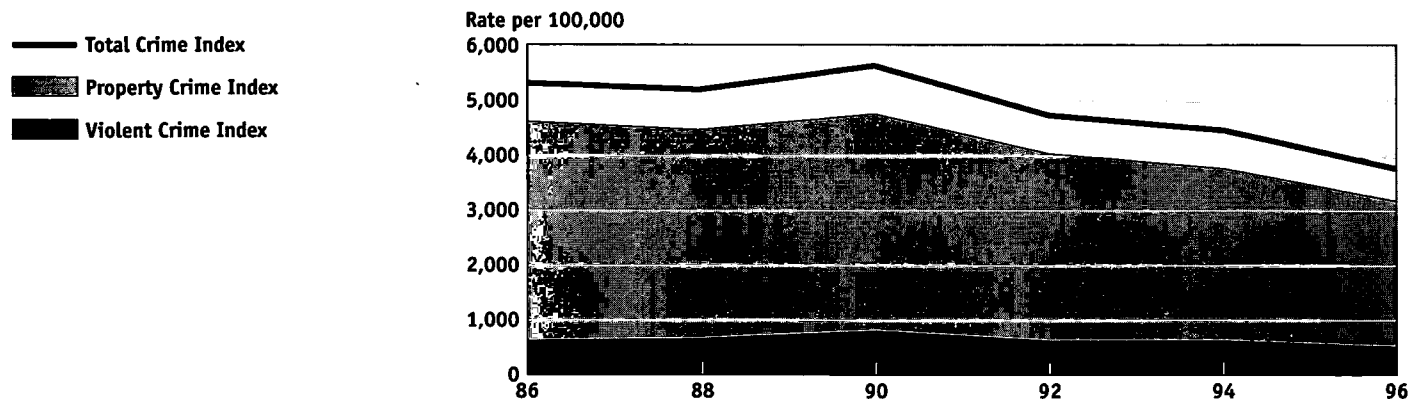
In 1990, 35 to 40 entrenched neighborhood gangs with 4,000 members were operating in the city. A street gang war peaked in the early 1990s with flagrant gang activity and drug dealing. And relationships between black residents and the police were poor. Harvard University researchers and local law enforcement officials analyzed crime data and discovered that about 75 percent of the city's homicides were gang-related and involved repeat offenders as victims and perpetrators.

The 1992 creation of the Operation Night Light program represented a key turning point. It involves police-accompanied probation checks to ensure that at-risk young probationers, often youth gang members, are complying with court restrictions during high-risk evening hours. Between 1992 and 1995, violent crime in targeted neighborhoods dropped 13 percent. Success spurred the development and integration of efforts to capitalize on the power of preventive partnerships.

Boston's strategy is characterized by a latticework of coalitions, including The Safe Neighborhood Initiative; the clergy-led and inter-faith Ten Point Coalition; the Boston Police Strategic Planning and Community Mobilization Project; and the Boston Coalition. Police-led crime analysis meetings are also used as a forum to discuss serious crimes, as well as quality-of-life issues, to identify trends and share innovative strategies among the different districts. The city is also part of the Comprehensive Communities Program (CCP) sponsored by the Bureau of Justice Assistance. Three key components that exemplify how the city is successfully reducing crime include

- **Operation Cease Fire.** This program is a problem-solving approach to tackle youth firearm violence with a wide range of partners. Compliance

INDEX CRIME TRENDS 1986-1996





meetings are used in detected hot spots where officials meet with gang members who are told to cease the violence or face serious consequences (e.g., federal prosecution). Operation Night Light ensures gang-involved youth comply with the terms of probation orders. In addition, the U.S. Attorney's Office, in close collaboration with state and local officials, has broken several weapons trafficking operations and gained stiff federal sentences for key gang leaders. Statistics reveal the impact: 1997 homicide victimization among those 24 years of age and younger has fallen 70 percent from the means of the years 1991-1995; and among juveniles, firearm homicides were down 90 percent in 1997 compared to 1990.

- **Strategic Planning and Community Mobilization Project (SP&CMP).** The police-led SP&CMP was designed to increase contact between citizens and police; to dramatically improve police ability to address community priorities; and to significantly increase citizens' confidence in the police and their neighborhoods. Within the mayor's overall governing philosophy of "community government," the police commissioner introduced neighborhood policing characterized by far-reaching decentralization of operational structures and resources to address local problems, and enhanced police collaboration with stakeholders combined with local accountability for police commanders. Participants are organized into teams focusing on key areas of public safety and a city-wide team to coordinate the process, ensure unity across the city, and produce written action plans. A 1997 survey revealed that 76 percent of residents felt safe at night in their neighborhoods, up from 55 percent in 1995.
- **Youth Service Providers Network (YSPN).** YSPN is a strategic alliance between the Boston police department and the Boys & Girls Clubs of Boston. Police officers refer at-risk youngsters to social workers hired by the Clubs (under contract from the police). The social workers help youngsters and their families locate programs tailored to the needs of the youngster, such as counseling and treatment, academic services, recreational programs, jobs, and other programs. YSPN clients are typically adolescents at risk of being arrested by police on their beats. Advocates from Boys & Girls Clubs facilities support the social workers, as well as support their clients and monitor their progress. This program operates in conjunction with the Youth Violence Strike Force, the core unit of Operation Cease Fire.

Political will for Boston's strategy is provided by the mayor, police commissioner, practitioners, and grassroots public support. Coalition partners include state and federal police, prosecutors (local, state, and federal), the school system, social services, local colleges and universities, businesses, youth organizations, clergy, community-based nonprofit agencies, and various federal agencies.

The primary budget for public safety is the \$170 million annual operating budget of the Boston police department supported by city property tax. Boston has also attracted over \$30 million in federal and state grants (1994-1998) to support a wide array of programs.

KEY CONTACT

Mr. James T. Jordan

*Director, Strategic Planning and
Resource Development*
Boston Police Department

TEL. 617-343-5858

FAX 617-343-5073

Denver, CO (1996 POP. 506,000)



MAYOR

Wellington E. Webb

POLICE CHIEF

Tom Sanchez

DENVER achieved the following crime reductions from 1986-1996 (rates per 100,000 pop.):

- 8 percent total crime index rate
- 6 percent property crime index rate
- 18 percent violent crime index rate

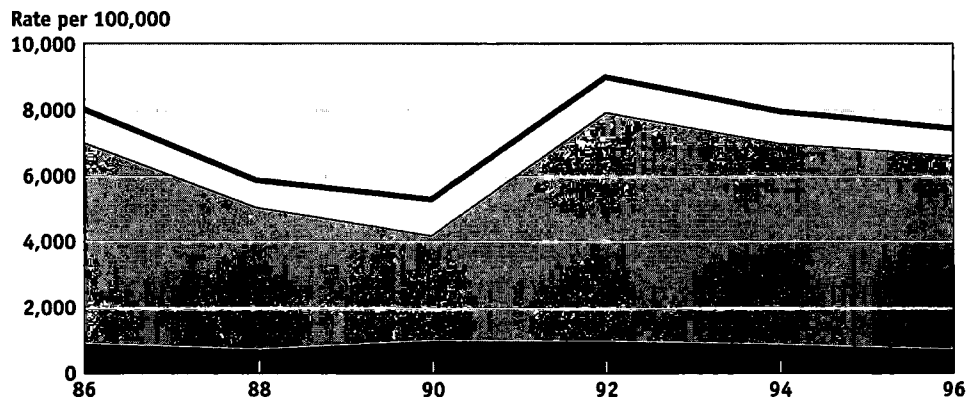
In 1993, Denver experienced what the media labeled the “summer of violence.” It consisted of a series of high profile incidents where innocent bystanders were killed or injured in the cross-fire of a gang war raging among local at-risk youth. The mayor, Denver city council, and city leaders recognized the need for a long-term strategy to address the causes of youth violence, and to expand community policing focused on problem solving, prevention, and partnerships.

A city-wide advisory committee was established to plan local training, identify additional needs, evaluate the effectiveness of prevention efforts, and determine the standards for the annual allocation of \$1 million to individuals and groups working to address this complex issue. Implementation of strategic planning is administered by the Denver police and the Safe City Office. The city is also part of the Comprehensive Communities Program (CCP) sponsored by the Bureau of Justice Assistance. Denver is also a member of the metro-wide “Pulling America’s Communities Together” program that is active in promoting coordinated law enforcement efforts, as well as developing prevention strategies to combat youth violence. Three elements that exemplify the approaches used to successfully reduce crime in Denver include

- **Accountability Standards and Problem-Solving Policing.** The mission of the Denver police department is to apply its knowledge, skills, and resources to foster an environment where all people live safely and without fear. The department promotes high standards of professional ethics, leadership, and integrity at all levels of the department. It supports crime prevention partnerships with other stakeholders, and officers receive training in problem-solving skills. Additionally, officers are subject to new evaluation measures on problem identification and solving ability, ability to maintain cooperative relationships with the community, and capacity to adhere to other basic tenets of community policing.

INDEX CRIME TRENDS 1986–1996

— Total Crime Index
▨ Property Crime Index
■ Violent Crime Index





The success of this approach is exemplified by the Nuisance Abatement Program. This program involves collaboration among police, city council and other agencies, concerned neighborhood residents, and property owners. A study of crimes and calls for service pertaining to nuisance violations in one problem area shows dramatic crime reductions for 1996-1997: arrests for prostitution dropped 25 percent, narcotics 13 percent, and aggravated assaults 17 percent.

- **The SafeNite Curfew and Diversion Program.** Denver introduced the SafeNite Curfew and Diversion Program in 1994 to reduce the number of youth perpetrators and victims, and court congestion. A municipal ordinance makes it unlawful for youth under age 18 to be in a public place from 11 p.m. to 5 a.m. (Sun.-Thurs.), and 12:00 a.m. to 5 a.m. (Fri.-Sat.). Youth violating only the curfew ordinance (i.e., but no other criminal laws) are taken by police to a SafeNite location where they are ticketed by police. Their parents/guardian are called to the site, and an on-site counselor conducts interviews to identify needed services and to address family issues. Completion of specified diversion programming results in avoidance of a court appearance and ticket dismissal. For the period 1995 through 1997, 6,200 cases against youth have been dismissed because they completed diversion programs. Since 1994, the number of crime victims where the suspect was a juvenile dropped by 40 percent.
- **The Safe City Initiative \$1 Million Allocation Process.** Since 1994, the Safe City Office annually distributes \$1 million to community organizations and individuals that provide prevention services aimed at reducing youth crime and violence. A review board and an allocation committee determine, on a competitive basis, finalist proposals that are recommended for funding. Successful applicants contract with the city and provide defined services. An independent evaluation firm assists contractors in developing an evaluation plan that specifies precise goals and objectives, and the firm monitors compliance and achievements. The 1998 programs will serve more than 6,000 youth and 10,000 families. Analysis of crime statistics revealed a city-wide decrease in juvenile arrests of 27 percent between 1993 and 1996. In addition, a poor and high-crime neighborhood with the greatest number of program participants, precinct number 612, achieved nearly a 40 percent reduction in juvenile arrests between 1995 and 1996.

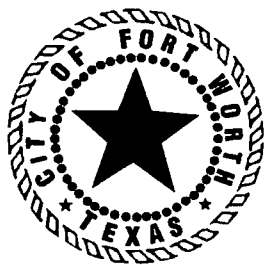
Political will for Denver's strategy is provided by the mayor, city council, manager of safety, the chief of police, and the Safe City director. Other key partners include public schools, colleges and universities, clergy, neighborhood and business representatives, police officers, youth, parents, nonprofit agencies, professional associations, cultural agencies, prosecutors, courts, and community groups.

Safe City programs and most police programs are funded by the city's general fund. Funding has also been acquired from the state of Colorado and the federal government, including grants from Community Oriented Policing Services, Housing and Urban Development, and the Comprehensive Communities Program.

KEY CONTACT
Charlotte F. Stephens
Director, Safe City Office

TEL. 303-640-2458
FAX 303-640-1026

Fort Worth, TX (1996 POP. 470,650)



MAYOR
Kenneth Barr

POLICE CHIEF
Thomas R. Windham

FORT WORTH achieved the following crime reductions from 1986-1996 (rates per 100,000 pop.):

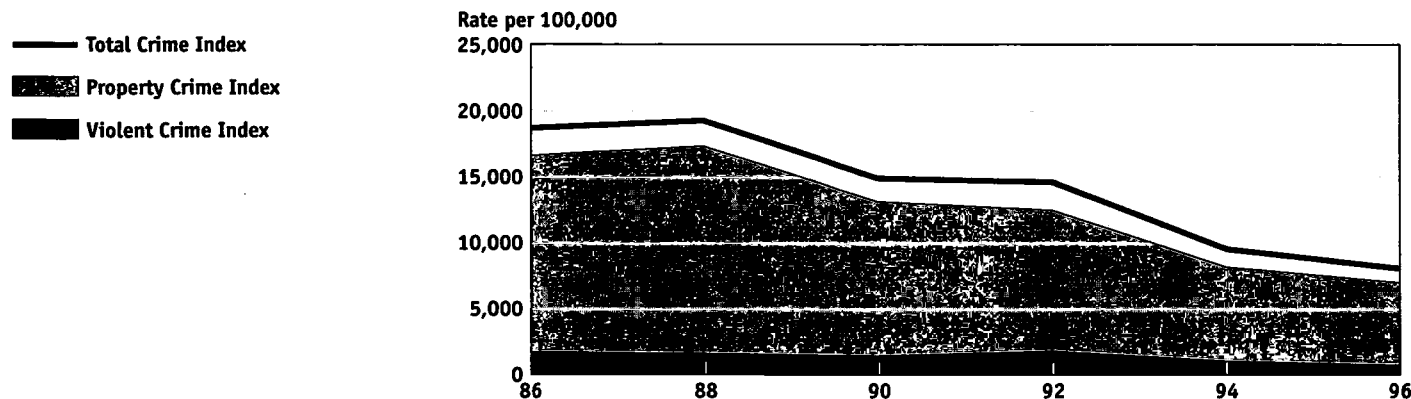
- 56 percent total crime index rate
- 57 percent property crime index rate
- 48 percent violent crime index rate

Over the past twenty years, Fort Worth suffered tremendous growth in criminal activity, including double-digit increases during the 1980s. During one five-year period, 1987-1991, the city was never below the 4th highest crime rate in the country. Media reporting of the city's crime problems entered into major publications and national network news programs on crime issues. Crime had become more than a local concern—it threatened continued economic development.

During public budget hearings in 1991, the mayor and city council heard time and again from angry business owners and citizens who no longer felt safe in the community. Nevertheless, the police department was overwhelmed with hundreds of thousands of calls for service, one of the lowest ratios of officers to citizens among large U.S. cities, and an overburdened correctional system. A local newspaper poll asked citizens where money should be spent to fight crime: 39 percent said social programs, 24 percent said enhanced policing, and 23 percent said increased prison capacity.

The Code Blue program, introduced in 1991, is a multi-faceted program that forms part of the decentralization of local government and policing services. Community policing is overseen by a neighborhood policing steering committee, co-chaired by the mayor and the U.S. attorney for the northern district of Texas. Each of the 12 neighborhood policing districts has a community advisory committee representing area businesses, community groups, service providers, citizens, and police. The city is also part of the Comprehensive Communities Program (CCP) sponsored by the Bureau of Justice Assistance. Three elements that exemplify the approaches used to successfully reduce crime in Fort Worth include

INDEX CRIME TRENDS 1986-1996





- **The Tarrant County Advocate Program (TCAP) Juvenile Offender Intervention.** The TCAP initiative is an intensive supervision and intervention project that targets juvenile offenders and especially serious repeat offenders. Targeted youth on probation are assigned a paid advocate who works intensively with the youth and his family, providing close supervision and mentoring, conflict resolution and interpersonal skills, and links to appropriate community resources and support systems. TCAP hires local people to act as advocates for roughly \$7 an hour. Of the 210 kids who successfully completed the program in 1997, only 89 were rearrested, and of those, only 40 were subsequently adjudicated. The project is operated by Tarrant County Juvenile Services and is supported financially by the city of Fort Worth.
- **Citizens on Patrol.** Since the inception of Code Blue, neighborhood resident volunteers have been participating in the Citizens on Patrol program. Participants attend a 12-hour training session at the Fort Worth Police Academy. Trained graduates are provided with a diploma, cap, T-shirt, and windbreaker bearing the Citizens on Patrol insignia. The groups patrol their neighborhoods and report suspicious activity with 800 MHZ police radios, which can be used to communicate directly with patrol officers. From 105 persons representing 11 neighborhoods in 1991, the program now has over 3,700 volunteers active in 167 neighborhoods. The program has been credited as a primary factor in crime reductions, especially thefts and burglaries.
- **Comin' Up Gang Intervention.** Under the coordination of the Boys & Girls Clubs of Greater Fort Worth, the Comin' Up program (a part of the municipal gang intervention plan) was implemented in 1994. The program employs gang members who are trained in dispute resolution and other related disciplines to diffuse gang violence incidents. Police, schools, the courts, and probation officers provide referrals to the program. Through partner agencies and community volunteers, the program integrates community service with job training and placement assistance, tutoring, conflict resolution, parenting skills, anger control, and drug education. There are currently 1,083 gang members involved in the program. Program effects have been attributed to a decrease of over 26 percent in gang-related violence from 1994 to 1996, including an 81 percent decrease in homicides, a 30 percent decrease in criminal attempted murder/aggravated assault, and a 22 percent decrease in aggravated robbery.

Political will for Fort Worth's crime prevention initiative is provided by the mayor's office, city management, and the Fort Worth police department. Other partners include the Crime Prevention Resource Center, business people, residents, area ministers, various city and non-governmental organizations, and various state and federal agencies.

With city and federal agency funding, the Code Blue program began with an annual budget of \$3.17 million in 1991 that has grown to \$3.79 million in 1998. The city also receives state and federal grant funds (including the Local Law Enforcement Block Grant) that are used for crime prevention activities. In 1995, crime prevention funding was also supplemented with overwhelming voter approval of a referendum—in a time of profound anti-tax public sentiment—to create a local crime control and prevention district. This initiative provides \$30 million annually for various programs through $\frac{1}{2}\%$ added to the sales tax; continuation of this initiative requires public approval via referendum once every five years.

KEY CONTACT
Ms. Libby Watson
Assistant City Manager

TEL. 817-871-6183
FAX 817-871-6134

Hartford, CT (1996 POP. 124,000)



MAYOR

Michael P. Peters

POLICE CHIEF

Joseph Croughwell

HARTFORD achieved the following crime reductions from 1986-1996 (rates per 100,000 pop.):

- 30 percent total crime index rate
- 31 percent property crime index rate
- 24 percent violent crime index rate

From the mid-1980s to the early 1990s, Hartford neighborhoods were experiencing the worst gang wars in their history, and residents were complaining that city departments were not responsive or effective. In addition, there was little communication or coordination among public safety agencies and other city departments. Between 1986 and 1996, Hartford ranked among the top ten for per capita crime each year among cities with over 100,000 population.

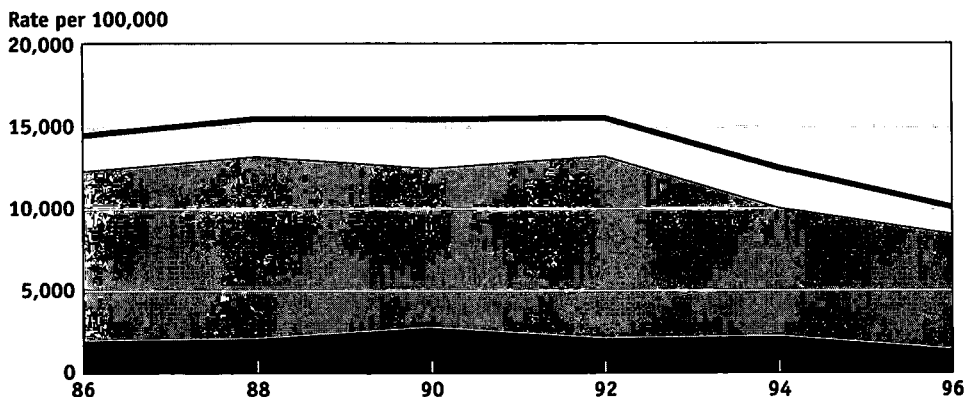
A mayor's commission on crime, created in 1987, issued a final report in 1989. The report acknowledged that, even if properly funded, traditional criminal justice institutions could not stem the tide of crime; this laid the foundation for the evolution toward a city-wide, community-oriented policing philosophy. The report recommended that the entire community must be enlisted to find solutions to pressing social issues and that this would require the development of partnerships among the police, other government agencies, and the community.

Structural reforms and specialized training were put into place to ensure citizen participation and empowerment in setting the agenda for their neighborhoods. The city is also part of the Comprehensive Communities Program (CCP) sponsored by the Bureau of Justice Assistance. The municipal strategic plan is to create a community that people want to move into: a community where people feel safe to live, work, and play. Three elements that exemplify the approaches used to successfully reduce crime in Hartford include

- **The Hartford Police Gang Task Force.** The task force was formed in 1992, with one sergeant and five officers, to combat growing street gang problems. It collaborates with municipal and state police, the FBI, and

INDEX CRIME TRENDS 1986-1996

— Total Crime Index
▨ Property Crime Index
■ Violent Crime Index





the DEA. The task force suppresses gang activity and targets gang hierarchy for prosecution, including the use of federal racketeering charges resulting in extended prison sentences. Between June 1992 and October 1993, the task force effected approximately 1,200 arrests and seized 400 firearms. The task force continues to target both the leadership and activities of gangs to disrupt organizational structures and the crime inflicted on communities.

- **Neighborhood Problem-Solving Committees (PSCs).** Established in each of the 17 neighborhoods of Hartford, PSCs serve as a forum for diagnosing neighborhood problems and determining appropriate strategies to achieve key objectives. Three individuals were hired as special assistants to the city manager to act as liaisons between the PSCs and city government. All 17 PSCs hold monthly meetings to share experiences and information, and collaborate on common issues. PSC input has been essential in creating a number of innovative programs, including the November 1998 launch of a community court to deal with quality-of-life issues; a special prosecution system—fewer dismissals and longer sentences—for repeat offenders committing crimes identified as priorities; and an ACTION line for citizens to make complaints about crime and disorder problems in their neighborhoods. The ACTION line has logged over 1,000 calls, and 87 percent of cases were closed after follow-up by city staff.
- **Our Piece of the Pie (OPP).** Since its inception in 1996, the OPP program has provided pre-work orientation to 268 area youth from middle and high schools, and post-high school vocational institutes. OPP hires young adult managers (20 to 26 years old) from the area who are attending or graduated from local colleges. They work as trainers, counselors, role models, and sources of on-the-job support for at-risk students participating in OPP. Participants benefit from the development of their social and work skills for success in the workplace; support during placement and afterwards; and access to entrepreneurial opportunities, paid work, and volunteer opportunities. OPP acts as a clearinghouse for part-time youth jobs, and assists youth and adults in establishing year-round businesses where youth can learn about entrepreneurship and business. OPP participants have achieved considerable success, including a rate of employment placement as high as 87 percent and the creation of a number of profitable businesses in the areas of holiday greeting cards, and small companies providing food services.

Political will for Hartford's crime prevention strategy is provided by the mayor, city council, the police chief, city manager, various city agencies, and grassroots public support. Other key partners include police (federal and state), businesses, clergy, local colleges and universities, hospitals, foundations, and federal government departments and agencies.

The city has received approximately \$8 million in federal justice funds with much of those funds targeted for crime prevention. The \$33 million city police department budget includes considerable resources for crime prevention and community partnerships. The CCP division of the city manager's office is funded with \$402,000 in city funds. The four staff are responsible for interacting with community groups, the state court system, and other government agencies to solve public safety and quality-of-life problems. Other funding contributors include local hospitals, family services, and the Hartford Foundation for Public Giving.

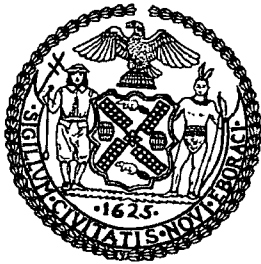
KEY CONTACT

Ms. Rae Ann Palmer
*Coordinator, Special Projects and
Community Programs*

TEL. 860-543-8681

FAX 860-722-6216

New York City, NY (1996 POP. 7.3 MILLION)



MAYOR
Rudolph W. Giuliani

POLICE CHIEF
Howard Safir

NEW YORK CITY achieved the following crime reductions from 1986-1996 (rates per 100,000 pop.):

- 41 percent total crime index rate
- 43 percent property crime index rate
- 32 percent violent crime index rate

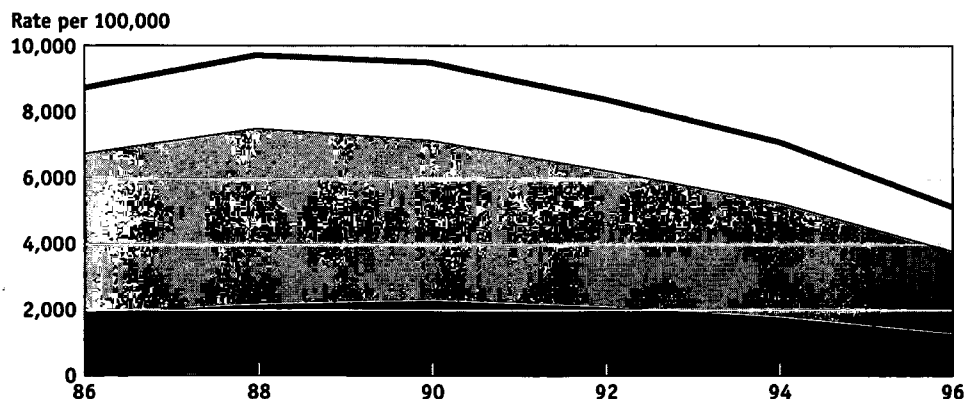
Research has revealed that community disorder (e.g., panhandling, prostitution, drug dealing, etc.) is linked to crime and public safety problems, as well as negative citizen perceptions. These problems often translate into less use of public facilities, abandonment of city life for the suburbs, and a considerable reduction in local attractiveness for businesses, tourists, and economic development. Based on the "Broken Windows" theory (Wilson & Kelling, 1982), New York's strategy emphasizes the enforcement of public order statutes to return a sense of civility and social stability to the city and to re-acquire citizen support in the fight against crime.

The crime reduction efforts of the New York City police department are based on its system of goal-oriented community policing. The system is "aggressively applied on an agency-wide basis" and replaces a highly bureaucratized system with a more "flexible and adaptable command and control structure" aimed at achieving results. The two main processes driving this system are strategic crime analysis and collaborative problem solving with partners in the community. Three key components that exemplify how the city is successfully reducing crime include

- **Strategic Crime Analysis—The Compstat System.** The Compstat System, named after a computer system for compiling statistics, is an intelligence-based approach to target police efforts. Crucial to this system is leadership from the mayor and police commissioner in empowering precinct commanders with the authority to act and innovate at their own discretion to fight crime. This decentralization of operational authority was accompanied by increased accountability; department executives now review and evaluate commanders not only on their efforts, but also on their results.

INDEX CRIME TRENDS 1986-1996

— Total Crime Index
▨ Property Crime Index
■ Violent Crime Index





Compstat is based on four steps to crime reduction: accurate and timely intelligence; rapid deployment; effective tactics; and relentless follow-up and assessment. Computerized crime-related statistics from each precinct are compiled each week and analyzed by a centralized Compstat Unit computer, and a weekly Compstat report is generated. These statistics are used to produce electronic pin maps of crime complaints, arrests, and shooting incidents. The maps are displayed during crime strategy meetings on the large overhead computer screens of the command and control center. The meetings allow for coordination of efforts and teamwork among different parts of the organization, as well as information sharing on successful strategies and tactics. Compstat is credited as a key component in ongoing city-wide crime reductions, including the following statistics (1993-1997): 60 percent drop in murder and non-negligent manslaughter, 48 percent drop in robbery, and a 45 percent drop in burglaries.

- **The Model Block Program.** The Model Block Program uses a strategic approach to crime reduction by utilizing pinmapping technology to target high-crime blocks. It then trains residents to organize and improve blocks within targeted neighborhoods through prevention projects aimed at stopping the spread of criminal activity. Selected community residents are provided with a series of 10 training workshops in which they learn how to build a block or neighborhood association, and partner with the police and other agencies to solve specific problems on their block. Blocks that successfully implement all the components of the program are awarded "model block" status. A model block on West 163rd Street (33rd Precinct), achieved nearly an 83 percent decrease in index crimes (1996-1998).
- **After School Program for Interactive Recreation and Education (ASPIRE).** In response to the mayor's initiative, Removing Drugs From our Neighborhoods and Schools, the deputy commissioner of community affairs developed ASPIRE. The ASPIRE program is a partnership among the New York City police department, the Housing Bureau, and the New York City Housing Authority. ASPIRE is designed to serve children ages 9 to 12 and 13 to 19 who live within and near surrounding New York City housing developments. The curriculum is a 10-week program consisting of half-hour workshops on leadership, responsibility, communication, drug prevention, conflict resolution, diversity, decision making, consequences, and team games that provoke thought and build trust. The goal of the program is to foster and enhance positive police/youth relationships. In 1998, 1,000 children ages 9 to 12 and over 500 youth ages 13 to 19 participated in the ASPIRE program.

Political will for New York's crime prevention strategy is provided by the mayor and the police commissioner. Municipal police activities are supported by state and federal police, city agencies, citizens, nonprofit organizations and foundations, and various federal agencies.

Funding is supported by the budget of the New York police department, city resources, foundation and state grants, and federal grants, including a \$1 million allocation from the COPS program of the Department of Justice.

KEY CONTACT

Ms. Yolanda Jimenez

Deputy Commissioner

Community Affairs

New York Police Department

TEL. 212-374-5362

FAX 212-374-2353

San Diego, CA (1996 POP. 1.2 MILLION)



MAYOR
Susan Golding

POLICE CHIEF
Jerry Sanders

SAN DIEGO achieved the following crime reductions from 1986-1996 (rates per 100,000 pop.):

- 46 percent total crime index rate
- 40 percent property crime index rate
- 1 percent violent crime index rate

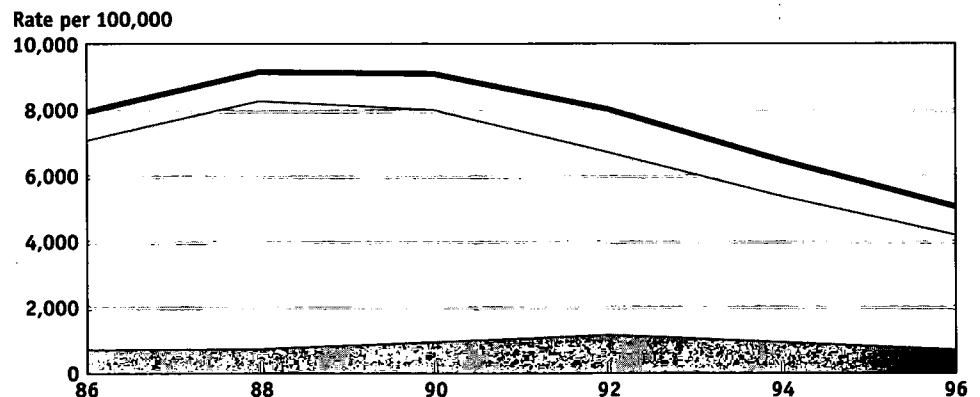
Between 1976 and 1986, the violent crime index rate for the city rose by nearly 61 percent (from 527 to 846) even while the total crime index rate dropped by a modest 1 percent. Much of the crime and social problems continue to be gang and drug related. The city also continues to have one of the lowest officer-to-population ratios of large cities, with 1.7 officers per 1,000 population.

A youthful and transient population, due largely to a substantial military presence and a warm climate, presents problems for generating effective social control. Limited interaction and identification with other neighbors and community structures makes community mobilization difficult. There are also over 4,800 documented gang members in close to 100 gangs committing violent offenses and street-level drug dealing. Moreover, the U.S./Mexico border with two border crossings (Tijuana and Otay Mesa) provides access to 1.5 million northbound vehicles per month entering the United States, and produces drug control problems and large populations of illegal immigrants entering the city. Three key components that exemplify how the city is successfully reducing crime include

■ **Drug Abatement Response Team (DART).** The DART program, which began in 1989, involves the combined effort of various city agencies (e.g., police, fire, building inspection, zoning, and health). Collaborating departments collectively use their enforcement roles to eliminate narcotic or vice violations associated with dilapidated properties (e.g., crack houses, etc.). Rehabilitation of properties and elimination of illegal activity is achieved by placing responsibility on the property owner(s) to comply with municipal code regulations, as well as the use of targeted hotspot enforcement. Where informal cooperation with owners fails to resolve problems, abatement procedures are used and followed up with civil court proceedings. If satisfied by the evidence, judges issue a temporary injunction aimed

INDEX CRIME TRENDS 1986-1996

— Total Crime Index
□ Property Crime Index
■ Violent Crime Index





at ending the existing nuisance. Failure to comply with the injunction constitutes contempt of court and carries substantial penalties, including up to a \$1,000 fine and/or six months in jail. Targeted properties are monitored to ensure that the owner has taken proper steps to correct identified violations, and to make arrests on the property if illegal activity continues.

- **Drug Court.** The Municipal Court, Drug Court Program began in 1997. It offers an alternative to traditional court prosecution involving incarceration without rehabilitation or drug treatment programs. Only defendants charged with a misdemeanor use or a possession case qualify. Defendants who plead guilty and have no record of violence are screened for viability and appropriateness. The program lasts one year, and consists of three phases.

Phase One involves intensive intervention through outpatient or inpatient community-based treatment that includes crisis intervention, relapse prevention, and educational classes as appropriate. Participants are subject to monitoring through drug tests and weekly court appearances. Phase Two maintains regularly structured treatment and includes the development of an employment or education training program. Phase Three involves continued monitoring of progress combined with the development of an aftercare plan. Successful completion of each phase results in graduation, and court dismissal of charges against the participant. Though recidivism rates among the first class of participants is not yet known, the average retention rate (or program completion rate) for the city and county of San Diego was 71 percent.

- **Choice Program.** The Choice Program is an intensive mentoring and probation program for juveniles at risk of becoming serious habitual offenders—the 8 to 10 percent of juveniles committing the vast majority of crimes. Caseworkers for the program are drawn from college graduates who volunteer in the program for one year and receive a small stipend on which to live. Caseworkers are responsible for supervising 10 adolescent charges (ages 9 to 18) referred by probation officers or social workers. Caseworkers check on their charges intensively—in the morning for school attendance, in the afternoon for recreational or drug treatment program attendance, and in their homes in the evening to ensure that the family situation is safe and that juveniles are respecting curfews. Caseworkers work with teachers and, wherever possible, families to ensure that participating youth are succeeding in school and receiving appropriate support. Supported and supervised by a team of experienced professionals, caseworkers provide resources, accountability, reflection, and support, as well links to appropriate community services.

Political will for San Diego's crime prevention strategy is provided by the mayor and the police chief. Other partners include police, local government, probation and social services, the San Diego State University Foundation, other foundations, and various federal agencies.

The municipal crime prevention strategy is supported by the budget of the police department (total budget for FY 97-98, \$206.67 million), additional funding from the city, foundation grants, as well as state and federal grants.

KEY CONTACT

Mr. Job Nelson

*Assistant to the Mayor
for Policy Development*

TEL. 619-236-6597

FAX 619-236-7228

Conclusions

This document has reviewed the experiences of six safer cities on the crest of the crime prevention wave crossing America.

The six cities selected for participation in the MCRWG project have achieved substantial crime reductions that have surpassed the gradual decline evident in national crime trends. It is difficult to identify with certainty the cause(s) for this reduction in crime. Crime rates can diminish as a result of many factors: demographic trends, stabilization of drug markets, improved economic stability and youth employment rates, as well as municipal use of best practices and intersectoral strategies to prevent crime. This precise question of cause-and-effect is beyond the scope of the present paper, but it should be the subject of further work to identify what can be learned from the success of the MCRWG cities.

Nonetheless, we can point to certain initiatives and approaches for which existing social scientific evaluative standards indicate a clear connection between use of the best practice and the reduction in crime. Participating municipalities provided a self-assessment using the “Crime Prevention Matrix” checklist (See Appendix) to indicate the range of best practice programs that they assert as being part of their crime prevention programming. These best practices have demonstrated effectiveness in reducing crime and are likely significant contributors to the crime reduction successes achieved by the MCRWG cities. However, the matrix list does not represent the entirety of prevention practices worldwide; it relates only to those programs that have been evaluated and for which crime reduction results have been published (Calhoun & O’Neil, 1997: 1).

In each city, the blend of best practices put to use varies considerably. This makes it clear that there are no “cookie cutter” solutions that can be applied everywhere to meet local needs and demands. Though the experiences and prevention programming of each municipality are unique, they all share a similar experience: the use of the preventive process that targets efforts on the key situational and social causes of local crime. This common thread is most evident in the MCRWG principles that outline the necessary steps involved in diagnosing problems, building strong and durable coalitions, planning strategies and programmatic content, and putting targeted initiatives to work in the community. The MCRWG principles do not provide a guarantee of success, but they do provide the ingredients to make stakeholders focus on what needs to be done collectively to resolve problems and protect the common interest in improved and sustainable public safety.

Each of the municipalities exhibited not simply a “flash in the pan” approach to high priority issues in the community, but rather an enduring change in the way of doing business. In essence, they brought new people into the discussion of public safety and community issues, they shared power, and they reorganized existing resources and staff to address priorities. Police departments and local government recognized the need

to develop partnerships with neighborhood leaders and ordinary citizens, as well as improve collaboration among institutions. Police operational measures were similarly in need of reform as they tended only to indicate how bad things were while community deterioration linked to service fragmentation and lack of coordination remained obscure. Municipalities have strived to generate “real measurables” that measure success on the basis of what matters to citizens, such as quality-of-life indicators, as well as operational crime reduction measures.

In the end, they realized that to reclaim their neighborhoods and downtowns they had to stop crime *and* help to rebuild fragile communities. They knew they had to use enforcement and intervention tools to address crime and quality of life at the neighborhood and block level. Experience also taught these cities that to sustain crime reductions and maintain cohesive neighborhoods, the systems of local government must refocus their mission toward problem solving, intervention, and prevention on a citywide level.

In each city, there was also a drive to hold offenders, the community, municipal government, and the police accountable by not allowing crime and the conditions that foster it to continue. Police leadership was a vital catalyst in this regard. Nowhere is this more evident than in the decentralization of organizational structures and the re-allocation of both accountability and resources to neighborhood police commanders, line-level officers, and their partners in neighborhood associations. Organizational restructuring combined with decentralization of accountability and resources demonstrates a fundamental shift from a philosophy of law enforcement to one of public safety through partnerships and prevention.

Recommendations

On the basis of the analysis presented in this paper, NCPC and ICPC offer the following recommendations:

- Additional discussion among local, state, and federal leaders in the United States is needed to address the challenge of
 1. rates of delinquency, violence, and insecurity
 - ▶ that still remain very high compared to the 1950s and 1960s.
 2. public
 - ▶ frustrations that crime continues to detract from quality of life
 - ▶ concern about personal safety and fear of crime
 - ▶ disillusionment with justice delays and impunity
 - ▶ paying taxes but also having to buy private security.
 3. federal and state government resources that are limited, categorically bound, difficult to apply, or not flexible to local needs.
- by
- 4. putting what works to work
 - ▶ identifying adaptable best practices, both nationally and internationally
 - ▶ testing strategies that work, helping local communities determine ways to replicate the best practices
 - ▶ mobilizing government decision makers to support best practices, prevention-oriented policy, and program strategies
 - ▶ reinforcing the effectiveness of investments in children and youth that will reduce crime
 - ▶ promoting cost-effective solutions.
- A study should be commissioned to
 1. provide an in-depth analysis of the reasons for success in the MCRWG cities focused on
 - ▶ process
 - ▶ best practices (existing and as yet unrecognized)
 - ▶ planning
 - ▶ evaluation (crime reductions and quality of life indicators).
 2. analyze the potential for replication of MCRWG successes in other municipalities.

Information on additional cities' experiences and the programs and services offered by NCPC and ICPC can be obtained from

National Crime Prevention Council

1700 K Street, NW, Second Floor

Washington, DC

20006-3187

Tel. 202-466-6272

Fax 202-466-1356

Internet: <http://www.weprevent.org>

International Centre for the Prevention of Crime

507 Place d'Armes, Suite 2100

Montreal (Québec) Canada

H2Y 2W8

Tel. 514-288-6731

Fax 514-288-8763

Internet: <http://www.crime-prevention-intl.org>

Appendix

The list below is composed of extracts from the University of Maryland's report to the U.S. Congress (Sherman et al., 1997) on the scientific evidence for what works and what is promising, as well as best practices identified by ICPC in its *Crime Prevention Digest* (1997) taken from international comparisons and its selection of *World Wide Best Practices* (1997). The University of Maryland report uses a scale to decide what works and what is promising, based on the type of evaluation used. ICPC uses an assessment of the plausibility that the program resulted in the reductions claimed. Readers should note that this list does not represent the entirety of prevention practices worldwide; it relates only to those programs that have been evaluated and for which

crime reduction results were published (Calhoun & O'Neil, 1997: 1).

Participating municipalities provided a self-assessment using the checklist below to indicate the range of best practice programs that they assert as being part of their crime prevention programming. These best practices have demonstrated effectiveness in reducing crime and are likely significant contributors to the crime reduction successes achieved by the MCRWG cities. However, readers are advised not to draw the conclusion that more check marks necessarily means one municipality is doing better than another.

CRIME PREVENTION MATRIX: Best Practice Programs						
BEST PRACTICE CRIME PREVENTION PROGRAMS	BOSTON	DENVER	FORT WORTH	HARTFORD	NEW YORK CITY	SAN DIEGO
Communities and Crime Prevention						
► gang violence prevention focused on reducing gang cohesion, but not increasing it	■	■	■	■	■	■
► volunteer mentoring (Big Brothers/Big Sisters) reduces substance abuse, but not delinquency	■	■	■	■	■	■
► restorative justice, such as police referral of vandalism cases to repair damage and to community rehabilitation programs	■	■		■		■
► "coaching" to reduce crime at sporting venues ("hooliganism")				■		■
Family-Based Crime Prevention						
► long-term, frequent home visitation combined with preschool prevents later delinquency	■	■				
► infant weekly home visitation reduces child abuse and injuries	■	■				
► family therapy by clinical staff for delinquent/pre-delinquent youth	■	■	■			■
► re-education program for men convicted of wife battering	■		■			■
► battered women's shelters for women who take other steps to change their lives	■	■	■	■		■
► orders of protection for battered women	■		■	■	■	■
School-Based Crime Prevention						
Crime and Delinquency						
► programs aimed at building school capacity to initiate and sustain innovation	■	■	■	■		■

CRIME PREVENTION MATRIX: Best Practice Programs (Continued)

BEST PRACTICE CRIME PREVENTION PROGRAMS	BOSTON	DENVER	FORT WORTH	HARTFORD	NEW YORK CITY	SAN DIEGO
<ul style="list-style-type: none"> ▶ programs aimed at clarifying and communicating norms about behaviours—by establishing school rules, improving the consistency of their enforcement (particularly when they emphasize positive reinforcement of appropriate behavior), or communicating norms through school-wide campaigns (e.g., anti-bullying campaigns) or ceremonies ▶ comprehensive instructional programs that focus on a range of social competency skills (e.g. developing self-control, stress-management, responsible decision making, social problem solving, and communication) and that are delivered over a long period of time ▶ coordinated action between schools and social services ▶ anti-bullying programs using coordinated work between schools, families, and social services ▶ programs that group youth into smaller “schools-within-schools” to create smaller units, more supportive interactions, or greater flexibility in instruction ▶ behavior modification and programs that teach “thinking skills” to high-risk youth 	■	■		■		■
Substance Abuse <ul style="list-style-type: none"> ▶ programs aimed at clarifying and communicating norms about behaviors ▶ comprehensive instructional programs using a range of social competency skills (see above) delivered over a long period of time to continually reinforce skills ▶ programs aimed at building school capacity to initiate and sustain innovation ▶ programs that group youth into smaller “schools-within-schools” to create smaller units, more supportive interactions, or greater flexibility in instruction ▶ programs that improve classroom management and that use effective instructional techniques 	■	■	■	■	■	■
Labor Markets and Crime Risk Factors <ul style="list-style-type: none"> ▶ vocational programs aimed at older male ex-offenders no longer in the justice system ▶ Job Corps ▶ prison-based vocational education programs aimed at adults ▶ dispersed housing for poverty-level households 	■	■	■	■	■	■
Preventing Crime at Places <ul style="list-style-type: none"> ▶ nuisance abatement ▶ micro-neighborhood watch ▶ housing design standards ▶ supervision by caretakers 	■		■	■	■	■

CRIME PREVENTION MATRIX: Best Practice Programs (Continued)

BEST PRACTICE CRIME PREVENTION PROGRAMS	BOSTON	DENVER	FORT WORTH	HARTFORD	NEW YORK CITY	SAN DIEGO
<ul style="list-style-type: none">▶ reduction of access to firearms▶ burglary reduction programs using the Safer Cities model▶ multiple clerks in commercial stores▶ store design▶ server training in bars and taverns▶ metal detectors and guards in airports▶ street closures in open public spaces▶ target hardening in public facilities▶ closed circuit television in public places▶ city guards in public streets	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>			<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>
Policing for Prevention <ul style="list-style-type: none">▶ increased directed patrols in street-corner hotspots of crime▶ proactive arrests of serious repeat offenders▶ proactive drunk driving arrests▶ arrests of employed suspects for domestic assault▶ police traffic enforcement patrols against illegally carried handguns▶ community policing with community participation in priority setting▶ community policing focused on improving police legitimacy▶ zero tolerance of disorder, if legitimacy issues can be addressed▶ problem-oriented policing generally▶ adding extra police to cities, regardless of assignments▶ warrants for arrest of suspect absent when police respond to domestic violence	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>
Criminal Justice and Crime Prevention <ul style="list-style-type: none">▶ rehabilitation programs with particular characteristics▶ prison-based therapeutic community treatment of drug-involved offenders▶ incapacitating offenders who continue to commit crimes at high rates▶ effective rehabilitation programs that<ul style="list-style-type: none">• are structured and focused, use multiple treatment components, focus on developing skills (social, academic, and employment), and use behavioral and cognitive methods (with reinforcements for clearly identified, overt behaviors as opposed to non-directive counseling focusing on insight, self esteem, or disclosure)• provide for substantial, meaningful contact with the treatment personnel▶ providing intensive community based treatment for drug addicts▶ drug courts combining both rehabilitation and criminal justice control▶ day fines▶ juvenile aftercare▶ drug treatment combined with urine testing	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>		<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>	<div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div> <div>■</div>

Selected Sources

U.S. SOURCES

- Boston Police Department. *The Boston Strategy to Prevent Youth Violence*. Boston: Author. 1997.
- Boys & Girls Clubs of Greater Fort Worth. *Comin' Up Gang Intervention Program: Evaluation of Major Components 1994-1996*. Fort Worth, Parks and Community Services Department, City of Fort Worth. 1997.
- Calhoun, J.A., and Jean O'Neil. "Can We Afford Ignorance?" *Catalyst* 17, no. 5 (July 1997): 1.
- Capowich, G.E., and J.A. Roehl. "Problem-Oriented Policing: Actions and Effectiveness in San Diego." In *The Challenge of Community Policing: Testing the Promises*, edited by Dennis P. Rosenbaum, 127-146. London: Sage. 1994.
- Catalano, R.F. et al. "Comprehensive Community and School-based Interventions to Prevent Antisocial Behavior." In *Serious and Violent Juvenile Offenders: Risk Factors and Successful Interventions*, edited by R. Loeber and D.P. Farrington. Newbury Park, CA: Sage Publications. 1988.
- City of Hartford. "Neighborhood PSCs Make A Difference." *CCP News* 1 (October 1998): 1-2.
- City of Hartford, Comprehensive Communities Partnership. *Comprehensive Communities Program: Phase II Proposal (Submitted to the Bureau of Justice Assistance)*. Hartford: Author. 1994.
- Clarke, R.V., ed. *Situational Crime Prevention: Successful Case Studies*. Second Edition. Albany, NY: Harrow and Heston. 1997.
- Developmental Research and Programs. *Communities that Care: Risk-Focused Prevention Using the Social Development Strategy*. Seattle, WA. 1994.
- Fort Worth Police Department. *Neighborhood Policing* (June 1996): 1-10.
- General Accounting Office. *Juvenile Justice: Status of Delinquency Prevention Program and Description of Local Projects*. Washington, DC: Author. 1996.
- Greenwood, P.W., K.E. Model, C.P. Rydell, and J. Chiesa. *Diverting Children from a Life of Crime: Measuring Costs and Benefits*. Santa Monica, CA: Rand. 1996.
- Jackson, K., K. Williams, and D. Elliott. *Program Evaluation Overview*. Boulder, CO: Center for the Study and Prevention of Violence, Institute for Behavioral Sciences. 1996.
- Kelling, G.L., and C.M. Coles. *Fixing Broken Windows: Restoring Order and Reducing Crime in Our Communities*. New York, NY: The Free Press. 1996.
- Kelling, G.L. et al. "The Bureau of Justice Assistance Comprehensive Communities Program: A Preliminary Report." *National Institute of Justice Research in Brief*. Washington, DC: National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. 1998.
- Kennedy, D.M. "Juvenile Gun Violence and Gun Markets in Boston." *National Institute of Justice Research Preview* (March 1997): 1-2.
- . "Pulling Levers: Chronic Offenders, High-Crime Settings, and a Theory of Prevention." *Valparaiso University Law Review* 31, no. 2 (1997): 449-484.
- Maguire, K., and A.L. Pastore. *Sourcebook of Criminal Justice Statistics*. Washington, DC: Bureau of Justice Statistics, Office of Justice Programs, U.S. Department of Justice. 1997.
- McGrath, M.C. *City and County of Denver: SafeNite Curfew & Diversion Program*. Denver: City and County of Denver. 1998.
- Mendel, R.A. *Prevention or Pork? A Hard-headed Look at Youth-Oriented Anti-Crime Programs*. Washington, DC: American Youth Policy Forum. 1995.
- Mercy, J.A., and P.W. O'Carroll. "New Directions in Violence Prediction: The Public Health Approach." *Violence and Victims* 3, no. 4 (1988): 285-301.
- Moore, M.H. "Problem-solving and Community Policing." In *Modern Policing*, vol. 15 of *Crime and Justice: A Review of Research*, edited by M. Tony and Morris. Chicago, IL: University of Chicago. 1992.
- National Crime Prevention Council. *Taking the Offensive To Prevent Crime: How Seven Cities Did It*. Washington, DC: Author. 1994.
- . *350 Tested Strategies to Prevent Crime: A Resource for Municipal Agencies and Community Groups*. Washington, DC: Author. 1995.
- . *Creating A Blueprint for Community Safety: A Guide For Local Action*. Washington, DC: Author. 1998.
- National Institute of Justice. "A Study of Homicide in Eight U.S. Cities: An NIJ Intramural Research Project." *National Institute of Justice: Research in Brief* (November 1997): 1-9.
- New York Police Department. *Compstat: Leadership in Action*. New York, NY: Author. 1998.
- . *New York City Police Department Strategy 97: Goal-Oriented Neighborhood Policing*. New York, NY: Author. 1997.
- Office of Juvenile Justice and Delinquency Prevention. *Delinquency Prevention Works*. Washington, DC: Author. 1995.
- Rand, M.R. et al. *Criminal Victimization, 1973-1995*. Washington, DC: Bureau of Justice Statistics, Office of Justice Programs, U.S. Department of Justice. 1997.
- Reiss, A.J. Jr., and M. Tony, eds. *Communities and Crime*, Vol. 8 of *Crime and Justice: A Review of Research*. Chicago, IL: University of Chicago. 1986.

- Rosenbaum, D.P., ed. *Community Crime Prevention: Does it Work?* London: Sage. 1986.
- . *The Challenge of Community Policing: Testing the Promises*. London: Sage. 1994.
- Safe City Office. *Building a Safe City: Denver's Response*. Denver: Author. 1996.
- Sampson, R.J., and J.L. Lauritsen. "Violent Victimization and Offending: Individual, Situational, and Community-Level Risk Factors." In *Understanding and Preventing Violence*, vol. 3, edited by A.J. Reiss, Jr., and Roth, 1-114. Washington, DC: National Academy Press. 1994.
- Sherman, L.W. "Attacking Crime: Policing and Crime Control." In M. Tony and N. Morris, eds. *Modern Policing*, Vol. 15 of *Crime and Justice: A Review of Research*, 159-230. Chicago, IL: University of Chicago Press. 1992.
- Sherman, L.W. et al. *Preventing Crime: What Works, What Doesn't, What's Promising (Report to the U.S. Congress)*. Washington, DC: National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. 1997.
- Skogan, W.G. *Disorder and Decline: Crime and the Spiral Decay in American Neighborhoods*. New York, NY: The Free Press. 1990.
- Tolan, P., and N. Guerra. *What Works in Reducing Adolescent Violence: An Empirical Review of the Field*. Boulder, CO: Center for the Study and Prevention of Violence. 1994.
- Travis, J. "Thinking About Prevention: Are We Asking the Right Questions?" paper presented at Partnerships in Crime Prevention Conference, February 25, 1998. Hobart, Australia. 1998.
- Wilson, J.Q., and G.L. Kelling. "Broken Windows: The Police and Community Safety." *Atlantic Monthly* (March 1982): 29-38.
- Crime Concern. *A Practical Guide To Crime Prevention For Local Partnerships*. London: Home Office. 1993.
- Crime Prevention Unit. *A Guide To Setting Up A Safer Community Council*. Wellington, New Zealand: Crime Prevention Unit, Department of the Prime Minister and Cabinet. 1994.
- European Forum for Urban Security. *Urban Security Practices*. Paris: European Forum for Urban Security. 1996.
- Farrington, D.P. "Evaluating a Community Crime Prevention Programme." *Evaluation*, 3(2): 157-173. 1997.
- Graham, J., and T. Bennett. *Crime Prevention Strategies in Europe and North America*. Helsinki, Finland: European Institute for Crime Prevention and Control. 1995.
- Hope, T. "Community Crime Prevention," paper presented to the Home Office Research and Statistics Directorate Comprehensive Spending Review, 7-9 November, 1997, London. 1997.
- Hough, M., and N. Tilley. *Getting the Grease to the Squeak: Research Lessons for Crime Prevention*. London: Police Research Group, the Home Office. 1998.
- International Centre for the Prevention of Crime. *Crime Prevention Digest 1997: Successes, Benefits and Directions from Seven Countries*. Montreal: Author. 1997.
- . *World Wide Best Practice in Crime Prevention*. Montreal: Author. 1997.
- Linden, R. *Building A Safer Canada: A Community-based Crime Prevention Manual*. Ottawa: Justice Canada and Supply and Services Canada. 1996.
- Mayhew, P., and J.J.M. Van Dijk. *Criminal Victimization in Eleven Industrialised Countries: Key Findings from the 1996 International Crime Victims Survey*. The Hague, The Netherlands: Research and Documentation Centre, Ministry of Justice. 1997.
- Thomas Coram Research Unit. "Effectiveness of Early Interventions," draft for "Cross-Department Review," 26 February 1998. London: Institute of Education, University of London. 1998.
- United Nations. "Guidelines for Cooperation and Technical Assistance in the Field of Urban Crime Prevention." *Trends: UNCJIN Crime and Justice Newsletter* 2, no. 3 (1994/1995): 11-12.

NON-U.S. SOURCES

- Crime Concern. *Reducing Crime and Criminality in High Crime Neighborhoods* (Briefing Paper #3). Swindon, UK: Author. 1996.

PROPERTY OF
National Criminal Justice Reference Service (NCJRS)
Box 6000
Rockville, MD 20849-6000



TAKE A BITE OUT OF

CRIME

National Crime Prevention Council
1700 K Street, NW, Second Floor
Washington, DC 20006-3187
Tel: 202-466-6272
Fax: 202-466-1356
Internet: <http://www.weprevent.org>

ISBN 0-934513-89-9