

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN
RESIDENTIAL DEMONSTRATION PLAN
MINNEAPOLIS, MINNESOTA

Prepared by:

W. Victor Rouse, Barton-Aschman Associates, Inc.
W. Anthony Wiles, Barton-Aschman Associates, Inc.
Edward J. Pesce, Westinghouse Electric Corporation
Gilbert H. Castle III, Barton-Aschman Associates, Inc.

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Westinghouse Electric Corporation
Arlington, Virginia 22202

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ABSTRACT

This document, *Crime Prevention Through Environmental Design Residential Demonstration Plan, Minneapolis, Minnesota*, discusses the rationale for selecting the Willard-Homewood Neighborhood in Minneapolis as the CPTED demonstration site for the residential environment. The report contains the CPTED demonstration strategies and design directives, describing the strategies developed for demonstration at the selected site, as well as the management plan and evaluation plan for execution of the strategies and for measurement of their results, respectively. Appended are details on the environmental setting of the selected demonstration site and an exposition of the assumptions used in developing the preliminary budget for the Residential Demonstration.

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PREFACE

This document, *Crime Prevention Through Environmental Design Residential Demonstration Plan, Minneapolis, Minnesota*, provides a description and discussion of the factors considered and strategic concepts developed for the CPTED demonstration in the residential environment. This is one of three major demonstration environments identified in the contract awarded the Westinghouse Electric Corporation consortium by the National Institute of Law Enforcement and Criminal Justice (NILECJ), the research center of the Law Enforcement Assistance Administration.

Many members of the Westinghouse Consortium contributed ideas and research for this document. Special assistance was provided by Mr. C. Ohrn; Mr. B. A. Drenning, Jr.; Mr. W. Smith; Mr. R. Weber; Mr. L. Bodmer; and Ms. A. Riemer of Barton-Aschman Associates; Ms. A. Tettleman of Linton & Company; Mr. T. D. Crowe and Dr. L. F. Hanes of Westinghouse Electric Corporation; and Mr. R. Gardiner of Richard Gardiner Associates. The evaluation plan was prepared by Dr. L. Bickman and Dr. M. Maltz of Social Systems Research, Inc.

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Finally, appreciation is expressed to the many residents and community organizations in the Willard-Homewood Neighborhood, who not only allowed the use of their neighborhood as a site for this demonstration but who invited members of the Consortium into their homes to elicit the residents' special insights, suggestions, and ideas for the reduction of crime and the fear of crime.

SUMMARY

A. CPTED Program Objectives and Concepts

The Crime Prevention Through Environmental Design (CPTED) Program was initiated in May 1974, to demonstrate crime reduction techniques in homes, schools, and business areas. The goal of the Program, sponsored by the National Institute of Law Enforcement and Criminal Justice of LEAA, is to raise the level of personal security and quality of life in these three environments by reducing crime and fear of crime.

The design and use of the built environment is the basic concept of the CPTED Program. Its premise is that proper design and effective use of the physical environment can be combined to reduce the propensity of the physical environment to support criminal behavior. Since the relationship between people and their physical and social surroundings is the focus, CPTED draws on physical and urban design, behavioral and social sciences, and law enforcement and community organizations to fashion strategies. These strategies integrate physical, social management, and behavioral ingredients to ensure the proper combination of environmental design and use.

The CPTED Program does not focus solely on traditional barrier-type target-hardening techniques or other organized and mechanical techniques for access control and surveillance. Rather, CPTED emphasizes access control and surveillance (the primary design concepts of CPTED) through *natural* crime prevention techniques that capitalize on the normal and routine use of space. Natural strategies

reinforce existing or new activities, creating a perception of territorial influence by both bonafide users and potential offenders. A greater responsiveness to the environment by the users and a greater perception of risk by the offenders will contribute to crime prevention.

B. Residential Environment Demonstration

The residential environment is the center of family life and represents the principal refuge from urban problems and tension. The security of the individual residence -- and its environs -- is essential to a personal sense of well-being and, if individual or family security is constantly threatened by crime or fear of crime, the quality of life will deteriorate. Unlike some other environments, people cannot avoid using the residence, and many are financially unable to change places of living if threatened by crime or fear of crime. There is a high degree of social dependency in the residential environment that makes these areas a logical focal point for a CPTED Demonstration.

Residential areas also constitute the larger portion of urban areas. If crime can be reduced and fear alleviated in these environments, the quality of life of entire cities could be enhanced. Residential areas also represent a high population at risk that includes all segments of society.

Increased security in this environment could contribute substantially to a general reduction in both crime and the fear of crime throughout urban areas.

C. Residential Demonstration Site

The residential environment offers a number of areas for a CPTED Demonstration. Typically, inner-city areas characterized by a high degree of subsidized housing tend to have the most severe crime problems. Since LEAA has already sponsored a number of studies of residential crime and security in public housing projects, it was decided to focus the Residential Demonstration in a different residential setting. Earlier CPTED research defined burglary as the prime crime-environment target for the residential environment and recommended that an area near the center of a city be selected as the demonstration site. This type of residential environment has been defined as an inner-ring neighborhood.

Inner-ring residential areas are more likely to experience serious burglary problems than their suburban counterparts. Studies have also indicated that robbery rates increased with proximity to the city center and there was a tendency for other street crimes to occur. Residents of inner-ring neighborhoods are usually low to middle income families and socially dependent on these areas because of job proximity, housing costs, transportation options, and social constraints.

Inner-ring neighborhoods are also predominantly single-family areas. Therefore, they have a physical resemblance to suburban areas and, if CPTED strategies are successful, the chances of replication in other areas are increased.

Actual site selection was accomplished in an earlier phase of the CPTED Program. Various candidate sites were analyzed in relation to

such site eligibility criteria as: Relative crime and fear levels; data availability; local interest and support for a CPTED demonstration; the availability of a residential neighborhood that was physically and demographically "typical" of the inner-ring definition; existence of supporting programs; availability of knowledgeable and cooperative resource people; background information; potential funding sources; and compatibility of scheduling the demonstration with other improvements.

Numerous cities were screened against the above criteria, and CPTED representatives conducted a detailed analysis of sites in Dayton, Ohio; Philadelphia, Pennsylvania; and Minneapolis, Minnesota. The Willard-Homewood Neighborhood in Minneapolis was selected as the final choice, most nearly fulfilling all Program requirements.

The Willard-Homewood Neighborhood is predominantly a single-family neighborhood in the north side of Minneapolis. It is relatively close to the city center and characterized by a high burglary rate. Fear of crime is evident in the Neighborhood, and numerous community organizations are active. The Minneapolis Housing and Redevelopment Authority is initiating a major housing rehabilitation effort under the Community Development Program; the Department of Public Works has scheduled extensive street improvements, and the Governor's Commission on Crime Prevention and Control has launched a citywide CPTED planning effort. Both City officials and residents have demonstrated a strong support for the CPTED Program, and funding support is possible.

D. Residential Demonstration Plan

This document represents the CPTED Demonstration Plan for the Residential Environment. Specifically, the Plan consists of the identification of the crime environment problems in the Willard-Homewood Neighborhood, the CPTED Demonstration Design Plan, the management plan, and the evaluation plan.

The Demonstration Design Plan presents a series of design strategies and directives for impacting selected crime-environment problems in the Willard-Homewood Neighborhood. The CPTED strategies are proposed for the unit, block, and neighborhood scales. The management plan details the implementation methods and provides recommendations on funding and scheduling of the demonstration.

CHAPTER 1. INTRODUCTION TO CPTED

A. Background of CPTED

In May 1974, the National Institute of Law Enforcement and Criminal Justice (NILECJ), the research center of the Law Enforcement Assistance Administration (LEAA), announced the award of a contract to a consortium of firms, headed by the Westinghouse Electric Corporation, to launch a program known as Crime Prevention Through Environmental Design (CPTED). A major thrust of the CPTED Program is to demonstrate methods through which crime and fear of crime can be substantially reduced through environmental design approaches and techniques.

The Program is predicated on the hypothesis that proper design and effective use of the built environment can reduce opportunities for certain types of criminal behavior. Since the relationship between people and their physical or social surroundings is the focus, CPTED draws on physical and urban design, behavioral and social sciences, and law enforcement and community organizations to fashion strategies. These strategies integrate physical, social, law enforcement, and institutional ingredients to ensure the proper combination of environmental design and use.

The central CPTED hypothesis is supported by several previously funded LEAA studies which have indicated that physical design serves in a number of ways to limit or to expand opportunities for crime in an environment. The origins of interest in crime prevention through environmental design can be traced to the 1960 U.S. Senate Subcommittee on Crime Against Small Business which recommended that "standards for security in

design" be developed for the architectural profession, the incorporation of such standards into building codes, and further Federal research and development on the relationship between building design and crime. The National Institute for Law Enforcement and Criminal Justice subsequently funded several major research projects that analyzed various relationships between architectural design and city planning, target-hardening techniques, police operations, and community characteristics that can influence crime reduction. Concurrently, the Department of Housing and Urban Development (HUD) and LEAA formed an Interagency Committee on Security in Public Housing which sponsored a conference on this subject.

NILECJ has continued to sponsor research in special areas of physical design, such as street lighting, door and window performance standards, and building security guidelines. The CPTED focus has been broadened to include the social and institutional components of the environment, as well. Such NILECJ sponsored studies as "Tactical Analysis of Street Crimes" and "Crime and Housing in a Metropolitan Area" have considered crime problems from the point of view of a total environment, and have pointed toward solutions for these problems that go beyond purely physical changes.

The CPTED Program represents one in a series of research-oriented projects that have been initiated by NILECJ to develop and implement environmental crime prevention models. However, the Program is novel in that it is designed to apply knowledge that has been gained through a comprehensive survey of other crime-related programs, as well as to develop and test new approaches through demonstrations in three types of environments. These types of environments include schools, inner-ring residential areas, and

commercial-strip developments. The Schools Demonstration has been initiated in the Broward County, Florida, secondary school system. The Union Avenue Corridor, in Portland, Oregon, is the site of the CPTED Commercial Demonstration.

B. CPTED Objectives

There are two major objectives of the CPTED Program. The first objective relates to the further development and extension of crime prevention through environmental design concepts to the residential, commercial, and schools environments. This includes the design, implementation and evaluation of CPTED strategies in these environments; further research and development of the CPTED framework, concepts, and strategies; and development of a process by which CPTED projects can be established throughout the country. A second major objective is to disseminate and institutionalize the Program results and knowledge of CPTED concepts. CPTED Technical Assistance will be provided to State and local governments, and guidelines will be developed to facilitate CPTED applications.

The objectives are designed to achieve the program goal of increasing the level of personal security and quality of life in the selected environments through reducing crime and alleviating the fear of crime. The goals and objectives of the CPTED Program were detailed in an earlier publication, Elements of CPTED (Crime Prevention Through Environmental Design).^{*} In summary, the major thrust of the CPTED effort is to better understand and ex-

^{*} U.S. Department of Justice. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Elements of CPTED (Crime Prevention Through Environmental Design), by J. M. Tien et al.; Westinghouse Electric Corporation. Washington, DC: Department of Justice, (in press).

plain the interaction between the physical environment and its use as related to crime and the fear of crime. As various crime-environment relationships are delineated in the research support of the Program, design strategies and directives will be developed. These strategies will be tested in the respective Demonstration Plans and evaluated as to their effectiveness in reducing crime, alleviating the fear of crime, and improving the quality of urban life.

The CPTED Program is being implemented by a consortium of firms headed by the Westinghouse Electric Corporation. The consortium is made up of firms comprised of criminologists, psychologists, architects, urban designers, engineers, sociologists, as well as members of other disciplines. The contractual specifications under which the Program is funded provide for several major areas of activity, of which two -- Research and Demonstrations -- have primary responsibility in the development and implementation of the Demonstration Plans. Moreover, the Research and Demonstration groups have the basic responsibility for the development and testing of CPTED concepts. The Research function includes the development of a statistical base to support Demonstration site selection and evaluation, identification of CPTED strategies appropriate for the Demonstration sites actually selected, and performance of continuing research to refine and expand present knowledge of the potential of environmental design to effect crime prevention. The Demonstration function includes assistance to the Research group, definition of important environmental factors, selection of Demonstration sites, development of the concept plans for the Demonstrations, and technical assistance for Demonstration implementation.

C. CPTED Terminology

A number of acronyms and phrases are used throughout the report that can be considered CPTED terminology. To avoid confusion as to their meaning, the more frequently used terms are defined below as they are used in this document. As other unique terms or phrases are introduced in the report, they are defined.

1. CPTED -- Crime Prevention Through Environmental Design.
2. LEAA -- Law Enforcement Assistance Administration, the Federal agency that is the sponsor of the CPTED Program.
3. NILECJ -- National Institute of Law Enforcement and Criminal Justice, the research division of LEAA which administers the CPTED Program.
4. CPTED Consortium -- The group of criminologists, psychologists, architects, urban planners, engineers, sociologists, attorneys, and other disciplines, headed by Westinghouse Electric Corporation, who are responsible for the implementation of the CPTED Program.

5. CPTED Design Concepts

-- A general statement regarding the interaction between human behavior and the physical environment.

6. CPTED Design Strategy

-- A physical, social, institutional, or law enforcement method of affecting the interaction between behavior and the physical environment.

7. Design Directive

-- Specific statements that define how an environmental element is to be manipulated to produce the desired behavioral and physical environmental results.

8. Crime-Environment Problem

-- A statement of the relationship between a particular crime and an environmental element.

9. Neighborhood

-- A subsection of the city that has accepted geographic boundaries and is perceived by citizens and public agencies as a distinct social and/or planning entity.

D. Residential Demonstration Plan

This document presents plans for a CPTED Demonstration project to reduce crime and fear of crime in a residential environment. While many of the CPTED strategies that are offered in this plan may be replicable in other similar residential environments throughout the country, most of the detailed design directives are specially tailored for implementation in a neighborhood known as Willard-Homewood in Minneapolis, Minnesota. Consequently, the plans are influenced by special requirements and constraints that are imposed by the site, as well as the national Program objectives.

CHAPTER 2. THE RESIDENTIAL ENVIRONMENT

A. Introduction

The residential environment is a logical focal point for a CPTED Demonstration. The residence is the center of family life and represents a principal refuge from outside dangers and pressure. If individual or family security is constantly threatened by crime or the fear of crime, the quality of life within the residential environment will suffer. Unfortunately, both the numerical incidence and the rate for crime are increasing.

According to the Federal Bureau of Investigation's Uniform Crime Reports (UCR)* between 1970 and 1975 total violent crime rates increased by 32 percent and reported offenses increased by 39 percent; robberies increased by more than 33 percent; and total crimes against property increased in number of incidences by 39 percent and the rate was up by 33 percent. Large increases for residential burglary (up approximately 60 percent over 1970) primarily account for the total rise in property crime. During this period, the population increased only 5 percent. Fear of crime is an equally serious problem. Numerous surveys indicate that people are afraid to use their neighborhoods in a normal fashion due

*U.S. Department of Justice. Federal Bureau of Investigation.

Uniform Crime Reports for the United States. (Issued annually, cover title varies.) Washington, DC: Government Printing Office, Annual.

to fear of crime. For example, a 1972 Life magazine survey indicated that at least 70 percent of the 43,000 respondents were afraid to go out onto the streets at night. A 1969 survey of 10 cities found 40 percent of the residents felt somewhat or very unsafe on the streets of their neighborhoods.

Crime is a major issue within the residential areas of the Nation's cities, and the resultant fear or actual victimization has contributed to the social problems of urban areas. Many urban experts believe that crime and the fear of crime are significant factors in the physical, social, and economic decline of urban residential areas. (Recent surveys in Allentown, Pennsylvania; Richmond, Virginia; and Charleston, South Carolina, revealed that crime and/or fear of crime were major considerations in urban revitalization efforts.) The impact is not confined to the residential portions of a city. As residents leave the inner-city residential areas and the population base of the city declines, significant impacts can be identified in the energy consumption, economic base, spread of blighting conditions to adjacent areas, ability to provide essential community services, and social structure of a city. Arguably, if inner-city residential areas are stabilized, then the revitalization of urban areas will be more realistic.

B. Residential Environment Crime Problems

Those committed in and around homes are perhaps the most fear-producing of all crimes. Although other environmental modes may sustain higher rates of crime, incidents occurring in residential areas tend

to be most disturbing because it is there that the individual usually feels safest. Furthermore, unless he wishes to move to a place he deems safer, the user of the residential environment finds himself confronted daily by the feelings of insecurity and fear that his surroundings can engender. Finally, it has been posited that the reduction of crime and fear of crime in residential areas can produce feelings of greater security in all environments.

Crimes in the residential environment can be divided into crimes against property, and crimes against persons. As might be expected, the property crime of residential burglary predominates in this environment. While dollar loss to the victimized household tends to be low (under \$300 on the average), the fear engendered by illegal entry into the home is very high, since danger is perceived not only for property within the house but for members of the household as well.

Outside of the home, person-to-person crimes are predominant, including robbery, assault, and pursesnatch. While these crimes are relatively infrequent and they do not incur a large monetary loss, they still cause a high degree of fear. Data on crime in residential areas are derived from several major sources. These are: The FBI's Uniform Crime Reports, which provide a comprehensive overview of crime throughout the United States on a yearly basis, thus making it possible to establish trends; the National Crime Panel Surveys (NCP), which provide information on victimization of individuals, households, and commercial establishments on a nationwide basis; and a number of broad-based nationwide victimization surveys that are detailed in the CPTED Crime/Environment Targets

report.** The data presented in the following paragraphs have been assembled from these sources.

1. Crimes against property. In 1975, the Uniform Crime Reports found that approximately 64 percent of total reported burglaries were committed in a residential setting. Victimization studies completed in previous years indicate that the true quantity might be closer to three times the reported incidence level of the UCR. The crime of burglary contributed approximately 29 percent of the FBI Crime Index offenses in 1975, and all sources indicate that the problem has been aggravated over time. Commercial establishments sustain greater losses due to burglary. Nevertheless, the value lost in residential areas is substantial. For example, in 1975 the UCR estimated that \$925 million was lost to residential burglary. Burglary also produces a considerable amount of fear. For example, a nationwide Gallup poll conducted in 1972 found that one out of six persons did not feel safe at home at night. While occupied houses are rarely broken into, the fear that this *might* happen is still great. Data collected by the NCP

**U.S. Department of Justice. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Crime/Environment Targets: A CPTED Planning Document, by J. M. Tieu et al.; Westinghouse Electric Corporation. Washington, DC: Department of Justice, (in press).

victimization studies indicate a high concentration of residential burglary in dense urban centers. Other victimization data indicate that total burglary rates decrease with distance from the city center. Most burglaries occur during the daytime or on weekends.

2. Crimes against persons. While it is generally agreed that the robbery rate in residential areas is less than that for burglary, there seems to be some disparity of opinion among the various sources as to the actual rate of incidence. For example, a national survey in 1965-1966 found a rate of robbery of 94 per 100,000 population. Later surveys show considerably higher rates ranging from 1,600 per 100,000 for the city of Los Angeles in the NCP survey, to 700 per 100,000 in the Dayton and San Jose surveys. In 1974, the NCP victimization survey indicated that robberies occurred nationally at the rate of 710 per 100,000 population.

Unfortunately, it is impossible to differentiate whether these robberies actually occurred in residential areas since the data do not record this information. An estimate has been made that the commercial robbery rate is ten times that occurring in the residential areas. Thus, the information on the incidence of robbery in the residential environment is highly inaccurate. Nevertheless, it can be stated that, along with other violent crimes found in the residential environment (such as assaults, rapes, and murders), robbery is a relatively rare event that rarely exceeds 6 percent of total incidents.

C. Selection of the Subenvironment for the Demonstration

Prior to initiating the Residential Demonstration effort, the CPTED Consortium conducted a study of residential environments to assist in the selection of a suitable subenvironment. This effort, detailed in the Crime/Environment Targets report, compiled and interpreted a wide variety of data in an effort to project those crimes and the subenvironments that will be predominant in the next decade. It was felt that, if the Residential Demonstration could be conducted in a built environment (with current crime-environment problems) that is characteristic of predominant future environments, two objectives would be achieved. First, CPTED research would be available to combat current crime problems in built environments; and second, CPTED guidelines would be developed that could positively influence the development of new residential environments.

The residential environment can be categorized in a variety of ways. Residential environments could include: Rural areas, suburban subdivisions, high-rise complexes, planned-unit developments, new towns, public or subsidized housing projects, inner-city residential areas, central-city areas, or isolated concentration of housing within other environmental settings. Perhaps the most useful differentiation for crime-environment purposes is the classification developed by Hoover and Vernon*** in their research on the New York Metropolitan Area.

***E. M. Hoover and Raymond Vernon. Anatomy of a Metropolis. Garden City, NY: Doubleday, 1962.

They divided the metropolitan area into three groupings: Core area, inner-ring residential, and outer-ring suburban.

The core area was defined as the area where land is intensively developed, with a population density seven or eight times higher than the inner-ring areas. This area is typically occupied by many low-income and minority persons, and has a high percentage of multifamily housing, much of it in poor condition. In terms of neighborhood development, the core exhibits processes of deterioration and conversion as young people and middle-income families move to other areas. The core area is usually found in the central city and has a high degree of social problems.

The inner-ring residential area is defined as a predominantly residential area located within city boundaries, usually near the central area, but which exhibits many of the physical and design characteristics of suburban areas. The inner-ring, by Hoover and Vernon's definition, is considerably less dense than the core area and contains undeveloped land. Much of the latter is in process of development through the addition of multifamily units. However, it is primarily the home of middle-income persons living in single-family homes. Inner-ring areas are beginning to experience some of the social problems -- including crime -- of the core area.

The outer ring consists of lower density areas and still contains a considerable amount of vacant land. Its population varies in income, but most persons live in single-family homes.

The core area was excluded from consideration as a site for the CPTED residential demonstration since LEAA has already sponsored a number of research efforts regarding residential crime and security in public housing complexes and central areas. It was felt that the understanding of the relationship between environmental design and crime control was better in these areas, and that CPTED research should examine other subenvironments.

Crime-environment targets were analyzed on the basis of selected criteria including: (1) Crime-related criteria such as severity, fear, offender-victim profiles and displacement; (2) environmentally-related criteria, such as number of sites or subenvironments, population at risk, social dependency, and value at risk; and (3) program criteria such as evaluatibility, practicality, and potential for implementation and replication of results.

The application of these criteria to the residential environment resulted in the selection of inner-ring residential areas as the sub-environment for the Demonstration effort. Although available data are not compiled in a manner that facilitates a fine-grained comparison between residential subenvironments, some comparative evidence is available.

- The predominant crimes in residential areas are burglary, robbery, and larceny. Burglary is both the most prevalent and best documented crime in the residential environment, contributing as much as 36 percent of the FBI Crime Index offenses.

- National victimization data indicated that total burglary rates decreased with distance from the city center. The burglary rate for central areas was found to be 1335 per 100,000 persons, while the suburban rate was 839.
- Similarly, studies have shown that robbery rates also decreased with distance from the core area.
- Data collected in the UCR and other studies indicate that the majority of offenders involved in the common predatory crimes tend to be male, young, and often-non-white residents of central city areas. These observations are corroborated by findings in a Boston study that show burglars expressed a general unwillingness to travel a great distance from their central area residences.

The 1975 UCR report that the total crime rate of cities over 250,000 persons was nearly twice that of suburban areas (a rate of 8202.5 per 100,000 persons compared to the suburban rate of 4614.4). Rural area rates were even less with a rate of 2229.0.

- The same report provides the following information on the severity of burglary rates per 100,000 persons: Cities over

250,000 (2368.4), suburban areas (1321.0), and rural areas (872.6).

- Robbery rates, according to UCR statistics, are even more pronounced in the cities. For example: Cities over 250,000 (682.6 per 100,000 persons), suburban areas (93.4), and rural areas (24.9).
- National Opinion Research Center victimization studies indicate that burglary is most severe among white persons earning less than \$10,000, with a rate of 6076 per 100,000, as compared to a rate of 2170 for persons earning in excess of \$10,000. Victimization of low-income blacks indicates a similar pattern, with a rate of 5475 per 100,000 under \$6,000 income as compared to a rate of 3387 of nonwhites earning in excess of \$6,000.

Thus, available crime data indicate that crime problems are more severe in inner-ring residential areas than in suburban areas. Since the inner-ring locations have similar physical characteristics (e.g., single-family residences, and burglary, robbery, and larceny are the predominant crime found in their subenvironments), the inner-ring area was selected on the basis of greater severity of crime. It was also assumed that successful inner-ring CPTED strategies for burglary could be replicated in suburban areas in view of the similarities in physical characteristics and housing types.

D. Selection of the Residential Demonstration Site

In the spring of 1975, the CPTED Consortium began to search for an inner-ring residential neighborhood in which to conduct the Residential Demonstration project. Numerous cities were contacted with regard to such a neighborhood. Of these, the three most promising were selected for site visits by the CPTED team. Criteria were established to provide guidelines for the ultimate site selection. These were as follows:

- The first criterion was that the site be an inner-ring neighborhood with documented crime and fear-of-crime problems.
- A second important factor was that the neighborhood have an active community group (or groups) willing to participate in a CPTED project. This criterion is pivotal because the CPTED Program has acknowledged the vital importance of the participation of the users of an environment in the crime prevention process. Without this type of involvement, it is impossible to employ strategies that require social interaction.
- In addition, active support for the CPTED project was required from local government agencies and their administrators. Support was sought from the mayor and city council, as well as from key staff members

of such agencies as the city planning department within these cities.

- Another important requirement was that easily retrievable crime data be available.

It was hoped that this information would not only give an overview of the problems in the selected neighborhood but, when combined with environmental information, would provide insights in determining solutions to these problems.

- Availability of demographic information was also important because it would serve as a primary source of information and insight into the neighborhood.

After site visits and consideration of all of the above-described criteria, the CPTED Consortium selected the Willard-Homewood Neighborhood in Minneapolis, Minnesota, for the Residential Demonstration site. Several important factors emerged that made Minneapolis the best choice for this project.

1. Crime problems. Reported and perceived crime in the Willard-Homewood Neighborhood is predominantly comprised of burglary, larceny, and auto theft. Earlier CPTED research indicated that these crime problems are characteristic of the overall residential environment.

If the CPTED Demonstration is successful in reducing crime and the fear

of crime in the Willard-Homewood area, additional knowledge, which may be applicable to the general residential environment, will be gained.

There is also a sufficient amount of crime -- especially burglaries -- within the study area to permit evaluation of the CPTED design strategies.

2. Community support. There is demonstrated support for CPTED concepts among community organizations in the Willard-Homewood Neighborhood. Residents of the Neighborhood perceive crime to be an issue of great consequence in their lives and believe that reduction of crime and the fear of crime will facilitate rehabilitation of the area. The Neighborhood has a large number of organized block clubs, in addition to broader community organizations such as the Willard-Homewood Organization, that have offered support to the project. Other groups (such as the Urban League, civic groups, and community institutions) have offered their support and indicate a willingness to incorporate CPTED concepts into their program structure.

3. Supportive programs. The City of Minneapolis has initiated a number of programs in the Willard-Homewood Neighborhood that can be supportive of the CPTED Demonstration. These programs, discussed in later sections of this report, include: A major housing rehabilitation program by the Minneapolis Housing and Redevelopment Authority; crime prevention programs (such as the Patrol Emphasis Program, bicycle patrols, and saturation patrols) sponsored by the Minneapolis Police Department; a variety of social programs (such as the Pilot Cities program, court

services, and youth counseling); the citywide CPTED project sponsored by the Governor's Commission on Crime Prevention and Control; a street and alley improvement program sponsored by the Department of Public Works; extensive community organization and participation efforts undertaken by a number of agencies; and community-based efforts such as the Block Club program.

These programs offer the opportunity for both funding and resource support to the CPTED Demonstration. Moreover, if security guidelines and CPTED awareness can be incorporated into the related programs, they will help achieve the goal of institutionalization of CPTED concepts.

4. Physical characteristics. The physical character of the Willard-Homewood Neighborhood is very compatible with the inner-ring residential designation. Located close to the central area of the City, it is predominantly a single-family area occupied by low- to moderate-income families. The environmental features of the area (streets, alleys, vegetation, commercial areas) are adaptable to CPTED strategies.

5. Area in transition. Although the Willard-Homewood Neighborhood has socioeconomic problems, they are not so severe as to impact the evaluation of a CPTED Demonstration. The area has an environmental rating below the overall city average; is characterized by older residential structures in need of rehabilitation and minor repairs; has undergone a transformation from a predominantly Jewish community of above-average income to a middle-income, mixed community with a high percentage of black residents; and has its share of social problems.

However, there is evidence that the transition of the Neighborhood has stabilized recently and that the residents are steadily improving the image and overall stability of the community:

- Out-migration of population is now much lower than for the City as a whole.
- Housing turnover rates are low.
- The racial composition of the Neighborhood has remained generally constant since 1970.
- Persons familiar with the area (Planning Department personnel, police officers, school officials, the residents themselves) view the area as stabilizing.
- The overall crime rate of the Willard-Homewood Neighborhood, although worrisome, is actually below that of the city overall.
- The neighborhood is very well organized in terms of citizen groups committed to improving the quality of their residential environment (e.g., in addition to such major citizens organizations as the Willard-Homewood Organization, there are almost 50 block groups throughout the Demonstration area).
- The Neighborhood's commercial areas, although once seriously in decline, are now experiencing

a rebirth and are attracting new development and businesses.

- The City of Minneapolis is also investing heavily in the area, with such new facilities as North High School and extensive recreational opportunities in North Commons Park.

If the CPTED Demonstration is successful, it can be an augmenting influence in the trend toward community stability and revitalization.

6. Dependency. Available demographic data indicate that the Willard-Homewood Neighborhood is populated by larger families who tend toward home ownership. Most of the individuals residing in the Willard-Homewood Neighborhood have incomes slightly below the city average and are dependent upon neighborhoods like this for housing. The extensive supply of larger single-family residential structures that can be rehabilitated into quality housing make such an area critically important for residents who need housing in close proximity to employment opportunities.

The population, although not extremely large, is highly dependent upon this type of neighborhood. Larger families, middle-income persons, the black population, and the elderly are all either residents or potential residents of this conveniently located area. If security is improved and the rehabilitation effort is successful, the Willard-Homewood Neighborhood can become a stabilized, middle-income area of

sound environmental quality. The area already has a sound base of community facilities and recreation opportunities, and further environmental improvements will be a significant contribution to the quality of urban life.

CHAPTER 3. THE CPTED APPROACH IN THE RESIDENTIAL ENVIRONMENT

A. Introduction

The CPTED approach in the Residential Environment is strongly dependent on existing organizations and programs that are active in the Willard-Homewood Neighborhood. The Neighborhood, like inner-ring residential areas in many other cities, is the focal point for a variety of physical, social, and economic programs. These programs are administered by numerous agencies at the city, regional, State, and Federal governmental levels. Rather than create new administrative agencies or separate programs, the CPTED approach will concentrate on the integration of new concepts into existing programs and seek implementation through interagency and community cooperation. If this approach is successful, CPTED concepts will be incorporated into current programs or activities, and reduction of crime and the fear of crime will be achieved in a cost-effective manner.

Environmental design as applied to the CPTED Demonstration, relates to efforts to improve the quality of life and reduce crime and the fear of crime through physical, social, management, and law enforcement techniques. The purpose of the Demonstration is to develop and test CPTED approaches that will achieve these objectives and that can serve as examples for other locales. If CPTED concepts are adapted by other jurisdictions, the approaches that are developed in the Residential Demonstration must be flexible enough to address local crime-environment conditions and reflect local opportunities and resources. In other words, the approach must build to a large extent upon existing programs and plans -- recognizing that many of these

programs and plans were not conceived with crime prevention as a central focus. For example, CPTED knowledge can be incorporated into the design of new parks, efforts to beautify neighborhoods, the development of public recreation facilities and improved public transportation services, safer commerce, and similar quality-of-life issues that touch upon crime prevention considerations. To be realistic and effective, CPTED planning must be incorporated into all of these diverse program activities, rather than be pursued as an independent and separate process.

B. Objectives of the Residential Demonstration

The Residential Demonstration is intended to develop, implement, and evaluate CPED design strategies in the Willard-Homewood Neighborhood section of Minneapolis. In addition to the specific objectives of the individual design strategies, there are several general objectives of the overall Residential Demonstration project. The ultimate success of the Demonstration will be determined by the degree to which specific design strategies are successfully executed and by the accomplishment of the following general objectives:

- Determine the generic crime-environment problems that exist -- or potentially exist -- in a typical inner-ring residential area.
- Develop and implement a series of CPTED design strategies and directives that have the potential for reducing the opportunities for crime and the fear of crime in a selected inner-ring residential area.

- Develop a management plan that will allow the design strategies and directives to be implemented by local agencies and community organizations with the assistance of the CPTED Consortium.
- Develop a process that will allow active involvement and participation of local interest groups and existing agencies in the CPTED project. The objective of active involvement and participation is to incorporate CPTED concepts into existing city and community activities so the CPTED concepts will be continued beyond the Demonstration period and become institutionalized into these existing programs and activities.
- Increase confidence in the Demonstration neighborhood so that environmental quality is improved and a higher level of community stability is achieved.
- Develop security consciousness and CPTED awareness among the users of the residential environment and those institutions that are responsible for planning, designing, and implementing community change.
- Determine whether the design strategies produce measureable results in terms of crime reduction,

alleviation of fear, institutionalization of CPTED concepts, and replication to other residential areas.

The objectives of the Residential Demonstration Plan include not only the development and testing of strategies to reduce crime and the fear of crime but also the development of a process that can be applied by other residential areas throughout the country. Ultimately, the CPTED Program will produce guidelines for the development of crime-and-fear-reduction efforts, and the Minneapolis Residential Demonstration Plan is the starting point for the formulation of such guidelines.

C. Demonstration Planning Process

The CPTED approach requires a planning process that involves local residents, community organizations, law enforcement officials, elected officials, and various types of public agencies. The necessary local support for a successful Demonstration is dependent upon the extent to which the design strategies address the interests and concerns of local interest groups. The central hypothesis of the CPTED Program is that the incidence of predatory stranger-to-stranger crimes -- and their attendant fear levels -- can be reduced through the proper design and use of the built environment. If the use, as well as design, of the environment is a Program objective, it is logical to place emphasis on the present and future users of the environment.

This hypothesis is of key importance for developing an approach to planning the Residential Demonstration because it draws an essential relationship between design and use. Design in this context is not

restricted to architectural design or redesign. Rather, it refers to comprehensive efforts to combine and coordinate a variety of potential anticrime resources -- community groups, social programs, police, building security techniques, public officials, and physical planning expertise -- in ways that will discourage criminal opportunities and motivations. So stated, the goal of this Program is not to alter criminal motivations directly (although indirect alterations may occur) but to reduce the opportunities for criminal activity by placing obstacles -- either physical or social -- in the way of the offenders.

The term environment refers to a neighborhoodwide scale of focus, including all major physical features, supporting economic conditions and social factors (that can be modified through design processes to influence a reduction of criminal opportunities), criminal motivations, and fear. The neighborhood-directed emphasis of the Program recognizes local residents and officials as important users whose interests must be represented in the planning process.

The planning process, which is outlined in Figure 3-1, was designed to include the users of the residential environment. The process also recognizes that crime-environment problems must be defined on the basis of perceived crime problems or fear, in addition to actual or reported crime data. The nine phases of the planning process can be summarized as follows:

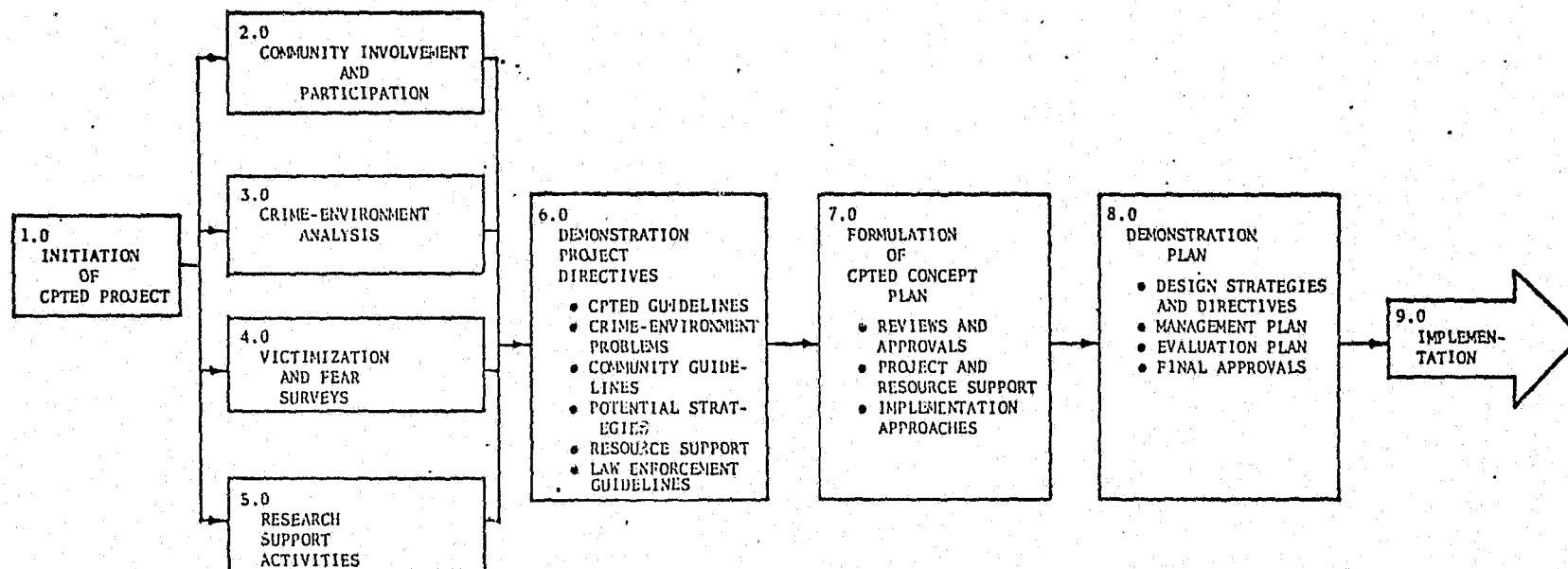


Figure 3-1. CPTED Residential Demonstration Plan -- Schematic Planning Process

- (1) The Program Initiation Phase was designed to coordinate efforts with City and State officials and to review relevant data and related programs. The major objective of this phase is to obtain initial but continuing support and involvement in the CPTED project and to identify supporting programs.
- (2) The Community Participation Phase is an intensive effort to obtain community insight into issues, opportunities, and strategies related to crime-environment problems. Key persons and organizations within the Neighborhood were identified, and several weeks of interviews were conducted. The principal products of this phase were: Recommended approaches to community participation and involvement, delineation of issues and opportunities from the perspective of Neighborhood residents, recommended community-based strategies for crime or fear reduction, and the community organization project directives.
- (3) The Crime-Environment Analysis Phase was concerned with analyses of reported or perceived crime problems in the Willard-Homewood Neighborhood and the relationship of the problems to environmental conditions in the area. The major product of this phase was the definition of generic crime-environment problems.

- (4) The Victimization and Fear Survey Phase was an important phase that documented citizen attitudes and perceptions regarding crime and the fear of crime. The results of the survey provided the Research team with information and insight on fear and fear-producing elements of the environment. The survey will also establish victimization rates for subsequent evaluation of strategies.
- (5) The Research Phase of the process is really a series of activities supporting the overall program. Residential intervention strategies were identified and classified; evaluation guidelines and directives were established; potential funding and implementation sources were investigated; and project directives for law enforcement considerations were developed through interviews with local law enforcement officers.
- (6) The Demonstration Project Directives Phase represents a synthesis of the preceding phases. Each of the preceding phases culminated with project directives from the perspective of that particular effort. The synthesis phase evaluated all of the project directives, resolved conflicts, and selected those directives that were consistent with the overall CPTED Program and the Residential Demonstration Plan. The Residential Demonstration project directives were reviewed with LEAA, community organizations, appropriate City and State officials, and other members of the CPTED

Consortium. The directives agreed upon by these groups served as the basis for a concept plan.

- (7) The Residential Demonstration Concept Plan Phase involved the formulation of a generalized view of the strategies that will constitute the final Demonstration Plan. The objectives and design directives of each strategy were developed and, where appropriate, generalized drawings illustrating design changes or improvements were prepared. Once again, the concept plan was reviewed with the aforementioned participating groups and agreement reached on the scope, objective, directives and concepts to be implemented in the Willard-Homewood Neighborhood.
- (8) The Residential Demonstration Plan Phase represents the final phase of the planning process. This Plan contains the basic strategies and designs to be implemented, together with a development schedule, management and implementation plan, evaluation plan, and funding guidelines. The present document is the Demonstration Plan that has evolved from the described above planning process.

CHAPTER 4. ANALYSIS OF CRIME IN THE WILLARD-HOMEWOOD NEIGHBORHOOD

A. Introduction

The documentation of the extent of crime and fear of crime in the Willard-Homewood Neighborhood has been accomplished by utilizing a variety of methods. Although reported crime statistics provide a usual basis for analyzing crime problems, the known deficiencies of these data require that other approaches must also be employed.* The crime analysis described in this chapter is based on citizen interviews, reported crime data, victimization surveys, and interviews with local law enforcement and City officials. Thus, both qualitative and quantitative data are presented. Quantitative data includes: (1) Analyses of incident report forms in police department files, and comparisons between the locations of crime incidents and the locations of various environmental features of the neighborhood; and (2) analyses of victimization and fear survey data. Qualitative data includes: (1) Surveys of Neighborhood residents to determine what crime problems they consider the most severe, which aspects of those problems are most fear-producing, and whether residents are willing to actively participate in crime

*Many crimes are not reported to the police. Therefore, surveys of citizen victimization are used to supplement official data. Both police and victimization data lack important aspects of the criminal event (e.g., knowledge of the offender); therefore, citizen and law enforcement perceptions of these components have been collected.

prevention programs; (2) interviews with key persons who are knowledgeable on various facets of the Neighborhood's crime-environment problems (e.g., law enforcement officers, social workers, church leaders, merchants, school officials, community leaders); and (3) visual surveys of the study area.

B. An Overview of Crime in the City and in the Neighborhood

Overall, the crime problem in Minneapolis is sufficiently serious to warrant CPTED study, but not so extreme as to be unrepresentative of other cities of comparable size. This viewpoint is based upon a comparison of Uniform Crime Reports (UCR) statistical data for Minneapolis with those of seven other cities of comparable population (see Table 4-1). All eight cities experienced, as did Minneapolis, an increase in the total Index crime rate between 1970 and 1974. The average Index crime rate for these cities in 1974 was 8255.8, compared with the Minneapolis rate of 7899.3. Minneapolis ranked fourth among the eight cities for total Index crimes, third for all violent crimes (average of the rates for murder/non-negligent manslaughter, negligent manslaughter, forcible rape, robbery and aggravated assault), and fourth for all property crimes (average of the rates for burglary, larceny and auto theft).

Table 4-2 compares crime rates between the Willard-Homewood Neighborhood and the city of Minneapolis. The Willard-Homewood data were obtained by analyzing the 1974 Minneapolis Police Department crime reports. City data were obtained from the 1974 UCR.

The Willard-Homewood Neighborhood sustained slightly higher violent crime rates and lower property crime rates (due to larceny) than the city

TABLE 4-1

Index Crime Rates Per 100,000 Inhabitants (1970 and 1974)

	<u>Population*</u>	<u>Murder, Nonnegligent Manslaughter</u>	<u>Negligent Manslaughter</u>	<u>Forcible Rape</u>	<u>Robbery</u>	<u>Aggravated Assault</u>	<u>Burglary</u>	<u>Larceny</u>	<u>Auto Theft</u>	<u>Total Index</u>
Minneapolis, MN										
1970	434,400	6.4	2.1	36.8	419.0	175.0	2238.3	3373.6	1197.1	5391.3
1974 (Est)	425,560	9.2	3.5	78.2	483.1	338.0	2489.9	3352.3	1148.6	7899.3
Buffalo, NY										
1970	462,768	12.3	0.6	32.6	323.5	193.6	1287.7	2395.2	933.3	3951.0
1974 (Est)	413,630	15.5	0.2	46.4	467.9	155.3	1718.4	2689.4	942.3	6098.1
Cincinnati, OH										
1970	452,524	13.0	7.7	37.6	273.1	174.6	1413.2	3208.0	580.5	3844.0
1974 (Est)	418,020	16.0	5.3	61.7	395.5	287.8	2514.6	3409.8	683.0	7368.4
Ft. Worth, TX										
1970	393,476	26.7	2.3	18.3	258.2	149.7	1855.5	3926.0	875.0	3977.9
1974 (Est)	349,190	28.1	7.2	46.4	334.1	149.3	2419.5	3515.8	779.9	7273.1
San Jose, CA										
1970	445,779	2.7	6.3	37.7	122.0	165.3	1532.1	4520.0	801.1	3250.9
1974 (Est)	553,360	4.9	4.5	38.0	145.9	99.6	2021.7	4202.4	682.6	7195.1
Atlanta, GA										
1970	497,421	48.7	13.5	40.6	427.4	262.2	2317.8	4013.7	949.7	5504.0
1974 (Est)	437,130	56.8	13.7	100.7	997.0	770.9	3844.9	4421.1	941.4	11,180.2
Portland, OR										
1970	380,555	9.5	5.3	33.6	429.4	225.5	2490.0	4370.7	873.5	6116.1
1974 (Est)	374,450	11.2	6.7	71.4	512.3	487.2	3554.3	5434.0	1109.9	11,180.2
Toledo, OH										
1970	383,818	7.8	3.4	24.5	261.3	98.7	1496.0	3573.6	436.9	3493.1
1974 (Est)	374,940	14.7	1.3	44.8	458.7	179.2	1864.3	4933.6	404.3	7899.5

*1974 estimated population based on percentage change from 1970-73.

TABLE 4-2

Rate of Crime/1,000 Persons in the City of Minneapolis and the Willard-Homewood Neighborhood

<u>Crime Type</u>	<u>Rate/1,000 Persons</u>		<u>% of Crimes/% of Population</u>
	<u>Minneapolis</u>	<u>Willard-Homewood</u>	<u>(Willard-Homewood to Minneapolis)</u>
<u>Violent Crime</u>			
Aggravated Assault	3.4	4.0	2.4/2.1
Street Robbery	(
Residential Robbery	(4.8	5.3
Commercial Robbery	(2.3/2.1
<u>Property Crime</u>			
Residential Burglary	(
Commercial Burglary	(24.9	32.9
Larceny		33.5	18.8
			1.2/2.1
Total Violent Crime	9.1	9.3	2.3/2.1
Total Property Crime	69.8	51.8	1.8/2.1
Total Violent & Property Crimes	78.9	61.1	1.9/2.1

- (1) Based on 1974 UCR data for Minneapolis and 1974 police incident reports for the Willard-Homewood Neighborhood.
- (2) UCR reporting procedures lump all robberies together; therefore, for purposes of comparison, the same has been done for the Willard-Homewood Neighborhood during computation.
- (3) UCR reporting procedures lump all burglaries together; therefore, for purposes of comparison, the same has been done for the Willard-Homewood Neighborhood during computation.

of Minneapolis. Violent crimes are defined here to include rape, street robbery, residential robbery, commercial robbery, aggravated assault, and simple assault. Property crimes include residential burglary, commercial burglary, larceny (including pursesnatch), and auto theft. For violent crimes, the Willard-Homewood Neighborhood experienced 9.3 incidents per 1,000 inhabitants versus 9.1 for Minneapolis. With respect to property crimes, the incidents per 1,000 inhabitants were 51.8 for the Willard-Homewood Neighborhood and 69.8 for Minneapolis. The total violent and property crimes rates were 61.1 for the Willard-Homewood Neighborhood and 78.9 for Minneapolis. In a comparison of the proportions of crimes to population between the Willard-Homewood Neighborhood and Minneapolis, 2.3 percent of the violent crimes in Minneapolis occurred in the Willard-Homewood Neighborhood, while the Neighborhood contained only 2.1 percent of the Minneapolis population. In contrast, only 1.8 percent of the total property crimes in Minneapolis occurred in the Willard-Homewood Neighborhood. Overall, the Willard-Homewood Neighborhood sustained 1.9 percent of the total crimes in Minneapolis versus 2.1 percent of the population.

C. Reported Crime in the Willard-Homewood Neighborhood

Reported crimes in the Willard-Homewood Neighborhood include residential burglary, commercial burglary, aggravated assault, simple assault, street robbery, larceny, and pursesnatch. For each of these crimes, the following information was obtained from police records: The distribution of incidents by month, day, and hour; the type of weapon used, if any;

entry characteristics, if a burglary; location and other setting characteristics; characteristics of suspects; and characteristics of victims.

An additional analytic procedure was to plot the locations of all crime on maps depicting various environmental features of the Neighborhood. The distributions of violent crimes, property crimes, nighttime crimes, and daytime crimes were plotted on four separate maps showing: Land use, major traffic and transit centers, street lighting, predominant locations of elderly residents, predominant location of minority residents, and locations of high- and low-value homes.

1. Reported incidents of crime. During 1974, there were 735 reported crime incidents in the Willard-Homewood Neighborhood. Table 4-3 illustrates the reported crime and "opportunity index" for the Willard-Homewood Demonstration Area. Residential burglary constituted 33.9 percent of the reported crimes, larceny 19.0 percent, simple assault 14.4 percent, and auto theft 11.3 percent. Residential burglary also exhibited the highest opportunity index, with 9 incidents per 1,000 dwellings. These results suggest that the focus of CPTED planning should be on property crimes and simple assaults, since they represent the offenses most likely to occur in the Neighborhood.

Tables 4-4 through 4-6 present data on three of the most frequent reported offenses: Residential burglary, simple assault, and larceny. As noted above, reported crime data do not routinely contain much of the information required for CPTED planning. For example, in residential burglary, the time of offense occurrence is not known for 61 percent of the cases, the

TABLE 4-3
Reported Crime Data

Type of* Crime	Number of Incidents	Percent of Total Incidents	Opportunities** for the Crime	Opportunity Rate Incidents/1,000
Street Robbery	32	4.3	8800 Residents	0.4
Aggravated Assault	35	4.8	8800 Residents	0.4
Simple Assault	105	14.4	8800 Residents	1.2
Residential Burglary	249	33.9	2775 Dwellings	9.0
Commercial Burglary	41	5.6	***	***
Pursesnatch	26	3.5	2900 Women	0.9
Larceny	140	19.0	8800 Residents	1.6
Residential Robbery	6	0.8	2775 Dwellings	0.2
Commercial Robbery	9	1.2	**	**
Rape	9	1.2	2900 Women	0.3
Auto Theft	83	11.3	***	***
TOTALS	735	100.0		

* The term Type of Crime refers to the Police Department classification of offenses and does not necessarily denote the environmental setting in which they occurred. For example, Commercial Burglary includes all incidents in nonresidential settings. Therefore, the numbers of incidents may appear to differ from those in Tables 4-7 through 4-12, which are associated with discretely defined environmental settings. Tables 4-3 through 4-12 are based on analyses of 1974 data from the Minneapolis Police Department.

** While not complete, these opportunity indices are presented to focus attention on the variation in potential crime targets. Rather than always calculating crimes per capita of population, rates should be relative to the number of targets (i.e., dwellings for burglaries, women for rapes, etc.).

***Data not available.

TABLE 4-4

Selected Residential Burglary Characteristics
(N = 249)

<u>Time of Day*</u>		<u>%</u>	<u>Visibility of Entry Point</u>	
12-6 a.m.		4.4		<u>%</u>
6 a.m.-Noon		7.2	Visible	10.4
Noon-6 p.m.		16.1	Not Visible	28.9
6 p.m.-Mdnt.		11.2	Unknown	60.7
Unknown		61.1		
<u>Day of Occurrence</u>			<u>Victim Characteristics</u>	
Monday		7.6	<u>Sex</u>	<u>%</u>
Tuesday		13.7	Male	49.8
Wednesday		12.5	Female	44.2
Thursday		10.8	Unknown	6.0
Friday		12.0	<u>Race</u>	
Saturday		11.2	Black	11.7
Sunday		5.2	White	7.6
Unknown		26.9	Unknown	80.7
<u>Month of Year</u>			<u>Age</u>	
Jan.-March		21.1	10-16	0.4
April-June		22.1	17-20	0.4
July-Sept.		32.1	21-24	1.2
Oct.-Dec.		23.7	25-32	2.8
Unknown		2.0	33-48	4.4
			48+	3.2
			Unknown	87.6
<u>Method of Entry</u>			<u>Suspect Characteristics</u>	
<u>With Force (65.9%)</u>			<u>Sex</u>	<u>%</u>
Broke Lock/Window		26.5	Male	22.5
Forced Door/Window		32.9	Female	3.0
Slashed Screen		6.0	Unknown	73.6
Other		0.5	<u>Race</u>	
<u>Without Force (34.1%)</u>			Black	16.2
Unlocked Door		16.9	White	4.2
Unlocked Window		7.6	Unknown	79.6
Had Key		1.6	<u>Age</u>	
Subterfuge		0.4	0-15	9.9
Other		7.6	16-18	6.0
<u>Point of Entry</u>			19-21	-
Basement		8.0	21+	3.2
Ground Floor		77.1	Unknown	81.0
Higher Floors		3.6	<u>Residence</u>	
Other		11.3	Neighborhood	11.3
			City	3.5
			Other	0.4
			Unknown	84.9
*Time the incident was reported to police.				

TABLE 4-5

Selected Larceny Characteristics
(N = 166)

<u>Time of Day*</u>	<u>%</u>	<u>Suspect Characteristics</u>	<u>%</u>
12-6 a.m.	5.2	<u>Sex</u>	
6 a.m.-Noon	9.4	Male	50.8
Noon-6 p.m.	19.8	Female	4.1
6 p.m.-Midnight	19.8	Unknown	45.1
Unknown	45.8	<u>Race</u>	
<u>Day of Occurrence</u>		Black	50.8
Monday	6.3	White	0.8
Tuesday	14.6	Unknown	48.4
Wednesday	15.6	<u>Age</u>	
Thursday	16.7	0-13	8.2
Friday	12.5	13-15	9.8
Saturday	9.4	16-18	13.1
Sunday	5.2	19-21	6.6
Unknown	19.8	21+	3.3
<u>Victim Characteristics</u>		Unknown	59.0
<u>Sex</u>		<u>Residence</u>	
Male	31.3	Neighborhood	11.5
Female	50.0	City	4.9
Unknown	18.8	Other	0.8
<u>Race</u>		Unknown	82.8
Black	5.2		
White	25.0		
Unknown	69.8		
<u>Age</u>			
10-16	2.1		
17-20	3.1		
21-24	1.0		
25-32	3.1		
33-48	4.2		
48+	16.7		
Unknown	69.8		

*Time the incident was reported to police.

TABLE 4-6

Selected Simple Assault Characteristics
(N = 105)

<u>Time of Day*</u>		<u>Victim Characteristics (Cont'd.)</u>	
12-6 a.m.	16.2	<u>Age</u>	<u>%</u>
6 a.m.-Noon	17.1	0-12	3.8
Noon-6 p.m.	25.7	13-16	15.2
6 p.m.-Midnight	36.2	17-20	18.1
Unknown	4.8	21-24	13.3
		25-32	14.3
<u>Day of Occurrence</u>		33-48	16.2
Monday	9.5	49+	6.7
Tuesday	18.1	Unknown	12.4
Wednesday	10.5		
Thursday	12.4	<u>Suspect Characteristics</u>	
Friday	13.3	<u>Sex</u>	
Saturday	17.1	Male	84.4
Sunday	17.1	Female	8.6
Unknown	2.0	Unknown	7.0
<u>Month of Occurrence</u>		<u>Race</u>	
Jan.-Mar.	22.9	Black	64.8
Apr.-June	21.0	White	20.3
July-Sept.	24.8	Unknown or Other	14.8
Oct.-Dec.	30.5		
Unknown	1.0	<u>Age</u>	
<u>Type of Weapon Used</u>		0-12	3.1
Firearm	10.1	13-15	12.5
Knife or Other Weapon	1.8	16-18	11.7
Physical Force	84.4	19-21	11.0
Other	3.7	22-24	7.8
		25-30	13.3
<u>Victim Characteristics</u>		31-41	7.0
<u>Sex</u>		42+	7.8
Male	41.0	Unknown	25.8
Female	59.0		
Unknown	-	<u>Relation to Victim</u>	
<u>Race</u>		Related	19.5
Black	37.1	Acquainted	43.0
White	55.2	Unacquainted	17.2
Unknown or Other	7.6	Unknown	20.3
		<u>Residence</u>	
		Neighborhood	35.2
		City	28.1
		Other	1.6
		Unknown	35.2

*Time incident reported
to police.

visibility of the entry point is not known for 61 percent of the cases, and the residence of the suspect is not known in 85 percent of the cases. Nevertheless, important characteristics can be noted, and the conclusions drawn from incomplete data can be compared to the results obtained from other data sources.

In the case of residential burglary, the reported data in Table 4-4 suggest the following trends:

- Offenses occur during the day.
- Offenses occur on weekdays.
- Offenses occur usually with forceful entry.
- Offenses occur at ground floor entry points.
- Entry points are not visible.
- Suspects are under 21 years of age.
- Suspects reside in the Neighborhood.

While these characteristics will be refined by the continuing analysis that occurs in the further design and implementation of the CPTED Residential Demonstration, the available reported data identify these as characteristics that should be included in CPTED planning.

Reported larcenies in the Willard-Homewood Neighborhood (see Table 4-5) suggest the following trends:

- Afternoon and evening occurrence.
- Weekday occurrence.
- Elderly victims.
- Youthful suspects.
- Suspects are residents of the Neighborhood.

The data in Table 4-6 on simple assaults -- a crime not particularly amenable to CPTED strategies -- suggest that:

- Offenses occur in evenings and afternoons.
- Offenses are characterized by absence of a weapon.
- Offenders are usually male and the victims female.
- Victim and offender are related or acquainted.

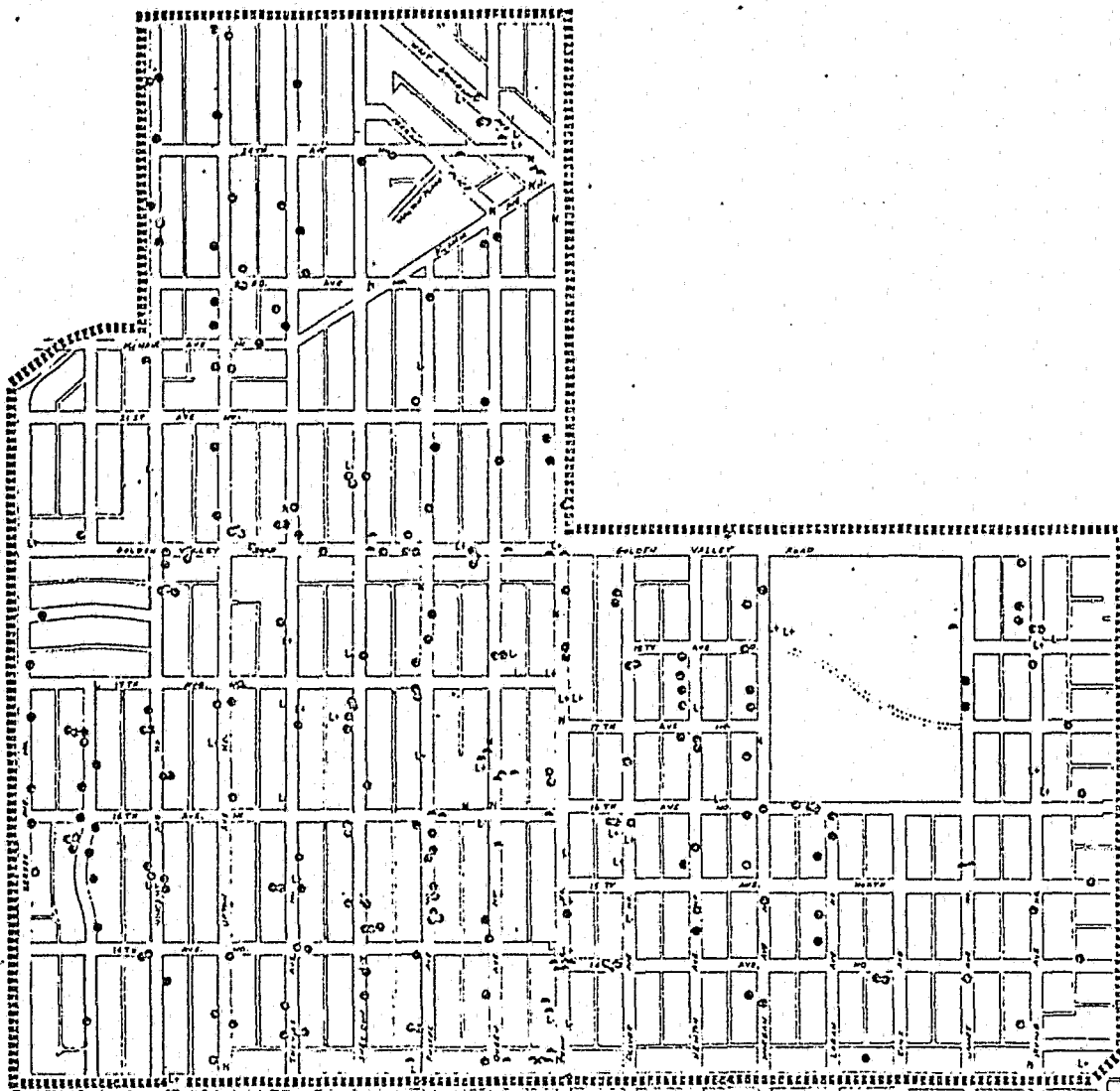
The offenses predominantly involve "family disturbance"-type calls for service.

The reported data suggest that burglary and larceny are environment-related, involving dimensions that are related to CPTED strategies. Simple assault is not a usual (and in this case is not a likely) target for CPTED because of the spontaneous, family disturbance nature of the event.

D. Distribution of Crime in the Willard-Homewood Neighborhood

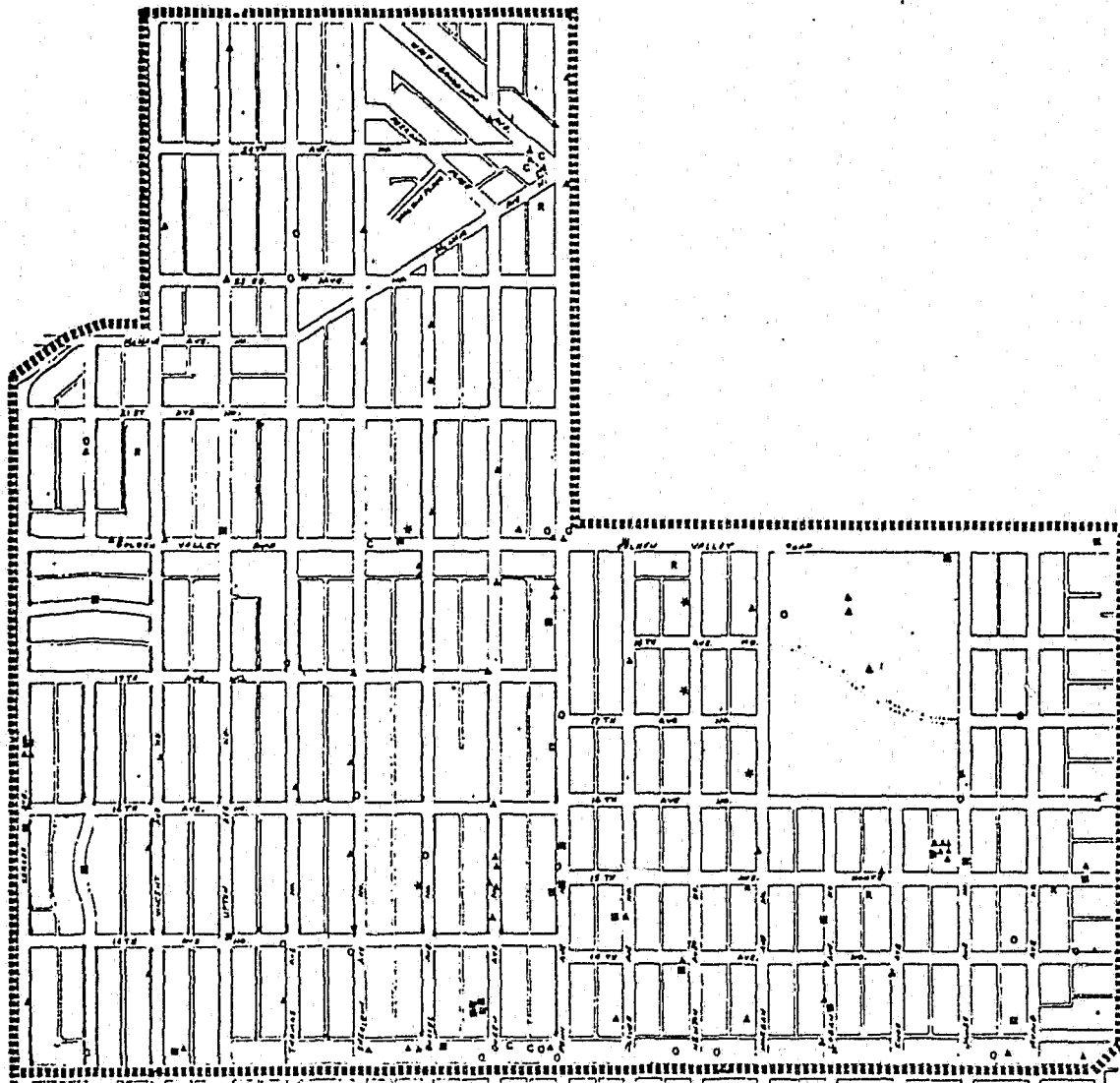
The distribution of property and violent crime in the Willard-Homewood Neighborhood is depicted in Figures 4-1 and 4-2. The dispersion of both types of incidents is important to note, suggesting a near-random distribution of recorded crime throughout the Neighborhood.** The relative homogeneity of the area may well account for the absence of an obvious clustering of Index crimes in the Willard-Homewood Neighborhood. This issue is discussed more fully in Chapter 7.

**An effort was made to relate the various types of crime to socioeconomic indices. However, there were no significant relationships uncovered, and the age of the available socioeconomic data (1970) -- as compared with the 1974 Crime records -- impacted on the credibility of any findings.



- RESIDENTIAL BURGLARY
- ▲ COMMERCIAL BURGLARY
- LARCENY-OVER \$50
- △ LARCENY-UNDER \$50
- * PURSESNAATCH

Figure 4-1. Distribution of Property Crimes (1974)



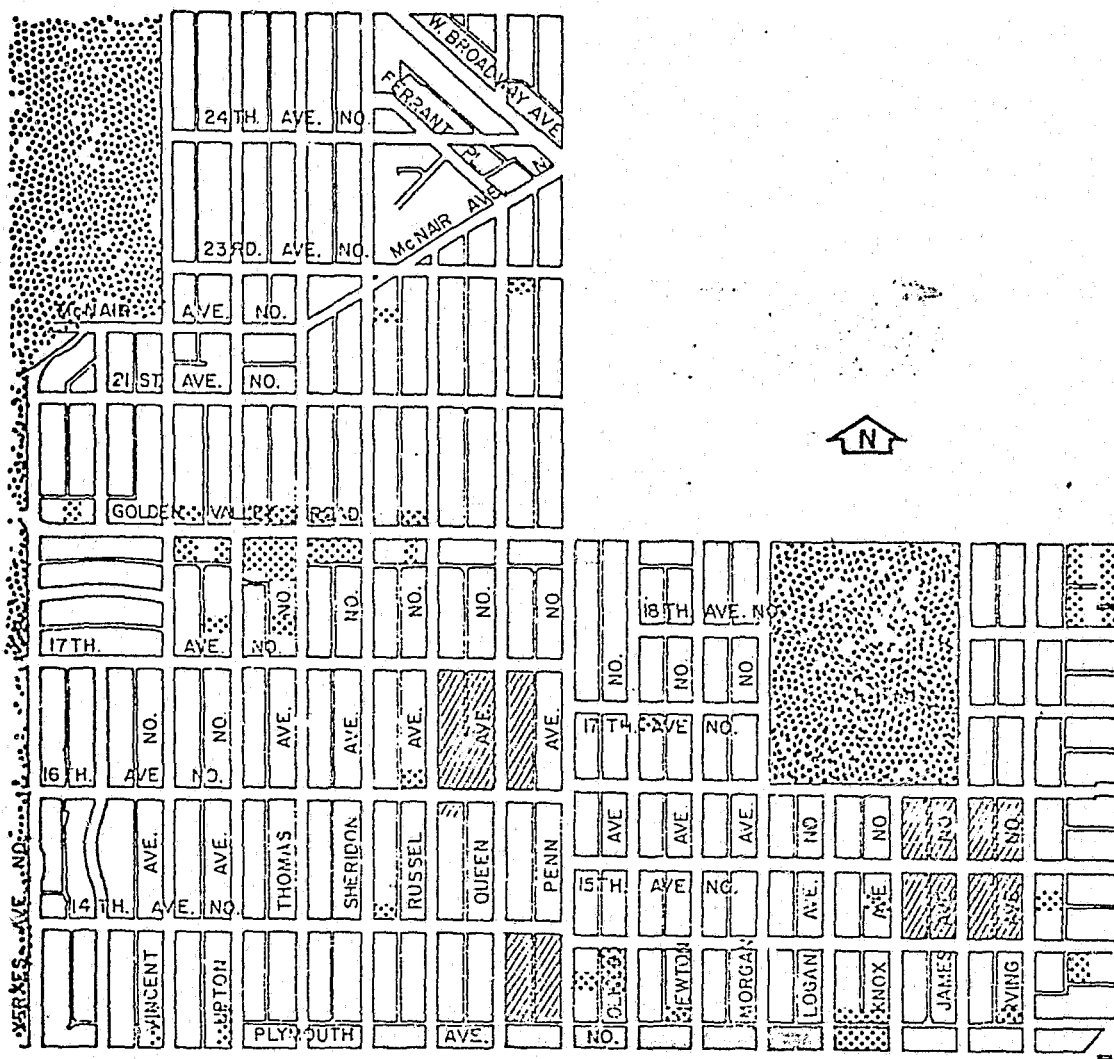
- ▲ SIMPLE ASSAULT
- STREET ROBBERY
- AGGRAVATED ASSAULT
- ★ COMMERCIAL ROBBERY
- ◆ RAPE
- RESIDENTIAL ROBBERY

Figure 4-2. Distribution of Violent Crimes (1974)

There are, nevertheless, variations in crime in the Willard-Homewood Neighborhood that are associated with the patterns of land use in the area. Existing land use can be categorized as residential, commercial, transportation, streets and alleys, and institutional settings. The existing land use pattern is illustrated in Figure 4-3 and shows the predominantly residential character of the Neighborhood. In addition to describing the key land use features, the following paragraphs relate land use to reported crime offenses. When viewed from this perspective, the single-family residence and streets and alleys become the predominant land use features.

Residential properties were the primary crime targets in 1974, with 56.0 percent of total reported crime occurring in this setting (see Table 4-7). Streets and alleys were also significant targets (16.9 percent of reported offenses). Both violent and property crime are most prevalent in residential areas (46.9 and 59.9 percent, respectively), with the streets and alleyways the next most prevalent crime site (28.1 percent of violent and 12.1 percent of property crimes). This reflects the predominant land use pattern in the Willard-Homewood Neighborhood; however, it should be recalled (as the "opportunity" indices reflect) that residential crime is significantly more frequent than would be expected, given the extent of other land use activities.

1. Residential Setting. The Willard-Homewood area is principally a residential neighborhood consisting of single-family dwellings. There are approximately 2775 dwelling units in the study area, 62 percent of which are single-family units. Duplex units account for 23 percent, or 640 of








-  Commercial
-  Schools & Other Public Uses
-  Parks & Recreational Facilities
-  Multifamily Residences
-  Single-/Two-Family Residences

Figure 4-3. Land Use

TABLE 4-7

Reported Crimes by Land Use Setting (1974)*

<u>Environmental Setting</u>	<u>Type of Crime by Setting as Percent of Total Reported Crime</u>		<u>% Total/Incidents</u>
	<u>Violent</u>	<u>Property</u>	
Residential	46.9	59.9	56.0/365
Commercial	5.1	7.5	6.8/44
Transportation	8.7	12.5	11.3/74
Streets & Alleys	28.1	12.1	16.9/110
Institutional	6.6	4.6	5.2/34
Unknown	4.6	3.5	3.8/25

*Excluding auto theft.

TABLE 4-8

Reported Crimes in Residential Settings (1974)

<u>Setting</u>	<u>Robbery</u>	<u>Aggravated Assault</u>	<u>Other Assault</u>	<u>Rape</u>	<u>Burglary</u>	<u>Larceny</u>	<u>%*/Total</u>
House	5	13	45	3	180	22	73.4/268
Apartment	1	6	13	3	42	-	17.8/65
Garage	-	-	3	-	27	2	8.8/52
Totals	6	19	61	6	249	24	100.0/365
% in All Settings	12.8	54.3	58.1	66.7	85.9	17.1	56.0

*As a percent of all crimes in residences.

the remaining dwellings. The majority of dwelling units are owner-occupied, and a large percentage of the dwelling units are in excess of 50 years of age. Figure 4-4 illustrates typical housing units found in the Willard-Homewood Neighborhood.

Many of the single-family homes are in need of minor repairs or rehabilitation -- an effort underway as part of the Community Development Rehabilitation Program. Despite the need for rehabilitation, the Willard-Homewood Neighborhood does not have extensive housing problems. Less than 5 percent of the total units have been classified in poor condition, and another 20 percent are listed as fair (considerable deferred maintenance, with permanent damage to structural items beginning to show). A major problem -- at least as perceived by neighborhood residents -- is the number of abandoned or boarded-up dwellings. Many residents and law enforcement officials felt that the large number of boarded-up and vacant dwellings in the Neighborhood was a contributing factor to the crime problem. They believed such dwellings make it easier to commit offenses because of the diminished likelihood of surveillance. The unsightliness of the boarded-up homes and the poor visibility of residences were also cited as sources of fear and concern among residents. Those structures were also viewed as an obstacle to Neighborhood stability and a contributing factor to the poor image of the Willard-Homewood Neighborhood.

Residential settings are also the prime setting for reported crimes. As noted earlier, according to the 1974 Police records, 56.0 percent of all reported crimes occurred in dwelling units or garages. Table 4-8 indicates

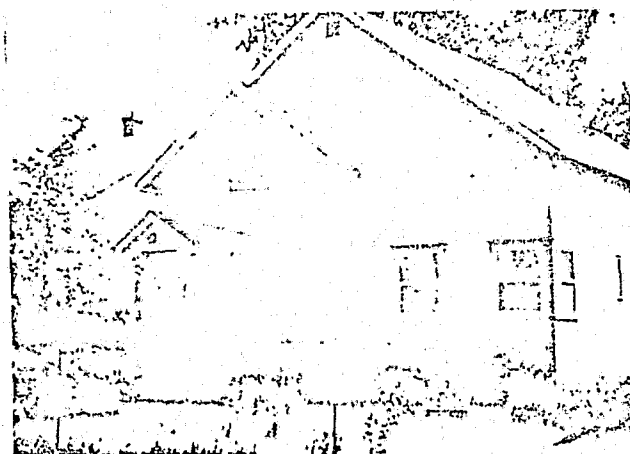
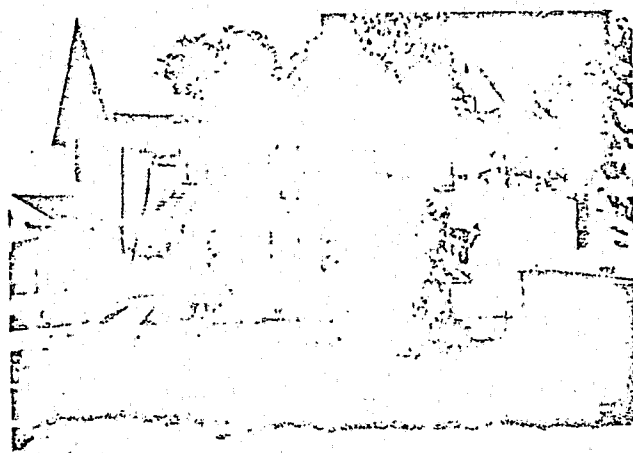
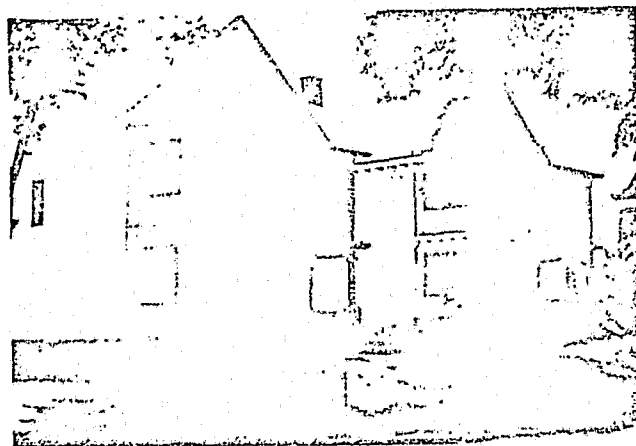


Figure 4-4. Typical Housing

the specific categories of crime that occurred in residential settings. Burglary of single-family residences, apartments, and garages is the most frequent crime, followed by assault and larceny. Residential settings account for 85.9 percent of all burglaries, the most prevalent crime in the Willard-Homewood Neighborhood.

2. Commercial settings. There is not an extensive amount of commercial development in the Willard-Homewood Neighborhood. The largest commercial area is located along Plymouth Avenue, and new commercial development is occurring at this location. Smaller concentrations of stores are found at the intersection of Penn Avenue and Golden Valley Road and along West Broadway. These latter locations are characterized by small commercial shops, and there are vacant or boarded-up establishments in these areas. Figure 4-5 illustrates representative commercial locations.

Only 6.8 percent of the 1974 total reported crimes occurred in commercial settings (see Table 4-9). Burglary accounted for 59 percent of the offenses reported against commercial settings, with individual stores representing the prime targets. Six robberies were reported in this setting, with the offenses divided between individual stores and bars and restaurants.

Although the commercial setting does not show a large percentage of reported crime, these areas do contribute to the fear of crime within the Neighborhood. The poor physical condition of many of the commercial structures also contributes to the poor image of the area and provides potential opportunity for criminal activity. Boarded-up structures, vacant buildings,

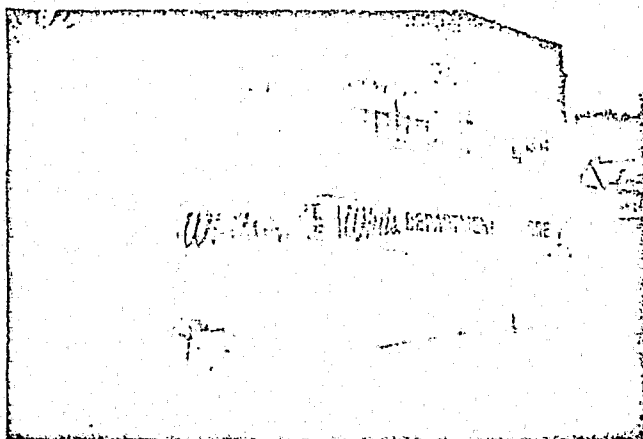
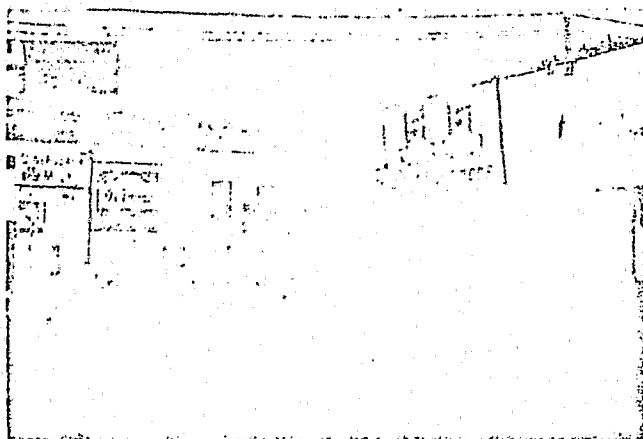
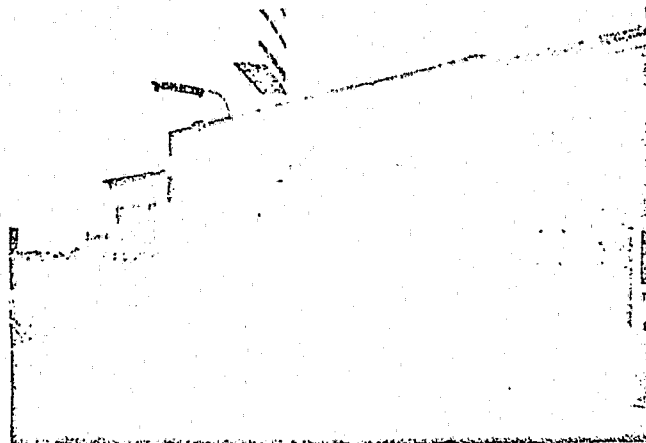


Figure 4-5. Typical Commercial Buildings

TABLE 4-9

Reported Crimes in Commercial Areas (1974)

<u>Setting</u>	<u>Robbery</u>	<u>Other Assault</u>	<u>Burglary</u>	<u>Larceny</u>	<u>%*/Total</u>
Stores	3	1	15	6	56.8/25
Auto/Service	-	-	1	-	2.3/1
Bar/Restaurant	3	1	1	-	11.4/5
Factory/Warehouse	-	2	4	2	18.2/8
Construction Site	-	-	5	-	11.4/5
Totals	6	4	26	8	100.0/44
% in All Settings	12.8	3.8	9.0	5.7	6.8

*As a percent of all crimes in commercial areas.

TABLE 4-10

Reported Crimes in Institutional Settings (1974)

<u>Setting</u>	<u>Robbery</u>	<u>Aggravated Assault</u>	<u>Other Assault</u>	<u>Burglary</u>	<u>Larceny</u>	<u>Pruse- snatch</u>	<u>%*/Total</u>
School	1	2	6	7	4	1	61.8/21
Park	1	-	3	-	4	-	23.5/8
Church	-	-	-	3	2	-	14.7/5
Totals	2	2	9	10	10	1	100.0/34
% in All Settings	4.3	5.7	8.6	3.4	7.1	3.8	5.2

*As a percent of all crimes in institutional settings.

and pockets of deterioration were cited by Neighborhood residents as fear-producing areas, and many residents (including local law enforcement officials) believed that such conditions provide havens for offenders or potential offenders. During the reconnaissance of the neighborhood by the CPTED Consortium, a number of design conditions were noted that provide opportunity for crime. Examples included impediments to natural surveillance (such as painted windows, poor lighting, signs, and similar obstructions); poor access control (such as entries not visible from the streets, unsupervised alleyways or loading areas, and multiple entry points); the absence of extensive Neighborhood-serving commercial activities, which reduces social cohesion or territoriality; and numerous vacant structures.

3. Institutional settings. The institutional settings primarily consist of the churches and community facilities that serve the Willard-Homewood Neighborhood. Community facilities include public services (such as police and fire protection, schools, libraries, and park and recreation facilities) and social services. The Willard-Homewood Neighborhood is well-served by community facilities in terms of both number of facilities and service standards. Figure 4-6 illustrates typical institutional settings in the Willard-Homewood Neighborhood. Fire protection is provided by two engine companies on the periphery of the Neighborhood, and the Police Department's Precinct Four is located within the study area. Library services are available from both the Sumner Library and North Library, and the Neighborhood is served by three elementary schools, a junior high, and the new North High School. Minneapolis has one of the finest park systems in the

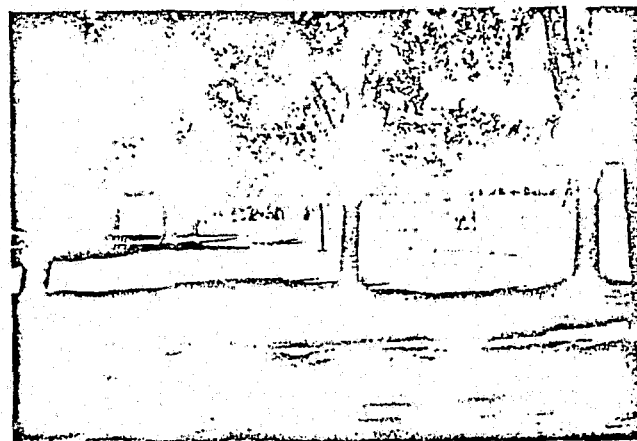
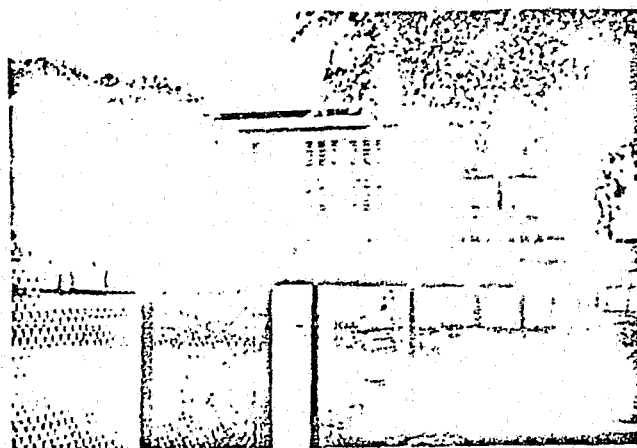
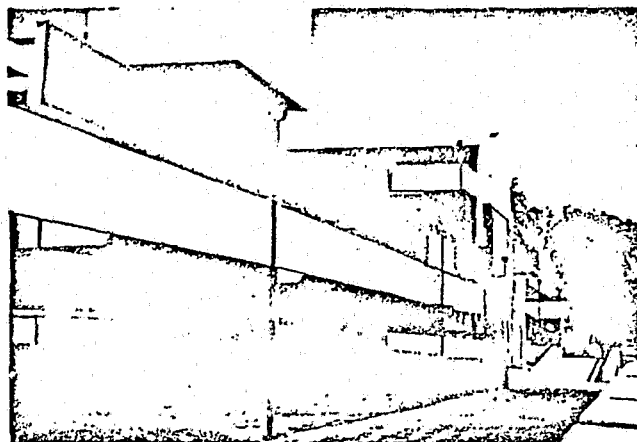


Figure 4-6. Typical Institutional Uses

Nation, and two major facilities -- North Common Park and Theodore Worth Park -- are within or immediately adjacent to the Neighborhood. Neighborhood scale recreation and park facilities are limited, although several residences have been converted to recreation facilities. The Willard-Homewood Neighborhood also has a wide range of human services, social agencies, and community organizations that provide a variety of services. A more complete description of community facilities is provided in Appendix A.

According to reported crime records (see Table 4-10), schools are the prime crime target in the institutional setting. In 1974, schools accounted for 61.8 percent of the crimes reported in institutional settings, with burglary and nonaggravated assault comprising the majority of incidents. Burglary was the most frequently committed crime in the institutional environment, comprising 29 percent of the reported crimes.

The quantity of reported crimes in the institutional setting is surprisingly low. Moreover, the reported number of burglaries, larcenies, and other assaults at school locations is markedly low. During research for the CPTED Schools Demonstration Project, the CPTED Consortium found that a much higher rate of burglary, larceny, and simple assault was commonplace at school locations. It is distinctly possible that crime offenses are under-reported in this setting, and the actual victimization rate (especially among the five schools in the Neighborhood) is higher. This assumption is supported by the perception of residents as to potential offenders. Many residents believed that neighborhood youths were responsible for a large proportion of the burglaries. This perception was also noted by local law enforcement

officials, who believed that residential burglaries occur during the day, when students are out of school, and that most offenses are committed by juveniles. If local perceptions are accurate, the low number of reported offenses in the schools setting is suspect.

4. Transportation system. The Willard-Homewood Neighborhood is served by seven regular bus routes and one express route. The majority of these routes use West Broadway, with other routes serving Golden Valley Road, Plymouth Avenue and Penn Avenue. Based on an evaluation of route accessibility, the Neighborhood is fairly well serviced. Very few of the blocks within the study area are more than 1,000 feet from a bus route. It should be noted that the scheduling and destination of these routes varies; therefore, the convenience of each route from each block also fluctuates. The public transportation system does not show a high incidence of crime (although street crime may occur at transit stops), with only four crimes -- all robberies -- reported on buses or taxis. Private vehicles are prime targets for larcenies, with 75.7 percent of reported offenses involving private vehicles. A significant percentage of robberies also occur in these settings (see Table 4-11).

5. Streets and alleys. Streets, alleys, and parking lots are important elements in the environmental setting of the Willard-Homewood Neighborhood. As subsequent analysis will indicate, these areas are prime crime settings within the Neighborhood. A large percentage of violent personal crimes are reported at these locations -- second only to the residential setting -- and over 16 percent of all reported crimes occur in streets, alleys, or parking lots.

TABLE 4-11

Reported Crimes in Transportation Systems (1974)

<u>Setting</u>	<u>Robbery</u>	<u>Aggravated Assault</u>	<u>Other Assault</u>	<u>Larceny</u>	<u>Purse- snatch</u>	<u>%*/Total</u>
Bus/Taxi	4	-	-	-	-	5.4/4
Private Vehicle	5	6	2	56	1	94.6/70
Totals	9	6	2	56	1	100.0/74
% in All Settings	19.2	17.1	1.9	40.0	3.8	11.3

*As a percent of all crimes in transportation systems.

TABLE 4-12

Reported Crimes in Streets and Alleys (1974)

<u>Setting</u>	<u>Robbery</u>	<u>Aggravated Assault</u>	<u>Other Assault</u>	<u>Rape</u>	<u>Bur- glary</u>	<u>Lar- ceny</u>	<u>Purse- snatch</u>	<u>%*/ Total</u>
Parking Lot	4	-	4	1	1	4	4	16.4/18
Street/Alley	16	2	13	1	-	8	16	50.9/56
Near Residence	3	4	7	-	-	18	4	32.7/36
Totals	23	6	24	2	1	30	24	100.0/110
% in All Settings	48.9	17.1	22.9	22.2	0.3	21.4	92.3	16.9

*As a percent of all crimes in streets and alleys.

The street system is based upon a gridiron that provides for easy penetration of traffic into and through the Neighborhood. In terms of traffic capacity, the major streets are West Broadway, Penn Avenue, Golden Valley Road, Plymouth Avenue, and Glenwood Camden Parkway. The highest traffic volume is reported on West Broadway, with a daily average of 24,000 vehicles recorded in 1973. Other major streets carry between 8,000 and 9,000 vehicles daily.

Alleyways are another prominent physical feature in the Neighborhood. Each block is divided by an alley that provides access to private garages and is used for services such as refuse disposal pickup. The majority of alleys are narrow, poorly maintained, and inadequately lighted. A number are in need of paving and cleanup. In addition to being the site of reported crimes, the alley system produces fear among community residents. During interviews with residents, a large number (the actual percentage was not established) stated they were aware of many verbal or physical assaults on the streets. Furthermore, they said they were afraid to walk the streets for fear of a more serious criminal action. The respondents believed the alleys were poorly lighted and that they provided an easy means of undetected entry for residential burglary.

As Table 4-12 illustrates, streets and alleys are frequent settings for crime. Robbery, assault, and pursesnatch are most prevalent, accounting for about 70 percent of the crimes in these settings. Prime locations for street robberies are: Plymouth Avenue, especially near the intersection with Penn Avenue; and Penn Avenue between Golden Valley Road and Plymouth

Avenue. With the exception of the North High area, where several simple assaults were reported, the majority of personal street crimes took place west of Penn Avenue.

Pursesnatch was almost exclusively a street crime, with 92 percent of reported pursesnatch offenses taking place in these settings. The intersection of West Broadway and McNair Road, the intersection of Queen Avenue and 16th Avenue, and Penn Avenue were specific locations for minor clusters of this crime.

E. Victimization Survey Results

During 1975, a survey was conducted of a stratified random sample of residents from the Willard-Homewood Neighborhood. This survey was part of a citywide effort of the Minnesota Governor's Commission on Crime Prevention and Control to assess the extent and fear of crime in the city of Minneapolis. While the comprehensive report being prepared by the Governor's Commission will provide data that should be considered in the later planning of the CPTED Residential Demonstration, the preliminary results made available to the CPTED Consortium provide overall insight to the citizens' experience with crime and fear of crime.

Table 4-13 presents portions of the survey data most significant for CPTED planning. The victimization data indicate that residential burglary, residential larceny, auto theft, and vandalism are the most frequent crimes. All other offenses were reported by less than 5 percent of those surveyed. This reinforces the indications from the reported data that crime prevention planning should be directed at these offenses. As shown in Table 4-13, this

TABLE 4-13

Selected Victimization Survey Results
(12-month period)

A. <u>Extent of Victimization</u> (Does not include multiple instances)	
Breaking and Entering	
- Burglary	13%
Larceny - Home	13%
Larceny - Auto	12%
Vandalism - Property	9%
B. <u>Perception of Crime Problems -- Percentage Saying Specified Crime is a Problem</u>	
Burglary	>70%
Drug-use, vandalism, drug-sales	60-70%
Loitering, Auto theft, assaults	50-60%
C. <u>Fear of Victimization*</u>	
Breaking and Entering when no one home	High
Breaking and Entering Auto	High
Vandalize Property	High
Breaking and Entering when someone is home	Low
Pursesnatch	Low
Robbery-Force	Low
Assault	Low
Sexual Assault	Low
D. <u>Who Commits Crimes?</u>	
People living here	34%
Outsiders	26%
Both	15%
Don't know	25%
E. <u>Identification with Neighborhood</u>	
No Neighborhood Identification	58%
Near North Side	18%
Willard-Homewood Neighborhood	10%
Other	14%

*High Fear - 15 percent or more of the respondents indicate they consider the probability of the offense happening to them as being greater than 50-50.

opinion is also held by the residents of the Willard-Homewood Neighborhood. Over 70 percent identified burglary as a problem, more than any other crime category. Furthermore, breaking and entering, burglary, auto theft, and vandalism are the most fear-provoking crimes, according to the survey.

The limited police data on suspects suggested that most offenders were residents of the Willard-Homewood area. Of survey respondents, 34 percent felt that most offenders live in the area, while 26 percent thought the offenders were nonresidents, 15 percent felt that both residents and nonresidents were offenders, and 25 percent did not know who the offenders were.

As noted earlier, an important element of CPTED is the degree to which citizens identify with their neighborhood. During the survey, respondents were asked to identify the Neighborhood in which they resided. Of those, 58 percent had no neighborhood with which they identified, 18 percent identified with the Near North Side, 14 percent with other sub-elements of the Willard-Homewood Neighborhood, and only 10 percent with the Willard-Homewood Neighborhood. This indicates low community identification, a condition that must be addressed in the development of a CPTED plan.

F. Interview Data - Residents

Members of the CPTED Consortium held 85 meetings in the Willard-Homewood Neighborhood to assess residents' perception of crime problems. Meetings were held with nearly half of the Neighborhood's 48 block clubs, as well as with larger community organizations, such as the Willard-Homewood

Organization (WHO) and Willard Increasing Progress on the Go (WIPOG). Interviews were also held with key individuals in the Neighborhood, including church leaders, businessmen, and social service agency representatives.

Neighborhood residents, law enforcement officials, and City officials perceive a wide range of crime-environment problems in the Willard-Homewood Neighborhood. The Neighborhood is considered one of the higher crime areas in the City of Minneapolis, although, as noted earlier, the actual reported crime statistics only partially support this perception. Crime is a major issue within the Neighborhood, and most residents feel burglary is the predominant problem.

During the course of the Residential Demonstration planning effort, the support and viewpoints of the residents of the Willard-Homewood Neighborhood were sought out. Following are some of the key Neighborhood observations reported to the Demonstration Design Team. As noted above, this qualitative data reflects the opinions of selected residents (community leaders) and, although there was variation in all discussions, the following points were frequently made during discussions with the CPTED team.

The residents are frightened of crime generally, and burglary in particular. Some residents reported victimization three or more times. In a number of instances, people have been assaulted on the streets multiple times. Although they expect burglary to occur more frequently, they are also afraid to walk the streets because it could mean their being victims of more severe criminal acts.

Additional opinions expressed by study area residents include the following:

- Burglary seems to be stimulated by the need for drugs.
- The youth of the area are the known offenders, but the court system cannot punish them because of the lack of appropriate juvenile facilities.
- The elderly are very vulnerable targets in their homes and on the street.
- The police are not always so responsive and respectful as they should be.

1. Residential burglary. The principal issue identified by the block clubs was house burglary, which was also identified as being one of the more critical problems by police officers of the Fourth Precinct and other key individuals interviewed. The following factors were identified by those interviewed as contributing to the serious burglary problems.

- (a) All persons living in an individual dwelling unit work and, therefore, are not at home to protect the dwelling unit.
- (b) Burglars are able to find items that are easily turned into cash (such as televisions, stereos, radios, cameras).
- (c) Those persons responsible for house burglaries are children in the immediate community and, therefore, are inconspicuous as they move from house to house.

- (d) Young people have little activity in the community during the day and, therefore, are looking for things to do.
- (e) People are afraid to help each other and are afraid of reprisals if they identify a person they see either going to or coming from a house.
- (f) The heavy use of drugs in the area forces young people to look for sources of money to purchase these drugs.
- (g) The court system does not hold youthful offenders and, therefore, puts them back on the streets for continued criminal activity.
- (h) Contact between residents and police is too limited and, therefore, police do not recognize when a person does not "belong" in the Neighborhood. In some cases, citizens view police as disinterested.
- (i) A number of abandoned and dilapidated homes in the area, which are owned either by the FHA or the local Housing and Redevelopment Authority, provide a source of escape or hideout, or are otherwise used for disorderly purposes by young people.
- (j) Entry into most homes is simple, and youthful offenders see homes as easy prey. Most windows and doors are either poorly maintained or have improper

locks and, therefore, make the resident homeowner a prime target of the offender.

- (k) Alleys are often poorly lit, and yards, because of fences, provide an easy means of undetected entry by youthful offenders.

2. Vandalism. Residents are also concerned about vandalism within the community. They believe that abandoned houses and lack of youth activities are contributing factors. Specifically, vandalism is perceived as follows:

- (a) Young people break windows in automobiles and homes, write graffiti on walls, break street lights, and litter the streets.
- (b) Young people have too much free time during the school day, especially when assigned to projects that allow them to leave the school and traverse the Neighborhood. Even when these young people go to their assigned projects, they have time available during the day to "hassle" residents. On many occasions, the youths never reach their intended destinations.
- (c) Abandoned houses and vacant lots create an image of disorderliness and poor maintenance.

3. Street assault. Although several persons said they were assault victims, this problem is of minimal concern to most of the residential

community. Elderly persons are perceived as assault victims, and purse-snatch is a problem in certain commercial areas. In the subsequent attitude survey, these commercial areas were described as the central city and not in the immediate Willard-Homewood area. Youth assaults in the vicinity of the schools were felt to be a problem, and this perception was confirmed during the crime-environment analysis. Youth assaults do create fear and concern among the Neighborhood residents.

4. Related problems. Residents described a number of related issues that they feel create security problems. Primarily, these problems relate to environmental quality, lighting, and community involvement. Both residents and housing officials believe that the most serious problem in the Willard-Homewood Neighborhood concerning environmental quality is the subsidized program of Federal housing (under Section 235 of the National Housing Act). The Near North Community that encompasses the Willard-Homewood Neighborhood has the greatest concentration in the metropolitan area of Assisted Housing under Section 235. Because of mortgage default and abandonment, approximately 130 units of Federally subsidized single-family housing have been left vacant or unmaintained in a random pattern through the Willard-Homewood Neighborhood. These units have been vandalized and provide a blighting influence on the area. In addition, the sidewalks, curbs, and yards are poorly maintained and add to a quality of general disorderliness in the community.

The Community Development Program scheduled for the Willard-Homewood Neighborhood will include: (1) Repair and gutter building, (2) repair and

curb building, (3) provision of landscaping, and (4) provision of loan grants for home improvement assistance to low- and moderate-income families for meeting code compliance. This is identified as a problem because it is apparently planned in an uncoordinated way and does not include compliance standards for security.

G. Law Enforcement Perceptions of Crime

The perspective of the law enforcement community on the problems of crime in the Willard-Homewood Neighborhood contributed another important information source. Law enforcement insights complement the information gained through resident interviews and through the analysis of crime and demographic data. Composed of police, court, and correctional segments, the law enforcement community is responsible for the official handling of crime problems. Therefore, as an essential community function with acute sensitivity to the crime problems in the Willard-Homewood Neighborhood, the law enforcement community would logically have a vested interest in the proper development and support of a viable CPTED program.

A number of law enforcement officials were interviewed by members of the CPTED Consortium to obtain their perspectives on the crime problems in the Willard-Homewood Neighborhood. Included in this group were officials from several public agencies that provide services or facilities which either have an impact on or are affected by the crime problems in the Neighborhood. Ranging from the Chief of Police to a probation counselor, these officials provided information and insights on the services that are provided by their own organizations and by companion organizations (such as the prosecutor's office).

Each person interviewed was asked to describe the crime problems in the Willard-Homewood area in terms of type, location, offenders, victims, and relationship to environment. There was a general consensus among most of the interviewees that supports the basic assumptions drawn from other crime data -- that the predominant offenses are residential burglary and assault.

As reported by the interviewees, the basic perceptions about the incidence of residential burglary are:

- Most occur during daytime when people are at work.
- Most occur when children are out of school.
- Most occur in the housing projects.
- Most crimes (approximately 66 percent) are committed by juveniles.
- The clearance rate is low (8 to 9 percent).
- Most arrests are for the misdemeanor charge of lurking -- in order to obtain successful prosecution.
- Most arrests are incident to the offense -- not subsequent to an investigation.
- Alleys are the predominant access point for the commission of residential burglaries.

Many interviewees, especially the Police Department planners, felt that the large number of boarded-up and vacant homes in the Willard-Homewood Neighborhood made the commission of offenses easier because of the diminished likelihood of surveillance. The unsightliness of the boarded-up homes and the lowered visibility of residents (stemming from the housing

vacancies) was regarded as a major cause of fear and concern about crime. This fear and concern probably results in a decrease in the use of the streets by the remaining residents; this further decreases the fear of apprehension or detection on the part of the offenders.

It was suggested by interviewees that the problem of housing vacancies (and unsightly, boarded-up houses) is more a product of City ordinances than the resultant effects of a changing community. City ordinances require that all buildings and homes must pass a rigid inspection before they can be sold or rented. Each property, regardless of age or condition, must be rehabilitated to meet the current building codes and standards, which often requires extensive remodelling in the older homes. Not being able to afford the costs of remodelling, many departing residents have had to leave their homes vacant instead of selling or renting them. The city ordinances require that these properties be boarded up after 30 days of vacancy, thereby producing the unsightly effects of the vacant houses. This general condition has caused a drop in property values which, in turn, has abetted a change in population makeup. Together, these situations have resulted in a crime- (and fear-of-crime-) producing situation, characterized by vacant homes and unsightly conditions.

The basic perceptions about the incidence of assault (aggravated and simple), as reported by the interviewees are:

- Most assaults occur between family members (in their homes).
- Other assaults (simple) are incident with purse-snatch, street robbery, and confrontations between school-age youths.

In summary, the interviews indicate that most burglaries are committed during the daytime hours by school-age children, and that most assaults are committed at home by family members. The information appears to support the notion that most property damage and burglaries (and some assaults) are committed by school-age children who are on their way to school, who are truant, or who are on vacation.

H. Conclusions.

It is recognized that each of the available data-sets describing crime and fear of crime in the Willard-Homewood Neighborhood contained certain inadequacies relative to CPTED planning. Thus, the crime analysis has focused on the identification of crime characteristics that emerge from the multiple sources described. The convergences were significant and suggest the following:

- Residential burglary and larceny are the most frequent crimes in the Willard-Homewood Neighborhood.
- Residential burglary is the most fear-producing crime.
- Residential burglaries are characterized by use of minimal force, occur during the day, involve low visibility access points, and are focused on easily disposable goods.
- Residential burglaries are crimes of opportunity perpetrated by resident teenagers.
- Drug use is perceived to be a problem related to some burglary, but this perception is not supported by other data.

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- Crime in general -- and residential burglary in particular -- do not cluster in certain segments of the Willard-Homewood Neighborhood.
- Types of crimes vary with the land use of the area.
- Identification of residents with the Willard-Homewood Neighborhood is low.
- Residents are willing -- and perceive their neighbors to be willing -- to engage in crime prevention activities.

These characteristics suggest that the crime in the Willard-Homewood Neighborhood should be amenable to CPTED programming. In the following chapters are presented the specific plans that are recommended for the CPTED Residential Demonstration in the Willard-Homewood Neighborhood.

CHAPTER 5. DEMONSTRATION DESIGN PLAN

A. Introduction

The Demonstration Design Plan describes the CPTED design strategies and directives that should be implemented to combat the crime-environment problems of the Willard-Homewood Neighborhood. The strategies, which are presented for three different scales, evolved from the basic CPTED concepts of access control, surveillance, activity support, and motivation reinforcement.

The recommended design strategies have been developed with consideration of inputs from a variety of sources. During the research phase of the Demonstration effort, a comprehensive literature search was undertaken. Previous CPTED research, other demonstration programs, and periodicals, magazines, and journals were reviewed to determine potential residential design strategies. Law enforcement officials, city officials, and neighborhood residents were also interviewed to determine strategies that might affect a positive interaction between behavior and the physical environment. The potential design strategies that were delineated in this research effort were organized according to a classification system of crime-environment problems. This system organized design strategies as to their application to the method, setting, offender, victim, and scale of various crime problems. As crime-environment problems were defined in the Willard-Homewood Neighborhood (and organized into the crime-environment problem classification system), alternative design strategies were evaluated as to their potential application to the problem.

The Demonstration Design Plan defines the crime-environment problems at the unit, block, and neighborhood scales; selects the most appropriate CPTED concepts for combatting the generic crime-environment problems; and defines specific design strategies and directives that may alleviate the specific problems. Each of the design strategies is discussed in terms of problems addressed, strategy description, design directives, implementation process, possible participants, and funding sources. The last factor, funding sources, is covered more extensively in the Management Plan.

Prior to the presentation of the recommended CPTED design strategies for the Willard-Homewood Neighborhood, general CPTED concepts are discussed. These concepts are presented to provide a framework within which specific actions are taken and to provide the reader with a brief understanding of the process utilized to determine the recommended actions.

B. CPTED Concepts in the Residential Environment

1. Design concepts. Previous CPTED Research (most notably, the report, Elements of CPTED*) provided a framework for design strategies to reduce crime or the fear of crime, suggested a process for the development of demonstration plans, and postulated several CPTED concepts. The set of

*U.S. Department of Justice. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Elements of CPTED (Crime Prevention Through Environmental Design), by J. M. Tien et al.; Westinghouse Electric Corporation. Washington, DC: Department of Justice, (in Press).

recommended actions, described in later parts of this chapter, evolved from the CPTED concepts and conceptual process. That process began with CPTED design concepts which led to design strategies and specific design directives.

The CPTED Program was organized around four design concepts: Access control, surveillance, activity support, and motivation reinforcement. These design concepts provide a general framework regarding the interaction between human behavior and the physical environment:

- Access control is primarily directed at decreasing crime opportunity by keeping unauthorized persons out of a particular locale. Although most easily implemented for individual dwelling units or commercial establishments, access control can also be applied to given sites and even larger geographic areas. While access control typically entails physical barriers to restrict the movements of unauthorized persons, it can also be achieved by psychological means or by personnel deployment.
- Surveillance is the utilization of organized (e.g., patrols) or natural (e.g., windows) techniques aimed primarily under observation. Surveillance may operate similarly to access control in some respects and, thus, effectively keep some intruders out, but this latter is a secondary effect.

Surveillance can actually be said to embody two functions. If a given area is being carefully watched, the probability increases that any offender committing a criminal act in that area will be apprehended. Conversely, once offenders recognize the greater risk of being apprehended, they are less likely to attempt a criminal act. Thus, high apprehension and deterrence objectives are achieved through surveillance. Surveillance can be performed by persons (law enforcement officers, private security guards, private citizens) or by machines (television cameras, alarm systems). Surveillance can also be delineated as organized (police patrols, "Eyes on the Street" programs) or as natural (the de facto improvement of surveillance opportunities through the elimination of certain visual barriers, better street lighting).

- Activity support involves methods of reinforcing existing or new activities as a means of achieving more effective use of the built environment. Support of these activities can bring a vital and coalescing improvement to a given community, along with a reduction of the vulnerable social and

physical gaps that permit criminal intrusions. Three community functions are embodied here. First, neighborhood residents get to know one another and develop a closely knit community, thereby eliminating the anonymous climate that favors offenders. Offenders know that community residents are more likely to be keeping an eye on each other's property, and are more likely to note the presence of -- and scrutinize the actions of -- a strange intruder. Second, a closely knit community is likely to have more street activity and interpersonal meetings, with a correspondingly higher degree of surveillance and risk of apprehension for an intruder. Finally, a cohesive community is likely to have a stronger social and moral structure which, in turn, is less conducive to the development of criminal offenders.

- Motivation reinforcement involves techniques that seek to affect the attitudes and desires of: (1) Offenders to avoid criminal behavior, at the minimum, and also to take on more positive attitudes and behavior regarding the environment in which their criminal actions would occur; and (2) community members to exhibit territorial concern and behavior consistent with social cohesion and a general sense of security.

Therefore, motivation reinforcement seeks not only to affect offender behavior through crime preventive actions, such as those described above, but also to remove criminal desire. This concept includes efforts to reinforce positively the motivation of the nonoffender community -- to increase territorial concern, social cohesion, and a general sense of security. Nonoffender motivation strategies apply to everyone in the community, but offender motivation strategies can be geared at two specific groups. The first is that of potential offenders who have not yet engaged (at least not extensively) in criminal activity. The second target group is that of experienced offenders who possibly can be deterred from criminal activity through job training programs, psychological care, and "bird dogging" campaigns. Motivation reinforcement strategies may be the most difficult to develop but, at the same time, are strategies that directly address the roots of crime.

All of the CPTED design concepts are applicable to the crime-environment problems in the Willard-Homewood Neighborhood. Access control can be employed in combatting the predominant crimes of burglary and larceny. Natural access control and natural surveillance can be very useful in facilitating a sense of territoriality in the streets, alleyways, and

other public areas. If legitimate users of these areas will exhibit by their daily behavior some territorial influence, they will contribute to crime prevention and reduction of fear by creating an image of access control and surveillance. They will also be likely to report deviant behavior, thus raising the risk of apprehension for the offender.

Activity support concepts will be important in improving the Neighborhood image and facilitating social cohesion among Neighborhood residents. Various measures indicate that the Willard-Homewood Neighborhood's residents do not know each other and that many are relative newcomers to the area. Physical conditions (such as abandoned homes and a poor neighborhood image) are other factors that can be combatted by activity support concepts. Motivation reinforcement concepts can also be applied in the Demonstration area, especially to the adolescent population. Numerous residents feel that the young population have no meaningful recreational activities, and both police and community residents feel this group is a major contributor to the area's crime problems.

2. Design strategies. There are numerous options for structuring interaction between behavior and the physical environment. A design strategy is a method of affecting the interaction between behavior and the physical environment through manipulating one or more environmental variables. The strategy may involve the creation, modification, or removal of one or more of these variables. The strategies, in contrast to the design concepts, describe the various means by which a given function can be fulfilled. Thus, while the design concepts concentrate on *what*

should be done to prevent crime, the strategies focus on *how* it should be done. The classification of strategies below is not a set of neatly divisible groupings, since many strategies include a combination of physical, social, and management aspects. Rather, the classification suggests the primary thrust or orientation of a particular strategy. Four strategy approaches have been emphasized in CPTED: Physical, social, law enforcement, and institutional.

- The physical approach involves the creation or elimination of physical features that affect criminal actions (installing grills on ground floor windows, cutting down concealing shrubs, eliminating high fences, and similar design treatments).
- The social approach involves a community thrust such as incorporating neighborhood residents into crime prevention programs. Examples include neighborhood watch activities, seminars on how to reduce individual vulnerability to crime, and police/community cooperation programs.
- The law enforcement approach involves not only police support but also the support of private security forces. (If the law enforcement approach [and other approaches] are effective in crime prevention, the rest of the criminal justice system need not become involved.)

- The institutional approach, which typically includes a management element, involves an institutional policy and practice thrust, including such activities as zoning amendments aimed at reducing the vulnerability of structures to burglary, insurance of property, and standards for adequate street lighting. It also typically includes an economic element which assumes that improving income levels, employment rates, and the quality of the physical environment (via monetary inputs) will ameliorate crime problems.

C. Organization of Design Concepts and Strategies

The design strategies and directives that comprise the Demonstration Design Plan focus on three target scales within the Willard-Homewood Neighborhood. These scales have been selected on the basis of the crime-environment problem definitions and the appropriate crime-environment targets for CPTED concepts. The first scale is the individual dwelling unit -- almost always a single-family home or duplex in the Willard-Homewood Neighborhood. The second scale is the individual block, encompassing both private space (individual lots) and public space (alleyways). The final scale is at the neighborhood level. Each scale is elaborated below. Although the design strategies have been developed on the basis of these three scales, it is important to remember that, for the Demonstration to be successful, the strategies should be implemented in strategy sets. CPTED

strategies implemented individually on a target scale basis are not likely to be so successful as a coordinated implementation at the unit, block, and neighborhood level. These conclusions are supported by research and analyses reported in Elements of CPTED.

1. The unit scale. There are several reasons for focusing on individual dwelling units when specifying crime-environment problems and solutions. First, the individual dwelling unit personifies very important psychological considerations. Neighborhood residents view their homes as their "last line of defense." If they cannot feel secure in their own homes, the quality of life in the community is greatly jeopardized.

Second, the individual unit is the setting for the most severe "actual" crime problem and most severe "perceived" crime problem in the Willard-Homewood Neighborhood.-- residential burglary. If residential burglary can be largely controlled at the unit level, one-third of the Neighborhood's actual crime problems will be impacted. In all likelihood, perceived crime problems and fear of crime will also be significantly impacted.

A final reason for focusing on crime problems and solutions at the unit scale is the amenability of that scale to a CPTED approach for combatting crime. Not surprisingly, the majority of past CPTED studies across the Nation have addressed problems within residential structures.

2. The site/block scale. As with the unit scale, there are several reasons for combatting crime-environment problems at the site/block scale.

First, perceptions of territoriality can be fostered at this level much more easily than at a multiblock scale. Residents will always be concerned about activity within their own lot lines, on their street, and in their alleyway. Residents will be much less concerned about streets and alleyways two or more blocks away.

Second, the major factors contributing to the Neighborhood's predominant crime problems (of residential burglary and larceny) are operative at the site/block level. Primarily, these factors encompass visual barriers to surveillance on private lots, misuse of space in alleyways, and poor security practices by Neighborhood residents.

Finally, one of the Willard-Homewood Neighborhood's methods of community organization revolves largely around individual blocks, as evidenced by 48 block groups currently active in the Neighborhood. Since no crime prevention program can succeed without strong citizen support and involvement, the existing structure of community organizations should be acknowledged. In essence, if community organizations have a block focus, then (to at least some extent) the crime prevention program should also have a block focus.

3. The neighborhood scale. Manifestly, crime problems exist throughout the Willard-Homewood Neighborhood. This is, perhaps, the best reason for developing CPTED strategies at a neighborhood scale. Furthermore, some problems can be identified using only a neighborhoodwide focus. A lesser focus might lead to narrow analysis and erroneous solutions. For example, if the incidence of crime varies significantly from one land use to another,

it is wise to examine problems from a scale that encompasses all of the land use to another, it is wise to examine problems from a scale that encompasses only a limited set of land uses.

Displacement can be considered most effectively at this level.* If residential units are secured, with no attention to commercial areas, burglary can displace from residential to commercial areas.

Finally, it may be feasible to bring needed resources to bear on a crime problem only by dealing at the neighborhood scale. For example, if certain city agencies (such as the department of public works) are needed to support or implement CPTED improvements, the geographic orientations of those agencies should be recognized and incorporated into the CPTED project. The geographic orientation of such agencies will typically encompass an entire neighborhood; therefore, the programs of these agencies usually operate at that scale, as well.

D. Unit Scale Strategies

The unit scale refers to the individual buildings and street structures that are located in the Willard-Homewood area. Although the most obvious example is the single-family residence, the definition also includes ancillary structures (such as garages or storerooms, commercial establishments, and multifamily residential buildings).

The unit scale is an important focal point for CPTED strategies. If security and the sense of personal safety are improved at this level, there

*Chapter 4 of Elements of CPTED discusses the displacement issue.

will be a significant and positive impact on the users of the particular environment. Moreover, unit scale strategies that prove successful in the Demonstration have a high potential for replication in other residential units.

1. Design concepts. The most applicable CPTED concept for the unit scale is access control to the individual unit. Access control is primarily directed at decreasing crime opportunity by keeping unauthorized persons out of a particular locale. Surveillance concepts also have application for this type of crime-environment problem. (Surveillance design concepts are embodied particularly in the block-level strategies.)

2. Design strategies. Two CPTED design strategies are recommended for the unit scale: (1) A participatory target-hardening project that would improve access control to existing residential structures and would produce security guidelines and standards for other residential units; and (2) the modification of structural design features to facilitate natural surveillance and to improve access control.

CRIME ENVIRONMENT PROBLEM	CPTED STRATEGIES	CPTED DESIGN DIRECTIVES
Inadequate access control and poor security practices on the part of Neighborhood residents facilitate illegal entry and provide opportunities for residential burglary and larceny.	<u>Target Hardening</u> Initiate a participatory target-hardening project that will result in improved access control for the involved units and will provide security guidelines or standards for other residential units in Willard-Homewood	Develop guidelines for residential target hardening. Conduct target-hardening surveys. Prepare target-hardening manual and target-hardening project.

CRIME ENVIRONMENT PROBLEM	CPTED STRATEGIES	CPTED DESIGN DIRECTIVES
Inadequate design and location of entry points or windows in both commercial and residential units preclude natural surveillance and provide opportunities for burglary, larceny, and robbery.	<u>Design Modification</u> Based on specific unit scale surveys, modify the design features to allow natural surveillance and to eliminate crime opportunity	Develop unit scale surveys to determine surveillance obstacles. Formulate and install design changes that will eliminate these obstacles.

a. Target-hardening strategy.

(1) Problems addressed. There are many causes for the high rate of burglary in the Willard-Homewood Neighborhood, but the security practices of residents are a major contributing factor. This is indicated by the prevalence of ground floor entry and the fact that no-to-minor force was used to gain entry in many cases.

More than 40 percent of the offenses were accomplished by entry through unlocked doors or windows, slashing a screen, or subterfuge. The remaining offenders gained entry by breaking a lock or window, or by forcing a door or window. Poor security practices are further emphasized by the results of the Willard-Homewood Victimization Survey, which indicates that very little target hardening exists in the Neighborhood.

(2) Strategy description. The CPTED strategy for addressing the problem of inadequate access control and poor security practices is a target-hardening project in which all Neighborhood residents can participate on a volunteer basis. The target-hardening strategy will involve block club organization, individual residents, law enforcement officials, and the Housing and Redevelopment Authority (HRA). A major catalyst for participation could be the Housing and Redevelopment Authority's rehabilitation program. Approximately 220 homes are projected for rehabilitation through loans and grants, and target-hardening improvements could be scheduled as part of the rehabilitation guidelines and specifications.

The target-hardening approach is voluntary and deliberately involves the identified groups in an effort to achieve better relations and improve coordination between these diverse organizations. Police and housing inspectors would be responsible for surveys and recommendations for the individual units. A standard target-hardening survey form will be prepared. Existing information on target-hardening devices or related research will be included in the preliminary guidelines. Block clubs will solicit involvement in the project and will circulate security guidelines to other residents.

After the surveys are conducted, specific recommendations for individual units will be made, and the survey results will serve as the basis for the final manual and guidelines. A security advisor, either attached to the CPTED Demonstration Manager or within the HRA, will assist residents in selecting, financing, and installing the recommended improvements. This

person will also conduct the postinstallation inspections. Technical support will be provided by City planning and housing officials.

The objectives of the target-hardening strategy are threefold: First, to improve access control in those individual units that participate in the program; second, to develop a procedural manual (improving upon the manual of the Minneapolis Crime Watch Program) that illustrates poor security practices and recommends low-cost methods to improve resident practices; finally, to develop target-hardening standards, information on cost-effectiveness, and management procedures that will lead to the institutionalization of target-hardening practices. The last item may be voluntary (based on a public information and visual presentation package) or may be incorporated into a citywide security code or into rehabilitation standards of the HRA.

The following process should be used to implement the target-hardening strategy.

- Develop preliminary guidelines and recommendations for target hardening.
- Solicit residents to participate in the target-hardening project.
- Select and train the target-hardening inspection team.
- Conduct target-hardening surveys.
- Make recommendations for improved access control.
- Hold educational workshops for Neighborhood residents.

- Install access control recommendations.
- Followup on access control device installation.
- Prepare manual and guidelines for residential structures.
- Coordinate with the Governor's Crime Commission and prepare recommendations for code, standards, and presentations.

(3) Participants and fundings. The principal focus of this strategy will be the residents and the building owners in the Willard-Homewood Neighborhood Demonstration area. The individuals that will make the presentation to the residents and inspect homes can come from several sources. The Minneapolis Police Department's Fourth Precinct now has two police officers who make similar presentations and inspections for the residents of the Near North Community. Building inspectors of the HRA could also be trained to make target-hardening inspections. Community and block workers attached to various social agencies and the Willard-Homewood Organization could make presentations or conduct surveys with the proper training.

The two major elements of this strategy for which funds must be obtained are: (1) The education of residents and the inspection of homes; and (2) the implementation of the various target-hardening practices. Funds for education and inspections can come from a number of sources. Since the Police Department presently carries out both an education and an inspection program, it is assumed that the Department will assist in

this effort if funding is available. The HRA also provides building inspections in conjunction with its loan and grant programs. Again, it is assumed that HRA would include the target-hardening inspection within their normal activities if the inspectors were given the needed training and materials. If personnel or materials are required in addition to these two sources, the most appropriate source of funds would be LEAA funds administered by the Governor's Commission on Crime Prevention and Control.

Installing target-hardening devices will be the major cost of the strategy. If it is assumed that 100 units would participate in this strategy and applying a cost range of \$200-400 per unit, this portion of the strategy would cost from \$20,000 to \$40,000. The inspection and recommendations would range from \$8,000 to \$12,000, and another \$20,000 to \$30,000 would be required for guideline manuals, visual presentations, workshops, training of inspectors, and dissemination.

It is suggested that the improvements needed to the homes receiving HRA loans and grants be 100-percent funded by the target-hardening project. This recommendation is based on the fact that the individuals receiving the loans and grants must meet certain income criteria and would not be able to afford the additional cost of the target-hardening materials.

The improvements to other homes in the area could be funded on a matching basis and in relation to the income of the family. For those families with limited income, 90 percent of the cost of the improvements would be paid for from project funds. In those instances where the incomes of the families were relatively high, the project would pay 10 percent of the cost as an incentive for household participation.

b. Design modification strategy.

(1) Problems addressed. Although it is difficult to directly relate surveillance obstacles to different crime-environment problems, logic would suggest these obstacles create opportunities for crime. At a minimum, improvement of selected surveillance obstacles throughout the Neighborhood would help alleviate fear.

The majority of residential structures in the Willard-Homewood area are 50 years or more old. The City's Property Management System files indicate that 45 to 69 percent of the residential structures in Census Tracts 20 and 27 are in excess of 50 years of age, and 85 to 94 percent of units in Census Tract 28 are in this category. The age of single-family residential units is a partial explanation for the need of rehabilitation. Since the majority of these units were built in the 1920's, many of their architectural features are not environmentally sensitive to contemporary crime problems. Undersized and poorly protected garages are particularly vulnerable to larceny and auto thefts. Other examples include: Low windows, porches, trellises, and basement doors that provide easy entry; entry points that are infrequently used (such as several side doors on a structure) and that are not visible from the street; inadequate storage areas; and enclosed porches or portals. In summary, residential structures and their ancillary structures have architectural features that hamper natural surveillance, prevent adequate access control, and provide opportunities for burglaries, larcenies, and auto theft.

Commercial areas are also outdated in terms of environmental design for security. Windows are painted over; alleyways provide undetected entry points; many of the buildings have been adapted to commercial uses other than those originally intended; bushes, signs, gates, and other surveillance impediments are commonplace; commercial uses are not always those that serve the surrounding neighborhood; and lighting is generally poor. Stated succinctly, the commercial areas need to be upgraded so that the individual structures are more secure and a better Neighborhood image is provided.

(2) Strategy description. The second strategy recommended for the unit scale is design modifications of structures to achieve better natural surveillance. The design modification strategy deals with single-family residential areas, multifamily residential areas, and commercial clusters. The single-family residential area includes the individual dwelling unit, accessory buildings (such as garages or storage areas), and other structures (such as signs, advertising structures, and other permanent physical features in the immediate vicinity of the dwelling unit). The design modification implementation process for single-family areas (also substantially applicable to the multifamily and commercial areas) includes:

- Select a sample demonstration area within the Willard-Homewood Neighborhood.
- Develop preliminary guidelines for improvement of access control and natural surveillance within single-family structures.

- Conduct field surveys of the Demonstration area, including photographs and graphic analysis, to denote design features that hamper surveillance and access control.
- Develop prototypical designs to improve security practices through design modification, including schematic plans, cost estimates, and implementation guidelines.
- Develop a manual for design modifications which can be used in the housing rehabilitation program underway by the HRA.
- Select a representative sample of residences, and initiate design improvements as part of the rehabilitation program. The sample should especially demonstrate methods by which garages and storage sheds can be made more secure.

Several examples of the last point follow. Garages that are no longer used for automobiles because of size limitations, need for storage room, or other reasons should be converted to storage buildings. Inadequate garage doors that cannot be closed or are easy to open should be replaced with standard doors. The portion of the structure facing the residence should have windows that allow surveillance of the interior from the residence, and the structure should have adequate locks and other target-hardening devices. When garages are replaced, they should be

clustered with adjacent properties to facilitate surveillance from house to alley.

Multifamily design modifications should be accomplished at the concentration of apartment units located on the north side of Golden Valley Drive. In addition to improving access control to the individual buildings, a design modification plan should be prepared that will emphasize natural surveillance, a sense of territoriality, and revitalization into a distinctive residential area. The implementation process should include:

- Preparation of plans denoting existing building location, off-street parking, pedestrian ways, entry points, common areas, landscaping, vegetation, and other design features.
- In conjunction with law enforcement officials, residents of the apartment complex and local planning officials, analyze impediments to natural surveillance, territoriality, and proper access control.
- Prepare an illustrative site plan indicating design modifications and estimated costs for the revitalization of this multifamily area.

Commercial design modifications are suggested for the commercial strip along Plymouth Avenue. The strip can serve as a demonstration site for the commercial revitalization, since this area coincides with new

commercial development along Plymouth Avenue. Boarded-up and painted windows should be replaced with vandalproof windows that allow natural surveillance of the interior. Signs, barriers, and other features that hamper surveillance should be removed. Landscaping and better lighting should be installed, and efforts should be undertaken to promote Neighborhood-related businesses into the vacant structures.

In all areas, specific design directives are dependent upon the conditions of structures chosen for the Demonstration. A structural survey should be undertaken in each Demonstration area to identify necessary design modifications and to specify precise modifications.

(3) Participants and funding. Participants would include residents, the merchants along Plymouth Avenue, the City Planning and Development Department, and law enforcement officials. Sources of funding include small business loans, community development grants, and insurance foundations, more extensively discussed in the Management Plan, Chapter 6.

E. Site and Block Scale Strategies

The site and block scale refers to the immediate environs of the Neighborhood resident. It includes the streets and alleys which provide immediate access to the dwelling unit, the outside areas of the home, and parking areas. There are a number of crime-environment problems that can be delineated at the site or block level. Fear of crime is particularly sensitive at this level, and there are a variety of physical factors that provide opportunity for illegal activities.

1. Design concepts. Access control, surveillance, activity support, and motivation reinforcement are all involved at the site and block level.

CPTED strategies at the site/block level are intended to create access control and natural surveillance, foster a sense of territoriality in the street and alleyway system, and improve the physical image of the area in an effort to create a better sense of community presence and cohesion.

2. Design strategies. The CPTED design strategies recommended for the site/block scale are: The housing rehabilitation strategy, alley modification, house sitting, alleyway patrol, and block watch project.

CRIME ENVIRONMENT PROBLEM	CPTED STRATEGIES	CPTED DESIGN DIRECTIVES
<p>Vacant, abandoned, or dilapidated structures provide opportunities for illegal activities. They also are perceived by residents, social agencies, and housing officials as a negative influence on the area. These units create fear among residents and are viewed as sources of juvenile activity that is outside the control of adult supervision.</p>	<u>Housing Rehabilitation</u>	
	<p>Rehabilitate all feasible structures for residential use. Those structures that are not feasible for residential use should be converted into community recreation centers, sites for mini-center for neighborhood facilities or services, or should be removed to provide space for playgrounds, tot-lots, neighborhood garden plots, or new housing opportunities.</p>	<p>Rehabilitate structures</p> <p>Revitalize vacant structures.</p> <p>Eliminate or reuse abandoned structures.</p>
<p>Alleyways offer little indication of where public property ends and private property begins. This lack of space definition adds to an impression of poor control of alleyways.</p>	<u>Alley Modification</u>	
	<p>Impart a sense of territoriality, plus provide access control through modifications to the alleyways.</p>	<p>Define public versus private spaces through the use of special paving techniques.</p>

CRIME ENVIRONMENT PROBLEM	CPTED STRATEGIES	CPTED DESIGN DIRECTIVES
Numerous residential units are unoccupied -- because of working families -- during the peak burglary period.	<u>Housesitting</u> Initiate a housesitting project that will create additional Neighborhood surveillance of unattended residences.	Develop housesitting projects.
	<u>Alleyway Patrol</u> Provide a "unit emphasis patrol" by law enforcement officials that will provide surveillance of unoccupied residences during high burglary periods.	Orient and install patrol units.
Neighborhood residents are reluctant to become involved in security practices at the block scale and are reluctant to provide adequate surveillance of the public areas.	<u>Block Watch</u> Initiate a cooperative block watch project among residents, block clubs and law enforcement officials.	Develop block watch project.

a. Housing rehabilitation strategy.

(1) Problems addressed. Housing conditions in the Willard-Homewood Neighborhood contribute to the crime-environment problems. Police officials feel that the large number of boarded-up or vacant homes scattered throughout the Neighborhood make it easier to commit offenses because of the diminished probability of surveillance. Residents also cite these structures as a source of fear and concern about crime. The fear of these abandoned structures results in a decrease in the use of the streets and alleys in

their vicinity, which further decreases natural surveillance by the Neighborhood residents.

(2) Strategy description. Those structures that are supportive of strategies at both the unit and block scale will be rehabilitated. Major rehabilitation efforts will be made in contiguous blocks because of the potential interaction with other strategies at each of the three scales.

Those structures that are not feasible for residential use will be converted into community recreation centers, sites for mini-centers for neighborhood facilities and services, or removed to provide space for playgrounds, tot-lots, neighborhood garden plots, or new housing opportunities.

The Minneapolis Housing and Rehabilitation Authority currently owns, or is in the process of acquiring, 60 abandoned homes in the Willard-Homewood Neighborhood. Forty of these are already under the control of the HRA; the remaining twenty involve resolution of title.

Up to one-third of the abandoned homes now under the control of the HRA are available for residential rehabilitation or other uses. The extent to which these homes can be made a part of a CPTED strategy will depend on the location of the homes and their relationship to other CPTED strategies. If a vacant home stands in a block where several homes are in need of rehabilitation, where a crime problem exists, and where other CPTED strategies can be applied, it will be considered for use as a community center or a center for recreation or vocational training.

The housing rehabilitation strategy involves the following steps:

- Conduct surveys among the various block clubs to determine their preferences for neighborhood facilities and community uses.
- Survey the abandoned homes in the Willard-Homewood Neighborhood, and determine those structures that are feasible for residential rehabilitation.
- Determine the suitability of nonrehabilitative structures for preferred community uses or neighborhood facilities.
- Develop preliminary plans for structural or site reuse, including cost estimates. Obtain final approvals.
- Acquire sites and initiate improvements.

(3) Participants and funding. The HRA would be a major participant, already having three programs that appear to be the best candidates to support the C-TED project of crime prevention through housing rehabilitation in the Willard-Homewood Neighborhood. The first of these programs involves a transfer of dwellings from the HRA to certain Neighborhood not-for-profit groups. The not-for-profit groups would then have the responsibility of rehabilitating these homes and returning them to residential use. The second of these programs involves transferring abandoned homes to the Urban Homesteading Program and selling those homes to interested persons for \$1 plus the cost of rehabilitation. The third

program is the "as is" program. In this program, abandoned homes are sold for a few thousand dollars. Support is available for each of the programs from the HRA rehabilitation program. Direct funding support would come from the Housing and Redevelopment Authority rehabilitation program. Staff support would come from the HRA, which would complement the CPTED Demonstration Manager located in the city of Minneapolis.

b. Alley modification strategy.

(1) Problems addressed. The Willard-Homewood area is characterized by a gridiron street layout, with off-street parking and service provided by an extensive alleyway system. The alleyways are narrow and generally in poor repair. Streets and alleyways are settings for the violent crimes of assault, robbery and pursesnatch. In addition to alleys as crime sites, burglary methods and crime statistics suggest that alleyways provide an undetected approach/escape route to the residential structure. Moreover, surveys of residents and police substantiate the fact that poorly lighted alleys support undetected entry by offenders and generate fear among residents.

In addition to the poor condition of the alley system, there are numerous deficient security conditions (such as open garages, high fences, surveillance obstacles, and concealed access points to rear yards).

Alleyways currently offer little indication of where public property ends and private property begins. This lack of space definition, together with a general disregard for the appearance and maintenance of the alleyways, reinforces an impression of inadequate control in and concern for these environs.

(2) Strategy description. To impart an image of social control -- a sense of territoriality -- to the alleyways, public versus private spaces will be demarcated through the use of special paving techniques and/or curbstones. The Minneapolis Department of Public Works will be responsible for such actions as part of its alleyway paving program, with guidance from local residents, block clubs, and the CPTED Demonstration Manager.

Residents will be encouraged to locate new garages, fences, foliage, and other private property features in a manner that reinforces public/private boundaries. Such advice will be offered in conjunction with the previously discussed surveys of private premises. City agencies responsible for garbage collection, alleyway lighting, alleyway snow removal, and other alleyway maintenance functions will be educated as to the signal importance of alleyway appearance.

Finally, with small group meetings and followup information flyers, residents will be reminded of the importance of, and methods for, maintaining the appearance of their alleyways. Organized block level activities will also be encouraged in the alleys (such as clean-up projects, landscaping activities, and block area garage sales).

The process visualized for this strategy includes:

- Develop educational material on visual obstructions and alley problems.
- Conduct neighborhood workshops and organize visual surveys.

- Select survey area, assemble survey team, conduct security survey.
- Make security recommendations.
- Make landscaping and space delineation improvements.
- Make alleyway modifications.
- Install lighting improvements.
- Reconstruct alleyway entrances.

(3) Participants and funding. Participants in the alley modification project include Neighborhood residents, the Department of Public Works, the Housing and Redevelopment Authority, and the Police Department. Funding support can come from the existing street improvement program and community development funds. It may also be possible to employ local residents, utilizing CETA** Funds, to carry out some of the non-public-works activities.

c. Housesitting strategy.

(1) Problems addressed. This strategy is a companion to the alleyway patrol strategy and relates to the same problems described in Paragraph 5.E.2.b.(1) above, covering the alley modification strategy. The primary concern is, again, residences unoccupied because of working families.

(2) Strategy description. The housesitting strategy will focus on providing actual or perceived surveillance of unattended residences.

**Discussed in Chapter 6.

This project will be initiated with a survey of residences to identify those that are regularly left unoccupied because of employment, school, or social activities. The survey will identify those residents who would like to receive housesitting services, together with those residents who would be willing to serve as housesitters. Ideally, the latter would be people who ordinarily spend a large amount of time in their own homes (e.g., retirees). Unattended houses will also receive maximum police attention during periods of unattendance. Police patrols will provide surveillance control (see Paragraph 5.E.2.d) for these homes, particularly during high crime periods.

The implementation process for the housesitting strategy includes the following actions:

- Survey residents to determine potential participants for the housesitting strategy.
- Develop training manual for persons who will provide housesitting services.
- Recruit and train persons who will provide housesitting services.
- Implement housesitting project.

(3) Participants and funding. The residents in the Willard-Homewood community, the Willard-Homewood Organization, block clubs, and other community-based organizations will all participate in the housesitting project. The CPTED Demonstration Manager will assist the community organizations in initiating continuing communications with police for the

purpose of identifying those homes left unattended due to vacations or other absences. The police will provide a unit emphasis patrol as part of their regular patrol duties.

The two elements of this strategy for which funds must be obtained are:

- Block group representatives involved in identifying unoccupied homes and otherwise conducting appropriate surveys to identify persons available for the housesitting program.

- Residents who would provide housesitting services.
It is suggested that funding support be sought from the Governor's Commission on Crime Prevention and Control for block club representatives, and the CETA program for funding of the housesitters.

d. Alleyway patrol strategy.

(1) Problems addressed. A full discussion of the alleyway problems was presented in Paragraph 5.E.2.b.(1) above, covering the alley modification strategy. Again, the primary alleyway problem addressed by the alleyway patrol strategy is that of residences unoccupied during peak burglary periods because of working families.

(2) Strategy description. Alleyway modification, symbolic access control, and similar physical improvements will be supplemented by a law enforcement strategy of patrols.

In discussions with Minneapolis police officers, it was concluded that the earlier alley patrol project resulted in a decrease in burglaries but that a continuous patrol over an extended length of time was not needed. Apparently, the presence of the patrols became known to would-be offenders who curtailed their activities. Therefore, intensive patrols conducted at irregular intervals may have the same results while reducing manpower needs over time. Police officers will use normal car and bicycle patrols in the alleyway system. The alleyway patrols will be initiated after specific alley modifications and improvements have been made as part of the alley modification strategy.

(3) Participants and funding. The Fourth Precinct of the Minneapolis Police Department will be the primary group involved in the alley patrol strategy. The planning, funding, and evaluation will be accomplished through the participation of the Willard-Homewood Organization, the existing block clubs, and the CPTED Demonstration Manager.

The primary source of funds for the needed police personnel can potentially come from the Minneapolis Manpower Resources Program. The City designates monies for use by the Police Department to concentrate manpower on selected crime problems. The funds are used to employ present police personnel for overtime work.

Budget hearings will be held in the fall of 1976 and 1977, at which times more money may be appropriated, given a need and specific problems to be addressed. If funds are approved, the alley patrol project would be submitted to the Chief of Police for approval. If the Chief approves the program, it can be put into operation without further formalities.

The major equipment needed will be bicycles (if a bicycle patrol is selected). Due to the relatively low cost of the needed bicycles, funding sources do not appear to be a problem.

e. Block watch strategy.

(1) Problems addressed. The fundamental problem addressed through the block watch strategy is the reluctance of residents to involve themselves in security problems beyond their individual residences. This includes the reluctance from fear of retaliation of individuals to pay attention to public areas and to report suspicious behavior to the police.

(2) Strategy description. A final strategy in the site/block level set is a block watch program among community residents. The introduction of the block watch concept will complete a broad array of surveillance techniques for the site/block scale problems: Improved natural surveillance by neighborhood residents through the site and alley modification and the housesitting strategies; law enforcement surveillance through the alleyway patrol; and block surveillance through the block watch program. The focus of this last strategy will be surveillance of the streets and public places. This strategy will entail having people on the streets at periodic times (e.g., before and after school), together with sponsorship of selected community and Neighborhood activities.

Since many residents have stated that they do not report suspicious behavior out of fear of retaliation or out of the belief that nothing will be done, the block watch program will provide an intermediary so that suspicious behavior and criminal offenses can be reported anonymously to law enforcement

officials. It will also provide for counseling of potential offenders through parent conferences. The block watch effort should be sponsored by a community organization and involve the various block clubs.

A given block watch should focus on surveillance of designated geographic areas during certain hours of the day. Periodic excursions along streets and alleyways or organized activities are possible approaches. The block watcher would not necessarily have to be involved exclusively in surveillance activities.

The block watcher would be a "third party" for residents to call when reporting an incident. That is, if fear of reprisals or distrust precludes a resident from reporting an incident directly to the police, that resident could call the block watcher who would record all information and contact the police. In a sense, the project would be an intermediary between community and police. The block watch project would also follow up on reported incidents and offer security advice to the victims.

The credibility of the block watch project -- and the degree to which community residents have faith in the police -- will be a function of police response to block watch calls. Law enforcement officers should be actively involved in the training of the block watchers. This will help to: (a) Establish credibility for the block watchers and the police; (b) promote interaction, communication, and friendship between the police and community members; and (c) ensure that the block watchers are competent to obtain the right information from callers and forward the information to the most appropriate law officers.

The basic implementation steps are:

- Recruit block watcher candidates.
- Test and select candidates.
- Set up information reporting systems.
- Train candidates.
- Institute block watch project.

(3) Participants and funding. Residents of the Willard-Homewood Neighborhood will be the primary group involved in the block watch program. The Minneapolis Police Department's Fourth Precinct will conduct the training of the block watchers. The primary source of funds for training needed for the block watchers will come from the Governor's Commission for Crime Prevention and Control.

F. Neighborhood Scale Strategies.

The neighborhood scale refers to the total physical environment of the Willard-Homewood Neighborhood. More importantly, it encompasses the users of that environment, including: Neighborhood population, persons who work within the area, visitors, shoppers, and the various institutions and facilities.

1. Design concepts. At the neighborhood scale -- unlike the unit and the site/block scales -- the crime-environment problems are not specific crime problems such as burglary, robbery, or larceny. Rather, at this scale, the CPTED Program focuses on important *contributing factors* to the lower level crime problems. These factors include a lack of social cohesion, a lack of Neighborhood identity, and poor Neighborhood

image. The primary concepts applicable to those kinds of factors are activity support and motivation reinforcement. Thus, neighborhood scale strategies seek to reinforce existing activities or create new ones to promote more effective use of the physical environment. Also, certain of the neighborhood scale strategies seek to motivate residents to better environmental use practices and to motivate potential offenders to avoid criminal behavior.

2. Design strategies. CPTED strategies at the neighborhood level are the most difficult to implement because of the costs and complexities involved. However, they may ultimately be the most successful in reducing crime and fear of crime since they are intended to improve social cohesion, achieve neighborhood stability, and promote positive interaction among residents. Recommended design strategies include physical improvements aimed at creating social cohesion and identity, involvement of residents in creating these improvements, and socially oriented programs that focus on the adolescent population.

CRIME ENVIRONMENT PROBLEM	CPTED STRATEGIES	CPTED DESIGN DIRECTIVES
The lack of social cohesion, neighborhood identity, and intra-neighborhood scale facilities contributes to a negative image, and impacts social controls at a neighborhood level	<u>Neighborhood Identity</u> Implement a neighborhood identity project through physical improvements	Develop neighborhood identity through physical focal points
High level of juvenile delinquency	<u>Neighborhood Councils</u> Organize neighborhood councils to coordinate CPTED social strategies	Increase neighborhood cohesion by increased organization . . .
	<u>Social Strategies</u> Initiate socially oriented programs that focus on adolescents	And intervention/remedial social programs

a. Neighborhood identity strategy.

(1) Problems addressed. The Willard-Homewood Neighborhood is well organized in terms of block groups and other community organizations, yet it lacks a strong sense of neighborhood identity and community cohesion. In the decade from 1960 to 1970, the Willard-Homewood Neighborhood experienced a dramatic transition in population. Although the total population remained fairly stable, the population shift (out-migration versus in-migration) resulted in an almost entirely new group of residents. For example, black population increased from 1.4 percent to 32.8 percent of the total population in the Willard-Homewood Neighborhood. The population shift included the influx of a younger population. Persons below 19 years of age increased by 10 percent, while persons over 55 years decreased by the same percentage. The Neighborhood is characterized by larger families, often with both parents employed. Moreover, many residents are not acquainted with their neighbors. Despite recent efforts at community organization and involvement, there does not appear to be a strong sense of neighborhood identity.

(2) Strategy description. Certain modifications to the community's physical environment can help to establish intraneighborhood identity. This will be achieved by developing Neighborhood focal points in areas of three to ten contiguous blocks. Focal points may be recreation centers converted from abandoned buildings, existing schools, or commercial nodes. As used here, focal points refer to centers of activity around and in which residents can congregate and interact. These focal

points will be supported by physical changes in street environs within the target areas. Once the desired focal points are defined, CETA funds could be used to train neighborhood youths and others in the installation of these facilities. For example, landscaping activities could be accomplished by retired persons under a "green thumb" program.

Focal points within designated 3- to 10-block areas will also act to increase street activity at night. A major contributor to perceived crime problems and fear of crime in the Neighborhood is the deserted character of the streets at night. This would be partially alleviated by installing these focal points of activity generators.

In addition to those already identified focal points, the following will be considered: Well located and designed mini-parks and tot-lots; special activity enclaves consisting of benches, lighting, and street furniture items clustered at midblock locations; community focal points; and special Neighborhood-sponsored activities such as art shows, community forums, and talent shows.

Other physical changes to reinforce community identity are: Symbolic gateways at entrances to test areas; providing definition to curb lines and specially textured sidewalks; distinctive street signs identifying not only street names but also the name of the community; and landscaping along sidewalks and near intersections. All of these actions are intended to create a sense of territoriality.

The implementation process includes:

- Review public works improvement program.

- Hold meetings to determine local support.
- Select improvement areas (focal points).
- Identify funding sources.
- Train Neighborhood workers.
- Design and construct gateway improvements.
- Carry out landscaping program.
- Plan and construct and/or redesign activity generators.
- Design and construct sidewalk and intersection improvements.
- Plan and construct neighborhood scale recreation facilities.
- Install street/Neighborhood signs.

(3) Participants and funding. Responsibility for new gateways, curb lines, roadways, and sidewalk improvements can be part of the paving program underway by the Minneapolis Department of Public Works. Such changes can be incorporated into the Department's current paving activities in the Willard-Homewood Neighborhood. Responsibility for landscaping changes, in accordance with an overall landscaping plan, will rest with local block groups and individual property owners. The nature and location of all street treatments will be negotiated among all affected parties. CETA funds can be used for short-term public improvement projects.

Converting abandoned homes to neighborhood service centers, converting vacant lots to locally oriented recreation facilities, and organizing

intramural activities among the residents would be supported by the Minneapolis Housing and Redevelopment Authority and the City's Community Development Program.

b. Neighborhood council and social strategies.

(1) Problems addressed. The Willard-Homewood Neighborhood experiences a high level of juvenile delinquency. Both residents and police feel that those responsible for burglaries are juveniles within the community. There are no social activities that involve certain segments of the juvenile population, and there is a high level of anonymity among Neighborhood residents.

There are a good number of community facilities available to Willard-Homewood Neighborhood residents (such as the North Commons Park, recreational facilities, and schools). However, these facilities are organized and designed to serve the entire Near North Community; hence, there is a notable absence of Neighborhood facilities or focal points conveniently accessible to all youths. The absence of Neighborhood facilities, coupled with resident perceptions of juvenile problems, suggest that young people have little organized activity during the day and must use facilities not within their immediate environs.

(2) Strategies description. The Willard-Homewood Neighborhood will be the recipient of a wide variety of CPTED strategies requiring local support and coordination. The success of these various strategies will be largely dependent upon the participation and support of Neighborhood residents. A single community organization, representative

of all involved Neighborhood residents, will be particularly helpful if resident participation and support are to be maximized. This organization would also provide representation to the Demonstration Coordinating Committee. Such a community organization will serve essential functions both before and after the launching of the Residential Demonstration project's implementation phase. Before implementation, the community organization will assist the Demonstration Manager, City officials, and other parties involved, in such decisions as the location and nature of street treatments, alleyway improvements, community centers, social programs, and security surveys. After implementation, the Neighborhood organization will play the lead role in activities such as the administration of block watch programs and the dissemination of security-related information to area residents.

With regard to the nature of the community organization itself, the organization is currently seen as an expanded version of a block group, (i.e., functioning as a block group with jurisdiction over six or so blocks, as opposed to jurisdiction over the customary single block). The community organization is envisioned as having close ties with the Willard-Homewood Organization, Willard Increasing Progress On the Go, the Urban League, and other active community groups in the neighborhood.

Social strategies will also focus on adolescents and juvenile delinquents. All major social agencies now servicing the Willard-Homewood community will be surveyed to identify those programs that are available for servicing the adolescent population. Once identified, available

programs will be focused where other CPTED strategies are applied. For example, the crime reduction program that is currently being proposed by the Minneapolis Urban League will be supportive of the CPTED project. This program is an outreach program for juvenile delinquents in the Willard-Homewood Neighborhood and is consistent with CPTED neighborhood scale strategies.

The implementation process includes:

- Advertise for members on the Neighborhood Council.
- Hold information meetings.
- Select members and formulate programs.
- Select areas for CPTED improvements.
- Sponsor and initiate strategies.
- Establish organization to train and employ youth.
- Form Neighborhood cooperative.
- Form Neighborhood information clearinghouse.

(3) Participants and funding. Major participants in social strategies include such community-based organizations as the Willard-Homewood Organization, Willard Increasing Progress On the Go, and the Urban League. Funding support for the social strategies will come from several sources, including:

- The Governor's Commission on Crime Prevention and Control.
- Minneapolis Community Development Agency.
- Minnesota Department of Education, Division of

Planning and Development.

- CETA program.

CHAPTER 6. MANAGEMENT PLAN

A. Introduction

The Management Plan outlines the organizational responsibilities, funding strategies, and schedules that are required to implement the design strategies and directives described in Chapter 5. The plan is also concerned with the development and testing of a management process by which CPTED projects can be established throughout the Nation. The latter objective is important since experience in formulating the CPTED Demonstration Design Plans has indicated the need for more comprehensive management guidance.

Development and implementation of CPTED concepts in an urban environment involves many governmental agencies and private organizations. Each of these agencies and organizations is important to the successful implementation of CPTED concepts, but none of these entities have the individual resources or legislative authority to implement a total CPTED project. Since most cities do not have clearly defined management frameworks that are appropriately structured for undertaking the implementation of CPTED concepts, it is important to formulate and test a management plan in the Minneapolis Residential Demonstration effort. Thus, if CPTED concepts are to be effectively institutionalized, a suitable management framework must be evolved. This framework must also recognize the contributions and involvement of diverse organizations and agencies within the given environment.

The purposes of the management plan are twofold: First, to provide the guidelines to implement the design strategies and directives in the Willard-Homewood Neighborhood; and second, to develop and test a CPTED management framework that can be used or adapted in other jurisdictions.

B. Overview

The management plan is comprised of three components. The management organization section defines the institutional responsibility for implementing the CPTED strategies; outlines a management concept; defines the activities of the key individuals, organizations, and agencies; and describes supporting programs. The second component describes potential funding sources, provides preliminary cost estimates, and recommends funding guidelines. The final section describes the tasks and schedules for implementation of the Demonstration Design Plan.

The key management concept is that implementation be vested in local institutions and agencies. A City CPTED Demonstration Manager would be responsible for initiating and coordinating all implementation activities. Responsibility for the final design and actual implementation of the design strategies would be assigned to appropriate local agencies, organizations, or individuals. The latter group would function as an Interagency and Community Implementation Team under the direction and coordination of the CPTED Demonstration Manager. A Demonstration Coordinating Council -- comprised of representatives from pertinent agencies, organizations, and citizen groups -- would provide an advisory function and liaison with the community at large.

The local implementation organization will receive planning, management, and technical support from the CPTED Consortium. Consortium support would be managed by a CPTED Liaison Representative, who would also monitor the implementation effort to ensure that the CPTED project objectives are being met. Whether the Consortium support requires a full-time or part-time, onsite or offsite Coordinator is a function of local response to the management plan, the amount of Consortium support needed, and resource trade-off. The CPTED Research, Demonstration, Technical Assistance, and Dissemination groups will provide the needed resources for technical support to the Demonstration.

Funding for the CPTED Residential Demonstration project will have to come both from Federal, State, regional, and local government sources, and from private sources. Various funding sources must be coordinated if maximum benefits are to be achieved. To the degree feasible, existing programs should be adapted for the CPTED Residential Demonstration effort.

Current schedules indicate that the Residential Demonstration should be concluded by July 1978. To accomplish this schedule, final planning must be concluded by late 1976 or very early in 1977; preliminary design and construction of improvements must be accomplished by mid-1977; and an implementation status report prepared in early 1978. Adherence to the implementation schedule is dependent upon the timing of final approvals and the availability of funds.

C. Management Organization

Active participation and support by local citizens and governmental agencies are critical to the implementation of the Residential Demonstration

Plan. Implementation must be achieved in a manner that is responsive to local attitudes, needs, and objectives, since this will develop the understanding and commitment that will sustain the design strategies and CPTED goals beyond the time period of the Demonstration.

Accordingly, the fundamental concept of the management plan is that responsibility for implementation should be vested in local organizations, agencies, and citizen groups. A local implementation effort will develop a broad base of community cooperation and support; create positive interaction between diverse organizations, individuals, and law enforcement officials; develop a security consciousness and focus among agencies and programs primarily organized for other purposes; and achieve the daily attention and coordination necessary for successful implementation. A local implementation organization is also important to the CPTED Program objectives, since this approach will demonstrate and evaluate management techniques for the achievement of CPTED strategies.

The local organization for implementation of the Minneapolis Residential Demonstration, which is illustrated in Figure 6-1, will be ultimately responsible to the City Council. However, this organization should have a strong neighborhood orientation and could be physically located within the Willard-Homewood Neighborhood. The Demonstration Manager, assigned to the City Coordinator's Office, will direct the Interagency and Community Implementation Team in the achievement of the various design strategies. The Demonstration Coordinating Committee will act in an advisory capacity and provide a liaison and communication

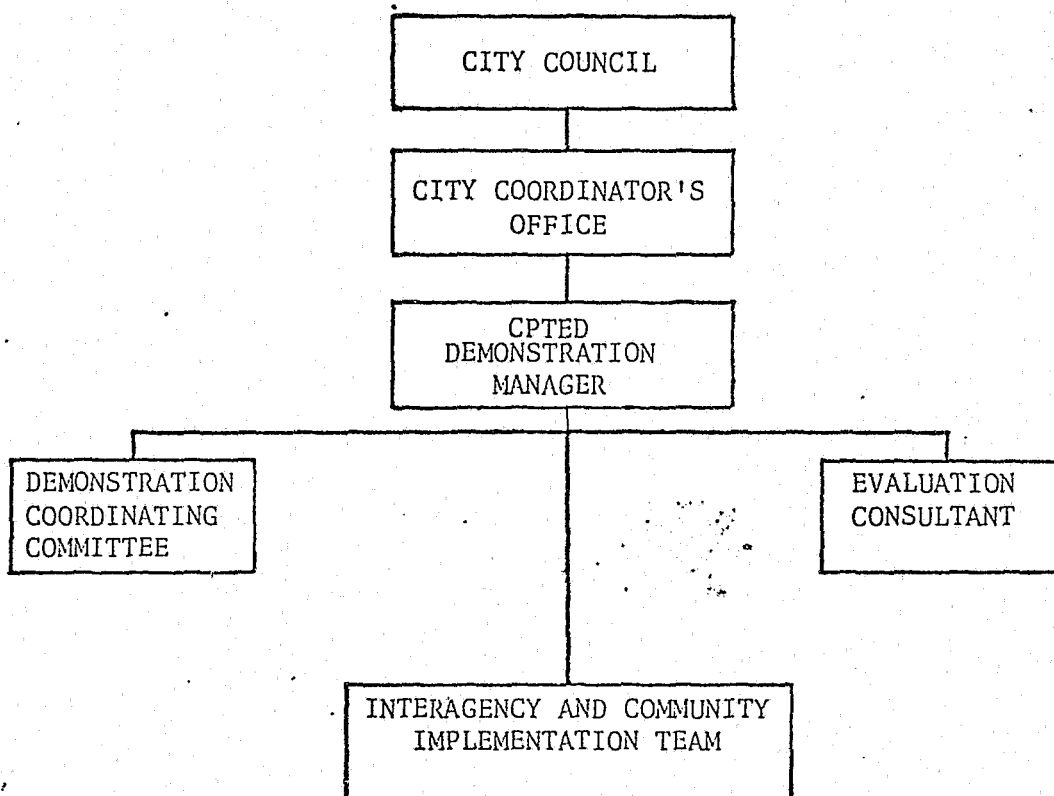


Figure 6-1. CPTED Residential Demonstration -- Organization for Implementation

function with the member's respective agency, interest group, or constituency. The Evaluation Consultant will function independently of the above groups but will provide timely information and reports on the progress of the Demonstration. The following paragraphs provide a more detailed description of the management functions of the local implementation organization.

1. Demonstration Manager. The Demonstration Manager will have prime responsibility for coordinating the implementation effort. The Demonstration Manager will be assigned to the City Coordinator's Office to ensure effective liaison and communication with the City Council, and to provide access to the various City departments and agencies that will be involved in strategy implementation.

The Demonstration Manager will be responsible for assigning the design strategies to appropriate agencies or organizations for implementation, and for obtaining interagency and community agreements to ensure that the assigned strategies are implemented in a coordinated manner. The Demonstration Manager will be responsible for monitoring the various activities and decisions to ensure that the implementation schedule is maintained. Funding applications and financial management will also be vested in this function.

As the Demonstration Plan is implemented, the Demonstration Manager will coordinate the activities of the various agencies and individuals involved in implementation. He will also initiate requests for technical support and assistance from the CPTED Consortium, and provide periodic

progress reports to the CPTED Liaison Representative. The Demonstration Manager will also meet regularly with the Demonstration Coordinating Committee and provide this group with timely information and progress reports.

2. Demonstration Coordinating Committee. The primary functions of the Demonstration Coordinating Committee are citizen participation, communication with the community at large, and advisory recommendations to the Demonstration Manager. The Committee should meet on a regular basis -- probably monthly -- and receive reports on the Demonstration project from the Demonstration Manager. The Committee will be responsible for keeping the Demonstration Manager advised of community attitudes or reactions and will provide information on changes or proposed changes in the community that may impact the implementation project or evaluation.

The Demonstration Coordinating Committee will help maintain the high degree of community participation that was exhibited during the development of the Residential Demonstration Plan. The initial community involvement and participation have produced support for the Residential Demonstration Plan and the concept of crime prevention through environmental design. The involvement should be continued during the implementation phase.

Membership on the Demonstration Coordinating Committee should be broadly based to ensure that diverse viewpoints are represented and to assist in the dissemination of findings to a broad segment of the community. There are many official and nonofficial organizations throughout the Willard-Homewood Neighborhood that can make a significant contribution

to the Demonstration Plan. If their representatives are well informed as to the progress of the effort, they will be able to explain the project to a broad segment of the community.

The following organizations should be considered for representation on the Demonstration Coordinating Committee. As additional interest groups are identified, they can be added. Because of the potential size of the Coordinating Committee, it may be desirable to designate a smaller executive group of the Committee to handle day-to-day activities.

- Minneapolis City Council.
- Mayor's Office.
- Willard-Homewood Organization (WHO).
- Willard Increasing Progress On the Go (WIPOG).
- Urban League.
- Minneapolis Police Department.
- City Planning Department.
- Governor's Commission on Crime Prevention and Control.
- Representatives of Block Clubs and Block Club Councils.
- Minneapolis Housing and Redevelopment Authority.
- Metro Council.
- Northside Senior Citizen's Center.
- Pilot Cities Program.
- Hennepin County Criminal Justice Council.
- Near North Planning District.
- Department of Public Works.
- Board of Education.

- Park and Recreation Board.
- Department of Social Service.

3. Interagency and Community Implementation Team: The actual implementation of the physical and program elements that comprise the design strategies will be achieved by the Interagency and Community Implementation Team. Upon approval of the Demonstration Plan, the Demonstration Manager will review the current activities, programs, and resources of existing agencies and organizations. Based upon this review, individual strategies or sets of strategies will be assigned to the most appropriate group for implementation. The assignment of strategies in this manner will minimize delays in technical approvals; take advantage of existing resources within the city; assist in the institutionalization of CPTED concepts with various groups; and sustain the Demonstration objectives beyond the actual test period. The Demonstration Manager will also be responsible for obtaining the necessary agreements and commitments from the agencies or community groups to ensure that the strategies are implemented in accordance with the Demonstration schedule.

The individual agencies or organizations will prepare final plans or program designs, provide detailed cost estimates and implementation schedules, and identify funding requirements. Once these are reviewed, the agency will implement its respective strategy in accordance with the overall Demonstration Plan and its schedule. Although this approach to implementation will require careful scheduling and monitoring, it will take advantage of ongoing programs and available resources.

There are a variety of programs, either proposed or underway, that can be supportive of the Residential Demonstration in the Willard-Homewood Neighborhood. It is important to include supportive plans and programs to further develop and extend the concepts of crime prevention through environmental design. If existing programs can be adjusted to include security objectives, in addition to their primary purposes, the goal of raising the level of personal security and the quality of life in the Residential environment may be achieved in a more cost-effective manner. Existing or proposed programs that may be supportive of the CPTED Residential Demonstration include:

- Community Development Rehabilitation Program, security surveillance in housing projects, and Public Housing CPTED Program sponsored by the Minneapolis Housing and Redevelopment Authority.
- Patrol Emphasis Program, bicycle patrols, saturation patrols, and similar efforts of the Minneapolis Police Department.
- Street and Alley Improvement Program underway by the Minneapolis Department of Public Works.
- Block Club Program administered by WIPOG and sponsored by the Minneapolis School Board.
- Citywide CPTED program, Operation ID, and other crime prevention programs sponsored by the Governor's Commission on Crime Prevention and Control.

- Pre-Trial Intervention and Diversion Program and Citizen Dispute Settlement Project operated by the Hennepin County Attorney's Office.
- Neighborhood Probation Services Project of the Court Services Office of Hennepin County.
- Various social programs administered by the Pilot Cities Program.
- Juvenile Advocate Program proposed by the Urban League
- Other community organizations which have programs that may be supportive of the CPTED Demonstration include:
 - The Northside Residential Redevelopment Council (housing services).
 - Senior Citizen Center (elderly services).
 - Metropolitan Cultural Art Center (performing arts, art classes).
 - Youth Division Program (young offender services).
 - North Commons (recreation).
 - The Way (delinquent and exoffender services).

Supportive programs (as stated above) are fundamental to achieving the objectives for Demonstration Plan implementation. It is distinctly possible to incorporate some of the CPTED design strategies into existing supportive program activities and, at a minimum these programs are indicative of the resources and technical or management skills necessary to support Demonstration implementation.

Final assignment of strategies should be based on both programmatic and resource criteria. The respective strategies should be assigned on the basis of supportive programs, technical resources to accomplish the final design and implementation, and financial capability to support funding of the strategy. Table 6-1 is the preliminary assignment of strategies that will be used to accomplish the final assignments. The table demonstrates that many agencies or community organizations will be involved in the strategy implementation. Although this is consistent with the goal of active community participation, it is critical that *one* agency or community group be given the responsibility for implementing a particular strategy. Otherwise, confusion and duplication of effort may result.

4. Technical support. The CPTED Consortium will provide technical support to the local implementation organization. The majority of the assistance will be rendered by the Demonstration and Research groups. These two groups were instrumental in formulating the Residential Demonstration Plan and can provide technical management and planning assistance to the Willard-Homewood Neighborhood implementation organization. Additional support is available from the CPTED Consultant Resource Pool and Dissemination group.

Experience in previous CPTED Demonstration efforts (Broward County, Florida, and Portland, Oregon) indicates that periodic technical support is necessary for effective implementation. As the implementation proceeds, there are numerous decisions to be made, strategies or design directives

TABLE 6-1.

Preliminary Strategy Assignments

<u>STRATEGY</u>	<u>KEY IMPLEMENTING AGENCY</u>	<u>SUPPORTING ORGANIZATIONS</u>
<u>UNIT SCALE</u>		
Target Hardening	Minneapolis Housing & Redevelopment Authority	Willard-Homewood Organization Police Department WIPOG*
Modify Design Features	Minneapolis Housing & Redevelopment Authority	WIPOG Police Department City Planning WHO**
<u>SITE AND BLOCK SCALE</u>		
Residential Rehabilitation	Minneapolis Housing & Redevelopment Authority	WIPOG Police Department WHO City Planning Department
Alleyway Modification	Minneapolis Department of Public Works	WHO WIPOG City Planning Department Housing & Redevelopment Authority Minneapolis Police Department
Alleyway Patrol	Minneapolis Police Department	WIPOG
House Sitting Program	WIPOG	Police Department Pilot Cities
Unit Emphasis Patrol	Minneapolis Police Department	WIPOG WHO
Block Watch Program	WIPOG	Police Department Pilot Cities
<u>NEIGHBORHOOD SCALE</u>		
Neighbor Identity Program	Minneapolis City Planning Department	Parks Board Department of Public Works WHO WIPOG Housing & Redevelopment Authority
Social Strategies	Pilot Cities Program	Urban League WIPOG WHO Police Department

*Willard Increasing Progress On The Go

** Willard-Homewood Organization

may need to be refined or focused, and regular monitoring will be required. This assistance and other technical support will be provided by the CPTED Consortium on an as-needed basis.

The CPTED Liaison Representative will be responsible for managing the Consortium's technical support function. All requests for technical support will be channeled through the CPTED Liaison Representative to ensure prompt response to technical problems, strategy refinement, and related problems. The CPTED Liaison Representative will also ensure that the CPTED Program objectives are maintained throughout the Demonstration. Key responsibilities of the CPTED Liaison Representative will include:

- Provide direct support to the Demonstration Manager and the Interagency and Community Implementation Team.
- Coordinate the activities of the CPTED Consortium as they relate to technical support to the Residential Demonstration.
- Provide orientation and briefing sessions to the implementation participants.
- Monitor the Demonstration effort to ensure that CPTED Program objectives are maintained.
- Assist the Demonstration Manager in carrying out his specified responsibilities, especially in funding applications, final design of CPTED strategies, and local coordination.
- Assist the Evaluation Consultant in identifying and

monitoring plans, programs, citizen actions, or projects that effect the Demonstration Plan.

- Provide weekly and monthly progress reports to the CPTED Consortium and NILECJ.
- Monitor the implementation schedule and phasing.
- Provide documentation of the Demonstration process for inclusion in the final report.
- Coordinate requests for information, publicity, and site inspections.

The Consortium will assist in refinements of the Demonstration Design Plan dictated by changes in requirements, evaluation or monitoring results, funding, City policies, new programs, and demographic changes. Technical advice on design standards, criteria for security guidelines, and program development will also be rendered. Finally, subject to resource constraints, the Consortium will provide briefings, attend meetings, and assist in required documentation efforts as they relate to training, orientation, grant applications, and similar implementation elements.

The Consortium will continue to provide information on baseline data, crime-environment problems, CPTED concepts, design strategies, and guideline documents.

D. Funding Guidelines

The process of identifying potential funding sources for the Residential Demonstration was initiated at the start of the CPTED Program.

The process included contacts with public interest groups and professional organizations, and research into State or Federal programs that might provide potential funding. When the Willard-Homewood Neighborhood was selected as the Demonstration site, the funding investigation was expanded to a more specific level. It should be noted that funding is a continuous process, since actual commitments will be dependent upon final strategy design, specific costs, and the economic activity at different levels of government.

Identification of potential funding sources for the Residential Demonstration involved contact with personnel in Federal, State, regional, and local programs that might potentially have an interest in supporting some aspect of the Residential Demonstration Plan. This review was conducted while the Plan was being developed, and these discussions were, therefore, of a general nature. They served the following purposes:

(1) To ascertain whether there might be funding available for CPTED-related activities that could be specifically explored after the plan was completed; (2) to alert potential funding sources about the CPTED Willard-Homewood Neighborhood project; and (3) to gain some knowledge about other key persons and institutions in Minneapolis that might serve as a catalyst, referral source, or formal approval mechanism during implementation of the Plan's strategies. The following considerations evolved from this funding review:

- Funding will have to come from Federal, State, regional, and local government sources, as well as from private sources.

- Timing for funding various strategies, in whole or in part, will depend upon the availability of funds and the receptivity and interests of potential suppliers.
- Coordination of various funding sources will be essential if maximum benefits are to be achieved.

1. Potential funding sources. There are not a great number of programs that offer potential funding sources for the CPTED Residential Demonstration. Among those programs that have been identified and contacted, the interest expressed has, for the most part, been high. The funding review suggests that future steps to obtain funding should concentrate on two approaches: First, working out joint ventures by "packaging programs," and second, targeting of specific strategies or parts of strategies to expressed needs or interests of potential supporters. The alternative is the establishment of a specific governmental funding program for CPTED-related improvements.

The first approach -- packaging of programs -- would involve combining different sources of funding to achieve specific CPTED objectives. It is a means of more rapidly implementing individual programs and stretching available support. In addition, it is responsive to the interest that a number of potential program-funding sources have expressed in the joint ventures. One example of this approach would be to tie together local sponsorship of a target-hardening project to the availability of Federal Crime Insurance in Minnesota.

Careful pinpointing of identified design strategies to potential supporters also appears to be a workable approach. It would be particularly useful in tapping sources of local support in the Minneapolis area. For example, there are numerous private foundations in Minneapolis, and many of the locally based corporations have a history of providing support for social programs. They offer good possibilities for support of smaller community-based projects.

Potential funding sources are summarized in the following paragraphs.

(a) Federal Crime Insurance Program. The Federal Insurance Administration of the U.S. Department of Housing and Urban Development (HUD) has a low-cost, burglary and robbery insurance program for small businessmen, residential property owners, and tenants in eligible States. States are declared eligible when HUD finds a critical crime insurance availability problem for which there is no appropriate State program.

(b) Community Development Block Grant (CDBG). Under the Community Development Act of 1974, a number of HUD's previous categorical urban renewal, rehabilitation, Model Cities, and community development programs were combined into a 3-year revenue sharing program. Funds have been allocated to local governments on a formula basis, and cities can utilize them for community development purposes and to achieve the objectives of the former categorical programs. To receive these funds, local governments submit annual plans to HUD showing proposed breakdowns of the CDBG allocations.

The Minneapolis first-year proposes a \$3,687,571 allocation to the Willard-Homewood Neighborhood area for the period from May 1, 1976

through April 30, 1977.* The stated purposes of these funds are:

(1) To rehabilitate 250 homes per year; (2) to acquire and rehabilitate 40 vacant buildings; (3) to provide relocation payments; and (4) to provide clearance, demolition, and site improvements.

It is anticipated that the community development program will provide significant funding support to the CPTED Residential Demonstration, at least through reallocation of available funds within the Willard-Homewood Neighborhood. Building rehabilitation, design modification, and public works improvements are incorporated in a number of the design strategies.

(c) HUD, Office of Policy Development and Research. Research programs in HUD are administered by the Office of Policy Development and Research. The purpose of these programs is to promote experiments, demonstrations, and pilot projects that provide information and mechanisms for improving Federal programs and solutions to deal with housing and community problems.

Within the Office of Policy Development and Research, the Community Design and Research Program has been active in supporting CPTED-related activities. The national budget for this purpose has been substantially increased in the past two years. The program spent \$170,000. Next year's funding level for CPTED-related activities is expected to be higher than \$700,000.

*Second-year funds are \$2.5 million and third-year funds are \$2.04 million. Funds availability for CPTED strategies will be affected by timing and existing commitments.

(d) Comprehensive Employment and Training Act (CETA).

Programs administered by the U.S. Department of Labor under CETA provide public service employment and training programs for poverty-level individuals, minorities, women heads of households, and those most in need of jobs and job-related training. The Act provides the option of prime sponsorship of programs by local governments in cities over 100,000. In Minneapolis, the prime sponsor is the Minnesota Urban Concentrated Unemployment Training Consortium. Its area includes Minneapolis/St. Paul and five surrounding counties. Plans and programs are drawn up by an elected governing board. The program provides up to \$10,000 per slot for training and a stipend. After this initial payment, recipients go on city and county payrolls. Currently, there are about 3,000 participants in the program, including employees in police, fire, and park departments. No funds are earmarked specifically for CPTED activities, but representatives indicated they might be interested if LEAA or the Governor's Office would provide matching funds for a joint project.

(e) Private foundations. There are a number of private foundations located in the Minneapolis/St. Paul area that finance local projects. Their origins stem from private individuals or corporations that make charitable donations for specific social purposes. Of the 32 foundations contacted, 8 appear to offer possibilities for funding CPTED activities in the Willard-Homewood Neighborhood:

- Minneapolis Foundation -- This is the largest (\$11.3 million in assets) foundation in the area and is very active in its support of a variety of programs. Its

stated purpose is to improve living conditions by providing public recreation, education, research, and aid to citizens groups for community services. Its staff also gives advice to corporations and individuals interested in supporting local community service programs.

- Oran Family Foundation -- Its purpose is to improve physical, cultural and educational conditions. The foundation places local emphasis on community funding (\$3.1 million).
- McKnight Foundation -- This foundation funds conservation, recreation, and inner-city programs.
- Andreas Foundation -- Its broad purposes are melioration of civil rights, capital expenditures in selected areas, and development of economic opportunities for minority groups (\$2.3 million).
- Beim Foundation -- Grants are made for broad purposes and limited to Minneapolis and vicinity. Funds are given only for capital expenditures, not for operating expenses.
- Davis Foundation -- This foundation provides grants for youth activities, social agencies, community projects, and improved race relations (\$3.4 million).
- Dayton-Hudson Foundation -- This foundation supports city planning in Minneapolis, groups such as the Urban Coalition, and social and cultural

programs aimed at improving the quality of life of the urban environment in the areas of the Foundation's operations (\$6 million).

- Munsingwear Foundation. The Munsingwear Corporation is located one mile from the Willard-Homewood Neighborhood, and many employees are residents of the area. Although the Foundation has expressed an interest in the CPTED Residential Demonstration project and would like more information on its objectives and LEAA's participation, the Foundation made no grants last year because of adverse economic factors.

(f) LEAA-CPTED Program. Although the CPTED Program provides no direct implementation funding, it does make several key contributions to a successful Demonstration effort. These include program planning, management assistance and coordination, and technical support and assistance.

(g) Governor's Commission on Crime Prevention and Control. This agency functions as the State Planning Agency for LEAA-assisted programs. As such, it represents a potential funding source for both design strategies and the Demonstration evaluation. Specific funding applications will have to be made to the Commission.

(h) Ongoing programs. There are a number of programs presently operating in the Demonstration area that could provide funding support

for the design strategies. These programs include: Minneapolis Police Department programs; the Neighborhood Court Services Program, sponsored by Hennepin County; the Pre-Trial Intervention and Diversion Effort, sponsored by the Hennepin County Attorney's Office; programs sponsored by the Minneapolis Board of Education, such as Willard Increasing Progress On the Go (WIPOG); the street and alley resurfacing program underway by the Department of Public Works; Department of Park and Recreation programs, such as neighborhood playgrounds, street closings, and beautification; and the Pilot Cities Program. Each of these programs could potentially provide funding and technical support to the Residential Demonstration efforts.

2. Funding strategies. In terms of the CPTED Program and considering the potential funding sources, the most obvious way to impact crime and the fear of crime is the enhancement of the Willard-Homewood Neighborhood by rehabilitation of existing homes and by removal or renovation of abandoned or dilapidated structures. This is important since this action would improve the appearance and attractiveness of the Neighborhood as a place where people would want to live. It is also, as the community residents have expressed strongly, a means of reducing the fear of crime that is brought about through the large number of abandoned, boarded-up homes.

The Community Development Block Grant (CDBG) allocated to the Willard-Homewood Neighborhood is the most important means of accomplishing the CPTED Program objectives. The program includes funds for rehabilitation that will provide loans and grants for individuals to rehabilitate their properties. The CDBG plan also provides funds for acquisition and rehabilitation of vacant buildings.

These activities are already underway as part of the City's revenue sharing grant for community development work. However, their impact on the implementation of the CPTED design strategies is a major one, and this point should be emphasized as quickly as possible to the local housing authorities to ensure its consideration as the second-year CDBG plan for Minneapolis is developed. The immediate goal is to increase Willard-Homewood's share of the second-year CDBG funds. Other goals should also be to increase the activities relating to demolishing or renovating the Neighborhood's vacant buildings, and to increase the availability of low-interest loans or grants to residents for home rehabilitation.

A second means for reducing physical opportunity for criminal activity is through a target-hardening program. One of the ways in which target-hardening devices can be purchased at a relatively low cost is through the Federal Crime Insurance Program (FCIP). The availability of FCIP offers a unique opportunity for the CPTED strategy at this time. As a new program, FCIP will be announced through HUD (the Federal Insurance Administration's parent agency) and the Governor or the State insurance department. Arrangements will be completed through the named licensed insurance agency to sell policies.

The Minneapolis Insurance Center is an organization supported by private insurance companies throughout the State. The Center serves as a clearinghouse for information to consumers and the media on insurance issues, and it has a record of activities in crime prevention and assistance with citizen/community concerns. The director is very

interested in the Willard-Homewood Neighborhood project and should be contacted immediately upon approval of the present Demonstration Plan concerning areas of possible common interest and cooperation. These could include, as examples, assistance on publicity about Federal Crime Insurance in the Willard-Homewood Neighborhood and active participation by insurance companies in CPTED activities in the Neighborhood.

An important aspect of the physical changes that might be made to the Neighborhood is the provision of needed manpower to undertake these tasks. Through its public service employment and training activities, the CETA program is a potential source of this type of assistance. For example, CETA-funded work crews might be employed to assist the City's Housing and Redevelopment Agency in housing rehabilitation efforts in conjunction with CDBG grants, or in an expanded street light demonstration program. Depending upon the type of work needed and the scope of the program, CETA often is able to provide funds for a wide range of employment opportunities (e.g., the program is funding people in the arts in many cities across the Nation). During an initial contact, the CETA personnel were interested in exploring some type of joint project with LEAA on a matching fund basis. For example, if a pilot effort were launched to test whether physical changes on a block-by-block basis resulted in crime reduction, this type of approach might be supported by CETA funds for people to do the actual work involved.

Foundation funding for specific physical improvements to the Neighborhood should also be explored. While the value of grants will not be so large as from the public agencies, several of the local foundations

have undertaken similar activities in the past. The Minneapolis Foundation should be contacted first to ascertain specific interest as well as to identify further sources of corporate support that might be enlisted in related projects. Foundations could be a key source of support for smaller, community-type projects involving residents' participation in CPTED activities. While competition for their funds is high, the foundations have expressed initial interest. More importantly, their application procedures initially are not difficult and usually involve a 3- to 4-page description of a proposed project. These proposals usually receive a fairly fast review by the staff, and the foundation's interests are then determined at quarterly or semi-annual meetings. For example, support might be sought through one of these groups to launch a publicity campaign about Federal Crime Insurance, to provide some stipends for a block watch program, or to publish information about target hardening. The central approach should be to choose smaller, community-oriented projects that are easily described and are of a short-term, real-impact nature.

Finally, contacts should be maintained with the Small Business Administration. The SBA office in Minneapolis cannot undertake the funding of CPTED projects per se, but it is interested in assisting minority businesses and has done so in the Willard-Homewood area. The Plymouth Avenue Development Corporation, a minority-sponsored group that is attempting to rejuvenate the commercial area along Plymouth Avenue by building a new shopping center, has received loans from SBA. SBA works closely with the only minority bank in Minneapolis, the First Plymouth

Bank, which is located in the Willard-Homewood Neighborhood. Continued and expanded commercial redevelopment along Plymouth Avenue would be significant to realization of the CPTED Demonstration Plan.

The social strategy approach is geared to involving Willard-Homewood Neighborhood residents in crime prevention projects. As such, it encompasses a very broad range of possible solutions that can range from house sitting projects to supervised teenage community maintenance activities, to special cultural centers where after-school and evening activities can be provided to juvenile advocates working directly with juveniles in the crime prevention environments created by the CPTED project.

Some of these strategies could involve the local agencies of the City or of Hennepin County that now provide a range of services, as well as private social agencies such as the Young Men's Christian Association. Upon its approval, the Demonstration Plan should be discussed with these agencies for the purpose of reviewing current activities and potential new directions.

To obtain other support for the CPTED strategies, several possibilities exist. The first is HUD's Community Design and Research Program, which is interested in and supportive of CPTED projects. Discussions on the possibility of HUD's participation in the Willard-Homewood Neighborhood should be held as soon as the Demonstration Plan is approved. In view of the increased funding for the program in FY 1977 (beginning October 1, 1976), the next few months could be used in drawing up a specific proposal for a joint venture with LEAA or for

an independently supported HUD research project. Rather than pinpoint any specific proposals at this time, it would be advisable to apprise HUD of the proposed strategies and determine how priorities could be matched.

While the possibilities for funding programs in the Willard-Homewood Neighborhood were being initially explored, discussions were held with personnel involved in programs for American Indians in Minneapolis. Although the number of Indians in the Neighborhood is small, followup is recommended, primarily because of the types of Indian programs now underway in the city. The Minneapolis Regional Native American Center is a private, not-for-profit organization that runs an educational and recreational facility in Minneapolis. One of its programs undertakes outreach efforts into communities, encouraging youth to spend their spare time off the streets and in the Center. About 15 percent of the Center's \$1-million budget comes from the U. S. Department of Health, Education, and Welfare's Office of Native American Programs, which provides support to hire staff so that the Center can mobilize other resources in the city for its programs. Both the HEW regional office and personnel at the Center have indicated an interest in discussing the CPTED Willard-Homewood Neighborhood project in more detail. The focus of these discussions should be an extension of the Center's outreach effort into the Willard-Homewood Neighborhood.

Another possibility for implementing programs that address both the physical and social strategies is the other funds available under the Community Development Block Grant Programs. In addition to the

specific allocation for the Willard-Homewood Neighborhood, Minneapolis disburses HUD funds on a citywide basis. These local option funds cover home rehabilitation, urban renewal, and social services, such as day care (an adjunct to housing maintenance efforts for working parents). Some of these funds are spent in conjunction with City-funded programs.

One factor that should be considered with respect to obtaining public funds for these projects is the role of city, county, regional and State governmental agencies in Minneapolis. Coordinating proposed design strategies with their ongoing programs and obtaining necessary approvals and reviews will be a very important factor, particularly in terms of Federal funds.

In this regard, it is important to note the role of the Metro Council in Minneapolis. This is a regional agency that has authorities that go beyond the traditional role of metropolitan councils of government. Unlike most metropolitan councils, Metro Council is composed of 17 appointed officials; State law gives the council authority to coordinate and plan for the seven-County area that includes Minneapolis/St. Paul. The council receives funds through a tax levy, and its staff of 200 plans and establishes policies in areas of sewage treatment, transportation, parks and open spaces, airports, health, criminal justice, aging, housing, and social services. The Council manages the transportation, sewage, and airport systems in Minneapolis/St. Paul.

In this capacity, Metro Council serves as the A-95 review agency (in accordance with U.S. Office of Management and Budget requirements) for all applications for Federal funds. An initial contact with Metro Council's staff has been made concerning the CPTED Demonstration project in the Willard-Homewood Neighborhood. The staff has expressed interest in it and, upon approval of this Demonstration Plan, substantive discussions should be broached.

All of the programs identified above may provide funding opportunities for the CPTED Residential Demonstration. Once the Demonstration Plan is approved, the Demonstration Manager and CPTED Liaison Representative should contact the mentioned agencies. These discussions should seek to determine the precise level of funding interest and the precise strategy(ies) of interest to the agency.

E. Estimated Costs

The precise costs of initiating the Residential Demonstration Plan will be determined during the final design and project development phase. Preliminary estimates indicate costs will approximate \$1.675 million. However, some of these costs (e.g., residential rehabilitation) are already scheduled in other programs, so the net cost of the CPTED Demonstration may be less than this amount. Table 6-2 presents a summary of preliminary costs; these costs are discussed in greater detail in Appendix F.

TABLE 6-2

Preliminary Cost Estimates

Target Hardening	\$ 75,000
Residential Rehabilitation	500,000
Alleyway Modification	250,000
Housing Sitting Program	30,000
Block Watch Program	5,000
Alleyway Patrols	30,000
Unit Emphasis Patrols	30,000
Neighborhood Identity	400,000
Neighborhood Councils	20,000
Social Strategies	100,000
Information Dissemination	5,000
Administrative Costs	85,000
Evaluation	145,000
TOTAL	1,675,000

F. Implementation Schedule

The implementation schedule is a critical part of the management plan. A variety of agencies and organizations will participate in the implementation of the strategies; funding will come from a variety of governmental and private sources; and several levels of government approval (City, State, and Federal) will be required. The level of success of the Residential Demonstration will be highly dependent upon the degree of timing, coordination, and scheduling among the participants.

Current schedules require the Demonstration effort, at least from the perspective of the CPTED Program, to be concluded by mid-1978. It is conceivable that the strategies would be continued beyond that date. A number of important activities must be accomplished in the Residential Demonstration if a final report is to be completed by July 1978. The implementation schedule is designed to identify major activities and assign target time periods for their completion. It is highly improbable, based on the experience of other demonstration efforts, that the target dates will remain fixed. However, when one of the target dates is altered, it is imperative that other activities and completion estimates be reviewed to assess the impact on the overall schedule.

The implementation schedule has been organized into four phases. The *Final Planning Phase* will include the final plan approval, appointment of the Demonstration Manager and the CPTED Liaison Representative, organization of the management structure, and initiation of funding

requests. The *Design and Implementation Initiation Phase* will focus on final strategy design, program development, interagency agreements, funding and financing, and initiation of construction and project activities. The *Implementation Phase* will include the actual installation and monitoring of design strategies. The *Final Phase* will produce evaluation reports and a final report.

The necessary sequence of activities has been organized into the above phases. Some of the implementation activities continue throughout the implementation period. Others are concluded at the end of a particular phase.

Implementation activities have been classified into seven categories. They are: (1) *Review and Approval*, which is concerned with obtaining approval of the final Demonstration Plan; (2) *Management Organization*, which relates to the organization of the various agencies and individuals who will be involved in the implementation of the design strategies; (3) *Preliminary Design*, which further details the physical improvements and programs that comprise the design strategies; (4) *Financing* is the sequence of activities related to cost-estimating the design strategies, identifying sources of funding, and securing financial support; (5) *Construction Activities* are the installation of required physical improvements or changes and the initiation of supporting project elements; (6) *Monitoring* is the periodic assessment, refinement, or change of the Demonstration Plan based on reports from the Evaluation Consultant and the Demonstration Design team; and (7) *Evaluation*

represents the final category of the implementation activities.

The following paragraphs describe the activity areas and provide initial target time periods for their completion.

1. Review and Approval. Prior to the actual implementation of the design strategies, various approvals of the Demonstration Plan will be required. Agencies and organizations who will be involved in the review and approval of the Demonstration Plan include: (1) The CPTED Consortium; (2) NILECJ; (3) citizen organizations and block clubs in the Willard-Homewood Neighborhood; (4) the City of Minneapolis (City Council, City Coordinator's Office, Police, and City Planning Commission); and (5) various departments, agencies, and organizations that may be involved in funding or implementation of strategies.

Approval of the Demonstration Plan by the above groups will be necessary to initiate the implementation effort. Additional legal or technical approvals (e.g., zoning, building permits, site plan reviews) will be required, but these approvals will be identified and obtained as the Demonstration Plan goes through the implementation cycle.

<u>Activity</u>	<u>Estimated Completion Time</u>
Submission of recommended Demonstration	Day 1
Plan to NILECJ	(November 15, 1976)
Review and approval by NILECJ	+ 30 Days
Review and approval by City of	+ 45 Days
Minneapolis	

Review and approval by agencies, departments,

and neighborhood groups

+ 45 Days

2. Management Organization. The management organization, described in Section 6.C, also has series of activities that must be achieved in a systematic manner. The key activities to be accomplished are the designation of key personnel and of interagency personnel assignments. Once the Demonstration Manager and CPTED Liaison Representative are identified, the other sequence of activities can be implemented under their direction.

As soon as this core team is assembled, the CPTED Consortium will provide to the team an orientation on the CPTED Program and the Residential Demonstration Plan for the Willard-Homewood Neighborhood. The core team will then be responsible for organizing the Demonstration Coordinating Committee. Strategies will be assigned to appropriate agencies and organizations, and the interagency agreements necessary to implement the design strategies will be secured.

<u>Activity</u>	<u>Estimated Completion Time</u>
Appointment of Demonstration Manager	Day 1 (January 2, 1977)
Conduct of Orientation Session	+ Day 10
Review of Agency Programs and Activities	+ Day 10
Organization of Demonstration Coordinating Committee	+ Day 24
Assignment of Strategies	+ Day 24
Obtaining Interagency Agreements	+ Day 30

3. Preliminary Design. Detailed planning will be required for each of the design strategies prior to implementation. Preliminary designs, schematics, and/or construction drawings will be necessary for the physical components of design strategies. Those strategies that are programmatic will require further detailing and program development. Essentially, each design strategy will require a specific work plan. The responsible agency, with guidance from the CPTED Manager, will complete the preliminary and final design of their assigned strategies.

Upon completion of preliminary design, the working drawings and program designs will be used for final cost estimates. Bid documents will also be prepared for those improvements that will require proposals from outside firms. Construction of physical improvements will then be initiated and completed.

<u>Activity</u>	<u>Estimated Completion Time</u>
Initiate Preliminary Design	+ Day 1 (February 1, 1977)
Completion of Preliminary Design	+ Day 40
Completion of Final Cost Estimates	+ Day 55
Final Reviews and Approvals	+ Day 65
Issuance of Bid Document (If Required)	+ Day 65
Receipt of Bids, and Award of Contracts	+ Day 80
Initiation of Construction	+ Day 110
Completion of Construction	+ Day 170

... 4. Financing. Funding for the various design strategies will be complex because of the variety of design strategies proposed in the Demonstration Plan. It is anticipated that funding will have to come from a variety of sources, and inquiries to potential funding sources should be an immediate priority item upon approval of the Demonstration Plan.

The timing for financing various strategies, in whole or part, will vary depending upon the availability of funds, application and approval cycles, and interest of funding sources. It is critical that financing be arranged in a manner that will allow the implementation to proceed on schedule. Coordination of the various funding sources will also be essential if maximum benefits are to be achieved by combining funds from different sources. Potential funding sources and preliminary cost estimates have already been identified. Major target times are listed in the following tabulation.

<u>Activity</u>	<u>Estimated Completion Time</u>
Screening of Potential Funding Sources, and Preliminary Contacts	Day 1 (January 20, 1977)
Targeting of Specific Funding Sources	+ Day 10
Applications for Funding	+ Day 20
Agreement on Funding	+ Day 60

5. Monitoring. Periodic refinements, changes, and additions to the design strategies are anticipated during implementation. These refinements may be prompted by a variety of circumstances, such as changes in socioeconomic conditions, the addition of new physical

programs in adjacent areas, introduction of law enforcement improvements, and other conditions that would warrant the review of design strategies. The Demonstration Manager and the CPTED Liaison Representative, with assistance from the Demonstration Coordinating Committee, will monitor these activities to determine the need for change or refinement.

Monitoring activities are also closely related to the Demonstration evaluation. Evaluation reports will be provided to the Demonstration team on a semimonthly basis and these, with continuing research information from the Research team, will be utilized to monitor the design strategies. Periodic monitoring reviews will be held (probably quarterly) at which revision or change in the design strategies will be considered. (Periodic reports will be prepared, including inputs to the Consortium to meet NILECJ reporting requirements (such as status, draft final, and final reports on the Residential Demonstration)).

<u>Activity</u>	<u>Estimated Completion Time</u>
Initiation of Monitoring	Day 1 (January 2, 1977)
Monitoring Reviews and Reports	Periodic
Refinement of Design Strategies (If Necessary)	As Required

6. Evaluation. The Evaluation Plan has also been incorporated in the implementation schedule to ensure that an adequate evaluation program (with appropriate baseline data) is available when the actual Demonstration is initiated. Major evaluation activities include: Development of the concept plan or framework for evaluation; refinement of the framework and the

scope of the evaluation activity, and selection of the evaluators; compilation of the necessary baseline data for the selected Demonstration area; conduct of the evaluation, including measurement of other relevant plans and programs that may impact evaluations; and preparation of interim evaluation reports.

<u>Activity</u>	<u>Estimated Completion Time</u>
Development of Concept Plan for Evaluation	Day 1 (November 15, 1976)
Refinement of Framework and scope for Evaluation and Selection of Evaluation Consultant	+ Day 45
Finalization of Evaluation Plan	+ Day 60
Compilation of Baseline Data	+ Day 150
Conduct Evaluation	+ Day 180
Interim Evaluation Reports	Monthly

Figure 6-2 illustrates a schedule of tasks based on the above completion time assumptions, and on the assumption that the City Council approves the Demonstration Plan by January 2, 1977.

	1976		1977												1978						
	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	N	J	J
REVIEWS & APPROVALS Submission of Recommended Plan to NILECJ	△																				
Review & Approval by NILECJ	—																				
Review & Approval by City	—																				
Review & Approval by Agencies, Department, and Neighborhood Groups	—																				
MANAGEMENT ORGANIZATION Appointment of Demonstra- tion Manager		△																			
Conduct Orientation Session			—																		
Review Agency Programs & Activities			—																		
Organization of Coordinating Committee			—																		
Assignment of Strategies			—																		
Obtain Interagency Agreements			—																		

△ = represent "Day 1" references in text.

The end of the bar indicates the conclusion of the activity. The beginning of the bar does not necessarily indicate the date of beginning of the activity.

Figure 6-2. Assumed Implementation Schedule
(Page 1 of 3)

	1976		1977												1978						
	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J
PRELIMINARY DESIGN																					
Initiation of Preliminary Design			△																		
Completion of Preliminary Design				—																	
Completion of Final Cost Estimates				—																	
Final Reviews & Approvals				—	—																
Issuance of Bids				—	—																
Receipt of Bids & Award Contracts						—															
Initiation of Construction						—															
Completion of Construction							—	—													
FINANCING																					
Screening Funding Sources & Preliminary Contacts			△																		
Targeting Specific Funding Sources				—																	
Applications for Funding				—																	

△ = represent "Day 1" references in text.

The end of the bar indicates the conclusion of the activity. The beginning of the bar does not necessarily indicate the date of beginning of the activity.

Figure 6-2. Assumed Implementation Schedule
(Page 2 of 3)

	1976		1977												1978													
	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	N	J	J							
FINANCING (Cont'd.) Agreement on Funding			_____																									
MONITORING Initiation of Monitoring			△																									
Monitoring Reviews and Reports (Periodic)			_____																									
Refinement of Design Strategies (As Required)			_____																									
EVALUATION Develop Concept Plan			△																									
Refine Framework and Scope and Select Evaluators			_____																									
Finalize Evaluation Plan			_____																									
Compilation of Baseline Data			_____																									
Conduct Evaluation and Provide Interim Reports									_____																			

△ = represent "Day 1" references in text.

The end of the bar indicates the conclusion of the activity. The beginning of the bar does not necessarily indicate the date of beginning of the activity.

Figure 6-3. Assumed Implementation Schedule
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CHAPTER 7. RESIDENTIAL EVALUATION PLAN

A. Scope of Evaluation

This chapter provides an analysis of the issues that need to be addressed in evaluating the Residential Demonstration. The purpose is to identify an appropriate evaluation plan, consider data requirements, anticipate potential problems, and suggest strategies to resolve those problems. The final evaluation plan must await decisions on the phasing and funding of the Demonstration Plan. This chapter should provide a guide to evaluation that, in combination with the baseline data package, will establish the foundation on which a successful evaluation study can be built.

A program evaluation is an attempt to answer the questions, To what extent did the program achieve its goals? and, How or why did it (or did it not) achieve these goals? An evaluation answering the first question is an *impact* evaluation; one answering the second question is a *process* evaluation. Answering the first question without addressing the second furnishes no information about whether and under what conditions a similar program can be implemented elsewhere. Answering the second question without addressing the first leads to a situation in which the method of implementation of the program is described, but its degree of success is not.

This chapter addresses both questions in designing an evaluation for the Willard-Homewood Residential Demonstration project. The project

elements to be implemented are described elsewhere in this document. Since some of the project elements cannot yet be defined in sufficient detail to provide for their evaluation, there are some details of the data requirements that are not specific.

Section 7.B describes some of the unique aspects of this evaluation that sets it apart from other crime-related evaluations that have been conducted in the recent past. Evaluation design considerations are discussed in Section 7.C. Section 7.D discusses the various impact measures for evaluating the Residential Demonstration in the Willard-Homewood Neighborhood. Section 7.E describes the measures of effectiveness recommended for the process evaluation for this Demonstration project. A summary of the data requirements is given in Section 7.F.

It should be noted that the CPTED Residential Demonstration project is not a short-term program, one in which the total impact will be manifest within one year. Therefore, an evaluation which is planned to be conducted only once after implementation (i.e., within one year) will not provide the full range of evaluative information to permit a realistic assessment of the project's effectiveness. The posttest aspects of the evaluation should be conducted in succeeding years as well as in the first year after implementation.

B. Characteristics of the Minneapolis CPTED Evaluation

In most program evaluations, there is no stock evaluation design that can be taken off the shelf and implemented without revision. Even when the same program is being implemented in another area, it may be

that the organizational or legal environment dictates a change in characteristics of the evaluation

This is the case of the Residential Demonstration evaluation. The uniqueness of the project elements and of the implementation procedures have made it necessary to develop the evaluation plan independent of other previous evaluation designs. Of course, many of the elements within the design are common to other evaluations, especially in terms of the types of data to be collected or impact measures, many of which are common to other programs as well. However, major differences remain. Described below are a number of characteristics of this particular evaluation that tend to distinguish it from other evaluations of crime reduction programs.

1. Diffusion of responsibility. In the past, most evaluations have been concerned with determining the effectiveness of programs run by social control, social welfare, or educational agencies. For the most part, the implementation and planning were done by the agencies themselves or by consultants to the agencies, and the programs that were evaluated were wholly within the agencies themselves or included a captive audience -- the agencies and clients. In other words, the control of the implementation and of the implementation strategy rested with the agency and its personnel.

Of course, it does not always happen that plans for implementation were carried out faithfully by the subordinates, even when the agency

administrator so ordered. It is often the case that the plans propagated from on high never reach the personnel whose task it is to implement the project. The literature of evaluation research (for example, Caro, Guttentag, or Weiss) is replete with instances in which there was an implementation failure in the program (i.e., the project failed because it never really existed). One rather well known example of this is the Kansas City Preventive Patrol Experiment,¹ which "started" in July of 1972, was found not to have been implemented in August, and was restarted in the fall of 1972 with much more stringent controls on the behavior of the personnel who were to implement the program.

In the CPTED Residential Demonstration project that is contemplated for Minneapolis, it is probable that the implementation problems will be more severe than any encountered in an evaluation within a single agency. Unlike the Kansas City effort, these problems will not be due to conscious decision on the part of the implementors to weaken the program, but rather to the organizational framework. One organization is planning the project (Barton-Aschman Associates); other organizations will fund the implementation of these plans; a third group is developing an evaluation plan based on the Demonstration Design Plan of the first group, but without knowing exactly how much money will be available for evaluation; a fourth group may be chosen to actually conduct the evaluation; and some of the strategies are to be implemented voluntarily by the residents of specified blocks in Minneapolis, while residents of other blocks may decide to implement elements of the project on their own without notifying the CPTED implementors or evaluators. Thus, the degree of control (experimental and

otherwise) that can be exerted in implementing any of the design strategies is quite limited.

There are a number of implications of the foregoing in terms of project design and monitoring, which the project planners are well aware of and have attempted to account for in their project management plan. With respect to the evaluation, it should be pointed out that the data for the evaluation will be generated by many different agencies. Not all of these agencies collect data in the form and format that will be required for the evaluation, but the evaluation would be incomplete without including their data as well. Thus, it can be anticipated that the cost of data collection will be somewhat greater for this project than would normally be the case for one centered almost exclusively in a single agency whose responsibility extends from implementation to data collection.

2. Project elements and sequencing. In most cases in which many project elements are to be tested for their impact, it is necessary to be concerned about the experimental design (usually of a factorial form) and the sequencing of project elements. Both of these are necessary to estimate the interaction effects of the various project elements and how they affect the success of the project.

Concern for both sequencing and factorial design will very often lead to overwhelming requirements in terms of implementation. For example, if two project elements (A and B) are to be tested, five different implementation strategies must be tested to determine their effect;

The implementation strategies are 0 (control), A, B, AB, and BA. If three project strategies are to be tested, there are 16 different implementation strategies that must be tried.* In general, for n different project elements, there must be

$$\sum_{i=0}^n \frac{n!}{i!}$$

different implementation strategies to employ. Even if no consideration is given to sequencing, the number mounts rapidly: For n elements, there are 2^n implementation strategies.

However, it is not necessary to specify the sequencing for all project elements, since many of them do not affect each other to any great extent. This problem, however, should be addressed by the project planners to ensure that any anticipated interaction effects and sequencing effects are included in their design.

The fact that some project elements are at the dwelling unit level, some at the block level, and some at the neighborhood level further complicates the problem. It also has the effect of increasing the number of different implementation strategies.

This point is not being made to imply that dozens of separate regions within the Willard-Homewood area have to be implemented to test the project elements fully; common sense will often rule out many of the permutations and combinations. However, it is suggested that the number of different project elements that are to be tested should be kept to a minimum. One

*They are 0 (control), A, B, C, AB, AC, BC, BA, CA, CB, ABC, ACB, BCA, BAC, CAB, CBA.

CONTINUED

2 OF 3

way to do this is to implement two or more elements simultaneously, calling their combination a single project package. The difficulty inherent in this strategy is that it is often difficult to determine which project element was responsible for success (if the project worked) or failure (if it failed).

Another potential difficulty with the project sequencing is the fact that so many different agencies are to be involved in the Willard-Homewood Residential Demonstration project. It may be very difficult to ensure that the sequencing of project elements occurs in the order suggested by the experimental design. Although this problem has been discussed previously in terms of diffusion of responsibility, it should also be pointed out that this will affect the project sequencing to some degree as well.

It is not possible to specify which project elements should be combined into a single project package, what their sequencing should be, or how large and how many project implementation areas there should be. The actual implementation of these project elements, and their sequencing and timing, will reflect the political conditions at the time of implementation, the availability of funding in Minneapolis and LEAA, the speed with which different agencies can mobilize to implement project elements, and other factors that are unknown at this time. However, the group chosen to perform the evaluation should be aware of these considerations and should be included in all discussions relating to the implementation and sequencing of the project elements.

3. Low crime rate. In the evaluation of this project, the planners are dealing with a moderate level of crime in an area in a city with a moderate crime level. This creates a difficulty in terms of evaluation. Evaluating the impact of any crime prevention measures in a low-crime area is much more difficult because of statistical considerations: The lower the crime rate, the more difficult it is (generally) to attribute a change in crime rate to a project element. This project is designed to test crime prevention measures in a community which is still viable, which shows signs of incipient deterioration, and in which crime has a major impact on the potential for deterioration. It is anticipated that, by reducing the crime rate, the Neighborhood will experience a turnaround and become revitalized. However, it has not been proven that the linchpin in reversing deterioration is crime, and not schools or some other factor. In a community in which crime is *not* a major problem, other factors may have a much greater impact on neighborhood vitality.

4. Sample size. This characteristic of the evaluation is not peculiar to the Residential Demonstration project. In most crime-related programs, evaluators soon find that crime is a relatively rare phenomenon and it is necessary to have large sample sizes to determine if the crime rate has changed significantly. The difficulty that this causes and the various ways for compensating for it are described in Section 7.C, in the discussion of the use of crime rate as an impact measure.

5. Seasonality. A major component of the CPTED Program is the restructuring of the physical environment, exemplified in the Residential

Demonstration by paving streets and alleys, renovating abandoned homes, and constructing playgrounds, tot-lots, and similar neighborhood centers. However, because of the climate in Minneapolis, outdoor construction activity cannot proceed for a good part of the year.

6. Validity. Cook and Campbell² have identified four different types of validity that must be considered in the design of experiments and quasi-experiments in field settings. These are: Internal validity, construct validity, external validity, and statistical conclusion validity. *Internal validity* refers to the fact that there may be alternative explanations of why the measured outcome was produced, other than the introduction of the project that was supposed to produce the outcome.

Construct validity relates to the confounding of various operational effects. For example, in this study, crime might be reduced, but was it a result of the CPTED project? It may have been reduced because of CPTED project features or because of the increased attention to the Willard-Homewood Neighborhood brought about by the CPTED project. There is a direct parallel between this particular threat to construct validity and the Hawthorne effect. In addition, determining which aspect of the project produced the effect is difficult if there is low construct validity.

External validity focuses on the ability to generalize the results of the experiment under other conditions. If the CPTED Residential Demonstration project works in the Willard-Homewood Neighborhood, will it work elsewhere in Minneapolis, and under what conditions? Will it work elsewhere in the country, and under what conditions?

Statistical conclusion validity refers to different analytic techniques that may produce different conclusions using the same data. For example, social scientists often use the cutting point $p < .05$, accepting relationships that are below this level and rejecting those above it. Or Type I and Type II errors may be made, depending upon the sample size and the level of the cutting point.

Although all of these threats to validity are potentially present in any experiment or quasi-experiment, this discussion focuses on the problems of internal, construct, and external validity that can affect the evaluation of the Willard-Homewood Residential Demonstration. First, because of the number of different project elements involved in the CPTED project, a true experiment cannot be conducted. There are too many project elements to be experimented with in too small an area of the city. Consequently, a number of project elements will have to be combined in the experimental implementation in any single area. This project package approach will not permit a determination of which element (if any) produced which particular impact.

There are many other projects in the city of Minneapolis that will have an appreciable effect on the impact measures. Street renovations, new police programs, employment, and youth-related programs will all affect the study area. While these may be controllable (except for those that are citywide), there are volunteer programs that cannot be controlled by the CPTED project planners. For example, if it is decided that area A will have block watchers and area B will not, who will determine whether

the block watchers are actually performing properly in area A, and who will chase off block watchers in area B if some people volunteer to perform this activity? Since, from all accounts, the Willard-Homewood area is one of the most well-organized neighborhoods in the city, with about 50 block clubs and other community organizations, such voluntarism can be expected.

This voluntarism will also effect the external validity of the experiment. . If it is possible to determine that project elements 1, 3, and 7 do have the appropriate effects on the impact measures, are these findings generalizable? Minneapolis was chosen for implementation of this project in part because of the support given by the City administration and the Governor's Crime Commission. In the city of Minneapolis, the Willard-Homewood Neighborhood was chosen because of the enthusiasm and organization of its residents. Although it is always beneficial to test a new project under relatively good conditions, it may place limits on the generalizability of the findings to other sites.

C. Evaluation Design Considerations

One of the most important questions concerning the evaluation of the Residential Demonstration is the research design that is to be incorporated into the evaluation plan. It is suggested that, for the two main sources of impact measurement -- crime statistics and the citizen survey -- a pre-test/posttest nonequivalent control group design be used. This design is diagramed in Figure 7-1.

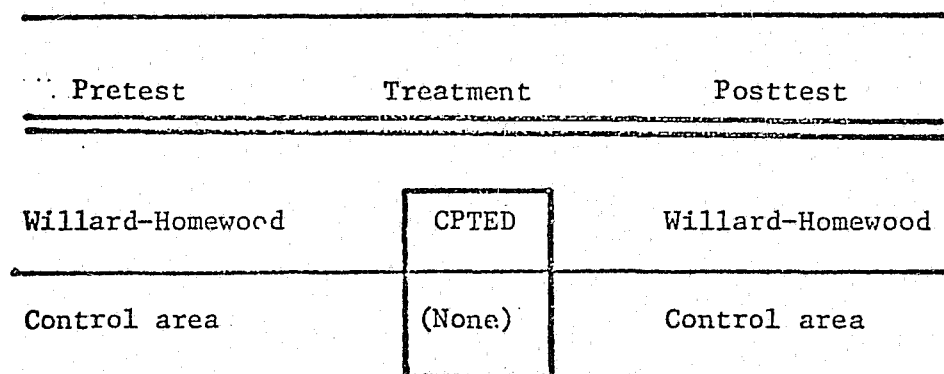


Figure 7-1. Schematic of the Nonequivalent Control Group Design

A control area, which should be selected to match as closely as possible the characteristics of the Willard-Homewood community, will, like the Willard-Homewood site, receive the pretest. The pretest will consist of collecting crime data and conducting the survey. To control for seasonal variations, it is suggested that the pretest survey be conducted in both sites in the same month in 1977 as the posttest data to be collected in 1978. While this will give a maximum of 11 months of implementation to evaluate, the expected large changes due to seasonal variations will be controlled for.

1. Advantage of the nonequivalent control group design. Obviously, a simpler and less expensive design for evaluation would include only the pretest/posttest of the Willard-Homewood site. The simple pretest/posttest design does not allow the researcher to rule out a number of very important alternative explanations. These "threats to internal validity" have been described in the following way:³

- History -- Some event other than the treatment occurred between the pretest and the posttest which could have affected the results.
- Maturation -- The passage of time alone may be responsible for any effect.
- Testing -- The effect of the administration of the pretest and the posttest could have resulted in any significant effects.

- Instrumentation -- There may have been changes in the instrument used to collect the data between the pretest and the posttest. Thus, changes in the way police collect crime statistics or ways in which the survey is administered may be responsible for any effect.
- Statistical Regression -- This effect is caused by the treatment group regressing or moving to its true level. (This is discussed in the section on the use of crime rate as an impact measure.)
- Selection -- Biases may result from differential selection of respondents.
- Experimental Mortality -- This bias may be introduced if particular types of individuals move out of the Willard-Homewood Neighborhood site. This results in a selection artifact, since the Willard-Homewood residents would then be composed of different types of persons at posttest as compared to the pretest.
- Interaction -- Interaction of selection and many of the other above artifacts may also take place.

The simple pretest/posttest design controls for artifacts due to selection and mortality but does not adequately control for the other sources of invalidity. In contrast, the nonequivalent control group design controls for all of the problems of internal validity except for the interaction of selection with the other variables. However, regression artifacts are still possible even with this design. It is thought that the additional cost of including a control group is more than worth the benefits gained from being able to rule out many of the above artifacts.

Even if this were designed as a "true" experiment, there are still other threats to internal validity that would affect this evaluation.

These are:

- Diffusion or Imitation of the Treatment --

Residents in the control group area might learn about what is occurring in the Willard-Homewood area and adopt some of the techniques, thereby invalidating their status as a control group.

- Compensatory Equalization -- The City government or other groups might feel that the control area would have to be upgraded as well. Thus, they might develop other compensatory programs in that area. If this occurs, the control area would again not be a true control area.

- Compensatory Rivalry -- If the control area subjects know that they are assigned to a control group, they might be motivated to meet some of the project's goals in spite of their control group status. This is unlikely to occur in the current context. This threat occurs when the control group knows that it is indeed a control group and attempts to show that it is better than the experimental group.
- Local History -- This bias is extremely important in the preceding design. Effects other than the ones generated by the project that are local either to the control or experimental site can affect the outcome of the study.

The realm of events that are not shared by the control and experimental sites can produce differences in fear of crime or the crime rate itself. For example, the police in the control site might decide to change their method of reporting, or increase their patrols. It thus becomes extremely important for the evaluators to keep themselves informed about activities in both the control and experimental sites which may affect the outcome of the evaluation.

2. External validity. The nonequivalent control group design, while controlling for many sources of internal validity, does not adequately

deal with sources of external validity. In particular, the interaction of the treatment (CPTED) and testing may produce an effect that could not be ascertained through the nonequivalent control group design. In addition, interactions of selection and testing and reactive effects (i.e., the knowledge of the residents that they are being studied) all serve to reduce external validity or generalizability. These artifacts could only be handled in a more complicated design, one that entails random assignment of control and experimental sites. Of course, this random assignment is not possible, given that the Willard-Homewood site has already been selected.

3. Factorial experiment. As noted earlier in this chapter, the number of projects being instituted within the Willard-Homewood site makes it extremely difficult for an evaluator to single out those projects that are indeed more effective than others. Since all of the projects are designed to impact on crime, fear of crime, and community cohesiveness, separating out the effectiveness of particular projects is made extremely difficult.

As noted in Chapter 5, the Demonstration Design Plan includes the possibility of implementing various design strategies throughout the Neighborhood in various combinations and sequences. This strategy would allow the comparison of effectiveness of individual strategies or packages of strategies. The unit of analysis in this case would be a neighborhood or group of blocks. A factorial design is suggested in Figure 7-2. If, for example, one wanted to know whether a block watch project was

Physical Strategy	Social Strategy	
	No Block Watch implemented	Block Watch implemented
	No target hardening implemented	Area 1
Physical Strategy	Target hardening implemented	Area 2
	Target hardening implemented	Area 3
		Area 4

Figure 7-2. Factorial Design for Neighborhood-Level Programs

effective, independent of target hardening and vice versa, the implementation strategy to follow would be: Introduce the target-hardening strategy in some areas and not others; introduce the block watch strategy in some areas and not others; introduce both the target-hardening and block watch strategies in some areas; and, finally, do not introduce either strategy in some areas. This 2x2 factorial design would allow the determination of whether target hardening by itself had an impact, whether block watch by itself had an impact, and the impact of the combined block watch and target-hardening strategies instituted in the same area. The two strategies may interact to produce stronger effects than can be obtained from each strategy separately. This last element -- the interaction of both strategies -- can provide very important information concerning the packaging of programs.

The above is just one example of the approach that could be taken. The decision concerning the strategies to be studied using this design should be made in coordination with the implementors of the various project elements. The use of the factorial true experiment is difficult to implement, especially if the strategy is voluntary in nature. However, the gains of being able to understand the effects of various project strategies in depth is critical to the ability to generalize from the Willard-Homewood experience to other sites. Even with the use of this design, it may still be difficult to generalize, since the particular strategies examined in the factorial design were introduced in the context of a major neighborhoodwide project (i.e., all the other CPTED activities).

D. Impact Measures

In community-based crime reduction projects of this type, one normally uses three interrelated measures to determine project impact: Crime rate, fear of crime, and community cohesiveness. However, the characteristics of the Residential Demonstration in the Willard-Homewood Neighborhood suggest that two additional impact measures should be used to determine the effectiveness of the CPTED project. These additional measures are: Mode of entry during burglaries, and community reputation or image. The discussion of each of the five impact measures is given below.

1. Crime rate. There are generally two ways to measure the crime rate: Using police crime reports, or using a victimization survey. The advantages and disadvantages of these methods have been documented elsewhere and need not be repeated. It is recommended here that both methods be used, for different purposes and for evaluating different project elements. The following discussion relates primarily to the crime of burglary, since it is that crime that is the primary target for the Residential Demonstration.

There are two ways to determine whether the CPTED project has brought about an increase in crime reporting. One commonly used method is to compare the before-and-after results of both victimization surveys and police crime reports to see if the percentage of crimes reported to the police changes as a result of the project. In addition, one can look at the distribution of the dollar value of loss suffered by burglary victims,

from the police reports of burglaries in the Willard-Homewood neighborhood. The crimes that are reported least frequently to the police are the crimes in which the dollar loss is very small. Therefore, if the low-loss crimes are a greater percentage of the total number of crimes, it may be that the change in distribution is attributable to the increased reporting behavior of the victims. However, this conclusion should not be made without considering other possibilities and without speaking to the victims themselves. A countervailing factor is that some of the project elements are directed at the reduction of minor thefts. For example, one of the strategies includes educating the residents to lock their garage doors; thefts from garages are normally low-loss.

The victimization survey and its comparison with police reports must be performed for the entire Willard-Homewood Neighborhood. This is due to the relatively low number of crimes in the CPTED area.

a. Statistical considerations for overall comparisons. The fact that the crime rate in the Willard-Homewood Neighborhood is just slightly lower than the rest of the city means that the data will have to be rigorously examined to determine if crime increases or decreases are statistically significant. One often talks about regression to the mean as the artifact that masks the true impact of a project. Regression to the mean is just one of the manifestations of the high degree of variation in year-to-year crime rates (see Campbell for a similar discussion with respect to automobile fatalities⁴). To determine whether

the Residential Demonstration in the Willard-Homewood Neighborhood has any impact on crime, it will be necessary to determine the expected degree of variation year-to-year in crime rates. Obviously, the best way to obtain the variance in crime rate is to collect data in Willard-Homewood for a number of years in the past and determine the variance empirically. Although this is possible, it would be extremely laborious and time-consuming to do this. To determine which crimes took place in the Willard-Homewood Neighborhood, each police report would have to be inspected individually to determine whether the address is within the Demonstration area. This would have to be done for every offense report included in the sample of offenses for each year that the data are desired. Moreover, the smaller the sample for each year, the greater the extent of variance contributed by the sampling procedure. Therefore, this does not seem to be a practical way of obtaining the variance of the crime rate.

Another possibility is to estimate the variance by looking at the week-to-week variance in crime in the years in which all the data were collected and estimate the variance by the formula:

$$\sigma_{\text{year}} = \sigma_{\text{week}} / \sqrt{52}$$

In other words, the standard deviation in crime rate over the year is about one-seventh the standard deviation in crime rate from week to week.

A third possibility is to look at another statistic -- the standard deviation in crime rates in the city as a whole. Since the ratio between the population of the Willard-Homewood Neighborhood and the

population of the city of Minneapolis is known, another estimate of the standard deviation in crime rate in the Willard-Homewood Neighborhood is:

$$\sigma_{W-H} = \sigma_{Minn} \times \sqrt{\frac{\text{population (Minn)}}{\text{population (W-H)}}}$$

(i.e., the standard deviation of the city's burglary rate divided by the square root of this ratio). This estimate is less defensible than the previous one because the Willard-Homewood Neighborhood is predominantly residential, whereas the data for the whole city include residential and commercial crime.

b. Statistical considerations for block-specific strategies.

Figure 7-3 shows the frequency distribution of burglaries per block for the 101 blocks for which the burglary location is mapped in Figure 4-1. The mean number of burglaries per block is 1.73, and the standard deviation is 1.82. It should be pointed out that this distribution closely resembles an exponential distribution, which is included as a dotted line in Figure 7-3. This exponential distribution has the same mean and same total number of burglaries (175). One characteristic of the exponential distribution is that its standard deviation is equal to its mean. The fact that the empirically determined standard deviation (1.82) is fairly close to the standard deviation of the exponential distribution (1.73) is another indication that the exponential distribution is a reasonably good estimate of the data.

While it is not possible at this time to assess the importance of this distribution, too much importance should not be attached to this resemblance. It is worth pointing out that exponential distributions of

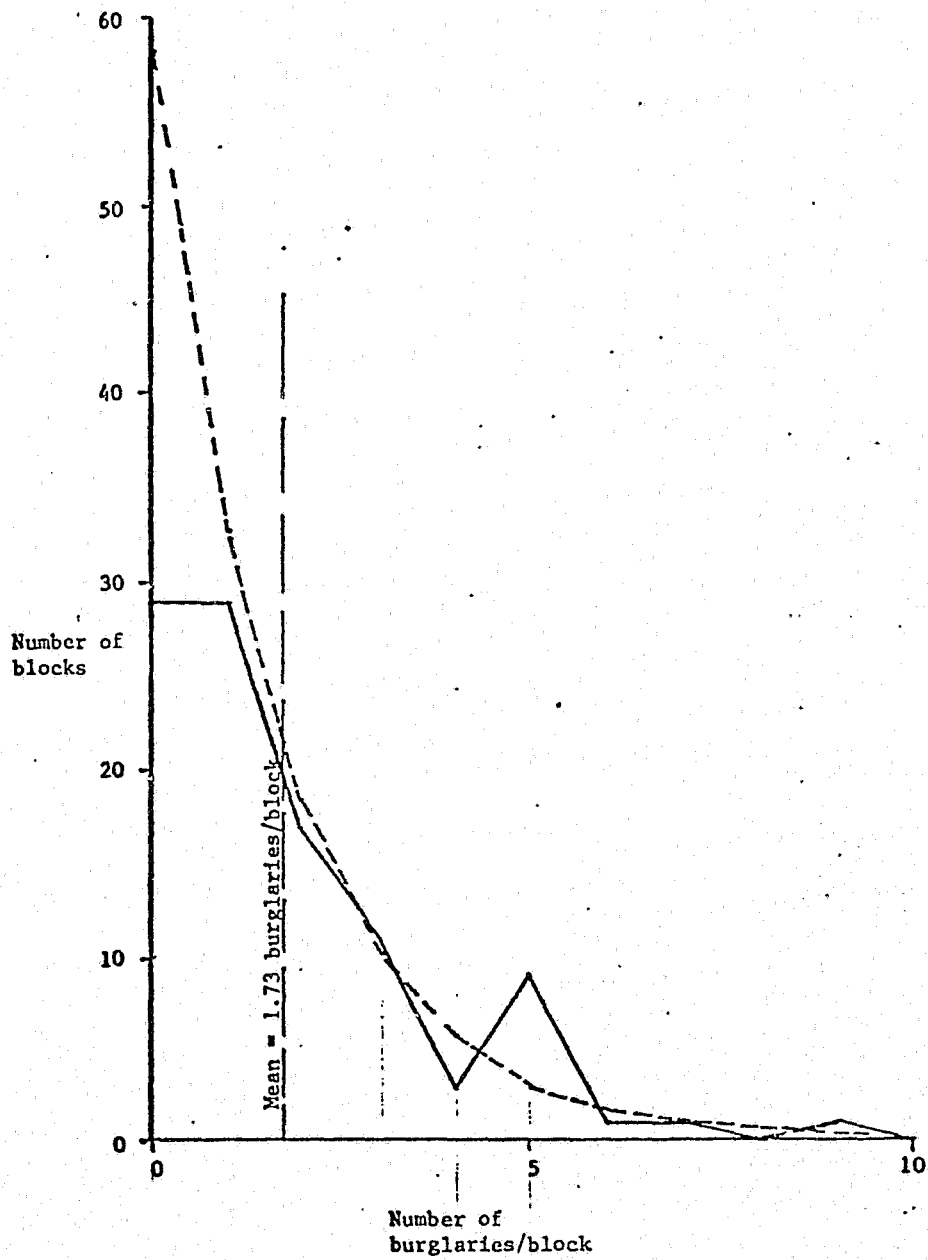


Figure 7-3. Frequency Distribution of Burglaries

this sort arise from independent random processes. In other words, in the absence of any further information, it can be assumed that there are no specific "target" blocks and that, when an offender chooses a block to look for a house to burglarize, he is essentially making a random selection of blocks. If this is the case, using high-crime blocks to implement various target-hardening procedures is not a good strategy. If the blocks are chosen randomly by burglars in 1975, it can be expected that blocks will be chosen randomly in 1976, all other things being equal. Moreover, if blocks are chosen that experienced high burglary rates in 1975, the chances are extremely good that the burglary rates will be reduced without having to do anything (i.e., there would be a regression to the mean).

One final implication of the data depicted in Figure 7-3 should be noted. With a mean of 1.73 burglaries per block and a standard deviation of 1.82 burglaries per block, there is some indication about the size of the region necessary to implement a block-specific strategy. For example, if a nine-block area were chosen for implementing an alley clearance and beautification program, the standard deviation would be $1.82/\sqrt{9} = .61$. For 98-percent confidence (one-tailed) that the strategy worked, $1.73 - 1.24 = 0.49$ burglaries per block would be needed as the average burglary rate for the nine-block area. This is equivalent to a 72-percent reduction in crime, which would be very significant, indeed. Since the nine-block area is about as large as can be expected to implement such a strategy, it is obvious that the $p < .02$ cutting point that is so common

in social science cannot be used. It is suggested that the level of significance be set at approximately one standard deviation (i.e., at $p < .16$). In other words, the project will be considered a success if there can be 84-percent confidence that the reduction is not due to chance.

2. Fear of crime. The term *fear of crime* can be very vague and misleading. Some researchers have pointed out differences between fear of crime and concern about crime and perception of risk of becoming a victim of crime. Because of this confusion, it is necessary to state beforehand which particular components of fear of crime are to be measured. In addition, it is often the case that there is no relationship between the project being implemented and the questions relating to fear of crime.

Much research still needs to be done in the development of this particular impact measure for crime reduction projects. For example, asking whether it is safe to "walk the streets in your neighborhood at night," when the neighborhood is defined as the area within 1 mile of the person's residence, may be wrong for two reasons: First, very few people walk more than one block nowadays, especially at night (except, perhaps, for joggers); and second, the question may have nothing to do with the project being implemented (in this case, a CPTED project focusing on burglary).

In this particular evaluation, the following components of the fear of crime should be determined:

- Respondent's perception of the risk of being burglarized.
- Respondent's perception of the risk of being victimized by other crimes.
- Respondent's perception of the safety of the neighborhood, both day and night.
- Degree of behavioral change that might (or did) result from a victimization (e.g., would/did the respondent move, join a block club).

It should be pointed out that there are countervailing factors in this measure of effectiveness, as there are in the crime rate. Whereas the goal in reducing the crime rate can be confounded by the goal of increasing the reporting rate, the goal of reducing the fear of crime is confounded by the project elements that increase the citizen's awareness of crime problems in the community.

3. Community cohesiveness. This is another frequently used but imprecise measure of effectiveness. Some of the components of the community cohesiveness that are of interest in this particular study would be:

- Extent of knowledge of other people living on the same block (or in the same apartment house if the respondent is an apartment dweller).

- Number and type of community organizations belonged to, and frequency of attendance.
- Whether the respondent has a mutual arrangement with immediate neighbors for watching each other's homes when a family is away on vacation.
- Extent of knowledge of people living across the alley from respondent.

These factors, which all fit under the general rubric *community cohesiveness*, depend to a great extent upon the situational aspects of the respondent's life. Different answers would be anticipated for childless families and for those with children, for families with young children and for families with older children, for families in which both parents work and families in which only one parent works, for one-parent families and for two-parent families. Because of the small sample size, not all of these factors can be controlled for. However, the evaluator should be aware of these in the design of the questionnaire and the interpretation of the results.

4. Mode of entry in burglary. To determine the impact of the target-hardening aspect of the CPTED program in the Willard-Homewood Neighborhood, the method of entry for each burglary should be determined. Comparing the relative use of different methods of entry in burglary, before and after the target-hardening strategy was initiated, and controlling for the actual content of the target-hardening strategy will permit an evaluation of the effectiveness of this particular element.

5. Image of the Willard-Homewood neighborhood. Because the crime rate in the Willard-Homewood Neighborhood is not much different than the crime rate in the rest of Minneapolis (and the burglary rate is slightly lower), an evaluation that looks only at crime-related measures may not tell the whole story. The main problem in the Willard-Homewood Neighborhood may be that this particular community or area is looked down upon by other people in Minneapolis. If this is the case, another impact measure should be the reputation of the Willard-Homewood Neighborhood. If this is the case, can one find out how this started and why it did not start elsewhere? One method would be to talk to long-term residents (and former residents) of the Neighborhood, to find out from them why and when the area's reputation started to decline.

A survey should be taken citywide to determine the perceptions of Minneapolis residents related to the image of the Willard-Homewood Neighborhood and other areas in Minneapolis, and whether these images are changing for the better or the worse. It may well be that the mechanism whereby the Willard-Homewood community is improved is through image-building rather than through actual impact on crime. In other words, these projects may serve to announce to the community that Minneapolis is concerned with the crime in the Willard-Homewood Neighborhood and that it is attempting to do something about it. Changing real estate values would be a behavioral manifestation of this attitude toward the area's image; however, this would be a long-term measure for which no significant changes could be expected between now and March 1978.

E. Process Measures

Process evaluation is concerned with specifying the level of activity of the various project components. It essentially involves a well-documented description of the project activities, specification of the project recipients, specification of the time period involved, and specification of the project locale. . In the present project, the process evaluation will center mainly around efforts expended in the project. By this is meant a description of the degree of activity that takes place in the project. This is to be distinguished from performance, which is an evaluation of the results of that effort. Thus, the process evaluation will provide a comprehensive picture of whether the activities planned did occur and to what extent they occurred.

Given the previous discussion of the complexity of this project, it will be extremely difficult for an evaluator to separate out the impact of each of the components. Therefore, a complete process evaluation will not be possible in the current design. To determine how each project component effects the total impact, a complex research design (which is not practical in the current plan) would be needed.

The format for discussing process evaluation will be based on the strategies that are included in the Demonstration Design Plan. Each project element will have various measures associated with it, and these are listed below. It should be emphasized again that the data collection will be more difficult for this project than for a project involving only one agency. This will also create a need for much greater quality control

efforts in the evaluation. First, to ensure that the program elements are actually being implemented; and second, to ensure the integrity of the data.

In developing the design for the process evaluation, the planners have distinguished between two aspects -- level of effort, and logical relationship to the intended impact. The paragraphs below detail the data requirements for determining the level of effort associated with the various project elements. Paragraph 7.E.1 describes the data requirements for the unit scale strategies; Paragraph 7.E.2, the site and block scale strategies; and Paragraph 7.E.3, the neighborhood scale strategies. In addition, Paragraph 7.E.4 describes the means by which many of the project elements are expected to work together to produce a reduction in the extent of crime and of fear of crime, an increase in community cohesiveness, and an improvement in the image of the Willard-Homewood Neighborhood.

1. Unit scale strategies. The strategies proposed under the unit scale format consist of essentially three approaches: Physical, social, and law enforcement. Institutional strategies at the site/block and neighborhood scales will impact on the unit scale; however, more specification is needed before the data requirements can be enumerated (e.g., HRA standards, building code revisions).

a. Physical strategies.

(1) Target hardening. The target-hardening approach consists mainly of encouraging citizens to install better locks on doors and

windows so as to make it more difficult for burglars to enter the home. The target-hardening methodology entails conducting a survey of the household and indicating to the resident how home security could be improved. It is expected that these surveys will be conducted by a number of community groups and agencies such as block clubs, police, and housing authority personnel. The steps to assess the effort expended in the home security survey which accompanies the target hardening are as follows:

- Number and affiliation of individuals trained.
- Number of inspections attempted.
- Number of inspections actually made.
- Number and types of recommendations made during these inspections.
- Followup to document changes made by residents.

(2) Design features. The design feature strategy includes recommendations made by surveyors concerning porches, shrubbery, garages, and boarded-up buildings. The aim is to provide an unobstructed view of the property. Thus, it is hoped that increased surveillance will occur. Although it is not spelled out, it is assumed that the same individuals who conduct the home security survey will make design recommendations as well. Thus, all of the above data points apply to this design strategy approach.

b. Social strategy. This strategy focuses on changing the security practices of individuals and increasing awareness concerning security.

(1) Information dissemination. It is expected that block clubs will become involved in disseminating information concerning poor security practices and measures, and hardware that can be employed to reduce the frequency of burglaries. The same groups who participate in the security survey will probably provide this information as well. Some of the effort to be documented would include the following:

- Number of group presentations made.
- Number of individuals reached through group presentations.
- Production of a manual or guideline for security practices.
- Number of manuals distributed to homeowners.

c. Law enforcement. The law enforcement strategies essentially support the physical and social strategies described above. The only documentation of effort that would be needed is the contribution of law enforcement officers to the particular programs.

2. Site and block scale.

a. Physical.

(1) Building rehabilitation. It is expected that a number of agencies will be involved in providing funds and participating in rehabilitating structures in the Willard-Homewood Neighborhood. The following data should be obtained from each participating agency:

- Number of buildings rehabilitated (the plan projects some 220 homes in the first year of operation).

- Amount of money spent in rehabilitation.
- Number of rehabilitated structures used for neighborhood activities (e.g., service centers).
- Number of rehabilitated structures run by block clubs.
- Number of neighborhood youth employed in building rehabilitation.

(2) Site modification, on-site.

(a) Visual obstructions (fences, foliage, garages).

This strategy is an attempt to redesign the physical environment to permit a greater degree of surveillance. The assessment of the effort involved in these activities will be obtained from the following data:

- Amount of foliage reduced (observational).
- Degree of modification of the built environment, such as removing high fences or garages.

(b) Lighting yards. Since part of the strategy is to increase surveillance, residents will be encouraged to light their backyards. The process evaluation for this aspect will include:

- Number of residents to whom this recommendation was made.
- Degree to which homeowners actually implemented this recommendation and increased the lighting in their yards.

(c) The survey. The above recommendations will probably be made during the survey of the house. To evaluate the efforts involved in conducting the survey, the following data will be required:

- Number of yards surveyed from the time of the request for survey to the actual survey. The plan specifies a goal of no longer than a two-week delay.
- Number and type of recommendations made.
- Reinspection for compliance with recommendations.
- Observational judgment of the increase in amount of yard and alley actually able to be observed after recommendations are implemented.

(3) Alley modifications.

(a) Space definition and appearance (paving, curb-stone). The purpose of alley modification is to increase the sense of territoriality of the residents. To measure the efforts expended in alley modification, the following data points will be needed:

- Number and type of private property features relocated to conform to territorial design.
- Number of alleys repaved and/or provided with special entrances.
- Observational data concerning the cleanliness and surveillability of alleys.

(b) Surveillance obstacles and lighting. This strategy would include removing obstacles that reduce surveillance and increasing the lighting of alleys. The effort expended in this strategy can be assessed simply through:

- Number and types of obstacles removed.
- Change in lighting in alleys.

(c) Access control (gateway/signage). The strategy employed here is an attempt to increase territoriality and reduce the potential number of nonresidents who use the alley. This strategy would be assessed by:

- Number and types of signs established.
- Number and types of entryways established.
- If possible, an observational study of the number of nonresidents and residents using alleys at specified times before and after the implementation of the alley modification.

b. Social.

(1) Citizen surveillance. An aspect of the social strategy approach is to increase citizen surveillance of particular housing units. The plan proposed to accomplish this goal is the housesitting strategy. To evaluate the implementation of such a housesitting service, the following data points would be required:

- A community survey would need to be conducted to discover the need for service and the number of individuals who would serve as sitters.

- Number of persons recruited to serve for as sitters.
- Number of times these individuals sat.
- Number of hours these individuals sat.
- Documentation concerning any complaints about the strategy.
- Degree to which extra police time is afforded to particular houses participating in this strategy.

(2) Improve awareness/surveillance. Basically, this approach will be developed through educational campaigns conducted by community organizations, insurance agents, and the police. The effort expended in this strategy can be evaluated by the following:

- Number of agencies involved in education.
- Number of individuals involved in education.
- Number and types of educational materials produced.
- Number and type of individuals who receive materials developed in the program.

(3) Information dissemination of poor security practices (e.g., open garages). This approach will be developed through educational campaigns, as described under Paragraph (2) immediately above.

(4) Block watch program. The block watch program strategy is an attempt to increase surveillance on a block level through the use of

specific individuals trained in some aspects of the criminal justice system and surveillance. To assess the implementation level of this strategy, the following data elements would need to be collected by the participating agencies:

- Number of block watchers recruited.
- Number of block watchers trained.
- Number of hours of observation (the plan calls for scheduled observation periods).
- Number of calls to block watchers from residents.
- Number of calls from block watchers to police.
- Number of calls from the police to block watchers regarding their input.
- Change in attitudes of block watchers toward police.
- Change in attitude of police toward citizens.
- Number of group meetings about the block watch program.
- Number of residents attending the above group meetings.
- c. Law enforcement.

(1) Reinstated alleyway patrol. Previous efforts have been expended in police patrol of alleyways. The plan calls for reinstating periodic patrols by police. The effort expended in this program can be assessed by:

- Number of alleys patrolled.
- Number of hours patrolled.

3. Neighborhood Scale.

a. Physical.

(1) Street treatments to establish identity and control.

This strategy consists of construction of symbolic gateways in the Willard-Homewood Neighborhood. This includes such things as street signs, new landscaping, and textured sidewalks. The effort expended in this activity can be assessed through knowing:

- Number and type of gateways constructed.
- Awareness of residents of such newly constructed gateways.

(2) Physical features to generate activity. In an attempt to increase community cohesiveness and provide more street activity, the Demonstration Design Plan proposes to create new neighborhood recreation facilities. The effort expended to meet this goal can be established by knowing:

- Number and type of recreation facilities constructed.
- Awareness of residents of the new facilities.
- Degree and type of use of facilities.

(3) Improvements to nonresidential nodes. The Demonstration Design Plan calls for individual studies to identify a particular crime-environment problem with given land use. The following environments are to be studied:

- Schools.
- Social service centers.
- Parks.

b. Social.

(1) Focal point specific. Focal point specific strategies consist of the development of a community center and other recreational facilities. These strategies are discussed above in terms of physical features to generate activities [see Paragraph E.3.a.(2)].

(2) Nonfocal specific.

(a) Involvement in projects. The Demonstration Design Plan calls for the development and formation of a new community organization to participate actively in the Residential Demonstration project. The effort involved in such activities can be assessed using the following data elements:

- Number of members of the organization.
- Activities of the organization.
- Degree and type of participation of organization in CPTED planning.

(b) Formation of a not-for-profit corporation for employment (useful services exchange). This organization is to provide employment for youth in the area. Specifically, it is hoped that the youth could be trained to work on the Residential Demonstration implementation. This activity can be assessed from the following data:

- Number of Neighborhood youths employed.
- Degree of training of such youths.

(3) Psychological pursuit of neighborhood identity and cohesion. The Demonstration Design Plan calls for essentially two activities to promote this goal.

(a) Establishment of co-ops. It is planned to establish a number of co-ops in the area to provide more interaction between residents. The effort expended in this area can be assessed through:

- Number and types of co-ops established.
- Number of members.
- Activity level of co-ops.

(b) Block club crime prevention activities. It is planned that block clubs will be active in the Residential Demonstration implementation. In particular, it is expected that they will hold community block meetings regarding the various aspects of the project. The block club involvement can be assessed through:

- Number of crime prevention meetings held.
- Number of residents attending such meetings.
- c. Law enforcement.

(1) Police/community relations. Police and community relations activities at the neighborhood scale will need to be presented in greater detail to establish process evaluation.

d. Institutional.

(1) Support/interaction of social agencies in community cohesion and juvenile project. Some of the institutional strategies considered in the Demonstration Design Plan involve activities, the establishment of which is in itself a process goal:

- Establishment of a family therapy outreach project.
- Establishment of a juvenile advocate project.
- Establishment of police/social work project.
- Police training in crisis intervention.

4. Process logic. Understanding the logic of how a project is expected to work is of great assistance in the development of the process evaluation plan. Two examples of process logic are included, for evaluating project elements relating to abandoned housing and to alley modification. In addition, the coordinated effect of other project elements is described.

It should be noted that the process logic is based upon present expectations of project operation. In addition, not all potential effects are included. However, these logical diagrams serve as useful starting points for developing the evaluation plan.

(a) Abandoned housing. Figure 7-4 depicts the evaluation planners' assumptions about the way the various project elements are expected to work together to produce the intended effects. The diagram highlights the strategy for improving abandoned houses, and how other strategies affect the main thrust of this strategy.

Abandoned houses will either be converted to public use or private use. If they are converted to public use, they will become tot-lots, gardens, or neighborhood centers. During the conversion, it is anticipated that Neighborhood youths will be hired to assist in the demolition and construction. By teaching them trades, it is anticipated that they

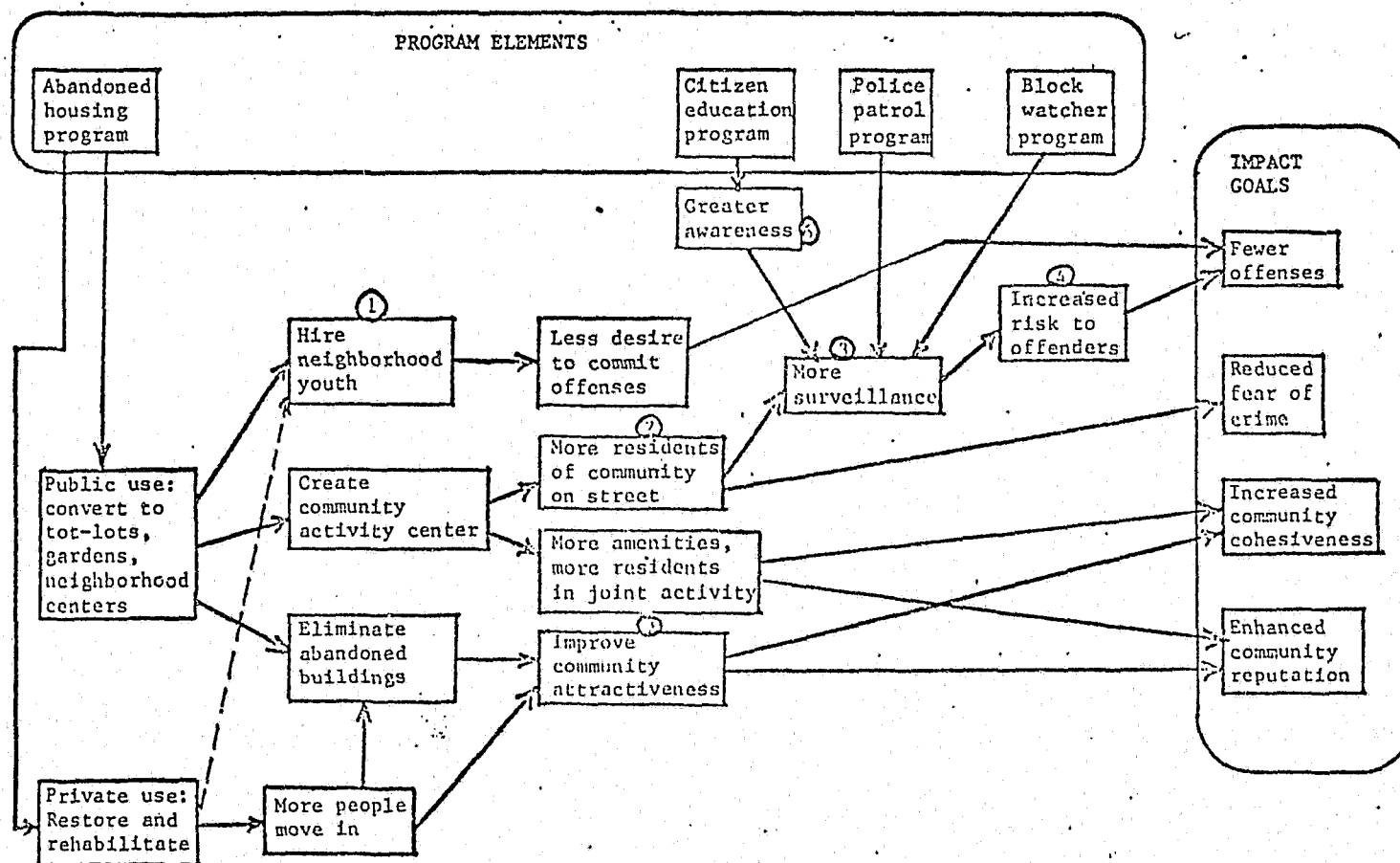


Figure 7-4. Abandoned Housing Program Logic

will have increased self-esteem and a diminished desire to commit anti-social acts. As a consequence, fewer offenses will be committed by these youths. Point 1 in the diagram is a measurement point. It should be determined to what extent the Neighborhood youths are hired and whether those Neighborhood youths who are hired are past or potential offenders.

Conversion to public use will also create increased pedestrian traffic and community interaction. One consequence of this will be that more people in the Neighborhood are using the streets, walking to and from these community centers. This should improve the amount of surveillance in the Neighborhood. Increased surveillance should create greater risks for potential offenders who, therefore, commit fewer offenses. The increased surveillance should also serve to decrease the fear of crime in the Neighborhood. Creating these centers for community activity should also create community cohesiveness, by providing more community amenities to improve the reputation of the Willard-Homewood Neighborhood.

Point 2 is another measurement point. It may be possible to observe whether there is an increase in the number of people who are in the streets in the Willard-Homewood Neighborhood. If it is not possible to obtain this information through observation, it may be necessary to use a survey to determine people's perceptions of the extent to which they use the streets before and after the strategy was implemented.

Measuring the extent of surveillance (point 3) and whether it increased as the result of various strategies is not a simple task. First, surveillance implies not only having more people around to view potential incidents, it implies that they will correctly identify criminal incidents

and report them to the appropriate authorities.

Even if surveillance were to be improved, the extent to which the offender risk is increased (point 4) cannot be ascertained. If, as is the case in many other cities, juveniles who are apprehended are not punished, the increased risk of detection may lead to no increased risk of punishment.

By eliminating abandoned buildings, the attractiveness of the Willard-Homewood Neighborhood is enhanced. This should reduce fear, increase cohesiveness, and improve the reputation of the Neighborhood. The attractiveness of the community in terms of its enhanced reputation can be measured (point 5) using a citywide survey as described elsewhere. Converting the abandoned houses to private uses will increase the number of people in the community, eliminate abandoned buildings, and improve the attractiveness of the community.

As can be seen from this diagram, surveillance is the focus on many of the project elements. Educational projects are expected to give the residents of the Willard-Homewood area greater awareness of the crime problem in their immediate neighborhoods and more information about what to do if they see something unusual. In addition, block watchers and police strategies are also expected to increase the amount of surveillance in the Willard-Homewood Neighborhood. The effectiveness of the educational programs can be measured (point 6), by determining the residents' extent of awareness of crime in the Willard-Homewood Neighborhood and what to do about it, before and after the educational program has been implemented.

(b) Alley modification. Figure 7-5 depicts the assumptions describing how alley modifications are expected to reduce crime in the Willard-Homewood Neighborhood. By improving the visibility within the alleys, it is anticipated that there will be more surveillance opportunities. In addition, making the alleys easier to use and more attractive to use will result in more people using the alleys. This, in turn, will produce increased surveillance and, as before, the synergism with other programs intended to increase and improve surveillance should produce situations in which the risk to offenders is increased, so that they commit fewer offenses. Measurement opportunities with respect to this strategy include determining whether the visibility of houses from the alley is indeed increased, whether the alleys are actually easier to use, and whether more people use the alleys more frequently.

F. Summary of Data Requirements

This section summarizes the types of data needed in the evaluation of the Residential Demonstration. The details of the various data elements will not be repeated here; they are described in previous sections of this chapter.

1. Survey. A survey should be conducted in the Willard-Homewood Neighborhood and in the control area. It should include the following components in both pretest and posttest surveys in addition to the usual demographic data:

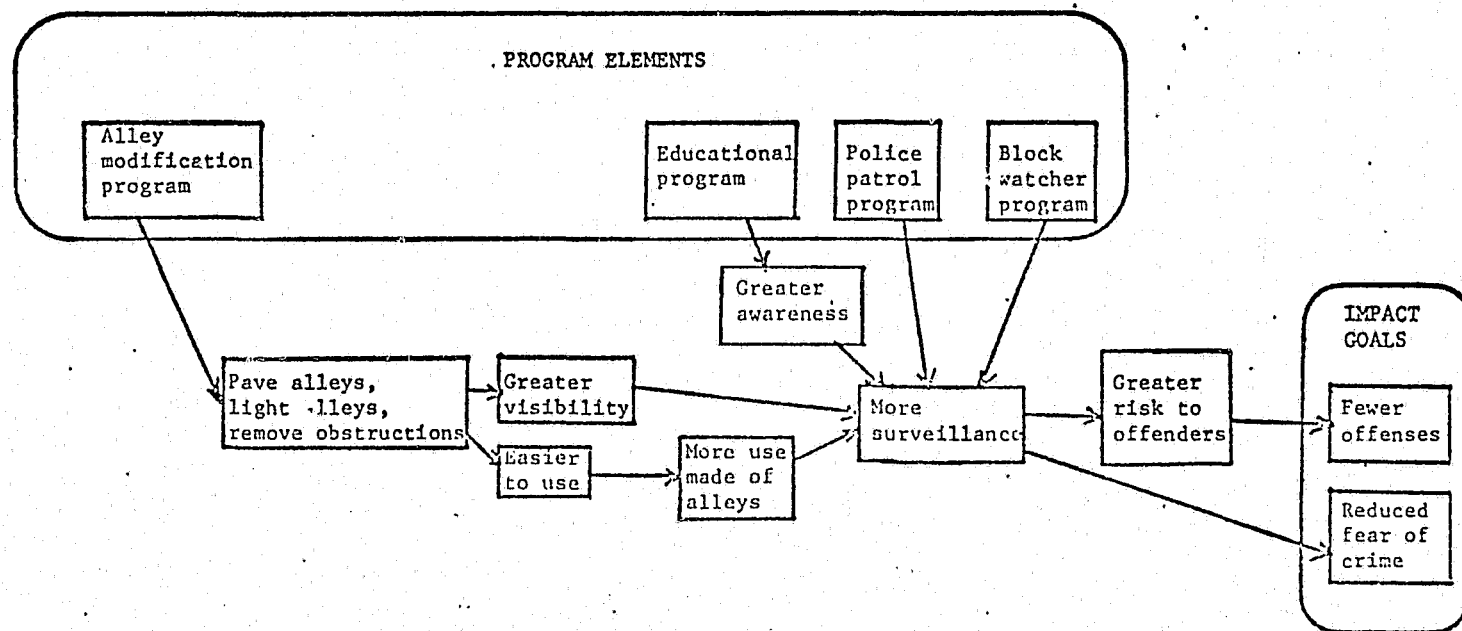


Figure 7-5. Alley Modification Strategy Logic

- Victimization -- burglary and a control crime.
- Fear of and concern about crime.
- Community cohesiveness.
- Community reputation and image.
- Needs assessment -- to determine the need for various project elements in both experimental and control areas.

The following information should be obtained from respondents in the Willard-Homewood Neighborhood during pretest and posttest:

- Level of participation -- to compare self-reports with level of activity reported by the community organizations.
- Awareness and opinions of projects introduced into the Willard-Homewood Neighborhood.
- Other intervening variables -- sense of territoriality.
- Sense of neighborhood identity, perceptions of surveillance.

In addition, a survey should be conducted throughout Minneapolis to determine (pretest and posttest) the relative reputation and image of different areas of the city, including the Willard-Homewood Neighborhood.

2. Data from organizations involved in CPTED.

a. Police. The police will be asked to furnish the following data:

- Burglaries in the Willard-Homewood Neighborhood -- number, address, method of entry.
- Burglaries in control area -- number, method of entry.
- Control crime -- number in the Willard-Homewood Neighborhood and in the control area.
- Project data -- nature and extent of participation in CPTED and related projects in the experimental and control areas.

b. Other agencies and organizations. Potential CPTED participants will be asked to provide the evaluators with data related to the nature and extent of their participation in CPTED and related projects. The evaluators should assist these organizations in the development of forms to capture the necessary data.

3. Other data sources.

a. Observation. Direct observation of the Willard-Homewood site by the evaluation team will be needed. In particular, the team should visit the experimental area at the various times of the day and in different seasons to inspect both the streets and the alleys. The team should develop observational forms that indicate such factors as obstructions to surveillance, and the number of individuals using streets and alleys.

b. Individual interviews. Individual interviews should be developed to assess the attitudes, opinions, and perceptions of key individuals in the Willard-Homewood Neighborhood. This source of qualitative data is extremely important. Interviews should be conducted with community leaders, church group leaders, police officers, and others who are seen as important to the success of the CPTED Residential Demonstration projects.

As part of the CPTED evaluation, it would also be enlightening to interview apprehended burglars. This should be done prior to and after the implementation of the CPTED strategies. Since the CPTED project assumes that its activities will generate a deterrent effect, it is important to determine if this group of individuals is aware of the project and to determine how they assess the project. This sample of already apprehended burglars would indeed be a biased sample, but no other reasonable alternative appears to be available.

c. Staged suspicious incidents. An additional source of evaluative data that should be considered can be obtained through staging suspicious incidents. For example, a youth could be hired to walk down the alleys carrying a portable television. If the CPTED project has increased residents' sense of territoriality, surveillance, and reporting to the police, then it would be expected that residents would report the incident to the police more frequently after the project has been implemented. It is anticipated, that with police cooperation, there should be no difficulty or danger in conducting this behavioral test of the project's effectiveness.

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APPENDIX A

The Environmental Setting of the
Willard-Homewood Neighborhood

A. Introduction

The Willard-Homewood Neighborhood is a residential area situated in the Near North Community of Minneapolis, Minnesota. The Demonstration site (consisting of Census Tracts 20, 27, and 28) is bounded on the north by 26th Avenue, on the west by Xerxes Avenue, on the south by Plymouth Avenue, and on the east by Penn Avenue and Girard Avenue. The area contains approximately 140 blocks, covers over 427 acres, and contains approximately 2884 parcels of land. Figures A-1 through A-3 illustrate land use on the boundaries.

Although now part of the Willard-Homewood Rehabilitation Area, the Neighborhood was originally established as a well-to-do Jewish community. The quality of the homes in the area attests to the fact that the original residents had incomes that were probably above average. Approximately 15 years ago, there was an influx of minorities into the study area and an emigration of whites.

The 1960 census reported that less than 2 percent of the population were minorities, while the 1970 census reported an increase to 35 percent. Blacks presently represent approximately 33 percent of the total population. In the opinion of the City staff familiar with the area, the minority population mix has stabilized. Although the area needs physical improvement, it has the potential physical qualities for a highly attractive inner-city area. The area is predominantly occupied by moderate-income families who own their single-family residences. Family size is slightly higher than the city

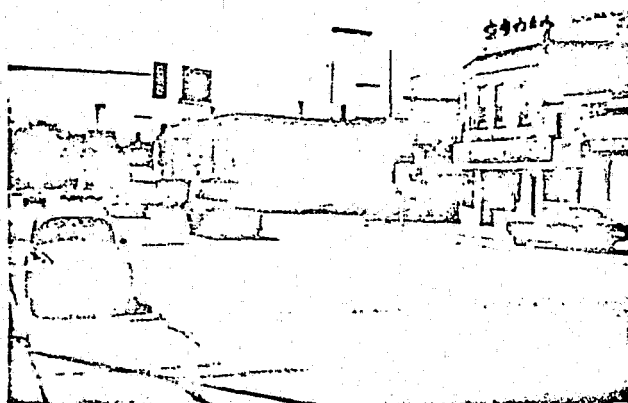
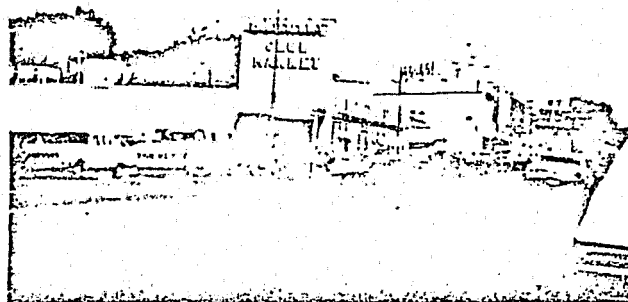
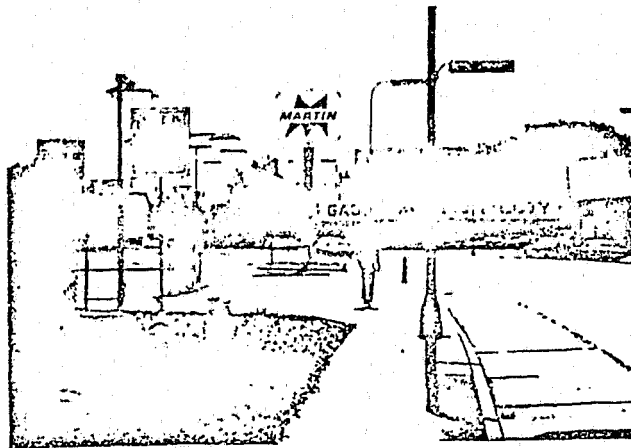


Figure A-1. Northeast Boundary

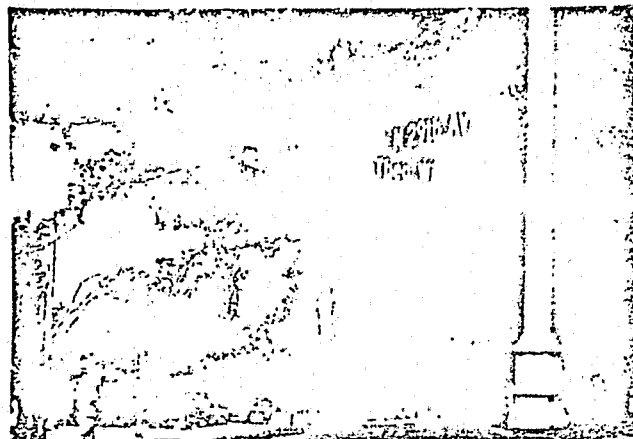


Figure A-2. Northwest Boundary

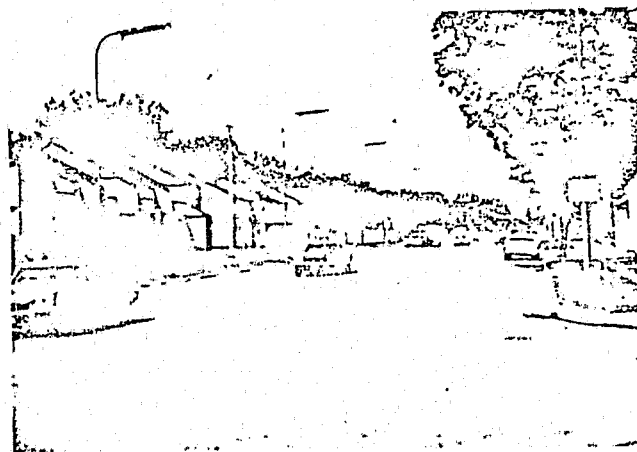
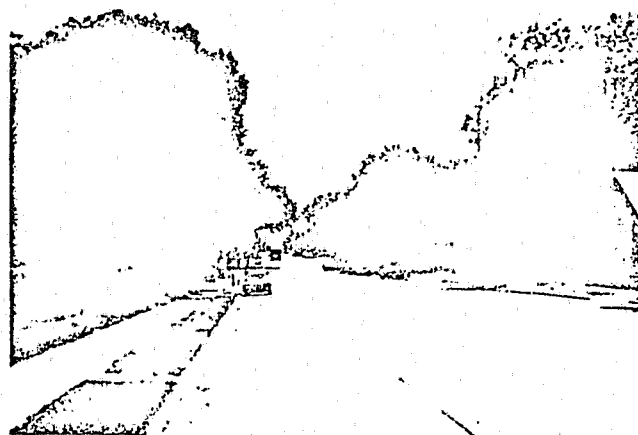


Figure A-3. Southern Boundary

average and there is a young population.

The background information presented herein has been developed from a variety of sources, since no uniform data base is readily available.

Members of the CPTED Consortium met with City officials and with members of the Governor's Commission on Crime Prevention and Control to gain background information on the Willard-Homewood Neighborhood and to determine programs or projects that could prove beneficial to the CPTED Residential Demonstration project in the Neighborhood. In addition, meetings were held with citizen groups and individuals in the Neighborhood to determine citizen perceptions regarding crime and its causes in the area. Key persons in the Neighborhood, such as community leaders, were also interviewed for more detailed information. Interviews were also conducted with representatives of the Police Department for the purpose of gathering law enforcement information. Finally, environmental information and census data from City files were utilized.

B. Population Characteristics

Minneapolis has shown a steady loss of total population between 1950 and 1970 because of a large out-migration of middle-income families. Although numerous factors (such as freeway construction, changing land use, declining family size, and available housing) contributed to this out-migration, it is probable that crime and the fear of crime were contributing factors.

According to census figures, Minneapolis experienced a net out-migration of more than 48,000 persons in the 1960-70 decade -- a 10-percent decline in population. The most severe losses in population occurred around the Central Business District and impacted the inner-ring residential areas at a higher rate than the total city. The Near North Community (in which the Willard-Homewood Neighborhood is located) had a net out-migration of over 7,000 persons for a percentage decline of 13 percent. Although the net decline in Willard-Homewood was less (3-percent decline), there was a substantial shift in the population characteristics of the area.

The total population shift was even more dramatic. According to research compiled by the Minneapolis Planning and Development Department, the total out-migration exceeded 200,000 persons from the 1960 to the 1970 Census. These were offset by an in-migration of approximately 150,000 new residents. These population changes are shown in the following tabulation of data from the 1970 Census:

	<u>1970</u>	<u>1960</u>	<u>Percent Change</u>	<u>Total Change</u>
City of Minneapolis	434,400	482,870	-10.0	48,470
Near North Community	47,606	54,737	-13.0	7,131

These population movements have serious implications for the overall stability of an urban area. The net loss of population constitutes a declining resource base that impacts the overall quality of life. Typically, the larger share of out-migration is from middle-income groups. This leaves a city with an upper and lower income

population base with a myriad of socioeconomic implications. Finally, the constant shifting of population, especially within a given community, makes it difficult to achieve the social and community cohesion necessary to stable urban life. In summary, unless some degree of neighborhood stability can be achieved, the Nation's inner-ring residential areas will increasingly become areas of strangers and more prone to social problems such as crime and the fear of crime.

Despite the extensive population shifts of the total city, the Willard-Homewood Neighborhood has remained fairly stable. This area's population decreased by 3 percent (from 9116 to 8806 persons) in the 1960-70 period. While the total population of the Willard-Homewood Neighborhood remained fairly constant over this decade, a dramatic change in its racial composition took place. While the percentage of blacks increased from 1.4 percent of the population to 1.8 percent in the Standard Metropolitan Statistical Area (SMSA), the percentage of blacks in the Willard-Homewood study area increased from 1.4 to 32.8 percent. Minneapolis showed an increase in its black population of only 2 percent during this period, reaching a level of 4.4 percent by 1970. Obviously, the major influx of blacks took place simultaneously with an exodus of approximately the same number of whites. Thus, these data tend to confirm the reported substantial population shift in the Willard-Homewood Neighborhood during the decade.

A significant change in the age of the population also occurred between 1960 and 1970. The neighborhood showed about a 10-percent

increase in the population below 19 years of age, as well as a 10 percent decrease in the number of people over 55 years old. These data are presented in detail in Table A-1, which also lists minority population shifts.

The educational attainment of Willard-Homewood Neighborhood residents generally increased in parallel with the population of Minneapolis and the SMSA, yet it is evident that the residents of both the remainder of the city and the SMSA have a substantially higher level of educational attainment than those living in the study area. Employment figures, which generally reflect the educational level, indicate that the Neighborhood has fewer professionals and more blue collar workers than either the city or the SMSA. While the median income in the study area was \$8,317 in 1970, the figure was \$9,960 for Minneapolis, and \$11,682 for the SMSA.

The 1975 property management records provide more recent data on population characteristics. Although this information is not directly comparable to census data, it does offer some insights into trends. This information included the following:

- There was not a significant concentration of senior citizens in the study area. Tax records indicate only 415 records of persons claiming exemption for senior citizen status, as shown in the following tabulation.

TABLE A-1

Population Characteristics of the Willard-Homewood Neighborhood, Minneapolis,
and the Standard Metropolitan Statistical Area

POPULATION CHARACTERISTICS OF STUDY AREA

	Study Area				Minneapolis				SMSA			
	1960		1970		1960		1970		1960		1970	
Population												
All	9,116	100.0	8,806	100.0	482,872	100.0	434,400	100.0	1,482,030	100.0	1,813,647	100.0
White	8,947	98.1	5,676	64.5	467,278	96.8	406,414	93.6	1,454,626	98.2	1,763,769	97.2
Negro	128	1.4	2,888	32.8	11,785	2.4	19,005	4.4	20,702	1.4	32,118	1.8
Spanish Language	NA	NA	120	1.4	NA	NA	3,940	0.9	NA	NA	16,684	0.9
Spanish Mother Tongue	NA	NA	85	1.0	NA	NA	2,611	0.6	NA	NA	10,209	0.6
Puerto Ricans	--	--	--	--	131	0.02	131	0.03	317	0.02	466	0.02
Age												
Less Than 5 Years	927	10.2	987	11.2	45,883	9.5	32,294	7.4	189,482	12.8	169,200	9.3
5-9	835	9.2	1,087	12.3	38,316	7.9	32,052	7.4	163,263	11.0	194,579	10.7
10-14	793	8.7	986	11.2	34,605	7.1	31,869	7.3	130,707	8.8	191,735	10.6
15-19	717	7.9	843	9.6	36,292	7.5	39,646	9.1	101,437	6.8	167,978	9.3
20-24	583	6.4	724	8.2	41,604	8.6	53,851	12.4	97,116	6.6	162,069	8.9
25-34	920	10.1	1,181	13.4	55,373	11.5	53,834	12.4	195,661	13.2	252,633	13.9
35-44	934	10.2	784	8.9	54,533	11.3	35,933	8.3	188,522	12.7	196,926	10.8
45-54	1,207	13.2	748	8.5	56,998	11.8	44,511	10.2	154,080	10.4	183,178	10.1
55-59	547	6.0	357	4.1	27,864	5.8	22,901	5.3	66,175	4.5	74,029	4.1
60-64	523	5.7	294	3.3	26,605	5.5	22,249	5.1	59,551	4.0	62,977	3.5
65-74	777	8.5	515	5.9	43,281	9.0	37,622	8.7	91,628	6.2	93,721	5.2
Greater Than or Equal to 75 Years	353	3.9	300	3.4	21,519	4.5	27,639	6.4	44,408	3.0	64,622	3.6
Total	9,116	100.0	8,806	100.0	482,873	100.0	434,400	100.0	1,482,030	100.0	1,813,647	100.0
Females	4,730	51.9	4,586	52.1	257,231	53.3	235,555	54.2	764,961	51.6	939,399	51.8
Length of Residence at Least 5 Years	4,637	54	3,329	43	216,117	49	197,736	49	620,031	48	862,805	52
Total	8,579		7,809		436,985		402,348		1,292,541		1,644,834	

<u>Area</u>	<u>Number</u>	<u>Percent of City</u>
Demonstration Area	415	1.2
Near North Community	3,055	8.4
City	36,215	100.0

- Those elderly persons who reside in the Willard-Homewood Neighborhood tend to have a lower income than the rest of the city. This is consistent with the income profile of all residents; the study area incomes are slightly below those of the city and the Near North Community.
- The mean family size in the Willard-Homewood Neighborhood tends to be larger than those reported for the Near North Community and the city as a whole. This may indicate that this area offers housing opportunities for larger families who, if provided environmental security, would add to the overall stability of the community. The following tabulation lists family size characteristics (from 1973 data):

<u>Census Tract</u>	<u>Mean Family Size</u>
20	2.05-2.17
27	2.18-2.52
28	2.18-2.52
City	1.94
Near North Community	2.10

- Family size records also suggest that both the Near North Community and the Willard-Homewood Neighborhood have a higher percentage of larger families. For example, over 25 percent of the families in the Near North Community had family sizes of 3.0 persons or larger. This contrasts with the city breakdown of only 21 percent in this category.

C. Housing Characteristics

Housing characteristics indicate that the Willard-Homewood Neighborhood is beginning to achieve some community stability. Although the area has considerable housing problems (as evidenced by the rehabilitation program), recent data offer hope that some of the negative conditions are being overcome. One of the guidelines for the selection of a Residential Demonstration site was a neighborhood that was typical of inner-ring housing conditions but which was in a positive transition to a stable neighborhood. The available data offer evidence that the Willard-Homewood Neighborhood is acceptable

under this selection criterion.

Specific housing statistics are not presently available for the Willard-Homewood Neighborhood Demonstration area. However, the Minneapolis Planning and Development Department has compiled some statistics as part of their property management system. This information is compiled by Census Tracts and provides insight into housing characteristics. The following information for Census Tracts 20, 27 and 28 (the demonstration area) has been compiled from the 1974 report, Minneapolis Population, Housing and Land-Use Profiles.

- There are approximately 2775 dwelling units in the Willard-Homewood Neighborhood Demonstration area. The majority of these housing units were owner-occupied in 1974. The number of homesteaded* structures averaged between 300 and 600 for each of the Census Tracts in the Demonstration area.
- The housing stock is predominantly comprised of single-family structures. Of the total housing units, approximately 62 percent are single-family and 23 percent are duplex

*Homesteader status is an indicator of renter-vs-owner status.

Homestead status allows a tax exemption for properties resided in by owners.

structures. Garden-type or walk-up apartments comprise the remaining percentages. The western portions of the Demonstration area (Census Tracts 20 and 27) are almost exclusively single-family structures. These characteristics are not surprising when one considers that more than 80 percent of the housing structures in about half of Minneapolis are single-family. (Typical housing units are illustrated in Figure A-4.)

- A large percentage of the housing stock is more than 50 years old. The housing age reflects the need for the extensive rehabilitation program, which is underway by the Housing and Redevelopment Authority. The following tabulation lists the percentage of single-family units 50 years or older (from 1974 data):

<u>Census Tract</u>	<u>Percentage</u>
20	45-69
27	45-69
28	85-94

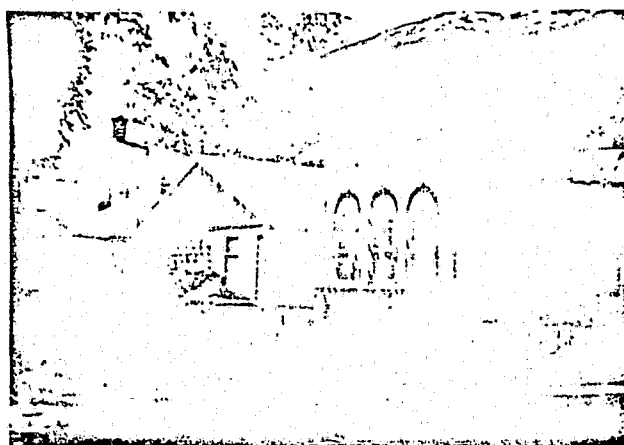
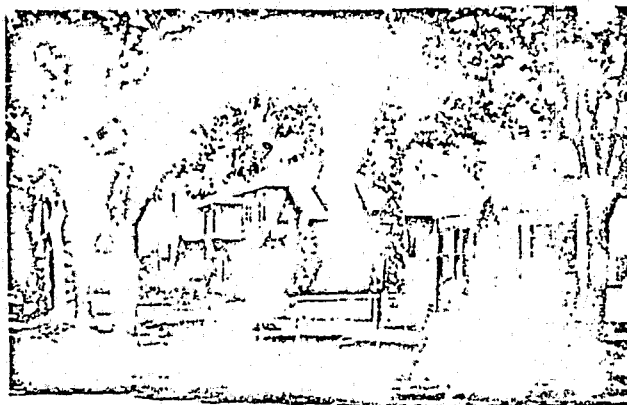


Figure A-4. Typical Housing Units

- 6 Although many of the single-family homes in the Demonstration area are in need of either minor repairs or rehabilitation, the area does not have extensive housing condition problems. Less than 20 percent of the total housing structures have been classified as fair condition (i.e., considerable deferred maintenance with permanent damage to structure items beginning to show) or poor condition (considerable damage to major structural items with house still habitable but beyond present occupant's capability to restore.) The latter category represents less than 2 percent of the total structures. The following tabulation identifies the ranges in which the substandard conditions of one-unit structures fall:

<u>Census Tract</u>	<u>Fair Condition</u>	<u>Poor Condition</u>
20	80-119	5-9
27	80-119	5-9
28	40-79	5-9

Upgrading of housing quality is distinctly possible in the area.

- Owner-occupied housing values suffered a moderate decline in the 1960-70 period. Census data reveal that the Willard-Homewood Neighborhood declined between 5 and 19.9 percent in value in the 10-year period. Housing value can be indicative of community stability, as evidenced by the Northeast Community in Minneapolis. In this area, despite evidence of above-average structural age and environmental problems, housing values have remained stable.
- Average sales prices of homes in the Willard-Homewood Neighborhood were also below the surrounding areas in 1975. However, the Near North Community is bounded on the west by a suburban community and on the south by one of the highest housing value areas of the City (Cedar Isles-Loring). The housing vacancy rate for the first quarter of 1975 is shown in the following tabulation:

<u>Census Tract</u>	<u>Percent Vacancy Rate</u>
20	2.5 to 4.9
27	5.0 to 9.9
28	over 10
City	3.5
Near North Community	5.8

- Census Tracts 27 and 28 were characterized by a large number of vacant units in the first quarter of 1975. Estimates were that vacancies in this area were in the range of 53 to 246 units. Census Tract 20 (12-26 vacant units) was not so dramatic in terms of the vacant units.
- The Willard-Homewood Neighborhood's turnover was not excessive in 1975. Residential turnover data reflect general residential stability and may provide a measure of sense of community. It is interesting to contrast the housing turnover rates of 1975 with some of the community indices that are based on the 1970 Census data. The Census data can be interpreted as indicating instability in Willard-Homewood, while the more recent data offer evidence that stability is being achieved within the Demonstration area. The following tabulation lists housing turnovers

in 1975:

<u>Census Tract</u>	<u>Percent Turnover Rate</u>
20	1.5 to 2.9
27	3.0 to 4.4
28	3.0 to 4.4
City	3.1
Near North Community	3.2

- The City has also devised an overall rating of area and neighborhood conditions. The area rating includes such factors as socioeconomic, physical considerations, area amenities, residential stability, housing quality, schools and transportation facilities. These ratings are organized into seven levels, with the fourth being the average city environment. The Willard-Homewood Neighborhood is considered below the average environmental quality of the overall city.

<u>Census Tract</u>	<u>Area Rating</u>
20	5
27	6
28	6

D. Existing Land Use

Figure 4-3 illustrates the existing land use patterns of the Willard-Homewood Neighborhood Residential Demonstration area. The area is primarily characterized by single-family residential development, with a small cluster of apartments on Golden Valley Road (between Penn and Vincent Avenues) and scattered duplex dwellings. North Commons Park and North High School are major land uses located in the eastern portion of the neighborhood, between Golden Valley Road and Plymouth Avenue.

There is a strip commercial area located along Plymouth Avenue, with new commercial development underway in the location. Smaller commercial concentrations are found at Penn Avenue and Golden Valley Road, at West Broadway, and along Girard Avenue. There are a number of boarded-up commercial establishments, and all of the commercial areas would benefit from revitalization. The photographs in Figure A-5 illustrate the nonresidential development character of the Neighborhood. Although there are numerous boarded-up buildings and residences in need of rehabilitation, they are not concentrated in any single location.

The circulation system of the area is based upon the gridiron plan, which provides for easy penetration of traffic into and through the Neighborhood. The major traffic carrying streets are West Broadway, Penn Avenue South, Golden Valley Road, Plymouth Avenue, and Glenwood Camden Parkway. Of these, the most important traffic

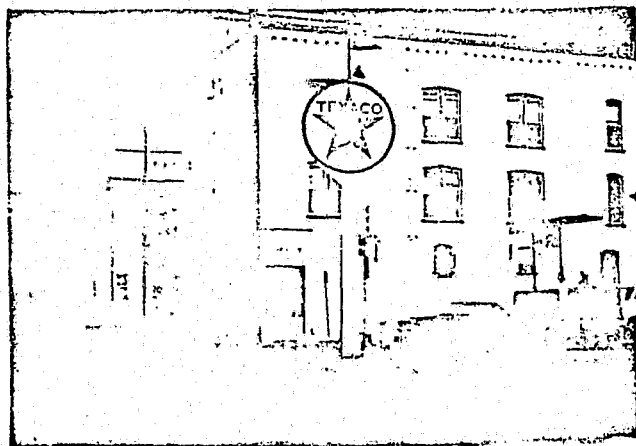
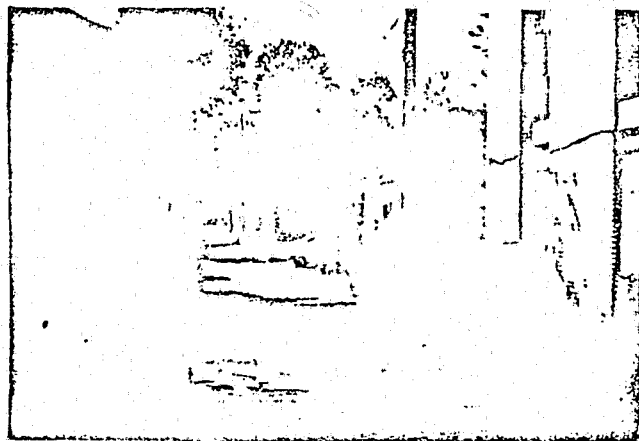
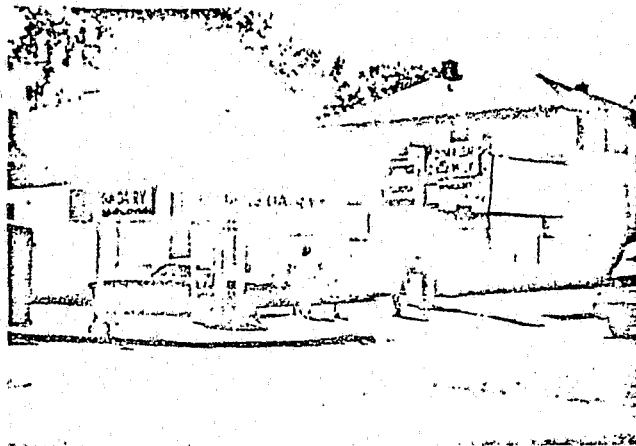


Figure A-5. Nonresidential Land Uses

carrier is West Broadway, which had a daily traffic volume of over 24,000 vehicles in 1973. (The other high-volume streets listed above carried between 5,000 and 8,000 vehicles per day). Alleys also constitute a significant element in the circulation system.

At present, the Willard-Homewood Neighborhood is served by seven regular bus routes and one express route. The majority of these routes are located on West Broadway. Other routes are located on Golden Valley Road, Plymouth Avenue, and Penn Avenue. Based on an evaluation of route accessibility, the Neighborhood is fairly well serviced. Very few of the blocks within the study area are more than 1,000 feet from a bus route. However, the scheduling and destination of these routes vary; therefore, the convenience of each route from each block also fluctuates.

E. Community Facilities

Community facilities include public services such as police and fire protection, schools, libraries, parks and recreation, and neighborhood facilities. Since the location, adequacy, and quality of such facilities have an important impact on the environmental quality of any given area and are amenable to CPTED concepts, they are important considerations in the Demonstration area. The following profile was derived from the 1975 report, Minneapolis Community Facilities and Proposed Capital Improvements, prepared by the Minneapolis Planning and Development Department. Although the majority of these facilities are adequate in terms of the respective service standards, they do

not appear to incorporate security considerations.

1. Fire and police protection. The Willard-Homewood Neighborhood presently is served by Engine Company 16 (located at 1600 Glenwood Avenue) and Engine Company 14 (1704 33rd Avenue). Neither fire company is within the Demonstration area. The City anticipates the relocation of Engine Company 4 to the edge of the Demonstration area in 1980.

Police protection is provided by Precinct Station 4, which is located at 2400 West Broadway. The station is located in a converted retail building, and some discussions have been held regarding its relocation closer to the north business district near Lyndale Avenue and Broadway.

In the event of relocation of either fire or police facilities, consideration could be given to the goals of community stability. For example, these facilities could provide the nucleus for a revitalized commercial area within the Near North Community.

2. Library services. Minneapolis has a well-established network of community libraries. The Sumner Library (611 Emerson Avenue North) and North Library (1834 Emerson Avenue North) are in close proximity to Willard-Homewood. Both facilities are old. If they were to be replaced, they also could become part of the CPTED thrust by providing stimulus for rehabilitation and community stability.

3. Parks and recreation facilities. Minneapolis has one of the finest park systems in the Nation, and the Willard-Homewood area is

served by two major facilities -- North Commons Park and Theodore Worth Park.

The 444-acre Theodore Worth Park on the western boundary of the study area contains such facilities as golf courses, picnic areas, tennis courts, and regional recreation facilities. Access to the park is somewhat restricted by the Great Northern Railroad tracks, which run between the park and the study area.

The North Commons Park is within the study area and includes such facilities as a swimming pool and ball diamonds. This facility is also considered a neighborhood facility with participation by the YWCA. The Xerxes Parkway also is located on the western border of the Demonstration area. While these facilities provide recreational opportunities, they also draw strangers through the neighborhood which could provide security problems or fear on the part of residents.

There are very few neighborhood scale play facilities (playgrounds, tot-lots, etc.) scattered through the Willard-Homewood Neighborhood. There are several converted residences that serve as recreation centers. The 1976-80 Capital Improvement Program has no major proposals for the Willard-Homewood Neighborhood, but a number of improvements, with unspecified locations, could possibly be diverted to the area. These include: Wading pools, a new park and recreation center, outdoor music facility, swimming pool, and ice rinks.

4. Public schools. The Willard-Homewood Neighborhood is served by three elementary schools, a junior high school, and the new North

High School. Lowell Elementary School is not included in the 1975-76 proposed school system. The new North Star School, which is part of the Expanded Community School Program, will supplant Lowell and Hawthorne Elementary. The Community School Concept will provide space for community activities as well as education.

Both the elementary and junior high facilities are operating under capacity. North High was slightly over capacity in 1975. This indicates a higher percentage of older teenage children in the community. The following tabulation shows the 1975 school enrollments in the Neighborhood:

<u>School</u>	<u>Capacity</u>	<u>Enrollment</u>	<u>Site Size (Acres)</u>
Willard Elementary	850	584	5.8
Lincoln Elementary	896	584	6.3
North High	1,896	1,942	35.1
Franklin Junior High	856	550	8.5

5. Community and social services. The Willard-Homewood Neighborhood has a wide range of human services, social agencies, and community-oriented organizations. These activities, which are sponsored by both public and private institutions, provide an extensive social service delivery system that may be supportive of the CPTED Demonstration effort. Education, youth counseling, community betterment, elderly day care, drug abuse, legal and financial assistance, transportation, correctional probation counseling, and housing are just a few of the social services provided. These agencies include:

Agency

General Services

Pilot City Regional Center

A broad range of neighborhood services including health, education, housing, legal, financial, budget counseling, transportation, adult programs, and civil rights.

Minneapolis Urban League

Social services and community betterment.

Willard Increasing Progress on the Go (WIPOG)

Education, block clubs, neighborhood involvement, and community betterment.

Jerry Gamble Boys Club, Minneapolis Boys Club, North Minneapolis Youth Diversion Program, Plymouth Christian Youth Center, Hospitality House, World Citizens, Inc., Unity Alternative School, and various churches.

Youth services, counseling, and guidance.

Northside Agencies, Inc.

Community betterment.

Minority Business Campaign

Economic Development.

United Seniors, Inc., Northside Senior Citizens Program, and public agencies.

Services for elderly.

True American Native Students

Group services.

Metro Cultural Arts Center, Inc., and Urban Arts Program

Cultural.

In addition to the above groups, there are numerous other institutions who provide specialized services such as day care, drug counseling, group homes, and services to specialized groups.

APPENDIX B

Basis for Preliminary Cost Estimates

BASIS FOR PRELIMINARY COST ESTIMATES

Section E of Chapter 6 presents preliminary cost estimates for implementing the CPTED Demonstration Plan in the Willard-Homewood Neighborhood. As noted, these estimates are preliminary and subject to change during the final design of the various strategies. The basis and assumptions that governed the preliminary cost estimates are summarized in this appendix to provide guidelines for more precise cost estimates.

A. Target-Hardening Strategy

The participatory target-hardening strategy consists of nine components.

- Preliminary Guidelines -- Personnel costs for research and field inspections to develop preliminary guides: 20 person-days at \$100 to 150 per day; total, \$2000 to \$3000.
- Preparation of Survey Forms and Procedures -- Personnel costs for research and preparation: 10 person-days at \$100 to 150 per day; total, \$1000 to 1500.
- Training of Inspection Team -- Personnel costs for recruitment, personnel training, supervision, and training materials: 20 person-days at \$100 to 150 per day; total, \$2000 to \$3000.

- Target-Hardening Surveys -- Personnel costs for field surveys: Assume 100 units at \$75 average cost per unit; total \$7500.
- Target-Hardening Plans -- Personnel costs for developing plans, sketches, specifications, and resident counseling: Assume 100 units at \$50 average cost per unit, total \$5000.
- Installation of Hardware -- Costs of purchasing and installing hardware or other target-hardening devices: Assume 100 units at \$200 to 400 per unit; total \$20,000 to \$40,000.
- Post-Inspection Surveys -- Personnel costs for inspecting hardware installation, resident counseling, and compilation of baseline data: Assume 100 units at \$50 per unit; total, \$5000.
- Final Manual and Guidelines -- Preparation of manual and printing: 25 person-days at \$100 to 150 per day for cost of \$2500 to \$3750, plus printing cost of \$1250; total, \$5000.

- Workshops/Dissemination -- Assume 10 neighborhood workshops at \$500 per workshop; total, \$5000.

Total costs are estimated at \$75,000.

B. Residential Rehabilitation

It is assumed that the residential rehabilitation will include approximately 60 abandoned or vacant houses within the Willard-Homewood Neighborhood. Additionally, it is assumed that 50 of these residences will be rehabilitated for residential purposes and the remaining 10 converted to community uses or cleared for block level recreational use. An average of \$7500 for each residential rehabilitation is assumed, based on the figure for rehabilitation loans and rehabilitation goals of the CD Block Grant (i.e., \$1.8-million divided by 250 homes for rehabilitation). An additional amount of \$125,000 is assumed for community conversion and clearance of those structure not suitable for residential rehabilitation. In summary, cost assumptions are:

- 50 residential rehabilitations at \$7500;
total, \$375,000.
- 10 conversions at \$12,500; total \$125,000.

Total costs are estimated at \$500,000.

C. Alleyway Modifications

The Minneapolis Department of Public Works plans approximately 10 blocks of alley resurfacing in Willard-Homewood as part of the agency's residential paving program. This will consist of asphalt

surfacing, new curb and gutter, and necessary sidewalk replacement.

It is assumed that the alley of each block is 20 feet wide and 800 feet long, for an area of 16,000 square feet. It is further assumed that 5 blocks will receive alleyway modification, for a total area of 80,000 square feet at an average cost of \$3.00 per square feet. Lighting, landscaping, and other improvements will average \$2000 per block. Cost summaries are:

- 80,000 square feet at \$3.00 per square feet; total, \$240,000.
- 5 blocks at \$2000 of improvement per block; total, \$10,000.

Total costs are estimated at \$250,000.

D. Housesitting Program

Primary costs involve the recruitment, training, and monitoring of and payments to persons who provide housesitting services.

- Recruitment, Training, and Monitoring --
Personnel costs of 30 person-days at \$100 to 150 per day; total, \$3000 to 4500.
- Payment to Housesitters -- Assume 5 persons at average cost of \$5100 per year.

It should be noted that the payments to housesitters may be recouped through direct payment by persons using the service. However, to encourage everyone to use the service (lowest income persons may not be able to afford even a nominal cost), the payment should be funded. Reimbursed funds can be used to continue the program beyond the demon-

stration period. Total costs are estimated at \$30,000.

E. Block Watch Program

Costs of \$5000 are assumed to help sponsor various community events.

F. Alleyway and Unit Emphasis Patrols

It is assumed that the service is provided on the average for 12 hours per day for 7 days per week. This will involve the scheduling of three full-time officers at an average annual cost of \$20,000 (including vehicle and benefit costs). Total costs are estimated at \$60,000.

G. Neighborhood Identity Strategy

It is assumed that approximately 20 subareas will be involved in the neighborhood identity program and an average of \$18,000 spent per subarea, for a cost of \$360,000. Administrative, engineering, architectural, and other fees will cost \$40,000, for a total cost of \$400,000. Typical costs for a subarea might include:

Development of play area	\$ 7,750
Street furniture (kiosks, bus shelter, etc.)	1,250
Street Signs (25 @ \$40 each)	1,000
Identification Signage (2 @ \$500)	1,000
Landscaping	2,000
Land Acquisition/Easements	4,000
Miscellaneous improvements	1,000
Subtotal	<hr/> \$18,000

H. Neighborhood Councils

Primary costs associated with this strategy are administration and dissemination costs associated with establishment of not-for-profit corporations, organization of useful services exchange, forming neighborhood cooperatives, and seminars. A total cost of \$20,000 is assumed.

I. Social Strategies

Social strategies must be further defined to determine even preliminary cost estimates. It is assumed that the Juvenile Advocate Program, as proposed by the Urban League, will involve \$68,500 in costs, and another \$31,500 is reserved for other social programs involving Neighborhood residents. A total of \$100,000 is assumed.

J. Information Dissemination

A cost of \$5000 for printing information, mailings, and meetings is assumed.

K. Administrative Costs

This will include the salary of the CPTED Demonstration Manager and supporting staff; special consultants (such as a target-hardening specialist); office space within the Willard-Homewood Neighborhood; supplies; and related administrative costs. Assumptions include:

CPTED Demonstration Manager	\$25,000
Support Staff -- Technical, Clerical(2)	20,000
Fringe Benefits	7,000
Travel	3,000
Supplies	5,000

Office space (2000 sq. ft. @ \$5.00 per sq. ft.)	\$10,000
Special Consultants	10,000
Other costs	<u>5,000</u>
Total	\$85,000

L. Evaluation

Evaluation costs are assumed to be approximately 10 percent of the costs of the various CPTED strategies (i.e., \$1.53 million less the information dissemination and administrative costs). This amounts to \$145,000 for evaluation.

END