

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

PROCESS CASE STUDIES REPORT

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## ABSTRACT

This document, Crime Prevention Through Environmental Design Process Case Studies Report, analyzes the relationships among the events, participants, and the process of planning and implementing CPTED Demonstrations in three subenvironments: A commercial strip corridor in Portland, Oregon, four public high schools in Broward County, Florida; and an inner-ring residential area in Minneapolis, Minnesota. Demonstration activities are related to seven stages in the planning and implementation process: Description, diagnosis, initiation, introduction, transition, routinization, and stabilization.

Despite the dissimilarity of the CPTED sites, the Demonstrations' developmental processes were found to be remarkably similar. Conclusions explore this apparent paradox.

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## PREFACE

This document, Crime Prevention Through Environmental Design Process Case Studies Report, presents a historical and analytical description of the process by which a CPTED Demonstration is planned and implemented. The description emerges from analyses of the three demonstrations identified in the contract awarded the Westinghouse Electric Corporation's National Issues Center by the National Institute of Law Enforcement and Criminal Justice (NILECJ), the research component of the Law Enforcement Assistance Administration (LEAA):

- The Commercial Demonstration in Portland, Oregon.
- The Schools Demonstration in Broward County, Florida.
- The Residential Demonstration in Minneapolis, Minnesota.

In the Crime Prevention Through Environmental Design Phase II and Phase III Work Plans, November 1976 (approved by NILECJ in February 1977), the task is described as follows:

"These Case Studies will focus on the process of implementing CPTED-type projects and will generate an important part of the data from which model implementation processes will be devised. These Case Studies will be both historical and analytical. Each Case Study will involve interviews with relevant actors, review of documents, analyses of evaluation data, and consideration of total impact."

The task is accomplished, in large part, through the use of an analytic framework to explore and organize the documentary and statistical evidence produced throughout the Demonstrations' development. The framework also gives form to the onsite interviews and observations that supplemented the other data.

The result of these efforts can best be understood by pointing out what the Process Case Studies Report is not. It is *not* a compilation of the detailed plans around which the Demonstration activities were organized. That task was accomplished by three earlier documents produced by the Westinghouse CPTED Consortium:

- CPTED Commercial Demonstration Plan, Portland, Oregon  
(March 1976).
- CPTED Schools Demonstration Plan, Broward County, Florida  
(March 1976).
- CPTED Residential Demonstration Plan, Minneapolis, Minnesota (November 1976).

*Nor* is it a state-of-the-Demonstration summary for the three sites. Three other Consortium documents have addressed that issue:

- CPTED Report on Implementation Status of Commercial Demonstration (November 1976).
- CPTED Report on Implementation Status of Schools Demonstration (January 1977).
- CPTED Report on Implementation Status of Residential Demonstration (March 1977).



Rather, this report analyzes *how* the interactions between the CPTED Consortium and Demonstration site participants enabled achievement of the current implementation status. Beginning with the initial mandate to develop site-specific CPTED Demonstration Plans, the events and participants in that process are the analytic foci.

There is an additional point. This report is but one activity in the development of a contracted Planning and Implementation Report which, in turn, is a subtask in the development of a CPTED Program Manual. It will be the Program Manual's task to "provide the information and procedures required for a local team to design and implement a successful CPTED project without outside help." The Process Case Studies Report collects and organizes information which, when complemented by the other Program Manual efforts, will provide the foundation for generating detailed planning and implementation recommendations. Thus, this report is perhaps best viewed as an internal working document which is, and should be, expected to undergo continuous transformation.

Many individuals and organizations provided useful inputs in the development of this document. Certainly, it would not have reached even its present form without the cooperation of the key informants at each site. Gratitude is expressed to them as a group. In addition, insightful reviews of an earlier draft are acknowledged from the following: Dr. Leon Alford, CPTED Coordinator for the Broward County School System; Mr. T.D. Crowe, Westinghouse National Issues Center; Dr. L.F. Hanes, Westinghouse Research Laboratories; Mr. W.V. Rouse, Barton-Aschman Associates; and Mr. W.A. Wiles, consultant to Westinghouse.

## CHAPTER 1. INTRODUCTION

### A. Overview

Since its inception early in 1974, a major thrust of the Westinghouse-coordinated Crime Prevention Through Environmental Design (CPTED) Program has been the development of real-world projects. Efforts to demonstrate the viability and utility of a wide variety of physical and social strategies for reducing crime and the fear of crime have been undertaken. Three sites were selected for the environment-specific Demonstrations:\*

- A commercial strip corridor in Portland, Oregon, for a CPTED Commercial Environment Demonstration.
- Four public high schools in Broward County, Florida, for a CPTED Schools Environment Demonstration.
- An inner-ring suburban neighborhood in Minneapolis, Minnesota, for a CPTED Residential Environment Demonstration.

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\*Transportation had originally been considered as well. For reasons that need not be elaborated here, it was dropped as a candidate for a Demonstration effort.

This report presents case studies of those demonstration processes.

The approach that has guided these demonstrations is based upon a central hypothesis that crime and fear of crime can be reduced through the proper design and use of the "built" environment. *Design* in this context is not restricted to physical design or redesign. Rather, it refers to the more general process of combining a variety of anticrime resources (such as people, programs, electronic systems, and physical elements) in ways that will discourage criminal opportunities and motivations, placing obstacles (both physical and social) in the way of criminal objectives. *Use* has to do with ensuring that the human activities that are being supported through design are appropriate for each specific environment. A correlate hypothesis is that common, predatory, generally stranger-to-stranger "crimes of opportunity" (e.g., assault, robbery, pursesnatch, burglary) are most likely to be reduced by CPTED strategies.

A number of documents prepared under the CPTED Program discuss the history, philosophy, and theory underlying the CPTED hypothesis, together with the analytic methods appropriate to its testing. Other documents to be delivered during the course of the CPTED Program will continue to refine the understanding of where the CPTED approach has been, where it is currently, and where it is going. A most important input will be the ongoing experience in the real-world Demonstrations. This report on case studies of the

process of planning and implementing a CPTED Demonstration is one step.

In the remaining paragraphs of this chapter, the major components of the Demonstration activities are introduced and analyzed briefly:

- Site selection criteria.
- Elements and stages of the planning process.
- The process of moving from plan to action.

Subsequent chapters develop the site-specific details.

#### B. Demonstration Site Selection Criteria

The process of targeting the appropriate subenvironments for CPTED Demonstrations occurred both prior to and concurrently with the earliest site-specific considerations. The criteria that were found to be relevant for specifying the preferred crime-environment targets were equally relevant for the site selection considerations and for the delineation of strategies for the CPTED Demonstrations. In a very real sense, then, the process of making any Demonstration happen begins with this analytic activity.\*\*

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\*\*For elaboration of the materials discussed in this section, see:

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. Tien et al.; Westinghouse Electric Corporation. Washington, D. C.: Department of Justice, (in press).

The CPTED Consortium used the following criteria in comparing the CPTED potential of crime/environment targets (see Table 1-1):

- *Crime*-related (including indicators of severity, fear, environmental patterns, offender/victim profiles, and potential displacement).
- *Environment*-related (including indications of number of sites, population at risk, social dependency, and value at risk).
- *Program*-related (including indications of amenability to CPTED strategies, implementability, evaluability, and impactibility).

The *Program*-related criteria are central to the actual implementation of a CPTED Demonstration. They are worthy of elaboration here:

- Amenability -- Crime/environment targets selected for further consideration under the CPTED Program must, of course, be amenable to CPTED-type strategies. (The concepts and framework of CPTED that form the basis for those strategies are

TABLE 1-1

Demonstration Site Selection Criteria

Crime-Related

Severity (Numerical Incidence, Incidence Rate  
or Calculated Risk, Dollar Loss)

Fear (Attitude Surveys, Indirect Measures)

Environmental Patterns (Temporal, Geographic,  
Specific Locale, Modus Operandi)

Offender/Victim Profiles (Individual Background  
History, Offender/Victim Relationship)

Displacement Potential (Temporal, Tactical, Target,  
Territorial, Functional)

Environment-  
Related

Number of Sites

Population at Risk (Potential Victims)

Social Dependency (Provides Essential Service)

Value at Risk

Program-  
Related

Amenability (to CPTED Strategies)

Implementability (within time and cost -- including  
leverage -- constraints)

Evaluability (within time and cost constraints)

Impactibility (with respect to institutionalization  
and to crime and fear reduction)

treated in depth in a separate document, "Elements of CPTED.")\*\*\* In brief, a CPTED crime control model or strategy seeks to prevent crime by manipulating variables that are specific to the target environment. Thus, the CPTED Program focuses upon the physical environment -- its planning, design, and use. This focus recognizes and capitalizes upon the capacity of other, nonphysical types of environmental components (social, educational, law enforcement, and managerial) that can be directed in support of the proper use of the built environment.

- Implementability -- The component characteristics of selected crime/environment target sites must permit the implementation of

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\*\*\*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, D.C.: Department of Justice, (in press).

crime control models within the time and cost (including financial leverage from other local and Federal sources) constraints of the CPTED Program. Judicious selection of sites (employing effective site selection criteria), combined with realistic design of CPTED models, enhances the implementability of such models.

- Evaluability -- The site selected and the model designed for each CPTED target should facilitate the evaluation of the model. Although this evaluation should definitively discern the total impact of the model (vis-a-vis other programs operating at the site), it is unrealistic to expect that the impact of each model component can be determined objectively. The basis of the CPTED Program -- the theory that effective manipulation of a combination of several (complementary) crime control strategies can result in the reduction of crime and fear -- makes more difficult and less meaningful the measurement of the impact of any individual component.



Information useful in replicating a successful model should be attainable.

- Impactibility -- While the immediate objective of the CPTED Program is to reduce common, predatory crimes and fear, the longer range goal lies in the institutionalization of CPTED (i.e., establishment of a program that will continue to evolve on a widespread, long-term basis). Thus, in the selection of crime/environment targets as well as specific Demonstration sites, consideration must be given to the potential impacts of such selections, including: (a) Possible alterations of aspects of the community, system, or individual lifestyle other than the crime experience; or (b) the potential for support from or coordination with other types of government or private programs that might enhance CPTED.

Ideally, selected targets should have sustained severe problems of crime and fear that would be amenable to CPTED strategies, particularly those strategies that could be implemented and evaluated within the Program's time and cost (including leverage) constraints,

and that would result in minimal crime displacement and have significant national impact. Commercial strip corridors, public high schools, and inner-ring suburban neighborhoods best fulfilled these expectations for the Commercial, Schools, and Residential Demonstrations, respectively.

Following NILECJ approval of these environmental categories for Demonstrations, Westinghouse's site selection team developed formal eligibility requirements for potential Demonstration sites. The requirements related to such criteria as: Relative crime and fear levels; availability of usable crime incident data; apparent local interest and support for a Demonstration; local commitment to assisting the specific crime problem location; the extent to which the site is physically and demographically "typical" to enable some transferability of strategies; availability of knowledgeable and cooperative resource people; availability of comprehensive information about the site; existence of active community organizations, potential CPTED-related programs and possible funding resources; and the compatibility of the substance and timing of a Demonstration with other local programs and developments.

Consortium representatives then made site visits to several of the candidate cities to discuss the Program with local people, gather information, assess and rank the potential sites. As noted earlier, a commercial strip corridor in Portland, Oregon, four high

schools in Broward County, Florida, and in an inner-ring suburban neighborhood in Minneapolis, Minnesota, were selected as Demonstration sites (some details on their selection are presented in Chapters 3, 4, and 5).

#### C. Demonstration Planning Process

It is important to understand that, when the Westinghouse-CPTED Consortium presented the idea of launching a Demonstration program to local representatives during initial meetings, there was no model to present as an example of what might be expected. CPTED was a new program based largely upon theories and narrowly focused case studies advanced by criminologists, behaviorists, and environmental specialists. The aim was to create a planning model that would take into account local problems, priorities, and resources, as well as opportunities to evaluate the implementation of CPTED strategies. The Consortium would provide expertise to put together a plan (reflecting local inputs and interests), supply technical assistance to operationalize the plan, and work to ensure competent and objective evaluation of the results. In other words, the Demonstration was to be, in a very real sense, a locally financed and managed program, predicated on reasonable assumptions that CPTED was sound in principle.

The discussion that follows briefly highlights some of the key activities and events that comprised the course of the initial Demonstration planning process in all three settings. (Planning

for the Demonstration is a dynamic process that has continued to be developed and refined.) There were three stages in this process:

- Description -- The crime-related, environment-related, and Program-related characteristics were assessed.
- Diagnosis -- Existing problems were related to potential CPTED strategies; an initial plan was prescribed on the basis of an analysis of the current and projected projects and resources that could impact on and support the strategies. Identification of upper level policymakers who could be counted on to be advocates was an important consideration -- "agreements in principle" were received from them.
- Initiation -- Actual commitments were received to allocate the necessary resources, hire or free up the key personnel, and authorize the basic programmatic and agency actions; thus making possible the implementation of the planned strategies.\*\*\*\*

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\*\*\*\*The four stages comprising the implementation process are introduced in Section 1.D.

Once the preliminary crime/environment and program feasibility analyses had resulted in the tentative site selections, onsite meetings were arranged (the Description stage). At the initial meetings between representatives of the Consortium and the governing bodies and planning agencies of the sites, the CPTED scenario was presented. Ensuing discussion generated an agreement by the local representatives that they would participate in the development of a mini-plan by providing the information and time deemed necessary for the Consortium to develop the initial plan. They then reviewed the plan, inputting their own suggestions for making it workable. Based on one or more reviews and tentative approvals (the *Diagnosis* stage), sufficient commitment was generated to enable the formal Demonstration plans to be developed. Final approvals for these plans marked the culmination of the planning process (the *Initiation* stage). Of course, this process -- and the implementation process, as well -- required much retracing of steps to compensate for previously overlooked gaps and exploit emerging opportunities. Thus, the listing of sequential stages implies no straight-line chronology.

Figure 1-1 presents a detailed flow-chart from initiation of the CPTED project to its imminent implementation. Of the Demonstration planning activities, it should be noted that "local involvement and participation" and "research and evaluation activities" were significant throughout the process.

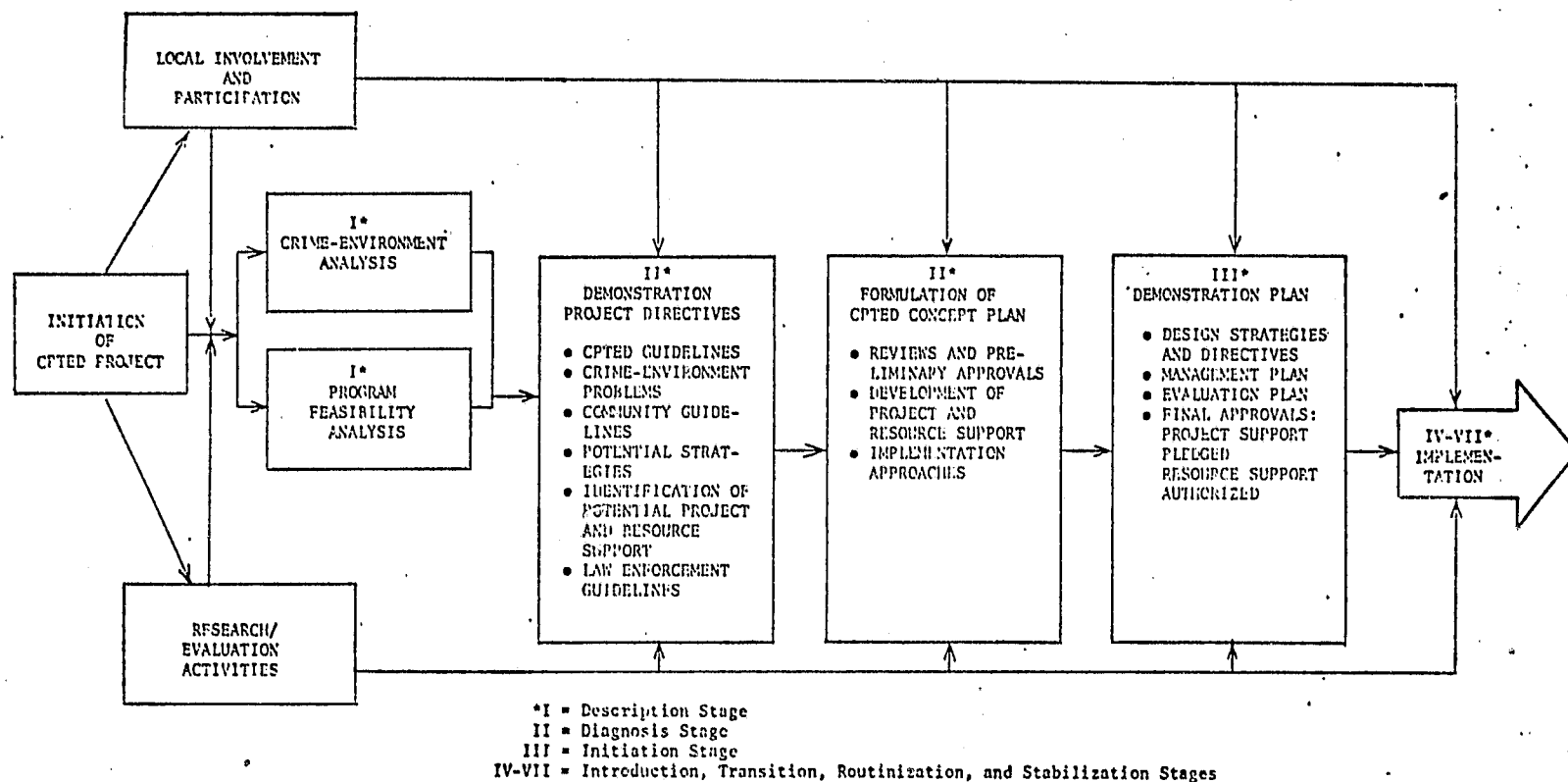


Figure 1-1. Demonstration Planning Process

1. Initiation of CPTED project. Early in the CPTED Program, numerous meetings were held involving members of the CPTED Consortium, representatives of the local governing, security, and planning groups, state agencies, neighborhood or school organizations, and others. During the course of these meetings, the purpose of the CPTED Program was explained, local problems and priorities were discussed, potential CPTED strategies were considered, and possible supportive programs and resources were identified. Major Consortium objectives were to determine levels of potential local interest and support for a CPTED Demonstration, and to initiate appropriate project planning procedures and activities. "Agreement in principle" was the overriding objective.

2. Local involvement and participation. In an intensive effort to obtain insights into local issues, opportunities, and relevant CPTED strategy options, key persons were identified and encouraged to participate in plan development decisions. Meetings were held with individual agency heads, community organizations, security officers, and other persons with first-hand knowledge of the general and specific crime problems at the site.

3. Research/Evaluation activities. To ensure an adequate basis for continuous evaluation and monitoring of the changes attributable to the CPTED project, these activities were undertaken at the outset. Demonstration priorities and constraints were tied in with an assess-

ment of the likely measurement points. The broadest possible base of measurement and observational techniques was included in the evaluation guidelines.

4. Crime/environment and Program feasibility analyses. These activities focused on reported and perceived crime problems and fear in relationship to environmental conditions at the site. Local issues that could impact on the Demonstration's amenability, implementability, evaluability, and impactibility were given considerable attention, as well. The documentation was accomplished by a variety of quantitative and qualitative methods. The quantitative methods included analyses of incident report forms in security department files and comparisons among different types of incidents and locations characterized by specific environmental features. Since many crimes are not reported to police, surveys of citizen and student victimization and fear provided important supplemental information.

Qualitative data included interviews with residents and users to determine: What crime problems they consider to be most severe; which aspects of those problems are most fear producing; and whether they would be willing to participate in crime prevention programs. Key-person interviews with individuals who were knowledgeable about various facets of crime-environment problems (e.g., law enforcement officers, social workers, church leaders, merchants, school officials, community leaders) reflected specific crime prevention



perspectives, priorities, and potential project constraints. In addition, visual surveys of the site and environs were conducted to attempt to identify possible physical influences upon crime and project feasibility.

5. Demonstration project directives. These activities represent a synthesis of all previously discussed efforts, culminating with demonstration design "directives" which can be implemented and evaluated. Through this synthesis, conflicts between contradictory crime prevention and fear reduction approaches were analyzed, and a series of directives that appeared to be most consistent with overall demonstration goals, objectives, opportunities, and constraints was identified. These directives were then reviewed with NILECJ, various local representatives and residents, and other members of the Consortium. The directives which were most acceptable provided a strategic basis for developing "concept plans" for the Demonstrations.

6. Formulation of CPTED concept plans. The concept plans proposed key intervention strategies, together with the rationale, objectives, design directives, and supplementary information (such as illustrative materials) for each. The completed plans were presented for review to the same groups that had critiqued the individual project directives.

7. Demonstration Plan. The development of the Demonstration Plans represented the final phase of the planning process activities. The Demonstration Plans presented the information contained in the concept plans, together with management and implementation plans (which identified responsibilities, funding sources, and timing requirements), and evaluation plans.

Development of these plans was heavily influenced by interests, priorities, and activities of existing organizations and programs at the sites. These organizations and programs were being administered by numerous agencies at the city, county, regional, State, and Federal government levels. Rather than create a new administrative unit, the CPTED Program integrated its concepts and activities into existing efforts, to the extent possible, and sought implementation through an interagency approach. This encouraged people who were already involved in promoting local improvements and who were knowledgeable about local problems, attitudes, and opportunities to participate in developing and supporting the plans. This approach helped to ensure that the Demonstration projects would be responsive to local priorities, realistic in terms of known conditions and constraints, and supportive of (rather than competitive with) other initiatives.

D. Making a CPTED Project Happen: Two Illustrations

Once the Demonstrations reached the implementation stage, additional types of activities became important. (Planning-type

activities continued to be significant as development efforts suggested occasional revisions in the original plans.) The overall Demonstration projects are treated in detail in Chapters 3, 4, and 5. In anticipation of those discussions, the remaining four stages -- the implementation stages (through which the Demonstrations are now passing) -- are described here (the general significance of all seven planning and implementation stages is elaborated in Chapter 2):

- Introduction -- Sitewide dissemination of information about the imminent CPTED physical and social changes becomes paramount.
- Transition -- The first actual moves in implementing the changes occur.
- Routinization -- The changes become generalized or widespread.
- Stabilization -- The changes become institutionalized.

The relationship of these and the planning stages to actual Demonstration activities can be illustrated by the development of two commercial CPTED projects in Portland. One -- enhanced street lighting -- is a *physical* design directive. The other -- security advisory services -- is a *social* strategy.

1. Street lighting. As part of a "safe streets for people" strategy, \*\*\*\*\*supplementary street lighting was to be provided for fill-in purposes at selected points along Union Avenue and on residential streets located within an area two blocks either side of and including the commercial strip (referred to as the Union Avenue Corridor). The lighting was to be provided as a major component of an effort to reduce nighttime crime, which accounted for approximately half of the number of incidents reported in the Corridor area. It was hypothesized that the improved lighting would discourage stranger-to-stranger crime during the hours of darkness in two ways:

- Criminal Deterrence -- Potential criminals are less likely to chance an illegal act in well-lighted areas for fear of detection by passers-by, residents, and police. Police patrols opera-

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\*\*\*\*\*For a discussion of this strategy's other components, see:

U.S. Department of Justice. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Crime Prevention Through Environmental Design, Commercial Demonstration Plan, Portland, Oregon, by L. S. Bell et al.; Westinghouse Electric Corporation. Washington, D. C.: Department of Justice, (in press), pp 46-51.

ting in well-lighted areas can more readily detect potential problems.

- Criminal Avoidance -- In well-lighted areas, potential victims have improved opportunities to see and evade attackers (and are also able to provide better descriptions of offenders if a crime is committed).

Two secondary types of benefits also were expected:

- Fear Reduction -- In addition to a possible effect on the actual level of crime within the corridor, it was hypothesized that the new lighting would reduce nighttime fear levels. (This statement assumes that the improved lighting quality will be sufficiently conspicuous that people will perceive a significant change.)
- Business Confidence and Support -- Many business owners along the commercial strip were anxious to see tangible evidence of commitment on the part of the City to assist them in dealing with crime problems. The lighting program should be received as welcome and significant evidence of commitment

which might encourage businessmen to participate more enthusiastically in community crime reduction efforts.

In Table 1-2, several events in the implementation of the street lighting directive are bulleted according to the process stages affected. The approximate timing of each event is calculated from the October 1974 meeting from which the agreement-in-principle emerged. It should be noted that the impact of any event can, and frequently does, have implications for working through more than one planning/implementing stage.

2. Security advisory services. The security advisory services (SAS) strategy\*\*\*\*\*was designed to provide public awareness of what citizens can do to protect their businesses and homes from burglary, through established crime prevention strategies. These strategies include both physical (target hardening) and social deterrents. The project would encourage citizens to participate in efforts to help protect their neighbor's business or home from burglary, and to cooperate with the Portland Police Bureau's patrol efforts to reduce the number of neighborhood street crimes.

The security advisory service strategy has been closely linked

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\*\*\*\*\*For additional details, see Portland Demonstration Plan, op. cit., pp. 91-95.

TABLE 1-2

## Commercial Demonstration -- Physical Design Directive (Street Lighting)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Event and Participants								
City submits revised grant applications to LEAA for street lighting and security advisory services (earlier grant had been turned down); revision prepared with CPTED Consortium assistance, strengthened by being tied in with broader CPTED strategies; signed by Mayor, approved by City Council, approved by Oregon Law Enforcement Commission and forwarded to LEAA Regional Office	6	o	o					
Evaluation of citizen perceptions of street lighting conducted by outside consultant	8		o					
LEAA awards \$400,000 grant; Mayor notes City's \$40,000 match already allocated and cites necessary partnership with CPTED Consortium, residents, and users of Union Avenue Corridor	9			o	o			
Construction begins -- Lighting Bureau engages contractors. CPTED Consortium reviews	15			o	o			
Construction continues piecemeal, affected by numerous breakdowns in availability of supplies and materials	16-18			o	o	o**		
Funds remaining in lighting grant (\$45,823) transferred from Union Avenue corridor pool to another area by the City with LEAA approval.	25			o**				
Construction completed. Data provided to CPTED Consortium	28							

\*October 1974 is designated as the Demonstration's inception month.

\*\*Bulleting of a process stage may indicate an event's negative impact.

TABLE 1-3

Commercial Demonstration -- Social Strategy (Security Advisory Services)  
(page 1 of 2)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
City submits revised grant application to LEAA for street lighting and security advisory services, including surveys	6	o	o					
LEAA awards \$400,000 grant (Mayor pledges City's \$40,000 match)	9			o	o			
Security Advisor position created in Police Bureau, appointment made	12		o					
Plan for Security Advisor issued	14		o					
210 commercial security surveys conducted (part of training for security advisor's staff -- 20 officers, 40 hours in classroom, 40 hours in field)	16	o		o	o			
Site-hardening survey of 150 residences conducted	17		o	o	o	o		
Security Advisor staff begin work with Northeast Business Boosters -- help organize and coordinate plans for "Sunday Market", newsletters, minutes, etc.	18		o	o	o	o		
Security Advisor works with CPTED Consortium on Cash-Off-The-Streets and banks also. Assists CPTED Consortium to gather base-line data	22		o					
City requests 9-month grant extension from LEAA; CPTED assists	22		o					

\* October 1974 is designated as the Demonstration's inception month.



TABLE 1-3

Commercial Demonstration -- Social Strategy (Security Advisory Services)  
(Page 2 of 2)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Northeast Business Boosters support grant extension by writing support letters to Mayor, Police Chief, commissioners, etc.	22			o			o	o
Security survey commercial followups begin	23					o	o	
"Sunday Market" held--involves 29 booths, including one on crime prevention. Over 500 attend. Reaction is very favorable	24				o	o		
Security Advisor position continued by LEAA approval of grant extension to 3/77	25			o				
Development Commission assumes major role in servicing Boosters group--provides minutes, newsletters, space, etc.--enabling Security Advisor to play lesser role in this area	25			o	o		o	
City reports a dramatic reduction in burglary rate--13% overall citywide. Reduction of 29% in Union Avenue corridor. Newspaper articles. Gives partial credit to the NILECJ/CPTED Program	27	o			o	o		
Police Bureau agreed to fund Security Advisor on interim basis - period of 4/77 to 6/77	28			o				
Police Bureau recommends to Council that Security Advisor be part of regular '77 - '78 City Budget (\$84,000 for 4-person staff) (called Crime Prevention Coordinator)	28						o	o
Residential site hardening experiment on several homes started; utilizes youth labor and several cooperating city bureaus. CPTED Consortium assists	28				o	o		

\*October 1974 is designated as the Demonstration's inception month.

## CHAPTER 2. CASE STUDY METHODOLOGY

### A. Data Collection

These case studies of the CPTED Demonstration process draw upon official and unofficial reports, other documents (such as correspondence and newspaper reports), onsite observations, and onsite interviews. Included are several reports prepared by the CPTED Consortium as contract deliverables. These are cited throughout this report. Together with internal documents and memos, they were valuable for their documentation of one or another stage in the Consortium's activities. They also highlighted the Consortium's continued dependence on, and utilization of, local inputs. In addition, they frequently incorporated the first-hand, onsite observations and conversations of the Consortium consultants. This provided much detail necessary for being able to relate specific Demonstration events to the process stages.

Consortium consultants have been on site throughout the Demonstration processes, from the days prior to site selection into the present. In addition, members of the CPTED Research staff made site visits to all three Demonstrations during February 1977. In basically unstructured interviews, key informants at each site provided insights into the relationship between recent and current activities and the process stages.

Minimal structuring was provided by the following core questions:

- Tell me about when you first got involved in, or became aware of, the CPTED project.
- What was your role at that time?
- What activities or events seem to have helped move the project forward?
- From your experience with the project, is there anything you think should/could have been done differently?
- Tell me about your most recent contacts with CPTED activities.

Through these interviews and visits to the crime/environment target areas, the researchers elicited information on what seemed to make things happen, and what seemed to hinder their happening, from area residents and users at all levels.

#### B. Analytic Framework

To analyze this process information, a framework was developed to capture the complexity of the three Demonstrations. This is the earlier noted, seven-stage approach to the planning and implementation process. The events, activities, and participants are viewed as affecting one or more stages in the process of developing *any* CPTED Demonstration. Thus, the framework focuses attention on what is generic in the process and, in so doing, helps the analyst to cut through much of the complexity. By enabling the case studies to be generalized beyond the sites' geographical and subenvironmental

boundaries, the policy implications for planners and developers should be recognized more readily.

As each CPTED Demonstration site moves through the seven stages, so also do its planners, developers, members, and users. Each process case study, therefore, is an attempt to specify the interactions and feedback among three entities (see Figure 2-1):

- The process characteristics of the site itself.
- The process activities of the policymakers and other change agents (those with the resources and authority to make a CPTED Demonstration happen).
- The process activities of members and users of that site (upon whom the viability and impact of CPTED-based change directives ultimately depends).

The following discussion is not intended to imply a straight-line chronology for the seven stages but, rather, to heighten the sensitivity to their overlapping feedback loops. In the first place, individual activities frequently serve the needs of more than one stage. Second, any program of environmental change -- and especially those as complex as CPTED Demonstrations -- requires a frequent retracing of steps. Overlooked needs and opportunities often will reveal themselves only when attempts to move to later stages are more difficult than anticipated. Further activities on the earlier stage or stages might then be undertaken. Finally, each Demonstration takes place in a viable site with its own programs at various stages



Site Stages	Reactions Sought Among Site Members and Users	Actions to be taken by Policymakers/Change Agents to Move Site and its Members through the Necessary Stages
I. <u>Prescription</u> -- Critical conditions in need of changes are detailed	Local Involvement	Continuously assess degree of fit between goals and accomplishments with respect to crime and fear of crime
II. <u>Diagnosis</u> -- Analysis plus prescription (problems analyzed, possible remedial alternatives prescribed)	Local Involvement	Assess innovative approaches such as CPTED, appraise existing opportunities for support, evaluate potential contributions of ongoing programs, seek inputs from local informants and outside consultants, identify program advocates who can develop consensus among site's leaders
III. <u>Initiation</u> -- Steps taken that will facilitate implementation of the proposed changes	Local Involvement	Lay groundwork for proposed changes (e.g., reallocate or seek new resources, recruit new personnel, delegate responsibilities for the several phases in the proposed demonstration)
IV. <u>Introduction</u> -- Sitewide dissemination of information about the imminent change	High Level of Awareness	See that the details of the changes -- including the reasons for them and the benefits expected -- are clearly explained to all members/residents who will be affected by them
V. <u>Transition</u> -- Occurrence of first moves towards incorporation of changes	High Rate of Adaptation	Maintain close contact with the activities of the members/residents to make certain that the change directives are being followed
VI. <u>Routinization</u> -- Changes become generalized or widespread	High Prevalance of Adaptation	Maintain close surveillance of the results of the members'/residents' changed activities to alleviate difficulties that arise from these changed activities
VII. <u>Stabilization</u> -- Changes become institutionalized	High Prevalance of Adoption	Periodically assess degree of fit between changed environmental conditions and other needs of the members/residents to minimize the social pressures to revert to old patterns and optimize their commitment to the new conditions

Figure 2-1. Planning and Implementing a CPTED Demonstration

of development. The development of an overall CPTED Demonstration, therefore, requires continuous scheduling, planning, and implementing adjustments to interface with those activities identified during the Description and Diagnosis stages as CPTED-type.

1. Site's process characteristics. The planning and implementation stages for the site are detailed in Chapter 1 and listed here to highlight their role as one of the three facets of a comprehensive process case study:

- Description.
- Diagnosis.
- Initiation.
- Introduction.
- Transition.
- Routinization.
- Stabilization.

The distinction between stabilization and routinization is important. Routinization is time-bound; that is, *routine* indicates no more than regularity of activity, in the present. This is quite different from the future-oriented connotations of stabilization and institutionalization. Thus:

"A change toward a higher level of group performance is frequently short-lived: after a "shot in the arm," group life soon returns to the previous level. This indicates that it does not suffice to define the objective of a planned change in group performance as the reaching of a different level (i.e., *routinization*). Permanency of the new level (i.e., *stabilization*). or permanency for a desired period, should be included in the objective."\*

2. Process activities of policymakers/change agents. The policymakers/change agents initiate characteristic actions during each stage. In the context of crime prevention, they:

- Detail the environment-specific level or extent of predatory crimes of opportunity and fear of such crimes; specify their site's CPTED relevant characteristics (*description*).
- Analyze the types and apparent sources of such crimes, the environmental characteristics, and the existing resources (including influential advocates) and ongoing programs to propose the alternative approaches/solutions (*diagnosis*).

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\*Kurt Lewin. "Group Decision and Social Change." In E. E. Maccoby, et al. (eds.). Readings in Social Psychology. 3d ed. New York, NY: Holt, Rinehart and Winston, 1958, pp. 210-211.



- Lay the groundwork for the prescribed approaches (e.g., reorganize, authorize, generate/commit necessary resources, hire/reassign key personnel] (*initiation*).
- Announce, inform, prepare (*introduction*).
- Implement the design and utilization strategies by directing, coordinating, or even directly supervising the initial actions/moves (*transition*).
- Promote and monitor widespread acceptance of, and adherence to, the altered environmental design and utilization patterns; optimize feedback-responsiveness loops (*routinization*).
- Institutionalize the CPTED concepts and strategies by promoting expansion of the network of agencies, groups, and projects which expect CPTED approaches to be part of their day-to-day activities; detail the new level or extent of predatory crimes of opportunity and fear of such crimes (*stabilization*).

3. Process activities of members/users. During the three planning stages, the other site members and users (i.e., other than the top-level decisionmakers) provide informal sounding boards and sensitizing agents for the policymakers' activities and decisions:

- Local involvement -- Problems are raised and redefined, issues are proclaimed, solutions are requested (*description*).

- Local involvement -- Solutions are suggested, reoriented, and placed in context (*diagnosis*).
- Local involvement -- Approaches and strategies are suggested; pragmatic details are input to help refine the approaches and strategies authorized by the policymakers (*initiation*).

During the final four stages, when the prescribed changes are actually being implemented and institutionalized, these site members and users are called upon to react in ways appropriate to each stage:

- To become sufficiently aware (*introduction*).
- To respond quickly to specific change directives (*transition*).
- To reinforce the changed behavior and expectations of the other members and users (*routinization*).
- To view and respond to the changes not as a transitional situation but as the new status quo (*stabilization*).

### CHAPTER 3. COMMERCIAL DEMONSTRATION, PORTLAND, OREGON

#### A. Selection of Portland for the Commercial Demonstration

Based primarily on an assessment that it was most likely to be significantly affected by a CPTED Demonstration Project, the commercial strip was selected for the Commercial Demonstration. Table 3-1 indicates one criterion for which the commercial strip received a high ranking -- the kinds of business establishments likely to be found there (retail and service) are good candidates for a CPTED project.\* A second factor was that the residential areas near such strips have been shown to have higher than normal street victimization rates.

Analysis of these factors led to the conclusion that the greatest impact that CPTED could provide would be to commercial strip areas that are adjacent to residential neighborhoods. Presumably a reduction in residents' fear would increase their use of the establishments, since such fear is generally induced by doubts of one's safety while walking about. Thus, the commercial strip for which a CPTED project was to be developed is a consumer shopping area along a main thoroughfare (urban arterial, as opposed to highway) that has significant portions of its facilities used by adjacent neighborhood residents on at least a weekly basis.

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\*See Crime/Environment Targets, op. cit., pp. 161-166.



TABLE 3-1

## Commercial Environment -- Preliminary Disposition of Targets.

	PRIME REASONS FOR ELIMINATION					CANDIDATE FOR CPTD PROGRAM
	Low Crime	Low Fear	Few Sites	Not Cost- Efficient for Public Interest	Too Dispersed	
RETAIL * Small ** Large						X X
WHOLESALE * Small ** Large		X		X		
SERVICE * Small ** Large						X X
MANUFACTURING * Small ** Large	X	X X		X		
BANKS * Small ** Large	X	X	X X	X X	X	
REAL ESTATE * Small ** Large		X X	X X	X	X X	

\* Small < \$100,000 receipts  
 \*\* Large > \$100,000 receipts

After the selection of commercial strip corridors had been approved by NILECJ and formal eligibility requirements for potential Demonstration sites had been developed, Consortium representatives made site visits to several of the candidate cities to discuss the Program with local people, gather information, assess and rank the potential sites. The two cities that appeared to offer the best potential for a successful CPTED Demonstration were visited a second time, and Portland emerged as the final Consortium choice, fulfilling all project requirements. A 3-1/2-mile-long, urban arterial commercial strip, located in the northeastern section of Portland and running from the central business district to the Columbia River on the city's northern boundary, was selected by local representatives as well as by the Consortium representatives as the most logical Demonstration site. Referred to as the Union Avenue Corridor, this strip was a once thriving commercial area which then became marred by many vacant lots, boarded-over store windows, and low investor confidence. This lack of confidence resulted, in part, from fear of crime.

The Corridor carried a disproportionate share of the city's crime burden and, viewed in the context of the area's population, this disproportion seemed even more marked. While the Portland Human Resources Bureau had estimated that the Corridor contained only about 1.2 percent of the city's population, it sustained 5 percent of the violent crimes--with more than 7 percent of the personal robberies and more than 5 percent of the pursesnatches. The heaviest concentration of street crimes (assaults, robberies, and pursesnatches) appeared to cluster, for the

most part, in nodes of commercial activity.

A number of organizations, including the Mayor's Office and the Portland Police Bureau, were concerned with finding effective solutions to the crime problems along Union Avenue. The Mayor served as Chairman of the Union Avenue Steering Committee, and the Police Bureau had sent its Strike Force to the Union Avenue Corridor on several occasions to reduce burglary and street robbery incidents. In addition, the Portland Crime Prevention Bureau had conducted numerous block meetings in the area to alert the community to techniques for reducing residential burglaries.

Portland also was participating in two major, Federally funded projects that were seen as important advantages for selecting the city and the Corridor for the Commercial Demonstration. During the late 1960's and early 1970's, a portion of the northeastern section of the city in the vicinity of Union Avenue was designated a Model Cities Area. Through Model Cities programs, many community groups and organizations were established that continued to provide important voices for area interests.

The second major program was the Impact Crime Reduction Program which was conducted under the auspices of LEAA. This program had surveyed the crime situation in Portland and compiled the extensive baseline data that is of great importance for planning and evaluating a CPTED Demonstration.

It soon became apparent that a very real and broadly based commitment to revive the Union Avenue Corridor existed within the city. Moreover, organizations and individuals in Portland were well prepared to take

some necessary actions. Revitalization programs had already been planned, and it was believed that those plans were very compatible with the purposes and general approaches envisioned for the CPTED Demonstration.

The decision by the Consortium to make Portland's Union Avenue Corridor its first choice for the Commercial Demonstration marked the culmination of the first of the two major components in the site selection process. The other was the commitment made by Portland authorities. As noted earlier, when Consortium representatives presented the possibility of a CPTED Demonstration to local representatives during initial meetings, there was no model to present as an example of what might be expected.

To illustrate the general nature of the proposed approach to the City's representatives, hypothetical CPTED activity charts were prepared. Sample objectives and related strategies were set forth, based upon impressions gained during initial site visits (Table 3-2). The strategies were then keyed to potential participating groups (Table 3-3) to show how activities of diverse private and public organizations could be focused and coordinated to address common crime prevention and quality of life objectives. The charts proved to be useful instruments to reflect the fact that the CPTED approach could be very compatible with the existing plans and programs in Portland. The overall approach drew favorable responses during numerous meetings with City bureau officials, organization representatives, and other community leaders. Prompted by those responses, as well as by his personal commitment to assist the





TABLE 3-2

## Hypothetical Strategic Approach to a CPTED Project

Objectives	Financial/ Insurance Institutions	Local Government	Law Enforcement	Planning Agency	Neighborhood Programs	Union Avenue Boosters	Transporta- tion related	Physical Design
Increase security of residents in adjacent neighborhood, especially elderly and infirmed	Develop and advertise checking and charge programs	Subsidize transportation and escort services	Increase foot and motor patrols to offset displacement	Coordinate neighborhood crime prevention programs	Create neighborhood watch programs	Provide charge accounts for local residents	Develop special transportation and escort services	Upgrade street and sidewalk lighting
Reverse the deterioration trend of the commercial strip; encourage investor confidence; secure anchor establishments	Provide low-cost loans and insurance to "desirable" businesses that meet community needs	Withhold licenses of businesses that tolerate crime	Place high priority on "cracking down" on businesses that attract or support criminals, using stake-outs, etc.	Develop land use controls that encourage utilization of "space" in high crime areas for socially beneficial services	Bring legal pressure against businesses that tolerate crime (Kings Tavern was closed by public demand)	Create corporations to purchase and develop vacant buildings or land	Provide public transportation connecting the area with other activity centers to promote commerce	Create physical buffers between high crime locations and other businesses
		Pass legislation requiring crime security standards for building codes		Require crime impact statements for new developments		Publicize development opportunities in the area		Provide "safe passage" corridors
		Use space in high crime areas for government services						Upgrade the aesthetic quality of the area
Improve street surveillance along the commercial strip	Provide lower insurance rates for areas and businesses that meet standards of design for crime prevention	Provide public use facilities to encourage more "eyes on the street"	Relocate the north precinct into the high-crime-rate area	Plan for developments that encourage a mix of day and night uses	Develop community programs (such as outdoor flea markets and exhibitions) along the commercial strip	Sponsor community programs to attract people to the strip and "get them involved"	Locate pedestrian paths near high-use traffic arteries	Upgrade street and sidewalk lighting
			Increase foot patrols					Eliminate blind areas
			Use store-front window precincts					Use barriers to restrict access to untrafficked areas
Secure parking areas and transit stops along the commercial strip				Plan so that people need not traverse deserted areas	Neighborhood watch program	Provide attendants wherever possible	Locate transit stops near activity areas (not remote)	Provide additional lighting

TABLE 3-3

## Hypothetical Participation Plan for the CPTED Project

Objectives	Financial/ Insurance Institutions	Local Government	Enforcement	Planning Agency	Neighborhood Programs	Union Avenue Boosters	Transporta- tion related	Physical Design
Increase security of residents in adjacent neighborhood especially elderly and infirmed	Union Avenue Banks Union Avenue Steering Committee	City of Portland Special Transportation Project (HRB) Project Able	Police Dept. Strike Task Force Impact Program	Office of J.C.B.D. Crime Prevention Bureau	Block Watch Program-Crime Prevention Bureau Union Avenue Boosters	Union Avenue Steering Committee Union Avenue Boosters Urban League	Tri-Met Courtesy cards Model Cities Senior Adult Service Center Fair Cross Kaiser Comm. Trans. Prog.	LEAA application (\$600,000)
Reverse the deterioration trend of the commercial strip; encourage investor confidence; secure anchor establishments	Crime Prevention Bureau--low-cost insurance Minority Economic Development Program SEA Oregon Fair plan Oregon Student public instruction research grant	Code 13--City Inspection Office of Justice Coordination and Planning Union Avenue Steering Committee City license bureau	Police Dept. Strike Force Impact Program	Office of Planning & Development Office of J.C.B.D. Crime Prevention Bureau City Council Planning Commission	Model Cities Law & Justice Perkins Comm. Neighborhood Association Union Avenue Boosters Urban League NAACP	Boosters--Stop Oregon Litter & Vandalism Program Minority Economic Development Program Urban League NAACP Union Avenue Steering Committee	Tri-Met Study CRAG Transportation Study	PIA's Street Crossing Programs Schulz Dist. #1 Area Advisory Committee Portland Opportunities Industrialization Center Port. St. U. Port. Comm. College Union Avenue Steering Comm.
Improve street security along the commercial strip	Crime Prevention Bureau	Mayor's office and city commissions	Mayor's office and Portland Police Department	Neighborhood educational facilities: night classes Port. St. U. Port. Comm. College, Port. of Port. Util. Industrialization Center Community health clinics Urban League Outreach Project	Union Avenue Steering Committee Neighborhood associations Northeast Youth Service Center	Union Avenue Steering Committee Neighborhood associations Northeast Youth Service Center		LEAA application (\$600,000)
Secure parking areas and transit stops along the commercial strip					Crime Prevention Bureau Neighborhood associations Boosters			LEAA application (\$600,000)

Union Avenue Corridor area, the Mayor authorized the Consortium to develop a preliminary CPTED plan for local review. The Mayor also pledged his support in making crime data and all other necessary background information available to the Consortium. This agreement-in-principle completed the site selection process and opened the way for further *description* and *diagnosis* activities.

B. The CPTED Process in the Union Avenue Corridor: Events and Participants

In one sense, the Commercial Demonstration got underway in mid - 1974. Although the Consortium did not announce that Portland was selected as a site until October, significant work was accomplished during the summer and fall that in a major way affected CPTED and the other activities related to Union Avenue.

The City's Five Year Union Avenue Redevelopment Plan was nearing completion at that time, and it detailed the local assessment of the activities necessary to improve the Corridor. CPTED is integral to that plan which, after a delay in the hearing process, was finally approved by the Planning Commission in January 1976.

In so far as the CPTED Consortium's involvement is concerned, two events which occurred in the interim more appropriately signify the Commercial Demonstration's inception. In August, 1974, a meeting was held between representatives of the Consortium, officials of several City agencies, and local consultants. The discussion of mutual interests was augmented by an exchange of information describing the kinds of contributions each group could make to a CPTED effort which would be locally directed and Consortium supported. A number of tentative agree-

ments emerged. An October 1974 meeting attended by the Mayor provided the "official" agreement-in-principle, setting the stage for the 2-1/2 years of heightened activity reflected in the Process Case Study Matrix presented in Table 3-4 at the end of this chapter. In that matrix, the October meeting is presented as occurring at month-zero.

By the October announcement that Portland was to be a Commercial Demonstration site, the following physical design activities already were proposed:

- Street Lighting--pending approval of a grant application revised with Consortium assistance, this was scheduled to be installed in the area, together with fill-in lighting on Union Avenue and in other poorly lit areas.
- Bus-Shelters--were being installed along Union Avenue in selected locations, and in other areas in northeast Portland.
- Highway Improvements--Preliminary plans for landscaping, lighting, rebuilding, and improving the 3-1/2-mile corridor had been considered and approved.

In addition, the integration of the CPTED Demonstration Plan with the Union Avenue Redevelopment Plan resulted in the following proposed strategies (both physical and social).\*\*

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\*\*See Commercial Demonstration Plan, op. cit., pp. 43-111, for details.

- Safe Streets For People (safe passage corridors).
- Residential Services Center (Woodlawn Neighborhood Shopping Center).
- Residential Activities Center (mini-plaza).
- Transportation Services (new bus routes, transportation for the handicapped, shelters).
- Security Advisor Services (inspections, community organization).
- Rehabilitation Design Review.
- Commercial Design Review.
- Cash-Off-The-Streets

It is conservatively estimated that, since the beginning of the Demonstration Project in Portland there have been over 150 scheduled meetings, involving the active participation of over 130 different persons. These do not include interested citizens who attended meetings, public hearings, etc. but did not actively participate in the deliberations. By measuring the person-count of regular participating groups (e.g., Boosters, with an average of 20 attendees times 30 meetings equals 600), it is estimated that over 1,100 person/meetings have taken place. The above numbers do not include unscheduled and informal staff meetings.

Local participation and involvement in the Portland Demonstration has been strong and fairly widespread. It is certainly much stronger now than it was in the initial phases of the project. Involvement and

participation is orderly, meaningful, and businesslike. A strong, definite, local commitment has been evident throughout the life of the project. However, some criticism and skepticism have been heard occasionally because of the lack of visible improvement. Those most involved recognize the successes thus far and have not weakened in their support. Where delays have occurred, it is difficult to pinpoint responsibility. Most of the strategies are complex and multifaceted, and, hence, involve lengthy completion schedules. Street lighting, Security Advisor Services, Transportation Services are all basically completed. At this time, Cash-Off-The-Streets, the Residential Services Center, and the Activities Center seem to be near implementation. If these do occur soon, the Demonstration will be well on the way to successful overall implementation.

Apparently, as the leadership for Union Avenue redevelopment switched from the City's Planning Bureau to the Development Commission about January 1976, some momentum was lost. Both Bureaus are under the Mayor's direction but, with changing personnel and a different orientation, the Development Commission has had difficulty in committing resources for some project elements that they were not directly involved in planning, primarily due to problems in coordinating them with already existing development commitments. However, with some of these difficulties now under control, the implementation situation appears to be changing for the better currently.

According to available work-plans and time schedules, several strategies will move from the *initiation* and *introduction* stages into *transition* and *routinization* in the next few months. In other words, project development is progressing as details are refined and problems worked through. Certain of the more difficult strategies, such as Cash-Off-The-Streets, are behind schedule, but not so far as to warrant concern. The pace seems to be quickening in most other areas, as well.

CPTED Consortium involvement has been given partial credit for increasing the dollar size and reinvestment into the Union Avenue area. This favorable reaction by the community is evident. A recently announced decrease in the burglary rate also cited CPTED efforts. Thus, the City administration is satisfied with the effort to this point and feels that the increased investment, lower crime rate, and broadened credibility have changed public attitude towards Union Avenue. In large measure, this is a definite result of CPTED. In addition, two substantial technical assistance requests (Housing Authority and another business district) have been made by the community, suggesting growing community interest and acceptance.

In spite of some delays, all CPTED items as originally envisioned are attainable. No major revisions seem necessary or are suggested at this time. It will be necessary that Consortium and local proponents emphasize the need for prompt action and continuously press for solutions to eliminate any further delays.



### C. Case Study Matrix

Table 3-4 lists overall Commercial Demonstration activities bulleted according to the process stages affected. Activities associated with specific strategies are noted only in passing.

TABLE 3-4

## Process Case Study Matrix -- Commercial Demonstration Project (Page 1 of 5)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Draft of Model Cities Comprehensive Plan recommends that Union Avenue be developed as a specific program - plan and redevelopment. Economic studies prepared	-16	o	o					
Administrator of the Office of Planning and Development hired - new position to coordinate Planning Bureau, Building Bureau, Development Commission. Responsible to Mayor; eventually responsible for ensuring support pledged for the Bureaus and Commissions under him	-14			o				
Model Cities Planning Board and City agree to launch Union Avenue Redevelopment Plan. Planning Bureau starts	-10			o				
Office of Justice Programs conducts neighborhood meetings in central locations in parallel with Police Bureau -- explains crime prevention	- 5			o				
CPTED Consortium visits candidate cities in search for Commercial Demonstration site; holds site analysis meeting with local officials and consultants; tie together CPTED and potential commercial strip site	- 2	o	o					
CPTED Consortium presents briefing to Mayor. Major meetings are held among CPTED Consortium and local officials, steering committees, staff, and neighborhood committees; develop specific recommendations for redevelopment and planning process with consortium input. Consortium and city staff tie Union Avenue plans and CPTED together in detail. With pledge of support by Mayor, "in principle" agreement on mutual cooperation is achieved	0*	o	o		o			

\*October 1974 is designated as the Demonstration's inception month.

TABLE 3-4

## Process Case Study Matrix -- Commercial Demonstration Project (Page 2 of 5)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Union Avenue redevelopment plan delayed two months due to discussions on Fremont Bridge ramp opening; plan further refined during hold period.	0		o	o				
CPTED Concept Plan issued	1	o	o					
Onsite CPTED Consortium Coordinator begins, part-time	5		o	o				
News article in daily paper describes CPTED developments	9				o			
LEAA announces that Portland is chosen as a demonstration site--CPTED to be integrated with 5-year redevelopment plan	9		o	o	o			
Feature news article in weekly paper is basically critical because of no new funding, although does note CPTED Consortium role in successful lighting grant and acknowledges CPTED Consortium role in helping to pull together otherwise divergent activities	10			o	o			
Union Avenue 5-year redevelopment plan completed; presented to City Planning Commission; sets forth policies, strategies, land use, plans for redevelopment; discussed, but no action taken	14		o		o			
City Union Avenue Coordinator working in Planning Bureau-- coordinates with CPTED Consortium on CPTED	14		o	o				
Union Avenue Coordinator position transferred to Development Commission	15		u	o				

\* October 1974 is designated as the Demonstration's inception month.

TABLE 3-4

## Process Case Study Matrix -- Commercial Demonstration Project (Page 3 of 5)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Event and Participants								
Development Commission assumes leadership in implementing program. Planning Bureau staff phases out and becomes advisory. CPTED Consortium shifts emphasis to Development Commission	15			o				
City Council approves Housing and Community Development Program Budget \$350,000 earmarked for Union Avenue ('76 - '77) to support CPTED activities	15			o				
City Planning Commission approves revised Union Avenue 5-year plan; now an official document; presented to Development Commission Project Manager for Union Avenue Program hired by Development Commission (CPTED Consortium onsite coordinator resigns)	16			o				
CPTED Consortium and city staff conduct major meeting to refine work program (Chicago); refinement focuses on gaps revealed in transition from a planning document to Development Commission activities that can be coordinated with ongoing Development programs	19	o	o	o				
"Union Avenue Cleanup Day"; sponsored by local citizens group (Northeast Business Boosters), with Police Bureau assistance; most merchants out and working	22			o	o	o		
CPTED Consortium hires full time onsite coordinator. Headquartered at Development Commission Offices	23			o				
Mayor voices strong support for Union Avenue activities in staff memo; calls for action	24			o				

\* October 1974 is designated as the Demonstration's inception month.

TABLE 3-4

## Process Case Study Matrix -- Commercial Demonstration Project (Page 4 of 5)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Meeting with leaders of the minority community held to exchange information; and receive update on the Union Avenue program; chaired by the City Commissioner for Human Resources; attended by Union Avenue Program Manager and the onsite Consortium coordinator	24				o	o		
"Sunday Market" held; involves 29 booths, including one on crime prevention; over 500 attend; favorable reaction	24				o	o		
City Commissioner for Human Resources offers to take a leadership role in Union Avenue redevelopment	25			o				
City Commissioner for Public Works agrees to take over from the State Highway Department administration of \$4.5 million for Union Avenue street improvement	25		o	o				
Northeast Business Boosters host informal reception to expand membership; over 150 in attendance; Mayor speaks favorably to group	25		o	o				
Northeast Business Boosters formally organize (formulated out of old Union Avenue Boosters); bylaws drafted; listens to CPTED presentation								
City reveals that Union Avenue program actually involves \$7.5 million, instead of \$1.0 million, the NILECJ/CPTED program for partial credit for a bigger and better project, and obtaining Federal and private funding.	25	o	o		o			

\* October 1974 is designated as the Demonstration's inception month.

TABLE 3-4

## Process Case Study Matrix--Commercial Demonstration Project (Page 5 of 5)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Reorientation	Stabilization
Implementation status reports and special status report, highlighting key activities and schedules, submitted to NILECJ by CPTED Consortium	25		o		o		o	
Site office opened by Development Commission; located in most deteriorated area purposely; staff hired; becomes focus of regular Boosters' meetings	26		o	o	o	o	o	o
City Council approves second year of Housing and Community Development Program; \$400,000 for Union Avenue Program--('77-'78); Boosters present program to Council at hearing	27			o			o	
Article in daily paper is favorable, describes "new image" of Union Avenue; interview with Boosters president	27				o			o
Public Works Bureau hires full-time coordinator for \$4.5-million Union Avenue street improvement project. He meets regularly with Union Avenue Project Manager and Consortium onsite coordinator	28			o	o			
Representative of a national corporation announces plans to build \$1.5-million warehouse in Union Avenue Corridor to serve as its nationwide distribution center; announcement made to Boosters Board of Directors; possibility of CPTED technical assistance is noted	29							o

\* October 1974 is designated as the Demonstration's inception month.

CHAPTER 4. SCHOOLS DEMONSTRATION,  
BROWARD COUNTY, FLORIDA

A. Selection of Broward County for the Schools Demonstration

Evaluation of the available information led to the following recommendations:

- Elementary schools be eliminated on grounds of the low degree of crime and fear present.
- Special schools be eliminated because of their relatively few sites and persons at risk.
- Secondary and postsecondary (college and university) institutions be retained as potential Demonstration sites.
- Of the two, the secondary public school system be given primary consideration on the grounds that:
  - (a) They far outnumber colleges and universities and have a much larger population at risk, and (b) the presence at school of a large portion of the secondary school population is dictated by law.
- Of inner-city and suburban secondary public schools, the former be eliminated because: (a) Their generally older, two- to three-story construction is less likely to be the model for new construction and is, therefore, less likely to provide CPTED results that

can be incorporated in new design recommendations;  
and (b) their location in a higher density environment, with its greater variety of non-school variables impinging on a school's day-to-day activities, makes the development of a CPTED Demonstration with even quasi-experimental controls more difficult.

NILECJ approved suburban public high schools as the priority sub-environment for the Schools Demonstration. Based on several site visits and other communications, the Consortium identified the Broward County, Florida, system as the prime candidate. Its comparative advantages included the following:

- The school system was undergoing rapid growth, reflecting the growth patterns of similar suburban counties.\*
- The Florida Safe Schools Act and the Standard School Facility Construction Act provided opportunities for widespread replication of successful CPTED strategies to optimize program impact. The problem of school crime had been recognized at both the State and local level.
- The school system maintained a superior crime reporting system and data base.

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\* While enrollment forecasts suggested smaller incremental increases than in the previous decade, the school population was expected to grow by approximately 7 percent during the next 4 years. Approximately 22 percent of all students were black, with both black and white students bused to maintain an approximate 80-to-20 white-to-black ratio.



- School administrators and staff representatives interviewed during the course of site visits were open and aware in acknowledging and dealing with crime problems. Probably most important, numerous resource people pledged support for a Demonstration effort.

September 1974 was an active month in Broward County's selection for the Schools Demonstration. During a September 10 visit, mutual interest was noted and expanded among representatives of the Consortium and members of the school system's administrative and security functions. The latter included the Internal Affairs Director whose position as President of the National Association of School Security Directors suggested that a Broward County CPTED Demonstration project could have great potential for nationwide dissemination.

Later that month, the tentative agreement-in-principle was reaffirmed and buttressed. The Broward County School Board approved a recommendation submitted by the Director of Internal Affairs (the department that has responsibility for crime reporting and security) that a CPTED Demonstration be undertaken in the school system. The approval authorized the Consortium to develop a plan that would be considered for possible adoption by the schools, to be implemented through the use of local resources. It was to be the Consortium's role to analyze crime problems, attitudes, priorities, and prevention opportunities within local high schools to develop a responsive and realistic CPTED plan. Then, provided that the plan was acceptable and adequate demonstration resources were made available, the Consortium

would supply technical assistance to operationalize the plan and evaluate the results.

Consortium representatives met with a wide variety of people who directly or indirectly affect (or are affected by) educational activities and processes to gain information about perceived problems, conditions, attitudes, and priorities. Included were students, administrators, teachers, physical plant staff, and security personnel. Diverse insights and viewpoints that were expressed during these meetings, coupled with statistical data supplied by school officials and onsite observations by Consortium members, provided the foundation for planning and evaluating strategic alternatives for each Demonstration school. The active cooperation confirmed Broward County's preliminary self-selection for a CPTED Demonstration and reinforced the Consortium's positive appraisal. NILECJ approval soon followed.

Eight of the twenty Broward County high schools were to be selected as Demonstration schools on the basis of three important types of criteria: Representativeness, crime severity, and potential cooperation. With guidance by the Consortium, these criteria were applied by staff of the Internal Affairs Department and members of the Broward County School Board, leading to the selection of four experimental schools (host sites for strategy implementation) and four matched control schools. Each group

contains one "old school" and three "new school" models.\*\*

The Demonstration schools were selected because their designs are *representative* of schools both countywide and nationally in terms of crime, environment, and programmatic considerations. The crime data for the Demonstration schools for school years 1973-74 and 1974-75 were combined with data generated by onsite visits, interviews, and analysis of case records to support the selection of CPTED crime environments for the Schools Demonstration project. Typical of major county and national crime/environment targets, the primary targets identified for CPTED strategy development were:

- Subenvironments -- School grounds, parking lots, locker rooms (physical education), corridors, restrooms, and classrooms.
- Offenses -- Assault, breaking and entering, extortion, theft, and vandalism.

The schools varied in overall *crime* problems, with most exhibiting

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\*\* Because Florida has a Standard School Construction Specifications Act, the architectural style of the schools is reflected in basically two configurations for the high schools: (a) The "old," or tropical, architectural style composed of a one-story building spread out on a large campus connected by open, usually single-loaded, corridors; and (b) the "new" style that is not tropical but is, rather, a standard style consisting of a two-story structure with double-loaded corridors and internal stairwells.

fairly consistent (proportional) incidence rates across the CPTED crime spectrum of assault, breaking and entering, extortion, theft, and vandalism. The magnitude appeared to be sufficient for testing purposes.\*\*\* The experimental schools had consistently higher offense rates than the control schools by crime and by crime environment.

*Cooperation* was an essential ingredient in the site selection process. Since the CPTED Schools Demonstration project is based on improving normal support functions of the schools, increasing aesthetic appeal, and providing better design support for activities, the users' involvement in the total process is required to gain acceptance and support for the changes. Within CPTED guidelines, the changes must reflect the interests of the users.

The Schools Demonstration becomes a joint venture of the School Board project staff and student/faculty organizations and activities (e.g., service clubs and shop, graphics, horticulture, and art classes). Consequently, the level of cooperation and assistance expected at each school was carefully considered in selecting the Demonstration schools.

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\*\*\* See U.S. Department of Justice. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Crime Prevention Through Environmental Design Schools Demonstration Plan, Broward County, Florida, by T. D. Crowe et al.; Westinghouse Electric Corporation. Washington, D.C.: Department of Justice, (in press), pp. 60-62.

Following the Consortium's development of a preliminary Demonstration Plan, a revision was prepared that reflected the local concern that disproportionate weight had been given to physical, target-hardening strategies. The second plan highlighted a number of social and behavioral elements in the expanded strategies. Upon local acknowledgement of the plan's acceptability, cost estimates were prepared by the Consortium. In January 1976, an application for an implementation grant was completed for submission to the Broward County Criminal Justice Planning Council; the regional LEAA office in Atlanta, Georgia; the Florida Department of Education; and the Broward County School Board. The LEAA monies requested totalled \$397,105, and matching funds of \$9,000 and \$35,000 were requested from the State Department of Education and the County School Board, respectively. In February, the Department of Education endorsed the application and committed its portion of the requested funds. In March, the School Board committed its share.

(Endorsements for these actions had previously been offered by the School Board's District Advisory Committee, the Broward County Planning Council, the Chief of Police for Pompano Beach, and the Chief of Police for Ft. Lauderdale.) In June 1976, a slightly revised version of the grant request was submitted to the Broward County Criminal Justice Planning Council by the school system's Director of Internal Affairs. The application was then forwarded to the LEAA Regional Office and funds were awarded in July 1976, marking the formal exercising of the local option for Demonstration site selection.

#### B. The CPTED Process in Four High Schools: Events and Participants

The possibility of a CPTED Demonstration project was introduced to the Broward County School System in September 1974. It has gone through

three major phases:

- Introducing the CPTED concept to members and users of the school system and to various agencies on the county and State levels, while the details of the Demonstration were being reviewed and ultimately approved by the Broward County Board of Education.
- Developing and revising the Demonstration Plan and grant proposal until the grant award was announced by LEAA, with matching funds committed by the Florida Department of Education and the Broward County Board of Education.
- Implementing the Demonstration Plan's design directives.

In early attempts to communicate the CPTED idea, the Consortium had extensive contacts with a number of agencies and offices, including the following; Broward County School System Internal Affairs Office, Broward County Board of Education, Broward County Crime Commission, Florida State Department of Education, Florida State Governor's Commission on Criminal Justice, and the LEAA Regional Office. One of the purposes of these meetings was to generate political and financial support for the CPTED-based crime prevention strategies.

During the same period, Consortium members visited the selected schools and formalized their impressions of the crime problems, enabling the development of a preliminary plan. This work plan documented the distribution of criminal activities in the school environments and suggested well defined crime preventive strategies and design directives. Plans were reviewed, modified, and refined during late 1974 and 1975.

The proposed Demonstration called for some 25 or more design directives to be implemented in each of four high schools. The final proposal built on the local and State level inputs that had been incorporated in that Schools Demonstration Plan.

Concurrently with the developing of the plan, extensive attempts were being made to identify prospective funding options. LEAA was identified as the likely major source of funds, with State and local matching funds totalling 10 percent of the Federal share to come from the Florida Department of Education and the Broward County School Board.

The grant application was submitted to LEAA early in 1976. The initial LEAA review resulted in several clarifications and modifications, and the grant was awarded in the summer of 1976. The Director of the school system's Internal Affairs Office, who had been a major figure throughout the first two phases, was named CPTED Director.

This marked the formal inception of the implementation phase. The final proposal had called for two types of design directives, social and physical. Some of the social directives were implemented immediately (e.g., student victimization surveys were taken and teachers were briefed). However, internal Consortium memos reveal that, as of September 1976, the project was "roughly three months behind original plans." A primary reason was the delay in the approval of the grant. However, other difficulties emerged due to underestimates of costs (and cost inflation resulting from delays), awkward bidding procedures (School Facilities personnel noted that "approval of a bid of \$4,000 or more can take twelve

weeks"), and inadequately anticipated fire and health regulations. These and similar difficulties contribute even now to some delays.

A status report, prepared by the Consortium and submitted to NILECJ, summarized the situation as of January 1977. The report mentions 107 design directives, of which 52 had been implemented, 27 deleted, and the rest delayed or modified. However, recent conversations with school principals and other officials reveal their perception that a noticeable impact of the CPTED program is yet to be achieved. Despite the implementation of some major changes affecting bus routing and parking lot regulations, it is apparent that delays with respect to major physical directives -- mini-plazas and various structural modifications, for example -- must be overcome if the enthusiasm generated among the site's users and members is to be retained. Heavy activity in the *transition* stage, augmented by *routinization* and *stabilization* activities associated with some of the strategies effected earlier, should characterize the CPTED Schools Demonstration in the next few months.

#### C. Case Study Matrix

Table 4-1 lists overall Schools Demonstration activities bulleted according to the process stages affected. Activities associated with specific strategies are noted only in passing.



TABLE 4-1

## Process Case Study Matrix -- Schools Demonstration Project (Page 1 of 6)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Consortium makes initial site visit; meets with Director, Broward County School System Internal Affairs Office, and other administrators to exchange information and explore possibility of a CPTED Demonstration	0	o	o					
Consortium makes follow-up visit with Internal Affairs Director, meets with County school officials, gets okay to develop preliminary work plan; "agreement in principle" is achieved	0	o	o					
Preliminary work plan is submitted for comment to NILECJ and to Broward County Schools Superintendent; Superintendent gives informal approval	1		o	o				
Consortium establishes basis for continuing contact with agency representatives who are helpful in determining procedures for seeking funding support (e.g., Broward County Metropolitan Planning Unit, Florida Bureau of Criminal Planning and Assistance, Florida Department of Education)	0-2		o					
Consortium briefs Broward County Board of Education and Broward County Crime Commission on development of preliminary work plans	0-2		o					
Evaluation component is reviewed, revised, and incorporated in draft Demonstration Design Plan	2	o	o					
Draft Demonstration Design Plan submitted to NILECJ and Broward County officials	2		o					
Consortium meets with newly elected Broward County School Board; Demonstration support reaffirmed	2		o	o				

\*September 1974 is designated as the Demonstration's inception month.

TABLE 4-1

## Process Case Study Matrix -- Schools Demonstration Project (Page 2 of 6)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
Event and Participants		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
A "CPTED Funding Concept" is prepared by Consortium. LEAA is proposed to be the Demonstration's major funder	2		o					
Board of Education officially approves Demonstration; Board Chairman expresses concern: "CPTED is a plan without money to implement."	3			o				
Eight schools are selected for the Demonstration (four experimental and four control)	4	o	o	o				
Early versions of a grant proposal are sent to Florida Bureau of Criminal Justice Planning and Assistance; critiques lead to meeting with Consortium; meeting reveals that Bureau's planned recommendation for allocation of State Action Grant money had been withdrawn by action of Florida Department of Administration	4 - 5		o	o**				
Letters endorsing the proposed Demonstration and requesting that Bureau of Criminal Justice Planning and Assistance reconsider funding are sent by local Sheriff and Chief of Police, resulting in CPTED Demonstrations being added to next month's meeting agenda	5			o				
Consortium and Internal Affairs Director make presentation to Crime Prevention Task Force of Florida Governor's Commission on Criminal Justice Standards and Goals; however, Commission adopts plan that does not include Demonstration funding	6		o	o**				
Alternate funding routes being actively pursued; popular and political support being cultivated	6 - 10		o		o			

\* September 1974 is designated as the Demonstration's inception month.

\*\* Bulleting of a process stage may indicate an event's negative impact, as in the case of a funding recommendation's withdrawal.

TABLE 4-1

## Process Case Study Matrix -- Schools Demonstration Project (Page 3 of 6)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Consortium assists Broward County Municipal Planning Unit in development of two preapplications for Demonstration support, to be processed through Criminal Justice System	8		o					
Work continues on grant proposal: The original \$460,000 grant is broken into two parts (physical strategies and social strategies) to facilitate application processing	9		o					
Daily paper news article headed: "Crime Jumps in Broward Schools."	10	o			o			
Contacts pursued in Tallahassee and Washington to identify Demonstration funding support; LEAA Citizens Initiative Program offers support and provides assistance in preparation of grant application under direction of LEAA Regional Office	10		o	o				
Crime compilation methods are developed by Consortium and Internal Affairs Office (facilitated by addition of criminal justice planning capacity to Consortium team)	12	o	o					
Florida's Commissioner of Education indicates support; seeks matching funds within his Department	12			o				
Meetings between Consortium and local representatives -- from Superintendent of Schools, Internal Affairs Director, and County Sheriff to principals, faculty, janitors, and students in Demonstration schools -- enable refinement of data base, with strategies geared to specific crime-environment types; leads to enhancement and highlighting of social strategies, with down-playing of target hardening elements	14 - 15	o	o					

\*September 1974 is designated as the Demonstration's inception month.

TABLE 4-1

## Process Case Study Matrix -- Schools Demonstration Project (Page 4 of 6)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
Event and Participants		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Visits by Consortium lead to specification of strategies-by-school and pledges of full support for execution; School System's Research Department agrees to conduct evaluation with Consortium assistance	14		o	o	o			
Revised draft of Demonstration Concept Plan is reviewed by Consortium at separate meetings with NILECJ and Broward County officials	15		o					
Revised CPTED Demonstration Plan submitted to NILECJ, following approval by School Superintendent and Internal Affairs Director	16		o	o				
Grant request submitted to LEAA by Broward County Board of Commissioners	16		o	o				
Grant request is transferred from Federal Office to Regional Office of LEAA	18			o				
Matching funds are approved by Broward County Board of Education and Florida State Department of Education	18			o				
Costing problems lead to revision of Demonstration Plan	18		o	o				
Local CPTED Coordinator is hired; Consortium onsite CPTED Coordinator is hired	21			o				
School principals meet to discuss Demonstration's implications for their schools	21		o	o				
Grant is awarded by LEAA	21		o	o	o			

\*September 1974 is designated as the Demonstration's inception month.

TABLE 4-1

## Process Case Study Matrix -- Schools Demonstration Project (Page 5 of 6)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Student fear and victimization surveys are conducted	21	o	o		o	o		
Design directives are specified in meetings among Consortium, local CPTED Coordinator, and School Facilities Office	21		o	o				
School Facilities Office submits timetable meshing CPTED plans with ongoing programs	22			o				
Negotiations initiated and ongoing among CPTED Coordinator, Consortium, and School Facilities Office over timetables	23 - 30		o	o	o	o		
"Walkie Talkie" program is implemented in one school	24				o	o		
Some underestimates of costs are reported (various physical design directives)	25 - 30		o	o				
Consortium onsite CPTED Coordinator resigns; significant responsibilities are taken over by local CPTED Coordinator, thereby enhancing local CPTED identity	27			o			o	o
Student fear and victimization surveys, now expanded to facilitate correlation with implementation of sub-environmental directives, are conducted	28 - 29	o	o				o	
Consortium submits Demonstration Status Report to NILECJ; includes past and anticipated modifications	28		o	o		o	o	
Local CPTED Coordinator submits Quarterly Expenditure Report to Florida Bureau of Criminal Justice Planning and Assistance, containing memoranda and schedules documenting its budget reallocation request	28		o	o			o	

\*September 1974 is designated as the Demonstration's inception month.



**CONTINUED**

**1 OF 2**

TABLE 4-1

## Process Case Study Matrix -- Schools Demonstration Project (Page 6 of 6)

Actions and Indications of Local Involvement	Months Since Inception*	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Onsite observer hired by School System and trained by Consortium as part of Demonstration process monitoring and evaluation effort; begins data collection	29	o		o	o			
"Walkie Talkies" utilized in coordinated, successful effort to apprehend intruder, thus reinforcing their already generalized usage	29				o		o	o

\*September 1974 is designated as the Demonstration's inception month.



## CHAPTER 5. RESIDENTIAL DEMONSTRATION

### MINNEAPOLIS, MINNESOTA

#### A. Selection of Minneapolis for the Residential Demonstration

Based upon a survey and analysis of national crime/environment issues in different types of residential neighborhoods, the CPTED Consortium decided (with NILECJ concurrence) to focus the Residential Demonstration Project on problems in "inner-ring" areas. These areas are defined as predominantly residential neighborhoods that are located within city boundaries (usually near the central area) but that exhibit many of the physical characteristics of suburban neighborhoods. Inner-ring neighborhoods are usually less densely populated than core areas and contain more undeveloped land, much of which is in a process of development through the additions of multifamily units. However, inner-ring areas are primarily comprised of single-family, low-to-middle-income homes. The inner-ring environmental category was selected for two important reasons:\*

- Inner-city areas are often characterized by relatively large numbers of subsidized housing units and severe crime problems. However, since LEAA already had sponsored numerous studies that focused upon crime and fear problems associated with public housing projects, it was decided that the CPTED Demonstration should address problems in

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\*See Crime/Environment Targets, op.cit., pp. 91-95.

a different type of residential setting, one that often has serious crime problems but also has other characteristics more typical of suburban than inner-city areas. Inner-ring neighborhoods are often close enough to the city core to experience similar types of problems but have physical characteristics that resemble both the suburbs of large cities, and the older neighborhoods in smaller communities.

- Studies have shown that inner-ring residential areas are more likely to experience serious burglary and street crime problems than their suburban counterparts. Since, like suburban areas, they are predominantly comprised of single-family dwellings, the possibility of developing replicable CPTED strategies may be increased.

Following the selection of inner-ring neighborhoods as the preferred subenvironment for the CPTED Residential Demonstration, Consortium representatives visited several candidate sites and selected the Willard-Homewood Neighborhood in the Near North Community of Minneapolis, Minnesota, for the Demonstration. The reasons for this choice included the following:

- Crime Problems--Reported and perceived crime problems in the Willard-Homewood Neighborhood were sufficiently serious to warrant CPTED study but not so extreme as to be

unrepresentative of other cities of comparable size.\*\*

The City of Minneapolis ranked forth among eight cities\*\*\* with similar populations for total Index Crimes (collected for the 1970 and 1974 Federal Bureau of Investigation's Uniform Crime Reports), third for all violent crimes, and fourth for all property crimes. The Willard-Homewood Neighborhood sustained equivalent violent crime rates and lower property crime rates than the city of Minneapolis as a whole.

- Project Support--Residents of Willard-Homewood Neighborhood perceived crime to be an issue of great consequence in their lives, and many believed that reduction of crime and fear of crime could facilitate neighborhood rehabilitation. The Neighborhood had a number of community organizations and block clubs that indicated strong interest in the CPTED project. In addition, the City of Minneapolis had initiated a number of programs in the neighborhood that

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\*\*See U.S. Department of Justice. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Crime Prevention Through Environmental Design: Report on Implementation Status of Residential Demonstration, by R. K. Cunningham et al : Westinghouse Electric Corporation. Washington, D.C. Department of Justice, (in press), pp. B-5 through B-15.

\*\*\*The other cities were Buffalo, New York; Cincinnati, Ohio; Fort Worth, Texas; San Jose, California; Atlanta, Georgia; Portland, Oregon; and Toledo, Ohio.

could be expected to provide supplementary support. These included: (a) A Major housing rehabilitation program by the Minneapolis Housing and Redevelopment Authority; (b) crime prevention programs (such as the Patrol Emphasis Program, bicycle patrols, and saturation patrols) sponsored by the Minneapolis Police Department; (c) a variety of social programs (such as the Pilot Cities Program, court services, and youth counseling); (d) a street and alley improvement program sponsored by the Department of Public Works; and (e) probably of greatest impact, the Governor's Crime Commission already had initiated plans for a CPTED-type project in at least two areas of Minneapolis other than the Willard-Homewood Neighborhood.

- Physical Characteristics--The physical characteristics of the Willard-Homewood Neighborhood are characteristic of the inner-ring residential designation. The Neighborhood is located relatively close to the central area of the city and is comprised predominantly of middle-income residents who live in single-family dwellings. The area had an environmental rating lower than the city as a whole, characterized by many older residential structures (the majority in excess of 50 years old). A substantial portion (some 25 percent) of the residences warranted rehabilitation, and there were many abandoned or boarded-up homes.

● Social and Economic Trends--Although the Willard-Homewood.

Neighborhood had socio-economic problems, they were not so severe as to be irreversible. There was evidence that the Neighborhood had become relatively stabilized:

- Out-migration of the population was lower than for the city as a whole.
- Housing turnover rates were low.
- Available demographic data showed that the Neighborhood was populated by many families who owned their own homes, in spite of incomes which were slightly below the city average
- The racial mix of the area had remained generally constant since 1970 (from 1960 to 1970, the minority population had increased from 27 percent to 35 percent).
- The Neighborhood's commercial areas, although once in serious decline, were then experiencing revitalization and attracting new businesses.
- The City of Minneapolis was investing heavily in the area, as evidenced by such new facilities as North High School and the North Commons Park.

Beginning in April 1975, numerous meetings were held involving members of the CPTED Consortium, representatives of the City of Minneapolis (including the Mayor, City Council members, planners, and law enforcement officers), State agencies (the Governor's Crime

Commission), Neighborhood organizations, and others. During the course of these meetings, the purpose of the CPTED Demonstration Project was explained, local problems and priorities were discussed, potential CPTED strategies were considered, and possible supportive programs and other resources were identified. Major Consortium objectives were to determine levels of potential local interest and support for a CPTED Demonstration and to initiate appropriate project planning procedures and activities.

In May 1975, the Mayor declared his agreement-in-principle and requested that the Consortium select his city for the Residential Demonstration. Two months later, the City Council approved his recommendation that the City participate in the development of a Demonstration work plan. This informal, local self-selection combined with the Consortium's favorable preliminary review of problems and opportunities in the Willard-Homewood Neighborhood to make it a logical Demonstration site.

The City later reinforced its commitment by guaranteeing support for a local CPTED Demonstration Manager, pending award of a grant covering the Demonstration. Nevertheless, formal exercising of the local option to become a Demonstration site has not yet occurred. The grant application for support from the Governor's Crime Commission--submitted February 22, 1977--does not come up for final consideration and approval until sometime in April. The application is the result of several revisions. Close cooperation in this effort has been evidenced among State and local officials, with ongoing

technical support provided by Consortium consultants.

Together with the early and continuing contact with neighborhood groups, this has ensured a Demonstration that meshes with and builds on local efforts and makes formal approval imminent.

B. The CPTED Process in the Willard-Homewood Neighborhood: Events and Participants

CPTED programing efforts for the Willard-Homewood Neighborhood began in mid 1975 when the area was selected for study by the Consortium. Two years of development activity have taken this project into the first four stages of the CPTED process. Crime and environment problems have been diagnosed; plans and strategies have been proposed, modified, and refined; and various resources for the pending implementation phase have been organized. These activities have also served to introduce the CPTED model to the organizations and residents of the city of Minneapolis.

At the present time, almost all of the preliminary planning activities are completed ("preliminary" pending grant approval). The major activities through 1977 will occur in the *transition* stage as CPTED strategies are implemented in the Willard-Homewood Neighborhood. The most important feature characterizing the 2-year planning effort seems to be the extent of community coordination and involvement that has occurred. Numerous individuals and organizations -- representing virtually all facets of the urban and residential environment -- have been contacted, often more than once. To date, at least the following community groups and

members and state and local agencies have become involved in the Willard-Homewood project.

- Minneapolis Governor's Crime Commission (MGC).
- City Planning Department.
- Willard-Homewood Organization (WHO).
- City Housing and Redevelopment Authority (HRA).
- Willard Increasing Progress On the Go (WIPOG).
- City Urban League.
- City Police Department.
- City Council.
- City Department of Inspections.
- City Department of Public Works.
- City School Board.
- City Park and Recreation department.
- City Health Department.
- City Services Department.
- City Social Services Department.
- Mayor's Office.
- City Community Development Council (CDC).
- State Department of Education.
- City Urban Concentrated Unemployment Training Consortium.
- Willard-Homewood Block Clubs.
- The Religious Community.
- The Business Community.
- Key City and Willard-Homewood Neighborhood residents.



Meetings between the Consortium and community leaders and organizations have contributed necessary information throughout the planning process. This input has helped to describe crime/environment problems, develop plans and approaches, gain cooperation from supporting programs and groups, and organize implementation plans. It seems justifiable to conclude that a major CPTED Residential Demonstration Project could not be expected to succeed without intense, coordinated, and extended involvement of the community in the CPTED process.

The City of Minneapolis initiated a number of programs in the Willard-Homewood Neighborhood that were supportive of the CPTED Demonstration. These programs included a major housing rehabilitation effort, a Patrol Emphasis Program, bicycle patrols and saturation patrols sponsored by the Police Department, and social programs such as the Pilot Cities program, court services, and youth counseling. Also included are a CPTED project planned for other city neighborhoods and sponsored by the Governor's Crime Commission, a street and alley improvement program, and efforts from Block Clubs in the Willard-Homewood area. Thus, the city of Minneapolis offers a context that is highly supportive of the Residential Demonstration Project. Indeed, some CPTED strategies have been proposed primarily because a program and funds already existed that would facilitate their implementation.

Some noteworthy aspects characterize the distribution of programming activities to this point in the Residential Demonstration. Overlap among the first four stages has occurred throughout the planning process,

reinforcing the expectation that these activities could not and should not be mutually exclusive. As the Matrix in Table 5-1 demonstrates, a single activity frequently affects more than one stage.

Despite this extensive overlap, relatively intense efforts in the *diagnosis* stage can be distinguished during the last quarter of 1975 and the first quarter of 1976. Diagnostic activities then decreased, with the focus being taken by *initiation* activities that characterized the programming efforts through the summer and early fall of 1976. The almost continuous solicitation and promotion of Neighborhood involvement resulted in an active *introduction* effort throughout.

The nearly 2-years of preplanning activities culminated with the completion of the Minneapolis Residential Demonstration Plan in November 1976 and the submission of the detailed grant application in February, 1977.

#### C. Case Study Matrix

Table 5-1 lists overall Residential Demonstration activities bulleted according to the process stages affected. Activities associated with specific strategies are noted only in passing.

TABLE 5-1

## Process Case Study Matrix --Residential Demonstration Project (Page 1 of 5)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Event and Participants								
CPTED Consortium visits candidate sites in search for inner-ring residential neighborhood appropriate for demonstration development	-1	o	o					
Numerous meetings between CPTED Consortium and: (1) Mayor and other representatives of City (Council members, planners, law enforcement); (2) state agencies (MGC); (3) neighborhood organizations and others. Strong support pledged for CPTED; "in principle" agreement reflected in Mayor's request that CPTED Consortium select Willard-Homewood area of Minneapolis as demonstration site	0*	o	o		o			
SILECJ gives approval for W-H selection as site of Residential Demonstration. W-H environmental and crime data are summarized	1	o		o				
CPTED Consortium and MGC propose to City that a Demonstration work plan for a Residential Environment be developed for W-H	2			o	o			
Mayor recommends to Community Development Committee of City Council that Minneapolis participate in the development of a Demonstration work plan; Council accepts; extensive television, radio, and press coverage	2			o	o			
Arrangements for development of miniplan for W-H coordinated with State Criminal Justice Coordinating Council and city officials	4		o	o				
News article in daily paper entitled: "Commission OK's Study on Reducing Crime in City"								

\* May 1975 is designated as the Demonstration's inception month.

TABLE 5-1

## Process Case Study Matrix --Residential Demonstration Project (Page 2 of 5)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
Event and Participants		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
CPTED Consortium organizes the demonstration planning effort; to coordinate CPTED for W-H with citywide effort of MGC; identifies following programs that could relate to CPTED: Public works, schools, housing authority, social services, parks and recreation, planning, police, health, MGC and city council, Department of Inspection, DRA	5							
Arrangements are made to have W-H emphasized in citywide fear and attitude survey to be conducted by MGC	6		o	o				
Minneapolis elects a new mayor; CPTED programming efforts with Mayor's office are shelved temporarily; development of Demonstration plan continues, including identification of key individuals in community organizations	6		o	o				
Meetings are initiated with groups concerned with crime in W-H; major points addressed are description of CPTED Program, reasons for selection of W-H, and questions and answers	7		o		o			
Eighty-five meetings held between CPTED Consortium and City and State officials, community organizations, business and religious communities, and key residents to expand local input concerning issues on which to have Plan focus	8	o	o					

\*May 1975 is designated as the Demonstration's inception month.

TABLE 5-1

## Process Case Study Matrix --Residential Demonstration Project (Page 3 of 5)

Actions and Indications of Local Involvement	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
Event and Participants								
CPTED Consortium proposes classification system for crime reduction intervention strategies and compiles strategies according to this system	9		o					
CPTED Consortium conducts 2-day survey of W-H area to generate environmental description data	10	o	o					
CPTED Consortium provides support for analysis of citizen survey data collected in Minneapolis by MGC to specify crime/environment problems	10	o	o					
Initial draft of the Residential Demonstration Plan completed by CPTED Consortium	10		o					
CPTED Consortium gives CPTED presentation to four W-H community groups: WIO, W-H office of Urban League, Urban League Advisory Crime Task Force, and several block clubs	12			o	o			
CPTED Consortium and MGC give joint CPTED presentation to Minneapolis City Council, CDC, and Planning Commission	12			o	o			
CPTED Consortium memo outlines variety of supporting programs available in Minneapolis for the CPTED Demonstration Plan	13		o					
CPTED Consortium memo documents from various City agencies planned capital improvements for W-H in 1976-77	13		o					

\*May 1975 is designated as the Demonstration's inception month.

TABLE 5-1

## Process Case Study Matrix --Residential Demonstration Project (Page 4 of 5)

Actions and Indications of Local Involvement	Months Since Inception	Process Stages						
		Descrip- tion	Diagno- sis	Initia- tion	Intro- duction	Transi- tion	Routini- zation	Stabili- zation
Event and Participants								
Meetings between CPTED Consortium and W-H residents, Urban League, HRA, City Dept. of Public Works, City Council, and MGC to investigate other funding resources and introduce the Demonstration Plan	13			o	o			
Letter from chairperson of WHO praising CPTED Consortium presentation of CPTED program for W-H area	13				o			
CPTED Consortium makes presentations of Demonstration Plan to LEAA and HUD representatives; and to CDC and Planning Commission	13			o				
Construction cost estimates completed by CPTED Consortium for various W-H improvements	14		o	o				
Evaluation plan for W-H Demonstration completed	15		o	o				
Draft of Residential Demonstration Plan reviewed by City officials and community organizations	16		o					
Residential Demonstration Plan completed	18	o	o	o				
Onsite meeting attended by CPTED Consortium, NILECJ's CPTED GPM, MGC, City officials, and private groups, resulting in a grant commitment by MGC. City also agrees to provide initial funding for City's coordinator, while awaiting grant approval	19			o				

\*May 1975 is designated as the Demonstration's inception month

TABLE 5-1

## Process Case Study Matrix --Residential Demonstration Project (Page 5 of 5)

Actions and Indications of Local Involvement Event and Participants	Months Since Inception *	Process Stages						
		Description	Diagnosis	Initiation	Introduction	Transition	Routinization	Stabilization
CPTED Consortium completes draft application for CPTED Action Grant	19	o	o					
City CPTED coordinator hired	20			o				
Letters of support, pledging cooperation with CPTED effort, received from several agency heads and key members of W-H community	21			o				
Onsite Consortium support in rewriting of grant application to mesh with City's plans for CPTED activities in two other neighborhoods.	21	c	o	o				
City CPTED Coordinator meets with leaders of WHO, WIPOG, and UL; plans for hiring local assistants are discussed	21			o	o			
Grant application submitted to NCC	21			o				
Grant Presentation made to Supervisory Board of NCC; action on request planned for Board's meeting the following month, pending clearinghouse approval by the Metropolitan Council	22			o				

\* May 1975 is designated as the Demonstration's inception month.

## CHAPTER 6. CONCLUSIONS

These process case studies of three CPTED Demonstration projects have highlighted an apparent paradox. Their dissimilarities are undeniable. The overall design of the CPTED Program guaranteed it. An urban arterial commercial strip corridor, suburban public high schools, and an inner-ring suburban residential neighborhood are probably as diverse a group of crime-environment targets as can be imagined. Selecting Demonstration sites in the far northwest, the far southeast, and the northernmost midwest provided contexts that could only increase the diversity. The funding commitments anticipated also were quite different, varying from the existence in Portland of millions of dollars -- apparently at the discretion of the Mayor to commit or reallocate to a CPTED project in which he was publicly acknowledging strong interest, to the struggles in Broward County to get the necessary \$44,000 in local and State matching funds, to the potential several-hundred-thousand-dollars commitment of the already CPTED-oriented Minnesota Governor's Crime Commission -- which places that site somewhere in between.

At the same time, the Demonstrations' developmental processes have been remarkably similar. Agreements-in-principle to move forward with a CPTED Demonstration were achieved in September 1974 for the Schools site, in October 1974 for the Commercial site, and in May 1975 for the Residential site. Twenty-two months after the inception month of each Demonstration the process case study matrices reveal the following situations:



- One month had passed since LEAA's announcement of the Demonstration grant award to Broward County,
- Approval by the Governor's Crime Commission of the Minneapolis Demonstration grant award was expected to occur in one month.
- In Portland, it had been necessary a month earlier to have a 2-day meeting in which Consortium and local representatives worked out the extensive details of a workable program for applying their CPTED dollars (the previous work plans had not enabled the planners' agendas to become developers' activities),

In short, almost 2 years were required to prepare each Demonstration to move beyond the *description*, *diagnosis*, and *initiation* stages.

There have been other similarities. Just as in Portland, Broward County has experienced much difficulty in getting its implementation unit (its School Facilities Office is the analogue to Portland's Development Commission) to become an advocate for the initial CPTED plans. The need for increased coordination between planning and implementing agencies -- and greater sensitivity for each others agendas -- is obvious.

For both Portland and Minneapolis, initial pledges of apparently unrestrained resources soon threatened to be diluted as advocates for other priorities developed their own arguments. In Portland, the Development Commission raised questions about the linkages with ongoing programs funded by the Department of Housing and Urban Development. In Minneapolis,

questions developed about the importance of the CPTED project in the Willard-Homewood Neighborhood relative to similar projects proposed for other neighborhoods.

Not to be overlooked are three commonalities cited frequently throughout this report:

- The importance of soliciting and encouraging local involvement and inputs through all seven planning and implementation stages,
- The importance of developing a management plan that continuously seeks out opportunities to mesh with the management of existing crime and environment programs, thereby heightening the site's CPTED awareness and increasing the likelihood that the CPTED concept will be institutionalized,
- The importance of programming continuous research and evaluation activities in the management plan, thereby increasing the program's responsiveness to emerging problems and opportunities.

Whether divergent or similar, the process of *implementing* CPTED-type projects is complex. Attempts to impact upon the design and use of any subenvironment must relate to a variety of entrenched agencies, groups, and programs. Each already responds on a day-to-day basis to its own set of regulations, schedules, and informal agendas. The complexity of any *implementation* management plan is self-evident.

Nevertheless, one message of the above discussion is that the process of *planning* CPTED-type projects *capable of implementation* may be even more complex. Implementation activities are, by definition, ongoing. Adjustments necessitated by deviations from the expected can, at least in principle, be made within the same general time frame in which the deviations occur. CPTED implementers, then, must be responsive to the immediate and alert to emerging complications. CPTED planners, however, must be oriented to the longer-range future. They must be more sensitive to the potential impacts of unforeseen contingencies. The three Demonstrations' frequent returns to planning activities document these complexities.

One result of the experience provided by these Demonstration Programs should be a lessening of "unforeseeable" contingencies. This seems to be the thrust of comments made by one CPTED planner during a process case study interview (he is referring to the reasons the Demonstration's transition from planning to implementation had been inadequate):

"We should have done that earlier; should have gotten very clear definitions of the project organization, the structure of it, who was going to run it from the beginning instead of having this kind of split management which doesn't work. And I've learned that so many times, I don't know why I keep making the same mistake. One person; one person and one place you can identify. That's where you go for the answers and if he doesn't know, he'll tell you where to go. You don't short-circuit. And, you know, *that* I think was our biggest mistake in the beginning."

Events bulleted in the three process case study matrices -- particularly those affecting *both* planning *and* implementing stages -- give concrete examples of some of the contingencies that might be incorporated in future CPTED Demonstration scenarios. Grounding the CPTED approach in real-world projects reveals the diversity-similarity paradox to be more apparent than real. In actuality, the more diverse the activities affecting each stage in the developmental process, the greater the likelihood that generalizable planning and implementation recommendations will emerge\* and that previously "unforeseeable" contingencies will be foreseen.

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\* For an exposition of the general argument for generating viable theoretical statements from real-world research, see B. G. Glaser and A. F. Strauss. The Discovery of Grounded Theory: Strategies for Qualitative Research. Chicago, Il; Aldine Publishing Co., 1967.



**END**