



## SafeGrowth

Creating Safety & Sustainability through  
Community Building and Urban Design

**MetLife Foundation**

**LISC**  
**CSI**  
community safety initiative



## MetLife Foundation

### LISC COMMUNITY SAFETY INITIATIVE

Local Initiatives Support Corporation (LISC) is dedicated to helping nonprofit community development organizations transform distressed neighborhoods into healthy and sustainable communities of choice and opportunity—good places to work, do business and raise children. Since 1980, LISC has marshaled more than \$7.8 billion in corporate, government and philanthropic support for local neighborhood revitalization. This support has helped 2,800 organizations build or rehabilitate more than 215,000 affordable homes and more than 30 million square feet of retail, community and educational space.

Since 1994, LISC's Community Safety Initiative has promoted strategic alliances between community developers, law enforcement and other key stakeholders in troubled neighborhoods. By sharing resources and integrating strategies, these partners reduce persistent crime and disorder, spur economic investment and create healthier neighborhoods for youth and families. Visit [www.lisc.org](http://www.lisc.org) for more information.

### METLIFE FOUNDATION

MetLife Foundation, established by MetLife in 1976, is a long-time supporter of LISC's community revitalization programs. In 1994, the Foundation made a \$1 million leadership grant to pilot the Community Safety Initiative. MetLife and the Foundation have also made below-market rate loans and grants of almost \$77 million to LISC. MetLife Foundation supports health, education, civic and cultural programs throughout the United States. For more information about the Foundation, visit [www.metlife.org](http://www.metlife.org).

### ACKNOWLEDGMENTS

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*The authors and publishers are solely responsible for the accuracy of the statements and interpretations contained herein. Such interpretations do not necessarily reflect the views of MetLife Foundation.*

# 1 CRIME: TODAY'S GAPS IN PLANNING AND PREVENTION

*After a decade of decline, downward trends in violent crime are changing direction.* Nationwide, the FBI reports that violent crime rates increased in 2005 for the first time in 12 years.<sup>1</sup> A leading study in 2006, *A Gathering Storm: Violent Crime in America*<sup>2</sup> claims there is concern “these violent crime increases represent the front end of a tipping point of an epidemic of violence not seen in years”. National crime surveys report that the violent crime surge began even earlier, suggesting that communities around the country have been plagued by the devastating effects of increased crime for years.<sup>3</sup> The story is confounded further since national patterns tell us little about street violence within cities where crime risks vary considerably from one area to another. Yet, in spite of attempts to integrate crime prevention into the planning and administration of cities, the vast majority of contemporary programs remain fragmentary and secondary to neighborhood life.

*Profiled in the following pages are community groups and police departments around the country who have come together in effective partnerships to address crime in their neighborhoods through comprehensive community safety plans.*

Occupying the back seat of the urban growth process is not new for crime prevention. Not that there haven't been valiant efforts from planners, community developers and police or security officers. In fact, the SafeGrowth strategy described in this article emerges from the lessons of successful crime reduction projects. Profiled in the following pages are community groups and police departments around the country who have come together in



*SafeGrowth practitioners in Miami, FL review design proposals for a public park and adjacent housing development in the neighborhoods of Overtown.*

effective partnerships to address crime in their neighborhoods through comprehensive community safety plans. Many of these partnerships have been recognized through the MetLife Foundation Community-Police Partnership Awards. Practitioners around the country have replicated their successful efforts. The partnership between SafeGrowth and LISC's Community Safety Initiative has allowed for the design of a comprehensive program model for professionals in community development, urban planning and design, law enforcement and crime prevention. It draws on the best-practices of six years of MetLife Foundation Award winners to inform future planning for comprehensive community safety programs.

<sup>1</sup> [http://www.fbi.gov/ucr/05cius/data/table\\_01.html](http://www.fbi.gov/ucr/05cius/data/table_01.html). US Department of Justice, Uniform Crime Reporting program. Accessed July 23, 2007.

<sup>2</sup> The Police Executive Research Forum is a professional organization of law enforcement leaders and executives from across North America. Based in Washington DC, PERF conducts research on policing and crime and in 2006 published “Chief Concerns: A Gathering Storm – Violent Crime in America”. Copies are available online at [http://www.policeforum.org/upload/Gathering-Storm-PRINT-Final\\_110473745\\_1027200610304.pdf](http://www.policeforum.org/upload/Gathering-Storm-PRINT-Final_110473745_1027200610304.pdf)

<sup>3</sup> <http://www.ojp.usdoj.gov/bjs/glance/tables/4meastab.html>. US Department of Justice. Bureau of Justice Statistics, National Crime Victimization Survey. Accessed July 23, 2007.

# SafeGrowth: A MODEL FOR DEVELOPMENT

# 2

***SafeGrowth is a community planning and capacity building model tailored for locally-driven public safety initiatives.*** A creation of Gregory Saville from AlterNation Consulting, a former chair of the International CPTED (Crime Prevention Through Environmental Design) Association and an urban planner, SafeGrowth builds

*As a neighborhood-based process, SafeGrowth lays out a step-by-step method to create a plan of action for spurring on the safe revitalization of a community or target area.*

on lessons from programs such as CPTED, SafeScape<sup>4</sup> and Situational Crime Prevention, all of which have been central to the strategies of various MetLife Foundation Award winners over the years. While those programs are excellent strategies in themselves, none provide an integrated and holistic way to develop, plan and administer public safety in cities and neighborhoods around the country. As a neighborhood-based process, SafeGrowth lays out a step-by-step method to create a plan of action for spurring on the safe revitalization of a community or target area. Through systematic diagnoses, coordination and planning, SafeGrowth provides community groups the opportunity to develop sustainable neighborhood capacity while creating solutions to local public safety concerns. The SafeGrowth diagnosis and planning allows com-

munity developers, planners and law enforcement to purposefully integrate services and improve safety in neighborhoods plagued by crime.

An effective SafeGrowth Plan offers an alternative to yearly crime summaries as a measure of neighborhood safety or annual police reports as a measure of police performance. Instead, this process provides step-by-step research and planning to form community safety plans and procedures. As many of our MetLife Foundation Award winners have shown, SafeGrowth best occurs through strong and informed neighborhood governance groups. These groups are often led by grass roots community organizations who partner with city agencies and police departments. SafeGrowth strategies vary in length and scope depending on the community assets and liabilities at hand. Sites across the country prove that strong partnerships lead to established programs – the basic goal of SafeGrowth – and they clearly lend themselves to this model. These sites offer effective strategies that can and should be replicated and SafeGrowth provides the means to do that. In addition, there are many ways in which SafeGrowth can come to life in situations different than those presented here. This guide offers a description of CPTED principles, the foundations of the SafeGrowth model and how to use them, as well as a vision of implementation for community developers around the country.



*Focus: Hope leads a comprehensive SafeGrowth presentation focused on the reclamation of foreclosed properties in Detroit, MI*

## UNDERSTANDING THE FOUNDATIONS

### 1<sup>st</sup> and 2<sup>nd</sup> Generation CPTED

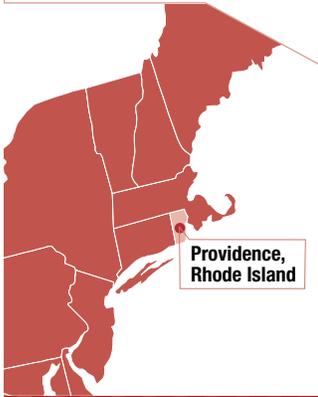
#### Crime Prevention Through Environmental Design

#### 1<sup>st</sup> Generation CPTED - Basic

Crime Prevention Through Environmental Design - CPTED - is arguably the most well known program for reducing opportunities of street crime. It emerges from ideas about urban diversity and eyes on the street in Jane Jacobs influential 1961 book *The Death and Life of Great American Cities*. Later books included Professor C. Ray Jeffery's 1971 text by the name that coined the term CPTED and architect Oscar Newman's 1972 book *Defensible Space*. In 1978 planner Richard Gardiner reported a successful test of CPTED in the neighborhoods of Hartford, Connecticut through his book *Design for Safe Neighborhoods*.

Attention moved away from CPTED in the following decade. However, in 1996 the Department of Housing and Urban Development commissioned Newman to write *Creating Defensible Space*, a monograph about his early work. Also that year the International CPTED Association (ICA) formed as the first international organization for professionalizing CPTED practice and advancing its theory. The ICA grew concurrently with, or led to the creation of, many similar organizations around the world: The Florida CPTED Network; Design Out Crime Association in the UK; Ontario CPTED Association; the European Design Out Crime Association; CPTED Latin America based in Chile; and others ([www.cpted.net](http://www.cpted.net)).

<sup>4</sup>Based on their book by the same name, American planners Dean Brennan and Al Zelinka modified CPTED principles to "challenge planners and citizens alike to create vibrant, integrated, self-policing, and sustainable communities". Published by the American Planning Association, they hoped SafeScape would become a new standard in urban planning. See Dean Brennan and Al Zelinka. (2000). *SafeScape: Creating Safer, More Livable Communities Through Planning and Design*. Washington: APA Planners Press.



### 1<sup>st</sup> Generation CPTED – Physical Changes Riverside Gateway Initiatives

*2007 MetLife Foundation Award Winner*

In Olneyville, Rhode Island, a local park and nearby developments have replaced what was once a hot spot for drug dealing, prostitution and other crime. As part of a MetLife Foundation award winning partnership, the Olneyville Housing Corporation (OHC), police officers (from patrol officers to senior leadership), residents, City staff, architects, planners and others met for a two day CPTED training to identify specific issues and physical improvements for a nine acre site that would be converted to public recreation space. Following the training, a cave that was used by drug dealers and prostitutes was immediately closed by the police. Recommendations also included spreading park amenities throughout the nine acre site, rather than in one or two concentrated areas; changing the planting plan for the park, including planting dense vegetation in the area between a high retaining wall to inhibit criminal activity; and placing public restrooms at a nearby building facing the street and the office reception spaces. Additionally, the group identified the City's decision to abandon the paving of a portion of a street adjacent to the park due to cost overruns as a critical safety issue.

Police officers stated that it was critical they had vehicular access to that portion of the street as they needed to see the full nine acre park from certain elevated places; OHC development staff requested the street frontage for the construction of new homes; and neighborhood residents felt that the whole area would be safer with access and travel along that portion of the park. Following the CPTED training, participants engaged in a focused lobbying campaign and convinced the City to reopen that portion of the street. These improvements, coupled with other partnership efforts, have resulted in a notable decrease in crime. The park is now an attractive recreational space used regularly by neighborhood residents and visitors.



*Community-police partners implement CPTED strategies in the redevelopment of Riverside Park in Providence, RI.*

## COMPONENTS OF TRADITIONAL 1<sup>ST</sup> GENERATION CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN STRATEGIES



### TERRITORIALITY

All places can be defined as public, private, or semi-public/semi-private. This is the concept of territoriality. The idea is to turn a particular area over to legitimate users of that place so that they will be more likely to adopt ownership over that place. This will make it less likely that people who do not belong will commit criminal or nuisance behavior at that location. By bringing a community together to design and implement a plan, CPTED projects can create clearly defined community spaces that foster ownership and identity. These areas are friendly to positive uses by “owners,” but unfriendly to “non-owners” who may seek to commit crimes. For example, a common identity can be fostered amongst businesses in a commercial district through banners or common façade characteristics that announce a sense of place and proprietorship.



### ACCESS CONTROL

Access control clearly defines who uses a space while creating a sense of turf by focusing on entry and exit points into buildings, parks, parking lots, and neighborhoods. Every community has specific entry points and multiple levels of access, both formal and informal. Problems can arise when entry to public and private spaces is not limited accordingly. This applies to both automobile and pedestrian traffic, both of which can be formally or naturally controlled. CPTED promotes the appropriate placement of physical features such as fencing and signage and active management of street closures and staffed entrance gates, factors that can help communities curb the criminal use of its public and private spaces.



### IMAGE

Image refers to the management and maintenance of an area. If a property is well maintained, it shows that management, or the owner, care for and will defend the property against crime. A property that is not maintained may indicate that management is not concerned about the property and might overlook or ignore criminal activity. Crime often congregates in areas where there are dilapidated and abandoned buildings, in places where litter and graffiti are rampant, and where the area looks as though no one cares. Examples of how to implement this principle would be to enhance an area through graffiti paint outs and community clean ups.



### NATURAL SURVEILLANCE

As opposed to cameras or other formal surveillance techniques, CPTED supports natural means of monitoring activity that can be established through proper lighting, window placement, reduction of physical barriers that create blind-spots and cooperation among community members. This can be as simple as encouraging neighbors to spend time outside or designing storefronts with windows in appropriate places. Placing legitimate eyes on the street can help to make a place unattractive for offenders, thus preventing it from becoming a place where they want to commit a crime. Any architectural design that enhances the chance that a potential offender will be, or might be seen, is a form of natural surveillance. Often it is not just the fact that the offender might be seen that matters. It is that the offender thinks they will be seen that can help deter the opportunity for crime. Ways to achieve natural surveillance include landscaping, building design and the placement of high risk targets in plain view of legitimate users.

## SAMPLE OF ADVANCED CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN STRATEGIES



### ACTIVITY SUPPORT

Activity support is when the intended design of a particular urban feature properly fits the designated use. The idea is to fill that feature – for example parks, ATM bank machines, laundromats – with legitimate uses and users to discourage potential offenders with the ability to offend with impunity. Having an attendant monitor a laundromat, locating coffee kiosks near parks and scheduling sporting and cultural activities in unused parks are all strategies that support the intended design of those features.



### MOVEMENT PREDICTORS

Land use features, such as walkways, escalators, paths and trails, encourage people to take a certain predictable route to and from areas. The predictability of these routes can be done in such a way that places pedestrians at risk or vice versa. Risky movement predictors include alleyways behind night-time drinking establishments, especially if they are isolated and have poor sightlines. Stairways to underground parking garages are another example of pedestrians trapped into one predictable route where offenders may be lurking. Positive examples of movement predictors include locating walkways or paths near safe areas with good sightlines. Landscape designers sometimes clearly mark paths through large parking lots (they call this “wayfinding”) with pavement markings, lighting, and raised surface treatments. This is typically enhanced with security phones and closed circuit television (CCTV) along the way to improve the safety of such routes.



### LAND USE

The way land is used can significantly shape crime opportunities. Planners divide land use into categories such as residential (homes and apartments), industrial (factories), institutional (schools and libraries), commercial (corner stores, strip malls, downtown shops, and businesses), public spaces (urban parks and sidewalks). How these land uses are put together can reduce, or increase, the potential for certain types of crime. For example, while placing light warehousing in isolated industrial parks is useful to keep residential areas more livable, it leaves the warehouses vulnerable to unobserved nighttime burglaries. These areas often require additional target hardening security and expensive police patrols. Additionally, it is difficult to create a sense of community when people use a neighborhood for only one single purpose. For this reason, some modern planning practices have returned to the concept of the mixed-use neighborhood, as recommended by Jane Jacobs in the 1960s.



### POSITIVE DISPLACEMENT

When CPTED is not applied in thoughtful ways it can move crime problems from one place to another. This is known as negative displacement. Positive displacement is when activities that might normally generate conflict, such as skateboarders near seniors housing, are intentionally placed in more appropriate locations to minimize potential conflict. For example, in one particular mall parking lot teens came into conflict when late night shoppers parked in areas where teens normally congregate. By creating a safer, well lit area of the property more appropriate for the teens – and having the teens themselves participate in designing the space – the property owner was able to positively displace them to that nearby locale where legitimate activities could be made available for them. The shoppers could then park unhindered and the teens could socialize in their own space.

SafeGrowth practitioners refer to the CPTED model used in the 1970s as 1<sup>st</sup> Generation CPTED - Basic. It works by modifying the physical environment to help people take control of spaces where they work and live. This concept is titled ‘territoriality’. Strategies include controlling access into places using fencing, hedging or other entranceway designs. The use of landscaping in this strategy encourages natural surveillance and enhances what Jacob’s called the ‘eyes on the street’. Today, this also includes mechanical surveillance such as cameras, closed circuit television (CCTV) and organized surveillance, such as security officers on bike or foot patrols.

Newman also included ‘milieu’ as a strategy in this category, better known today as the broken windows theory. This is the idea that disorderliness and vandalism (broken windows, gang graffiti) will detract from proprietary feelings residents may have of

an area, thereby diminishing territoriality by legitimate residents of that area. Neighborhood clean-up campaigns and strategic code enforcement have been powerful solutions to this concern.

### 1<sup>st</sup> Generation CPTED - Advanced

Since the 1980s, CPTED concepts expanded considerably. There are dozens incorporated into advanced 1<sup>st</sup> Generation CPTED. One example is ‘displacement’, the idea that interventions merely moved a crime problem from one area to another. Criminological studies reveal that displacement is not inevitable and when it does happen there is often a net reduction in overall crime. Further, it is possible to displace certain activities in an attempt to minimize or avoid potential conflict between different groups using nearby spaces. This is known as intentional positive displacement. For example, moving a skateboard park away from senior housing could avoid tensions between conflicting user groups of a common space.



*Artists and neighborhood volunteers apply 1<sup>st</sup> generation CPTED principles by painting murals in graffiti-prone locations in El Cajon, California to help promote a positive image for their community.*

Advanced CPTED also includes an expansion of crime prevention theory called Situational Crime Prevention by Professor Ronald Clarke in his book by the same name. As with CPTED it employs strategies to reduce the opportunity for crime in discrete, local areas. However, it also uses technical fixes such as locking devices and target hardened windows to prevent store robberies. Most recently, the situational approach adds social prevention strategies, such as using publicity campaigns to reduce negative peer pressure on young people. These types of efforts span the bridge between 1<sup>st</sup> Generation CPTED (reducing the physical opportunity from crime) and 2<sup>nd</sup> Generation CPTED (reducing the social motives to crime).

### 2<sup>nd</sup> Generation CPTED

1<sup>st</sup> Generation CPTED strategies are bound by the belief that crime will subside once there is territorial control and modification to the environment where crime occurs. The intended result is the minimization of criminal opportunity—an important element of crime prevention, but a largely reactive one. Just as territoriality is at the root of 1<sup>st</sup> Generation CPTED, social cohesion is at the root of 2<sup>nd</sup> Generation CPTED, which was created in 1997 in order to deal with discrete neighborhood problems in specific areas.<sup>5</sup> The sole focus of 2<sup>nd</sup> Generation strategies are the social motives for crime and the cultural dynamics that give rise to those crime concerns.

### Second Generation CPTED employs the following four principles (4 C's):

► **COHESION:** Cohesion strategies enhance relationships between residents, merchants and key participants in a neighborhood. Strategies including properly implemented neighborhood watch groups, community mentoring programs and school-based social competency training programs—especially emotional intelligence concepts—all offer strong examples of cohesion. When done effectively, these groups create an effective network of engaged citizens. They can also teach problem-solving or conflict resolution skills to those who live in the neighborhood. Social cohesion strategies work to enhance the skill base and effectiveness at resolving community issues for such groups.

*The intended result of 1<sup>st</sup> Generation CPTED is the minimization of criminal opportunity. The sole focus of 2<sup>nd</sup> Generation strategies are the social motives for crime and the cultural dynamics that give rise to those crime concerns.*

- **CONNECTIVITY:** While cohesiveness within a place is an important factor detracting from crime motives, effective SafeGrowth models show that neighborhoods and community groups must not operate in isolation of one another. There must be a formal or informal way to connect and communicate among key players. An example of this is media outlets publishing community success stories or soliciting public support for community events. In addition, every neighborhood needs connectivity outside itself, such as a capacity for soliciting resource support or writing funding proposals.
- **CULTURE:** CPTED specialists often forget that communities do not require neighborhoods of watchers. Instead they need a sense of community where people care about who and what they are watching. This is why cultural activities, such as sports, music festivals and artistic events are so important. One example is Active Art Galleries.<sup>6</sup> These cultural events bring people together in a common purpose, satisfying the need for community members to share a sense of place. This sense of place is what urban planners refer to as 'placemaking'. It is one of the most effective ways to create community pride, giving residents reason to care about their streets and neighbors.

<sup>5</sup> Second Generation CPTED was created by Gerry Cleveland and Gregory Saville in 1997. For an early version of the theory see their original paper at <http://www.pac2durham.com/resources/schools.pdf> (Accessed July 30, 2007). For an updated version see Gregory Saville and Gerard Cleveland, "Second Generation CPTED: The Rise and Fall of Opportunity Theory" in 21st Century Security and CPTED, Randall Atlas. Baton Rouge, FL; CRC Press (2008).

<sup>6</sup> Created by artist and community consultant Shelly Saville, the Active Gallery Program is a community culture strategy where artists work together, partner with real estate and property owners, establish storefront galleries, organize art walks and educational events for youth, and help make city streets attractive and interesting for residents. For more information on the Active Gallery Program see [www.alternation.ca](http://www.alternation.ca).



Seattle, Washington

## Implementation of a SafeGrowth Strategy

### Southeast Seattle Community Safety Initiative

2003 MetLife Foundation Award Winner

A MetLife Foundation Award winner, HomeSight, used its skills both as a developer and a community organizer to improve safety in the Southeast Seattle area. This area had been characterized by drug activity, crime, graffiti, abandoned cars and illegal dumping. When HomeSight set out to revitalize the area, it recognized that addressing crime and public safety would be critical to its success. As a real estate developer, HomeSight worked with the Seattle Police Department to strategically identify projects that would improve safety and strengthen community groups. HomeSight then redeveloped these areas and incorporated SafeGrowth concepts. For example, a parking lot of a local shopping plaza had poor lighting, dangerous traffic flow and was considered unsafe. HomeSight designed a plaza improvement project with new lighting and a new parking lot configuration, anticipating where crime could potentially occur and designing projects to assist in crime prevention. In another shopping plaza, HomeSight led clean-up efforts and then used its skills as an economic developer to convince a bustling Farmer's Market to locate to the plaza. As community organizers, HomeSight worked with diverse business associations and community groups to identify and address their safety concerns and to obtain their support for these projects. HomeSight also organized annual community workdays where it mobilized residents and businesses to clean-up the area, repaint facades of stores, replant flowers and shrubbery and install security fencing and landscaping. Crime declined and residents' perceptions of the area improved significantly. In recognition of its expertise, HomeSight earned a seat on the City of Seattle's Planning Commission. One of HomeSight's goals as a commission member is to embed CPTED principles into building codes throughout the City.

► **CAPACITY THRESHOLD:** 2<sup>nd</sup> Generation CPTED seizes the concept of social ecology. It promotes the idea of social stabilizers as well as balanced land uses. Social stabilizers include safe congregation areas, positive events for young people or active community social organizations. Social stabilizers minimize destabilizing activities that often tip an area into crime, such as a strong presence of illegal pawn shops or bars. Capacity also includes balanced land uses and the concept of the tipping point, a term which describes the capacity of any given activity or space to properly support the intended use. For example, too many abandoned homes in a neighborhood have been shown to act as a magnet for certain types of crime and vandalism.

Second Generation CPTED acknowledges that people are not likely to have strong territorial feelings unless they develop a sense of shared standards for positive behavior and overall neighborliness. They must actually care about the people and place where they work, play and live. There is strong need for territoriality and social cohesion not only in existing places but in future development as well. Public places, for example, need to be managed long after they are constructed. Provisions for how that will take place should and do appear in effective SafeGrowth Plans.

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# THE SafeGrowth MODEL: SIX ELEMENTS OF EFFECTIVE SAFETY PLANNING 3

*The principles described above are most useful only when they are considered as part of an inclusive planning and problem-solving process,* rather than as a checklist or an isolated analysis of a specific area or problem. SafeGrowth offers community developers and their public safety partners with a clear roadmap for integrating 1<sup>st</sup> and 2<sup>nd</sup> Generation CPTED principles into a process that ensures that public safety concerns are a connected part of planning for neighborhood well-being.

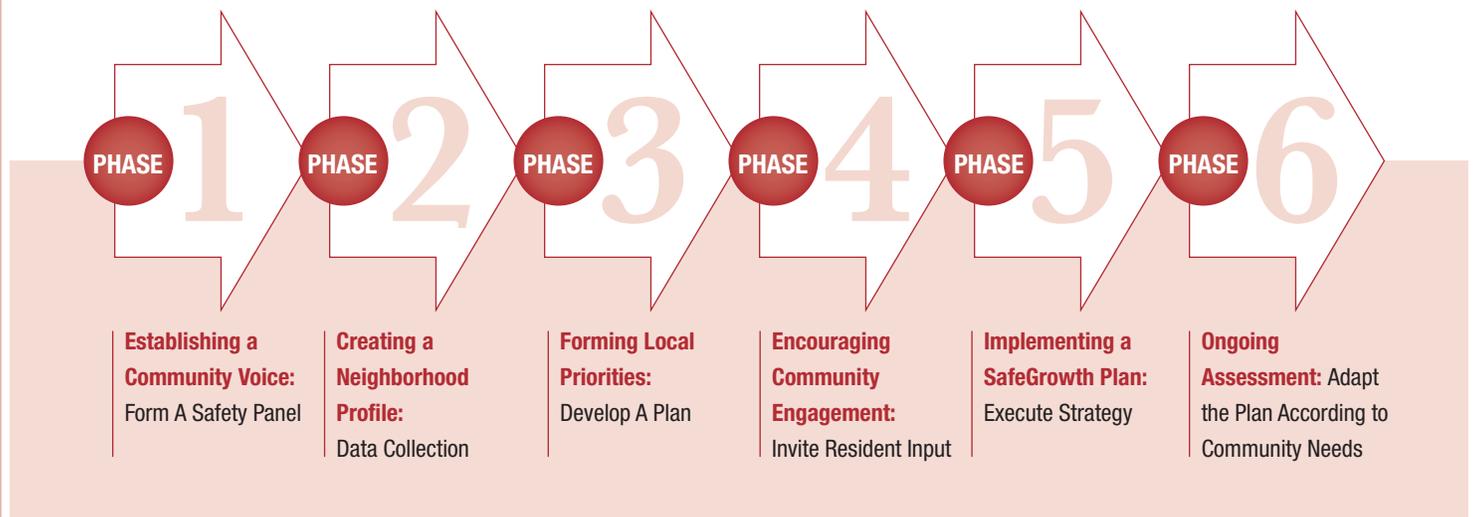
Neighborhood planning takes many different forms in urban communities with a variety of public and private institutions

shaping structure, participants and timeline. Throughout the LISC network, many communities have produced “quality of life plans” and similar products as part of the commitment by LISC and its local partners to support comprehensive community development and what we call Sustainable Communities. Likewise, the public safety programs of MetLife Foundation Awards winners in Providence, Seattle and elsewhere have emerged from community planning processes.

Yet many such plans consider public safety as an isolated piece of the community development puzzle tackled through youth programs, cameras, citizen patrols and increased police presence. Isolating prevention from development means we miss opportunities to truly integrate crime prevention planning into interventions that seek to improve the physical, economic and social health of neighborhoods. The holistic nature of the SafeGrowth model emerges precisely because all the steps are purposefully integrated, resulting in the formation of a long term plan to address community concerns.

Introducing the SafeGrowth model requires a careful scan of the available resources and the political climate of your target area. Programs and resources that already exist in a

## The SafeGrowth Model: Six Elements of Effective Safety Planning



community should be brought to the table from the start. Many sites have found that hiring a lead coordinator to convene key players around the table has been valuable (See: LISC Community Safety Paper *Catalyst for Collaboration: Roles of a Safety Coordinator*). Another option to begin a SafeGrowth program is by doing a scan of your community to identify strengths. This process, referred to as community asset mapping, is depicted in John Kretzman and John McKnight's 1993 book *Building Communities from the Inside Out*.

## SAFEGROWTH IN ACTION: INTEGRATING PUBLIC SAFETY INTO THE NEIGHBORHOOD PLANNING PROCESS

### Phase One: Establishing a Community Voice

#### Convening and Training Leaders

Most effective planning processes begin by convening key stakeholders from within the neighborhood to serve on a leadership team, advisory board, steering committee or task force. In SafeGrowth this has become known as the Leadership Team. This multi-disciplinary group would include representation from law enforcement, possibly including police, prosecutors and corrections officials. Additional membership that will support and enhance your partnership include municipal staff familiar with code and zoning enforcement, local merchants and business owners, town planners, public/private/charter school officials, community activists, non-profit and faith-based leaders.

A lesson touted by many MetLife Foundation Award winners is to keep this core leadership team small—ideally eight to ten people—and ensure that they are committed to regular meetings backed by rules and resources that can facilitate the creation of an effective SafeGrowth or revitalization plan.

It may also be necessary to create a municipal committee in relevant city departments to help form and support local Leadership Teams in new or troubled neighborhoods. That commit-



*The Coalition for Responsible Community Development (CRCD) builds on 2<sup>nd</sup> Generation SafeGrowth principles by organizing community events for youth, residents and merchants in Los Angeles, CA.*

tee, called a Municipal Development Panel (MDP), comprised of municipal leaders and city department authorities will advocate for the local Leadership Teams, providing resources and assistance when needed. Resources should likely include training or access to expertise in crime prevention and analysis. This often-overlooked step is critical for the group to be able to effectively integrate public safety into planning. The requirement for training and expertise will vary by neighborhood, as some team members may already have extensive experience in this area, while others may not. For example, the Leadership Team may discover that a handful of volunteers are in need of training in CPTED. The Leadership Team may sponsor a training workshop to train volunteers with skills in CPTED, conflict resolution, crime analysis, project management or restorative justice. Additionally, the MDP may organize such workshops for Leadership Teams throughout the jurisdiction. The MDP or Leadership Teams may learn of a nearby expert in restorative justice and arrange for that expert to speak to educate relevant community members about such a concept.

## Phase Two: Creating a Neighborhood Profile

### Understanding Assets and Liabilities

Creating a neighborhood profile that maps community assets and liabilities is an important step in planning. Some practitioners may choose to start this process with their multi-disciplinary safety team, particularly if the scope and boundaries for the planning process need to be defined. If those elements are already in place, you may prefer to begin with a public community meeting.

The important element from the SafeGrowth perspective is that crime statistics, crime maps, police input and perceptions from surveys/interviews completed by residents of the community are utilized as part of the mapping process. For example, the Leadership Team may ask local residents to participate in nighttime safety audits, thereby gaining understanding of fears within the neighborhood. They may ask local college and university students to administer surveys on local attitudes about areas of high crime. These participants should be randomly selected, not represent specific groups or organizations, and meet collectively for the sole purpose of an unbiased assessment process. This will allow the Leadership Team to collect relevant data without being swayed by a local political agenda. Once the information is gathered, members of the Leadership Team should ideally include police crime analysts so crime patterns can be correctly identified.

There are multiple sources for building the public safety portion of the neighborhood profile including consultants, academic researchers, police crime analysts and crime prevention specialists. In addition, many communities already have planning data and relevant statistics on hand.

Additional methods that could be used include:

- ▶ Focus groups and round table discussions
- ▶ Safety audits with local residents and business owners
- ▶ CPTED surveys administered by the Leadership Team
- ▶ Crime mapping with geographic information systems
- ▶ Police calls for service and crime report summaries

### 2<sup>nd</sup> Generation CPTED – Community Involvement Urban Edge Public Safety Services

2006 MetLife Foundation Award Winner



In the early and mid 1990s, the low-income, largely minority Boston neighborhoods served by Urban Edge were home to drug activity, gang operations and high crime rates. In response, Urban Edge, the Boston Police Department and other key stakeholders formed a MetLife Foundation award winning partnership. Partners engaged in redevelopment and made physical improvements to the area while recognizing the importance of incorporating 2<sup>nd</sup> Generation CPTED concepts. Urban Edge acquired an industrial building in foreclosure and converted it into a community center. The YMCA, a theater project, and several community programs now operate out

*The once unsafe area was transformed into a place that supported and encouraged community gatherings. Residents that were once afraid to leave home, now hold neighborhood block parties and participate in community activities on a regular basis.*

of the community center. Urban Edge also launched several youth programs such as a Teen Program, Afterschool Program and Summer Day Camp to provide youth with safe places to play while offering alternative programming to gang activity. A coalition of resident leaders, Boston Police Department representatives and Urban Edge staff began hosting block parties to bring neighborhood residents (including gang- and drug-involved youth) out on the street to eat, dance and interact with the police. The once unsafe area was transformed into a place that supported and encouraged community gatherings. Residents that were once afraid to leave home, now hold neighborhood block parties and participate in community activities on a regular basis. Gang activity, drug sales and violence have decreased dramatically.

## Phase Three: Forming Local Priorities

### Diagnosing Problems and Crafting Strategies

Success in SafeGrowth and nearly all neighborhood planning processes relies heavily on the diagnosis of local problems. This is often part of a “visioning” process where community members work towards shared understanding and goals for future development and planning. One form of visioning is called the Wisdom Council. A creation of community organizer Jim Rough, an annual Wisdom Council can bring local issues to the Leadership Team for inclusion into the Safe Growth plan. They also help democratize the SafeGrowth planning process (for details see: [www.co-intelligence.org/P-wisdomcouncil.html](http://www.co-intelligence.org/P-wisdomcouncil.html)) As part of “visioning”, SafeGrowth emphasizes identifying what conditions need to change to achieve a safer, healthier neighborhood. When conducting the diagnosis, the SafeGrowth model recommends consideration of the following three priorities:

**Re-Establishing Local Controls:** The SafeGrowth Plan must consider whether it is necessary to re-establish local control in high crime ‘hot spots’. Some areas often experience high incidence and fears of victimization. Residents in such places are often disengaged with their communities. They are unwilling to participate in local activities or use amenities such as the corner park due to fear of crime. If these residents cannot enjoy an evening out for a walk or ride on public transit without fear, they are being robbed of their right to live in peace. Public services, like transit, will be underutilized and therefore cost ineffective. Local businesses often suffer from a loss of potential income in these situations as well.

*Crime is complex and beyond the capacity of a single agency or group to bring about change. Therefore if long-term sustainability is the goal, the tools to resist crime must eventually reside within the neighborhood.*



### Forming and Sustaining Multi-Disciplinary Safety Partnerships Auburn Boulevard Revitalization Project

2004 MetLife Foundation Award Winner

In Sacramento, California, a strip of Auburn Boulevard was notorious for homicides, drug activity, prostitution, stolen vehicles, fights and shootings. In response, multiple local agencies and groups joined to form a Nuisance Response Team (NRT) and won a MetLife Foundation Community-Police Partnership award for their efforts. Each member of the NRT offered different perspectives and capabilities, and by working together, could focus their resources more effectively. The Sacramento Housing and Redevelopment Agency (SHRA) had the ability to develop affordable housing and other projects. The Sheriff's Department dedicated two officers to the strip and implemented problem-oriented policing practices. The County Code Enforcement Department was brought in to issue code violations on particularly troubling nuisance properties. The NRT also included the Sacramento County District Attorney's Office, Environmental Management Division, Building Department, local utility company, Probation Depart-

ment, Child Protective Services, Animal Control and Fire Department. With SHRA's help, residents formed a neighborhood watch group and a homeowners association, with leaders from both groups representing on the NRT. The NRT met regularly to identify problems and develop collective strategies to address the issues. For example, the NRT executed coordinated ‘sweeps’ where a number of agencies together would visit a problem property. The presence of different agencies enabled the NRT to address multiple problems simultaneously which created more effective pressure on property owners to make improvements. The District Attorney's Office offers another example as they trained code enforcement officers on evidence collection to improve cases against property owners. As a result of the involvement of these different groups, incidence of crime and property problems has declined significantly, and SHRA has been able to increase their redevelopment efforts and encourage reputable businesses to move into the area.

In such crime hotspots, it is crucial that the leadership team includes recommendations to re-establish local control as part of the SafeGrowth Plan. These take many forms and include:

- ▶ Requests for enhanced emergency response and targeted police intervention
- ▶ Zero tolerance enforcement and saturation patrol
- ▶ Non-vehicle, highly visible uniform patrol.
- ▶ Target hardening and situational crime prevention

It is important to remember that each strategy has a place and will be effective only when the diagnosis is complete. Traditional security may be necessary in one situation but not another. The action plan must call for a specific response based on diagnosis. For example, hardening vulnerable targets by installing fencing or instituting “lock it or leave it” campaigns can be effective when part of a tailored SafeGrowth plan that incorporates measurable results.

**Problem Solving Tools:** Crime is complex and beyond the capacity of a single agency or group to bring about change. Therefore if long-term sustainability is the goal, the tools to resist crime must eventually reside within the neighborhood. When we use the term ‘capacity’ it refers to very specific problem-solving skills. In the ideal situation, police or security officers might introduce those skills when they respond to a problem. This is the case for officers who have expertise in problem-oriented policing methods.<sup>7</sup> Moreover, these skills may emerge from specialists such as CPTED consultants or prevention experts who teach conflict resolution classes in the school system.

A few examples of problem-solving tools include:

- ▶ First generation CPTED (basic/advanced)
- ▶ Problem-Oriented Policing ([www.popcenter.org](http://www.popcenter.org))
- ▶ Problem Based Learning for Police Officers ([www.pspbl.com](http://www.pspbl.com))
- ▶ Conflict resolution programs (See: LISC Community Safety Paper *Innovative Solutions to Youth Violence*)

The fact that these programs already exist does not distinguish SafeGrowth. The difference here is that the diagnosis shows what skills the neighborhood requires. Another difference is the recognition that problem-solving skills belong in the neighborhood. They belong as the repertoire of the leadership team members and they should be made readily available to the community. At minimum, a few people skilled in these methods should be available to offer these skills to the community. Such people include members of LISC trained in SafeGrowth, neighborhood police officers, social workers, community volunteers or business association members and LISC community partners trained in SafeGrowth.

**Capacity Building:** Youth violence prevention expert Gerry Cleveland claims that crime prevention strategies are applied to or for community residents but seldom with community residents. He correctly argues this does not build capacity to carry lessons forward. SafeGrowth answers the question of capacity building through the Leadership Team concept and by investing in crime prevention and problem solving training. This becomes capacity-building when it is applied to projects planned for future development. For example, Leadership Team members may provide input on pipeline development projects using their knowledge of CPTED thus initiating a transfer of knowledge to developers who are active in the area. Similarly, team members may conduct workshops with property owners and landlords in a given area to discuss how 1<sup>st</sup> and 2<sup>nd</sup> Generation CPTED principles might shape property management decision-making. SafeGrowth encourages intentional planning to bring problem-solving skills forward throughout all stages of community development and safety projects.

<sup>7</sup> Some police agencies claim they are problem-solving, but only relegate it to a tiny number of officers. In such cases they hack at the branches but do not dig at the roots of crime problems. This may be due to limited resources and they have no choice. In other cases it may be a result of uninspired leadership or obsolete training methods. Whatever the reason, there is no lack of information. There are now hundreds of well-documented problem-solving success stories, problem-solving training is well-advanced, and dozens of new publications exist on how to attack intransigent crime problems. For example, the Center for Problem Oriented Policing has produced dozens of clearly written guidebooks that explain how to tackle a whole range of different crime problems ([www.popcenter.org](http://www.popcenter.org)). Armed with state-of-the-art tactics on prevention and problem-solving, the properly trained members of a SafeGrowth Leadership Team can specify the problem-solving and enforcement services they require in their safety plan. Where they can find local resources to provide those services, the Leadership Team will implement them directly. In other cases, the team can outline those services in their SafeGrowth Plan and forward to the MDP or relevant city departments supporting their work. It is the task of the MDP in conjunction with the mayor, city council, city administrator, and police leadership to coordinate the needed services and resources.

## Incorporating SafeGrowth into an existing neighborhood plan

Already engaged in a neighborhood planning process? Here are some salient tips from the SafeGrowth model to help ensure public safety is an integrated part of your plan:

- ▶ Involve police in your planning leadership team.
- ▶ Train planners and key stakeholders in crime problem-solving and CPTED principles.
- ▶ Utilize crime data in your needs analysis.
- ▶ Invite foot patrol and beat officers to share their insights about community assets and liabilities.
- ▶ Work with police to conduct a CPTED analysis of your target neighborhood and key projects.
- ▶ Move beyond traditional roles: Ask police what projects they would tackle first if they had economic development resources at their disposal. Ask for their help with implementation, such as in recruiting businesses or homeowners.



*Community-Police Partners review neighborhood plans in Providence, RI*

- ▶ Seek support from police leadership in advocacy efforts, including those that are only indirectly linked to public safety. The unexpected voice of law enforcement in an economic development debate can be very powerful.
- ▶ Engage police in selecting project coordinators and leaders, from shaping job descriptions to interviewing candidates.



*The Graffiti Free Zone spearheaded by safety partners in South Los Angeles helped to improve image, while signage designated the territory of community-oriented residents. Both are examples of 1<sup>st</sup> generation CPTED in action.*



*SafeGrowth planning groups composed of university, police and community representatives conduct safety audits in Seattle, WA.*

## Phase Four: Encouraging Community Engagement

### Ratification by Community Members

An important step for building buy-in and ensuring that SafeGrowth plans reflect community needs is bringing the plan back to the community for further input and ratification. One model for this process endorsed by SafeGrowth experts is the Speak-Out forum.<sup>8</sup> SpeakOut is a model for community engagement that “goes out to the people rather than asking them to come to it.” A creation of social planners Wendy Sarkissian and Andrea Cook, it is a lively and interactive exhibition staffed by people familiar with any neighborhood plan. It seeks participation from a wide range of neighborhood members. This process also ensures that a SafeGrowth Plan has specific targets and measurable results for continued evaluation.

## Phase Five/Six: Implementing and Adapting a SafeGrowth Plan that is Responsive to Community Needs

### Ongoing Assessment

LISC and many MetLife Foundation Award winners advocate for “planning while doing”. The SafeGrowth implementation stage expands this further by involving several important milestones, such as sharing the plan with various business and community leaders who in turn can advocate the plan to city council or other governing boards. This has two effects. First, the Leadership Team should have representation from relevant city departments, therefore department heads can take steps to coordinate actions. Second, the city departments and community agencies on the Leadership Teams can consolidate various recommendations from the plan into individual budgeting processes to maximize resources for the community. Since each SafeGrowth plan must have specific and measurable targets, the Leadership Team will review results from year to year to assess effectiveness. Most essentially they must celebrate SafeGrowth plan accomplishments sharing credit with all partners.

<sup>8</sup>See their book, W. Sarkissian, A. Cook, and K. Walsh. (1997), *Community Participation in Practice: A Practical Guide*, Institute for Science and Technology Policy, Murdoch University, Perth, Western Australia. Their on-line paper also describes the process. <http://www.engagingcommunities2005.org/abstracts/Sarkissian-Wendy-final.pdf>



## Designing a SafeGrowth Plan El Cajon CDC Community Enhancement Program

*2005 MetLife Foundation Award Winner*

In the 1980s in El Cajon, California, downtown storefronts were boarded, businesses had difficulty maintaining a customer base and surrounding neighborhoods were in despair. Prostitution, drug activity and an aggressive transient population caused major concern among struggling business owners. In response, and as part of a MetLife Foundation Award winning partnership, El Cajon CDC organized a Community Enhancement Committee of local businesses, social service providers, police and other city departments. As part of this initiative, the city formed a Design Review Commission to review all proposed development projects for the area. Commission members included local architects, developers, artists, contractors, the local Fire Marshall and a Community Policing Officer who provided input on safety and crime prevention as it relates to physical design. Additionally, the El Cajon Police Department continued the operation of a three-phase Crime Free Multi-Housing Program. In phase one, property managers and owners attended an eight-hour training course that addresses safety-related issues such as resident selection, eviction and Crime Prevention through Environmental Design (CPTED). In phase two, a Community Police Officer does a walk-through of each property to assess physical security and make suggestions to increase safety through the application of CPTED principles. In phase three, the Community Policing Officer and the property sponsor a yearly safety social, where residents of the rental property are invited to attend and learn about safety principles and crime prevention. This program has had a positive impact on the housing properties and the surrounding neighborhoods. As a result of this and other partnership initiatives, crime decreased and businesses, foot traffic and homeownership projects are returning to the downtown area.

# PUTTING IT TOGETHER: DESIGNING FOR SAFETY 4

*A truism of today's cities and towns is that they are a collection of different neighborhoods—* a downtown area, multi-family residences, collections of suburban residential single family homes, historical villages, mixed residential/commercial zones, homes clustering around schools or parks and so forth. As urbanist Jane Jacobs often said, these neighborhoods are complex ecosystems. The key to success for any SafeGrowth plan is to think of the city ecologically, an interconnected system of distinct neighborhoods, each with discrete assets and liabilities. Each municipality has its own unique

configuration of neighborhoods. Given the wide variation among and between urban and suburban neighborhoods, the delivery of CPTED and safety strategies must be unique to each area.

We must, Jacobs assured us, pay careful attention to the ecology of neighborhoods if we are to plan for safe and livable places. Today there are numerous places where CPTED has appeared. In many cities community policing or crime prevention officers already offer CPTED training to local residents and businesses. In other cities property owners can request a CPTED survey from public safety officials or from CPTED consultants who use 1<sup>st</sup> Generation CPTED checklists. In yet other places 1<sup>st</sup> Generation CPTED strategies appear within municipal ordinances or state laws, such as the

*The key to success for any SafeGrowth Plan is to think of the city ecologically, an interconnected system of distinct neighborhoods, each with discrete assets and liabilities.*



*Community groups partner with the Milwaukee Police Department to implement 1<sup>st</sup> and 2<sup>nd</sup> generation CPTED principles in neighborhood revitalization efforts.*

Florida's Convenience Store Security Act. In a few places advisory committees exist to provide CPTED advice and guidance to developers.

Programs like these, while effective individually, are not an ideal way to circumscribe prevention and safety within the ecology of today's cities. The primary reason for this is these programs do not address the diverse ecological niches found within neighborhoods. For example, few (if any) of these programs teach residents how to organize themselves locally. Programs like these also make few attempts (or none) to coherently analyze neighborhood crime patterns and then tailor CPTED appropriately to respond to each pattern. Checklists certainly do not accomplish that. Furthermore, outside experts seldom provide local capacity to measure success in the long term. To offer long term, sustainable solutions, we need a more ecological and holistic approach to community safety and well-being.



*Urban Edge and its partners in the Boston Police Department have mobilized community residents, property managers and public officials to support comprehensive community safety strategies over the years.*

The step-by-step process of SafeGrowth allows for the development of a plan that is tailored to neighborhood strengths. The process outlined within this guide is how community developers, crime prevention specialists and urban designers can craft these different strategies into a coherent practice, while designing safer and more sustainable communities.

## ADDITIONAL RESOURCES

- ▶ Local Initiatives Support Corporation [www.lisc.org](http://www.lisc.org)
- ▶ International CPTED Association (ICA) [www.cpted.net](http://www.cpted.net)
- ▶ *Designing Safer Communities*. National Crime Prevention Council, 1700 K Street, NW, Second Floor, Washington, DC 20006-3817
- ▶ *Design Guidelines For Creating Defensible Space*. Oscar Newman. HUD – 000037. HUD User, P.O. Box 6091, Rockville, MD 20849. Phone 1-800-245-2691
- ▶ *Defensible Space, Detering Crime and Building Community*. Henry G. Cisneros, U.S. Department of Housing and Urban Development. HUD User, P.O. Box 6091, Rockville, MD 20849. Phone 1-800-245-2691
- ▶ *Safescape: Creating Safer, More Livable Communities Through Planning and Design*. Dean Brennan, AICP & Al Zelinka, AICP, American Planning Association Planners Press (312) 786-6344
- ▶ *Using Crime Prevention Through Environmental Design in Problem-Solving* by Diane Zahm. U.S. Department of Justice Office of Community Oriented Policing, [www.cops.usdoj.gov](http://www.cops.usdoj.gov)

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