CREATING A BLUEPRINT FOR COMMUNITY SAFETY

A GUIDE FOR LOCAL ACTION

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TAKE A BITE OUT OF CRIME®

National Crime
Prevention Council
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Washington, DC
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The National Crime Prevention Council is a private, nonprofit tax-exempt [501(c)(3)] organization whose principal mission is to enable people to prevent crime and build safer, more caring communities. NCPC publishes books, kits of camera-ready program materials, posters, and informational and policy reports on a variety of crime prevention and community-building subjects. NCPC offers training, technical assistance, and national focus for crime prevention: it acts as secretariat for the Crime Prevention Coalition of America, more than 117 national, federal, and state organizations committed to preventing crime. It also operates demonstration programs and takes a major leadership role in youth crime prevention. NCPC manages the McGruff "Take A Bite Out Of Crime" public service advertising campaign, which is substantially funded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. Proceeds from the sale of materials funded by public sources are used to help support NCPC's work on the National Citizens' Crime Prevention Campaign.

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ACKNOWLEDGMENTS

Why this particular book? It is meant for the person who will be doing the hard work of managing, coordinating, and spurring a local initiative to action. The process of Creating a Blueprint for Community Safety is not an easy one, but it is not an impossible one. It is not simple, but equally it is not overly complicated. It requires commitment, belief in the potential for success, expectation that agencies can work in new ways, confidence that average citizens can do the extraordinary, understanding of crime's problems and causes, an appreciation for the dynamics of groups, and the ability to build and strengthen relationships that allow not only for change, but for growth toward healthier and stronger communities.

This book, designed to help local communities across the country take charge of solving their crime problems by focusing on prevention and early intervention, is the product of the work of thousands of people whose experiences are distilled and presented here to benefit those seeking to undertake a similar task.

There is no single cure for crime, just as there is no single cause for crime. Communities seeking to deal with crime must bring together all of those who know the problem, those who care about the problem, and those who can help solve the problem. This book helps establish a framework in which all these people can work together effectively.

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Bringing all these people together and bringing them into the process of developing a strategic plan that is actionable is indeed possible. NCPC has seen remarkable results in more than 25 communities. Seven of the largest cities in Texas; the four communities that made up the Pulling America's Communities Together initiative of the United States Attorney General; the 16 Comprehensive Communities Program sites created through the Bureau of Justice Assistance of the U.S. Department of Justice; and several independent cities with whom NCPC has worked on a direct contract basis all testify that it can be done.

These communities have identified conditions, resources, needs, and strategically grounded approaches to addressing the most urgent crime problems, particularly drug and violence problems, that beset them and their citizens. These planning processes have proved a durable and self-renewing base for concerted local and regional action in all kinds of jurisdictions. These are neither simple enforcement plans, nor mere high-flown prevention desires. They are concrete, direct, and specific action agendas for each community and its members.

Just as important as the strategic approach and actions formulated is the fact that that process itself brings together public and private agencies to share information, identify goals and subjects of mutual interest, spur and reinforce commitment, create and implement opportunities to work together in new and more productive ways, and even develop community-based government.

NCPC told the story of the seven Texas cities in *Taking the Offensive: How Seven Cities Reduced Crime.* Its reports on PACT and CCP have been widely distributed.

This book is designed to show why the comprehensive approach is vital, because one of the first tasks of the manager is to understand the incentives for success and how to present and sell those incentives to potential partners. The book goes far beyond that, however, to provide in Part II detailed and specific lessons for management, relayed by more than a dozen experts who have lived the task and walked the talk.

We have assumed that the manager of such a local coalition or consortium has some background in running programs and some knowledge of administrative chores. We have assumed some level of resources, but the book explains the resources you will need. Beyond this, we have assumed only that someone with some level of power and authority has said, "We need this to happen here." That may be you or your employer or another civic leader in your community.

This book is not a cookbook with rigid recipes. It is, rather, a guide to making work a process that must be tailored to your community, its needs, its frameworks. It is not possible to outline every contingency nor is it feasible to provide for every alternative here. We provide guidance on the opportunities and on the alternatives that the majority of our colleagues encountered and show how you can address and overcome them. The lessons from the managers of these twenty-five cities have been culled, refined, and focused. The interviews granted by those currently undertaking these tasks enormously contribute to the sharpening and enriching of the lessons that we've shared.

This book was researched and drafted by Theresa Kelly, Director of Special Projects at NCPC. It received extensive editorial assistance from Jean O'Neil, NCPC Editor in Chief. Terry Modglin, Director of Municipal and Youth Initiatives, who pioneered TCAP and PACT, helped to develop the basis for many of the key lessons that we share with you. The people who were interviewed especially for this book include: Lt. Kim Humphrey, Lance Clem, Tracy Johnson, Colleen Minson, Henry Gardner, Jim Jordan, Michael Sarbanes, Deputy Chief A.J. Key, George Crawley, Otis Johnson, Beverly Weber, Rae Ann Palmer, and William Kirchoff. Support from the Bureau of Justice Assistance (BJA), a component of the Office of Justice Programs in the U.S. Department of Justice was extraordinarily important in both framing and writing this book. The extensive comments provided by Bob Brown, the program manager, who is Chief of the Crime Prevention Branch, contributed enormously to the readability of this document. Nancy Gist, BJA's Director, encouraged this effort; her commitment was heartening. Other reviewers also enriched the document that we share with you here. These include: Wes Lane, Tracy Johnson, Deputy Chief A.J. Key, George Crawley, Colleen Minson, David Harris, Fred Garcia, and Steve Rickman. Judy Kirby and Marty Pociask of NCPC managed the actual publication process to provide you with an attractive framework for reading these most helpful lessons.

As you take on the challenge of bringing members of your community together to develop the kind of solutions that will make a lasting change in the rates of violence, drug abuse, and other crimes, remember that the goal is attainable, the task is stimulating even when it is most challenging, and the benefits to your community are enormous.

John A. Calhoun
Executive Director
National Crime Prevent Council

EXECUTIVE SUMMARY

A Blueprint for community safety can help coordinate activities, better align resources, leverage mutually supportive actions, and track and celebrate results.

Creating a Blueprint for Community Safety entails commitment by all kinds of people and organizations to address not just the symptoms of crime but its causes, to deal with community needs rather than communal blame, to act as well as to plan, and to develop a sense of investment in civic safety and well-being that becomes second nature to everyone in the community. Why engage in it?

Rural, suburban, and urban communities across the nation are finding that thoughtful planning that leads to vigorous action can

- make neighborhoods safer and less fearful,
- enhance the use of government and community resources,
- promote prevention,
- improve quality of life for residents, and
- produce innovative solutions to persistent problems.

A successful planning and implementation effort for safer communities embodies several key features:

- It involves both grassroots and government.
- It addresses local needs, priorities, and concerns rather than a fixed inventory of issues.
- It focuses on solving problems, not assigning blame.
- It is built on a full partnership among all at the table.
- It embraces all kinds of civic, service delivery, and governance systems.
- It involves both short-term and long-term actions.
- It seeks results that are specific and measurable.
- It aims toward implementing a shared vision that enlists all.

Such a process helps communities create effective Blueprints for Community Safety.

Dozens of communities—cities, towns, townships, counties, and regional alliances—have learned to identify and coordinate many undiscovered, unexplored, or underutilized resources for reducing crime because of their focus on identifying resources to transform blueprints into action.

Too often, lack of partnerships and even of basic communication can mean that duplication, inefficiency, and even working at cross-purposes plague well-intentioned efforts and waste scarce resources. A Blueprint for Community Safety can help coordinate activities, better align resources, uncover new resources, leverage mutually supportive actions, and track and celebrate results.

WHAT IS AT THE CORE OF THE CONCEPT?

The idea is simple: get together everyone (or at least a core group that connects with everyone) concerned about crime who is willing and able to help the community reduce or prevent it. Look at the problems from all angles. Figure out the best solutions for your community's problems. Lay out a plan that includes short-term and long-term actions and identifies needed resources. Agree on what to do and who's doing it, and then do it.

The reality is, of course, not so cut and dried. Who can pull the group together? Who is "everyone" and what happens when they gather? What needs to be done to change or reduce crime? Whose angles on problems and solutions are important? Where does the money come from? How do you get 12 or 15 or 30 people to agree on a plan, assign the work, and communicate about resources and results? How does the group sustain and expand its work? But the reality produces rich results for real communities.

This book tries to help you anticipate and answer these questions and more. It draws from experiences of more than two dozen communities that have implemented all kinds of plans. It is not, however, a cookbook. There is no one perfect universal model for bringing communities together to tackle the tough issue of crime and its prevention. Indeed, one secret of success is ensuring that your planning and implementation effort is tailored to the unique characteristics of your community.

What kind of commitments does this process require? The outlays are relatively modest, especially considering the rewards. Tangible requirements generally include 12 to 18 months of time of the entire planning group (for two hours to two days per week, depending on the phase of the plan), ongoing support from key elected and citizen leaders, engagement of law enforcement and other criminal justice agencies, active participation by grassroots groups and a variety of public and private organizations, some professional and clerical staff support, meeting spaces, photocopying, and basic supplies.

What is equally important but less tangible is a willingness on the part of government and the civic infrastructure to do business in a new way and to take risks by involving grassroots community leaders as full partners. Another intangible is the ability, generated by the leadership but wholeheartedly adopted by the group, to focus on solutions, not history. A third intangible is the ability of government agencies (and other major organizations) to give full partnership to grassroots leaders. Part II of the text provides much more detail on what is needed.

HOW THIS GUIDE CAN HELP YOUR COMMUNITY

This guide is designed to help communities create and implement their own Blueprints. It offers a rationale and describes the premises and the basic framework. It explains key process elements, resources required, and how a local manager or coordinator can help the community develop and put into action its plan.

Part I, "The Case for Making Blueprints," explains the concepts and principles on which the Blueprint for Community Safety is based and why such a process can become a community asset. It describes results that communities have achieved, presents examples of local experience, outlines reasons communities have taken on this challenge, and presents potential rewards. Those who are unfamiliar with strategic, comprehensive, community-based crime control and prevention planning—and those familiar only with grant-focused, top-down planning models—Part I is "must" reading. For those making presentations to others in the community, Part I offers a useful template.

Part I explains why the time is right for comprehensive local initiatives, notes key principles and major decisions in planning that should be considered from the beginning, provides a thought-provoking "readiness checklist" for local partners, and presents examples of the benefits that several local initiatives have achieved through this process. It also describes the process and work style that participants need to adopt in order to maximize benefits from the Blueprint and the new kinds of organizational relationships that are a consistent hallmark of communities that have undergone this process.

Part II, "Drawing Blueprints for Action," is the toolbox. It details the steps in developing a plan and managing the process. It includes checklists, time lines, and key management decision points that help tailor both the process and the product to local needs and circumstances. An overview of the process and a typical time line are followed by a discussion of key action steps, including decisions about how the process will actually work locally (and the implications of those decisions) and challenges that may require action. Part II also outlines pitfalls and suggests ways to avoid or overcome them.

In addition, Part II explains whom to recruit and for what reasons, what organizing choices are critical to success, the tasks that must be done, the resources needed and how to get them, ways to identify supporters and secure their support, and more. It describes how to implement a plan—the most overlooked phase in any action planning process. Last but not least, it offers insights on how to sustain the benefits—partnerships and results—that result from the community's hard work. For prospective advocates and managers of the process, Part II provides a sturdy, general framework that can be tailored to any number of situations.

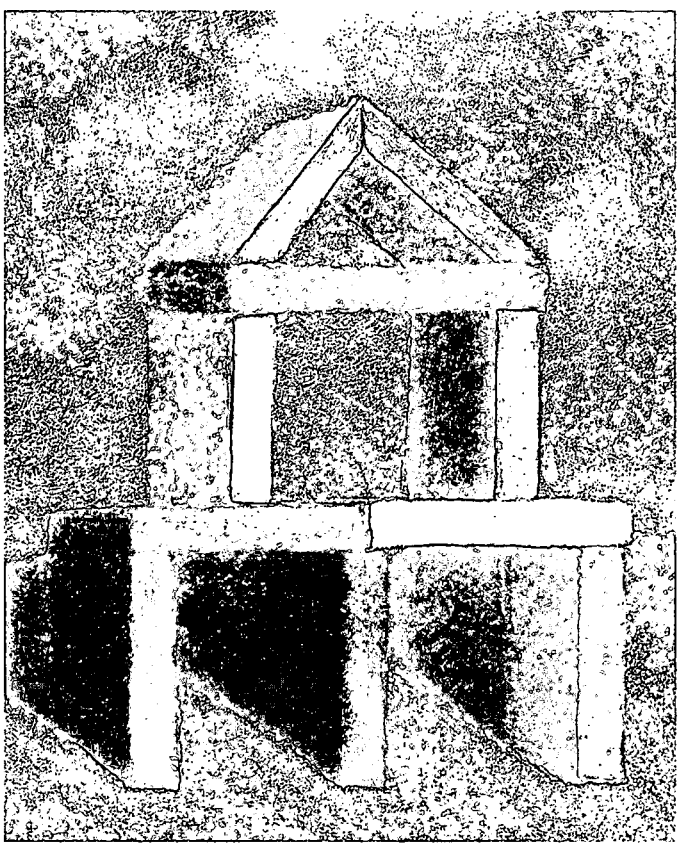
The appendices contain samples of plans developed by several communities, including small jurisdictions, large cities, and metropolitan areas. Though all combine prevention, intervention, and enforcement, each reflects the needs and interests of the community that shaped it. These plans are presented as examples, not models; they are offered as inspiration, not direction. Although successful processes among communities reflect some core elements that are constant, every blueprint should be a customized creation of the community it serves.

PART I

There is no silver bullet, or any one answer to the problems of escalating crime and violence. But drawing on a consensus of the community with heavy emphasis on input from the citizens, we have developed a comprehensive package to address what experts and citizens alike have told us needed to be done.

MAYOR JERRY ABRAMSON,

Louisville, Kentucky, January 1997, at the announcement of the "Strategies for a Safe City" plan



THE CASE FOR MAKING BLUEPRINTS

Communities across the country have proved that Blueprints for Community Safety—comprehensive, action-focused planning initiatives that engage government, grassroots, and other community sectors such as the business and faith communities can generate powerful results in reducing and preventing crime and enhancing the community's quality of life. These Blueprints have helped urban, suburban, and rural communities; they have been used statewide and within a metropolitan region.

Communities that have created and implemented Blueprints consistently experienced remarkable results: neighborhoods that are safer and less consumed by fear; enhanced government and community problem-solving capacity; improved use of civic resources through coordination, cooperation, and leveraging; expanded support for and participation in civic life; enduring and expanded support for proven prevention and enforcement strategies; increased formal and informal use of public spaces; improved quality of neighborhood and community life; and renewed economic activity at the neighborhood and even the community level.

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

Of course, developing a Blueprint for Community Safety and putting it to work takes commitment by government, grassroots

citizens' groups, and community agencies. It requires leadership and buy-in from top local officials, as well as the ability to work as team members in a spirit of cooperation toward a mutual goal. It requires an acknowledgment that no one agency or neighborhood can resolve these problems alone. It requires that local government consider community residents and institutions as equal partners. But the rewards—safer streets, less fearful citizens, parks teeming with activity, business districts thriving, children and youth being protected and aided by all, problems being tackled and solved—are well worth the challenges.

The vital position of government agencies throughout the process should be obvious. Local and state government agencies hold the major organizational responsibility for public safety, education, and other key functions of community life. They control the largest concentrated share of public resources in most communities. Simply spurring grassroots or civic organization planning will not result in action without government in the mix. Government agencies have learned, however, that to make the mix work most effectively, they need (and significantly benefit from) the active, committed partnership of grassroots groups.

Organizing a planning process that can result in an effective Blueprint requires the commitment of time up front. A relatively small group of key leadership people needs to agree to get the planning ball rolling and to at least frame some possible responses to major questions about localizing the process. The group once formed should make or ratify many of these decisions, but some sort of framework is necessary as a start-up. The essence of these questions is highlighted in the chart "Major Framework and Action Questions."

What do all these decisions lead to? They produce plans that generate specific actions because the community is invested in the outcome—safety, civic energy, improved quality of life, and more. The results speak for themselves in just a few examples.

EXAMPLES OF SUCCESS

Both the hundreds of Louisville, Kentucky, residents who contributed to that city's plan and the citywide collaboration of agencies committed to its implementation believe that a coordinated local government, when combined with the pledge of citizens to take back their neighborhoods, is the base of a partnership that will help curb crime in that city. Blending prevention and enforcement approaches, the 23 objectives in the plan involve stepped-up enforcement to combat drug trafficking and reduce fear; prevention programs including initiatives to reduce delinquency and drug abuse among youth; neighborhood initiatives to mobilize residents and provide youth with positive alternatives to violence; and long-term strategies to address causes of crime through community revitalization and reconfiguration of local criminal justice and other government systems.

The late Mary Rhodes, then Mayor of Corpus Christi, Texas, recognized the importance of not doing business as usual even at the start of her city's effort: "The [coalition planning] process reflects a true grassroots approach—turning traditional crime prevention upside down. I hope you (residents of the community) will make the commitment to help us achieve our goal of a better city for ourselves, and, more importantly, for our children." The mayor and key staff, including the police chief, chaired dozens of meetings involving numerous city agencies and hundreds of residents. The result was a pithy, focused, action-forcing plan that committed the entire community to empower neighborhood organizations,

MAJOR FRAMEWORK AND ACTION QUESTIONS

Why do this?	What is our vision? What is the desired goal?
Where are we focusing effort?	Shall we address all subjects or a limited number? The whole community or just selected neighborhoods?
Who needs to (or wants to) be involved?	What local government agencies, civic groups, community service providers, neighborhood groups, faith community members, and other sectors need to be represented?
How do we organize to get work done?	What will be the framework for getting work done? Who will have what management responsibilities and accountabilities? How does the process get adapted to our community's needs? What roles will each partner in this process play? How will we make decisions?
What to do and when?	What organizing steps are needed to set up the planning process and follow through on its execution? What is the time line? How are priorities determined?
How to do it?	How will we get the work done? How will it be coordinated? How will the process be supported? How do we communicate and follow up?
What is success?	How have we defined success? How will we know when we have achieved it? What tangible evidence do we need to demonstrate success and make the case for sustaining the Blueprint?
How will we sustain success?	How will we ensure the long-term success and viability of the initiative? Do we have an adequate base of partnerships and resources to sustain implementation?

establish a local commission on children, develop domestic violence prevention education and services for victims, intervene with at-risk families and youth, enhance citizen-local government partnerships for prevention, promote more public-private partnerships, and reduce juvenile crime by offering youth more positive alternatives. Two years after implementation began in late 1994, the crime rate had continued a steady decline, with juvenile arrests for some offenses down by as much as 50 percent.

Neighborhood Problem Solving Committees (PSCs) that blanket the city are a key component of Hartford, Connecticut's strategy. The strategy also includes problem-solving training for all city departments, interagency cooperation (that includes neighborhoods) to address quality-of-life priorities, and full partnership of government with local business communities and civic associations. City leaders credit commitment, clarity of purpose, and partnerships with the existing network of community associations for the success of the local anticrime plan to date. The grassroots-level collaboration with residents is demonstrating results. In less than two years, one neighborhood alone, Parkville, saw violent crime decline by 28 percent. Each PSC looks at its neighborhood's situation and identifies problem-solving

SUCCESSFUL, HOPEFUL, OR EMERGING COMPREHENSIVE INITIATIVES

Many successes are emerging from across the country. This document draws lessons from the experiences of such communities as

- Arlington, Texas
- Baltimore, Maryland
- Boston, Massachusetts
- Corpus Christi, Texas
- East Bay, California (27 San Francisco Bay-area jurisdictions)
- Freeport, Illinois
- Greater St. Louis (11 cities and counties in Missouri and Illinois)
- Hartford, Connecticut
- Knoxville, Tennessee
- Minneapolis, Minnesota
- Norfolk, Virginia
- Redondo Beach, California
- St. Paul, Minnesota
- Salt Lake City, Utah
- San Antonio, Texas
- State of Nebraska
- State of Oregon
- Wichita, Kansas

strategies to meet its needs. These have included economic development, graffiti removal, noise abatement, community clean-ups, community revitalization and development projects, and housing rehabilitation. All activities have the support of a wide variety of city agencies and community partners. Based on nearly two years of implementation experience, Deputy City Manager Henry Langley commented "We are learning ways to change how we do business so that our efforts are long lasting. Our neighborhoods are finding common ground and addressing citywide issues. We know that working together, we can reclaim this city."

Boston's efforts have included a citywide partnership that joined the health and criminal justice communities, novel partnerships that blend police and probation staffs, varied violence prevention education initiatives, anti-gang and anti-gun activities, and the enlistment of resources from classrooms to emergency rooms throughout the area. Crime dropped dramatically for a number of offenses, especially violent ones. The city experienced more than two years without a single juvenile firearms homicide—a remarkable achievement when for years the annual total exceeded 50 such murders. Crime in general is at a 30-year low in this city.

Leadership in successful cities maintained a focus on comprehensiveness as they framed the issues, recruited coalition partners, and worked with communities to devise and implement action plans. Hope for sustained benefit stems from the fundamental changes that strategies have driven in the way local government systems work and how services relate to neighborhood concerns about crime and quality of life. Leadership is critical. Those with access to formal power must be part of the leadership structure, along with those—such as religious leaders and neighborhood activists—whose leader roles are less formal but no less critical.

PUBLIC SAFETY IS A GOOD INVESTMENT

Fear of crime has caused the flight of residents from some urban neighborhoods, further eroding local tax bases. The fears of remaining residents restrict civic and economic activity and bring demands for local action to combat drug trafficking, youth gang activity, and other crimes that immobilize too many neighborhoods and imprison too many adults and children in their homes. Too often, local spending on

crime-related issues has been driven by pressures to support ever more costly criminal and juvenile justice systems. Hospitals and other public institutions are strained by crime's impact as well; some trauma centers have even had to close because uninsured violence victims drained available funds. Currently, the nation spends more than $14 billion annually to care for gunshot victims. Many of the institutions most severely burdened with these costs are city- or county-owned facilities. Community recreation programs have closed for lack of funds or because fear of crime drove potential patrons away. School districts are forced to spend money for increased security, vandalism repairs, and similar measures—money that could buy books or fund programs for students. Local officials, already faced with multiple demands for funds for worthy purposes, are forced to make even more difficult choices as the costs of crime pile up at their doorstep.

Despite—or perhaps because of—these challenges, communities have increasingly been attracted to the "Blueprint" concept: a strategic, systemswide, cooperative, problem-solving, planful approach to reducing crime. Cities as small as Monrovia, California (population 38,000) and as large as a 13-county region (within two states) in the St. Louis area (population 2.5 million) have used this approach with success.

Some communities have received technical assistance or even financial help from state or federal agencies or the nonprofit sector. National and community foundations, state criminal justice and planning agencies, community-based organizations, local corporate partners, and federal agencies (e.g., the Bureau of Justice Assistance [BJA], Office of Justice Programs, U.S. Department of Justice) have helped many jurisdictions leverage local energy toward safer and healthier communities inspired by vision, sustained by partnerships, and active in implementing strategies. Several federally supported initiatives, including the pathbreaking Texas City Action Plan to Prevent Crime (T-CAP), the Comprehensive Communities Program (CCP), and Weed and Seed have helped to pave the way and derive lessons from which other communities can benefit.

A number of communities have pursued this comprehensive approach without a significant infusion of federal or other outside resources. They have regarded the decision-making freedom and the sense of local commitment, as well as the rewards of the process itself, as well worth the costs.

Indeed, the costs for the actual planning process can be relatively modest. The time of participants (a wholehearted commitment rather than occasional attendance), the committed involvement of local leaders, the time of some professional and clerical staff for support, mailing and other communications costs, photocopying, costs (if any) of meeting space, costs of refreshments, and costs of printing and distributing the plan are among the expenditures to be expected. And many of these can be met through in-kind donations.

The costs of implementing the plan's recommendations will, of course, be greater that the costs of developing the plan. But experience suggests that the recommendations, if thoughtfully carried out, can save immediately amounts as significant as those spent and, in the long term, reap enormous benefits, both direct and indirect, for individuals, neighborhoods, and communities.

THE CONTEXT FOR LOCAL ACTION

Challenges and Opportunities

Community is at the center of prevention . . . It is the best—or most logical—place at which to change many of the individual and social factors that contribute to violence.

NATIONAL CRIME PREVENTION COUNCIL

Uniting Communities Through Crime Prevention

What makes the Blueprint for Community Safety concept a timely idea for communities throughout the nation? Several factors come into play: Americans' persistent concerns about crime; their preference for, even faith in, local action to address the problems that cause crime; the pressure on local leaders to make ever more effective use of limited local resources; the significantly different nature of this planning process from those of previous years—grassroots- as well as government-based, locally driven rather than externally directed, broad-based rather than limited to the criminal justice system, flexible enough to address causes as well as symptoms. All these factors help create a climate in which local residents are willing to take on a task that can help reshape and rebuild their communities.

How widespread is concern about crime? Americans consistently name crime and the fear of crime among their most prominent worries, sometimes outpacing economic issues, health care, and taxes. A 1996 *Money* magazine-sponsored poll found that 61 percent of respondents viewed crime as a serious or somewhat serious problem in their communities. In a 1996 survey, two-thirds of California voters believed that youth violence in their communities and the state was on the rise. These voters wanted locally oriented solutions to crime problems—problems that they understood to be complex. They expressed a resilient faith in the power of localized action to address such entrenched social issues as crime, delinquency, and poverty. Sixty percent would favor shifting resources toward prevention programs in contrast to prison spending, or even committing existing or future tax revenues toward prevention efforts.

Although crime rates may not be as high in rural communities and small cities as they are in metropolitan areas, residents of smaller jurisdictions remain rightfully concerned. Rural areas have

TEN REASONS THE TIME IS RIGHT FOR COMMUNITIES TO CREATE THEIR OWN BLUEPRINTS FOR COMMUNITY SAFETY

1. Reduced financial and personnel resources at state and local levels make it more burdensome to tolerate the costs of crime.
2. Persistent community concern about crime and fear of crime, particularly youth violence, debilitates communities even when crime is reduced.
3. The concept of community policing, which combines law enforcement-neighborhood partnerships and problem solving, has experienced dramatic growth in acceptance.
4. Government services are increasingly decentralized into communities and neighborhoods, making it easier to provide the flexibility to meet local needs.
5. There is an increased emphasis on community-based justice in judicial systems, which permits flexibility of action and requires engagement of community members in partnership.
6. The nature and texture of crime problems within and between jurisdictions is increasingly uneven, making approaches effective in some communities irrelevant in others.
7. Research has documented the need for and the effectiveness of community-based actions to reduce violence.
8. There is increased recognition by civic leaders, law enforcement officials, and community residents themselves that preventing crime is a community, not just a police, function.
9. A variety of successful government grassroots anticrime, antidrug, and similar partnerships have emerged through a number of local, state, and national initiatives, providing a body of knowledge on which other communities can draw.
10. The new style of planning reflected in the Blueprint process is substantially different from the government-based, grant-driven criminal justice planning of the 1970s.

seen some of the largest increases (or smallest decreases) in crime in recent years. Youth violence, property crime, drug trafficking, and substance abuse are just some of the crime problems that are no longer found routinely only in the largest cities. A National Association of Towns and Townships 1996 survey of its largely small-jurisdiction membership named crime and youth violence among their top 10 concerns for the first time.

Local leaders are acutely aware of the many costs of crime to the community and the need to reduce or prevent it. Outlays for local law enforcement and other criminal justice elements skyrocket; locally supported hospitals, social services, and schools suffer as they absorb the costs of crime and its effects on victims. A National League of Cities survey released in February 1996 found that "youth and public safety issues were at the top of the lists of local conditions that are most deteriorated and most important to address." Six of ten police chiefs interviewed in 1996 by the Police Foundation regarded drug abuse and related crime as a serious and growing problem in their communities.

In many communities using the Blueprint approach, youth have been among the most active and constructive participants in the process. Youth, wherever they live, are among those alarmed by and most affected by crime. The threat of violence

has led thousands of teens to carry weapons, lose attention to schoolwork, cut classes, condone retaliation, and rationalize ganglike behavior, according to a nationwide Harris Poll released in January 1996. Yet nine of 10 youth in this poll reported that they would be willing to get involved in the very kinds of activities that can help the whole community prevent crime, if only they knew how.

Persistent fear of crime and worry about its impact result in two companion and competing pressures on local leaders. First, despite the distrust in government expressed by many adults and youth, they look to such local government agencies as law enforcement for solutions to the crime problem. Second, local governments know that their resources alone cannot solve the complex array of problems that contribute to crime, ranging from housing, neighborhood and family stability, and health to jobs, education, recreation, and economics. They know that focusing on only one issue helps only to a modest degree.

The Blueprint for Community Safety concept builds on the trends Americans and their communities are experiencing, takes advantage of the commitments they are willing to make, recognizes and helps to resolve the conflicting pressures on local government leaders, and avoid or surmount many of the pitfalls that plagued earlier planning efforts.

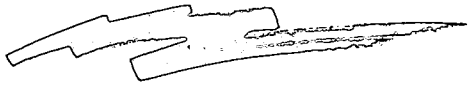
Experience is clear. Effectively reducing crime requires collaborative approaches that clarify priorities, leverage resources from within and outside the community, and draw participation from a variety of public and private agencies and citizens. The Blueprint for Community Safety allows a community to bring together the right people, set the right climate, establish shared vision and priorities, increase resources through collaboration and cooperation, and aim toward solving problems and implementing solutions.

WHAT BRINGS COMMUNITIES TOGETHER TO DEVELOP A PLAN AGAINST CRIME?

I am very impressed with the systems approach you have taken in addressing the problems of drugs and crime. . . . You have provided for the involvement of all sectors of the community. . . . With the kind of long-term planning and citizen involvement being demonstrated in Freeport, I am convinced we can succeed.

BARRY MCCAFFREY

Director, Office of National Drug Control Policy, commenting on Freeport, Illinois, 1996 comprehensive anticrime action plan.



Nearly 20 managers of local government-community anticrime coalitions, from communities of all sizes, described to NCPC the conditions that led their jurisdictions to take a comprehensive, collaborative approach to preventing and reducing crime. They see themselves as having capitalized on opportunities, made the best of crises, and expanded on foundations of success as they crafted an approach designed to recruit those ready to act in partnership.

SIX REASONS WHY LOCAL COMPREHENSIVE EFFORTS HAVE COALESCED

1. Pending crisis and a sense that the situation would worsen without immediate action
2. Community pressure arising from a catalyzing event or tragedy
3. Success of an existing and related single issue initiative
4. Support from outside
5. Realization that single-focus interventions cannot alone deal with complex issues
6. Desire to sustain safe neighborhoods and avert a crisis

One or more of six reasons bring local activities into building comprehensive frameworks:

1. Pending crisis and a sense that the situation would worsen without immediate action

Persistent evidence of increases in youth crime, a decline in the local tax base as residents move away, accumulation of dilapi-

dated housing, budget drains on other essential services caused by spending on public safety, and similar disturbing trends led some communities to take on what the former assistant city manager of Norfolk, Virginia, termed a "war room" mentality. Responding to alarming trends in youth drug use and youth violence beginning in the late 1980s, Norfolk made development of a comprehensive strategy a top priority even when a potential source of foundation funding for implementation did not materialize. The multiple agency-community partnerships that grew out of the Drug Control Master Plan into the locally funded Police Assisted Community Enforcement (PACE) strategy remain in place and vigorous today, with dramatic crime reductions and continuing local dedicated tax support among its credits.

2. Community pressure arising from a catalyzing event or tragedy

Despite the possible pressure to pursue "quick fixes," several managers noted that a community tragedy, such as the death of an innocent child in a gang-related shooting or at the hands of a parent or peer, spurred action. Often these situations led to a focus on both long-term goals and immediate action, providing policy makers, bureaucracies, and residents with encouragement to declare the end to their tolerance for the devastation of communities and the impact on victims. Such was the case in 1995 for Spartanburg, South Carolina. Spartanburg's call to action came in the aftermath of the violent shooting death of a beloved community leader. The city's residents and government are now pursuing a complex strategy rooted in community revitalization, development of recreation services for youth, and training residents to take on such quality-of-life concerns as dilapidated housing.

3. Success of an existing and related single-issue initiative

For many localities, the pursuit of a collaborative, comprehensive plan was a natural outgrowth of relationships developed through community-oriented policing, economic development projects (e.g., federally funded Empowerment Zones and Enterprise Communities), community development initiatives, or a children's health collaborative. In 1988, the mayor of Fort Wayne, Indiana, established an ambitious community policing effort to help stem increasing violence in the city's neighborhoods. The success of that effort, the trust it had built among resident groups, and the lines of communication it opened sparked interest in expanding the concept and level of collaboration to create a new way of doing business—community-oriented *government.* Since implementation of community-oriented government in 1993, neighborhood associations armed with information about city services and agencies have worked with local officials to design and implement successful programs to address the problems of abandoned cars, overgrown lots, graffiti, and needed capital projects such as sidewalks and street lights.

4. Support from outside

The opportunity of funding or the requirement to create a comprehensive strategy as a precondition of funding prompts local action that may not otherwise be a priority. In 1986 in Savannah, Georgia, an inquiry about potential funding support from the Annie E. Casey Foundation catalyzed local action. The opportunity to apply for a grant led to discussion among local leaders, who realized that their

concerns about youth violence, school performance, school-to-work transition, and substance abuse among the young needed to be refocused into an overall strategy to provide area youth with a better future. Since then, a remarkable array of collaborative efforts has achieved noteworthy success and leveraged continued support from foundation and corporate partners.

In Boston, youth gang enforcement and gun violence prevention projects developed in 1994 grew out of a comprehensive planning effort involving residents, community groups, and local government agencies that received vital backing from state and federal law enforcement agencies.

A Metropolitan Denver project initiated in 1994 has benefited from state agency administrative and policy support for planning and implementation, state-assisted creation of a consortium to promote community policing, collaboration among a variety of area foundations on policy and programs, and creation of a regionally supported center to train community organizers in problem solving and mobilization.

5. Realization that or single-focus interventions cannot alone deal with complex issues

Residents of any number of cities have become exhausted by attempts to survey them for specific programs, and many are disheartened by a history of what they perceive as the unkept promises of savior programs and investments. Many also remember the examples of the failure of earlier antipoverty and urban renewal efforts. In response to "hey, we've heard this all before" comments from residents, Hartford, Connecticut's, new mayor and city manager in 1994 publicly proclaimed their intent "to simplify the process, decentralize it to include the communities in problem-solving, recruit all city employees' input on strategies, and stick to promises about funding and programs," according to the project director. Now each of the city's 16 neighborhoods has an active problem solving committee of residents and area businesses that the city supports and helps connect to local and state services.

6. Desire to sustain safe neighborhoods and avert a crisis

Particularly in smaller jurisdictions, the occasional violent crime or an increase in property crimes is a stark reminder of what could await them if they do not act preventively. As distinctions among urban, suburban, and rural crime problems diminish, these communities realize that they are not immune. They begin to see how investment in prevention can help preserve the health and spirit of their neighborhoods and avert a more costly enforcement-oriented effort. Safe by many standards, the city of Freeport, Illinois (population 27,000), decided in early 1995 that it wanted to address troublesome increases in juvenile crime and strengthen neighborhood cohesion before problems became entrenched. The mayor and a core group of concerned residents, including civic and business leaders and community groups, recruited nearly 100 participants for three planning task forces. The plan they developed focuses on supporting families, building neighborhood watch, enhancing interaction among neighborhoods and cultural groups, and providing positive recreational and educational support for area youth.

WHAT'S REQUIRED TO BE READY TO PLAN?

Any process that seeks to bring people together—many of whom did not previously know each other or work together—needs some advance work. Preparation for developing a Blueprint for Community Safety need not be an arduous task, but some steps are essential.

CHECKLIST FOR STARTING UP

Does your community have (or can it secure)

- ▫ Local chief executive willing to actively and substantively support and participate in developing the Blueprint?
- ▫ Energetic, thoughtful community leaders from key sectors who will agree to work together?
- ▫ City executive and legislative leaders willing to support and cooperate with the effort to produce and implement a plan, one that may not always coincide with their legislative priorities?
- ▫ Law enforcement leadership that will support and take in the process part, and can, if requested, assign management level staff to assist?
- ▫ Government agencies willing to cooperate with one another and with residents?
- ▫ Strong, civic-minded, articulate community leaders willing to invest their time and energy in the process?
- ▫ Dedicated professional and clerical staff to help staff the coalition for the 12 to 18 months that plan development generally requires, along with the necessary meeting, copying, communicating, and related support?
- ▫ A community-based organization or other group (e.g., United Way, or council of governments, or community foundation) willing to support the process and provide assistance or information?
- ▫ Other, related initiatives that should be partners?

WHAT KINDS OF RESULTS CAN BE EXPECTED?

No matter why the group came together or how it was organized, communities that went through the Blueprint process identified a number of benefits in common. Sometimes benefits were planned as part of the process; sometimes they were unanticipated but no less welcome. All communities to date have demonstrated at least some of these benefits. The more inclusive, vigorous, and implemented the Blueprint, the greater, in general, the level and amount of each benefit.

Safer neighborhood—mobilized groups of residents determined to stop crime, reduced fear of crime, increased use of public spaces such as parks and recreation facilities, fewer victimizations.

Enhanced government capacity—more effective use of existing city resources, less duplication of efforts by city agencies and community-based service providers involved in shared problem solving, cooperative problem solving becoming the norm of city government performance, agencies other than police adopting missions that express accountability for public safety, better information for decision making, improved performance on issues prioritized by the community

Expanded civic participation and cohesion—residents become more active in problem-solving partnerships, membership in civic groups increases, number of community events increases, formation of new neighborhood-based groups, development of youth and neighborhood leadership, collaboration by faith communities and business owners collaborate with neighborhood groups.

Enduring support for proven prevention and enforcement strategies—community advocacy for local resources to continue implementation of a balanced comprehensive local strategy, a variety of local and outside resources leveraged to support the strategy, more people and more organizations visibly support and advocate for prevention, sustained community participation in implementation, information from program outcomes and resident feedback helps make the case for expansion of strategy or needed policy changes, media coverage of community and crime issues becomes more holistic and includes discussion of causes, needed partners, and solutions.

Evidence of return to "normal" community life—more people use the central business area both day and night, more children and families using parks, residents sitting on front porches, more people using public transit at night, seniors visible in the neighborhood and shopping areas, downtown shops staying open later to accommodate customers, neighborhoods developing evening and weekend community events.

Improved quality of life—communities in which people *want* to live; improved physical appearance of buildings, public spaces, and streets; restoration of bonds among residents and between residents and revived community institutions

Increased or more stable economic activity—sustained activity at neighborhood businesses, increases in home ownership and less transience in apartment leasing, new businesses opened or formerly vacant commercial space rented

ORGANIZING FOR COMPREHENSIVE LOCAL PLANNING AND ACTION:

Key Principles, Elements, and Decisions

The [coalition planning] process reflects a true grassroots approach—turning traditional crime prevention upside down. I hope you (residents of the community) will make the commitment to help us achieve our goal of a better city for ourselves, and, more importantly, for our children.

MARY RHODES

Then Mayor of Corpus Christi, Texas, at the start of her city's effort.

Before beginning a comprehensive, strategic planning and action initiative, local officials and citizen leaders should review some key principles that guide development of an effective strategy. If they understand and adopt these principles, the coalition's prospects for lasting, widespread success will be enhanced.

Drawn from the experience of highly promising local, comprehensive crime prevention and control initiatives, eight principles for success describe the key precepts shared by communities that succeeded in their action planning. These ten principles, summarized below, are at the heart of the Blueprint for Community Safety concept. They represent a way of doing business; they do not prescribe or direct the business to be done.

TEN PRINCIPLES FOR SUCCESS

1. An approach that incorporates both prevention and enforcement is essential.
2. Police are vital partners, but other agencies and groups must also participate.
3. Both formal and informal leaders must be involved.
4. All segments of the community must be engaged and mobilized.
5. The strategic plan must acknowledge and address both perceptions and realities.
6. The strategic plan must address both short-term and long-term action.
7. The process must start with a clean slate; groups must be redirected from casting blame to finding solutions.
8. The vision must be recognized and shared by all participants.
9. Participants must understand that the process is the secret of success.
10. Objectives must be feasible, trackable, and measurable.

1. An approach that incorporates both prevention and enforcement is essential

No one program can successfully address crime and the fear of crime. Prevention programs help address conditions that lead to crime and criminal behavior, often while they reinforce social bonds and institutions within the community. Prevention programs help build the foundation for healthy communities and productive citizens. Enforcement-oriented strategies are needed to address immediate threats—real or perceived—to the community from gang violence, drug trafficking, and other violent crime. Enforcement also sends a clear message about behavior the community will not tolerate. Allowing for, even encouraging both kinds of strategies helps the community organize local priorities around what the community wants to build and protect as well as the problems it seeks to reduce or eliminate. San Antonio's "Dynamic Working Paper" (1994 edition), prepared by the local community-government coalition, called for clear sanctions on crimes and expanded opportunities for youth. Among the components of the plan were significant expansion of the city's youth program and development of a local public education campaign against youth violence involving an array of civic and city leaders' top priorities. The 57-point comprehensive document also led to the establishment of strict daytime and late-night juvenile curfew laws. Violent crime, particularly among youth, declined by more than 25 percent in the first two years after implementation began.

2. Police are vital partners, but other agencies and groups must also participate

Collaboration, partnership, and a comprehensive approach to problem solving should be considered the foundation of local law enforcement agencies' relationships with the communities they serve, and police should be a key part of any anticrime effort because of their expertise and experience. However, even when the law enforcement agency assumes a key role, involvement of other government and civic service delivery organizations is vital, because they bring new perspectives on problems and solutions, as well as new approaches and resources, to the table. Beyond law enforcement, local agencies that should be involved include housing, health, codes and inspections, parks and recreation, public works, economic development, planning, sanitation, health, mental health, schools, transportation, and social services. The small city of Monrovia, California's (population 38,000), award-winning Community Activist Policing Program was established by local police but draws on support from residents and several city agencies to support implementation of more than two dozen program initiatives within the strategy. Since implementing the plan in 1991, this Los Angeles County community has experienced more than a 30 percent reduction in crime.

3. Both formal and informal leaders must be involved

Elected officials and policy makers control budgets and program priorities, help generate public and media attention for the strategy, and lend additional credibility to the focus on a comprehensive and strategic approach. However, alone they are not a sufficient base on which to build an effective planning process. The process must include the "anointed"—or informal—leaders of the community whose social or professional position, personal style, history of commitment to community activities, or role in neighborhood-based organizations helps shape the attitudes and behaviors of key

segments of the community. These leaders may include a neighborhood association president, a leader of a faith community, a doctor, a school administrator, a media executive, a youth, or a local business person.

Columbia, South Carolina, has made significant investments to redevelop a neighborhood within that city through a partnership with church congregations. After the city cleaned out drug dealers and removed blighted buildings and run-down homes in 1995, three local churches announced plans to build new sanctuaries there. One built 27 apartment units for low-income elderly residents. Crime in the neighborhood declined significantly in 1996.

In Corpus Christi, Texas, the mayor's commitment to participate in nearly every planning task force meeting spurred enthusiasm and helped ensure participation of community residents. They understood she intended to listen to them and act on promises to help better the community through collaboration with residents.

In regional efforts such as those undertaken in Metropolitan Denver, Nebraska, and Greater St. Louis, a neutral entity with a track record of convening cross-jurisdictional efforts may be the vehicle to successfully facilitate a process involving the needs of diverse localities. In a regional effort, political and other differences can make it very difficult to choose a single formal leader from one jurisdiction as the head or convener of the process. Neutral entities (e.g., a regional foundation, a regional council of governments, or a United Way) with a stake in the outcome and with experience serving the needs of many of the communities are more likely to be able to engender cooperation and consensus among the jurisdictional and other partners. In addition, projects or other resources of these regional entities can provide valuable support—loaned project or administrative staff, data on demographic and crime issues, trends and gaps in services, and assessment of community needs and resources.

4. All segments of the community must be engaged and mobilized

Planning and implementation must allow for and encourage input from a wide variety of community members. It must also work to built their enthusiasm for and commitment to the plan and its implementation. The planning group should seek participation from those directly affected by crime, such as youth and youth organizations and cultural and ethnic minority communities, and from anyone else interested in helping out. The process must support their participation and provide opportunities for them to contribute as equal partners with local officials. The Youth Council of the East Bay (Northern California) Public Safety Corridor Partnership (EBPSCP) is involved in all aspects of the regional collaboration of more than 20 cities and two counties. In 1996 the youth members designed and sent out a request for proposals for youth-designed and youth-run programs. Projects funded in early 1997 were designed to build youth capacities and assets, involve youth in problem solving, and provide youth with after-school alternatives as crime prevention strategies. Funded programs include cultural performances, beautification projects, employment programs, and a violence prevention leadership conference for area youth.

Obviously, geographic and demographic representation should reflect the jurisdiction's makeup. Faith communities, health care agencies, schools, social services, and businesses should be at the table.

5. The strategic plan must acknowledge and address perceptions and realities

The community's behavior is driven both by direct experience with crime and by perception about crime drawn from many sources. Although police statistics might docu-

ment a noticeable decline in property crime, residents of the neighborhood, if they believe they are still at risk, will think and behave in accordance with their fears. Planning processes need to inventory and acknowledge public perceptions, whether accurate or not. Proposed strategies should be evaluated against them. If community perceptions are not addressed, the likelihood of sustained support is diminished. Statistics may suggest focus on one set of crimes or problem locations (e.g., residential burglaries and convenience store robberies). If residents believe that high-speed traffic in areas where children play, inadequate trash pick-up, and persistent noise violations by a local business are the real problems of their neighborhood, they may well refuse to support the fact-based strategy. Both facts and beliefs must be taken into account in design of the action plan. It both establishes trust and demonstrates concern.

Baltimore, Maryland's, Crime Prevention Through Environmental Design (CPTED) training program for residents and agencies shows how statistics and resident experiences can be brought together effectively. The program is part of the city's comprehensive strategy to address drug trafficking and related crime. Using data from a variety of city agencies, a local nonprofit organization of volunteer architects helped construct neighborhood maps on which police plotted "hot spot" locations, supplemented by residents' comments based on their experiences in the community. The discussion helped sort out neighborhood-specific crime problems and preventive strategies using environmental design principles and local resources, including residents, volunteer landscape architects, and community service crews.

6. The strategic plan must both promote both short-term and long-term action

The effectiveness of the planning process lies in part in its ability to produce quick results (e.g., closing crack houses) and address hot issues and in its persistence in ensuring that the longer term actions that often require adaptations to policy, changes in institutional behavior, substantial shifts in budget or staffing priorities, or training for agencies or community members (e.g., drop-out prevention). Maintaining the commitment of staff and community participants to an appropriate mix of short-term and long-term actions is essential. Local managers often note that the challenge to maintain this balance is one of the more difficult aspects of the planning process because decisions are vulnerable to political and community pressures. The challenge is best addressed by establishing agreement on the principle up front, recalling that agreement as necessary, and ensuring that there is broad community representation in defining goals and framing issues.

Redondo Beach, California's, Safe City Plan blended long-term goals with start-up projects. Believing they needed to sustain momentum of participants and demonstrate results, local leaders looked for projects that could be implemented quickly and had high potential for impact, whose impact would be easy to assess, and which would stimulate the interest of the community in the results. Included among ideas they have pursued are mobile phones for area mail carriers (mobile crime watch), renovation of vacant commercial space for a teen center, and community clean-ups. In New Orleans, a community-based violence prevention effort prioritized immediate action to eliminate drug houses and remove blighted buildings in three communities. Another part of that strategic plan calls for changes in local policy to remove obstacles to quick action by local law enforcement and housing inspectors. The plan also includes long-term strategies to support the stability of neighborhoods through community and housing development.

In Knoxville, Tennessee, fear among residents in some public housing communities prompted community and agency leaders of a local violence prevention collaborative to devise a series of community events (e.g., pot-luck suppers, community health education fairs) to help allay residents' hesitancy about mobilizing on crime issues and to increase opportunities for positive interaction among residents. A long-term goal of this plan is to establish effective partnerships among a core of reinvigorated tenant leadership, property managers, and police.

7. The process must start with a clean slate; groups must be redirected from casting blame to finding solutions

Most often the momentum for forming a coalition is based, in part at least, on the perception of the community that current approaches have not successfully addressed crime and the fear of crime. To maximize the effectiveness of the process, policy makers, community leaders, and service agencies must be ready to start fresh and examine new ideas, pilot alternative ways of dealing with community-local government relationships, and examine other tactics for understanding the problem, bringing folks together, and devising potential solutions. This does not mean throwing out all existing ideas and programs; it simply is a call for openness to new approaches and partnerships. It does require an approach that refutes "blame games" in favor of future-focus, solution-oriented discussion.

The heightened attention to increasing substance abuse among the community's youth in the late 1980s led Norfolk, Virginia, officials to seek bold new approaches. The Drug Control Master Plan suggested needed policy changes and pointed out the need for broader community and agency involvement in protecting children and neighborhoods. To that end, they adopted a community-oriented government strategy and funded it through a special local tax. The Police Assisted Community Enforcement (PACE) initiative has become a national model of collaborative problem solving and community participation, expanding to incorporate Family Assistance Support Teams (FAST) and Neighborhood Enhancement Action Teams (NEAT). Collaboration among agencies has become the way of doing business in local government. Between 1990 and 1995, some violent crimes in Norfolk had declined by as much as 33 percent.

8. The vision must be shared by all participants

The groups involved in a planning and action coalition sometimes have very different ideas about the nature of the crime problem and what should be done to address it. It is critical to build a shared vision. The very activity of crafting such a vision can help bring participants together in a constructive atmosphere while highlighting areas of common ground. On many occasions, neighborhoods and agencies that had focused on their differences find a common purpose for unifying action. Consensus on the vision that the plan is supposed to achieve will help carry the group through the sometimes arduous process of developing and implementing the strategy. But it is important to involve the community as well. A vision drafted without community input will not reflect community perceptions and realities. A vision without involvement of key agencies in government cannot take full advantage of their authority and resources during implementation. A vision must above all be shared and supported by all.

The East Bay Public Safety Community Partnership involves more than 20 jurisdictions along the eastern shore of San Francisco Bay. The mayors of the cities oversee communities with many political, economic, cultural, and other differences, but they are united in concern about violence and committed to a vision of regional coordination to prevent violence and clear policy objectives that they believe will help achieve it. Each jurisdiction has committed to cooperative efforts to enforce juvenile gun possession laws, develop consistent truancy prevention programs, establish extended day programs in schools, pass gun safety and related local ordinances, and ensure safe passage of youth to school. The community foundation-supported effort has also mapped out a plan to mobilize residents within each community and involve them in governance of the initiative.

9. Participants must recognize that the process is the secret

It is sometimes arduous work to pay attention to structure, commit to a succession of planning meetings over many months, and recruit a broad base of resources and groups to support implementation. There is a tendency for some, especially those who have been actively concerned for a long time, to bemoan time spent forming the group and on framing the work. The lament that "all we're doing is talking" is usually coupled with a plea to "just get it done because we know what the problem is." But the process helps to ensure that all voices are heard, that people and organizations have the opportunity to find out new ways to work together and how to look "outside the box" of traditional thinking for solutions. Arlington, Texas, helped achieve consistent participation and attention to process because staff of the police department and city manager's office consistently administered the planning phase. They coordinated planning task forces, ensured that meetings were purposeful, reported to leadership and other task forces, and accomplished tasks set out in the time line established by the whole coalition. Quick "victories" on short-term priorities are also vital to sustaining the momentum of the process and fostering teamwork among partners. But above all, participants understood what the process involved, where it was headed, and why it was constructed the way it was. They began to see, as their work progressed, that the process actually supported their goals of prompt, meaningful action to reduce crime.

10. Objectives must be feasible, trackable, and measurable

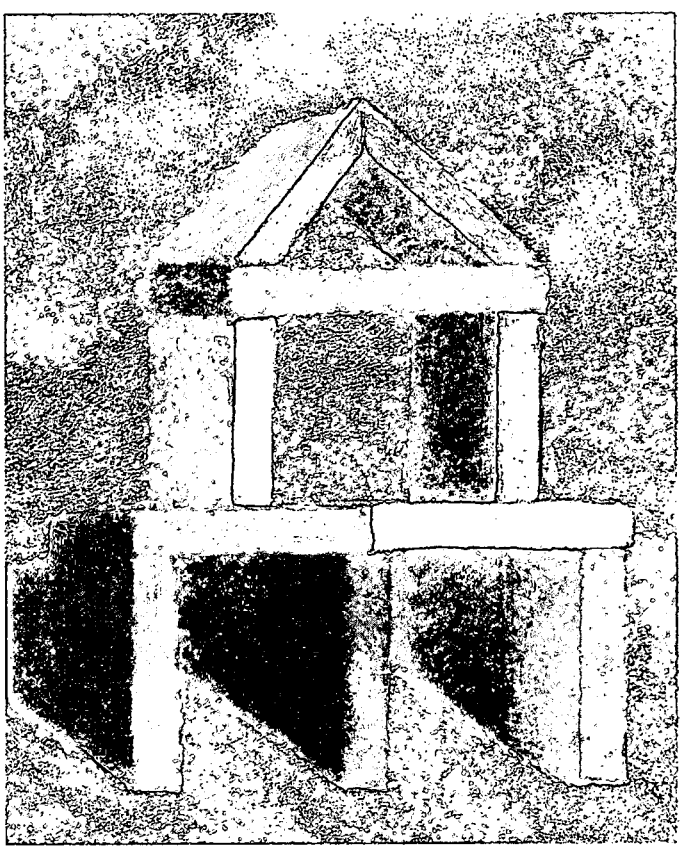
Drafting objectives that have clear, concrete results can be one the toughest challenges the group faces. It requires honesty, rigor, and tact to bring together a consensus on how progress will be assessed. Rejecting lofty language ("all children will be free from fear and abuse") in favor of the doable specific ("we will reduce child abuse by increasing parent education by 25 percent over 3 years and enlisting at least 75 percent of at-risk prospective parents in our new family mentoring program) can take time and cause disagreements. But the explicitness gained, the clarity of tasks flowing from objectives, and the sense of momentum and renewal that the group gets are all vital to the health and integrity of the process and the Blueprint.

PART II

We are learning ways to change how we do business so that our efforts are long lasting. Our neighborhoods are finding common ground and addressing citywide issues. We know that working together, we can reclaim this city.

DEPUTY CITY MANAGER HENRY LANGLEY

Hartford, Connecticut, commenting after two years of implementing Hartford's plan.



BLUEPRINT FOR ACTION—
Key Process Points in Planning

Communities that want to develop successful blueprints for the reduction and prevention of crime will pay close attention to how they organize and carry out the action-planning process. A willingness to innovate and a desire to work together on public safety issues are vital, but the prospect for long-lasting improvement rests more sturdily on a planning and implementation (and plan update) process that all partners understand, endorse, and can work with will be better ensured if there is a clear sense among all partners of the steps involved in formulating and carrying out a plan that reflects the collaborative approach.

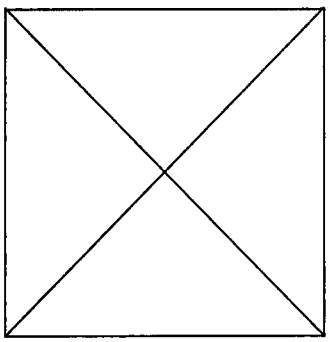
Part II outlines a typical planning process, including key decisions that communities must make along the way. There are few forms—planning processes, like plans, must be fitted to local conditions. Instead, the critical steps and effective strategies for taking them are coupled with principles for local application.

APPROACHES TO PLANNING PROCESSES

There are at least two major elements in designing an approach to constructing a blueprint for community safety. Any model must generate decisions about time line, recruitment of partners, and development and implementation of a plan. The primary difference among the approaches is the scope of issues they address and the scope of geography they cover.

One approach addresses all subjects related to crime and its causes and symptoms. The planning may involve one entire jurisdiction, a neighborhood-by-neighborhood approach, or a federated group of jurisdictions. Planning for an entire jurisdiction relies on the authority of senior government leaders as the ultimate decision makers. Planning by neighborhood

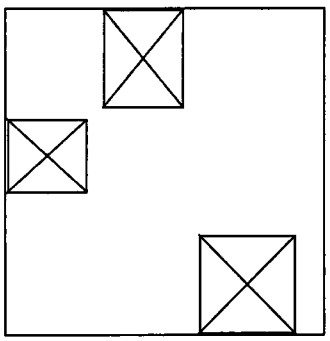
MULTIPLE SUBJECTS—A



A_1
All-Jurisdiction

- planning for entire jurisdiction
- direct authority of (or authorization by) senior government leaders (e.g., mayor, city manager)
- jurisdiction-wide plan encompasses all sectors; all neighborhoods are involved

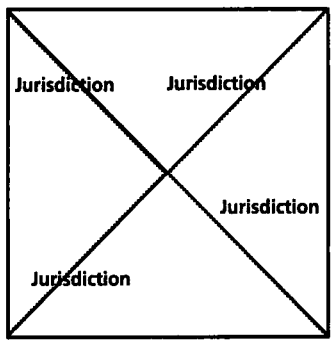
Examples
T-CAP: Arlington, TX
Corpus Christi, TX
San Antonio, TX
Freeport, IL



A_2
Neighborhood/ Neighborhood

- planning for specific neighborhoods
- planning by neighborhood teams, central site, or jointly
- neighborhood-by-neighborhood plans and application of solutions

Examples
Norfolk, VA
Fort Worth, TX



A_3
Regional

- planning for metropolitan area, whole state, or region (within- or multistate)
- planning is by a federated group of jurisdictions
- plan identifies areas requiring concerted effort (cross-jurisdictional); action focuses more on suprajurisdictional resources (e.g., state, federal), provides recommendations that generally require individual governments' action

Examples
Nebraska PACT
Greater St. Louis
Metro Denver PACT/CCP

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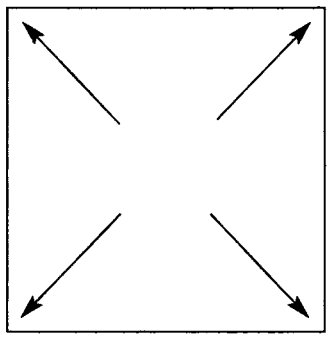
invests neighborhood teams in decisionmaking to develop plans to apply solutions toward localized priorities. Regional (cross-jurisdictional) planning on all crime-related topics concentrates on more general recommendations that require action in individual jurisdictions. The all-issues model, certainly at the neighborhood and jurisdiction levels, is generally the preferred model because it recognizes the numerous interrelationships among the causes and symptoms of crime. It helps motivate and support collaboration because it emphasizes every partner's contribution and incorporates the priorities of all involved.

The single-subject approach mobilizes planning around one primary topic or issue. The issue could be substance abuse, youth violence, or community development. As with the first, the focus of planning on the single issue can be communi-

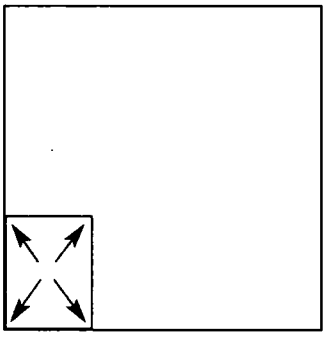
SINGLE SUBJECTS—B

Geographic Unit



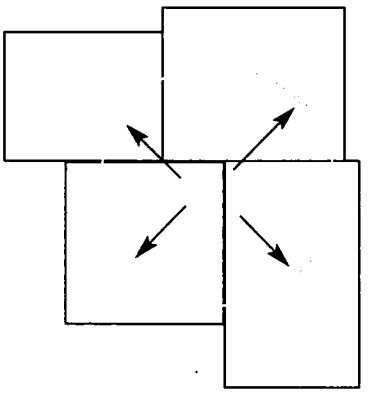
B_1
All-Jurisdiction

Example
Franklin County Drug Plan
Houston, TX on Children
(T-CAP)



B_2
Neighborhood

Example
Community Responses to Drug
Abuse—Neighborhoods/Drugs
(10 sites in 5 state)



B_3
Regional

Example
Multnomah County, OR
Drug Task Force
Miami Coalition, FL

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tywide, neighborhood oriented, or regional in nature. The single-subject approach, to make any claim to being comprehensive, must take on a broad subject rather than a narrow one. The process should allow for the group to take up further subjects in following planning cycles. The enormous danger in this approach is that the further cycles will not take place, that the community will be left with yet another relatively narrrowly drawn plan that does little to interweave community commitment, leverage resources, or solve interlocking problems. Also, this approach encourages in-depth treatment of the primary topic, but does not tend to enlist as wide a variety of partners as the all-subjects model. Organizations not previously active on the issue (or active only in peripheral ways) may have difficulty understanding their role or the full import of the process. A single-issue focus can be initially beneficial, which may make it easier for them to join. It limits the initial commitment of groups; easier to see and less complex to measure; and it helps some groups see the rationale for joining and targeting their efforts. The experience of working together on a single-issue task may develop habits and relationships that foster more collaboration. But unless the issue is broadly defined and interdisciplinary, the group is likely to fall into the "expertise trap," in which it defers to the "recognized" subject experts instead of developing novel, community-based solutions. Needless to say, the expertise trap does not advance the comprehensive approach because it almost inevitably relies on patterned thinking and restricted vision. Those considering the single-subject approach should seriously examine its drawbacks and recognize its high potential for failure.

KEY ELEMENTS AND TIMELINES IN THREE PHASES OF PLANNING

THE PLANNING PROCESS SHOULD

- create a common vision for the community in terms of public safety;
- be broad (encompassing many sectors) and deep (reaching into the community);
- capture opportunities to improve the economic, social, and physical characteristics that contribute to fear of crime and its occurrence;
- identify major needs, trends, issues, and resources that affect crime in the municipality or region;
- recommend actions to be taken in the short, medium, and long terms;
- identify and select strategies from across the country that help to reach those goals;
- map out a specific process to implement the plan;
- build support for implementing the recommendations; and
- galvanize all to action.

The elements of planning for action are a progression of interdependent steps, rather than distinct activities in isolation. A list of the steps can help to explain them, but their application requires that managers recognize that the steps are a cycle of key decisions, activities, and events. As partners revise the strategy, these steps will be revisited again and again. Because the steps are so important, later chapters will address them in greater detail and share lessons drawn from the experiences of a variety of local initiatives.

Phase I: Initiating and establishing the effort (Months 1–4)

Securing support of chief executive and administrative leaders

From the outset, involve the mayor, city manager, chief legislative official, chief of police, and leadership of key social, health, education, and related local government agencies. Their support will sanction the planning process, support the process with staff time, provide information to planning task forces, and ultimately, help identify and secure resources for implementation. Their investment at the earliest stages helps ensure ownership and accountability for outcomes.

Recruiting community and government agency partners

Cast the net as inclusively as possible, being mindful of representing all sectors that experience crime or can influence development of creative and effective solutions. The recruitment effort should recognize the skills, interests, formal or informal authority, and experience of each organization, sector, or individual. While the partners may have some divergent concerns and perspectives, their common interest in addressing crime and quality-of-life issues provides the basis for ongoing collaboration.

Generating public enthusiasm through immediate action and publicity for results

Seek opportunities to implement small-scale projects with quick, obvious results (e.g., graffiti paint out, youth performance on violence-related themes) or hold

events (e.g., crime prevention fair, community clean-up) that will lend momentum to the mobilization effort, help recruit community and agency partners, and demonstrate results.

Training coalition members in planning process and content issues

The initial stage of the planning process is the time to organize training for coalition members in the planning process, community mobilization and recruitment, team building, conflict resolution, crime prevention, problem solving, or other topics that will help ensure a smooth planning process or provide partners with vital skills to support their role in planning and implementation. Training provides partners with a common base of knowledge and terms about planning and crime prevention, builds a sense of teamwork, and helps create group identity that transcends institutional or other barriers.

Phase II: Developing the strategic approach (Months 4–10)

Creating a vision

Treat this step as fundamental to success by making it a top priority and allowing participants ample time to come to agreement. The initial vision of the core leadership of the group helps determine basic parameters and the scope of the initiative. But the coalition must develop a shared vision, because that will help clarify the coalition's direction, drive the members' commitment to the process, and enhance their sense of ownership. The vision should resonate throughout everything the coalition does.

Defining structure, organizing the process, and securing staff support

There are several major options for defining the structure of the planning group. Topic (e.g., arson, auto theft, substance abuse), demographic or professional sector (e.g., law enforcement, youth), or geography (e.g., Westside Neighborhood, Ripley Arnold Housing Community). After the major organizing subdivisions are established, the coalition needs to come to terms with how they will organize decision-making in the group. At this stage, it is vital that key leaders identify a consistent base of staff and administrative support to keep the project moving ahead.

Decisions at each phase of the planning process affect the time, resources, and complexity of the process, not to mention the strategic plan that results. For instance, the larger the number of committees or work groups developing the plan, the greater the need for resources (cash or in-kind) and administrative support to keep the process moving smoothly toward its goal. Similarly, groups with large numbers of members or that incorporate multiple levels of decision makers as part of developing the plan will require more time to complete tasks assigned.

Assessing community issues and priorities

Gather both existing information available through crime statistics and social indicators such as housing conditions and up-to-date information directly from community sectors. Look at assessments recently undertaken by other community groups. Filtered through the framework of the vision, a comparison provides insight into the perceptions and realities that surround crime and related problems and identifies emerging priorities for action. Because its results guide priorities, com-

THE THREE PHASES OF THE PLANNING PROCESS

Fifteen or more months of concurrent and consecutive activity

Phase I: Initiating and Establishing the Effort (Months 1–4)

- Securing support of local chief executive and administrative leaders
- Recruiting community and government agency partners
- Generating public enthusiasm through immediate action and publicity for results
- Training coalition members in the planning process and content issues

Phase II: Developing the Strategic Approach (Months 4–10)

- Creating a vision
- Defining structure, organizing the process, and securing staff support
- Assessing community issues and priorities
- Formulating goals and objectives
- Establishing measures of success and how the initiative will track progress
- Developing a strategic, comprehensive plan to address priorities
- Identifying and recruiting resources needed to get the job done
- Recognizing key partners' contributions
- Publishing and publicizing the plan

Phase III: Implementing and Sustaining the Comprehensive Approach (Months 10–15)

- Setting up for implementation
- Getting help in implementing
- Evaluating the impact of the strategy
- Revising objectives, success measures, and operational strategy as necessary to support sustainment

munity assessment processes offer a vital opportunity to educate all participants and clarify potential benchmarks for gauging success of the comprehensive strategy.

Numbers are not the only answer. The perceptions of the community may or may not match official crime data. The strategic plan needs to address both, clearly acknowledging each. The results of the community assessment process should be shared with the public as an accomplishment of the coalition and a tool to educate and motivate residents to support the coalition's work on issues raised by the assessment.

Formulating goals and objectives

If the vision is the framework, the goals and objectives provide the specific map that ensures the vision will be realized. They specify direction of policy and programs and signal allocation of resources to address priorities determined through the needs assessment. These objectives need to be as concrete as possible; they should clearly imply the tasks needed to achieve them rather than leaving such direction to change or whim.

Establishing measures of success and how the initiative will track progress

There is a proverb that states "If you don't know where you're going, any road will get you there." Clear and measurable definitions of success will help clarify how

the initiative will recognize its progress toward reaching goals and objectives. Each objective needs a baseline (e.g., the number of homicides in 1996 or the number of youth reported for curfew violations in 1997) against which it will measure progress. The measure should involve something that can be changed directly by the action stated in the objective. The targeted change should have a realistic time line attached. For instance, an objective that declares an intention "to implement a community policing initiative that will reduce the citywide crime rate by another 50 percent over 1997's 10-year low in reported crime rate for Anycity, USA" is likely reaching too far and too fast for results.

Just as important as realistic objectives is the ability to track progress. Clear and regularly reported updates will help the initiative determine whether objectives are being met. Perhaps initial goals were not realistic or the operational strategy for achieving them was not effective.

Potential partners in measurement include universities or the United Way; they often have staff with experience designing and implementing evaluations and helping devise ways to track toward goals. The initiative should investigate and appeal to these organizations' interests in getting involved in the strategy and even donating time or other resources.

Taking both the strategic and the comprehensive view

To effect lasting change, the action plan should address systems throughout the community. It should examine how actions, policies, and services of each affect conditions. Both short-term and long-term needs for change should be examined. Systems that should be maintained as-is should also be noted. Opportunities for partnerships and collaborations should be identified.

Establishing a time line

Once priorities are established and a plan developed, the coalition should establish a clear time line for implementation, with benchmarks for activities and decisions by the planning groups and key leaders. The completed plan should clearly link activities in the plan to the mission, goals, and objectives agreed upon by coalition participants. Allowing reasonable time for comment by the public helps build a spirit of inclusion. The coalition will want to review and discuss those comments and take time to revise the plan as needed.

Identifying and recruiting resources needed to get the job done

Right away, the coalition should define resources needed: direct financial support (e.g., grants or budget allocations), volunteer assistance from the community, and in-kind support from community, private sector, or public agency partners. It is reasonable to reexamine how existing city resources are being spent. Groups seeking resources to supplement city government support can tap a variety of sources, including foundations, area corporations, state government, federal agencies, and civic organizations. The time lines for both preparing and implementing the plan should take into account the availability of resources to get the jobs done. Resource development should include making every possible effort to consult with potential funders from the outset of the planning process and informing them throughout each phase.

Recognizing key partners' contributions

The momentum and collaboration necessary to complete a comprehensive plan and implement it needs planned public celebrations of such milestones as the kick-off meeting of the coalition, the design and presentation of the vision, and the public presentation of the plan. Leaders and "worker bees" alike should be recognized for their contributions and commitment.

Publishing and publicizing the plan

The plan is a public document that will influence local government and community decisions for years to come. A concerted communications plan builds momentum, gets the public behind the goals and objectives in the plan, and creates support for implementation. News media outlets (television, radio, print) are vital partners in this effort. The release of the plan also represents an opportunity to continue education of the public and policy makers about community priorities, remind potential funders of the group's accomplishments, and promote ongoing collaboration among local government, communities, and neighborhoods.

Phase III: Implementing and sustaining the comprehensive approach (Months 10–15)

Setting up for implementation

More than any other, this stage is simultaneously one of forward-focused action and reflection. As implementation draws near, the initiative must reassess and probably revamp organizational structures, decision-making processes, staffing patterns, and communication on progress to key partners and the public. Though changing the organizational structure from a planning focus to an action one can be somewhat unsettling, it is essential. The shift can involve anything from rethinking intentions to changing the entire framework. The central questions is, how do we best organize to gain action, accountability, and access to the resources and people who can make the changes we have recommended?

Getting help in implementing

The coalition cannot implement the plan on its own. Ideally, the plan ought to require the investment and participation—in one way or another—of just about every functional agency in the city. The coalition and the chief executive need to take on particular strategies to recruit vigorously for volunteers to take on particular strategies and provide them with opportunities to build helpful networks. There is, in addition, a need to make a conscious effort to sustain public interest in the results the plan has generated, to build awareness and a constituency for further action.

Evaluating the impact of the strategy

Did we succeed? Are we at least making progress? Are the programs proposed in the plan working? Are fewer kids involved in gang activity? Has the number of neighborhood associations grown? Is the community more engaged? Has the fear or reality of crime in the city's neighborhoods changed? Are fewer youth truant from school? What changes have come about in the relationships among agencies in local government in terms of how they formulate policy and design services? Has the dis-

tribution of resources or the total amount of resources available changed? Has the initiative leveraged additional resources to support sustained implementation? Are more residents using city parks? Are neighborhood events frequent and well attended? Are civic groups more involved in prevention through the comprehensive strategy? These are just some examples of what a thoughtful evaluation can help uncover about progress on a variety of goals. Such an evaluation should draw on the goal and objective tracking already established. Its design should involve representatives of all key stakeholder groups. Both qualitative and quantitative information will be desired, and both process and outcome issues should be addressed.

Revising objectives, success measures, and strategy as necessary to support sustainment

The initiative must ask itself—do we need to adapt the strategy to emerging conditions or to information that demonstrates a program has not worked as intended? Does experience in implementation signal that objectives and success measures were too ambitious or not challenging enough? Have new partners entered the picture? How can adaptations to the strategy make room for their contributions? How will decisions be made about potential changes? How will progress and need for revisions to the strategy be communicated to the public and policy makers? Have we marshaled adequate resources to get the job done? Is political support for the effort still evident?

WHO FROM LOCAL GOVERNMENT AND COMMUNITIES SHOULD BE INVOLVED?

We were convinced that the quality and reputation of the core committee members would help recruit others—and enhance the acceptability of recommendations and the chance the plan would succeed.

LT. A.J. KEY

Arlington, Texas, Police Department

Every planning coalition designed to create a sustainable impact on crime needs the support and participation of the full spectrum of community and local government sectors. A variety of local conditions may affect the relative significance of each sector, but each brings to the table resources, moral or legal authority, and ideas about problems and solutions. The core leadership of the group (often the mayor or city manager, police executive, and two or three other city agency heads) must recognize that this collaborative, comprehensive approach calls upon local leaders to expand beyond traditional boundaries in the search for partners. The core group must recognize that key community-sector partners can leverage participation by many others.

Among the many questions the core leadership should ask as it reviews possible partners and considers vital decisions ahead are

Questions about leadership

- Whom do community members trust?
- Whom do local government agencies and police trust?
- Who can do the job(s) most effectively?
- Who already has the know-how and power to influence change?
- Who controls resources—volunteer, cash, in-kind?
- Who has innovative ideas that motivate others?
- Who influences the community's perception of itself?

Questions about mobilization and membership

- Who will mobilize participants from agencies and various other elements of the community?
- What role will the general public play?

Questions about management

- What regular staff will you have?
- How will you use volunteers?
- How will you use staff and their skills?
- Will staff and volunteers be trained? Who will handle that task?
- Will you centralize or divide responsibilities?
- How much time and energy will you expect from team members?
- Who will handle management, analysis, and presentation of data?

Questions about communication

- How will team members communicate with leadership and each other?
- Who can help get recognition for your accomplishments?
- Who will tell the story and how?

The core leadership should have in mind up front the range of meaningful roles community and other partners can choose to play (e.g., planning committee member, data analyst, evaluator, event coordinator, administrative staff). The initiative needs a representative group of people as participants, but it must also pay attention to the roles and skills required by planning and implementation tasks. Whenever possible, participants should be given options and directed to tasks and roles which make the best use of their individual or organizational skills and resources.

There should be a mixture of perspectives among the group. Though it may be tempting to include numerous "big" names, those well-known people often have many other commitments. Their names appear on countless pieces of civic letterhead. Gaining earnest commitment from three or four such leaders may be preferable to token support from ten or 20. Access to community leaders from the worlds of politics and business offers access to resources and credibility. The visible and well-known must be balanced, however, with people from many sectors who have their own contacts and who are willing and able to roll up their sleeves and do the work.

Avoiding people who are not open to others' concerns and interests and who lack commitment to collaboration can be as important as picking people with the appropriate mix of characteristics, contacts, and skills. People to avoid in the collaborative planning process include:

- *Demagogues*—They want to preach to the group, are not interested in action except on their issue.
- *Resume' padders*—They are concerned about personal aggrandizement, not community betterment.
- *Bomb throwers*—These angry folks disrupt meetings and delay decision making with their belligerent attitudes.
- *Media hounds*—They want to show up, even star, at high-profile events but are not around when work must be done.
- *Big talkers*—They promise but often do not deliver on commitments they make to the group.
- *Little thinkers*—They are not open to new ideas or trying new ways of doing things; they reflexively resist change or expansion.
- *Those obsessed with turf*—They spend their time protecting authority and budgets, not contributing to deliberation on the plan or committing to implementation.

In different, but equally annoying ways, any of these kinds of people can dampen the spirit and progress of the local initiative. Thoughtful, up-front work to eliminate them—or at least minimize their number—may take time, but it is time well spent for the health of the group and the planning work.

ROLES FOR THE PLANNING EFFORT AND IMPLEMENTATION

Each local plan must be tailored to the priority problems of that community and the human and financial resources it can muster for solving them. The cast of individuals and organizations will vary based on the community's makeup, the approach chosen, and the issues the group addresses. Assigning roles effectively to members of the group helps sustain their interest and involvement while moving the group's work forward. Roles and partnerships may shift over time. If the planning process is successful, people will think "out of the box," doing different things in different ways (e.g., police opening a substation in a public housing community, media agreeing to portray positive stories about the community, probation working in tandem with police).

Some kinds of roles that need to be filled if the planning effort is to succeed:

- *executive committee or other leadership position*—lends credibility, power, and support; provides inspiration and validation;
- *planning task force member*—contributes ideas and time to developing the strategy;
- *logistics supporter*—hosts meetings, provides in-kind donation of supplies;
- *fact finding volunteer or researcher*—looks into local implications of crime issues;
- *data analyst*—helps gather, organize, analyze, and normalize data for task forces;
- *surveyor*—designs or administers community surveys to gather information on perceptions;
- *administrator*—coordinates task forces and logistics, manages communication, reports to leadership;
- *administrative volunteer*—takes minutes at meetings, reports to others;
- *community mobilizer*—recruits neighborhood participants and engages their support;
- *trainer*—helps enhance skills and knowledge of participants;
- *agency liaison*—reports to leadership, builds their support for implementation;
- *advocate or spokesperson*—helps tell the story to the media and others;
- *evaluator*—using data and program information, gauges progress toward goals; and
- *fundraiser*—identifies existing resources, helps recruit and leverage resources of all kinds.

In addition to considering the roles of members, the coalition must also develop an outreach strategy to recruit members from a variety of community sectors and local government agencies. Participants' reasons for getting involved will likely be as varied as the crime and quality-of-life concerns in local communities. A community member may see a planning task force as another stage of development in their community crime prevention volunteering. A health, code enforcement, public works, or school board official may see the coalition as an opportunity to ensure his or her department's input to a comprehensive plan that may require resources or

other support from the department. The law enforcement officer will appreciate that the planning effort provides a forum to solidify partnerships with residents, business, and agency participants and to identify solutions to neighborhood crime problems. Local elected and administrative leaders understand the power in mobilizing a broadly based group to carry out a collaborative mission to improve public safety and quality of life.

Professor Joe Donnermeyer of Ohio State University has investigated why community members seek volunteer opportunities. His research in urban and rural communities revealed eight major reasons why adults volunteer:

- *recognition*—they want to be noticed for their contributions.
- *children*—they want to protect their own children or the children of the community.
- *values match*—the initiative makes sense to them; they want it to succeed.
- *skill development*—they hope to learn as they contribute time and effort.
- *experience*—they want to expand on what they know about the issue.
- *self-esteem*—participation makes them feel good, meets their needs.
- *networking*—they hope to meet others with similar interests.
- *peer pressure*—neighbors or friends have talked them into it.

Like adults, youth seek many things, including relationships with others they trust, to contribute and sense that their contributions are valued, and experiences that help them develop skills or special knowledge. The local coalition that involves youth and provides a forum for their concerns has provided leadership opportunities and tapped an energetic source. That coalition has also helped ensure that the comprehensive plan addresses the perspective of those most often victimized by crime and too often categorized as a likely offender–youth.

HOW TO RECRUIT PARTNERS

There are a number of ways to reach potential participants in the coalition and identify their special talents and interests related to the planning effort. First, determine who is already active on crime, youth, family, community building, and quality-of-life issues in the community; who makes policy, programmatic, and budget decisions on these issues; and who will be affected by the strategy, or has already been affected by crime in the community. Then determine how those individuals and organizations get their information and what would motivate them to get involved. The list below provides some tactics to consider in sorting out potential participants.

- Develop an inventory of existing, related initiatives, including an overview of issues those groups are addressing and who is involved. The identified leadership of those groups would be a place to start. An open invitation to their membership could secure participants with specific interests and experience in the community.
- Use a local elected official or chief administrator to set the stage for participation by all relevant agencies. He or she must clearly state that contribution to the mission of the coalition is a government-wide priority that will benefit each agency in the long term but will also require agency managers and staff to be

prepared to address crime-related challenges along the lines established through the collaborative planning process. That signal of commitment is vital but so also is action to make clear the intent to hold top leadership and staff accountable for progress toward outcomes sought through the plan.

- Have the mayor, city manager, police chief, or group of local officials make a public announcement that brings media coverage to the intent to develop a planning and action coalition and expresses an inclusive attitude about membership from all facets of the community. It helps to have interested community leaders take part. Their standing in the community will help motivate others to participate.
- Spread the word through established formal and informal information networks and organizations. Civic group membership lists, religious congregation bulletins, community-oriented radio stations, neighborhood newspapers, parent organizations, youth organization bulletin boards, neighborhood watch newsletters, and public library community events calendars are all examples of trusted information and membership networks to use.

POSSIBLE PARTNERS

Local elected officials and senior managers

It would be difficult to overstate the importance of support from local elected officials. Their commitment to the planning process and their tangible staff and financial support are essential. Perhaps even more vital is their ability to motivate others' participation and enforce accountability.

Research in 1996 by the National League of Cities (NLC) (*Connecting Citizens and Their Government: Civility, Responsibility, and Democracy)* is a document that focused on the role of local elected leaders in motivating and mobilizing citizens for positive change. NLC suggests that the officials play one or more of four roles in that process.

1. They model a spirit of civility and cooperation that sets a tone for public discourse and problem solving. Part of what drew residents to participate in Corpus Christi's planning meetings was the opportunity to interact directly with the mayor—she chaired many of the meetings.
2. They use the power of their office to convey messages about the vital importance of community-building tasks and civic participation. Mayor Peters of Hartford, Connecticut, said, "When people are talking good about the city they live in, people on the outside hear about it. Good things start to happen." His cheerleading on behalf of neighborhoods and partnership has yielded tangible results for civic participation and reductions in crime.
3. They help shape processes and programs that engage communities in problem solving and meaningful roles in shaping solutions.
4. They use team-building skills to build trust and communication and resolve conflicts.

City Manager Frank Benest of Brea, California, used the term "barnraising" to describe the evolving role of local elected leaders. Building on this image of cooperation in farming communities, he evoked a focus on what communities can

achieve by working together to solve crime and quality-of-life problems. This model, he and NLC assert, is one that can help balance the history of customer service or "vending machine" orientation to community-local government relationships.

Experience in helping the seven cities in the BJA-supported Texas City Action Plan To Prevent Crime (T-CAP) led the National Crime Prevention Council (NCPC) to develop a list of commitments that local chief executives should be willing to make to ensure success. These include intentional leadership attitude, personal time, participation of staff designated to speak for the chief executive, clerical support for the planning effort, space for meetings, funds for mailings, participation in meetings and special events, commitments from a variety of city agencies, and written statements of commitment to follow through on the initiative. The evaluation of T-CAP highlighted the fact that the most successful cities had strong and visible mayoral support and participants with the highest level of personal satisfaction with the outcomes of the process.

Law enforcement

Because of the natural focus and reliance on law enforcement in civic discussions of public safety issues, many initiatives select the local policing agency as the convener of the collaborative planning group. Police agencies bring expertise on crime prevention and control. Equally important, few other local agencies have the same extensive firsthand knowledge of residents, community assets, and community concerns about crime. However, those in law enforcement should not dominate the process or the membership of the coalition. Success and buy-in from other partners will be compromised if the effort seems directed by *any* single agency. The problem-solving approach many police agencies now use supports inclusive, comprehensive planning; it challenges officers and supervisors to work in partnership with community members and other agencies to assess the nature of problems, analyze potential solutions before implementation, and assess the impact of the strategy they have implemented.

Law enforcement membership in the coalition may also help lend credibility and status to the initiative. That was certainly the case in Boston, where in 1994 the mayor directed the new police commissioner to head up a strategic planning process drawing on participation of community members and representatives of agencies serving the 10 police districts. The effort identified gaps in services and communication and leveraged a network that uses police officers to link youth with community-based youth service providers. Within the first six months, more than 150 youth were referred to needed family and educational support services. The strategic approach strengthened the community-oriented policing initiative.

Community members

Community residents know better than anyone else the magnitude of the crime problem and how it affects the life of a neighborhood. It is vital that the coalition planning process involve both the leaders of neighborhood associations (and other community-based organizations) and individual residents who may have less formal experience with planning processes but who contribute valuable information and perspective on the problems. The composition of the coalition should represent the

geographic, ethnic, cultural, economic, and age diversity of the community. The value placed on diverse membership and participatory styles relates directly to building the ownership that participants take in their vision of the community's future and the implementation of plans to achieve it.

Community partners should be involved from the outset, beginning with identification of the issues and community priorities and continuing throughout clarification of roles for all partners and development of the strategy, as well as measures to gauge its success.

Residents' investment in the strategy will be limited if they are not fully involved in the process. In Boston, at the completion of the city's strategic plan in 1995, a diverse group totaling 400 residents from every neighborhood along with local agency partners developed the citywide plan and outlined plans specific to each of the 10 neighborhood police districts.

The ownership of any social change process is among the most, if not the most important of its characteristics. Ownership is a reflection of a community's capacity for self-determination and can be determined or limited depending upon how collaboration is designed and implemented. Arthur Himmelman

Civic improvement groups.

These membership groups (e.g., community associations, Kiwanis, Rotary, Optimists, civic leagues, veterans' organizations, local political groups) provide a wealth of committed activists who can help form partnerships with each other and with other local organizations and agencies to identify local needs and priorities, support community-based programs, and raise resources to sustain programs. Through their membership networks, they can also help spread word of the initiative, recruit members to planning groups, and educate the community about crime prevention and public safety.

The faith community

Generally viewed as laying a foundation for positive moral values, these institutions' missions and their commitment to the community complement anticrime messages and the goals of the planning coalition. When they take on the role of providing services to support families, mentor children, and counsel youth, these organizations also help to solve crime-related problems. The value of religious leadership in a coalition is highlighted by the example of Columbia, South Carolina. Ministers there play an important role in coordinating neighborhood revitalization projects through the city's community development agency. They also directed a number of successful mentoring and substance abuse counseling projects.

Other criminal justice agencies

Courts, prosecutors, and probation and parole agencies offer an important perspective on criminal justice trends and needs. Many are vigorous prevention advocates. Many see the enormous potential of systemic improvement. Though their central tasks focus on enforcement, their creativity in performing these tasks can contribute greatly to prevention and treatment strategies.

As a result of the Salt Lake City, Utah, strategic plan, the probation, parole, and court agencies joined law enforcement, family services, other city departments, and the community in formation of Community Action Teams, geographically organized problem-solving groups that meet weekly with residents in the neighborhood. These agencies have successfully pooled resources and other tools to address priority neighborhood issues, including youth gang violence, fragile families, graffiti, crack houses, and the need for additional recreation facilities. The American Probation and Parole Association's Prevention Committee has begun to develop a policy advocating prevention programs and stronger linkages between member agencies and comprehensive communitywide initiatives in localities across the country.

Human services

Government and nonprofit agencies that meet community needs must be connected to the initiative's efforts. Their knowledge about family and community conditions that contribute to crime can be important to development of priorities. Their interest in preventive strategies can be substantial. Public health officials, for instance, see violence as a public health issue as much as a crime problem.

Groups such as the United Way can also provide vital support for community assessment, evaluation, and training. The United Way of Greater St. Louis played a pivotal role in staffing the planning stage of the 13-county, two-state regional initiative begun in 1995. The United Way served as a trusted convener, provided important data for the assessment process, and made vital connections with the university that will help with evaluation of the strategy.

Youth

So often, youth in communities are defined as crime problems, instead of being recognized as assets in the effort to reduce crime. They belong at the table in any discussion and decision making about crime and what should be done about it.

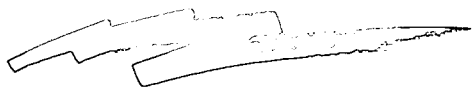
Youth also lend a different and important perspective to a coalition's discussion of community crime issues. In Freeport, a small city in western Illinois, the mayor connected middle school youth and their teachers with the community organization facilitating the coalition development process. After the mayor made a personal appeal to the classes, more than 40 students joined the Youth Task Force. Their recommendations can be found throughout the city's comprehensive strategy. The youth will also help with implementation and guide establishment of the planned teen court. In Santa Barbara County, California, youth are vital members of the Pro-Youth Coalition, joining adult residents, youth workers, police, and juvenile justice officials who developed a violence prevention plan for four communities where youth gang violence and other crime is prevalent.

Health and quality of life

Local hospitals, public health agencies, and code enforcement and inspection departments of local government are deeply immersed in issues that relate directly to the experience and impressions of quality. Local hospitals that treat victims of violence know the financial and other tolls those crimes exact. Public health agen-

BENEFITS OF YOUTH INVOLVEMENT

- positive energies and idealism of youth engaged
- needs of youth better understood
- youth leaders become evident
- teen perspectives on crime change
- youth find channels for assistance they need
- self -esteem of youth is enhanced
- teen perspectives on law enforcement change
- youth set positive example for peers and adults
- adult perspectives on youth change



cies can provide expertise about how to approach violence as a public health issue. They routinely gather data on mortality and morbidity, including causes of death, weapons used, and age of the deceased.

Code enforcement agencies have many tools at hand to address nuisances, drug houses, and other criminal activity. Des Moines, Iowa, enforced local ordinances requiring removal of graffiti and lowered the incidence of graffiti. In Rockford, Illinois, a new violence prevention collaborative effort received significant financial and in-kind support from the Winnebago county health department in 1996. Staff of the department support implementation of family violence prevention programs that are the focus of the Rockford group's plan. In eastern Tennessee, the state health department agreed to supporting school-based violence prevention education in rural hamlets of Cocke County during 1997, the first year of implementation for that area's violence prevention strategy.

Business

Major corporations, small neighborhood businesses, and chambers of commerce all have invested in local communities because their futures are intimately tied to local conditions. Businesses are a source of information about jobs and economic development issues and how they relate to crime. They also represent a group that may need education about crime prevention techniques. They can provide educational materials to employees and customers and lend financial support to strategies. In San Antonio, Texas, the business community's interest in crime prevention grew substantially following involvement in the city government-community planning coalition. Because they identified needs for crime prevention support, several leaders formed the Business Crime Council of South Texas and dedicated funding for 5,000 summer jobs for the city's youth. Four years later, they still serve as a communication and action line, and they provide crime prevention training and education programs for members throughout the region.

Youth-related services

Parks and recreation agencies, youth membership groups, youth serving agencies, youth-led programs, and other organizations that provide valuable services to youth must also be included. In many communities, the assessment process identifies a

need to make services more accessible to youth and their families. Many recreation department staff are trained to work with youth so they can represent important resources for discussions about what kids and communities need. Boys & Girls Clubs, for instance, not only evaluate programs and track participation, they are also connected to a national network of clubs and model programs that can help inform the planning group's sensibility of tested services to support youth and address delinquency. The Parks Department in Phoenix, Arizona, has developed an effective partnership with the police and residents of the Coronado neighborhood. Parks-sponsored recreation and prevention programs for youth in the area have been so successful that residents organized a march to the city council meeting to ensure that funding for the programs was renewed.

Schools

The central role that schools play in the lives of youth virtually demands that school administrators, teachers' groups, principals, and parent organizations need to be represented among the coalition membership. School systems' concerns about violence and vandalism in school buildings, security on school grounds, and the safety of students, faculty, and nearby neighborhoods provide a wide variety of opportunities to invest them in the initiative and its mission. Increasingly, schools are partnering with law enforcement agencies, recreation departments, and youth-serving organizations on a variety of programs. These partnerships could help establish a basis for participation in the initiative. In New York City's Beacon Schools and in other cities that have school-based, multipurpose community centers, localized strategic planning may already exist on an informal, spontaneously developed level.

Media

Local news reports play significant roles in defining how crime and related issues are framed and discussed. Their roles as climate setter, information provider, analyst of community conditions, and influence on the boundaries of the civic discussion make them powerful shapers of public opinion. Their reporting about the initiative can motivate participation and make the case for the plan and its implementation. Some media outlets that have been targets of complaints about coverage of crime-related issues or their portrayals of youth, the economically disadvantaged, and multicultural communities. They may welcome the chance for positive interaction. Media executives—trained to be excellent communicators—can be superb assets as members of the planning team, especially in framing and telling the story of its work.

San Antonio's coalition and a violence prevention collaborative in Minneapolis involved key media managers in leadership positions on the planning team. San Antonio media committed to running positive stories about communities in the city and sponsored—together with a local insurance company—development of local public service announcements in English and Spanish promoting gang prevention initiatives. Their involvement generated partnerships to implement activities in the comprehensive plan. In Minneapolis, the local public television station helped start the initiative, taking a lead role in devising antiviolence programming involving youth.

BRIEFING THE PROPOSED PLANNING GROUP

All the effort of carefully selecting members of the coalition can be wasted—or certainly abused—unless proposed coalition members understand the environment in which they will work and the commitment they must make. Among the elements they need to understand before they make a final decision about joining the coalition are

- What is the time commitment? How much time each week will members need to contribute, and over how many months? What is the group's rule about whether surrogates will be accepted at meetings?
- What is the nature of the process? It involves give and take, compromise, and recognition that there is no solution to the problem of crime; they must be ready to deal with peers in a collaborative manner. Are members comfortable with the fact that the end product (the coalition's plan) may not be everyone's ideal, but it should be something that all involved can live with?
- What is the level of public visibility for members? Will they be expected to be spokespeople for the initiative? Will they chair public neighborhood or subcommittee meetings? Will the efforts of agency staff be recognized and supported by their supervisors?
- With whom will they be interacting and be accountable to? Will they be in leadership positions? With whom will they need to consult on decisions? To whom will they report during planning and implementation phases of the initiative?
- What is their commitment to making it work? Members must both understand the process and be firmly committed for the duration. They need to view their work as a community trust—a responsibility to everyone they know.

STRUCTURE ISSUES FOR LOCAL INITIATIVES

The potential for the initiative to significantly reduce crime and related community conditions will be enhanced if the coalition organizes itself well for the task.

WHY DECISIONS ABOUT STRUCTURE ARE IMPORTANT

Some local coalition members feel frustrated with "process stuff" during the planning phase because the initiative did not adequately address up front the need for structures to support the group's work and the roles participants play in working toward the group's goals. Decisions have to take into account the impact of structure on issues vital to getting the job done, namely time dedicated to and needed for activities, the number of people and skills needed to get work done, and resources required for administration of the coalition and implementation of programs.

When local leaders or conveners of an initiative consider which type of organizational structures to adopt, they should take care to assess what each option conveys about the initiative regarding

- The group's priorities;
- How key functions will be carried out;
- Who coordinates and administers planning activities;
- Individuals and groups to whom tasks are assigned;
- Key reporting and feedback relationships;
- Who leads the initiative;
- Where and how community grassroots input plays a role in decisions;
- The role of key local government agencies and elected officials;
- The role of other community sectors; and
- How the need for near-term victories and attention to immediate priorities will be addressed.

LEADERSHIP—ROLES AND DECISIONS

The leadership of the group often rests with what is termed an executive or steering committee. The job of this core of key political, agency, and selected community representatives is to select a chairperson(s) to serve as a spokespeople, lead the initiative, facil-

HOW WOULD YOU SELECT A PARAMETER?

- Issues appeal to a wide variety of people in a wide variety of settings;
- Produces solution that encompasses multiple perspectives or disciplines;
- Amenable to being addressed in a shorter (about a year) planning process; and
- Guided by needs/asset assessment of the community.

itate a decision about mission, and head up the group that makes decisions about the parameters of planning functions. The chair(s) often are either or both a prominent community representative and a prominent official. The chairs and core leadership group also make decisions about the initial parameters or planning functions. Parameters draw basic outlines around what the coalition will do. The decision on parameters directs or is directed by the proposed length and intensity of the planning process. It determines whether the coalition will deal with the entire crime issue or with selected aspects, symptoms, or causes. The decision also focuses on questions of geography—whether the focus of planning will be regional, jurisdiction-wide, or on targeted neighborhoods.

The executive or steering committee typically involves 10 to 30 individuals, depending on the size of the community. This core group is generally representative of the community and may have special expertise (e.g., research, fundraising, technical skill, political power) or unique experience (e.g., youth, victim, cultural group member) that helps inform the overall direction of the initiative.

This group typically comments on work of planning groups and approves the content of the plans developed by those subgroups. It is usually the final reviewing group for the coalition's plan. Some steering or executive committee members may help recruit agency or community members to planning groups and community activities related to development of the strategy. Like chairpersons, executive or steering committee members may also contribute in-kind resources (e.g., staff, meeting space, copying, computers) or serve periodically as spokespeople for the initiative.

PLANNING—ORGANIZING TO DO THE WORK

With the basic parameters of the planning work established by the leadership, the initial responsibility of the planning task force or committees is gathering and deliberating on information to assess community conditions. Part of that deliberation focuses on translation of assessment information into goal statements and, eventually, to prevention and enforcement strategies to address crime. There are many options for organizing planning task forces (or subcommittees), usually the key source of activity in a coalition designed to produce a strategic, comprehensive plan. There are three most common options for organizing these groups:

Domain

The work of the group focuses on social arenas or systems in the community, such as community, family, criminal justice, or peer relationships. The benefit of this approach is the recognition that systems and environment involve the intersection of many community sectors and local government agency activities with crime and conditions related to crime. The drawback of the strategy is that the complexity of these systems makes refinement of prevention or control priorities more dif-

ficult. The upfront attention to resolving these tensions will benefit the local strategy in the long term as it helps place participants on equal footing, where everyone's input is needed to complete the analysis of issues and solutions. For these reasons, it may be the most desirable option for local initiatives.

Issue

The work of the group focuses on a goal or a problem that represents a consensus priority. These task forces might include youth opportunity, healthy families, economic development, and property crime. The benefit of this approach is its clear purpose up front. That benefit can backfire if the issues are perceived as not inclusive of communitywide concerns. Another potentially serious drawback of this approach is the possibility that the evolution of local issues over the course of the planning time line or the community assessment may reveal that other issues ought to be considered a high enough priority to warrant task force attention. In that case, organizational structures would have to be reviewed and debated again, possibly deflating momentum and distracting the group's attention away from planning.

Sector

The work of the group focuses on strategies involving the resources, authority, and action of specific individual functions of local government or community, such as police, courts, education, social services, business, employment, or corrections. The benefit of this strategy of organization is its simplicity. The drawback of the strategy is that it doesn't easily cope with the overlap of crime-related issues among the categories. It is usually the least desirable option because it tends to reinforce agency turf and traditional thinking about whose job it is to work out solutions to crime and quality-of-life issues. The narrow lens focused on the problem rarely produces new solutions or new ways of doing business for better results. It often does little to bring individuals or agencies to new perspectives that consider the experiences or expertise of other participants.

The coalition will also likely take on a number of additional supporting administrative functions, including data collection, community assessment, evaluation, membership recruitment, and resource development. Any one or more of these may make sense as a separately functioning unit, depending on the complexity of the task at hand and resources available to it. For example:

ARLINGTON, TEXAS FAST FACTS

Population: 271,000 (1993)
Ethnic Composition: 78 percent Caucasion, 9 percent Hispanic, 9 percent African American, and 4 percent Asian American
Crime Index Rate: 9,840 per 100,000 (1991)
Coalition Information: coalition members: 10
domain-based task forces and numbers of citizens on each:
education and youth: 24 neighborhoods: 23 violent crime: 24 business: 15
Sectors/Neighborhoods Represented: religious, business, neighborhoods, anticrime, schools, nonprofit/community groups
Staff Support from Arlington Police Department: Lt. A.J. Key; officers assigned to each task force; Karen Daly of the city manager's office

EVOLUTION OF STRUCTURES

Over time, new structural elements emerge with the evolution of members and activity in the coalition. The reasons for the change can include

- Functions change or shift, or new ones are added by the group leadership.
- Priorities change as a result of emerging conditions or crises.
- Needs change when attention shifts from organizing the coalition to developing the strategic plan.
- The funding situation changes for the better or worse.
- The group needs to redirect partners to more diverse roles to support the strategy.
- New partners have been recruited—how will they fit into planning and the strategy?
- Community participation—how will the group keep it stable and invigorated?

The concern about maintaining neighborhood involvement throughout the process suggests local initiatives must build into the structure's design mechanisms to address sustainment of motivated participation by community members. Researcher and coalition development expert Gillian Kaye identifies "6 Rs of Community Participation in Evolving Coalition Structures":

- *Recognition*—facilitate it among the planning groups and publicly;
- *Respect*—for values, cultures, traditions, and leaders;
- *Role*—clarity, real power, and substance;
- *Relationship*—help draw wider context of community among people from different areas;
- *Rewards*—hare access to information and resources; and
- *Results*—be consistent and deliver on issues the coalition prioritizes.

These principles also apply to agency participants and other community sectors besides residents. The structure must not only carry out the functions assumed by the initiative, but also somehow address both the altruistic and self-serving needs of participants for meaningful roles and recognition of their contributions. The potential for the initiative to significantly reduce crime and related community conditions will be enhanced if the coalition organizes itself well for the task; it will be diminished by inappropriate or absent structure.

VISION, GOALS, AND OBJECTIVES: The Framework for Effective Local Action

Begin with the end in mind

WHY ARE VISION, GOALS, AND OBJECTIVES IMPORTANT?

The vision of a local comprehensive initiative is the guidepost for all activities it pursues. The coalition as a whole must establish this vision. The vision is the inspiration to sustain commitment to the planning and action for the time it takes to complete these tasks. If coalition members need to convey the basic message of its purpose to policy makers and the general public, the vision is what they cite. Together with specific and measurable goals and objectives, the vision forms a template for action. If the vision is the road the coalition will travel, the goals are the travel itinerary, and the objectives are the vehicles.

In order to help local partners understand the importance of this discussion, this section defines the key terms and offers examples of how they have been applied by a variety of local initiatives.

THE CONTEXT FOR SUCCESSFUL PLANNING BASED ON COLLABORATION

The context in which the local planning coalition reaches agreement on the vision, goals, and objectives is important as well. Research on dozens of local initiatives cited in *Collaboration: What Makes It Work* (Amherst H. Wilder Foundation) highlights several factors that influence the success of collaborations:

- *Environment* includes a history of collaboration in the locality that provides a base for understanding roles and expectations. A political and social climate favorable to collaboration and the perception of the coalition as a leading influence in the community were also viewed as important.
- *Membership*, including mutual respect, understanding, and trust among the organizations involved, is critical because it

helps establish norms of behavior within the group. As stated before, the coalition needs to involve a cross section of members representing each segment of the community affected by its activities.

- *Process and structure,* understood by all members, provide an opportunity to understand their stake in contributing to positive outcomes. Multiple layers of decision making and decentralized control should be flexible, clarify roles and responsibilities, and adapt to new information or community conditions that signal the need to adjust the direction of the coalition's effort. A more detailed discussion of process issues is included later in this document.
- *Open and frequent communication* through formal and informal linkages, vertically between decision makers and staff and horizontally across task forces or agencies, can identify problems before they become intractable, help enforce accountability for planning tasks, and enhance trust among participants.
- *Purpose and direction* must be clear from the outset. The coalition's goals and objectives must be attainable, given partners' commitments to the vision, resources available, and common understanding about crime-related conditions in the community.

What is a vision?

A vision is a statement of purpose that embodies hope and guides the work of a planning and action coalition. It motivates that coalition as it represents a unifying mission and an ideal future for the city. For example:

- *Our vision: By 2005, a measurably safer, stronger community with better quality of life for everyone.* Community Action to Prevent Violence, Greater St. Louis, 1995 (All—issues coalition for a region)
- *By the year 2000, Corpus Christi will be a community committed, both philosophically and financially, to the well being, education, and success of children. Governments, schools, and individuals will work together diligently, interacting and sharing ideas and concerns in an effort to improve the quality of life for all citizens. Everyone will be an active participant in promoting a safer and healthier community.* The Mayor's Coalition on Crime Prevention, Corpus Christi, Texas, 1993 (All—issues coalition, jurisdiction-wide)

The first vision brought together hundreds of participants from the two-state, 13-county region of Greater St. Louis. United by the broad and positive statement incorporated in the vision, individual members of the group knew that the coalition had committed to focusing implementation of strategies to localized issues within member municipalities and communities over a 10-year period. The standing of the local United Way as a regional service organization and expert on regional trends, along with the concerns raised publicly by leaders of major locally based corporations, helped recruit participants to a violence prevention initiative with this vision as the theme. For Corpus Christi, the commitment to civic participation and safe community environments resulted in formation of a citywide council of neighborhoods, establishment of storefront police locations in neighborhoods, and initiation of a Weed & Seed program complete with community-law enforcement partnerships to address gang activity, substance abuse, and violence.

What are goals?

Goals are clearly stated messages about what needs to be done to realize the vision. By expressing priorities, they provide direction about the allocation of resources and the emphasis of programmatic activity.

Examples:

- *To create more caring communities, collectively assume greater responsibility for nurturing the health and well-being of our youth and families.*—Goal One, Community Action to Prevent Violence, Greater St. Louis, 1995
- *To develop an ongoing process in which communities can mobilize to address crime and other related issues; to involve all targeted neighborhoods in the Fort Worth initiative; to encourage a multi-faceted approach in meeting the needs of the three targeted communities; to train the local citizens to assess the community needs, to identify all possible resources, and to advocate for themselves and their communities; and to demonstrate that every resident can and must play a role in preventing crime.*—Fort Worth initiative for the Texas City Action Plan to Prevent Crime (T-CAP), 1993 (All—issues coalition organized neighborhood-by-neighborhood)

Recognizing that their vision of stronger communities depended on strong families with access to self-sufficient employment and effective schools, the coalition listed family issues first among the St. Louis group's priorities. They believed that children raised in healthy and safe families are more likely to become productive members of society. They further prioritized bringing together a variety of elements in the community to support the effort, namely churches, workplaces, and schools. The Fort Worth initiative coordinated planning through three neighborhood teams focused on localized priorities supported by the coalition's community-wide base of resources.

What are objectives?

Specific and measurable steps to implement goals and progress toward the vision. The steps should reflect priorities included in the goals, note available resources, detail the roles and responsibilities of partners, and clarify benchmarks for success linked to goals. For example:

Examples:

- *Create and support healthy families.* Objective One/Goal One. Community Action to Prevent Violence, Greater St. Louis, 1995
- *Increase the capacity of law enforcement and social agencies to deal with family violence.*
- *Develop comprehensive approaches to family education and support systems.*
- *Increase consistency in the way the justice system responds to youth by providing better information to that system.*
- *Expand access to youth and family services in the criminal justice system.*
- *Lessen the negative effects of the mass media on youth and their communities.*
- *Increase community and individual accountability for attending school.*

Objectives under Goal One:

- Ensure safe communities in Nebraska, Nebraska Action Plan to Prevent Violence, July 1994 (All issues/regional focus)
- Objective two under Goal One of the Consequences Task Force: to identify negative behavior among juveniles and develop a process for positive change. Freeport, Illinois, Coalition for a Safe Community, October 1996 (All—issues statewide)

MEASURES OF SUCCESS

The St. Louis group stated its intention to focus activities on prevention and support of programs that support families. Specifically, their plan listed 10 "strategic activities" and notes the target audience, tactics, and partners involved with each. The objective also noted the eight "community benchmarks" or measures of success (infant mortality rates, domestic violence rates, juvenile violent crime rates, etc.) that will be tracked to gauge progress throughout implementation. The specific performance measures include: more schools using healthy family curricula, more parent skills programs in junior and senior high schools, and expansion of healthy child development programs into areas not served. Data gathered by the United Way and analyzed by the University of Missouri at St. Louis guided assessment of progress during implementation and pointed out where resources should be targeted to fill gaps in needed services.

THE PRESSURE FOR IMMEDIATE ACTION

What about the pressure to achieve progress immediately? How do groups attempting to develop a long-term strategic and comprehensive plan address this inevitable pressure? After all, communities besieged by crime and debilitated by a decline in quality of life want action now, not in two years or five years. They need a reason to come to the planning meetings week after week. They need to see that the community is fully committed to progress, not just talk. One community answered that by calling on itself to develop start-up projects based on specific criteria. Redondo Beach, California's Safer City Program relies on near-term victories achievable through programs that can be established in a short period of time, promote high interest in the general public, be evaluated, and will stimulate community participation. Community clean-ups, a citizen police academy, and mobile crime watch with mail carriers are just some of the projects this group has initiated. Every successful local initiative has included a blend of short- and long-term projects within the overall strategy.

REVISITING THE ORIGINAL VISION, GOALS, AND OBJECTIVES

What situations would cause the coalition to revisit or revise the vision, goals, or objectives once they have been established? The local initiative should consider the following questions when deliberating whether the vision, goals, and objectives remain appropriate:

- What successes and obstacles have been revealed through evaluation?
- What new information is available about emerging crime-related realities in the community?

- What new information has emerged, or does the coalition need to know about crime-related perception of community residents?
- Has the initiative progressed toward a true jurisdiction-wide plan?
- Have new partners committed to the plan? Are original partners still on board and active?
- Are time lines for implementation or objectives too ambitious or not specific enough?
- Has the initiative progressed enough to move on to secondary priorities?
- Does the group have clear policy goals as well as programmatic strategies?
- Has the group leveraged significant new resources to support implementation?
- Does the group need to adapt to recently reduced levels of implementation resources?
- Has the leadership investigated fully the potential of in-kind, volunteer, corporate, foundation, and other resources from a variety of public and private sources?
- Has the initiative formalized and routinized relationships among agency partners and with the community?
- Has the group helped prepare community members to work with law enforcement and other local government agencies as equal partners?
- Has the initiative established a communication strategy that will help us advocate to policy makers and inform the public?

In some cases, the need to revisit the agreed-upon vision, goals, and objectives will seem obvious. For instance, the group may see that the initial mission has been largely realized and the focus of the initiative needs to be updated. Or the group may choose to revisit the agreements routinely over time (once a year or every two years) as a strategy for reinvigorating partners' commitments to the process. In San Antonio, local leaders even went so far as to name their strategic plan a "dynamic working paper" that they would commit to revisit and expand once each year as implementation proceeded. They kept the promise. Once 56 of the original 57 objectives had been implemented after just a year and a half, the coalition reissued a new, updated version of the plan, complete with additional objectives (expanded community policing and youth initiatives) that expand on their vision and reach new partners.

CONDUCTING THE PLANNING PROCESS:
Steps Toward Implementation

When the community finds out you're really walking your talk about interest in community issues, they'll walk along with you.

—GEORGE CRAWLEY
Former Assistant City Manager, Norfolk, Virginia

The coalition intent on developing a comprehensive, strategic local action plan for crime control and prevention has committed to a complex process that requires focused attention from all participants if it is to be successful and sustainable. Typically, the process consumes 12 to 15 months of intensive activity. The primary product of the coalition's work is the action plan, the blueprint for how the locality will address crime-related issues over a specific time period established at the outset of the process. Deliberations on actual development of the plan will likely last up to four months or more, depending on the number of task forces and participants and on the complexity of the range of issues addressed through the plan. Organization and execution of a planning process that incorporates many community and agency perspectives with consensus about tasks, time lines, and prioritization of resources within the plan is difficult. Without sufficient time, it may be doomed.

UNDERSTANDING THE CONNECTEDNESS OF PLANNING ELEMENTS

The steps essential for successful planning are easier to grasp once coalition leadership and other participants understand them as interrelated and interdependent activities. They encompass a continuum that begins with development of the group, progresses to delineation of priorities and decision-making processes, and culminates in the statement of the group's specific commitments on how it will act to accomplish a unifying vision. Rather than a static process with a finite end (production of the action plan), the steps are an evolving process that informs decisions by a diverse group of interested parties in a dynamic political, social, and community environment. As such, it is appropriate that one or more of them may need to be revisited if conditions within the coalition

or the community warrant it. In particular, difficulty in recruiting cash resources or community volunteers to support implementation may require that the group develop implementation priorities based on contingencies of resource availability. One priority in that situation might be reexamination of how existing resources could be redirected to ensure all priorities are addressed within a specific time line.

KEY STEPS AND THE TIME THEY TAKE

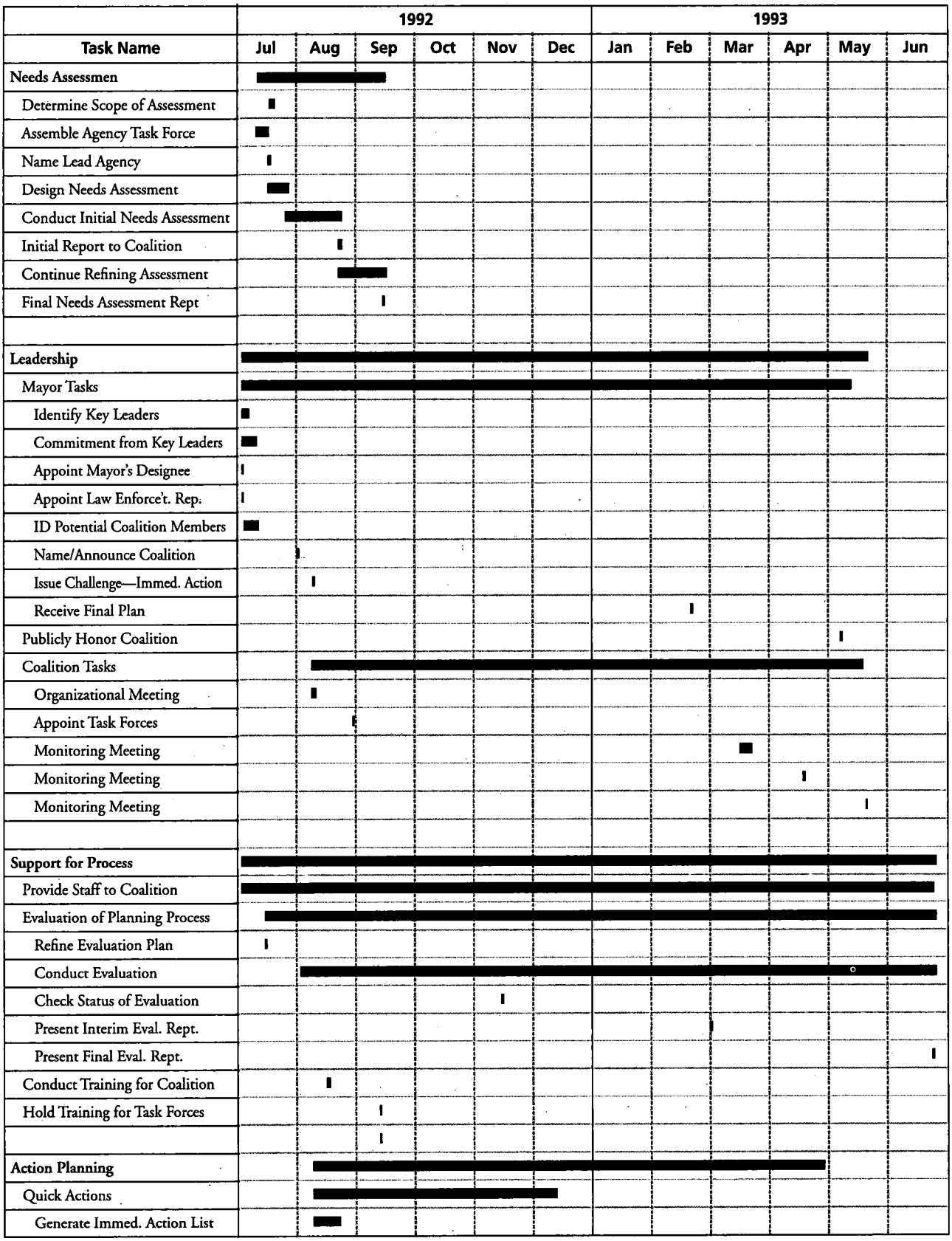
- Securing support of the mayor, municipal manager, and chief law enforcement official (a few meetings or presentations by influential community leaders or agency managers);
- Recruiting community and government agency partners and selecting leadership (often up to two months);
- Creating a vision (a few meetings among key initial members);
- assessing community issues and priorities (up to four months, depending on staff and other support, the scope of project, and the size of the locality);
- Defining structure, process, and staff support (several meetings, probably over one to two months);
- Formulating goals and objectives (three or more meetings, possibly as long as two months);
- Establishing measures of success and a commitment to evaluation (several meetings, likely one month or more);
- Developing the comprehensive, strategic action plan (multiple task forces in simultaneous activity over four to five months);
- Identifying and recruiting resources needed (continual throughout the process, beginning with day one);
- Implementing the strategic plan (as soon as possible following completion of the plan);
- Evaluating the impact of the strategic plan (beginning with initial implementation, for an evaluation of the impact of the action plan); and
- Revising objectives, success measures, and strategies if necessary (a few meetings after evaluation commentary is received by the leadership).

The chart illustrates nearly 50 key decision points in the planning process. It was the guideline for the seven cities in the Texas City Action Plan To Prevent Crime (T-CAP). The process took place over 12 to 15 months in 1992 and 1993. (See T-Cap Chart on pages 56-57.)

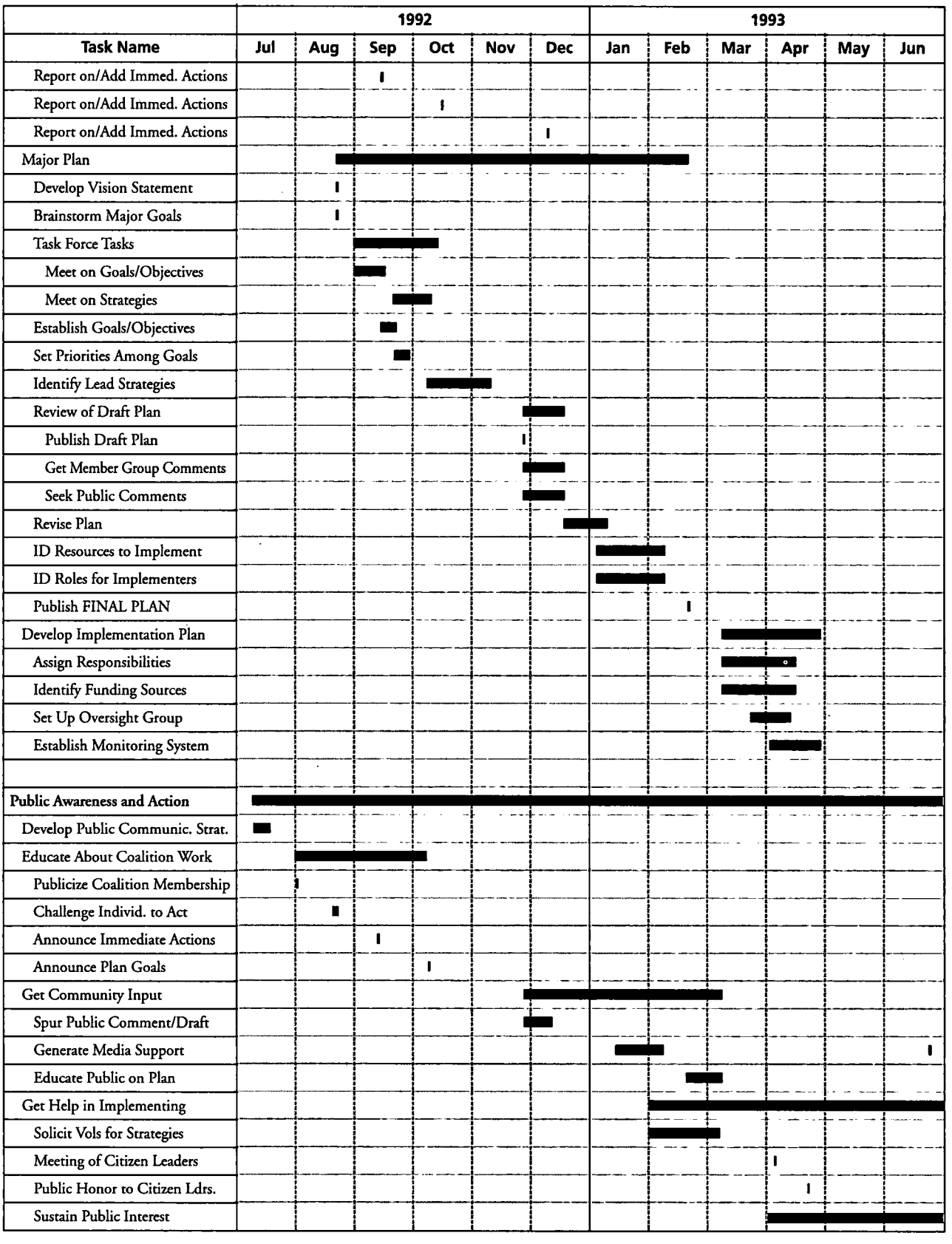
SUPPORT OF LEADERSHIP

Recruitment of support from the local chief executive may not be an issue. In many cases, he or she is the convener of the coalition and in that role has already begun to recruit and motivate others. That is the best possible scenario. If the chief executive is already a supporter, focus on convincing him or her to develop tools to ensure the collaborative participation of agencies. Memoranda of agreement or understanding provide a mechanism to get this done. Building support from a chief executive who has not yet taken a leadership role on crime control and prevention may require pressure from key community leaders, urging from trusted local government agency leaders, commentary from the media, or a realization that existing local

TEXAS CITY ACTION PLAN TO PREVENT CRIME



TEXAS CITY ACTION PLAN TO PREVENT CRIME (*Continued*)



approaches to crime and quality of life are not working, or it may require a combination of these influences.

RECRUITMENT OF AGENCY AND COMMUNITY PARTNERS

Recruitment of local government and community partners should be a deliberate process, and care should be taken to avoid the appearance that the mayor or other leaders are picking people favorable to their positions and policies. Partners' involvement should be based solely on their skills, experience with the issue, and commitment to contribute. Their network of neighbors, friends, and co-workers is a bonus, particularly if it results in additional members that bring fresh perspectives to discussions. Once recruited, the group should identify needs to train and educate members on planning process issues and crime-related content. For example, local agencies or other partners could be ready sources of training or less formal education on such content issues as

- crime, substance abuse, and quality-of-life trends—national information, local implications;
- awareness sessions on related local initiatives and the concurrence of their goals with these of the coalition;
- personal protection and prevention of victimization;
- mapping and analysis of community-wide and neighborhood-specific crime patterns; and
- mission, authority, and staffing expertise among local government agencies and other partners.

Strategic planning support issues include

- *team building*—how groups work together and how to improve relationships within groups;
- *communication*—skills related to working in a group, as well as dealing with and resolving conflict;
- *needs assessment and asset mapping*—surveying, data collection, and other techniques;
- *public and media relations*—being a spokesperson, partnerships with media, using media to convey policy messages and build support for the planning effort;
- *documentation and report writing*—tracking meeting minutes and data;
- *leadership development*—for community members and heads of community organizations;
- *strategic planning*—key elements and procedures for managers and participants;
- *performance assessment*—evaluation techniques and planning;
- *developing resources*—in-kind contributions, efficiency within existing budgets, opportunities and techniques related to government and private sector sources; and
- *development and management* of volunteers for key administrators of the initiative.

CREATING A VISION

Creating a vision requires a consensual process that develops buy-in from all participants and ensures that each individual or agency can see some of their priori-

ties expressed in an aspect of the vision or how they understand that it will be realized through the coalition.

COMMUNITY NEEDS AND ASSETS ASSESSMENT

Community and issues needs assessment results in a coalition document that outlines current issues, existing community assets, and resources needed to resolve issues. It helps the process by

- clarifying the picture of the community's needs and existing resources (community-based institutions and related human capital);
- providing the planning team with the rationale for decision making about priorities for near-term and long-range action;
- grounding deliberations in fact that includes both data and the perceptions that drive community and agency behaviors; and
- dispelling myths about local crime issues.

Community and issues assessment starts at the outset of the planning phase, soon after participants have been identified and a preliminary organizational structure determined. Participants should expect that the assessment process will take up to four or five months, including time to gather data, implement baseline community surveys, network with existing initiatives and agencies that have information and reports to share, reformat and package data and other feedback so that they are useful to planning task forces, report the findings to the coalition at large, and determine a format for reporting the results to the community at large.

There are many sources of data for needs assessment, including census information; community surveys; United Way studies; local police departments; planning and zoning agencies; hospitals and public health organizations; juvenile and criminal courts; community service projects; employment and economic development agencies; school districts; foundations; local chambers of commerce; code enforcement departments; public housing authorities; neighborhood associations; youth, seniors, and victim support groups; and substance abuse treatment facilities. There will be any number of variations upon this list, depending on priority concerns and resources of the community involved in the initiative. A number of models exist that follow different processes and approaches to community assessment. Support to conduct assessments is often available from the technical staffs of police departments, health departments, the local United Way, or area universities. Just as mapping crime problems locates trouble spots in neighborhoods, mapping that overlays community resources pinpoints concentrations of services that can be coordinated to enhance impact.

STRUCTURES, PROCESS, DECISION MAKING, AND ADMINISTRATIVE SUPPORT

Structure, process, decision making, and administrative staff support can make or break a coalition. With agreement on these issues, participants sense purpose in process, function in organizational and governance structures, and understand the rationale behind a method to determine priorities and mediate conflict. Without agreement on and attention to these issues, participants momentum will wane as the focus of the effort seems less clear and management of the effort is revealed as

less than organized. The value of staff support to clear, action-oriented planning processes cannot be understated. The evaluation of the seven-city Texas Action Paln To Prevent Crime revealed that the staff support from a committed and attentive team, leadership by someone designated to speak on behalf of the mayor, was a critical factor in the success of planning and implementation efforts.

STAFF IN LEAD MANAGEMENT ROLES

Nearly twenty managers of successful local crime prevention and control coalition initiatives answers to the question "What I Wish I Had Known on My First Day on the Job?" were revealing. Some focused on content issues, but most emphasized the importance of attention to the process itself. They recognized that their communication and organizational skills, political smarts, knowledge of their cities' communities, and collaborative attitude contributed enormously to their successes.

"I wish I had known . . ."

- how hard this work is; it is "doable," but not simple.
- how important it is to set up clear lines of communication among and within levels of the coalition.
- how vital attention to team building is when it comes to situations involving conflict.
- more about what other cities have done, how to talk to them, where to find help.
- how much constant nurturing and support is required to keep relationships going well.
- how to use awareness of the political and social climate to understand the context for the work.
- more about how to hold leaders and other participants accountable to the process and desired outcomes.
- how to spot other staff, leaders, and partners with a bias for action.
- how vital it is to recognize the contributions of all participants as often as possible.
- how important it is to know when to lead, when to show support in low-key ways, and when to get out of the way.
- more about how to sustain consistent and purposeful involvement of community members through implementation.
- how much support I would need for administration, evaluation, and financial management.

CLEAR EXPECTATIONS CLARIFY THE MEANING OF MEMBERSHIP AND TASKS

The complexity of managing a planning process involving so many sectors highlights the importance of consensus on how the group will make decisions and resolve potential conflicts and of clear, upfront expectations for all participants regarding the time and resource commitments involved in membership in the coalition. Specific expectations also outline what it means to take on the role of a plan-

ning task force member, steering committee member, fundraiser, media relations person, data analyst, or any of the many other vital roles involved.

In particular, participants need to know how often meetings will be held; what tasks will be assigned to them; whom they report to regarding these tasks; how often they will be expected to communicate with other parts of the planning effort, through what means, and about what issues; and how each of these tasks relate to the overall goal of developing an action plan. Clear expectations about the role and responsibility of each component of the planning process help project administrators manage overlapping tasks and ensure participants' sense of accountability to the larger group.

Throughout the process, the initiative must also value participants' time. This includes developing and disseminating agendas for each meeting, keeping to the schedule established for the meeting, and relating each session to the short- and long-term goals of the process, including milestones in development of the strategic plan. Meetings that maximize the effective use of partners' time and result in clear decisions and important products are vital assets in the effort to maintain momentum throughout the planning process. Likewise, meetings without stated purposes, which do not focus the attentions and talents of participants, can result in partners lost to frustration and time lines not met because of delays in producing key products in the planning process.

Meaningful and well-managed meetings are:

- purposeful enough to educate,
- inspiring enough to motivate, and
- long enough to deliberate.

THE IMPORTANCE OF SCHEDULES

In addition to expectations, the planning leadership must make the schedule clear—the major milestones along a specific time line, the dates of major meetings and events, and the sequence and duration of major activities. Major milestones on the time line should mention receipt of written commitment to participate from key local government agencies or the date of the public announcement of the plan. Meetings dates should include a schedule of monthly or quarterly steering committee meetings to review planning progress or the dates of community forums established as part of the community and issues assessment phase. The sequence and duration of major activities should address the overlapping time periods allotted for key activities and other components of the planning phase (e.g., membership recruitment, goal and objective development, organization of process, structure, and staff support). These are best expressed in a chart, so that the visual representation of the overlapping activities reinforces the theme that the tasks are interrelated and interdependent.

FORMULATING GOALS AND OBJECTIVES

Formulating goals and objectives entails the creation of the detailed map for the coalition's work. Deliberations on these issues should consider the final versions as

developed by planning task forces and ratified by the steering committee or other core leadership.

Discussion should define goals and objectives that are

- specific—enough to articulate direction for implementation activity and suggested outcomes;
- measurable—whether in numerical terms (e.g., crime data, decline in truancy rates, increase in use of parks) or through perceptions (e.g., opinion and survey data) so that progress toward them can be tracked;
- achievable—given established time lines and available resources; and
- consistent—with each other and the overall mission of the coalition.

In addition, detailed objectives should reiterate the time line for implementation, address the agency or partners charged with implementation, declare the budget needed or already secured and from what sources those resources have been drawn, and note the specific audiences for or recipients of the designated activity.

CONSIDERING IMPLEMENTATION STRATEGIES

Categorical Versus Comprehensive Programs

Comprehensive and strategic crime control and prevention planning yields many ideas about programming aimed at filling gaps in services, building collaboration among and within local government systems, and improving quality of life in communities. One aim of comprehensive planning is programs and strategies that are themselves comprehensive in approach.

Comprehensive programming is a set of intentional activities that focus on developing human capacity or changing conditions in the community with services and activities that are crafted, implemented, accountable to, and evaluated by a wide range of community sectors. Comprehensive strategies carry forward the collaborative and interdependent spirit of the planning process. In contrast, categorical programming is a limited set of prescribed activities that focus on solving problems with services and activities within a functional area (e.g., education, justice, mental health, recreation).

Without sufficient forethought and attention to collaboration in design and implementation of strategies for comprehensive programming, local initiatives may encounter a number of potential obstacles to success. Among these are

- lack of sufficient comprehensive resources from a sustainable base of sources;
- turf issues among local government agencies regarding funding and authority;
- personality conflicts among managers and decision makers involved in design or action;
- conflicting perspective and philosophies among agencies or between the agencies and the community;
- vague, overly ambitious, or unclear mission, goals, or objectives; and
- vague or unenforced commitments among the agencies or other partners.

Examples of comprehensive programming

Crime Prevention Through Environmental Design (CPTED)

Neighborhood and community groups, along with law enforcement, can reap the benefits of being active participants in a CPTED effort to identify local problems.

CHARACTERISTICS OF CATEGORICAL VERSUS COMPREHENSIVE PROGRAMMING

Categorical Programming	Comprehensive Programming
▪ prescriptive	▪ developmental
▪ reactive	▪ proactive
▪ fragmented	▪ collaborative
▪ narrower funding niche	▪ shared funding from diverse sources
▪ selection of services internally focused	▪ service based on environmental analysis
▪ evaluation driven by input and output	▪ evaluation driven by outcomes
▪ vertical decision-making path	▪ more horizontal or collegial decision-making

Among the many benefits of comprehensive programming applied to crime prevention and control at the local level are it

- creates a safer, more secure community;
- promotes a united mission and vision;
- avoids fragmentation that can dominate human services;
- respects citizens as a valuable resource, not merely as consumers of services or clients;
- requires comprehensive, systems-level planning;
- provides for participation of the target audience in decision-making, which promotes desired program outcomes;
- promotes creativity and new ideas;
- is more likely than categorical programming to receive favorable media coverage;
- promotes success, which makes more revenue available for positive investment in the community;
- is a collaborative process that helps eliminate partisan decision making;
- is less likely to be viewed as in opposition to law enforcement, corrections, and treatment; and
- permits the agency traditionally seen as responsible for addressing the problem to be better supported through collaboration.

CPTED is a tool for identifying, preventing, and solving local crime problems: a process, a way of thinking about crime, not a "cookie cutter" program to replicate. It brings together police officers, residents, local planners, other local agencies, and the private sector to examine how the area's physical features influence crime and the opportunity for crime. It uses three basic principles—access control, surveillance, and territoriality—in a proactive (before a structure or facility is built) and reactive (after a structure is built or needs to be maintained safely) strategy for dealing with crime and quality-of-life issues. CPTED's application is particularly effective in both small scale neighborhood-level settings and community-wide systemic efforts.

Specialty Courts

The concept of specialty courts in part comes from perceptions among policy makers and the public that court systems needed to reexamine the way they addressed caseloads. There were growing concerns about the burdens of certain types of cases on the time and resources of the court, the effectiveness and respon-

siveness of decision making by overstressed court officials, and the lack of partnerships between courts and other local systems. Among the types of specialty courts that have arisen in response to these concerns are drug courts and gun courts.

Drug courts selectively process felony cases to relieve crowded dockets, reduce case processing time, and establish mechanisms for dealing more constructively with drug defendants who may benefit from sentencing alternatives to incarceration. Drug courts succeed with the cooperation and partnership of law enforcement officers, prosecuting attorneys, court personnel, corrections officials, and rehabilitation and treatment providers. Community-based organizations can also be effective partners in the delivery of aftercare services to defendants released into the community.

Modeled after drug courts and other local courts dedicated to particular issues, gun courts take only cases that involve violation of firearm possession laws or the use of guns to commit a crime. A partnership of court, police, and prosecutor assigns cases to the court. Court partnerships with state legislatures improve the chances of changing laws to permit mandatory sentences for gun-related cases.

IDENTIFYING RESOURCES NEEDED AND SECURING THEM

Local initiatives should operate under the premise that already strained local budgets and reduced federal and state support for some programs are trends that are not likely to change any time soon. That context requires that communities think creatively and seek partnerships that maximize existing resources within local budgets, seek partnerships that maximize existing resources within local budgets, find creative ways to use current resources, seek in-kind support from all possible sources, utilize adult and youth volunteer community-based resources as much as possible, and consider the trends in resource development for local strategies. These activities can include reinvestment of assets seized in drug cases, local tax levies (property or sales), and program and funding collaboration with the local United Way or other nonprofit organizations. Investments in any of these resources can help leverage support from state agencies, locally based corporations, community foundations, or the federal government. Increasingly, each of these potential sources of funding is requiring evidence of collaborative and comprehensive approaches as a criterion for funding awards.

The initiative should assign an individual or group to investigate potential sources of funding as needs are clarified. Any potential or present funder of crime prevention-related programming should have some contact with the group or receive updates on the planning process and it progress. Application for support should not be the first contact with the potential funder. When a funder receives the application, the organization or individual should already be disposed to consider it favorably because the importance and value of the initiative are obvious. Also, local leaders should keep in mind some key questions that any potential funder will ask: What is your group? What is its mission? Whom have you involved whom I know and care about? How much do you want? How can that amount be justified for the tasks described? What have you accomplished? Why should I care about your results? What specifically do you want from me? What will my support leverage in terms of other resources or program results? What are you asking of others? How will you assure results? How will results be sustained? How can you help me?

IMPLEMENTING THE STRATEGY AND SUSTAINING PROGRESS: What Does It Take?

No matter how important the administrative arm of a city government feels a project is, ultimately the assets available to the project are determined by the political leadership

—WILLIAM KIRCHHOFF

City Manager, Redondo Beach, California

A variety of conditions contribute to localities' success in implementing a sustainable comprehensive crime prevention and control plan. Phase III, the initiation of implementation, is a milestone that the local planning coalition should celebrate energetically. It represents an important opportunity to thank participants for their contributions; attract the attention of the public and policy makers to the mission, goals, and objectives; present a progress report to elected leaders and potential funders; and motivate ongoing participation in the evolution of the strategy on the part of community members and agency staff.

Much more literature exists about how to plan a strategic comprehensive initiative than about how to build in organizational qualities and topical focus that extend progress well beyond the initial stages of implementation. Distilled from interviews with and other information from nearly 20 local leaders of long-standing, systems-wide initiatives, the list below represents key issues identified as vital to implementation and preparation for sustained progress toward the goals of the action plan.

SIXTEEN TASKS FOR THE IMPLEMENTATION PHASE AND SUSTAINMENT

1. Implement strategies;
2. Measuring and monitoring performance, schedule, and resources—redesign structure and redirect efforts as appropriate;
3. Reworking the structure;
4. Establish and maintain effective communication strategies within and without the coalition network; acknowledge and reward peoples' accomplishments;

Continued

SIXTEEN TASKS FOR THE IMPLEMENTATION PHASE AND SUSTAINMENT (*Continued*)

5. Focus leadership on expanding and integrate partnerships throughout local government;
6. A process that remains open to community participation;
7. Law enforcement may take the lead on implementation responsibilities, but other agencies must stay committed;
8. A range of community sectors must participate vigorously throughout implementation;
9. Building the capacity of community and agency participants must be emphasized;
10. Staff with authority must be available to support the process and keep interagency efforts moving;
11. Management control during implementation;
12. Evaluating the initiative's overall performance;
13. Continuing the strategic planning dialogue;
14. Ensure that resources are available or are being secured;
15. Locally appropriate solutions to sustainment; and
16. Acknowledge and reward accomplishment.

1. Implement strategies

Certainly the priority activity of the implementation phase is the initiation of strategies and tactics to address the goals of the coalition. The action plan should represent a balance between crime prevention and enforcement strategies that are based in comprehensive, not categorical, approaches to programming. The most successful localities have used feedback from the implementation successes to balance the public's expectation of swift and sure consequences for criminals and delinquents with attention to programs and policies that emphasize such preventive measures as youth programs or community development initiatives. For example, San Antonio's late-night curfew for youth works in large measure because the popular sanction is balanced with significant expenditures for youth recreation, mentoring, and after-school programs.

2. Measuring and monitoring performance, schedule, and resources—redesign structure and redirect efforts as appropriate

All strategies and tactics detailed in the plan should have specific evaluation criteria that will be monitored throughout implementation. Results from program implementation and feedback from the community can provide a rich base of information that is useful for advocating on policy issues, securing funding, building political support to continue implementation, addressing needed changes in programmatic approaches, reducing fear of crime, and improving quality of life in communities. Charts of key tasks and time lines should note those accountable for various tasks to reinforce the intention to measure performance. These issues can provide coalitions with a rationale for considering evaluation from the outset of the planning stages, particularly as goals and objectives are discussed. Many universities, police departments, and other local agencies, including the United Way, can be an important resource for developing an evaluation plan and conducting the evaluation.

Seven keys to a successful evaluation

- Build it in from the start.
- Be sure it gets done.
- Examine both what took place (process) and what happened in the end (results).
- Measure consistently and accurately.
- Assess changes in feelings and perceptions as well as facts.
- Measure only what you can use.
- Use what you measure.

The planning and implementation processes must track quantitative (reductions in crime, number of residents involved in planning committees) and qualitative measures of success (increased use of parks, residents perceive their community as safer). Reliance on quantitative measures may fail to capture attitude changes and perceptual differences that demonstrate community reactions to the success or failure of a program. Qualitative measures help capture the impact of strategies that address quality of life, which often determines whether a neighborhood can withstand the impact of crime, violence, and substance abuse. Whatever "proof" exists of success, the coalition must consistently pay attention to helping the public and policy makers in interpreting the results.

The EBPSC in California, a collaborative of more than twenty cities, hired a consultant to help municipal staff gather more than a gigabyte of demographic, criminal, socioeconomic, and housing trends data to guide decisions about the focus of implementation priorities. In Boston, coalition leaders recruited Northeastern and Harvard Universities to help design and carry out an evaluation of the neighborhood policing and programmatic strategies in their plan. The leadership of Baltimore's initiative set up a responsibility charting system, whereby all parties agreed who approved decisions, who should be consulted, who was responsible for action, and who was affected by each major element of the city's plan. The system helped establish expectations and uncover disagreements about approaches early in the process.

3. Reworking the structure

The governance and management of the planning process should be reexamined as the implementation stage draws near. The extensive range of community participants and agency staff involved in planning should give way to a structure designed to support interagency and government-community communication and action to implement the strategy. That revised structure will likely be a more formal structure with an ongoing presence, perhaps one tied to funding elements of the plan. The structure and the decision-making process it displays should be reviewed to ensure that they will support evaluation, fundraising, maintenance of community participation, and any remaining training needs of the local agencies or the community.

Three key issues emerge in the reexamination of structures:

- Localities must examine what was accomplished during planning with a focus on the resources, partnerships, staffing, and structure that supported (or did not support) progress.

- The coalition and the city must deliberate on how to interpret evolving local conditions in light of the mission's goals and reassess the relevance of activities implemented or still planned.
- The local effort must also reflect on how the transition from an emphasis on planning to one highlighting implementation should direct changes in other functions, staff support needs, commitments from partner agencies, and the resources and skills participants need to fulfill their roles in implementation.

For example, the regional project in Greater St. Louis has changed to a core implementation group that pools resources, consolidates funding opportunities and applications, and directs implementation of programs active in all 13 participating counties. The structure still includes community and agency representation, but in an advisory capacity more conducive to a long-term initiative. In Savannah, Georgia, in 1987, the Youth Futures Authority became the "conductor of the orchestra" once planning was accomplished. The new agency signaled the community's focus on securing safe and productive lives for their youth.

4. Establish and maintain effective communication strategies within and without the coalition network; acknowledge and reward peoples' accomplishments

Using formal and informal networks to keep the entire team informed about the status of the initiative can go a long way toward sustaining the team's morale and sense of making a contribution. The importance of attention to the accomplishments of individuals and the team cannot be understated. The following suggestions can help this process:

- Issue a monthly update report through the local news media.
- Publish a newsletter or bulletin.
- Issue fliers alerting team members to special problems, notifying them of events, or acknowledging accomplishments.
- Conduct a quarterly one-day status briefing at which the team can share accomplishments and reward each other's diligence.
- Participate in radio or television talk shows or write letters to the editors to create a community dialogue and encourage public understanding of the initiative.

5. Focus leadership on expanding and integrate partnerships throughout local government

Continued commitment of the mayor, city manager, or council to the goals of the initiative boosts the morale of those involved and establishes an understanding that results are expected from the planning and implementation process. The leadership of these individuals is often vital in bringing together departments with seemingly disparate and unconnected missions to work toward common public safety goals and cooperative effort. The mayor of Corpus Christi, Texas, pulled together the police, youth agencies, and juvenile justice and community-based organizations and led most of the public meetings to develop the city's strategy and focus the implementation process. Since 1992, periodic meetings among the seven Texas mayors involved in Mayors United on Safety, Crime, and Law Enforcement (MUSCLE) helped motivate Mayor Rhodes of Corpus Christi and other partici-

ORGANIZATIONAL STRUCTURES FOR INSTILLING ACCOUNTABILITY AND PROMOTING ACTION

Formal organizational structures enable longevity and accountability. Their design is based on

- accomplishing work;
- ensuring that institutional direction and project objectives are in alignment;
- authorizing resources;
- reporting; and
- formulating broad programmatic and policy changes.

Informal organizational structures are temporary and enable efficient action. Their design is based on

- getting things done quickly;
- resolving day-to-day breakdowns; and
- developing solutions that will eventually require formal organizational approval.

pants to succeed. Moreover, the sessions provided mutual support and encouragement, as well as a forum for sharing ideas and a sense of friendly competition among peers. It also gave these leaders a venue for discussing strategies to overcome barriers to collaboration, mobilization of residents, and development of resources for implementation.

6. A process that remains open to community participation

Resident input to community assessments that emphasize their current priority concerns and their participation in the development *and* implementation of crime strategies enhance the potential for effectiveness and sustainability. Community participation means that the strategy is focused on neighborhoods' concerns and that residents will support policies and programs designed to address these priority issues. Successful communities such as Salt Lake City and Boston have had results because they recognized the need to open up government decision making to community input and accept that local government will have to formalize new ways of doing business based on collaboration.

7. Law Enforcement may take the lead on implementation responsibilities, but other agencies must stay committed

Effective crime prevention and control strategies involve multiple public and private agencies, not just law enforcement. Youth services agencies, public works, neighborhood services, schools, recreation and parks departments, and code enforcement agencies, among others, represent vital resources and programs that, when they incorporate public safety concerns, contribute significantly to community health and safety. In Salt Lake City, the second year of implementation focused on investing middle managers of the city agencies in the government-wide focus on geographically oriented problem solving. Baltimore helped ensure balanced participation and accountability of agencies by instituting a series of memoranda of

understanding, essentially formal agreements among agencies to hold each other accountable for results in community-based programs established through their comprehensive strategy. Seattle's multiple-agency youth violence prevention initiative is a good example of how a combination of agency resources and community expertise builds the foundation for a sustainable local effort. The Seattle Team for Youth is a collaborative effort of the Seattle Police Department, the King County Department of Youth Services, Seattle public schools, and the Seattle Department of Housing and Human Services. Funded by local voters as part of a Families and Education Levy, the Seattle Team for Youth provides case management services and direct services to identify, manage, and support young people in need. Those services include counseling, support groups, employment opportunities, police intervention as necessary, drug and alcohol treatment, and recreation programs.

8. A range of community sectors must participate vigorously throughout implementation

Participation of faith community leaders, neighborhood-based groups, and businesses helps invest everyone affected in confronting and resolving common problems. Participation of representative nongovernmental organizations and informal community leaders lends legitimacy to the initiative among grassroots constituencies. San Antonio's use of religious, business, and community leaders in locally developed antiviolence public service announcements built community support for the continuation of programs they promoted.

9. Building the capacity of community and agency participants must be emphasized

Successful strategies often contain a component that builds the skills and knowledge base of community and agency partners through training, access to information, and continuing processes to encourage cooperative problem solving and sharing of resources. All BJA-funded Comprehensive Communities Program (CCP) sites have been provided with a "mini-library" or crime prevention resource center in community settings accessible to neighborhood partners in the initiative. Hartford, Connecticut, has placed its center in the main branch of the public library. The regional projects in Metropolitan Atlanta and Metropolitan Denver have established mechanisms to train law enforcement and community groups in problem solving, crime prevention through environmental design, and community organization. These efforts will help ensure the long-term sustainability of work done at the community level by agencies and neighborhood partners.

10. Staff with authority must be available to support the process and keep interagency efforts moving

Comprehensive strategy development is a complicated process that is not static and does not stop with the initiation of the implementation phase. Tracking all of the "moving parts" and ensuring results from the planning process throughout implementation requires the consistent and dedicated time of staff, usually staff who report to key elected or appointed local leaders. The success of Arlington, Texas, U.S. Immigration and Naturalization Service of the planning and imple-

mentation process is due to the mayor and the police chief's decision to each assign a top policy assistant empowered to manage the project in their names.

11. Management control during implementation

Management control should not suppress participation, inhibit contribution, or cause unnecessary work. It should provide certainty, enable orderly change, and ensure timely action. Control systems established by management support the team, not individuals. These systems ensure that the team is aligned with the initiative's goals and moving in the right direction, and that it has the ability to take action when blocked. Management specifies *what* gets done, not *how* it gets done.

What commitments management should control

- Program goals and their measures of success;
- Performance objectives and their measures of success;
- Overall schedules;
- Allocation of accountabilities;
- Allocation of resources for work to be performed and results to be produced;
- Contingency resources; and
- Reporting structures.

12. Evaluating the initiative's overall performance

An appendix of this document outlines five approaches to evaluation, including the relative strengths and weaknesses of each. Researchers on evaluation recommend that local leaders designing an overall assessment of a multifaceted, strategic, comprehensive plan focus on building relationships with individuals and organizations involved in implementation. Such relationships help leadership and management to better interpret the data and other information gathered through the assessment. Familiarity with the implications of the assessment data will help leadership and management make informed decisions that support effective implementation.

THE CHALLENGE OF LEADERSHIP AND MANAGEMENT DURING IMPLEMENTATION

- Encourage broad participation;
- Communicate that each individual's contribution makes a difference;
- Remain committed to the initiative's central mission;
- Monitor progress against accountabilities;
- Alter approaches as needed;
- Display and maintain high tolerance for innovation, creativity, failure, and even chaos;
- Reward leadership, commitment, and risk taking;
- Transform the social and political environment so that participants discover they must also transform themselves;
- Manage performance, not action; and
- Maintain an active presence of leaders.

13. Continuing the strategic planning dialogue

A continual challenge of the implementation phase is to sustain a balance between achieving current objectives and developing future goals. As implementation progresses, some local initiatives use periodic retreats for leaders and key managers to

- look at progress from a broader perspective;
- conduct exploratory meetings;
- develop solutions for structuring future work;
- review long-term goals;
- formulate policies and legislative recommendations;
- inspire the most senior executives to step back and assess the status of the initiative based on the long-term objectives;
- inspire management to evaluate the effectiveness of structures it has put into place;
- inspire the team to reassess where it wants to go, based on where it was and where it is;
- investigate how new players could participate in the initiative; and
- provide a forum to acknowledge and celebrate accomplishments.

14. Ensure that resources are available or are being secured

Resources directed toward implementation should come from a variety of sources, both public and private. The more extensive the network of public or private agencies contributing resources to a project, the less dramatic the drain on any one of the partners. Furthermore, cooperative funding agreements help ensure consistent participation of funders in the development and implementation of the strategy and help reduce the vulnerability of any strategy component to changes in funding sources. Successful cities have addressed every possible permutation of diverse funding strategies, including use of volunteers, in-kind and monetary contributions by the business sector, multiple-agency partnerships that draw on combinations of local funds or act as a consortia to attract state and federal dollars, special local property or sales tax increases dedicated to crime prevention and law enforcement, support of community foundations or national foundations (e.g., the National Funding Collaborative on Violence Prevention, a consortium of national foundations working in partnership with community foundations to support antiviolence initiatives in eleven cities), dedication to community programs of the proceeds from assets seized in drug cases, and outreach to national and local foundations and groups such as the United Way. In 1996, nearly 70 percent of Jackson County, Missouri, voters approved reauthorization of the one-half cent special sales tax that funds substance abuse prevention education and treatment services and prosecution of drug cases. The revenue supports dozens of programs throughout the county, filling gaps in services needed at the community level.

15. Locally appropriate solutions to sustainment

Sustainment is the ability of the initiative to maintain a broad base of financial, political, and community support that enhances the opportunities for success of long-term goals. Sustainment action planning calls upon the initiative to revisit

original goals and objectives to review what worked and what did not, and to anticipate the impact of evolving conditions on decisions, structures, and programs already established. Sustainment action planning is to help decision makers determine how best to organize the effort to internalize successful strategies as part of how the government and community do business. The goal of sustainment does not necessarily mean a visible program remains. It can mean, as in the Texas City Action Plan (T-CAP) cities, changes and reforms that brought about new ways of doing business in extant activities—community policing, school partnerships with the community and other agencies—that are extensive and lasting.

The variety of activities and tactics in a local comprehensive strategy and the cast of leaders and partners will determine which aspects of sustainment will reveal opportunities or obstacles. When a community is resource poor, the drive to recruit outside financial support and locate efficiencies within existing budgets may dominate the local discussion. Where a particular local government agency has been less than a full partner in implementation, the sustainment discussion may emphasize how to establish clear and more formal guidelines, accountability procedures, and training to secure more effective participation of that entity and better use of its authority in support of the initiative. Where consistent community participation is a concern, sustainment may emphasize development of initiatives to build community partners' capacity in skills such as problem solving, organization, crime prevention, or support for implementation of program. Exemplary success in implementation will provide opportunities and information needed to make a strong case for continued implementation funding, local or other policy changes sought for the plan, or establishment of a formal organizational mechanism to administer the components of the strategy. In the best case scenario, implementation success will mean less crime, improved quality of life, and a core of committed residents and agencies seeking additional avenues for partnership and problem solving to address remaining priorities.

16. Acknowledge and reward accomplishment

Whenever successes, small or large, are achieved, they should be celebrated and recognized in the most public way that is appropriate. Changing the way local governments do business when it comes to addressing crime-related priorities of communities will require a sustained effort to change attitudes and behaviors of policy makers, the public, and the media. Attention to even the smallest success stories helps pave the way.

COMPREHENSIVE LOCAL PROGRAM APPROACHES

Examples of Success

Coalition for a Safe Community

1996

Freeport, Illinois

City of Freeport, Illinois
MAYOR'S OFFICE

Richard (Dick) Weis
MAYOR

230 West Stephenson Street
FREEPORT, ILLINOIS 61032
Telephone Area Code 815-235-8200
Fax 815-235-8874

October, 1996

Freeport is a community known throughout northern Illinois for collaboration. The Coalition for a Safe Community is another collaborative effort combining the residents of Freeport in an effort to combat the effects of crime and violence.

The goals and strategies developed by the Family, Neighborhood and Consequences Task Forces will provide the framework for the City of Freeport and its residents to come together once again. In addition, the youth of Freeport recognize the effects that crime and violence have had on their lives and in their community and have therefore developed their own strategies and actions steps.

Freeport residents will unite once again with the Coalition for a Safe Community to further strengthen their city, and in turn, make Freeport an even better place for their children to grow and thrive.

I look forward to the actions taken by area residents as they work together. And, as always, I am here to fully support and assist in this vital endeavor.

Sincerely,

Richard C. Weis
Mayor
City of Freeport

EXECUTIVE SUMMARY

INTRODUCTION

In 1994, Mayor Weis formulated the Coalition for a Safe Community whose purpose was to develop a comprehensive, city-wide plan of action to prevent crime and violence. The Coalition was comprised of representatives from various aspects of the community. The effectiveness of the group helped create a strong foundation of community involvement throughout the city of Freeport.

NCPC Support

The National Crime Prevention Council (NCPC), through grants from the Freeport Drug and Alcohol Commission and Drug Free Communities, Inc., provided the administrative support and planning guidance for the effort.

Coalition for a Safe Community

The Coalition for a Safe Community is the first Illinois initiative of its kind and serves as a model for others throughout the state. The mission and purpose for the Coalition for a Safe Community are listed below:

CSC Mission

To build a safe and healthy community for our children and families

CSC Purpose

To identify risk factors within our community through education and community input

To identify key community individuals and recruit them to form task forces to develop objectives and strategies for implementing local crime and violence initiatives

Community Needs Addressed

The Coalition for a Safe Community is a comprehensive city-wide process that serves as an umbrella for a wide variety of crime prevention related activities. While the underlying theme of the Coalition for a Safe Community initiative is similar to the Texas Community Action Plan (TCAP), Freeport designed specific programs, strategies and action steps to best meet the needs of the Freeport community.

Areas of Concentration

The Coalition identified three areas that were felt to encompass identified issues to prevent crime and violence: Family, Neighborhood, Consequences. A fourth task force, Youth, was later included.

Achievable mission, purposes, goals, strategies and action steps were developed by the Core Group and individual task forces. The Coalition, thus identified **what** needed to be done to accomplish the Coalition for a Safe Community's goals; then identified **how** to implement the action plan. There were no limits placed on the development of strategies. Members were only encouraged to develop strategies that were felt to address the set goals.

This development process was enhanced by utilizing a version of the Nominal Grouping Technique, a process for managing the recommendations for goals and prioritizing those goals.

RECOMMENDATIONS

At the task force level, the Coalition developed comprehensive lists of goals to enhance service delivery in the areas of Family, Neighborhood, Consequences and Youth. An overview of the goals for each task force is provided below. Specific strategies and action steps for accomplishing each goal are included in this manual.

Family Task Force Goals

- To educate families on the effects of violence on TV and in movies, music and print media
- To expand parenting education and support
- To develop a system to assist individuals in gaining employment
- To reduce abuse and neglect within the family
- To enhance the tie between a strong family environment and a positive educational experience

Neighborhood Task Force Goals

- To develop a process to enhance neighborhood involvement
- To reduce crime in targeted neighborhoods
- To develop or expand programs that focus on diversities and multi-cultural sensitivities
- To enhance the tie between a strong neighborhood and positive educational experience

Consequence Task Force Goals

- To further develop/enhance programs that provide positive reinforcement
- To identify negative behavior and develop a process for positive change
- To ensure compliance with existing policies and ordinances

Youth Task Force Goals

- To develop and/or expand the three identified task force areas by creating youth-oriented objectives and strategies
- To work in conjunction with the three identified task force areas to ensure implementation of the task force goals

CONCLUSION

Although each of the four Coalition task forces worked independently to produce strategies and action steps relative to each area of concentration, each task force identified certain program components it felt to be essential to successful implementation of the Coalition for a Safe Community initiative.

The three main themes to emerge consistently from the work were:

1. Collaboration
2. Community Involvement
3. Coalition for a Safe Community Commission

Collaboration

Throughout the development of goals, a theme of collaboration emerged as an essential factor for the longevity of the plan. These collaborative efforts should include all aspects of the community: religious, social service, educational, business, youth citizens, etc. - sharing common goals for the well being of our community. As a result of collaboration, the community should then have access to the sharing of resources, working jointly on projects and serving as a communication network to each other. A shared community vision will allow us to further the goals for a safer community.

Community Involvement

The need for community involvement also emerged as a common theme to ensure the success of the plan. All aspects of the community need to be involved in the implementation of the plan. In order to achieve a safer community, it is crucial for community members to play a leadership role. We must devote our energy, care, talent and time to assure that our community continues to move in a positive direction. Most people can remember an individual who impacted their life by encouraging them to reach their greatest potential. We all need to make this "Merchant of Hope." It only takes one person to make a difference.

Coalition Commission

In order for the plan to have a sustained effort, it is necessary to establish a Coalition Commission. This group should consist of representatives from all aspects of the community. Up to 15 commission members may be appointed by the Mayor of Freeport. The purpose of the commission would include providing leadership to ensure the plan is carried out in the spirit in which it was derived. Also, to allocate funding to organizations and individuals submitting proposals to achieve strategies in the plan. This commission will establish a long-term commitment to this plan in order to benefit this community and all its residents.

It is recommended that this manual be accepted, not as the final word, but as a beginning of a long and inclusive process involving ALL who can contribute to enriching life in our community.

BOSTON POLICE DEPARTMENT
Strategic Plan for Neighborhood Policing

Citywide Strategic Plan

NEIGHBORHOOD POLICING
PARTNERSHIP • PROBLEM SOLVING • PREVENTION

Thomas M. Menino
Mayor

Paul F. Evans
Police Commissioner

July 1996

GOAL # 1: **To incorporate Neighborhood Policing problem-solving strategies into all areas of Department work through a *Same Cop, Same Neighborhood* Patrol Reorganization Strategy**

OBJECTIVE A: **Redesign patrol strategies to encourage accountability and ownership and enable officers to work on problem-oriented policing approaches in the neighborhoods.**

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Utilizing analysis of calls for service, neighborhood input regarding priorities and boundaries of problem areas, minimum staffing requirements, etc. design a new sector plan to reflect the priorities of Neighborhood Policing, and assign Beat Teams to those sectors. Keep beat teams in the neighborhoods under all possible circumstances.	1. Train officers across shifts to engage in a team approach to problem identification, analysis and action plan for solving. Support innovation and creativity in problem-solving. Seek new methods for supporting beat teams in their work in partnership with neighborhoods. Utilize all new technologies for these goals.	1. ISG, District Captains, BFS Command, other police departments similarly committed to same cop, same neighborhood.

STRATEGY 2	TACTICS	RESOURCES/PARTNERS
Measure the effectiveness of same cop, same neighborhood, and the impact of this strategy on fear of crime, quality of life issues, and priority crime rates in addition to UCR data.	1. Work with NIJ team to establish a method for this strategy.	1. NIJ Evaluation Team, Harvard University, Northeastern University, Office of Strategic Planning and Resource Development (OSP&RD).

GOAL #1a: **To make the Boston Police Department a national model of partnerships in support of efforts to improve the quality of life, fight crime, and reduce fear of crime. To create an environment where true police community partnerships are created and barriers eliminated.**

OBJECTIVE A: The department will enhance partnerships with district police personnel and neighborhood residents and groups that address all neighborhood quality of life issues. Police will involve community stakeholders in developing strategies for implementation. Police and community will communicate these strategies internally and externally.

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Develop District Partnership Teams with a general focus on all District quality of life issues; initial focus of guns drugs, youth violence, and domestic violence.	District Captains will invite every interested neighborhood stakeholder/ group/agency to join the District Partnership Team. Each district is to hold its inaugural meeting in January. In the event where districts have separate plans to implement this strategy, district plans will substitute	All District stakeholders including (but not restricted to) Probation, Non-profit agencies, DSS, DYS, battered women's shelters, etc.

STRATEGY 2	TACTICS	RESOURCES/PARTNERS
Identify stakeholders; contact and invite.	BPD Civilian CSO's to expedite the process. Lists complete in December. Visual map of the district.	District Captains, CSO's, BFS

STRATEGY 3	TACTICS	RESOURCES/PARTNERS
Prior to the first meeting, define the elements/goals of a successful partnership team.	District Captains, as the leaders of the District Partnership Team, will forward the "shared vision" of their respective districts.	Task Force of internal and external stakeholders.

STRATEGY 4	TACTICS	RESOURCES/PARTNERS
Catalog the district resources, focus on individual responsibility and contribution, coordination and collaboration	Each stakeholder to briefly identify what he/she/their group/organization can contribute towards the goal of improving the quality of life for their District Internal definition/clarification of roles (YSO, CSO, Liaisons to City Hall)	Task force from strategy #3 above.

STRATEGY 5	TACTICS	RESOURCES/PARTNERS
Sustain the District Partnership team forums, enhance information sharing and awareness of existing resources and community resolve.	Training in community policing and problem solving processes and techniques.	Citizen's Police Academy, BAS, Training Academy, External Instructors.

STRATEGY 6	TACTICS	RESOURCES/PARTNERS
District Partnership Team discussions evolve to include identification of barriers that impede neighborhood identified quality of life issues	BPD Civilian CSO's to record discussions, clarify desired action steps Document and assign responsibility; establish timetable	See above partners.

STRATEGY 7	TACTICS	RESOURCES/PARTNERS
District Partnership team to develop measurable action steps that address previously stated problems/issues	District Captains to identify and coordinate individuals/groups who can impact the identified issues/problems	All identified stakeholders, varying by geographic areas.

STRATEGY 8	TACTICS	RESOURCES/PARTNERS
Devise means to identify, quantify, market success	OSP&RD and Informational Services will work with stakeholders to form these protocols and gather the required information.	BFS, Captains, Unions

STRATEGY 9	TACTICS	RESOURCES/PARTNERS
Examine problems identified and resolved as possible source of criteria to appraise officer performance.	Integrate into Hay Group project.	Hay Group, BAS, BII, OLR, Unions

GOAL #2: **Create a program to measure the success of Neighborhood Policing**

OBJECTIVE A: Measure citizen-customer satisfaction with public safety; Measure the effect of Neighborhood Policing strategy on certain identified crimes and conditions

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
By March 1996, work with National Institute of Justice sponsored collaboration among BPD, NU, and KSG to develop an evaluation program.	Using information from the BPD customer survey and the district strategic plans, OSP&RD, ORA, and researchers hired under the grant will identify the priority concerns (crimes, nuisances, etc.) in each district by May 1996. These are to inform a survey and other research that will contribute to computing the **Boston Public Safety Index** which will be the yardstick for the effectiveness of the strategy and tactics of Neighborhood Policing.	NU Center for Criminal Justice Policy Research, Kennedy School Program in Criminal Justice Policy and Management, National Institute of Justice.
	Beat teams will administer surveys to stakeholders in their beats.	OSP&RD, ORA, NIJ Team.
	Combined results of surveys and other research will contribute to the computation of a **Boston Public Safety Index. Index** will be computed and published annually.	OSP&RD, ORA, NIJ Team.

GOAL #3: **To improve the quality of life in Boston by working with Mayor Menino's Community Government approach to public safety and related services**

OBJECTIVE A: To have city government more responsive to community identified issues while utilizing its resources in a an efficient and effective manner

STRATEGY 1	TACTICS (Who will do What, When)	RESOURCES/PARTNERS
By the beginning of FY97 establish a framework for the citywide collaboration of city agencies to resolve neighborhood problems.	Create a District Action Council	Police, Mayor Menino's Office of Neighborhood Services.
	Representatives from various agencies will design a framework for communication and geographic ownership of problems in the neighborhoods.	Police, Fire, Inspectional Services, Transportation, Licensing Board, Zoning Board of Appeals, Water & Sewer, Local Media, Schools, local colleges and universities, Public Works Dept., and Parks Dept.
	Representatives from various city agencies will meet periodically with civic, merchant and private agencies for the purpose of sharing information regarding neighborhood concerns.	Police, Fire, Inspectional Services, Transportation, Licensing Board, Zoning Board of Appeals, Water & Sewer, Local Media, Schools, local colleges and universities, Public Works Dept., and Parks Dept.
	Create a neighborhood resource work book.	Police, Fire, Inspectional Services, Transportation, Licensing Board, Zoning Board of Appeals, Water & Sewer, Local Media, Schools, local colleges and universities, Public Works Dept., and Parks Dept.

	Catalog projects in progress.	Police, Fire, Inspectional Services, Transportation, Licensing Board, Zoning Board of Appeals, Water & Sewer, Local Media, Schools, local colleges and universities, Public Works Dept., and Parks Dept.

GOAL #4: To redesign the communication process through which the Boston Police Department contributes to the flow of information to the public and Department

OBJECTIVE A: Enhance and improve the image and reputation of the Boston Police Department

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Develop a comprehensive public and Departmental information campaign	Define "public information" and who the BPD audience is relative to the definition of public/Departmental information	Citywide Strategic Planning Team, Legal Advisor, Office of Informational Services, Chief of Staff, Crime Watch, Neighborhood Services, Crime Stoppers Unit, selected members of the Command Staff Focus Group
	Define the message(s) the BPD wishes to communicate to the various audiences: Internal/External, Public at large, Neighborhood, Media (Major/ Weekly).	Citywide Strategic Planning Team, Legal Advisor, Office of Informational Services, Neighborhood Services, Crime Stoppers Unit, selected members of the Command Staff Advisory Council consisting of members of the media, media consultants, CEO's from private industry, and academics
	Create a blueprint for an internal communications plan for the BPD with clear expectations about information sharing, with roles and responsibilities, defined relative to programs, Neighborhood Policing, and the means to market what we believe to be positive aspects of the BPD. Creating this blueprint for internal communications could mean the restructuring and reorganization of some units within the BPD to streamline the information gathering and dissemination internally.	Citywide Strategic Planning Team, Legal Advisor, Office of Informational Services, Neighborhood Services, Crime Stoppers Unit, selected members of the Command Staff Advisory Council consisting of members of the media, media consultants, CEO's from private industry, and academics
	After the internal blueprint has been finalized, a public information plan and the BPD message has been defined, incorporate the philosophy of the internal plan to create a master ongoing public information plan, with the goal being to promote a positive BPD image.	Citywide Strategic Planning Team, Legal Advisor, Office of Informational Services, Neighborhood Services , Crime Stoppers Unit, selected members of the Command Staff Advisory Council consisting of members of the media, media consultants, CEO's from private industry, and academics
	Schedule monthly meetings with local media and CSOs to discuss mutual interests and how to better utilize existing weekly columns to enhance the image of the BPD	Office of the Police Commissioner, Office of Informational Services, Crime Stoppers Unit, Weekly/Neighborhood Newspapers, Local Cable Outlets, BPD Video Unit.

	Schedule quarterly meetings with the major media outlets to include TV, radio, newspapers, and news services	Commissioner Evans, Office of informational Services, Crime Stoppers Unit

OBJECTIVE B: Enhance Police Logs

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Enhance police logs, currently published in the neighborhood weekly newspapers to include positive reports and commentary from district Commanders in order to promote Neighborhood Policing	Assign a full time media liaison to work with CSOs and members of an advisory group and local papers to enhance police logs. District Commanders will identify positive stories and promote publication in the weeklies	Office of Informational Services, District Commanders, CSOs, Weekly/ Neighborhood Newspapers, Advisory Group Members
	Using the newly created blueprint, District Commanders will document in positive news stories, and items of interest about their districts and personnel for use in the major/ weekly news outlets	Office of Informational Services, District Commanders, CSOs
	From their respective Districts, using locally generated information, encourage the weeklies to feature a police officer of the month or a beat profile as a Neighborhood Policing story monthly to insure positive press, even in light of a bad press period.	Office of Informational Services, District Commanders, CSOs, Weekly/ Neighborhood Newspapers, Boston Cable TV Networks.

OBJECTIVE C: Foster a mutual understanding that dissemination of public safety information is a process in which the Boston Police Department and the media play mutually supporting and interactive roles.

OBJECTIVE D: Establish a working committee representing the Boston Police Department, the media, members of private industry, and members of the community

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Provide a forum for discussion regarding the reporting of public safety information and its impact on the public's perception of order and safety in the city	Identify and invite members to participate in a working committee/ advisory group on an ongoing basis to operate as a think-tank to generate ideas and discuss ways of getting the BPD messages to the public effectively.	Office of Informational Services, Chief of Staff, Neighborhood Crime Watch, , first Security , WBZ-TV, Lisa Healey, NECN (Additional members to be added).
STRATEGY 2	**TACTICS**	**RESOURCES/PARTNERS**
Conduct an in-depth training program for key members of the BPD (both sworn and civilian), and all Captains and Command Staff Members, to bridge the gap between the BPD and the media in order to deliver the BPD's true message to the public. To bring a better understanding of how both organizations function on all levels. this is to address the concerns of the City Wide Strategic Planning Committee that key members of the BPD are unclear of the role of the media	Propose training seminar to better learn the role of the media, how it conducts business, its time frames, its wants and desires. A forum representing all of the media outlets will be gathered so as to explain in detail the needs of their particular medium when packaging a news story for broadcast or print. It will encompass their information gathering techniques, packaging, and deadlines, and allow for discussion between the two groups.	Office of Informational Services, Boston Police Academy, members of the media from TV, Radio, Print, and Wire Services, Volunteer Consultants and BPD Personnel

GOAL #5: To improve the quality of life in Boston neighborhoods

OBJECTIVE A: Focus police resources on issues and priorities of each Neighborhood Shopping District
OBJECTIVE B: Establish partnerships with the NSD property owners in order to identify rental concerns

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Assign recruits to Neighborhood Shopping Districts to determine shop owner's concerns	Recruits assigned 11/95	FTS, BFS, BAS

STRATEGY 2	TACTICS (Who will do What, When)	RESOURCES/PARTNERS
Improve internal and external communication networks with BPD and Neighborhood Shopping Districts to disseminate neighborhood policing	Focus on written and A/V communications to communicate internally and externally; Office of Commissioner and Chief of Staff to establish advisory panel on effective communication	A/V Unit, OPC, H.R.D.

OBJECTIVE C: Provide highly trained personnel to the Department

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Assign 75 recruits of class 30-95 to districts by 10/95	Seventy-eight recruits graduated and assigned as of 10/11/95	FTS, BFS, BAS

STRATEGY 2	TACTICS	RESOURCES/PARTNERS
Assign 92 recruits from class 31-95 to field by 3/1/96	Academy to complete training and certification of 91 recruits in 31-95 and assign to field in 3/96	Academy, CSOs, BFS, BAS

STRATEGY 3	TACTICS	RESOURCES/PARTNERS
Select, hire, and begin training 120 recruits in FY 96	OPC calls for list 11/95; human Resources & OII process through 2/96	DPA, Human Resources, OII, OPC

STRATEGY 4	TACTICS	RESOURCES/PARTNERS
Provide training in use and availability of technology and time saving strategies	Conduct MDT and Computer training to field personnel by training 30 officers/day on MDT and computer training	ISG, BFS

STRATEGY 5	TACTICS	RESOURCES/PARTNERS
Develop training programs for civilian personnel by 9/95 that include orientation and in-service	Determine civilian training needs beyond orientation course, distribute civilian training by 12/95; begin training courses 1/96	Human Resources, Planning & Research, Academy

STRATEGY 6	TACTICS	RESOURCES/PARTNERS
Provide presentation skills training on monthly basis beginning 10/95	BAS to determine funding source for training, T&E to establish monthly schedule, select trainers Develop a survey in conjunction with the City's Office of Human Resources to identify civilian training needs.	BAS, OMB, OPC, T&E, City Hall

GOAL #6: To reduce fear within the community

OBJECTIVE A: To improve the communication concerning Neighborhood Policing internally and externally

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Implement Citywide by Fall 95 the citizens Police Academy as a vehicle to educate the business community concerning Neighborhood Policing	CSOs will enroll applicants by 9/95 and design curriculum (previous CPA curriculum); Academy will provide training and handouts; CSOs will provide space	CSOs, BFS, business community, BAS.
STRATEGY 2	**TACTICS**	**RESOURCES/PARTNERS**
Identify training needs for sworn and civilian personnel that enhance neighborhood policing message	Academy will develop and administer training needs survey to civilian and sworn personnel that identifies NOP skills for training	Planning & Research, BFS, H.R.D., Sworn & Civilian unions, BAS.
STRATEGY 3	**TACTICS**	**RESOURCES/PARTNERS**
Improve communication networks with BPD and neighborhood business districts to disseminate neighborhood policing	Focus on written and A/V communications to communicate internally and externally; Office of Commissioner and Chief of Staff to establish advisory panel on effective communication	A/V Unit, OPC, H.R.D, BAS.

GOAL #7: To improve the professionalism of the BPD and to develop and maintain the quality standards. To create internal partnerships between and among unions and management, headquarters and districts, sworn and civilian personnel.

OBJECTIVE A: To improve quality and continuity of supervision to assist in fulfilling the mission of Neighborhood Policing

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Include involvement of line and duty supervisors in early Intervention System	Started as of July '95	All Bureaus.
STRATEGY 2	**TACTICS**	**RESOURCES/PARTNERS**
Ongoing evaluation/assessment of appropriate span of control per unit/ district	Review BFS Strength Report (review will be complete by 1/97) Survey each unit for needs/desires. Project promotion schedule with hiring schedule	Bureau Chiefs, Unit Heads, human Resources, Police Commissioner
STRATEGY 3	**TACTICS**	**RESOURCES/PARTNERS**
Let supervisors know they will be supported if and when they take action	Evaluate proper communication technique (i.e. training bulletin, video, conference, focus groups)	A/V Unit, ISG, BFS, BAS, Academy
STRATEGY 4	**TACTICS**	**RESOURCES/PARTNERS**
Redesign patrol into beat teams	Redesign sectors to support beat time development. Implementation will be incremental in conjunction with implementation of call stacking technology	ISG, Planning and Research, BFS, Neighborhood Strategic Planning teams, BIS.

STRATEGY 5	TACTICS	RESOURCES/PARTNERS
Easy reporting mechanism from police officer to supervisor	Evaluate further success stories.	Commissioner Evans, Informational Services, Bureau Chiefs, Unit/District Commanders.

OBJECTIVE B: More effective use of officer's probationary period in areas of training and performance review.

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Include recruits/probationary officers in Early Intervention System	Establish meetings with Academy staff and BII. Establish monthly meeting between Duty Supervisor and BII.	Academy, BFS, BAS, BII, OLR.

STRATEGY 2	TACTICS	RESOURCES/PARTNERS
Need standardized evaluation system	Continue work with Hay Group to accomplish this.	Hay Group, Human Resources, Legal Advisor, Labor Relations, BAS.

STRATEGY 3	TACTICS	RESOURCES/PARTNERS
Evaluate FTO program, including selection process	Academy and partners will review FTO programs and evaluate new selection and training process during FY97.	Planning and Research, Labor Relations, Police Commissioner, BAS.

OBJECTIVE C: Create a management development program by drawing on corporate, academic and legal experts for assistance.

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Evaluate current management development program.	Research other departments' programs. Include civilian career path development	Planning and Research, OSP&RD, BAS, Academy, Bureau Chiefs, Universities, US Dept. of Justice, Executive Office of Public Safety.

OBJECTIVE D: Implement a wellness program as an umbrella for EAP, stress management, fitness standards, etc. Develop with input from management and labor, drawing on outside law enforcement, medical, academic and psychological expertise

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Survey needs.	Utilize survey already drafted by Planning and Research.	Planning and Research, BII, Unions, BAS, Human Resources.

STRATEGY 2	TACTICS	RESOURCES/PARTNERS
Assess availability of grant monies.	Coordinate with other groups addressing this issue.	OPC, BAS, Human Resources, BII, OSP&RD.

OBJECTIVE E: Establish new forums for communication between and among internal departmental groups

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Utilize technology	Establish bulletin board.	ISG, BAS.
STRATEGY 2	**TACTICS**	**RESOURCES/PARTNERS**
Educate BPD personnel regarding contractual obligations.	Monthly news/update from Labor relations will educate Sergeants/ Lieutenants with unions present.	Labor Relations and Unions.
STRATEGY 3	**TACTICS**	**RESOURCES/PARTNERS**
During FY96, involve all unions in regular dialogue on the progress of implementing goals and objectives	Actively include unions currently at the table; Labor Relations to keep internal departments informed.	Unions and Labor Relations.

OBJECTIVE F: Invite unions to re-establish Fairness and Professionalism Committees.

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Review history of Fairness & Professionalism committee.	Committee Chairs review what's not being addressed by Strategic Planning and how to include it.	OLR, Unions, Bureau Chiefs.

OBJECTIVE G: Evaluate roles and jobs currently done by employees to determine if they are supportive of BPD mission.

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Revisit personnel audit.	Include classification and staffing to find out what we have; is it appropriate	Chief of Staff, Human Resources, Bureau Chiefs

OBJECTIVE H: During FY96, involve all unions in regular dialogue on the progress of implementing goals and objectives

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Actively include unions currently at the table	Convene regular meetings.	Unions, OLR, City Hall
STRATEGY 2	**TACTICS**	**RESOURCES/PARTNERS**
Labor Relations to keep others informed.	Use regular mailings and meetings.	OLR, OSP&RD, BAS

OBJECTIVE I: Support Neighborhood Policing with civil enforcement initiatives.

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Assess all grant monies.	OSP&RD will work with OLA to find resources to support CEI.	OSP&RD, DOJ, EOPS, NYPD.

STRATEGY 2	TACTICS	RESOURCES/PARTNERS
ID districts for pilot site.	OLA and OSP&RD staff to work with cities already using CEI to identify criteria for success, apply to BPD districts for application of pilot.	NYPD, Chicago, NIJ, OPC District Captains, Bureau Chiefs

STRATEGY 3	TACTICS	RESOURCES/PARTNERS
Review best practices nationwide.	OSP&RD, OLA will research this.	New York Police Department NIJ.

OBJECTIVE J: Refine public integrity policy for the BPD by drawing on corporate, academic, and law enforcement experts for assistance

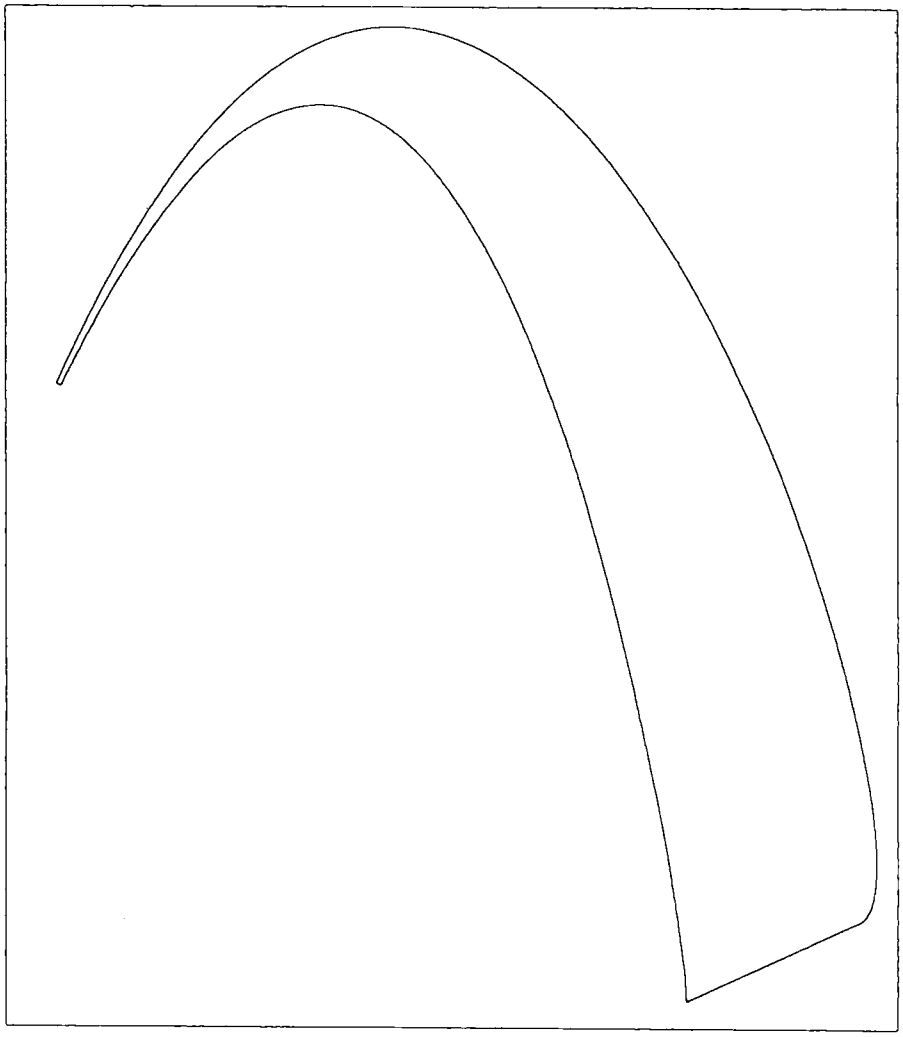
STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Public integrity policy created and defined.	Published and distributed 8/95	BII, OPC

OBJECTIVE K: Development and implementation of a performance management system with the input of both management and labor.

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Develop standardized evaluation system.	Continue partnership with Hay Group to accomplish this.	Hay Group; Legal Advisor and Labor Relations, OPC, Unions, Bureau Chiefs.

OBJECTIVE L: Increase involvement of duty and line supervisors in the BPD's Early Intervention System.

STRATEGY 1	TACTICS	RESOURCES/PARTNERS
Include involvement of duty and line supervisors in Early Intervention System.	Started July '95.	Hay Group; Legal Advisor and Labor Relations, Unions, OPC, Bureau Chiefs.



Community Action to Prevent Violence

A Comprehensive Plan

1993

VIOLENCE—A CRITICAL PROBLEM

The study's clear finding was that violence—particularly, family violence, gang violence and drug-related violence—is perceived to be the area's most critical problem.

In 1993 the United Way Critical Issues Committee conducted a year-long, community-wide study. The intent was to identify the Greater St. Louis area's most critical health and human service problem. The study's clear finding was that violence—particularly, family violence, gang violence and drug-related violence—is perceived to be the area's most critical problem.

This finding should surprise no one. Every day, local media report stories on violence that destroys lives and hopes. Statistics from the 13-county Greater St. Louis area[1] demonstrate that the media have more than enough violent crimes to report.

- In 1992, there were 21,886 violent crimes in the area.
- A violent crime occurred every 24 minutes.
- An aggravated assault every 39 minutes.
- Rape every 8 hours.
- Homicide every 22 hours[2].
- There were 9,345 victims of child abuse or neglect[3].

As depressing as they are, it should be understood that statistics on violence are only the visible results of the problem. What remains unseen—behind the statistics—are negative attitudes and hopelessness that manifest themselves in violent acts.

Members of the collaboration of volunteers formed to deal with this issue believe strongly that our community can't afford—nor should it tolerate—this level of violence or the despair it represents.

Violence has obvious costs—loss of life, medical and mental health care costs. And there are costs that aren't so obvious—for example, an erosion of trust and disintegrating sense of community. Put simply, violence—and the fear of violence—erodes our quality of life.

This collaboration believes we can no longer allow violence to destroy our lives and our community. It is time for individuals and organizations throughout the Greater St. Louis area to come together in common cause against the negative forces that result in violence. It is time for all of us to take responsibility—and act. It is time to reclaim our quality of life—by preventing violence before it occurs.

1) The 13-county Greater St. Louis area includes the City of St. Louis, St. Louis County, St. Charles, Franklin, Jefferson, Warren, and Lincoln counties in Missouri and Clinton, Randolph, Monroe, St. Clair, Madison and Jersey counties in Illinois.

(2) Sources: Illinois State Police and Missouri Department of Public Safety.

(3) Sources: Illinois Department of Children and Family Services, Missouri Division of Family Services.

PREVENTION IS THE KEY

Once violent acts are committed, the damage is done, and everyone pays a price. The key is to prevent violence before it occurs.

That is why the more than 150 volunteers in Community Action to Prevent Violence focused on early prevention that targets children and youth[1].

A similar conclusion was reached by an earlier volunteer task force, Confluence St. Louis' Prevention of Youth Crime Task Force. In 1993, the Confluence Task Force reported two basic findings:

We can identify causes of violence.
We also can identify factors that offset causes of violence[2].

In other words, there is hope. We can take action that prevents violence.

The challenge becomes two-fold. First, eliminate or reduce as much as possible the causes of violence. Second, increase or support the factors that offset the causes of violence.

Following this logic, members of Community Action to Prevent Violence identified three factors that play crucial roles in developing healthy, successful individuals and communities—and, therefore, work against violence. The three key factors that work against violence are strong families, effective use of schools and a healthy economy.

For each factor, goals and measurable objectives were established. Then, strategic activities to meet the goals and objectives were identified.

The resulting Community Action to Prevent Violence Plan represents a long-term commitment to our area's children and youth that can be tracked year-to-year with objective measurements. This plan does not call for a change or replacement of effective programs already working to prevent violence. Rather, it calls for coordination, expansion and measurement of existing programs and activities. What is "new" about this plan is that it is the area's first comprehensive, coordinated plan designed to prevent violence.

The ultimate objective or vision is simple: By 2005, a safer, stronger community with a better quality of life for everyone.

(1) For purposes of this plan, youth is defined as 0-24 years.

(2) "For Our Children, For Our Future: Developing Connections to Prevent Youth Crime in the St. Louis Metropolitan Area," Report of the Confluence St. Louis Prevention of Youth Crime Task Force, September 1993.

Working Together to Make Less Violent Communities: Strong Families, Effective Use of Schools and a Healthy Economy

This graphic illustrates how the three positive factors work together and reinforce each other—within the community.

- Strong families pass on healthy values that tend to be self-perpetuating.
- Effective schools prepare youth to be productive members of the work force and society.
- A healthy economy provides jobs and entrepreneurial opportunities that support development of healthy families and create a strong tax base for educational programs.

Goal I: Strong Families

To create more caring communities, collectively assume greater responsibility for nurturing the health and well-being of our youth and families.

RATIONALE:

The family is the best vehicle to transmit values from one generation to the next. Children and youth in healthy families who feel loved and valued have a greater chance to get a good education and become productive members of society and are, therefore, less likely to commit acts of violence. Many elements of our community can help create and support healthy families.

COMMUNITY BENCHMARKS:

- Child abuse and neglect rates
- Births to teenage mothers
- Births to mothers with fewer than 12 years of education
- Percentage of single-parent/guardian households
- Infant mortality rates
- Immunization rates
- Domestic violence rates
- Juvenile violent crime rates

PERFORMANCE MEASURES:

- More schools using healthy family life curricula
- More parent/guardian skills programs offered in junior and senior high schools
- Expansion of healthy child development programs into areas not served
- More churches and workplaces incorporating conflict resolution training into activities
- Number of participants in family violence training
- Establishment of networking system among service providers
- Increased number of youth participating in positive activities
- Increased financial and human resources directed towards preventing and reducing family violence
- Number of neighborhoods having community-oriented policing
- Decreased juvenile recidivism

STRONG FAMILIES OBJECTIVE:

Create and support healthy families.

Strategic Activities

A. **Establish healthy family life curricula in schools pre K-12.**

1. Develop and/or identify effective curricula on healthy family life appropriate for each grade, pre-kindergarten through high school.

2. Promote these curricula to all school districts and their boards and recommend their integration into all schools in the St. Louis metropolitan area.

3. Provide continuing training to teachers, school counselors and social workers on reporting protocols and services available to students who identify themselves as abuse victims.

B. **Expand parent/guardian skills programs.**

1. Require junior and senior high school students to participate in classes on child involvement, child development, relationship communication and problem solving.

2. Encourage parents/guardians of all school age children to participate in regular educational sessions on child development, learning objectives and behavior management. These will be made available by community organizations or other groups in partnership with local schools.

C. **Expand healthy child development programs.**

D. **Teach conflict resolution in churches and work places.**

1. Develop interfaith curricula on conflict resolution techniques that can be used in Sunday schools, youth groups, etc.

2. Encourage clergy and faith community leaders to incorporate nonviolent conflict resolution discussions into sermons, bulletins, newsletters, etc.

E. **Educate the community about family violence.**

1. Educate teachers, school counselors and social workers on how to recognize signs of family violence and on the protocols for reporting such violence.

2. Provide continuing education and training to medical and other health and human service professionals on prevention and detection of family violence.

Strategic Activities *for Creating and Supporting Healthy Families*

3. Provide annual training for the law enforcement and criminal justice communities, including corrections, about family violence. Training should include:
   - detection and early intervention
   - relationship between family violence and criminal behavior
   - procedures for dealing with situations involving family violence
   - details on new laws or procedures

4. Develop "train the trainer" model for teaching conflict resolution skills to health and human service providers, faith community leaders, law enforcement and criminal justice system personnel.

5. Educate employers about family violence and its impact on employees. Encourage employers to change their policies to help support healthy families and child development.

6. Provide an educational forum for clergy and other faith community leaders on family violence issues, prevention and intervention.

F. **Coordinate and expand service delivery to at-risk families.**

1. Develop a strong network of social service and health care providers, researchers, educational and law enforcement personnel involved in family violence prevention and intervention activities to develop ways of working together more effectively. This may include development of "formal partnership" agreements and include ways to:
   - maximize limited resources
   - secure additional resources
   - share data on incidence of family violence
   - share information on service provision
   - offer services through "non-traditional" sites

G. **Support and expand positive activities for boys and girls.**

1. Support and expand "after school" programs and recreational activities including use of school facilities and "community schools" concept.

2. Expand successful daytime youth activities to include weekends and evenings.

3. Identify alternative funding options to increase numbers and types of positive youth activities, particularly in high risk areas.

Strategic Activities *for Creating and Supporting Healthy Families*

4. Secure commitments from businesses, the faith community and community organizations to provide scholarships for youth participation. Organizations targeted should include interfaith partnerships, business associations and civic groups.

5. Increase the number and types of youth activities, community service opportunities and enrichment programs by providing additional facilities and resources from businesses, the faith community, neighborhood groups, law enforcement and other interested individuals and groups.

6. Encourage state and federal agencies to teach youth about job and learning opportunities.

7. Develop and publicize annually a comprehensive regional list of other opportunities in employment, recreation and enrichment programs.

8. Train youth to be recruiters of their peers for positive youth activities.

H. **Develop resources to support and implement policies and procedures to manage family violence in ways that will prevent future violence.**

1. Develop strengthened legal representation for victims at low or no cost. This could include developing a directory of volunteer attorneys and providing training on family violence issues.

2. Ensure stronger enforcement of family violence laws, including sentencing standards with provisions for:
   - minimum sentencing for all perpetrators of family violence
   - at least nine months of counseling as part of each sentence
   - sentencing of perpetrators to community service if incarceration is not appropriate

I. **Ensure adequate resources from public and private sectors to provide services for children and families, including quality affordable child care.**

J. **Expand community oriented policing, enabling police to become an intimate part of each neighborhood in the region.**

K. **Identify innovative programs within the juvenile justice system that have been effective in reducing recidivism and encourage replication of them throughout the St. Louis metropolitan area.**

Goal II: Effective Use of Schools

To ensure effective use of schools by:

- utilizing school facilities after hours to provide a variety of services and activities to help support youth and families.
- providing a safe, positive environment in which the skills needed to lead productive lives can be acquired by all students.

RATIONALE:

School facilities are a resource that should be used to strengthen our neighborhoods. Through partnerships with community organizations and businesses, schools can be used after hours in the provision of a variety of services and activities to help support youth and families.

While we recognize that the primary role of schools is to teach academic skills, we also know that the largest growth in violence involves youth and some of this occurs in the school environment. Obviously, schools must play a role in preventing violence. Added resources must be provided to support guidance on drug prevention, conflict resolution, healthy family life development and preparation to lead productive lives.

COMMUNITY BENCHMARKS:

- Percentage of children, 3 - 5 enrolled in pre-primary education
- Percentage of children in early childhood development programs
- Percentage of idle teens
- Percentage of youth earning high school diplomas or equivalent
- Number of violent incidents on school grounds
- Percentage of youth enrolled in post-secondary education
- Percentage of persons, 16 - 19, who are high school dropouts

PERFORMANCE MEASURES:

- Greater number of mentoring and tutoring programs
- Greater number of participants in mentoring and tutoring programs
- More school districts having a plan to reduce dropout rates
- More parents/guardians participating in school-related activities
- Prevention and intervention activities available in all areas

- Fewer students being expelled or suspended
- More schools having conflict resolution programs
- More schools having a safety plan
- Greater number of police/school/neighborhood collaborations
- More schools having drug elimination strategies
- More police departments using parent/guardian notification letter
- Fewer reports from teachers of classroom violence
- College level courses established to prepare teachers to deal with behavioral problems
- More summer internships available and accessible
- Greater number of school/community/business partnerships
- More on-the-job mentoring programs
- More job training and vocational education programs
- More school facilities being used after hours

EFFECTIVE USE OF SCHOOLS OBJECTIVE:

Keep young people in school.

Strategic Activities

A. **Expand mentoring and tutoring programs.**

1. Identify, train, and support individuals from business, retired professionals, the faith community, civic groups, medicine, law enforcement and other community members who are willing to serve as mentors and as tutors.

2. Utilize mentoring program models that use a system involving school and program staff, mentors and their mentees, and parents/guardians to identify needs of the mentees and their families.

3. Develop or expand existing peer mentoring programs in each school that will encourage students to assist each other in understanding the value of coming to school every day ready to learn and staying in school until graduation from high school.

B. **Develop and implement a plan to reduce the dropout rate in each school district.**

1. The following components should be included in plans:
   - provision of child care
   - provision of alternative educational opportunities and support
   - identification of additional resources needed from the community

Strategic Activities *for Keeping Young People in School*

- incorporation of caring communities concept or other family support models
- exploration of benefits and drawbacks to a year-round school calendar
- identification of needed improvements to buildings and facilities
- identification of non-governmental funding sources and in-kind services when appropriate
- involvement of students, parents/guardians, school board members, businesses, retired professionals, faith community, civic groups, media, law enforcement, school officials, and other community members

2. Work with school officials to provide more intervention services for students who have been identified by local police as having significant gang activity.

C. **Provide incentives for parent/guardian participation and decision making in the schools.**

1. Strengthen and/or develop incentives or regulations to maximize parent/guardian participation and decision making in the schools.

D. **Expand early prevention and intervention efforts, birth through grade 3.**

1. Strengthen identification of children with learning disabilities, birth through grade 3, so that they may receive additional and specialized services.

2. Focus absenteeism prevention activities on pre-kindergarten through grade 3.

3. Ensure that first graders' reading skills will allow them to progress to second grade.

E. **Develop alternatives to expulsion and suspension.**

1. Utilize alternative disciplinary mechanisms including mandatory alternative education during expulsion.

2. Develop a model which will contain a continuum of disciplinary alternatives to expulsion and suspension.

EFFECTIVE USE OF SCHOOLS OBJECTIVE II:

Make schools safe.

Strategic Activities

A. Create and expand conflict resolution programs.

1. Teach conflict resolution skills through all school levels, nursery through secondary. "After school programs" as well as classroom hours should be used for this training.

2. Encourage use of conflict resolution programs in all organized groupings of children and youth.

3. Establish peer mediation in all secondary schools.

4. Require all school educators and staff to receive training in conflict resolution.

B. Ensure that every school, in collaboration with local police, develops a safety plan for rapid response and crisis management.

C. Create, strengthen, and expand police/school/neighborhood collaborations to foster better relations and a greater understanding of law enforcement in order to develop more positive attitudes about the role of law enforcement in the community.

D. Utilize model drug elimination strategies beginning at pre-kindergarten age.

1. Evaluate existing programs and develop or select effective models.

2. Promote the models to all schools and their boards, and community organizations.

E. Increase parent/guardian awareness of gang related behavior.

1. Encourage the use of a parent/guardian notification letter by all police departments to inform parents/guardians of juveniles displaying gang related behaviors.

F. Remove youth who are a danger to others from the day-to-day school environment, but ensure that they are provided effective educational alternatives.

Strategic Activities *for Making Schools Safe*

G. **Prepare teachers to deal with inappropriate behaviors.**

1. Advocate for college level courses to prepare student teachers to handle inappropriate behaviors in the classroom.

EFFECTIVE USE OF SCHOOLS OBJECTIVE III:

Improve life skills and prepare students for good jobs.

Strategic Activities

A. **Expand summer internship opportunities.**

1. Develop a well-coordinated, region-wide summer internship program including clothing, transportation and mentoring for all participants as needed.

2. Ensure that schools and businesses throughout the region work together to implement a well-coordinated regional internship program including:
   - selection of students (matching students with opportunities)
   - monitoring job performance
   - feedback from businesses
   - follow-up (training in specific skills)

B. **Strengthen and create school/community/business partnerships to promote viable options for youth.**

1. Develop school/community/business partnerships to ensure youth have these skills:
   - money management
   - appropriate appearance and demeanor
   - understanding of employer expectations
   - valuing the work ethic

2. Encourage establishment of more post-secondary employment fairs, resume training, etc.

3. Explore and implement additional ways to provide community resources to schools to provide better options for youth.

C. **Expand on-the-job mentoring programs.**

1. Identify or develop an on-the-job mentoring program to be made available to businesses.

Strategic Activities *for Improving Life Skills and Preparing Students for Good Jobs*

D. **Expand job training programs and vocational education opportunities.**

1. Expand life skills training.
   - Develop test for grades 7 - 8 and 10 - 11 to measure basic job readiness skills. When deficiencies are identified, refer students to programs that can strengthen these areas.

EFFECTIVE USE OF SCHOOLS OBJECTIVE IV:

Expand use of school facilities.

Strategic Activities

A. **Utilize school facilities after hours in academic, neighborhood, and recreational activities.**

1. Secure resources necessary to keep schools open after hours including:
   - staffing
   - security
   - maintenance

Goal III: **Healthy Economy**

To strengthen job readiness and training programs, reduce barriers to employment, and provide employment opportunities for youth.

RATIONALE:
Unemployment and a lack of employment opportunities are significant contributing factors to violence and crime among youth.

While a healthy economy will provide all residents with the opportunity for meaningful employment and economic prosperity, this plan focuses on the need to provide job training and more and better jobs for target populations (those groups having the highest rates of poverty and unemployment, i.e., African-American males, single mothers).

COMMUNITY BENCHMARKS:
- Ratio of black to white employment
- Overall employment rate
- Persons and families living below poverty level
- Percentage of jobs accessible by public transit
- Average earnings per new job created
- Ratio of part-time to full-time jobs
- Ratio of black to white poverty levels
- Ratio of female-headed household income to other households

PERFORMANCE MEASURES:

- More summer youth employment opportunities
- Summer internship opportunities available in every part of the region
- Establishment of partnerships between identified groups
- More entrepreneur programs in colleges and trade schools
- More small business mentoring programs and other types of training and assistance
- Establishment of a regional one-stop entrepreneur center
- Number of one-stop employment centers
- Improved employment performance by participants in job skills training
- Increased availability of transportation in target areas
- Increased numbers and types of child care services i.e., extended hour child care, sick child care
- Increased number and types of support services
- Number of workforce preparation programs that include helping people learn to prepare for car and home ownership

HEALTHY ECONOMY OBJECTIVE 1:

Increase youth employment.

Strategic Activities

A. **Expand summer youth employment that creates meaningful job opportunities and skills.**

1. Encourage businesses, the faith community and other community groups and interested individuals to develop low-skill entrepreneur opportunities for youth (e.g. lawn care, house cleaning, vending operations).

2. Establish collaborations with community groups in creating job opportunities for youth.

3. Explore the feasibility of operating youth employment programs year-round.

B. **Expand summer internship opportunities throughout the region.**

1. Engage businesses throughout the region in the summer internship program.

2. Ensure summer internship opportunities in every school district in the St. Louis metropolitan area.

Strategic Activities *for Increasing Youth Employment*

3. Explore non-governmental options for funding youth internship and job training programs.

HEALTHY ECONOMY OBJECTIVE II:

Prepare and connect target groups to job creation efforts throughout the region.

Strategic Activities

A. **Establish partnerships between businesses, schools, economic development and welfare administration officials to provide job opportunities for target groups.**

1. Identify businesses and/or non-profit agencies with employment opportunities for target groups.

2. Connect members of target groups with projects.

B. **Encourage trade schools, colleges, neighborhood-based workplace preparation organizations and others to prepare people to become small business owners.**

1. Expand entrepreneurial programs in colleges and trade schools.

2. Develop small business mentoring programs and other types of training for potential small business owners.

3. Establish a regional "one stop" entrepreneurial center to provide technical assistance for small business owners including information about:
   - office space
   - patents and copyrights
   - bookkeeping and financial management
   - sharing operating expenses with other small businesses
   - developing a business plan

C. **Improve outcomes of jobs skill-training.**

1. Establish collaborations between employers, workforce preparation projects, and community organizations (one-stop shops) to ensure that members of target groups are able to get and keep jobs.

   a) Identify community organizations working with target groups that can connect members of target groups to workforce preparation activities.

Strategic Activities *for Preparing and Connecting Target Groups to Job Creation Efforts Throughout the Region*

b) Provide assistance to community organizations in identifying potential participants and connecting them to workforce preparation activities including:
- skills sought by employers
- how to assess interests and strengths of potential workforce preparation participants
- information about support services for program participants

c) Ensure that workforce preparation activities provide training and skill development opportunities that match needs of employers.

d) Develop linkages between workforce preparation programs and employees to enhance job placement of participants and provide feedback on employment performance.

Healthy Economy Objective III:

Reduce barriers to employment of target groups.

Strategic Activities

A. **Improve transportation systems to meet the needs of target groups.**

1. Identify transportation needs of target groups.

2. Work with regional transportation planners to meet transportation needs of target groups including:
- van pooling, ridesharing, car ownership/leasing projects, emergency auto repair loans
- expanded public transportation services to identified areas

B. **Identify and expand child care services for target groups.**

1. Evaluate child care needs of the target groups in the region.

2. Expand the number and types of child care services (i.e. , sick child care, extended hours care).

3. Improve the accessibility of child care services (i.e., day care scholarships, neighborhood based day care).

C. **Develop other necessary support services through the partnership efforts of business and community service agencies, including:**

Strategic Activities *for Reducing Barriers to Employment of Target Groups*

- establishment of a clothes closet through which apparel makers, retailers, and others can provide business attire to members of target groups
- provision of "coaching" services for employers and new employees
- provision of trouble-shooting consultation services for employers
- collaborations between employers, service providers, schools and community organizations to provide cross-cultural communication forums, training and support services

HEALTHY ECONOMY OBJECTIVE IV:

Promote long-term economic self-sufficiency in the target groups.

Strategic Activities

A. **Develop methods to help people learn to save, shop for, and maintain a car, home and other assets as part of workforce preparation activities and job placement efforts throughout the region.**

APPENDIX

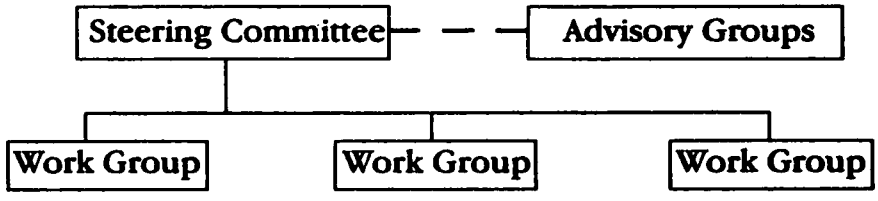
Overview: COMMUNITY ACTION TO PREVENT VIOLENCE

Structure and Composition

In October 1994, the United Way convened leaders from all sectors of the Greater St. Louis area to address the problem of violence in a comprehensive, coordinated manner.

Under the leadership of former St. Louis Police Chief Colonel Clarence Harmon and St. Louis Archbishop Justin Rigali, this group was charged to develop and implement a comprehensive plan to reduce violence in the 13-county metropolitan area. (This area includes St. Louis City and County, St. Charles, Lincoln, Warren, Franklin, and Jefferson counties in Missouri and St. Clair, Clinton, Randolph, Monroe, Madison, and Jersey counties in Illinois).

The structure for the Community Action to Prevent Violence initiative is depicted below.



The Steering Committee included 36 community leaders with representatives from media, business, labor, faith community, government, foundations, health and human services, law enforcement and policy making organizations. (See appendix for a list of Steering Committee members.) Three members of the Steering Committee, Gerry Schwartz, Lt. Colonel Charles McCrary, and Michael Digby, also served as chairs of the three work groups.

Three work groups were established to develop recommendations for addressing violence in one of three areas: family violence, gang involvement, and drug-related violence. Work groups were comprised of 20-35 members who reflected different areas of the region and different sectors of the community. (The appendix includes a list of individuals on the work groups.)

Also supporting the Steering Committee and work groups was an advisory group of experts that provided specialized information to the committee and work groups to assist them in plan development. Five of these experts—Dora Schriro, Scott Decker, Colleen Coble, Sgt. Mike Nichols and Rosella Wamser—provided an in-depth orientation on violence in our region to the Steering Committee and work groups. (See appendix for a list of resource people.) In addition, these experts reviewed and commented on the proposed plan.

The Plan Development Process

The Community Action to Prevent Violence Steering Committee began this collaborative effort by determining the plans and process for the initiative. This included identifying overall goals and vision and the selection of work groups to develop recommendations in these areas: family violence, gang involvement, and drug related violence.

The Steering Committee then met with work group members to provide an initial orientation to the process and explain the responsibilities of each work group. During the four months the work groups worked together to identify their strategies, the Steering Committee continued to meet to coordinate and oversee work group activities.

Significant time and energy was invested by members of the work groups in developing specific goals, objectives and implementation steps for their respective emphasis areas. Each of the work groups met eight to 10 times during the four-month period allotted to carry out their task. Work group meetings lasted at least two hours, with some going up to four hours. Assignments for "homework" between meetings were frequent, and work group members were asked to send in their "homework" if unable to attend a meeting. Additionally, the gang involvement work group spent a day touring gang-infested areas in Missouri and Illinois to get a first-hand look at how this type of violence affects communities. Chairs and vice chairs of the work groups met on a monthly basis to eliminate duplication of effort among the three groups.

Each of the three groups developed immediate, intermediate, and long-term strategies to reduce violence in their emphasis areas. Each group defined how the effectiveness of these strategies could be measured. They also identified resources to implement the strategies. Following completion of their recommendations, the three work groups met jointly with the Steering Committee.

At that time, the chair and vice chair of each group presented their group's recommendations to the Steering Committee. (Copies of the recommendations prepared by each of the three work groups are available upon request.)

An ad hoc committee of the Steering Committee was then asked to compile recommendations into a comprehensive plan. To assist in prioritizing work group recommendations, the Steering Committee established the criteria, that all recommendations should be manageable, cost-effective, measurable, achievable, marketable, collaborative, regional and cross-jurisdictional. In addition, Steering Committee members believed strongly that the plan should focus on prevention activities, and because prevention is most effective at early ages, that the plan target children and youth.

The committee also determined that the plan should include two to four goal areas and a 10-year vision with goals and objectives defined for the first five years.

Because of the differences in communities within the 13-county region, it was decided that the plan should have some activities for all communities in the region to work on. Additionally, the plan should allow for the selection of high-need areas as demonstration sites. The impact of identified activities on these sites could then be evaluated and, if effective, replicated.

Using these parameters, the ad hoc committee, under the leadership of Claudia Daugherty, met to determine the plan's content and format, and develop a draft for presentation to the Steering Committee who, in turn, finalized the draft.

Following the Steering Committee's finalization of the draft plan, copies were sent to work group members and various advisory groups for review and comments. Also, focus groups were held with faith community leaders, business leaders, youth, law enforcement, health and human service providers, media, educational leaders, foundations and neighborhood groups. (See appendix for a list of focus groups.) The purpose was to obtain feedback from many different groups and individuals about how the plan could be strengthened. Focus groups also identified possible resources for implementation of the plan. Suggestions were presented to the Steering Committee and incorporated into the plan where feasible. (A summary of information obtained from the focus groups is available upon request.)

Throughout the process of developing the plan, a number of resources were made available to Steering Committee and work group members.

A working paper on violence in the St. Louis region was prepared by United Way. It included statistics on family violence, gang involvement, and drug related violence in Greater St. Louis, as well as a comparison with other geographical areas.

It also discussed factors that have contributed to the increase in violence and examined the impact of violence on the region. Examples of successful local activities to prevent/reduce violence were included as were successful efforts in other communities.

Terry Modglin, Director of Municipal Initiatives for the National Crime Prevention Council (NCPC), under contract with the Justice Department, helped the initiative by providing technical assistance for planning the effort, as well as advice on developing the plan. He also provided samples of plans on violence reduction developed in other communities.

Several directories—including the United Way Community Services Directory and the Prevention Partnership's "Community Response to Gangs and Violence" —provided information about existing violence prevention and reduction programs. Evaluative reports on programs that have proven most effective also were made available to the committee and work groups.

The Plan Implementation

An ad hoc committee of the Steering Committee was established to examine different types of implementation structures and activities. After significant discussion and analysis, the committee determined that the following five components should form the framework for implementation of the plan:

1. **A strong policy-making board of 10-15 members, including leaders from business, government, faith community, education and media.**

2. **An executive director who has effective leadership and management skills.**

3. **An implementation structure that focuses on the three goal areas of the plan (strong families, effective use of schools, and healthy economy).**

4. **A "phased in" implementation process that targets first those areas having the greatest urgency of need.**

5. **An emphasis on community or local action teams as the primary vehicle for plan implementation.**

Pulling America's Communities Together

PACT

Nebraska

Nebraska Action Plan To Prevent Youth Violence

Sponsored by

State of Nebraska

Governor
Ben Nelson

U.S. Attorney
Thomas Monaghan

July 1994

"One child lost to crime and violence is one child too many. As Nebraskans, we must continue to strive for a quality of life that allows our children to grow into strong, prosperous citizens, dedicated to improving our state for future generations. These are the gifts we received from our parents. We must accept no less for our children."

— Governor Ben Nelson

"The prevention of youth violence is the responsibility of all Nebraskans. The continued cooperation of federal, state, and local law enforcement, working in coordination with the people of Nebraska, will enable us to provide Nebraska's youth with a safe, nurturing environment conducive to developing productive citizens."

— U.S. Attorney Thomas Monaghan

In response to the growing incidence of violence and crime among youth, the Governor's Conference on Youth Violence was held in August 1993. Subsequently, Nebraska was invited to join the youth violence prevention initiative Project Pulling America's Communities Together (PACT), a partnership with the Departments of Justice, Health and Human Services, Education, Labor, Housing and Urban Development, and the Office of National Drug Control Policy. Representatives from the University of Nebraska at Omaha assisted with design of the PACT strategic planning process.

Through PACT, a broad cross section of Nebraska individuals developed strategies to prevent and reduce youth violence. The Nebraska Action Plan resulted from extensive community meetings, a statewide survey, and intensive working groups. It is a blueprint for both short term and long term actions. This brochure highlights the five goals of the plan to prevent youth violence:

- Ensure safe communities in Nebraska
- Build more effective communities
- Expand youth participation in community life
- Increase Nebraska's capacity to strengthen families
- Strengthen individual and community values

GOAL 1: Ensure safe communities in Nebraska.

Youth violence threatens the safety of any Nebraska community. Increased knowledge about the causes and risk factors related to youth violence as well as effective programs can successfully prevent youth violence. To have safe communities, Nebraska youth and their families must have better access to services, and the capacity of the criminal and juvenile justice systems to provide essential services must expand. Lessening the negative impacts of some media and entertainment industry programs while using the media to convey positive images of and for youth are critical steps in building safer Nebraska communities.

OBJECTIVES

Increase the capacity of law enforcement and social agencies to deal with family violence.

We must eliminate barriers that prevent effective responses to family violence by the criminal justice system, social service agencies and schools. Interagency agreements will result in better information sharing on family violence. We must evaluate and eliminate legal and regulatory barriers that make effective responses difficult. Existing information campaigns which promote the reporting of child abuse and neglect must expand.

Develop comprehensive approaches to family education and support systems.

Preventing family violence is essential to safer Nebraska communities. Programs that reinforce the avoidance of substance and alcohol abuse, train youth care providers in conflict resolution and improve parenting skills are important approaches.

Increase consistency in the way the justice system responds to youth by providing better information to that system.

Better informational tools will assist juvenile justice professionals responding to youth violence. A comprehensive database on youth in the juvenile justice system and information linkages among the criminal justice system, schools, and social service agencies are essential for new interagency approaches for dealing with youth violence. Increasing and disseminating knowledge about the factors associated with youth violence and the most effective practices and programs for addressing youth violence are also necessary. Assessment, education, and treatment programs for youthful substance abusers need to be strengthened.

Expand access to youth and family services in the criminal justice system.

Strengthening the capacity of Nebraska's criminal justice system to provide services will help make Nebraska communities safer. Risk assessment processes for case management, providing a broader continuum of care for adjudicated youth, increasing the quality of information on individuals brought before the court, and making case management more consistent and uniform, are necessary steps to achieve this objective. The availability of diversion and youth advocacy programs, and programs that increase family involvement in the juvenile justice system, are also important to achieving the goal of safer Nebraska communities.

Lessen the negative effects of the mass media on youth and their communities.

The media can also be a potent force for conveying positive images of Nebraska youth and their communities. We should encourage the media to feature programs and cover events that focus on the positive achievements of youth and their families. Businesses and other sponsors should underwrite positive programming, and agencies should provide the media greater access to information on youth programs and achievements that are positive.

Improving the safety of Nebraska's communities will also require reducing the negative effects of mass media and entertainment programs on Nebraska's youth. Increasing public awareness about the negative effects will encourage parents to support the elimination of such programming. We must support efforts that evaluate the impact of the media and entertainment industries on youth and encourage more careful programming during time periods when youth watch television or listen to the radio.

Increase community and individual accountability for attending school.

Keeping Nebraska's youth in school is important to safe communities. Our present knowledge about the prevalence of school truancy and its causes and of the most effective strategies for preventing truancy is limited. A statewide study of the extent of truancy and why it occurs will provide a foundation for new approaches to its prevention.

GOAL 2: Build more effective communities.

More effective communities can reduce youth violence and its consequences across the state. Essential components must include comprehensive family education and support systems, coordinated community services, support for young crime victims, and improved access to agency services. We must develop systematic efforts to reduce family violence, care for youth who can no longer remain in the home, and increase the overall ability of communities to confront youth violence.

OBJECTIVES

Stimulate the creation and expansion of community partnerships.

The capacity of Nebraska's communities to address youth violence is a key component of any statewide effort to reduce and prevent youth violence. Nebraska's Partners In Planning Program, enabling communities to develop their own methods for addressing youth violence, is one approach. Programs that expand and renew community leadership, especially minority-based leadership programs, are also essential. Effective leadership development programs must include issues of racism and diversity.

To prevent youth violence, community-based organizations must increase their capacity to deal with family violence. Strengthening neighborhoods in Nebraska communities and developing and evaluating neighborhood-based prevention programs will make more effective communities.

Youth are victims and not just perpetrators of youth violence. Access to services for youthful victims could be increased through use of victimization hotlines and expanded victim services. A public education campaign will inform Nebraskans about the importance of having youth report victimization. State-level planning efforts related to family violence must integrate a broad base of community participation. Education on the cost of family violence will help to stimulate all sectors to participate in its prevention.

Where necessary, we must build local coalitions to address family violence, and continue to support ongoing local, state, and federal interagency team efforts. Training must be provided to employees of schools, state agencies, churches, and other service agencies on family violence and referral processes. Training programs will also be provided to youth.

Expand access to family services and programs.

Several strategies make our communities more effective by expanding access for Nebraska families and youth to a variety of services and programs. One alternative will reflect the special needs of the state's rural areas. Extending services and support to youth who may be prepared for independent living should also be examined. Access by adolescents of color to residential treatment facilities will be reviewed. Programs should effectively serve people of diverse cultural backgrounds.

Access to family services will improve as agencies coordinate their resources. Cross-training community members to provide support services related to youth and family violence is one way to expand access to services. Providing directories of family services made available to Nebraskans through 800 services and/or Nebraska On-Line would also enhance access. In some cases, satellite agencies in or near schools can best serve violent youths and their families. All community members must have access to programs which improve understanding of the value of representing diverse racial and ethnic groups in public and private community organizations.

GOAL 3: Expand youth participation in community life.

Youth need greater involvement in the civic life of the community to know they are an essential part of the community and come to believe that they share responsibility for its well-being. Nebraska's youth are valued as part of community life, but the avenues for their participation in community life need to be expanded. We must provide a positive environment for youth in which they can provide service as well as learn life skills to equip them for adult responsibilities. Increasing interaction with adult mentors and role models will help to achieve this goal, as will involving youth in programs that develop self-esteem and teach civic responsibility.

OBJECTIVES

Provide a positive environment for youth development.

We support community service programs that provide mentoring, independent living skills education, and peer-to-peer skills training. Comprehensive health education programs for early childhood and K-12, as well as out-of-school youth, must address drugs, HIV/AIDS, teen pregnancy and other risk behaviors.

Information on programs that effectively prepare youth for participation in community life, and a clearinghouse for providing such information will better assist Nebraska communities to serve troubled youth. Businesses, government, schools, and nonprofit agencies will be asked to assess the extent of their support of a family-friendly environment for their employees and to institute family-friendly policies.

Long-term strategies for preventing youth violence must lead to a more positive environment for youth, especially those most at risk for becoming involved in violence. Beginning at the elementary school level, education programs that focus on career, healthy living, and daily living skills, as well as on decision-making and mediation skills, will help to create such an environment. Expanding pre-school opportunities for youths at risk and providing Head Start graduates with tutoring and mentoring programs until they have completed grade school are additional approaches. Finally, we must develop a parent training model for couples who are divorcing that will help to minimize the negative impact of divorce on children.

Expand the opportunities for youth to become involved in the community.

Increasing youth participation in community life and preparing Nebraska's youth for transition to adulthood requires expanded opportunities for community involvement. Programs for youth in the arts and for summer employment can help. We must identify and eliminate barriers to existing programs for youth at risk and youth offenders and develop alternative education programs. We must also expand access to safe haven programs for at-risk youth. Schools can also provide opportunities for youth to participate in community life through new voluntary and required service programs.

Increase adult–youth interaction.

Increasing adult-youth interaction and developing programs that prepare youth for appropriate adult roles is important to the overall strategy to prevent youth violence. Mentoring programs, using teachers and adult volunteers can increase adult-youth interaction especially for at-risk males. Programs should provide greater exposure of Nebraska's at-risk youth to the work world, encouraging businesses to allow employees to "adopt" students recommended by the schools or courts.

We will support and expand programs that focus on responsible male parenting, conflict resolution, dealing with anger, and improving the self-image of at-risk youth. Intergenerational programs that involve mentoring as well as increased involvement of youth in community organizations, councils, and advisory boards can also increase adult-youth interaction.

Support programs which present positive images of youth.

We will support programs that focus on positive images of youth in communities across the state. We will encourage agencies with existing programs to make greater efforts to reach at-risk youth and to eliminate barriers that prevent such youth from participation. Agencies with existing programs will be encouraged to develop partnerships with each other and with local law enforcement agencies to provide evening and weekend programming. We will ask local government and the Unicameral to provide recognition for the positive efforts of youth, especially those who are at risk.

We encourage the involvement of youth in designing youth leadership and development programs. Units of government, businesses, and other organizations will need assistance to develop programs that provide adolescents with year-round work experience and teach skills that can be transferred to the work force.

Develop employment opportunities for youth.

Expanding opportunities for youth to participate in community life requires increased opportunities for meaningful employment. Programs that educate youth about job and career opportunities will be expanded and supported. We will identify and eliminate barriers to employment programs, and coordinate the dissemination of employment program information. Nebraskans must develop programs that encourage youth to engage in marketable skills training.

Partnerships between businesses and schools that provide training, low cost community college education, work opportunities and scholarships for at-risk youth will be supported. Supporting the Nebraska Education 2000 initiative, which assures that Nebraska's youth will be ready for jobs, is critical if employment opportunities for youth are to expand.

GOAL 4: Increase Nebraska's capacity to strengthen families.

Strengthening families is a fundamental goal to effectively address the problem of youth violence. Early intervention must assist families to identify and solve problems. Comprehensive programs must empower parents to address negative behaviors in the home. Schools, law enforcement and social service agencies must increase their capacity to respond to family violence. Additionally, we must provide the necessary means to help parents fulfill their responsibility to raise their children to be productive members of society.

OBJECTIVES

Develop comprehensive approaches to family education and support systems.

Interagency efforts will identify and solve problems related to family violence. Improved information databases will assist caseworkers who deal with youth and families that come into contact with the juvenile justice system. A "best practices" clearinghouse will enable agencies to access and share information on family education and support programs. Respite support programs for families at risk are another way we can support Nebraska's families.

Increase the capacity of law enforcement and social agencies to respond to family violence.

We must provide programs that support foster parenting. We must reduce multiple placements of youth in out-of-home care. We will increase the availability of family violence training for law enforcement officers across the state. We will expand programs that provide parenting classes to individuals outside the educational system.

Utilizing Nebraska's schools to improve access to family services will increase the ability of Nebraska's communities to respond to family violence. We should assist both urban and rural schools to become community resource centers for families. We will encourage existing school-based interagency teams to address the problem of youth violence. School-community liaisons can be expanded to include parental contact, truancy follow-up, and other case management services.

Develop approaches to reinforce parental responsibility for children.

Increasing parental responsibility is critical to successfully address the problem of youth violence. We will support the "Good Beginnings" initiative, which encourages community-based prenatal, infant and early childhood programs. We will seek new strategies for promoting parental responsibility. We will develop and test new community models that support parents of teens.

Strengthen parent resources.

We will expand programs that strengthen all families. We will support and expand parent-teacher relationships and encourage parents to participate in literacy programs, especially parents who speak English as a second language.

Businesses and other organizations that focus on job creation and job training for the economic well being of families will be supported.

GOAL 5: Strengthen individual and community values.

Nebraskans must recognize that government, business, education, the media, and the entertainment industries have a role in enhancing individual and community self-worth. Strong individual and community values, and programs which promote resiliency among youth, will help overcome problems associated with youth violence. Such programs should include efforts to develop character, respect for people and property, and the capacity to accept personal responsibility.

OBJECTIVES

Stress the value of community.

Individual and community values can be strengthened by supporting positive values affecting Nebraska's families. Countering the culture of violence by educating individuals about the value of community is an important step.

Emphasize and strengthen moral values.

We must identify and publicize programs which reinforce positive individual and community values. We also support existing youth programs that emphasize self-worth and personal responsibility. We must help parents to convey values such as fairness, honesty, and respect for people of all backgrounds.

Examine the media's approach to youth violence.

We will encourage mass media and the entertainment industry to examine their approaches to youth violence. We will encourage news media to do more analytic reporting of violent acts, and the entertainment industry to decrease the presentation of violent acts.

A statewide task force will focus on the impact of program violence on youth and disseminate the results to consumers, the media, and the entertainment industry.

Support dispute resolution training.

Dispute resolution techniques can help family members intervene in violent situations. Interagency and community partnership programs that provide violence intervention education and programming using dispute resolution techniques will be developed. We will also encourage dispute resolution programs for teachers and students, starting in the middle schools, and increase teacher training in dispute resolution and classroom management techniques.

The National Crime Prevention Council, under its cooperative agreement with the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, provided assistance and support to the planning process.

July 15, 1994

City of Arlington
Crime Prevention Action Plan

June 1993

City of Arlington • Mayor's Coalition on Crime Prevention Recommendations By Task Force (not in priority order)

▭ = *Recommendation from more than one task force*

Business	Education/ Youth	Neighborhoods	Violent Crimes
Adopt Business Crime Watch Program	Actively seek out minority students' parents and get them involved	Increase bicycle-mounted police patrols during the summer	Mandate counseling for accused assault offenders
Make significant local crime statistics available to business	Distribute an NCPC curriculum book to each campus in the AISD	Expand number of authorized officers for community oriented policing	Initiate legislation which would address the punishment component of crime
Promote security consulting services provided by the City	Place full-time SROs at every junior high school	Implement a store-front policing program	Set up store-front policing
Study the adoption of lighting standards for commercial areas	Create after-school & summer program; make existing programs more readily available	Provide radios for sworn APD personnel not on patrol	Focus prevention resources on multi-family complexes
Make Code Enforcement more proactive	Support, expand AISD's Long Term Alternative Education Program	Create housing unit density standard in ordinance	Encourage innovative sentencing options
Adopt CPTED principles	Support AISD's "Zero Tolerance" on Gangs & Violence	Increase code enforcement; apply current regulations consistently	Establish mandatory alternative school to house suspended students
	Encourage open door times for other organizations to use the Recreation Centers	Develop after-school and summer activities for junior high students at local community centers/churches	Introduce youth prevention programs into non-traditional settings
	Enlist participation from businesses close to schools for Adopt-A-School, Mentor program, etc.	Commit to CPTED principles	Earmark Juvenile Justice funding for First Offender Match programs
Coalition	Provide parenting education classes in the AISD	Enact Truth in Sentencing legislation	Distribute positive educational info in prisons
Provide more jobs for Arlington youth	Install video cameras, mirrors, and radios in all AISD campuses	Implement Interstate Felon Registration System	Enforce habitual criminal law
Create Crime Prevention Action Plan Committee			Create a volunteer Victim Response Team
			Make parents aware of civil liability for child's offenses

City of Arlington
Mayor's Coalition on Crime Prevention

ACTION PLAN

The following recommendations are in order according to their recommended timeframe for implementation. The recommendations in the Plan are not put in a priority order. Each one is an important part of the Action Plan. Timeframe recommendations are based on budgetary considerations as well as scheduling.

0-6 MONTHS

Make Code Enforcement more proactive, increase the number of code enforcement officers, and apply current regulations more consistently.

Violations of city codes are major contributing factors to the decline of blighted areas in Arlington. Blighted areas create opportunities for criminals and increase the likelihood of victimization. When areas of the city begin to deteriorate, crimes become easier to commit and even become tolerated by an apathetic community. Stringent code enforcement is one means of maintaining an appearance of vitality that deters crime as well as accelerating the redevelopment of certain areas. Currently, Arlington's codes are adequate for the protection of the community's health, safety, and welfare; their enforcement, however, needs to be enhanced. This recommendation includes working with existing resources to the greatest extent possible.

With additional code enforcement inspectors, Code Enforcement can be more proactive instead of reactive. Although the Code Enforcement Division receives numerous complaints of violations, it does not have enough manpower to seek out violations that are unreported and often pose a more serious risk to the public. Funding for additional inspectors could occur through the levying of greater fines and the imposition of liens on negligent property owners, charging reinspection fees, and/or implementing an inspection program for single-family rental properties.

Additionally, the city should undertake an educational effort to train municipal employees and contract employees (particularly meter readers) to look for and report code violations. The citizens of Arlington should also be educated about the proper reporting procedures and the codes of the City through a public awareness campaign and outreach program.

Expand AISD's Long Term Alternative Education Program.

The Long Term Alternative Education Program, located at the Venture School, addresses the academic and social needs of the suspended student and provides parents with support through parent education and peer

groups. This is the only Arlington Independent School District (AISD) program available to counter recidivism occurring in delinquent students. Suspended students should not avoid the consequences of their misconduct. Suspension from school without full day alternative supervision and instruction reinforces the tendency of students to repeat inappropriate or illegal behavior. These students should not be allowed to roam the community during school hours.

Implement a store-front policing program.

A store-front policing program would encourage additional community/law enforcement partnerships in Arlington. Storefronts should be highly visible and placed in neighborhoods that petition and guarantee to provide volunteer assistance to help operate the storefront. Other social services and community information should be located at the store-front for residents who stop by and visit. By stationing social service providers like Victim's Assistance, Department of Human Services, etc., at police substations, victims and their families could also access auxiliary services quickly. Without adequate transportation in Arlington, the proximity of the services to the people who need them is vital. Substations should be located in southeast and southwest Arlington.

Adopt a Business Crime Watch program.

Neighborhood Crime Watch programs have been particularly effective in reducing crime in residential areas or, at least, in shifting crime away from participating neighborhoods. By adopting a Business Crime Watch program, local businesses can emulate the success of the Neighborhood Crime Watch programs in Arlington. Various chains of department stores and area malls already engage in their own form of networking, but there is little communication about crime between businesses not under common ownership. A collection of businesses in a geographic area such as a retail strip center should meet regularly to discuss security concerns in common areas. Neighborhoods and community groups should also be involved to the extent possible. Businesses with similar activities should communicate for mutual protection against crimes like shoplifting. Business Crime Watch could be initiated by the Arlington Chamber with support provided by the Police Department.

Provide radios for sworn Police Department personnel not on patrol.

The Arlington Police Department currently equips its patrol officers with a radio-communication system in each squad car. Although this is sufficient for on-duty patrol, off-duty and non-patrol officers have no method to communicate rapidly and directly with police headquarters. Police officers are in a unique position to report crimes since they see crime occurring while

off duty or while travelling throughout the City, know the laws of the City, and know how to access the department's services. By providing *each* officer with communications equipment (either cellular phones or radios), crimes witnessed by all police officers can be more easily reported.

Distribute the NCPC curriculum manual to each campus in the AISD.

The National Crime Prevention Council (NCPC) publication Talking With Youth About Prevention is a book with curriculum suggestions for all grade levels. This book is endorsed by the Mayor's Coalition as an effective and important tool in examining and improving a child's self-esteem. The curricula provide teachers with a variety of methods for incorporating crime prevention into all subject areas. The programs also cover drug abuse prevention, self-protection, conflict management, and vandalism. This manual provides a teaching tool for teachers in every subject area.

Encourage open door times for other organizations to use the City's recreation centers.

By opening its doors to non-profit social service organizations at times when the Centers are not being used, the Parks & Recreation Department could become more of a community asset. Recreation centers are an excellent community resource with facilities that are appropriate for hosting youth activities. Social service organizations could provide the majority of the staffing and, in return, would have a community facility--located in the neighborhoods--which would not require capital expenditures.

Make significant local crime statistics available to businesses.

When crimes occur in the business community, there is sometimes a lack of awareness or misperception as to the nature of the crime. This communication gap could be narrowed by full disclosure of crime statistics to the local media, the Chamber of Commerce, and other business groups. One method would be to release the dollar value on the top three business crimes each month through a fax or computer network. By publicizing these crimes, local businesses can become aware of recent offenses and take proper preventive measures.

Expand the number of authorized officers dedicated to community-oriented policing.

The success of community-oriented policing has been noted in multiple national studies and has been successful in Arlington. Using the community-oriented policing approach, officers use initiative and creativity to

solve problems which are important to the community. For community-oriented policing to be most effective, beat officers must be given responsibility over a relatively small area. Smaller beat sizes mean that individual officers have more opportunity to interact with neighborhood residents and to identify their problems (actual and perceived). An increase in the number of authorized police officers should be directly related to the decrease in the size of beat areas.

Actively seek out minority students' parents and get them involved.

Without the support of their parents, many minority students are not provided with an environment which helps them achieve success at school. By increasing parental involvement, students are given additional positive role models and the school's community benefits from the involvement of the parents. This inclusion effort can be achieved by providing the teachers with multicultural teaching tools and techniques to communicate with minority students' parents. The identification of informal minority leaders within each school campus is also important to the school's success. Some examples include scheduling meetings and student extra-curricular activities at times when parents can become involved, holding activities to celebrate cultural differences, and working with the neighborhood churches/ institutions which have the loyalty and participation from ethnic groups.

Promote security consulting services provided by the City.

The Arlington Police Department provides an on-site evaluation of access points, lighting, and internal operations; provide training; and, coordinate the dissemination of crime information. Since very few businesses currently take advantage of existing consulting services, more promotion should occur including programs to business associations, civic clubs and the Chamber of Commerce. By increasing exposure of local businesses to experts in crime prevention strategies, the City acts to reduce the fear of crime among business owners and diminish monetary losses due to lapses in preventive security.

Mandate counseling for convicted assault offenders.

Current practices mandate counseling only for the <u>victim</u> of domestic violence, especially if she/he wants to drop the charges. This recommendation would provide mandated counseling for the victim <u>and</u> the offender prior to consideration by prosecutors for dismissal of charges. Counseling of offenders should also be mandated as a part of any sentence imposed by the courts and should be based on a sliding fee scale for the offender. Implementation of this recommendation requires a policy decision from the District Attorney's Office.

Create an ordinance that sets a standard for housing unit density in Arlington.

Crime, traffic, and related demands on city services increase proportionately to the population density in a given area. Many problems in neighborhoods are also exacerbated by high housing density. Arlington should promote variety in neighborhoods by encouraging future planned developments to commingle housing types in order to lessen the impact of density in neighborhoods and to set a maximum density standard for a neighborhood. This recommendation is currently included in the City's Zoning Ordinance Rewrite as a recommended change.

Place full-time School Resource Officers (SROs) at every junior high school.

The Arlington Police Department currently provides school resource officers (SROs) at the five high schools through a cooperative arrangement with AISD. SROs are greatly needed at the junior high schools. There is an increasing amount of violence and reporting of violence at junior high schools. Nationally, the rate of victimization of junior high students is greater than that of senior high students. The presence of an officer in each junior high would deter a great deal of violence, provide additional prevention education, lower the response time required for an officer to arrive at a junior high campus, and provide a positive presence at each school.

Focus crime prevention resources on multi-family complexes.

A higher proportion of violent crimes are being committed in multi-family complexes than in single family residences. These areas have been historically underserved and new programs as well as expansion of existing programs should target multi-family areas. Creative methods for involving residents of multi-family complexes in crime prevention activities must be developed by both the public and private sector, including apartment owners. Several programs which could easily be used are Crime Watch and "No Drug Use" leases.

Provide more jobs for Arlington youth.

With technology changing rapidly, it is important to provide Arlington youth with experiences to make them more employable in the future. Currently, Arlington participates in Fort Worth's Working Connection for youth employment. However, this program does not reach an adequate number of youth who need positive employment experiences. The City should examine ways to increase the number of jobs available to youth and work closely with the Chamber of Commerce to develop a program which would benefit the entire community. Initially, this program should concentrate on summer youth employment.

Increase bicycle-mounted police patrols during the summer months.

Fear of crime as well as crimes being committed in a neighborhood can often be alleviated by a strong and visible police presence. The Arlington Police Department has achieved great success with its bicycle-mounted patrols that serve to reduce criminal opportunity. In the summer months, bicycle patrols can be effective in policing areas where crime rates may rise due to the nature of the season. Bicycles also provide access to areas where cars cannot patrol and provide greater citizen access than patrol cars. Bicycle-mounted patrols receive very positive comments from Arlington citizens in the selected patrol areas.

Introduce prevention programs for youth into non-traditional settings.

Youth programs need to be additionally focused in areas where they congregate on weekends and after school. Currently, counseling information services are site-based. With inadequate transportation in Arlington, some youth find it very difficult to access these site-based services. Availability of drug prevention, counseling, and safety information services in non-traditional areas such as malls, shopping centers, and entertainment areas increases the opportunities for youth to use these services. Many cities have had positive experiences with locating leadership programs in locations where youth gather.

Distribute positive educational information in prisons.

Prisons should serve both as a consequence of illegal behavior and as a mechanism for teaching positive alternatives to prisoners. Movies that encourage violent actions should not be shown in prisons. These movies reinforce behavior which put people in prison in the first place. Show educational and motivational programs that promote appropriate behavior and raise self-esteem. Basic education is another important component in reducing recidivism in criminals. Information provided in prisons should be appropriate to the education level of the inmates. This recommendation is targeted for inclusion in future prison reform legislation.

Enlist participation from businesses close to schools to get involved in the Adopt-A-School Program, Mentor Program, citizenship programs, and sponsorship of campus/PTA projects.

New and existing businesses should be encouraged to participate with their local AISD campus. Programs such as Adopt-A-School and the Mentor Program rely on Arlington businesses to loan employees for mentors of children at-risk and to provide needed equipment, volunteers and resources. This cooperative arrangement can best be accomplished if the Arlington Chamber of Commerce agrees to help coordinate as they welcome new businesses into Arlington or see existing businesses relocating or

expanding near a school campus. The proximity of the business will encourage employees to become more involved and the students will readily identify the business as a mentor and friend to their school, thus creating a future customer or employee.

Support AISD's "Zero Tolerance Policy" on gangs and violence and the Arlington Police Department's Gang Unit.

AISD's "Zero Tolerance Policy" on gangs and violence has been effective in stabilizing the increase in the number of incidents that have occurred on school property. Calls for police service have increased at the campuses since the Zero Tolerance Policy was begun. In the past, administrators were more likely to handle the situation themselves before calling the police. Arlington Police are called much earlier now to assist in the intervention of any violent or gang-related incident. This "no tolerance" attitude has steadied the increase of violent crimes in the schools. The APD's Gang Unit also provides assistance and support to the zero tolerance policy by coordinating with the School Resource Officers at the high schools.

Appoint an Arlington Crime Prevention Action Plan Committee.

The ideas, suggestions, and feedback from the members of the Mayor's Coalition on Crime Prevention and the four Task Forces has been very valuable and insightful. An Arlington Crime Prevention Action Plan Committee should be appointed by the Mayor and City Council to oversee the implementation of this Plan. This Committee would provide quarterly reports to the Mayor and City Council on its progress. Staff assistance would come from the Arlington Police Department.

6 MONTHS - 1 YEAR

Commit to Crime Prevention Through Environmental Design (CPTED) principles.

Crime Prevention Through Environmental Design (CPTED) is a popular concept involving the design (or redesign) of the physical environment to reduce crime risks. These standards discourage criminals and invite people to enjoy common spaces and to share responsibility for maintaining them. The CPTED concept emphasizes strategies that improve the physical environment to reduce victimization and fear of crime. Techniques such as lighting adjustments, fencing modifications, and controlled access areas are all incorporated in the CPTED philosophy. The same principles can be used in revising traffic flow patterns to deter unwanted traffic or solve other problematic traffic situations.

The Planning and Zoning Commission should examine the City's zoning and building codes and revise where necessary and appropriate to include CPTED principles. The City should thoroughly review the crime prevention design of any building before issuing a permit or certificate of occupancy. To the extent feasible, and only after cost benefit analysis, these standards should be applied to existing structures as well as new construction.

The City should also encourage insurance companies to offer discounts and/or premium reductions for property owners who make CPTED modifications. A tax abatement equivalent to the projected savings in policing costs should be offered to businesses and residences that incorporate CPTED principles into their development.

Develop after-school and summer activities for junior high students at local community centers and churches.

Junior high age youth are very susceptible to crime -- both as victims and offenders. These youth are traditionally underserved by existing programs and services. After-school and summer activities for junior high students would provide them with an alternative to their current situation. These sites should be in existing buildings -- community centers, churches, etc. There is currently a variety of after-school programs for elementary youth; however, there is not much available for junior high youth who have no desire to be in facilities where elementary youth are located. By providing junior high youth with program and activities that develop their leadership potential, the youth could then mentor younger children through cooperative agency arrangements.

Create a Volunteer Victim Response Team.

A Volunteer Victim Response Team would complement the efforts of Arlington's Victim Response Team. A volunteer group of credentialed professionals would be available to respond to the needs of violent crime victims and their immediate families. Transportation, emotional support, resource referral, and a myriad of other support activities would be performed by the volunteers. This Team would work cooperatively with Rape Crisis which would continue to respond to sexual assaults.

Provide parenting education classes in the AISD for parents of adolescents.

Parenting education is vital for the success of Arlington youth. Parenting education has been traditionally focused at the elementary level. This needs to be targeted to the parents of adolescents. Any additional resources available for parents should be primarily directed to the junior high campuses. Parenting education classes should be provided during the day

for parents who work in the evenings and, during the evening for parents who work during the day. Flexibility in the offering of these classes is one of the keys to their success. The classes should be offered on the school campuses as well as in local community churches. Referrals to the classes should be made by AISD personnel. Arlington currently has an underutilized service for parenting education classes - the Parenting Guidance Center.

Enforce the habitual criminal law that currently exists.

Recent violent crime incidents involving released criminals with long felony and violent crime records indicate that the habitual criminal statute is not effectively used and may need revisions to make it more effective. A certain percentage of criminal offenders have no regard for the consequences of their behavior. Keeping these offenders incarcerated is the only effective deterrent to their continued criminal behavior. The habitual criminal law must be enforced in order to prevent future violent crime. This recommendation should become part of future legislative packages endorsed by MUSCLE (Mayors United for Crime, Safety and Law Enforcement).

Make parents aware of their civil liability for the offenses committed by their children.

Many parents do not know that they are responsible and liable for their children's actions. Programs in public forums such as the PTA, social service clubs, churches, and counseling agencies can help educate parents. Schools could include this information in the Rules of Conduct which is distributed to all parents. This information should also be made available to apartment complexes and through informal parent leaders in the community.

1 - 2 YEARS

Study the adoption of lighting standards for commercial areas.

Few factors controllable on the local level have a greater impact on the reduction of crime than the presence of adequate lighting and the strict enforcement of lighting requirements. Lighting provides protection against assault, theft, vandalism, and other crimes. Although minimum lighting standards must not interfere with privacy or waste energy, the intelligent use of illumination can increase safety. Sensor lighting, which uses motion detectors to activate outside lights can serve to deter crime and is also energy-efficient. Particular attention should be paid to lighting in areas *behind* shopping malls, strip malls, and office buildings. Businesses that fail to provide minimum lighting in these areas and in parking lots place their employees, customers, and property in danger. There are uniform lighting standards set forth by the Illumination Engineers Society.

Enact "Truth in Sentencing" legislation.

This legislation would limit the time and number of appeals a prisoner may utilize. It would also provide juries with more information regarding actual prison time served. This recommendation is directed towards legislative reform in the criminal justice system.

Initiate legislation that would address the punishment component of crime.

Working toward life without parole sentences, consideration of the public's safety when granting bail, extending time served for violent juveniles beyond age 18, and building more prisons would impact the punishment of criminals in the Texas criminal justice system. Each of these issues could have an improved effect on the lifestyles of the citizens of Arlington. Our current justice system provides for adequate prosecution; however, it does not provide for adequate and equitable punishment due to jail overcrowding and the lack of enforcement of the current punishment standards.

Encourage innovative sentencing options.

There are many options available to the courts besides jail time. Given the overcrowding in the jail system, now is a good time to look at some of these options. They include boot camps, community service, and restitution. One example of innovation was a judge in Florida who allowed the victim of a burglary to take personal property from the burglar as restitution. Other options might include drug offenders doing anti-drug community service and parents and their child working off community sentences for juvenile offenses.

Implement an Interstate Felon Registration System.

Texas is a member state of the "Uniform Act for Out-of-State Parolee Supervision." Felons from states that are not covered by the "Uniform Act for Out-of-State Parolee Supervision" would be subject to this newly created system. This system would require convicted felons of other states who reside in Texas for more than sixty days to register with the State of Texas. This strategy would increase information to law enforcement officials and be a further tool in the prosecution and conviction of interstate felons.

Earmark Juvenile Justice funding to support First Offender Match programs.

Providing first offenders with a mentor can be an effective deterrent against future offenses. The highest rate of recidivism among adult parolees occurs in offenders with prior juvenile incarceration records. The pattern of criminal behavior can continue as the offender moves from juvenile to adult status. Mentors can help break the cycle while the youth is still young

enough to be positively influenced. Currently, Arlington's Big Brother/Big Sister program is providing mentors to some first offenders. Additional match programs are needed.

Install video cameras, convex mirrors and additional radios at the elementary, junior high and high school campuses.

Many of the schools in AISD have been designed in the shape of a square with long hallways. By installing convex mirrors in the corners and in the restrooms, teachers could survey a much larger area. Video cameras could be installed in more troublesome areas and additional radios could be used to increase communication among the monitors who are outside of the buildings. These techniques would be especially helpful in the temporary classrooms and could be relocated quickly depending on surrounding circumstances.

THE FORT WORTH INITIATIVE

Fort Worth
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1993

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Tammy Norton
Butler TCAP

Liz Cowan
Butler TCAP

Bobbie Caldwell
Butler TCAP

Betty Walker, Manager
Ripley Arnold Housing Community

Helen Meadows
Ripley Arnold TCAP

Bobbie Black
Ripley Arnold TCAP

Sheila Hill
Ripley Arnold TCAP

Dora Shelton
Ripley Arnold TCAP

Ravenia Saddler
Ripley Arnold TCAP

George Gonzalez
Near Northside TCAP

Jesse Morales
Near Northside TCAP

Rosalinda P. Gonzales
Near Northside TCAP

Diane DeLeon
Near Northside TCAP

Christene Moss
Weed and Seed
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Willie Bennett
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Advisory Committee

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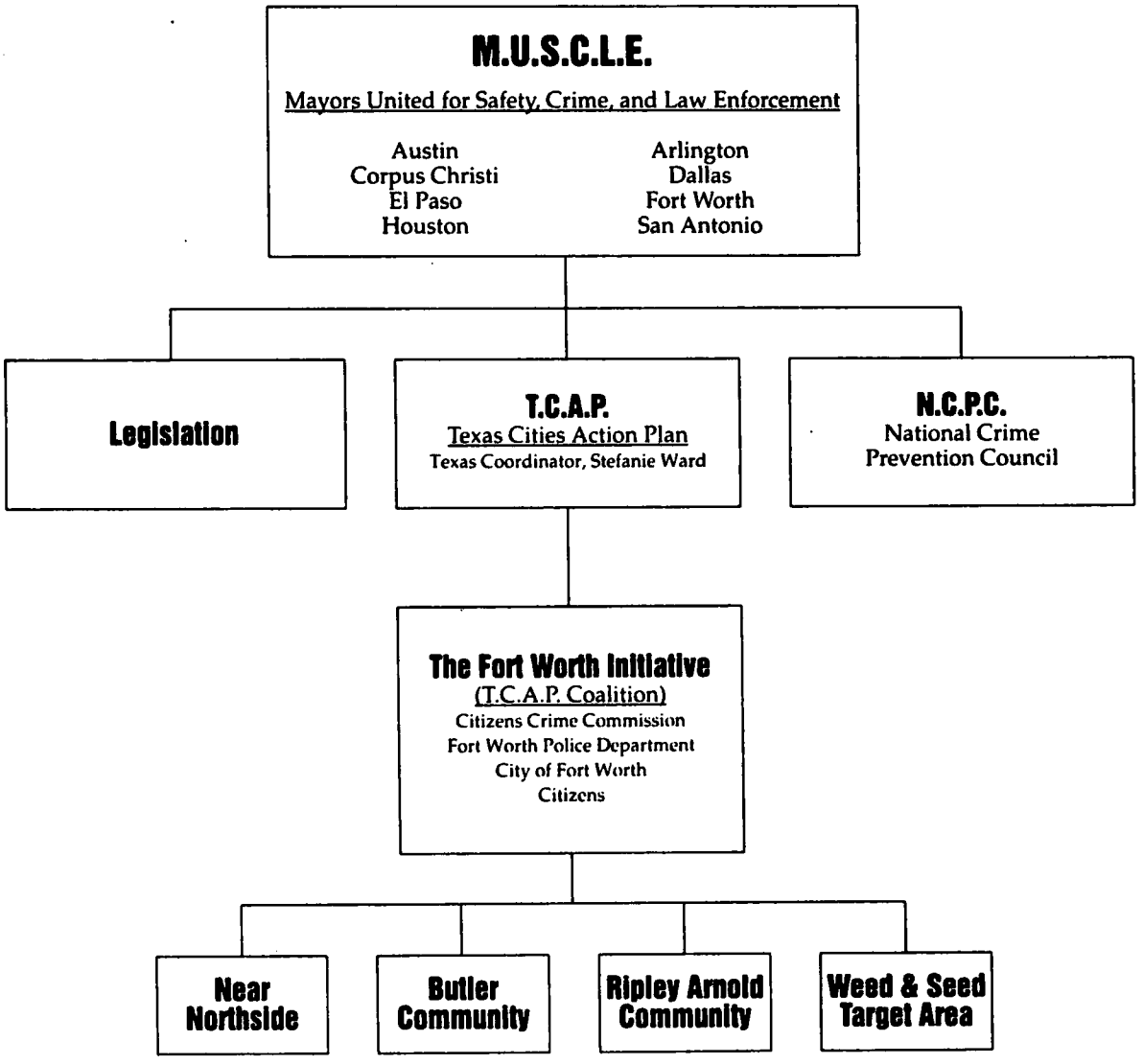
Advisory Committee

This report was prepared by Carolyn Bell, Citizens Crime Commission of Tarrant County.

The Fort Worth Initiative for TCAP



Fort Worth Initiative for TCAP

Position Statement: The Fort Worth Initiative endorses the concept of TCAP in linking with existing initiatives (Code:Blue, Gang Task Force, Fort Worth Vision Coalition, Weed and Seed, etc.) and by extending support and focus to three target areas: Butler Housing Community, Ripley Arnold Housing Community, and the Near-Northside area defined by Grand Avenue on the south, Jacksboro Highway on the west, NW 28th Street on the north and N. Main Street on the east.

Purpose: The purpose of the Fort Worth Initiative is to improve the environment of the targeted areas through community-planned, community-implemented revitalization efforts in coordination with community policing.

Fort Worth Initiative Goals:

To develop an on-going process in which communities can mobilize to address crime and other related issues.

To involve all targeted neighborhoods in the Fort Worth Initiative.

To encourage a multi-faceted approach in meeting the needs of the three targeted communities.

To train the local citizens to assess the community needs, to identify all possible resources, and to advocate for themselves and their communities.

To demonstrate that every resident can and must play a role in preventing crime.

Coordination: The Citizens Crime Commission of Tarrant County, in concert with the Fort Worth Police Department, is the lead agency in formulating and facilitating a non-partisan, non-political, holistic, grass roots, broad-based approach to crime prevention in the three targeted areas. Believing that crime prevention means identifying and meeting all needs of all citizens, the Fort Worth Initiative for TCAP proposes that all factors affecting quality of life must be considered if a significant change is to be made.

Specific Responsibilities of the Citizens Crime Commission were:

1. To facilitate community mobilization, using the most appropriate formats/resources/methods.
2. To Act as a clearinghouse to identify funding sources to support efforts of the Fort Worth Initiative.
3. To help coordinate all entities working on the goals of the Fort Worth Initiative to decrease duplication of effort and to maximize results.
4. To represent the Mayor as her designee at all TCAP meetings, sharing and gathering information with other seven Texas cities involved.
5. To link the three targeted areas with other programs/initiatives within the city of Fort Worth. (Code:Blue, Gang Task Force, Weed and Seed, etc.)
6. To provide training to community groups utilizing NCPC trainers whenever possible.
7. To maintain a data base of community resources.

Specific Responsibilities of the Fort Worth Police Department were:

1. To facilitate community mobilization, using the most appropriate formats/resources/methods.
2. To provide a safe environment for law-abiding citizens to live, work, and raise a family.
3. To mobilize residents in the targeted areas to be actively involved in resisting crime.
4. To aid in the coordinated use of resources by using street-level personnel to identify existing needs in their police reporting areas.
5. To document and share successful community policing efforts with other police sectors.
6. To inform the citizens of training opportunities within the law enforcement system and assess/advocate for additional training needs of the citizens.
7. To maintain crime statistics for the targeted areas so that the Fort Worth Initiative can be evaluated.

Fort Worth Initiative History

Mayor Kay Granger and the City of Fort Worth began a multi-faceted effort in 1991 to mobilize the citizenry to create a vision for the city and to encourage neighborhoods to develop prevention programs to create a safe environment for its children. Components of the effort included:

Code:Blue: A community oriented policing program implemented by Mayor Granger during the latter half of 1991. While it is a crime reduction strategy, it is multi-faceted in nature, and many of the projects involved fall within the definition of prevention programs. Specific programs include Citizens on Patrol, Taxis on Patrol, Storefronts, Police Athletic Leagues, Citizen Police Academy, Neighborhood Crime Watch, etc.

Gang Task Force: The Citizens Crime Commission of Tarrant County formed a Gang Task Force at the behest of the Fort Worth City Council in November, 1990 to develop a plan to deal with the issue of gangs and gang related crime that would include recommendations to combat the problem. The Gang Task Force realized from the outset the need to make recommendations for a county-wide solution to the problem. A holistic, community based, grass roots plan of action to address the problem of gangs and youth violence, ***Gangs in Tarrant County***, was published in October, 1991.

Fort Worth Vision Coalition: Committee of 450,000: In December, 1991, the City Council was presented a report outlining a citizen participation process to determine citizen opinions and priorities, as well as, to help establish a vision for the community's future. Elements of this plan included a Town Hall meeting on March 29, 1992, a telephone survey in April, 1992, and a special section to be published in the Fort Worth Star Telegram in the fall of 1992, providing a comprehensive report on Town Hall '92 and Fort Worth Vision Coalition's on-going plan.

Fort Worth Weed and Seed: In March, 1992, the City of Fort Worth in collaboration with the Citizens Crime Commission of Tarrant County applied for and was awarded a Weed and Seed grant from the U. S. Department of Justice. Weed and Seed is a comprehensive and coordinated multi-agency approach to law enforcement and community revitalization. The first task, "weeding", is accomplished by utilizing the resources of the criminal justice system, including intensive law enforcement efforts, to remove and incapacitate violent criminals and drug traffickers from targeted neighborhoods and housing developments. The second task, "seeding", restores the community by providing broad economic and social opportunities developed in cooperation with other federal, state, and local community groups. It represents a comprehensive and integrated approach to addressing violent crime, drug abuse, gang activity and deteriorating social and economic opportunities within a targeted high crime community. Fort Worth's Weed and Seed target area includes the Polytechnic Heights, Stop Six, and the Near Southeast neighborhoods.

Timeline

July - September, 1992

GANG TASK FORCE- The Gang Task Force was reorganized to implement the strategies of the Gang Task Force Report to reduce criminal gang involvement and activity. Over 300 volunteers are involved in the areas of prevention, intervention, enforcement, education, programs, issues, legislation, advocacy, and resources in targeted neighborhoods throughout Tarrant County.

FORT WORTH VISION COALITION: Committee of 450,000- The City Council District meetings were held and closure was brought to phase I, "Ask Fort Worth". The second phase of Vision Coalition, "Make It Happen", is being planned which includes community forums in the areas of highest concern: economic development, health, and youth issues.

Crime as an issue will also be addressed by encouraging Citizens on Patrol training for all neighborhoods.

October - January, 1992

1. The Mayor and TCAP planning team met with elected officials (City Council members, School Board members) and other key people in the target areas to discuss the Ft. Worth initiative.

   In the housing communities, the TCAP team met with the Executive Committee of the Residents' Association to identify leadership for Butler TCAP and Ripley Arnold TCAP. Both the communities decided to use the Residents' Association leadership for the TCAP initiative.

   The Near Northside community had several groups that were active in the neighborhood, but there was not an umbrella group that acted as a clearinghouse for all the efforts underway. After the initial meeting, the citizens in attendance elected a chairman from the community to lead the TCAP efforts.

2. The Mayor and Council members convened meetings in the three targeted neighborhoods to introduce TCAP and invite the communities to join in the Fort Worth Initiative. All three communities accepted the challenge.

3. In an effort to share information and to develop a link between the communities, the FORT WORTH TCAP COALITION was formed. The Mayor's designee was named chair. Members of the Coalition included the TCAP Texas Coordinator, the Mayor's Liaison, Assistant City Manager, City Council representatives, School Board representatives, the Executive Director of the Housing Authority, the Managers of the housing communities, the Police Department representatives, President of the Crime Commission, Executive Director of the Crime Commission and Chairmen and three or four representatives from the three neighborhoods.

   The Fort Worth TCAP Coalition also included the Chairman and several members of the Weed and Seed community. It was felt that the community policing and mobilization efforts that were proving to be so successful could serve as inspiration and a model to the new TCAP communities.

   An all day orientation and training was provided by the National Crime Prevention Council in January for the TCAP Coalition. It was a great way to bring the group into a closer working relationship, and it also provided a lot of stimulus and ideas for their individual community efforts.

November , 1992 - February 1993

1. Information and data was collected from existing organizations (FWISD, ACE, United Way, City departments) in the communities. The Police Department gathered crime statistics for these three geographic areas and a map for the Near Northside neighborhood, the Housing Authority provided demographics and maps of the housing communities, and community organizations and prior community efforts were identified. It was found that there was not an overall umbrella organization that was coordinating the issues and concerns of the neighborhoods.

2. The Crime Commission and the Fort Worth Police Department worked with the community leadership to facilitate meetings within each targeted community to identify issues and needs in the areas of: Alcohol & Substance Abuse, Housing, Youth, Safety, Families, Senior Citizens, Education, Economic Develop/Jobs, Communication and Child Care.

3. The Near Northside Advisory Community was established, and George Gonzales was elected Chairman.

4. The existing Residents' Association system in Butler and Ripley Arnold Housing Communities were used to facilitate recommendations from the TCAP Advisory Committees. Tammy Norton, Chairman of the Residents Association became the Butler TCAP Chair. Ravenia Saddler became the chair of the Ripley Arnold TCAP Advisory Committee while Helen Meadows remained President of the Residents' Association.

January - May 1993

1. The Community Advisory Communities formed appropriate subcommittees in their neighborhoods and developed strategies for the issues discussed, utilizing available resources as well as identifying other needed resources.

2. The Citizens Crime Commission met with the staff of the Fort Worth Housing Authority and Managers of Butler and Ripley Arnold to decide who would coordinate the implementation of the TCAP program. It was decided that the strategies from Ripley Arnold TCAP and Butler TCAP would be taken to their Residents' Associations for adoption. The Crime Commission is working with the program staff of the Fort Worth Housing Authority to assist the communities in the implementation of their TCAP plans.

3. Committees were defined, and individuals were assigned to work on specific projects and tasks.

4. The Crime Commission offered training opportunities for the TCAP communities in the areas of: Leadership Skills, Chairman Duties, Role of Committee, Grant Writing, Communication Skills, Conducting Meetings, Making Presentation, Writing Effective Letters.

5. The Mayor called a meeting of the Fort Worth leadership involved in the revitalization of downtown Fort Worth to share information of planning efforts. Presenters for the meeting included Bill Boecker representing Ed Bass, Downtown Fort Worth, Inc, Fort Worth ISD, Citizens Crime Commission of Tarrant County, Fort Worth Housing Authority, and HUD.

   The Ripley Arnold and Butler TCAP plans complimented the current planning of the downtown area.

May - Ongoing

1. The implementation of the individual community plans will be ongoing. The advisory Committees will work to build new coalitions in issue-related areas to assist with the implementation.
2. Committees will report projects to the media in a timely manner to encourage greater community participation and community pride.
3. The Crime Commission and the Fort Worth Police Department will work with the Housing Authority and the TCAP Communities to develop a follow-up process and structure so that the work of the communities will continue.

June, 1993

1. Community Advisory Committees will evaluate their progress and continue to strengthen the implementation of the their plans. Committees should continue to identify community resources and form stronger coalitions. The communities should continue to identify new issues and broaden their plans to address the issues.

July, 1993

1. The Community Advisory Committees will work with City Council members and the Mayor in setting budget priorities for targeted neighborhoods.

   The Community Advisory Committees should also advocate to other entities such as the School District, Housing Authority, and Transportation Authority for budget considerations in providing needed services to their communities.

RESOURCES:

The Fort Worth Initiative was staffed by volunteers from the Citizens Crime Commission of Tarrant County. The in-kind contribution of the Citizens Crime Commission of Tarrant County included: Meeting space, staff support, resource materials, maintaining records, and correspondence.

A grant of $3,000 from the National Crime Prevention Council funded printing, postage, meeting expense, and resource materials.

RECOMMENDATIONS:

Staffing- It is recommendation for future duplication of this model that there be one staff person or volunteer per target area. Volunteers from the community could be trained in implementing the TCAP Model and guided by a lead agency.

Funding (Based on one-year budget)

Staff time for Community Mobilization . . . . . .$15,000 - $25,000
(Depends on number of target areas & full time or part time)

Duplicating, postage, meeting expense, etc $7,500
July - September, 1992

Near Northside TCAP

Community Identified Issues

SAFETY/ALCOHOL AND SUBSTANCE ABUSE

Enforce laws concerning paint sniffing, sellers of paint and violators of abandoned homes to use drugs.
Monitor businesses that sell to minors (TABC)
Citizens need to demonstrate zero tolerance for drug users/dealers.
Community-based treatment centers
Hire men to do activities with youth - Parents participate.
Monitor rapid zone changes (i.e. tanning salons
replacing bars.
Prevention programs for youth
Get to root causes of problem.
Schools need ombudsmen to relieve teachers of direct
complaints
G. A. L. program
Fear of retaliation
Increase police/community interaction and C.O.P.s
Publicize enforcement efforts (i.e.Newsletters)
No panhandlers
Self-defense classes
Speed Zones in neighborhoods
Fire Department enhancement
Better police response time when call dis patchers instead of 911
Gang contribute to all crime issues
Gun shots in homes
Abandoned cars/tires
Abundance of theft in neighborhoods
Contact city to help i.d. absentee landlords, land owners for code enforcement
Publicize hot line numbers in English/Spanish
Need better lighting, utility management and repair of
timers at NSMPC and neighborhoods
Safe House opportunities

COMMUNITY PRIDE/HOUSING

Code Enforcement
Demolition of abandoned houses (Seek com munity improvement grants)
Recycle abandoned homes
Graffiti control
MAGIC Star equals funding
Overall neighborhood improvement - assist senior citizens and involve youth, churches. (i.e. house painting parties)
Citizens help educate each other (i.e. car pur chases,business opportunities.)
More reasonable access to land fill dumping
Bring people together - Seniors providing oral history for youth
More dog catchers - animal and pest control
Promote programs and new articles that show a positive reflection
Plant flowers in yards, sidewalks and along streets
Neighborhood Crime Watch Programs
Clean Alleys

THE TOTAL FAMILY COMMITTEE

(Youth, Family/Parents, Senior Citizens & Child Care)

Funds/grants for juvenile intervention activities
Juvenile Justice System needs revision
Enforce curfew
Community service projects
More youth activities (i.e. sports, after school, help will small children)
Youth C.O.P.s program
Expand Explorer program
Safe House opportunities
Need YMCA on the Northside
Stress management classes
Share history of community
Provide jobs for youth 13-16 years olds
Leadership development skills
Youth Job Fair
Improve summer reading program

Parental workshops (work on family unity, values)
Abuse programs for spouses and seniors
Abuse of welfare by single parents
Open Northside library on week nights
More involvement of church
Provide counseling and i.d. " significant others" for kinds whose parents don't care

Provide transportation to health care
Adopt-A-Senior (community service credits, youth run errand)
Provide youth with senior mentors (teach skills, promote trust)
Home improvement with youth assistance
Opportunities for extra jobs/funds (assist with child care, volunteer in schools)
Elderly abuse programs (education and prevention)
Phone Pals
Visiting nurse practitioners for seniors

Day care on campus for teen parents
Safe House for kids after school
Child care for job training participants
Train Child care providers
Affordable after school care
Night care for working parents
YMCA at all schools

EDUCATION

Make institutions aware they need to be "user friendly"
School aid fair-grants/scholarships for youth,adults, and seniors
Develop open door guidelines
AIDS/Sex education
Equal education for everyone
Volunteers in schools-use seniors
Year round school with wider range of electives
More sports for girls
Literacy education for adults
English/Spanish classes
Uniforms in schools
Gang prevention in school
Dare-Project Charlie
Devise methods to get parents involved with schools

ECONOMIC DEVELOPMENT/JOBS

Summer employment for youth 17 and younger (outside present agencies)
Bring in new businesses (i.e.7-11, food chains)
Hire from the community
Youth job training
Day and night care for working and job seeking parents
Opportunities for senior citizens (child care)

COMMUNICATIONS

Newsletters to inform citizens about crime prevention activities
Central hot line in Eng/Spanish that includes resource information for kids
Develop list of important numbers in Ecg/Spanish to be posted and included in phone directory
Develop history of Northside (i.e. videotape, speeches)
Phone Friend
Grass roots campaign to get people involved (go block to block, positive peer pressure)
Citizens work together in reporting crime

TRANSPORTATION

Work with "T" to meet transportation needs and educate citizens about available services
Work with malls to provide transportation
Cut price of bus fare
Shuttle within the neighborhood
Neighborhood carpool (citizens with cars can provide for those who do not)
Ask senior citizens of their needs

HEALTH

Different use of nurses/nurse practitioners
Visiting nurses
Publicize, simplify and make available services for health care and mental healthcare
Health Fairs in community
Dental and eye care
Immunizations
Pre-natal care
WIC program/more WIC training (access to services?)
AIDS education and testing/clinics for AIDS patients
YMCA for Northside (exercise classes)
Affordable doctor care
Humane Society - pet therapy

Near Northside TCAP

Strategies for a Safe, Crime-Free Community

COMMUNITY PRIDE AND HOUSING COMMITTEE

Strategies for Community Pride Issues

- To work with the City of Fort Worth for code enforcement to keep properties upgraded and clean.
- To seek community improvement grants to demolish abandoned houses that are prey to gangs and drug users.
- To work with the City of Fort Worth to renovate abandoned homes for new homeowners.
- To work with the City of Fort Worth and the police department to develop a plan for graffiti control in the Near Northside area.
- To assist senior citizens with property improvements by enlisting adult and youth volunteers to support existing or new programs.
- To work with the city to establish more reasonable access to land fill dumping.
- To work with the senior citizens and youth to develop an oral history of the Near Northside community.
- To work with the City of Fort Worth for better pest and animal control.
- To develop Neighborhood Crime Watch programs.
- To work with the City of Fort Worth, police department, and neighborhood associations to establish regular community clean-up days, targeting the alleys of the Near Northside.
- To work with the Communications Committee to promote programs and news articles that show a positive reflection of the community.
- To encourage homeowners and businesses to plant more flowers in yards and along sidewalks and streets.

SAFETY/ALCOHOL AND SUBSTANCE ABUSE COMMITTEE

Strategies for Alcohol and Substance Abuse Issues

- To work with law enforcement in identifying and reporting businesses who sell paint and alcohol to minors.
- To recruit agencies who serve substance abusers into the Near Northside community to educate the residents, help identify abusers, and provide support and treatment to adults and youth.
- To advocate for a community-based treatment center.
- To monitor rapid zone changes in the Near Northside area with special emphasis on bars and tanning salons.
- To advocate for substance abuse prevention programs for the youth in the community.

Strategies for Safety Issues

- To work with the Fort Worth Police Department to increase interaction between the community and the police department.
- To work with the Fort Worth Police Department to enlist more residents in Citizens on Patrol training and patrols.
- To work with the FWPD to improve response time in publicizing enforcement efforts in the community.
- To work with the City of Fort Worth in reviewing speed zones within the Near Northside area and establishing new zones where necessary.
- To support, sponsor, and publicize self defense classes in the Near Northside community.
- To work with the Fire Department to educate the community on safety, fire prevention, and department services.
- To work with Code Enforcement to remove abandoned cars, tires, and houses that are prey to gangs and drug use.
- To work with Code Enforcement to help identify absentee landlords and land owners of property in the Near Northside community.
- To advocate for publication of Hot Line Numbers in English and Spanish.
- To work with the City of Fort Worth to improve lighting at the Northside Multipurpose Center and neighborhoods.
- To work with the FWPD in developing a theft prevention plan in the area.
- To advocate for a Safe House program in the Near Northside community.

THE TOTAL FAMILY COMMITTEE

Strategies for Youth Issues

- To seek funds for juvenile intervention activities.
- To advocate for revision of the Juvenile Justice System.
- To work with the schools, police department, youth agencies, and churches to develop community service projects.
- To work with law enforcement and parents to enforce curfews.
- To advocate to schools, youth agencies, churches, and police department for more youth activities.
- To work with the police department to develop a youth Citizens On Patrol.
- To advocate for expansion of the Explorer program.
- To advocate for jobs for youth 13 - 16 years old.
- To work with youth agencies, schools, churches, and police department to provide leadership development skills for the youth of the Near Northside community.
- To work with agencies to provide Youth Job Fairs in the Near Northside community.

Strategies for Family and Parent Issues

- To work with agencies and churches to provide workshops for parents on family unity and family values.
- To work with agencies to provide Abuse prevention programs for spouses and seniors.
- To work with the Department of Human Services to educate and discourage abuse of welfare system by single parents.
- To work with the City of Fort Worth to keep the Northside library open on week nights.
- To advocate for more involvement of the churches in the Near Northside community.
- To work with agencies to provide counseling and mentors for children whose parents don't care.

Strategies for Senior Citizens Issues

- To work with agencies and the City of Fort Worth to provide transportation to health care services.
- To establish an Adopt-A-Senior program in the community.
- To work with the Seniors in the community to provide mentors for neighborhoods youth.
- To develop a program to provide home improvement assistance using adult and youth volunteers.
- To establish a Phone Pals program.
- To work with health care providers to increase visiting nurse practitioners for seniors.

Strategies for Child Care Issues

- To advocate for day care on campus for teen parents.
- To work with agencies, PTAs, and schools to establish Safe Houses for kids after school.
- To work with agencies and residents to encourage more residents to become trained child care providers.
- To advocate for more affordable after school care in the community.
- To advocate for might child care in the community for working parents.
- To work with the school district to provide YMCA child care at all schools.

EDUCATION COMMITTEE

Strategies for Education Issues

- To meet with the FWISD administrators and PTA/PTO officers in a Pyramid meeting to inform them of the Near Northside TCAP Education Committee and make them aware of the community needs, desires, and discontentment, and possible solutions.
- To help develop "volunteer guidelines" at each pyramid school if none currently exist.
- To work with businesses, Chambers of Commerce, foundations, and individuals in establishing scholarships and grants for the Near Northside students and adults interested in continuing their education or upgrading their skills.

- To work with scholarship committees in collecting information and in developing information sheets or packets detailing:

  a. The guidelines for awarding scholarships.
  b. The composition of the scholarship committee.
  c. Information needed and process for student application.
  d. The ethnic breakdown of scholarships awarded.
  e. State Guidelines or laws requiring equal access to scholarships.
  f. Collection of information on the distribution of scholarships to magnet and regular education students.
  g. Guidelines for distribution of scholarships between magnet and regular education students.

- To work with health care agencies to incorporate an Aids Outreach Center in a health fair, have a seminar at the Northside Multipurpose Center, or present a program at a PTA/PTO meeting.

- To work with the FWISD to provide more challenging electives for the regular education students.

- To work with parents and individuals to inform them of Spanish classes offered in the community.

- To work with businesses, Chambers of Commerce, foundations, and individuals to establish adult Spanish classes in the Near Northside.

- To work with the FWISD and parents in the Near Northside community to advocate for and help develop guidelines for wearing uniforms in public schools.

- To work with the FWISD and parents to help develop a dress code for students and teachers.

- To work with the FWISD and social service agencies to identify and work with at-risk students and their families.

- To work with the local schools to develop a more "user friendly" atmosphere.

- To work with schools, businesses, and community to provide scholarships and support for youth, adults, seniors.

- To work with the schools, agencies, and churches to provide more Aids and sex education for youth and the community.

- To work with the schools to provide equity in all schools.

- To advocate for Year-Round school with a wide range of electives.

- To advocate to agencies and schools for more sports programs for girls.

- To advocate for more literacy classes for adults in the Near Northside community.

- To advocate to the local schools for uniforms inschool.

- To advocate to the school district for gang prevention instruction at school.

- To advocate for the expansion of Dare and Project Charlie in schools.

- To work with parents to get them more involved in schools.

ECONOMIC DEVELOPMENT/JOBS COMMITTEE

Strategies for Economic Development

- To work with agencies to expand summer employment for youth 17 years old and younger.
- To work with the Hispanic Chamber to bring in new business into the Near Northside community.
- To work with local business to encourage them to hire from within the community.
- To advocate for more youth job training.
- To work with agencies to provide 24-hour child care for working and job-seeking parents.
- To advocate for more job opportunities for senior citizens.

COMMUNICATIONS COMMITTEE

Strategies for Communications Issues

- To establish a newsletter to inform citizens about crime prevention activities.
- To advocate for a central hot line in English and Spanish to be posted and included in the telephone book.
- To develop a history of the Northside using video tapes and speeches.
- To develop a Phone Friend program for the Near Northside.
- To develop a door-to-door campaign to get people in the neighborhood involved in community activities.
- To encourage citizens to work together in reporting crime.

TRANSPORTATION COMMITTEE

Strategies for Transportation Issues

- To work with the Fort Worth Transit Authority to meet Transportation needs of the Near Northside and educate the citizens about available services.
- To advocate for a reduction in bus fare.
- To work with the "T" to establish a shuttle within the neighborhood.
- To develop a neighborhood carpool program between citizens with and without cars.
- To work with the senior citizens to meet their needs.

APPENDIX A

WHERE TO FIND HELP WITH YOUR LOCAL INITIATIVE

The following organizations can provide help to localities that are developing and implementing systems-wide strategic and comprehensive crime prevention and control initiatives. To the right of the organization listing, checks (✔) indicate the type of help available from the organization.

ORGANIZATIONS	Ongoing technical assistance	Research and reference information	On-site consultation and training	Workshops and conferences	Resource development tactics	Community assessment models and tools	Communication strategies and tools	Publications and other materials	Funding
American Academy of Pediatrics PO Box 927 141 Northwest Point Boulevard Elk Grove Village, IL 60009-0927 847-228-5005							✔	✔	
American Planning Association 122 South Michigan Avenue Suite 1600 Chicago, IL 60603-6107 312-431-9100 Fax: 312-431-9985				✔				✔	
American Probation and Parole Association Publications Department PO Box 11910 Lexington, KY 11910-1910 606-244-8207 Fax: 606-244-8001		✔		✔				✔	
Boys & Girls Clubs of America National Headquarters 1230 Peachtree Street, NW Atlanta, GA 30309-3494 404-815-5700 Fax: 404-815-5789				✔				✔	
Center for Applied Study of Ethnoviolence The Prejudice Institute 8000 York Road Towson State University Towson, MD 21252 410-830-2435				✔			✔	✔	
Centers for Disease Control and Prevention U.S. Public Health Service/ Public Inquiry 1600 Clifton Road, NE Atlanta, GA 30333 800-311-3435 To receive information by fax: 404-332-4565		✔				✔	✔	✔	✔

ORGANIZATIONS	Ongoing technical assistance	Research and reference information	On-site consultation and training	Workshops and conferences	Resource development tactics	Community assessment models and tools	Communication strategies and tools	Publications and other materials	Funding
Center for Substance Abuse Prevention National Clearinghouse for Alcohol and Drug Information PO Box 2345 Rockville, MD 20847 800-729-6686 Fax: 301-468-6433		✔			✔	✔	✔	✔	
Center for the Community Interest 1136 19th Street, NW Washington, DC 20036 202-785-7844 Fax: 202-785-4370 rlconner@aol.com		✔	✔			✔		✔	
Center for the Study and Prevention of Violence University of Colorado at Boulder Campus Box 442, Bldg. #9 Boulder, CO 80309-0442 303-492-1032 Fax: 303-443-3297	✔	✔					✔	✔	
Center to Prevent Handgun Violence 1225 I Street, NW, Suite 1100 Washington, DC 20005 202-289-7319 Fax: 202-371-9615							✔	✔	
Child Welfare League of America 440 First Street, NW, Suite 310 Washington, DC 20001-2085 202-638-2952 Fax: 202-638-4004		✔					✔	✔	
Citizen's Committee of New York City, Inc. 305 Seventh Avenue, 15th Floor New York, NY 10001 212-989-0909 Fax: 212-989-0983		✔	✔			✔	✔	✔	
Community Anti-Drug Coalitions of America 901 North Pitt Street, Suite 300 Alexandria, VA 22314 703-706-0560 800-54-CADCA Fax: 703-706-0565	✔		✔	✔	✔	✔	✔	✔	
Community Board Program 1540 Market Street, Suite 490 San Francisco, CA 94102 415-552-1250			✔			✔	✔	✔	
Community Policing Consortium 1726 M Street, NW Suite 801 Washington, DC 20036 202-833-3305 Fax: 202-833-9295			✔	✔		✔		✔	

ORGANIZATIONS	Ongoing technical assistance	Research and reference information	On-site consultation and training	Workshops and conferences	Resource development tactics	Community assessment models and tools	Communication strategies and tools	Publications and other materials	Funding
Community Relations Service U.S. Department of Justice 600 E Street, NW Washington, DC 20530 301-492-5969	✔	✔	✔	✔		✔	✔	✔	✔
Corporation for National and Community Service 1201 New York Avenue, NW Washington, DC 20525 202-606-5000	✔						✔	✔	✔
HUD Drug Information and Strategy Clearinghouse PO Box 6424 Rockville, MD 20850 800-578-DISC Fax: 301-738-6655					✔	✔	✔	✔	✔
International Association of Chiefs of Police 515 North Washington Street Alexandria, VA 22314 703-836-6767 Fax: 703-836-4543		✔		✔				✔	
International Centre for the Prevention of Crime 507, Place d'Armes Bureau 2100 Montréal, PQ Canada H2Y 2W8 514-288-6731 Fax: 514-288-8763 cipc@web.apc.org http://www.crime-prevention.org/icpc		✔		✔		✔		✔	
International City/County Management Association 777 North Capitol Street, NW Suite 500 Washington, DC 20002-4201 202-962-3531 Fax: 202-962-3500		✔		✔	✔			✔	
Join Together: A National Resource for Communities Fighting Substance Abuse 441 Stuart Street, Sixth Floor Boston, MA 02116 617-437-1500 Fax: 617-437-9394	✔	✔		✔	✔	✔	✔	✔	
Justice Research and Statistics Association 444 North Capitol Street, NW Suite 445 Washington, DC 20001 202-624-8560 Fax: 202-624-5269		✔		✔				✔	

ORGANIZATIONS	Ongoing technical assistance	Research and reference information	On-site consultation and training	Workshops and conferences	Resource development tactics	Community assessment models and tools	Communication strategies and tools	Publications and other materials	Funding
National Alliance of Business 1201 New York Avenue, NW Suite 700 Washington, DC 20005 202-289-2888	✔	✔	✔	✔	✔	✔	✔	✔	
National Association of Attorneys General 444 North Capitol Street, NW Suite 339 Washington, DC 20001 202-434-8000		✔		✔			✔		
National Association of Counties 440 First Street, NW, Eighth Floor Washington, DC 20001 202-393-6226 Fax: 202-393-2630	✔	✔		✔			✔	✔	
National Association of Neighborhoods 1651 Fuller Street, NW Washington, DC 20009 202-332-7766		✔		✔	✔	✔	✔	✔	
National Association of Towns and Townships 444 North Capitol Street, NW Suite 294 Washington, DC 20001 202-624-3550 Fax: 202-624-3554		✔		✔			✔	✔	
National Center for Community Policing School of Criminal Justice 560 Baker Hall Michigan State University East Lansing, MI 48824-1118 800-892-9051 Fax: 517-432-1787		✔				✔	✔	✔	
National Civic League 1445 Market Street, Suite 300 Denver, CO 80202-1728 800-223-6004 Fax: 303-571-4404	✔	✔		✔		✔	✔	✔	
National Conference of Christians and Jews 71 Fifth Avenue, Suite 1100 New York, NY 10003-3095 212-206-0006 Fax: 212-255-6177		✔	✔	✔		✔	✔	✔	
National Conference of State Legislatures 1560 Broadway, Suite 700 Denver, CO 80202 303-830-2200 Fax: 303-863-8003		✔		✔			✔	✔	

ORGANIZATIONS	Ongoing technical assistance	Research and reference information	On-site consultation and training	Workshops and conferences	Resource development tactics	Community assessment models and tools	Communication strategies and tools	Publications and other materials	Funding
National Council on Crime and Delinquency 685 Market Street, Suite 620 San Francisco, CA 94105 415-896-6223	✔	✔		✔				✔	
National Crime Prevention Council 1700 K Street, NW, Second Floor Washington, DC 20006 202-466-6272 Fax: 202-296-1356 kelly@ncpc.org http://www.weprevent.org	✔	✔	✔	✔	✔	✔	✔	✔	
National Crime Prevention Council 8-130, Rue Albert Street Ottawa, ON Canada K1A 0H8 613-941-0505 Fax: 613-952-3515		✔		✔	✔	✔	✔	✔	
National Crime Prevention Institute University of Louisville Bellknop Campus, Brigman Hall Louisville, KY 40292 502-852-6987 Fax: 502-852-6990		✔	✔	✔				✔	
National Criminal Justice Association 444 North Capitol Street, NW Suite 618 Washington, DC 20005 202-624-1440 Fax: 202-508-3859		✔		✔					
National District Attorney's Association 99 Canal Center Plaza, Suite 570 Alexandria, VA 22314 703-549-9222 *American Prosecutors Research Institute* 703-549-9222 *National Center for Prosecution of Child Abuse* 703-739-0321 *Criminal Prosecution Unit* 703-549-6790		✔		✔	✔	✔	✔	✔	
National Governors' Association Hall of the States 444 North Capitol Street, NW Suite 267 Washington, DC 20001 202-624-5300 Fax: 202-624-5313		✔						✔	

ORGANIZATIONS	Ongoing technical assistance	Research and reference information	On-site consultation and training	Workshops and conferences	Resource development tactics	Community assessment models and tools	Communication strategies and tools	Publications and other materials	Funding
National League of Cities 1301 Pennsylvania Avenue, NW Suite 550 Washington, DC 20004 202-626-3000 Fax: 202-626-3043		✔		✔			✔	✔	
National Organization for Victim Assistance 1757 Park Road, NW Washington, DC 20010 202-232-6682, 800-TRY-NOVA Fax: 202-462-2255	✔	✔	✔	✔		✔	✔	✔	
National School Safety Center 4165 Thousand Oaks Boulevard Suite 290 Westlake Village, CA 91362 805-373-9977 Fax: 805-373-9277		✔					✔	✔	
National Sheriff's Association 1450 Duke Street Alexandria, VA 22314-3490 800-424-7827 Fax: 703-683-6541		✔		✔		✔	✔	✔	
National Training and Information Center 810 North Milwaukee Avenue Chicago, IL 60622-4103 312-243-3035 Fax: 312-423-7044	✔	✔	✔			✔	✔	✔	
National Urban League 120 Wall Street, 8th Floor New York, NY 10005 212-558-5300 Fax: 212-344-5332	✔	✔		✔		✔	✔	✔	
National Victim Center 2111 Wilson Boulevard, Suite 300 Arlington, VA 22201 703-276-2880	✔	✔	✔	✔		✔	✔	✔	
Police Executive Research Forum 1120 Connecticut Avenue, NW Suite 930 Washington, DC 20036 202-466-7820 Fax: 202-466-7826		✔	✔	✔		✔		✔	
President's Crime Prevention Council 736 Jackson Place, NW Washington, DC 20503 202-395-5555 Fax: 202-395-5597		✔			✔			✔	✔
U.S. Conference of Mayors 1620 I Street, NW Washington, DC 20006 202-293-7330 Fax: 202-293-2352		✔		✔				✔	

ORGANIZATIONS	Ongoing technical assistance	Research and reference information	On-site consultation and training	Workshops and conferences	Resource development tactics	Community assessment models and tools	Communication strategies and tools	Publications and other materials	Funding
U.S. Department of Education Safe and Drug Free Schools Program 400 Maryland Avenue, SW Room 1073 Washington, DC 20202 202-260-1856 Fax: 202-260-7767	✔	✔	✔	✔		✔	✔	✔	✔
U.S. Department of Housing and Urban Development 451 7th Street, SW Washington, DC 20410 800-245-2691		✔		✔				✔	✔
U.S. Department of Justice Office of Community Oriented Policing Services 1100 Vermont Avenue, NW Washington, DC 20005 202-514-9139 Fax: 202-616-5998	✔	✔	✔	✔				✔	✔
U.S. Department of Justice Office of Justice Programs 810 7th Street, NW Washington, DC 20531 *Bureau of Justice Assistance* 800-688-4252 Fax: 301-251-5212 *Bureau of Justice Statistics* 800-723-3277 Fax: 301-251-5212 *National Institute of Justice* 800-851-3420 Fax: 301-251-5212 *Office of Juvenile Justice and Delinquency Prevention* 800-638-8736 Fax: 301-251-5212	✔	✔	✔	✔	✔	✔	✔	✔	✔
Youth Crime Watch of America 9200 South Dadeland Boulevard Suite 100 Miami, FL 33156 305-670-2409 Fax: 305-670-3805	✔		✔	✔	✔	✔		✔	

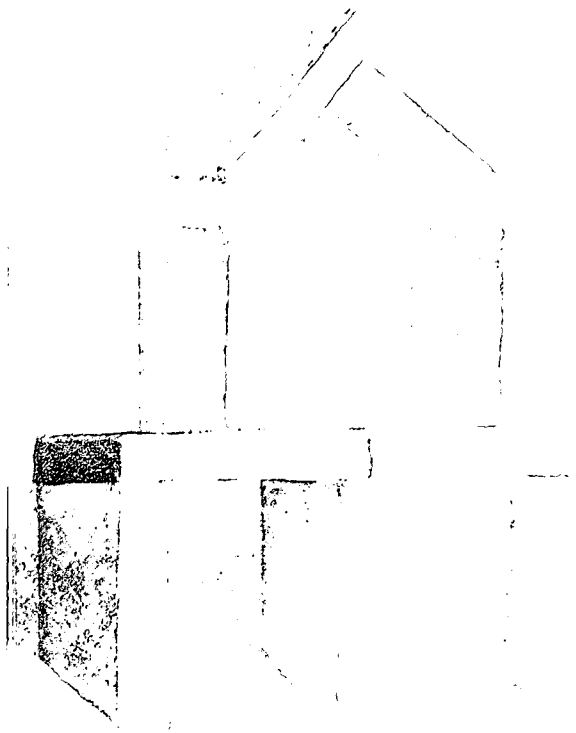
APPENDIX

B FIVE APPROACHES TO EVALUATION

Approach	Emphasis	Focusing Issues	Strengths	Weaknesses
Experimental	Research design	What effects result from program activities, and can they be generalized?	Emphasis on objectivity and the generalizability of the conclusions reached by use of controlled experimentation techniques. These features give experimental evaluations high credibility among many program administrators and decision makers.	Difficulty of establishing controlled conditions in the real world in which most social programs operate, and lack of sensitivity to the subtleties and complexities of human interactions
Goal-oriented	Goals and objectives	What are program's goals and objectives and how can they be measured? Generalizability of the conclusion is less important than program relatedness.	Concerns with the clear delineation of logical relationships between objectives and activities and emphasis on elements that are important to the program. Encourages involved individuals to focus on specific elements that are meaningful to them.	Potential narrowness and the possibility of missing important, unintended consequences.
Decision-focused	Decision making	Which decisions need to be made, and what information will be relevant?	Attention to specific needs of decision makers and the increased impact this may have on program-related decisions.	Many decisions are not made at a specific point in time, but occur through a gradual process of accretion. Many decisions are not data-based but rely on subjective impressions, politics, "gut feelings," personal needs, and so on.
User-oriented	Information users	Who are the intended information users, and what information will be most useful?	Concerns with individuals who care about the program and attention to information that is meaningful to them.	Reliance on a stable user group and susceptibility to greater influence from some interests than others. User group can change composition frequently and this can disrupt the continuity of activities. Difficulty in ensuring that all interests are represented.
Responsive	Personal understanding	Which people have a stake in the program, and what are their points of view?	Sensitivity to multiple points of view and ability to accommodate ambiguous or poorly focused concerns.	Reluctance to establish priorities or simplify information for decision making. It is practically impossible to take into account the perspectives of all concerned groups.

TAKE A BITE OUT OF

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



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