Community Development as a POP Response:
When Is It the Best – or a Really GOOD – Option?

Featuring success stories from a forthcoming COPS-sponsored book…

BUILDING OUR WAY OUT OF CRIME

The Transformative Power of Police-Community Developer Partnerships
<table>
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<th>Panelists</th>
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<tr>
<td><strong>Bill Geller</strong></td>
<td><em>Director, Geller &amp; Associates Consulting, Glenview, IL &amp; Consultant to LISC co-author, Building Our Way Out of Crime</em></td>
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<tr>
<td><strong>Lisa Belsky</strong></td>
<td><em>CEO, Belsky &amp; Sons, Community Development Expert &amp; LISC Consultant co-author, Building Our Way Out of Crime</em></td>
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<td><strong>Hugh Clements</strong></td>
<td><em>Major &amp; former Commander of District 5 Providence (RI) Police Dept.</em></td>
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<td><strong>Julia Ryan</strong></td>
<td><em>Program Director, the Community Safety Initiative of the Local Initiatives Support Corporation, NYC</em></td>
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The kind of problems this strategy addresses...

There are persistent crime hotspots that Police cannot sustainably “arrest away,” no matter how hard they try.
There are persistent crime hotspots or hot areas that Police cannot sustainably “arrest away,” no matter how hard they try.

But some of these hotspots can be physically changed (“built away”) -- through strategic interaction between public safety workers and community developers.
This strategy is effective? Says Who?
Among mayors, cops, and others...

2 of the nation’s top leaders of effective, innovative community development & policing:

Boston Foundation
President Paul Grogan

Los Angeles Police Dept.
Chief (ret.) Bill Bratton
Who says this strategy is an example of POP?

2008 Goldstein Award winner Constable Keith Collins

The man apparently named after the Goldstein POP awards
Evidence from 3 cities where this was the right option, producing public safety + development “interaction effects”...

- **Charlotte-Mecklenburg, North Carolina**
  - Druid Hills neighborhood
  - Charlotte-Mecklenburg Police Dept. &

- **Minneapolis, Minnesota**
  - Phillips neighborhood
  - Minneapolis Police Dept. & Great Neighborhoods! Development Corp.
The public safety results from our 3 main case studies:

Charlotte-Mecklenburg...
... and Minneapolis...

% Declines in Crime, Calls for Service or Arrests in Focus Areas in 3 Cities After Developer-Police Interventions

- Charlotte-Mecklenburg
  - Park Crime: -83.7%
  - Park CFS: -84.9%
  - Kohler Crime: -56.1%
  - Kohler CFS: -58.1%
  - Olando Crime: -55.8%
  - Olando CFS: -41.6%
.. and Providence

% Declines in Crime, Calls for Service or Arrests in Focus Areas in 3 Cities After Developer-Police Interventions

<table>
<thead>
<tr>
<th>City</th>
<th>Park Crime</th>
<th>Park CFS</th>
<th>Kohler Crime</th>
<th>Kohler CFS</th>
<th>Olando Crime</th>
<th>Olando CFS</th>
<th>Rep Crime</th>
<th>CFS</th>
<th>Arrests</th>
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<tr>
<td>Charlotte-Mecklenburg</td>
<td>-83.7</td>
<td>-84.9</td>
<td>-56.1</td>
<td>-58.1</td>
<td>-55.8</td>
<td>-41.6</td>
<td>-25.0</td>
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A Closer Look: The Olneyville neighborhood in Providence, Rhode Island

Before the interventions...
A decade ago, in this half-mile square neighborhood...

- Parents told their children never to walk on Manton Avenue or south of it-- “You can get kidnapped. You can get shot. There’s a lot of bad people there.”

- The only reason to go to Aleppo Street was for drugs or prostitution.
Development Impacts:
From brownfield... to Greenspace...
...and a sprouting community

...with “eyes” on their new park
Attractive, affordable homes replaced dens of drug dealing, prostitution and violence...
Healthy community life returns to the area for low-income families, and area workers enjoy a recreational lunch break in the park.
Calls for Service, Olneyville Areas

Calls for Service, Focus Areas in Olneyville Neighborhood, 2002-2007. The CFS include shots fired, person with a gun, drugs, and loud music/party.
The Providence Police Department & Olneyville Housing Corporation receive the 1st Place 2007 MetLife Foundation national “Community-Police Partnership Award” $5 Who Dat? prize
After the ceremony, Herman Goldstein told a reporter:

“What has occurred in Olneyville, in many respects, is a ‘perfect example’ of problem-oriented policing…. Rather than repetitively respond to crimes at the dens of prostitution and drug-peddling and prosecute their habitués in the criminal justice system, according to problem-oriented policing, it is much preferable to eliminate those dens.”
Providence Mayor David N. Cicilline:
“This strategy is a key part of a mayor’s change agenda.”

“We are in a time when change is needed in how the nation and cities solve problems.”

“We need new approaches that make more efficient and effective use of scarce resources, that bring people and institutions together as partners so we can get more done with less.”

We need a new investment strategy for crime control.
Service Demands on Providence Police in Olneyville’s Focus Areas Dropped

2 Focus Areas in Olneyville:
% of Neighborhood Geographic Area vs.
% of Neighborhood Calls for Service, Before & After Key Interventions

Before data are from 2002, when the Hotspots Area had 112 of Olneyville’s 708 CFS & the Revitalization Area had 175 of Olneyville’s 708 CFS. After data are from 2007, when the Hotspots Area had 14 of Olneyville’s 454 CFS & the Revitalization Area had 34 of Olneyville’s 454 CFS.
Minneapolis, Minnesota

The largest, poorest, and most diverse neighborhood in the entire State of Minnesota:

THE PHILLIPS NEIGHBORHOOD
The Phillips Neighborhood, Minneapolis, Minnesota
In the Phillips Neighborhood of Minneapolis, a drug market is eliminated by a commercial corridor turnaround and replaced with durable assets.
Development Impacts in Phillips:
A Convenience Store/Gas Station at the center of the Focus Area…

that accounted for 517 calls for police service in just 12 months…
...was replaced by Franklin Street Bakery...
which brought the area... 

popular baked goods — and **SAFETY** resulting from customers, employees and other stakeholders who brought positive activity and kept “eyes” on the street & plaza.
The Bakery added dozens of new jobs for local residents in the commercial & retail operations.

Everyday, the bakery runs ’round the clock and produces 20,000 loaves of bread (in 120 varieties) and 30,000 buns and rolls. Shoppers come from all around the Twin Cities for its award-winning cakes & pastries.
A flagrant open-air drug market at the intersection of Franklin & 12th...
...was built away as the buildings and blocks along Franklin were transformed into the revitalized Ancient Traders Market.
...and 12th Street was converted into a popular pedestrian plaza - often used for festivals celebrating the Neighborhood’s many cultures.
The foundations of this turnaround:
1. The CDC bought & changed the problem properties

- transformed 7 blocks along Franklin
- invested over $13 million
- brought the neighborhood 46 successful businesses
- employing 518 people, many of them local residents
2. police established a real presence and accessibility (through co-designing a useful police substation, The Franklin Avenue Safety Center — built at CDC expense).
Is this still too much of a “black box” for you?
What is this potential partner we call a “CDC”?

- Community-based non-profits with a mission to revitalize a specific geographic area
- Governed by residents of the neighborhood
- DEVELOP affordable housing, commercial real estate, community facilities
- MOBILIZE RESIDENTS around important causes, often through paid organizers
- SERVICES may range from homeownership counseling to youth programs to employment training programs
- May have POLITICAL CONNECTIONS, particularly those that can simultaneously represent grassroots neighborhood interests along with significant $$ in private development
- LEVERAGE PRIVATE AND GOV’T RESOURCES
1 more quick example of this kind of developer working with police to solve persistent neighborhood problems — *Southeast Seattle*
Southeast Seattle – Noji Gardens project
Homesight CDC & Seattle Police, elected officials & others join the community in celebrating a breakthrough
The turnaround is music to everyone’s ears!
To summarize what’s under the hood—
How the BUILDING OUR WAY OUT OF CRIME strategy works...

- A developer who has:
  - bricks-and-mortar development capacity
  - the interest & expertise to revitalize key blighted, crime-generating locations
  - willingness to work cooperatively with the police

DEVELOPER:

Replace Liabilities with Assets
City Leaders & Law Enforcement willing and able to:

- plan & coordinate with developers
- make short-term, well-timed investments of their reputation, crime prevention expertise, and enforcement resources in the focus area

DEVELOPER:
Replace Liabilities with Assets

POLICE, PROSECUTORS & OTHER LAW ENFORCEMENT:
Control Crime, Disorder & Fear

Replace Liabilities with Assets
The Strategic Elements...

A “critical mass” of mutually-reinforcing safety & revitalization that...
• transforms the property
• curtails crime
• enlists stakeholders, and
• generates momentum that becomes self-sustaining and fuels further safety and vitality.
When safety + development reach “critical mass” there are “interaction effects”...

- Reducing crime spurs investment & development.
- Development converts crime hot spots to community assets.
- Crime control & development become easier.
With proper support from the City and others, Police & Community Developers can work together powerfully at all stages of a “building-away crime” Physical Development Project.
But in many cities police merely give CPTED advice at the Site Acquisition & Construction Stage…

Police-Developer Collaboration During a Community Development Construction Project

- Consult with Police on project design to incorporate CPTED principles
- Provide CPTED input on project design
...but in the most productive police-developer collaborations...

...the police were engaged *much earlier* than the final stages of the development process.

For example, with City government support they helped Developers strategize & make sound decisions about…
Choosing a development strategy:
What are the neighborhood’s needs – and opportunities – for crime control and revitalization?

- Talk with Police about neighborhood needs
- Identify safety concerns for the project
- Identify strategic sequence of possible development sites
- Develop infrastructure to support public-private collaborations for successful, sustainable development & safety
- Provide CDCs with safety priorities for the neighborhood
- Identify strategic sequence of crime control interventions linked to locations & problems
- Develop infrastructure to support public-private collaborations for successful, sustainable development & safety

Police-Developer Collaboration During a Community Development Construction Project
Identifying possible projects: What should be built – where – to help strengthen the community and reduce crime?

What should be built – where – to help strengthen the community and reduce crime?

Identifying Possible Projects

- Solicit project suggestions from police
- Inform Police of CDC’s suggested projects
- Discuss opportunities & risks of each suggested project
- Identify specific projects keyed to neighborhood needs & opportunities
- Identify police (& other CJS) resource requirements to support different project options

Choosing a Development Strategy

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Community Developer Activities

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Police Activities
Assessing Project Feasibility
Are the residents, investors, developers and police ready, willing and able to play their part in project success?

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Assessing Project Feasibility
- Coordinate with police on soliciting needs & wishes of the community
- Determine CDC’s capacity & willingness to commit resources needed for this project to have positive effect on community development & public safety

Police Activities
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Community Developer Activities
- Identify specific projects keyed to neighborhood needs & opportunities
- Identify police (& other CJS) resource requirements to support different project options
- Provide design input to help developer scope the project
- Identify neighborhood & local gov’t champions for the turnaround goals
- If CDC commits to redevelop the problem site, are police willing & able to invest their resources to help ensure the turnaround’s success?
- Do targeted enforcement for crime reduction
Financing & Business Planning: Help Developer document for investors the soundness of this investment in public safety and revitalization.

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Financing & Business Planning
- Leverage partnership with police when applying for financing

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Assessing Project Feasibility
- Provide design input to help developer scope the project
- Identify neighborhood & local government champions for the turnaround goals
- If CDC commits to redevelop the problem site, are police willing & able to invest their resources to help ensure the turnaround’s success?
- Endorse CDC’s financing proposals & provide other support as needed to launch a project likely to curtail crime
- Continue targeted crime reduction at locations key to project success
And at the Site Acquisition & Construction Stage...

Police may help on matters in addition to CPTED...

| Police-Developer Collaboration During a Community Development Construction Project |
|---|---|---|---|---|
| **Choosing a Development Strategy** | **Identifying Possible Projects** | **Assessing Project Feasibility** | **Financing & Business Planning** | **Site Acquisition & Construction** |
| • Talk with Police about neighborhood needs | • Solicit project suggestions from police | • Coordinate with police on soliciting needs & wishes of the community | • Leverage partnership with police when applying for financing | • Consult with Police on project design to incorporate CPTED principles |
| • Identify safety concerns for the project | • Inform Police of CDC’s suggested projects | • Determine CDC’s capacity & willingness to commit resources needed for this project to have positive effect on community development & public safety | • Begin lessons learned exercise with police on this project & implications for collaboration on other projects |
| • Identify strategic sequence of possible development sites | • Discuss opportunities & risks of each suggested project | • Discuss opportunities & risks of each suggested project | • Capitalize on ground breaking to create cmty developer institutional support (LISC, banks, et al.) for partnerships with police |
| • Develop infrastructure to support public-private collaborations for successful, sustainable development & safety | | | | |

**Community Developer Activities**

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**Police Activities**

- Consult with Police on project design to incorporate CPTED principles
- Begin lessons learned exercise with police on this project & implications for collaboration on other projects
- Capitalize on ground breaking to create cmty developer institutional support (LISC, banks, et al.) for partnerships with police
- Provide CPTED input on project design
- Advise on preventing construction site theft & vandalism & help protect site through patrol attention
- Capitalize on groundbreaking to expand support within PD for collaboration
- Begin lessons learned exercise
- Continue targeted crime reduction
Finally, during Project Completion & Maintenance...
Police help identify Lessons Learned & help plan next steps to sustain gains and set new goals.

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Site Acquisition & Construction
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Project Completion & Maintenance
- Consult with CDC on property management policies, selecting management firm, tenant selection policies & procedures
- Establish procedures for on-going CDC support in managing property for crime control
- Lessons learned exercise with police
- Confer with police to select future projects that build on lessons & accomplishments

Community Developer Activities

Police Activities

- Provide CDCs with safety priorities for the neighborhood
- Identify strategic sequence of crime control interventions linked to locations & problems
- Develop infrastructure to support public-private collaborations for successful, sustainable development & safety
- Provide CPTED input on project design to incorporate CPTED principles
- Endorse CDC’s financing proposals & provide other support as needed to launch a project likely to curtail crime
- Continue targeted crime reduction at locations key to project success
- Consult with Police on policies & procedures for selecting tenants & seek help with tenant background checks
- Establish procedures for on-going police support of property managers’ tenant control decisions
- Lessons learned exercise with police
- Confer with police to select future projects that build on lessons & accomplishments

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The Bottom Line - We asked the police & development leaders in our 3 cases:

As you think about all the time, tenacity, and resources you devoted to working with each other to address blight and crime in your community, was the return on investment worth it?

Their answers were unequivocal: YES
Why is policing easier if developers help? What do CDC assets mean for police?

- Brick and mortar development
- Property management
- Job creation and job training/placement
- Social services or partnerships with service providers
- Youth programs
- Advocacy and political action
- Community and merchant organizing
- Attracting private investment
If this is so good, why can’t all the cats do it?

Partnerships among orgs with unequal power

_The gospel according to Woody Allen:_

“The Lion & the Lamb shall lie down together, but the lamb won’t get much sleep.”
Besides wariness of your new, strange partner...

- Displacement?
- Lack of control by police ("Best Supporting Actor" award)?
- Slow solution?
- Cost?
- Limited availability across cities & among neighborhoods within any given city?
- Beyond police competence?
- Political or ethical risks?
But TRUST may be the big one—
How much trust can we have in our partner?

...even if that partner
is your spouse?
They don’t make wives like they did in 1952!
The website of DOJ’s COPS Office will post the full text of BUILDING OUR WAY OUT OF CRIME early in 2010 - www.cops.usdoj.gov

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