

# SafeGrowth: A New Model for the 21<sup>st</sup> Century City

## Tying neighborhoods to the tools that prevent crime<sup>1</sup>

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## From where we came

If we venture beyond a simplistic – and ultimately ineffective – response to the complex issue of crime, it is difficult to find a solution to this pervasive predicament of urban life. The problem is especially acute today as we face such a wide range of crime types: narco traffickers and organized crime, street assaults and robbery, school and domestic violence, and many others. What is the best route to take? Equally vexing is why some prevention strategies work in one case but not another?

The best route forward is to think of crime as medicine thinks of illness – not as a simple problem with a quick solution, but rather as a specific problem of the whole body requiring a proper diagnosis before a tailored prescription. Crime, it turns out, has many solutions. The key is tailoring solutions at a small enough level – the neighborhood – and then, in partnership with service providers, helping those who live with, and around, the crime ridden neighborhood to help themselves. I call this form of prevention and neighborhood governance, SafeGrowth.

Since 1996 the United Nations Habitat program has embraced concepts such as Safer Cities, crime prevention through environmental design (CPTED) and good governance. Frequently these concepts arise along with calls to rethink the role of the police or create local crime prevention coalitions. They also align with the UN *Habitat Agenda* which acknowledges the responsibility of local authorities in crime prevention,

Some laudable first steps are underway. These include strategies such as women’s safety audit walks, social programs, or situation prevention measures. However, in themselves, these steps do not yet represent a coherent planning framework to build a sustainable local agenda for safe cities. They are all excellent strategies that have their place. But in many cases such strategies are adopted piecemeal with short term results.

For example, police may collaborate with residents to tackle local drug crime using a problem-solving approach. But in a year or two, attention frequently moves elsewhere and drug problems reappear. Too often we adopt one set of strategies without trying alternative options. In other cases social prevention programs

become city policy and CPTED is ignored, or the reverse.

To further complicate matters the vast geographical, cultural, and economic scope of cities around the world makes it unlikely any single model will apply to all. In many communities the police do not to work as problem-solvers in partnership with residents. In others, residents are suspicious of, and non-cooperative with, the police.

Clearly, we need a coherent model for municipalities to prevent crime. At the outset, I wish to be very clear what I mean by the term “model”. A model in this context is a blueprint; it is an outline showing the shape of change needed to create safe neighborhoods. Some places will have programs already in place that coincide with parts of the SafeGrowth model. These can easily become part of the new structure. A model in this context also means I am less interested with the specific titles attached to the prevention theories and programs I describe and more interested in the process by which we diagnose, craft and apply safe growth principles in each neighborhood. Ideally, each municipality can adapt the model while still retaining the basic structure of change it infers.

I also acknowledge that many large scale, economic or social problems seem intractable and beyond the scope of local crime prevention. That may be true. However, it does not mean that municipalities still cannot adopt different parts of a new prevention model while the long-term changes are underway. In fact, I argue that the immediate impacts from safer municipalities can become a catalyst for changing some of those long-term, intractable problems.

Finally, I do not spend time here describing the mechanics of the various prevention concepts such as CPTED, social prevention, or situational crime prevention. Summaries of these concepts, and their failings, are widely available in the literature<sup>1</sup>. Basic familiarity with these concepts is necessary in order to appreciate how SafeGrowth tackles their widely recognized flaws – program failure and implementation weakness. In addition, SafeGrowth draws on some of the methods for diagnosing local crime in the problem-oriented policing movement, a

description of which is available at the UN Habitat Safer Cities website in *Urban Safety and Good Governance: The Role of the Police* (2001).

### To where we might go

There is no single path for change. In some places crime is not on the public agenda. In too many others, especially in larger urban areas, this is a time when the fear and incidence of crime is once again on the rise in many communities. It is also a time when we see the emergence of alternative ways to build neighborhoods and lead civic affairs. In some western countries urban planning strategies such as new urbanism, bioregionalism, eco-villages, and smart growth lead the way into the 21<sup>st</sup> Century. But in spite of attempts to integrate crime prevention into the planning and administration of cities, the vast majority of contemporary programs remain fragmentary and secondary to neighborhood life.

Occupying the back seat of the urban development process is not new for crime prevention. It is certainly not from a lack of effort to move forward. There have been repeated efforts to integrate crime prevention programs over the years. The vast majority of this work is done by police officers, criminologists or prevention specialists. For example in Canada, the United States, and the United Kingdom these efforts include crime prevention through environmental design<sup>ii</sup>, SafeScape<sup>iii</sup>, Secure By Crime<sup>iv</sup>, and Crime Prevention Through Social Development<sup>v</sup>. All have merit. However none truly represent an integrated and holistic way to develop, plan and administer safety in cities<sup>vi</sup>.

Therefore the blueprint that the SafeGrowth Model provides is a new way to build a capacity for locally-driven community safety. It describes the research and planning activities that go into creating those plans. It includes suggestions for transforming neighborhood governance that may better facilitate SafeGrowth implementation. Keep in mind that all the proposals in this paper will take time to put in place, but many communities already have programs that lend themselves to the model. In addition, there are many ways in which the SafeGrowth Model can come to life in different places – this paper

presents one ideal vision for how that can happen.

### The SafeGrowth Vision

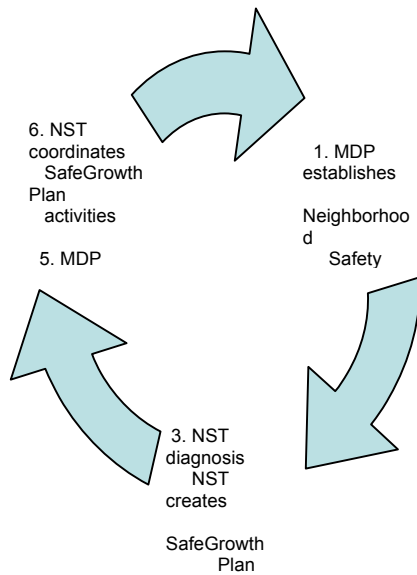
In a new approach called Second Generation CPTED, my colleague Gerry Cleveland and I argue that the ingredients for safe and healthy neighborhoods are not a mystery<sup>vii</sup>. Safe neighborhoods have similar characteristics. They have a full range of citizen participation<sup>viii</sup>. They have community dialogue and partnerships on important issues<sup>ix</sup> and they have a measure of cohesiveness between residents and groups<sup>x</sup>. They have a distinct local culture and a diverse population with ample opportunities for positive interactions<sup>xi</sup>. They also have a local capacity to reduce opportunities and motives for crime<sup>xii</sup>. These are the kinds of characteristics the people within a safe neighborhood need to develop and cultivate. The term I use to describe the combination of all these characteristics, along with a neighborhood planning process, is *SafeGrowth*.

SafeGrowth concepts are not new. They have been part of planning practice since the ancient Greek polis married the idea of the civic place with the notion of civic responsibility. The current method of SafeGrowth merges the Civitas safe planning concept of my colleagues Gerry Cleveland, Ross McLeod, and I<sup>xiii</sup> along with Smart Growth<sup>xiv</sup> – urban design focused on human scale development, social interaction, and sound ecological planning. In SafeGrowth these combine with 1<sup>st</sup> and 2<sup>nd</sup> generation crime prevention through environmental design (CPTED). They are also applied to safety at the level of the small neighborhood (2,000-4,000 residents), not uniformly across large urban areas.

There are six process phases in the SafeGrowth model. The are shown in Figure #1.

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Figure 1 – SafeGrowth Process



*Phase One:* The Municipal Development Panel (MDP)

*Phase Two:* The Wisdom Council.

*Phase Three:* The Neighborhood Safety Team completes the diagnosis and planning. At the end of the diagnosis the NST formulates an annual SafeGrowth Plan.

*Phase Four:* The SpeakOut forum (see note below).

*Phase Five:* The MDP advocates (where necessary) to City Council involvement.

*Phase Six:* The NST proceeds with those parts of the plan they can immediately act upon.

### Phase One

Municipal Development Panels are an advocacy board on crime and safety for City Council. In this phase the MDP will form and create local **Neighborhood Safety Teams (NST)**.

Municipal Development Panels and Neighborhood Safety Teams may not seem revolutionary to community development workers. Nor should they; similar versions have been around for years such as community consultative groups, planning committees, and

safety commissions. The SafeGrowth model seizes on this familiarity and expands it by linking them together, as shown in diagram #2. In this model they are not ad hoc groups of city council, they are permanent features of neighborhood governance.

Another feature of phase one is that the primary task of the MDP is to ensure the development of local problem-solving skills – through training or other means – within NST members. Those members include police, social workers, community development professionals, etc., and a small group of residents.

### Phase Two

The MDP begins the process in each neighborhood by convening a Wisdom Council. The Wisdom Council is a small number of community members randomly selected to participate in a facilitated brainstorming session (described below). An independent convener trained in *dynamic facilitation* helps the Wisdom Council develop a list of safety and livability issues in that neighborhood<sup>xv</sup>

This is an invention of community participation specialist Jim Rough. Twenty years ago Rough pioneered the dynamic facilitation method as a way to help community groups overcome intransigent problems by reframing problems into “choices”. His method has had considerable success when taught to those who must facilitate collaborative ideas in neighborhoods. His ideas appear in his book *Society’s Breakthrough: Releasing Essential Wisdom and Virtue in All the People*.

Rough then created the Wisdom Council approach to help initiate new ideas for neighborhood development and local democracy. In the SafeGrowth model the Wisdom Council generates ideas for major safety issues in the community and these are released to the public after the event. The NST considers these ideas, among others, within their SafeGrowth Plan.

### Phase Four

Following the diagnosis the NST formulates an interim SafeGrowth Plan. This plan will contain a prioritized list of specific problems that must be addressed in that neighborhood, suggestions for solving them and who might respond, and specific measurable goals in a one or two year

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timeframe. For example, those suggestions might include targeting a recent increase in street robberies and reducing them by 50 percent over the next year.

Once that plan is developed the NST presents the plan to a public forum for community feedback. There are many ways to do this, but the SafeGrowth model uses a half-day **SpeakOut forum**<sup>xvi</sup>. The SpeakOut is a model for community engagement that “goes out to the people rather than asking them to come to it.” It was developed by Australian social planner Wendy Sarkissian as a lively and interactive staffed exhibition where a wide range of people participate.

Comments and suggestions from that forum are then incorporated in to the SafeGrowth Plan as it is finalized.

### Phase Five

The NST submits the plan to the MDP who in turn advocate the plan to City Council (e.g. for coordination with relevant municipal departments). Keep in mind that NST’s and the SafeGrowth plan pertains to relatively small areas from a thousand up to 4 or 5 thousand residents. A city of over a million residents will most likely create numerous MDPs who will each facilitate multiple NST SafeGrowth plans each year or two. City council will see only the most pressing cases, or those in which problems overlap among multiple SafeGrowth plans, for funding or the attention of other municipal departments.

In places where neighborhood problem-solving teams are in place, the implementation step is already underway at this point. Since SafeGrowth neighborhoods are small, the NST identifies local resources and people already available for starting some work. In cases where neighborhood clean-ups, parenting programs, women’s safety audits, or CPTED programs apply, work begins immediately. In cases where more serious policing enforcement or social programs apply, the MDP advocates at city council for various neighborhood SafeGrowth funding.

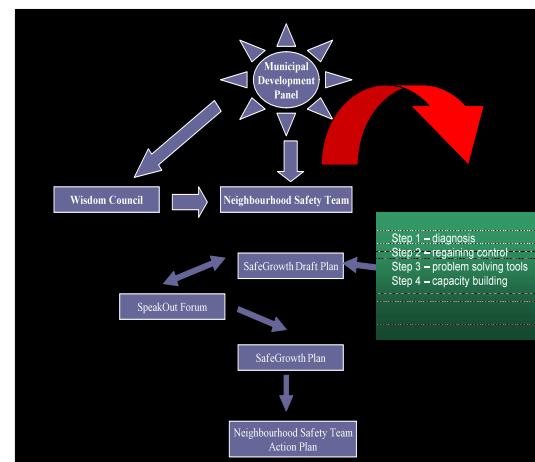
### Phase Six

The NST monitors progress using the measurable results in the SafeGrowth plan. Whatever does not work one year can be brought into the next SafeGrowth plan for further re-examination. The entire phasing of the SafeGrowth plan will likely take a year or two the first time it runs, however afterwards it can be refined into an annual process.

SafeGrowth is not a specific crime reduction program, but rather a tool to help community members – in collaboration with civic staff, law enforcement and elected officials – create their own local crime prevention plan and preventive strategies.

One organizational framework for governing the SafeGrowth process is in Figure #2.

*Figure #2 – SafeGrowth Organizing Framework*



### The SafeGrowth diagnosis

The key to success in SafeGrowth planning is the systematic diagnosis of local problems, the formulation of local priorities, and the crafting of tailored plans to move annual goals forward in each SafeGrowth neighborhood. Once the Wisdom Council forwards a list of priorities, the NST embarks on the analysis and planning portion of SafeGrowth. They may expand the Wisdom Council list, or focus only on a few, based on their diagnosis results.

There are four steps to that diagnosis and initially it will likely take the NST a few months to complete the plan (for that reason NST members should hold two year terms. Replacement members should be brought in gradually so they can learn how SafeGrowth

works). I describe the four diagnosis steps below.

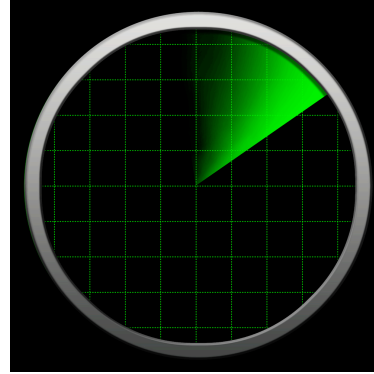
The NSTs use the SafeGrowth plan as a roadmap to negotiate the issues they confront in their neighborhood. That plan contains a four step model. The four steps are the neighborhood profile, re-establishing local controls, problem solving tools, and community capacity building. Later I will offer suggestions for implementing and governing the SafeGrowth model.

### **I – The neighborhood profile**

Each NST must receive training – or have access to expertise – in crime prevention strategies and crime analysis. This is necessary for them to be able to create a comprehensive annual safety plan to enhance and sustain a safe neighborhood. Their analysis begins by compiling a neighborhood profile of existing community assets and crime problems. They must combine crime statistics from the police with perceptions and attitudes of local residents. Many of these perceptions may already be part of the Wisdom Council issues. Fear of crime must be examined along with the physical structure of crime opportunities within the neighbourhood. This can be accomplished in a number of ways:

- Community search conferences
- Round table discussions
- Environmental scans, safety audits, and CPTED surveys
- Predictive crime mapping with geographic information systems

It is important to note that it does not matter who specifically conducts the analysis nor from where the expertise emerges. There are many suitable sources for helping to start the process: consultants, academic researchers, police crime analysts and crime prevention specialists are a few. In addition, many communities already have community consultative data and relevant statistics on hand.



What matters most in SafeGrowth is that those living and working within the neighbourhood have a role in determining how the profile is created. That is why the Wisdom Council aspect is so important. That begins the participative process.

In addition, some NST members are themselves drawn from the local neighborhood. Others on the NST might include neighborhood police officers, security officers, neighborhood planners, social workers, youth, local teachers, and local religious officials.

Another means for participation during the diagnosis is asking local residents to participate in safety audits, thereby gaining some understanding of the fears of others and the physical conditions within the neighbourhood. The NST may also ask local college and university students to administer surveys on local attitudes. NST members should ideally include police crime analysts who can look at crime map patterns.

There are many other research activities they can conduct. For example, some police agencies participate in an innovative new law enforcement field training method called the Police Training Officer program. It requires recruits to compile a Neighborhood Portfolio Exercise that contains many of the kind of community and crime data sought by a NST. As part of that recruit's training evaluation, those results can easily be presented to the NST, thereby introducing that recruit to the community and also assisting the NST in preparing their profile.

In some neighborhoods it is necessary for crime prevention specialists and crime analysts to provide analytical background to neighbourhood residents before the profile begins. The teaching role of these specialists, whether police officers,



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security professionals or criminologists, is a new and important public safety service we will need in the future. Specialists can help others understand how to gather and analyse local information. Their success in doing that is a performance measure we can apply to their services.

It is also important to finally acknowledge the role of information. The time has come to do away with the annual police reports that record crime statistics and clearance rates as a measure of police performance. They show no such thing! There are many reasons why, too numerous to expand on here. Suffice to say, notorious problems with unreliable police data, unreported crimes, and manipulated clearance rates have raised enough suspicion about these measures over the years. In any event, reported statistics have never been a proper measure of neighborhood crime and disorder.

Instead of crime reports, local crime information should be formulated as part of the NSTs annual action plan for the delivery of specific prevention services and safety programs designed to address specific problems. In the SafeGrowth community it is these action plans that comprise the means by which safety and prevention services are delivered.

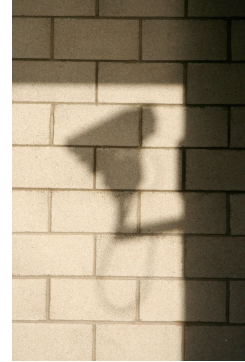
### 2 - Re-establish Local Controls

In many neighbourhoods, serious crime problems are present. Some places experience high fears of victimization. Residents in such places don't fully participate in local activities or use amenities like the corner park, due to fear of crime. If people cannot enjoy an evening out for a walk or ride public transit without fear, they are being robbed of their right to live in peace. Public services, like transit, will be underutilized and therefore cost ineffective. Local businesses will suffer from a loss of potential income.

In such places, where crime "hotspots" are blight, it is first crucial to re-establish local controls. Social controls like these take many forms. A few are:

- Enhanced emergency response, police crack-down, or security response
- Zero tolerance enforcement and saturation patrol, where necessary

- Non-vehicle, highly visible uniform patrol. Where police cannot provide that service, properly trained private parapolice might be considered<sup>xvii</sup>
- Target hardening and situational crime prevention



Each of these strategies has their place. Traditional security may be useful if the action plan calls for them. For example, hardening vulnerable targets by improving lighting conditions, installing fencing, or instituting "lock it or leave it" campaigns. These strategies are nowhere near as effective by themselves as when they are tailored together into a comprehensive SafeGrowth plan.

Note that in the SafeGrowth model, this second step – re-establishing control – is only one of four steps. In the past, many prevention and policing efforts stop at this point. It is like a weed-and-seed program that weeds, but does not seed. This is ill-advised. It does not reflect the comprehensive nature of SafeGrowth. Halting enforcement and prevention efforts before longer-term strategies are in place is not consistent with what we know about modern prevention. For example, research on successful problem-oriented policing projects shows that single enforcement strategies rarely work on their own without follow-up longer term preventive strategies<sup>xviii</sup>. Successful crime clean-ups and safety programs typically involve at least five tailored responses based on a thorough diagnosis.

### 3 - Introduce Problem solving Tools

Crime is complex and beyond the capacity of a single agency to stop it. Therefore the tools to resist crime must be applied within the

neighborhood. When the word “capacity” is employed in this case it refers to a very specific set of problem-solving skills. Police or security officers might introduce those skills to community residents when they tackle a problem. That assumes, of course, that those police or security officers use modern problem-oriented policing methods<sup>xix</sup>. Moreover, the skills may emerge from specialists such as competent CPTED consultants or youth violence prevention experts who teach conflict resolution classes to school children to reduce bullying.

The problem-solving tools themselves are plentiful. They include:

- First generation CPTED (crime opportunity reduction)
- Problem-oriented policing
- Conflict resolution skills
- Cooling crime hotspots by targeting repeat offenders

The fact that these programs already exist does not distinguish SafeGrowth. The difference here is that any policy formulated on SafeGrowth must recognize that these problem-solving skills belong, ultimately, at the level of the neighborhood. Someone must reside there who has them. That person can be a police officer or security guard stationed in the neighborhood. It can be a social worker, community volunteer or business association member. The organization that delivers the service matters less than the service they provide. It is the service that is the point. That is why SafeGrowth plans employ a neighborhood profile and then provide strategies tailored for specific problems.

### 4 – Capacity building

Bringing problem-solving skills into any neighbourhood can help alleviate crime and prevent new ones from emerging. But there is no way to ensure continuity from one year to the next if the professionals and experts with those skills leave or happen to move away. Who will take up the service delivery of problem-solving? That is the first short-fall to a status quo that stops at step #3. Problem-solving activities cannot be sustained without a significant transfer of those skills to the neighborhood.

Today the task of regularly solving crime and disorder problems is done, if at all, by the police.

It is also available on occasion through social workers, youth workers, or other similar professionals. There are two major shortfalls to this. First, while problem-solving project work may be available through other professionals, problem-solving skills are not. In other words, there is no intentional transfer of the tactics and skills to the community unless the intention of those problem-solving projects is to teach skills (as well as solve the problem). That is one goal of a SafeGrowth action plan. It is also why SafeGrowth employs problem-based learning to build local capacity.

The second shortfall to the status quo is that professionals such as police officers may transfer to new positions or locations. Replacement officers, if any, may not have the same problem-solving skills. There is no way a neighborhood can ensure the police command staff will retain the same commitment to that neighborhood from year to year, nor is it likely police command staff will even remain the same people. Transfers and professional migration are common-place in policing.

The only way to ensure continuity is to build a long term capacity to problem-solve within the neighbourhood. This does not mean that untrained residents will conduct investigations of serious criminal offences. That would be foolish. The SafeGrowth model does not dispute the need for criminal investigations, forensic analysis, and emergency response for serious events. These needs will not change.

Instead SafeGrowth proposes that key members of the community learn problem-solving skills. It is necessary to create organizations to facilitate that or for current one’s to assert their commitment to this goal. In short, both those who live and work in a neighborhood need to share this transfer of knowledge and sense of community purpose to that end. To that end, this paper provides 19 suggestions for governing and implementing the SafeGrowth model. The goal of those steps is a permanent SafeGrowth process that deals with many, if not most, its own problems and, as well, plans for safe future urban and social development. Professionals, such as police and municipal planners, have a critical role for education, liaison and response. But they will deliver their services *with* local residents, not *to* or *for* them. Most importantly, they deliver their services in the context of the local SafeGrowth plan the neighborhood



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develops for itself. That is how capacity-building takes place in an ideal setting.

There are a range of specific programs for capacity building. They include:

- Second generation CPTED (crime motive reduction)
- Urban design charrettes
- Problem-based learning
- Restorative justice programs
- Social and cultural programs to enhance a sense of community

Capacity building is among the most complex and difficult of the four SafeGrowth steps. However it's critical that capacity building become an integral part of NSTs action plans. How does that occur?



### SafeGrowth in practice: A Toronto case study

Consider the example of the San Romanoway apartments in north Toronto, Canada. This community has a long tradition of crime and respondents to a victimization survey portrayed a community in crisis. Drug abuse, violent crimes, youth delinquency, and fear levels were all significantly higher than other communities across the country. In 2000 when a team of prevention specialists began to create a profile of the area, a victim survey on site revealed a bleak picture. Although police spent considerable resources responding to crime in this community, over 1 in 10 was still burglarized, and almost ten percent continued to be victims of violent crime<sup>xx</sup>.

The team expanded its analysis through numerous CPTED surveys on site, and interviews with residents, managers and security

officers. This included a photo survey of the exterior and interior portions of the site. It also included collecting management records and security reports about the property.

Preliminary recommendations included tactics to re-establish control of drug dealers on site and enhanced security. Problem-solving recommendations included 1<sup>st</sup> Generation CPTED strategies, such as improving the lighting, installing border fencing to reinforce access control, and improving the on site maintenance to enhance image. Improvements were made to tennis courts and nearby area fencing. Funds from an outside agency were obtained to build a community garden and also construct a safe playground area for children. Local politicians were brought into the project and appeared during media photo opportunities. Eventually they channeled over \$500,000 in grant funds to San Romanoway.

That initial work led to the capacity building strategies. These include programs such as an anger management program, youth mentoring, and computer classes in a new computer room. As well they funded a full time teacher and social worker to help students expelled from school. Community cultural programs include a cultural dance group, tennis clubs, and a homework club.

Today, there are still problems. There is a need for more police problem-solving and increased on-site private security (the latter of which has been cut back by property owners for cost savings). In addition, many of the original regaining control and 1<sup>st</sup> Generation CPTED strategies were not funded by the property owner<sup>xxi</sup>. But in spite of these implementation constraints – and unlike many other prevention programs in the past – this program continues to move forward with local efforts by residents and community workers. Residents now work together and participate in their own non-profit organization called the San Romanoway Revitalization Association. They coordinate many of their own activities on site. A recent follow-up study found a 23 percent decrease in violent crimes since the strategies began in 2002, including a 30 percent drop in robberies, sexual assaults and assaults by strangers. There has also been a 21 percent decline in burglaries<sup>xxii</sup>.

With this kind of success, how does one go about crafting a SafeGrowth plan as a permanent

feature of neighborhood life? How does a municipality administer this form of community-building? The answer is neighborhood governance – in this case governance means less about elections and more about community participation.

## Governing SafeGrowth

The goal of SafeGrowth is two-fold:

1. To address future development goals and practices – at a local, neighborhood level – in concert with any larger community plans that may exist in the city or town, and;
2. To respond to already existing crime and disorder problems, some of which may be minor but if left untended may lead to more serious events. There are many instances where local residents and business owners themselves, with the help of planning, social work, justice, and enforcement officials, can address these problems with currently existing resources on an on-going basis.

Thus in one respect, SafeGrowth is a kind of neighborhood governance model. In another respect, it is already underway. Several components of this model already exist in some communities. Where that is the case, it will be a small matter to upgrade and modify those existing organizations. Where that is not the case, the following steps are some suggestions for moving forward.

## 19 steps to launch a new safety model

### **At city hall: The Municipal Development Panel**

1. Municipalities should amend regulations to require the formation of a Municipal Development Panel. The MDP is distinct from community policing groups such as liaison committees which are advisory and provide input to police. The MDPs advocate directly to the city council, mayor and city manager regarding budgeting for SafeGrowth plans.
2. The MDPs also review SafeGrowth plans and direct appropriate municipal resources from across the town or city. For example, the MDP can ask a manager with the utility department to schedule street sweeping to coincide with a neighborhood clean-up. The MDP may place a request with an ordinance or by-law enforcement supervisor to assist neighbors in tackling abandoned properties. The MDP can partner with corporate groups to raise funds for multiple SafeGrowth plans, for example to build a recreation center those benefits numerous neighborhoods.
3. In governance terms the Municipal Development Panel is a policy instrument of the municipal government. They base their advice to elected officials specifically on the SafeGrowth plans within each neighbourhood. They do not utilize standard police clearance rates for determining service delivery. Instead, they use the plans established in each neighbourhood from the profiles – profiles established from a local analysis of crime and problem patterns.
4. The MDP may contain a small number of elected officials, however they should not depend on them for leadership. Instead, the MDP should be chaired by the city planners or social planners who liaise with council regarding social and economic planning. The MDP should also have representatives from the various branches of municipal bureaucracy; planning, engineering, police department and board, health, schools, social services, and so forth. It should also contain representatives from the various NSTs (see below). This should include residents, business people, crime prevention groups, multi-cultural groups, local media, neighborhood associations, women's groups, minority groups, and youth groups and schools.
5. The MDP may decide to break into two or three sub-committees and each sub-committee will task itself with one large geographical area of the municipality

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containing a few NSTs. Liaison between the sub-committees will occur through regular meetings.

6. The MDP will use the various SafeGrowth plans from different neighborhoods to prioritize services for budgeting. Where budget funds are unavailable, the MDP helps find alternative funding or services for the most effective cost. The MDP can become a valuable resource to city council in defining budget priorities.
7. Another goal of the MDPs is to oversee, fund, and promote the various NSTs as well as introduce CPTED, problem-solving and community capacity building in all of the neighbourhoods. To accomplish this, they should develop specific objectives. A few might include:
  - To help bring commercial shops to local areas, especially those that encourage local people to participate in positive community activities.
  - To help encourage financial services in neighbourhoods and financial literacy training among people with no access to such services
  - To encourage local school boards to introduce contemporary conflict resolution skills to adolescents
  - To secure neighbourhood leadership training skills for the management of NSTs
  - To ensure local NSTs have the capacity to collect, maintain and analyze data on local neighbourhood crime problems and monitor local crime patterns from the SafeGrowth analyses, and from other sources as needed. These data must include police occurrence and call for service data, survey information about perceptions and fear of crime, and other social service and health information.

### **In the neighborhood: Wisdom Councils**

8. Each municipality should be subdivided into smaller local neighbourhoods with populations no more than a few thousand residents where local *Wisdom*

*Councils* should be convened once a year. As discussed earlier, the Wisdom Council is an invention of dynamic facilitation pioneer, Jim Rough. A Wisdom Council comprises a dozen local residents selected at random from the neighborhood on an annual basis.

9. The Wisdom Council meets over a few days and is led by an independent facilitator trained in dynamic facilitation. The objective of the council is to generate a list of specific crime and safety issues particular to that neighborhood for the local NST team to consider in the SafeGrowth plan.
10. The Wisdom Council will form once a year (based on local conditions, it may be less or more frequent) and will disband after it delivers the results of its meetings. The following year, new people will be randomly selected from that neighborhood to participate. The ideas generated from their work are neither binding nor official policy. But they do provide a snapshot of randomly selected local resident's perceptions at the time of the meetings. These Wisdom Council members are not selected for any particular political agenda as they do not know they will be participating until their selection. Jim Rough describes how this provides some neutral legitimacy. It can enormously help the NST in the task of prioritizing problems during the analysis.

### **In the neighborhood: Neighborhood Safety Teams**

11. These are small groups of up to ten people that comprise local residents and business people, school representatives, youth, local police officers, and others. They participate in monthly, or bi-monthly, meetings and may break into smaller working groups that meet informally. The terms of membership will depend on public interest and the resources that the MDP can provide to establish them. However, the membership will likely rotate every year or two.

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12. They may be voluntary for non-professionals, however there may also be a stipend or some other nominal benefit made available to volunteers if possible.
13. Since the NSTs will propose preventive strategies and problem solving tactics in their SafeGrowth plans, they require some training and access to services in problem-oriented policing methods, 1<sup>st</sup> and 2<sup>nd</sup> Generation CPTED, crime prevention through social development, conflict resolution, restorative justice programs and other crime prevention strategies.
14. Since NSTs are working groups, group size is important. The NST should comprise less than a dozen members. Their first task is to review the Wisdom Council's ideas and then establish a strategy to analyse local crime patterns and create a neighborhood profile. That plan should also include an assessment of forthcoming urban developments and community activities on the immediate horizon.
15. Once the profile is finished, the NST must formulate a *SafeGrowth urban development review process* to review future plans and developments using CPTED methods. Those plans should contain a public education program for informing developers and property owners about CPTED and SafeGrowth tactics. The NST may recommend specific CPTED ordinances to city council for enhance building security and safety and those can be promoted by the MDP at city hall.
16. The first *SafeGrowth plan* should be done within a few months. Subsequent plans will take less time since data collection should be an on-going activity. Before the plan is finalized the NST will organize a public forum, the *SpeakOut forum* where residents have the opportunity to see the research within the profile, review various elements of the plan and make suggestions and recommendations. This sets the stage for the *SafeGrowth urban development review process* – a process that may take up to six months or more to initially establish. But once operating, it should run itself. For example, the NST may wish to divide into two groups. One group would focus on 1<sup>st</sup> and 2<sup>nd</sup> Generation CPTED with a planner or architect and they would be tasked with reviewing new plans in that specific neighborhood. The other group may work on administering the SafeGrowth plan on problems that already exist.
17. In addition to the SafeGrowth plan, when the NST members receive problem-solving training and assistance, they might then begin conducting their own problem-solving projects on specific neighbourhood concerns. These may be brought to them by security officers, police officers, local school students, residents, and others. The NST may choose to mediate local disputes, as in the restorative justice model. The NST may also choose to help implement programs to reduce specific crime problems.
18. In essence the NST is responsible for managing their own neighborhood crime and disorder problems, in partnership with the police, private security, social workers, educators, parents, and residents. They are partners to police and other criminal justice agencies; however they are accountable to the neighbourhood residents whom they should aim to involve in their activities at every opportunity. The Wisdom Council and Speakout phases in SafeGrowth are but two places where that accountability can begin to happen. Training in various problem-solving tactics and CPTED can be obtained locally, however it is the job of the MDPs to ensure that training is provided through city council funding, private fundraising, or some combination thereof.
19. Crime problem information, skills, and the accompanying technology need to be based as close to the neighborhood as possible – not at police headquarters. Note the phrase “crime problem information” versus crime incident

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information about specific events. The latter is the purview of police crime investigators about specific persons. It is private information relevant to a specific case. The former is more general neighborhood crime information about general patterns of offences needed for crime pattern analysis. It is this latter variety of information that the NST's require.

Today's technology makes a vast array of crime, prevention, and safety information available, especially through personal computers and the internet. Crime information, crime mapping and statistical patterns need to be available to the NST and should not be kept confidential by police except for private or privileged information. Eventually the NST will create its own database which it too must share with police. As this paper has argued throughout, crime prevention and problem-solving is not a single agency obligation. It is the responsibility of all.

## Biography

Gregory Saville is an urban planner and criminologist. He is senior partner in AlterNation, an international consulting firm helping change agents transform their communities and organizations into safe and vibrant places. A former police officer, he co-founded the International CPTED Association. He has consulted in CPTED and SafeGrowth principles to the U.S. Department of Justice, the Sydney 2000 Olympics, the Japanese Urban Safety Research Institute, the Royal Canadian Mounted Police, and to corporations and municipalities around the world.

## Endnotes

<sup>i</sup> A good summary of some of their failings is available in the Introduction chapter of *Crime Prevention Studies*, (Volume 20, 2006) by Professor's Johannes Knutsson, Norwegian Police University College and Ronald V. Clarke, Rutgers's University, USA.

<sup>ii</sup> Crime prevention through environmental design – CPTED – is arguably the most well known program for reducing opportunities of street crime. In 1996 the author was one of the founders of the International CPTED Association with current membership in 30 countries. That organization led directly, and indirectly, to the creation of similar organizations around the world: the Design Out Crime Association in the United Kingdom; the Ontario CPTED Association in Ontario, Canada; the European Design Out Crime Association based in The Netherlands; CPTED Latin America based in Chile; and a host of others.

<sup>iii</sup> Based on their book by the same name, American planners Dean Brennan and Al Zelinka modified CPTED principles to “challenge planners and citizens alike to create vibrant, integrated, self-policing, and sustainable communities”. Published by the American Planning Association, they hoped SafeScape would become a new standard in urban planning. While there has been some progress, it is largely a vision yet to transpire. See Dean Brennan and Al Zelinka. (2000). *SafeScape: Creating Safer, More Livable Communities Through Planning and Design*. Washington: APA Planners Press.

<sup>iv</sup> A British CPTED program run by United Kingdom police services. See <http://www.securedbydesign.com/>

<sup>v</sup> There is considerable experience with social crime prevention programs in many countries. In the United States for example, a few of those programs include the Chicago Area Projects in the 1930s, the New York Mobilization for Youth programs in the 1960s, and the community action programs of the 1970s, of which only the Youth Corps and Head Start programs survive today. Often criticized as ineffective, most programs attempt to prevent crime through literacy training, education, job creation, youth activities and mentoring. A similar approach is now underway in Canada by the Canadian Council for Social Development and the government funded Canadian Crime Prevention Council. Effective or not, social prevention has made few inroads directly into the urban development and planning process. For a description of the Canadian program see [http://www4.ps-sp.gc.ca/en/library/publications/fact\\_sheets/cpsd/index.html](http://www4.ps-sp.gc.ca/en/library/publications/fact_sheets/cpsd/index.html)

<sup>vi</sup> In stark contrast, new urbanism is *de rigueur* in urban planning and development circles. For example the Congress for New Urbanism provides legal standards, design principles, environmental and business strategies widely adopted by planners, architects, and developers. A whole new philosophy of urban development – smart growth – is today part of this lexicon. Across North America most large cities have samples of smart growth or new urbanism. For a summary of the approach see: <http://www.newurbanism.org/>

<sup>vii</sup> Cleveland, Gerard and Gregory Saville. (2007). *Second Generation CPTED: The Rise and Fall of Opportunity Theory*. Forthcoming in R. Atlas, (ed.). *CPTED and Critical Infrastructure*. Westborough, MA: Auerbach Publications/CRC Press.

<sup>viii</sup> Gregory Saville and Todd Clear (2000). Community Renaissance with Community Justice. *The Neighborworks Journal*. 18(2): 19-24; Jeffrey M. Berry, Kent E. Portney, and Ken Thomson (1993). *The Rebirth of Urban Democracy*. Washington, DC: The Brookings Institute.

<sup>ix</sup> S. Barton (1993). *Austin's Concept for Community Policing: Achieving Self-Reliant Neighborhoods Through Community Policing*. Washington, DC: National Institute of Justice; Gordon Bazemore and A. W. Cole (1994). Police in the Laboratory of the Neighborhood: Evaluation of Problem-oriented Strategies in a Medium-size City. *American Journal of Police*. 18(3):119-47.

<sup>x</sup> Lisbeth B. Schorr (1997). *Common Purpose: Strengthening Families and Neighborhoods to Rebuild America*. New York, NY: Anchor; Sidney Brower (1996). *Good Neighborhoods: A Study of In-Town and Suburban Residential Neighborhoods*. Westport, CT: Praeger.

<sup>xi</sup> Don Adams and Arlene Goldbard (2001). *Creative Community: The Art of Cultural Development*. New York: Rockefeller Foundation; Philip Langdon (1994). *A Better Place to Live*. Amherst: The University of Massachusetts Press; Doug Aberley (1994). *Futures By Design: The Practice of Ecological Planning*. Gabriola Island, BC: New Society Publishers.

<sup>xii</sup> James Gilligan (2001). *Preventing Violence*. New York, NY: Thames and Hudson; G. R. Wekerke and Carolyn Whitzman (1995). *Safe Cities: Guidelines for Planning, Design, and Management*. New York: Van Nostrand Press.

<sup>xiii</sup> <http://www.mppi.mb.ca/reports.asp>

<sup>xiv</sup> Smart Growth Network (2005). *Getting to Smart Growth II*. International City/County Management Association.

<sup>xv</sup> Jim Rough pioneered the dynamic facilitation method as a way to help community groups overcome intransient problems by reframing problems into "choices". He created the Wisdom Council approach to help initiate new ideas for neighborhood development and local democracy. He outlines the methods in Jim Rough, *Society's Breakthrough: Releasing Essential Wisdom and*

*Virtue in All the People*, Authorhouse Publishers, Bloomington, IN: 2002.

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

<sup>xvii</sup> There is a growing literature on the benefits of a new, more assertive, form of private security called parapolicing. Like their paramedic and paralegal counterparts, parapolice do not replace public police, such as investigate criminal events. Instead, they are another layer of protection, a hybrid form of law enforcement, providing a first line of community defense until police arrive. They may also conduct limited enforcement duties on selected properties such as evicting drug dealers for property owners. For a popular account see a description of a leading parapolice company in North America: Ross McLeod (2003). *Parapolice: A Revolution in the Business of Law Enforcement*. Toronto: Boheme Press. For a research study on parapolicing see, George S. Rigakos (2000). *The New Parapolice: Risk Markets and Commodified Social Control*, Toronto: University of Toronto Press.

<sup>xviii</sup> Michael Scott (2000). *Problem-Oriented Policing: Reflections on the First 20 Years*. Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services.

<sup>xix</sup> Unfortunately, that assumption is not always borne out in reality. Many police agencies claim they are problem-solving, but in reality relegate it to a tiny number of officers. The bulk of the patrol staff still do little more than race from radio call to call, making occasional arrests where possible. They hack at the branches but do not dig at the roots of crime problems they attend. In some cases that is due to limited resources and workload demands. They may have no choice. In other cases it is a result of uninspired leadership or obsolete training.

Whatever the reason for negligible police problem-solving in some cities, there is no excuse due to lack of information. There are now hundreds of well-documented problem-solving



success stories and dozens of new publications exist on how to attack intransient crime problems. In many countries problem-solving training is well-advanced and there are on-line web courses now available. See the website of the Center for Problem Oriented Policing, <http://www.popcenter.org/>

For example, in the United States the Center for Problem Oriented Policing has produced dozens of clearly written guidebooks that explain how to tackle dozens of crime problems ([www.popcenter.org](http://www.popcenter.org)). Armed with these guidebooks and state-of-the-art tactics on problem-solving, the properly trained NST can precisely direct the services they require in their safety plan. Where they can provide those services in the neighborhood, the NST can do this by collaborating with local help – storeowners, neighborhood or religious leaders, residents, school teachers, and so forth. That is where a local capacity to sustain safety begins. With the help of the local police officer participating within the NST, the NST will become familiar with criminal and civil rights laws so as not to act as a vigilante group. If the NST needs to draw on government resources at a higher level, the MDP will help formulate resource solutions in conjunction with the mayor, the city council, the city administrator, and the chief of police.

<sup>xx</sup> G. Rigakos, D. Sealy and A. Tandan (2002). *The San Romanoway Community Crime Survey: Base-Line Data*. Ottawa : Carleton University.

<sup>xxi</sup> Had they been, the impact of these early SafeGrowth initiatives might have been even more dramatic and long-term. This again shows the very real difficulty of implementation even with a model for collaboration such as SafeGrowth. There is no perfect solution, only best practices which we continually refine.

<sup>xxii</sup> [http://www.crime-prevention-intl.org/filebin/IO/edition43/stephnie\\_payne\\_spech\\_final.pdf](http://www.crime-prevention-intl.org/filebin/IO/edition43/stephnie_payne_spech_final.pdf)

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