Target's Safe City Program:
Community Leaders Take the Initiative In Building Partnerships with the Police

A Report by the Police Executive Research Forum

January 2010

POLICE EXECUTIVE
RESEARCH FORUM

Contents

Acknowledgments

Many people contributed to this report in a variety of ways. On behalf of the Police Executive Research Forum (PERF), I would like to thank all of them for generously supporting this project.

First, thank you to all of the police chiefs and other officials who attended the Executive Session that we held at Target Headquarters to explore the key lessons that they have learned about Safe City programs, or who provided information to us in other ways. I hope readers of this report will agree that these leaders showed us how Safe City programs take a variety of innovative approaches to reducing crime and creating public-private partnerships.

At Target, Vice President of Assets Protection Brad Brekke was instrumental in obtaining backing for this project, and he provided a critical perspective at the Executive Session about how police, private companies, and the public can think about risk reduction in a time of tight resources. This report includes a summary of Brad's views, which are informed by his wide-ranging experience in both the private and public sectors. Tony Heredia, Target Vice President of Corporate Risk and Responsibility, also offered valuable perspectives about how Safe City fits in Target's overall plan for contributing to the communities it serves. Target also offered strong guidance in developing this report as well as in planning the Executive Session.

Several PERF staffers also need to be acknowledged, beginning with my chief of staff, Andrea Luna, and project coordinator Shannon McFadden, who did a terrific job pulling together information, interviewing Safe City officials, and planning the Executive Session. Shannon also took most of the photos in this report. Craig Fischer did a nice job writing the bulk of the report, and our graphic design expert, Dave Williams, came up with the attractive design.

PERF is grateful for having had the opportunity to explore the Safe City program and to offer guidance to any city that would like to use Safe City as a model for reducing crime and building connections to the community.
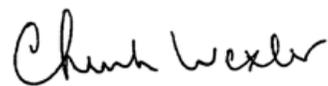
Chuck Wexler

Chuck Wexler
Executive Director

Introduction:
Safe City at the Five-Year Mark: An Innovative, Successful Program

Safe City is a program launched by Target Corp. in 2004 in Minneapolis to foster partnerships between local police and community members to reduce crime. Over the last five years, Target and local partners have started Safe City projects in more than 20 other cities across the United States.

Because each Safe City program is developed by local officials, no two programs are exactly the same. Some Safe City programs have emphasized the introduction of closed circuit television camera networks or other technology; others have focused on new methods of information-sharing between police and community leaders. In some cities, Safe City has focused on downtown business districts; in other cities, Safe City is helping to reduce violence in residential areas. And the programs are at different levels—some are quite advanced, while others are just starting, and others are a work in progress.

Safe City has undergone a rapid expansion in just five years, and has achieved significant levels of success, according to police and other officials in a number of cities. To document the progress made to date, and to identify "lessons learned," the Police Executive Research Forum (PERF) agreed to undertake a review of the Safe City program. This project included a one-day Executive Session held at Target headquarters in Minneapolis on July 14, 2009, in which Safe City leaders from six locations met with Target and PERF officials to discuss their programs. PERF later conducted telephone interviews of a number of Safe City leaders from other locations.

Throughout the project, PERF was especially interested in asking experienced Safe City leaders for their unvarnished assessments of what they achieved, how they did it, and any obstacles as well as forms of assistance that they encountered along the way. Our goal was to help Safe City leaders benefit from each other's experiences, and to advise leaders of new Safe City programs about some of the dynamics they might expect. Ideally, new Safe City leaders will be able to take the best from each of the existing Safe City programs.

PERF is an organization of police executives that conducts research and promotes professionalism in policing. As will become clear in this report, PERF's overall assessment of Safe City is that it is an innovative program that builds upon, and in a number of ways expands the reach of, the most significant developments in policing over the last 40 years, such as community policing and "Broken Windows" policing. It is also remarkable that a program that was initiated only five years ago has already produced so many success stories, as told by a wide range of police and community leaders.

This report summarizes PERF's findings about Safe City as of late 2009. It includes separate chapters about individual Safe City programs, in which the key leaders share some memorable stories about what they have accomplished. In a sidebar on page 24, Target Vice President Brad Brekke describes the philosophy behind Safe City.

And the Conclusion on page 43 aims to summarize the key points that we hope will serve to guide Safe City programs to continued successes in the future.
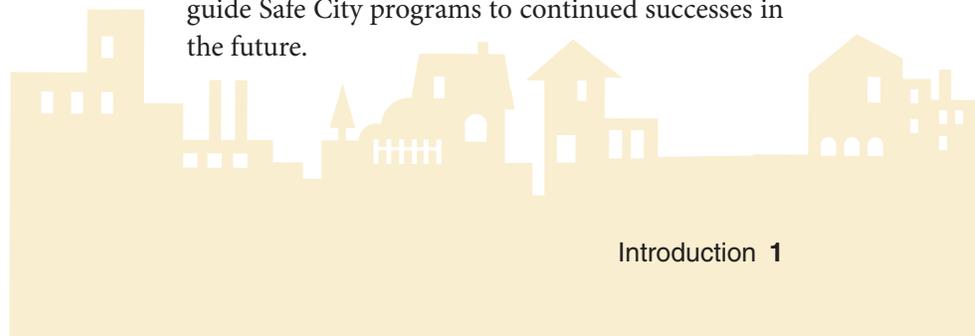
Safe City Webpage
Offers Further Information

The Safe City website, www.mysafecity.com, provides a great deal of information about existing Safe City programs and about how to establish a new Safe City project. Separate sections of the website focus on:

- The cities that have Safe City programs or are in the process of creating them, with descriptions of individual cities' programs
- News clippings about Safe City programs
- Testimonials from police officials
- The keys to successful partnerships and the reasons why partnerships sometimes fail
- Frequently Asked Questions (e.g., "Who makes decisions about what the Safe City project will do and which efforts it will undertake?")
- A brochure and "road map" to building a Safe City program.

Minneapolis SafeZone:
Fully Evolving into a Self-Sustaining, Multi-Faceted Program

Minneapolis's SafeZone program is perhaps the most fully evolved Safe City program. Launched in 2004 as a Police Department initiative that received financial and intellectual support from Target, it became a 501(c)(3) nonprofit that later became a wholly-controlled subsidiary of the recently established Downtown Improvement District. Today, SafeZone has a full-time staff, and no longer depends on the generosity of Target and other donors to sustain itself.

SafeZone was officially established by the city's Police Department in December 2004, but the program had roots dating back several years before that (see sidebar by Minneapolis Deputy Chief of Police Rob Allen, page 6).

The Downtown 'Hassle Factor'

The genesis of the program was a widespread feeling some years ago in the city of Minneapolis that the downtown business district was not a pleasant place to work or visit. Panhandlers, people drinking alcohol on the street, and other "lifestyle offenders" roamed the streets. Even though there was relatively little violent crime in the downtown area, people tended not to feel safe or comfortable there.

The city's "Skyway" system—eight miles of walkways, one or two stories above ground, that connect dozens of office buildings, hotels, retail stores, banks, restaurants, and other buildings— may have contributed to the problem by keeping thousands of office workers and law-abiding people off the streets, thereby reducing the "natural surveillance" at the street level.

The Minneapolis Police Department was aware that the economic viability of a city is often seen as a reflection of the condition of its downtown district. The police were concerned about the perception that the city's downtown area had been "given over" to low-level criminals. People talked about the "hassle factor" of working, visiting, or living downtown. Business owners said that customers were letting them know that they would not return because they had been hassled or had witnessed crime on the streets.

CCTV Cameras and Police Radios Play Important Early Role

To deal with this problem, the Police Department worked collaboratively with the business community and established SafeZone. One of the program's first major initiatives, undertaken with significant support from Target, was installing closed-circuit television (CCTV) cameras in the downtown area. The cameras serve to deter crime, and to provide evidence for prosecutions. To some extent, the cameras also have been monitored in real time, so they can help to fight crime as it happens. Efforts currently are under way to increase the real-time monitoring of the cameras.

The SafeZone program has expanded far beyond the early CCTV initiatives. SafeZone currently has 425 registered "partners"—area residents,

local retailers and businesses, property owners and managers, private security workers, neighborhood association leaders, police officials, prosecutors, other government leaders, and so on.

Together, all of these partners work on nearly 20 different safety programs. One of the most important is "Radio Link"—which consists of hand-held radios, of the same type used by police, that connect private security personnel at over 45 businesses to each other and to police. In one 2006 case that received a lot of news media attention, RadioLink was credited with helping in the apprehension of a bank robber; private security officers and police officers were able to use the radios to rapidly disseminate a description of the robber.

Other SafeZone programs include interactive crime mapping, "text tipping" to facilitate reporting of crime information via cell phones, and a "Courtwatch" program in which SafeZone partners attend court proceedings to ensure that judges are aware of how seriously the community considers the problem of crime in the SafeZone.

(The Courtwatch program, which recently won a community policing award from the International Association of Chiefs of Police, is not designed to simply put offenders away for long jail terms. Rather, it brings criminal justice officials together with social service providers to evaluate cases and determine a best outcome in each situation. For example, in some cases, a "lifestyle" offender may only need drug treatment, mental health treatment, housing assistance, or other aid to resume a law-abiding life. In more serious cases involving serious or repeat offenders, stricter criminal justice enforcement may be considered necessary.)

Various elements of the SafeZone program are used together to fight crime. For example, the program has extensive Website tools to facilitate communication among SafeZone partners. Crime prevention experts work with a community prosecutor to take advantage of this Internet capability. When a chronic offender is arrested, SafeZone partners receive an email about the arrest and are urged to submit community impact statements about any contacts they have had with the arrestee, in order

to help ensure that the justice system is made fully aware of the harm the offender has done to the community.

A number of independent assessments have credited SafeZone with reducing crime, increasing arrests for "liveability" offenses, and increasing prosecution of chronic offenders. Violent crime in the SafeZone district declined 17 percent between 2007 and 2008. Auto thefts declined 25 percent, burglaries by 41 percent, and felony assaults by 8 percent.

One key program of the Minneapolis Safe-Zone is identifying the most frequent and serious offenders in the district. In 2008, the Top 20 convicted offenders spent an average of 111 days in jail, according to SafeZone. And more than half of those offenders were subjected to court orders restricting them from entering the geographic area of the SafeZone.

Opinion surveys of local business partners have found that 96 percent believe that SafeZone and the Minneapolis Police Department are meeting or exceeding their performance expectations.

A Fully Evolved Safe City Program

The Minneapolis SafeZone collaborative proved so successful that in 2006 it became a 501(c)(3) nonprofit organization with a board of directors. Target recruited one of its executives to serve as executive director of the organization, and paid his salary for a specified period while the organization took shape. More recently, a Downtown Improvement District (DID) has been established in Minneapolis, and SafeZone now operates as part of that organization.

Thus, in less than five years, the Minneapolis SafeZone program has evolved substantially. Initially just a police chief's idea that received corporate support from Target, SafeZone is now a nonprofit with a steady source of funding, managing a wide variety of safety and security-related programs on behalf of those who live and work in downtown Minneapolis.

As the SafeZone cameras and other programs became well established in the downtown district of Minneapolis, Mayor R.T. Rybak announced plans to expand SafeZone concepts to other parts of the city, including the Cedar-Riverside and West Broadway neighborhoods.

SafeZone defines its mission as "uniting businesses, residents, city officials, and law enforcement through a project intended to maximize safety and minimize theft and other crimes in our community."

Additional information is available at http://www.mplssafezone.org/default.aspx/MenuItemID/66/MenuGroup/Home.htm.

Sgt. Paul Valentine, Deputy Chief Janeè Harteau, and Deputy Chief Rob Allen

TONY WEBSTER/FLICKR

Minneapolis Deputy Police Chief Rob Allen:
Consider Cameras a Tool for Getting People to Work Together

Rob Allen, Deputy Chief of Police in Minneapolis, was involved in SafeZone from the beginning. Following are comments that Chief Allen made at the PERF/Target Safe City Executive Session, held at Target headquarters in Minneapolis on July 14, 2009. Chief Allen offered a first-person account of how the program came about:

In July 2001, then-Police Chief Bob Olson asked me to put together a strategic plan to address crime in downtown.

We don't have a lot of murders downtown. We had occasional robberies, some aggravated assaults at night, but essentially it hasn't been a terribly unsafe area. But what people told us was that they didn't *feel* safe downtown. It sounds silly, but the word that people used to describe the downtown area was "icky." So we asked exactly what they meant by this "ick factor," and they told us that when they came downtown, they were bothered by lifestyle offenders—people who were panhandling, loitering, swearing, urinating in public, and so on.

So Chief Olson told me, "Take about three months, talk to some people, and write a plan." And I did come up with a 43-page plan. I had a meeting scheduled with the Chief to discuss it—scheduled for 9:15 a.m. on Tuesday, September 11, 2001.

Of course, Chief Olson never saw the strategic plan. After 9/11, homeland security became a huge new priority that was assigned to our precinct. And we spent a lot of our time over the next few years developing a new Homeland Security Division.

But eventually we got moving again with the downtown improvement effort, and one of the suggestions that came out of the downtown business community was to look at CCTV cameras. So we

started calling around, looking for cities that were already using CCTV. I was discussing this with a Target executive who was a former Minneapolis Police lieutenant. This executive went over to England and heard [Northampton Police Sergeant] Paul Valentine speak about the installation of CCTV there, and he immediately called me and said, "Rob, I found it! It's not in the United States; it's in Northampton, England. And Paul's the guy who can tell you all about it."

Cameras Are a Tool to Get People Working Together

So we got together and worked out the details of getting cameras into the downtown area of Minneapolis.

One of the things we decided early on, and Paul Valentine gave us good advice about this, was that the key is to realize that a police-community partnership is not about cameras *per se*. Cameras are the *means* to make other things happen. The cameras are a tool, a communication device, but more importantly, they're the incentive to get other people involved and working together.

Early on, we had to fight with everybody to get cameras installed and running—everyone except Target. Target said, "Yep, that's a great vision, we think it can work in Minneapolis, we will help you," and they committed to helping us do it. But we fought with the city government, which did not want to do it. We had to go to the city government and beg them to accept this gift, and it only passed the city council 8 to 5. Some city council members expressed concern about privacy issues. So we came

It's important to understand that private security officers outnumbers police officers downtown…. There are far more private security officers, and it's a resource we hadn't been using to full effect. But once people realize that safety is in everybody's interest, they get more interested in cooperating with each other.

Minneapolis Deputy Chief of Police Rob Allen

up with well-crafted policies on privacy and how we were going to use the cameras in ways that would protect people's privacy.

The other key was that we reached out to every business group and neighborhood group. We had a total of 19 meetings with every group we could identify in downtown Minneapolis. We proposed this vision that included CCTV, and we said, "If any of you say no, we will not do this. You have veto power."

But everyone wanted the cameras, and that translated to political support. One of the city council members who represented part of the downtown area switched from a "no" vote to a "yes" vote. We built the support from the community, and the elected officials felt pressured to support it.

We also fought with Public Works, which did not want to put our cameras on their poles. To this day, I'm very cautious about crossing the street in front of a Public Works truck [laughter].

As for how long this took, the first time I visited Northampton was the spring of 2002, and we ended up getting the cameras up and running in September 2004. Not too bad.

One big issue is who will monitor the cameras. The cameras work well, and we've had remarkable successes with them, but the truth is, I did not want police officers monitoring cameras because it is too labor-intensive. So that has been an issue. But by May of 2010, six years after we turned on the first cameras, we'll have non-police civilians monitoring cameras.

The other big communication piece was creating the RadioLink, which allows the security officers

at downtown stores like Target to talk to their counterparts at the downtown Macy's and other stores, and all the local stores can work together and share information and communicate with the police as well. [Minneapolis Police Deputy Chief] Janeè [Harteau] and [Minneapolis SafeZone Executive Director] Shane [Zahn] have really gotten this RadioLink system to where it should be.

It's important to understand that private security officers outnumber police officers downtown by anywhere from 13:1 to 20:1, depending on whom you listen to. So there are far more private security officers, and it's a resource we hadn't been using to full effect. But once people realize that safety is in everybody's interest, they get more interested in cooperating with each other. And that includes using these radios to share information about people who are causing trouble. We brought Paul Valentine over to explain this to business people, and that worked incredibly well.

This is a radical concept if you think about it. Ten or 12 years ago, could you imagine police departments handing out their radios to private industry, or even wanting to communicate with private industry in this way?

Brad Brekke of Target was the early champion of SafeZone and the person who made this happen. But he told me early on that the degree to which he would consider SafeZone successful is the degree to which Target's name is *not* associated with it. The way you measure success is by the involvement of all the other businesses downtown and everyone else who gets involved, not just Target's involvement. I'm glad to say, that is what we have achieved.

How SafeZone Grew And Gained Independence

In addition to Deputy Police Chief Rob Allen, several other people who have played key roles in the development of the Minneapolis SafeZone participated in the PERF/Target Safe City Executive Session in Minneapolis:

- *Minneapolis Police Deputy Chief Janeè Harteau, the former First Precinct Inspector who worked for Rob Allen on SafeZone and took the lead for the Police Department in 2006 when the program became a 501(c)(3) nonprofit.*

- *Shane Zahn, a Target executive who was recruited to serve as SafeZone's executive director.*

- *Sarah Harris, chief operating officer of Minneapolis's new Downtown Improvement District.*

PERF Executive Director Chuck Wexler led the group in a discussion of how SafeZone grew and evolved:

Chuck Wexler: Janeè, what was it like to take charge of SafeZone?

Deputy Chief Janeè Harteau: SafeZone, although successful, had reached a plateau and needed to be taken to the next level.

I saw it in two distinct phases. The first phase was the technology piece—the camera installation and the implementation of the RadioLink program. The cameras not only initially deterred crime, but their physical location created a geographic boundary for us to track crime trends and patterns. The RadioLink provided us an effective way to communicate with our security partners. Phase II for me was about creating the partnerships and developing true collaboration with both the public and private sectors. We realized we had reached a point in which it was time to broaden the program for sustainability.

Deputy Chief Janeè Harteau, Minneapolis Police Department

My primary focus was getting the right people to the table. The critical question for me was, "Who has an interest in public safety? Who are the stakeholders?" In order for our collaborative to fully thrive, we needed to have a higher level of partnership and leadership on the board and then become fully incorporated into a 501(c)(3), giving us the ability to raise funds and drive the mission.

I looked at all sectors of the downtown community, from big business to government. Prior to our collaborative, like most major cities there was a back and forth struggle among city government and private business over who is responsible for the vitality of the downtown area. Getting those groups to work together and be board members, setting goals and driving outcomes, was a tremendous accomplishment. City government officials included myself—the board's first president, the mayor's chief of staff, and the Minneapolis city attorney. From the private sector I selected key business executives, members of the Downtown Council and the Building Owners and Managers Association (BOMA). This collaboration took us to a whole new level of success.

Chuck Wexler: But weren't you worried that you were losing control over the program?

Deputy Chief Harteau: Actually, I believe you have more power when you give it away, because you're bringing more people into the effort. No matter how successful we had been, we could only reach the level we have today through this type of real partnership. For example, we collectively needed to create the vision and define the mission of SafeZone. We had to answer the question, "What do we do with the tools and the technology we have?" Without the people, the tools aren't nearly as effective. The Board of

> **In my experience, the things that are really working well right now? The RadioLink. Dollar for dollar, it's extremely effective. It costs only $42 a month for private security teams to be part of this excellent communications network.**
>
> Shane Zahn, SafeZone Executive Director

Directors drives the mission, and with a broader group of executives, the vision expands to a whole new level.

So now we have reached a new phase where we are ready to add social services to SafeZone and develop long-term solutions. Short-term tactics include cleanliness and arrests for such things as aggressive panhandlers to address the perception of safety and livability crimes. Knowing, however, that many panhandlers are homeless, simply making arrests will not have lasting effects, but working with outreach workers and shelters, connecting people with services and housing, aids us in long-term strategies.

We on the SafeZone Board have also determined the need for real "measurables," so we could gauge whether we were achieving the results we desired from the outputs given. So we've developed ways of measuring what we're doing, beyond the basic criteria such as crime rates. This level of thinking also brought us to a place of needing an Executive Director who could facilitate and help carry out our strategies on a full time basis. I approached a Target executive who was serving as the board's vice president, requesting assistance in the process. Together we brought Shane Zahn into the fold, who has now spearheaded our efforts, achieving successes at a pace we could have never achieved without him.

Chuck Wexler: Shane, how did you get involved in SafeZone?

Shane Zahn: I had been with Assets Protection at Target for more than eight years, when a Target executive asked me to spearhead the SafeZone project. Target donated my salary as executive director of SafeZone, and that was great, but that corporate contribution is not what SafeZone is about or what a Target Safe City program is. It's about collaboration. It's not just one company writing that big check; it's everybody contributing to the program. And that's what I tried to instill in the people I was trying to get in the program.

Frankly, the first few weeks were a little bumpy. Here I am, a civilian going into the public sector, and the police are wondering, "Who is this corporate guy coming into our area?" But over time, you build trust and share information, and it's no longer an issue. We have tactical meetings with the police, and the private businesses are happy to be involved, and the information flows in both directions.

Chuck Wexler: Who needs to be *driving* this?

Shane Zahn: Definitely law enforcement. They are the driver for any Safe City program, and the private sector is the wheels. The police have to be spearheading it and leading it.

Chuck Wexler: What's your role as executive director?

Shane Zahn: I coordinate, manage, and watch the money.

I call it the FCA rule: With a 501(c)(3), you need Funding, Consistency, and Accountability.

First, you need funding. Whatever you're doing, you're going to need some seed money. Whether it's payroll, or a technology investment, you'll need some money to get things going.

You need consistency to make sure that the money is coming in regularly, that the programs are running actively, and that you're not having a "roller coaster" effect in your operations.

And you need accountability—what Janeè mentioned about how you measure success. On that point, I came up with four "buckets":

First, you watch your Part I crime levels. That's simple. If you're reducing Part I crimes, you're making a dent.

Second, you measure perception. To a large extent, perception can be reality. How do you measure that? We did opinion surveys to get feedback about how people thought SafeZone was doing.

Third, you measure milestones. That would be things like participation rates. How many people are attending your general membership meetings or your training seminars? How many people are linked into the Safe City program?

Fourth, you track Part II crimes, or nuisance crimes such as truancies.

In my experience, the things that are really working well right now? The RadioLink. Dollar for dollar, it's extremely effective. It costs only $42 a month for private security teams to be part of this excellent communications network. The collaborations also are working very well— the training seminars, the strategic meetings, the steering committees. And I believe that CourtWatch is tremendously helpful— identifying your top chronic offenders, assessing them, and dealing with them, filling up a courtroom when these chronic offenders are brought in before a judge.

Chuck Wexler: Sarah, you are chief operating officer of the Minneapolis Downtown Improvement District (DID). Tell us how you convinced the businesses to pay extra fees to create a DID and support SafeZone.

Sarah Harris: The Downtown Improvement District was established in December 2008 to make the downtown area a better place for businesses, residents, workers, and visitors. Property owners have agreed to pay about $3

million in this first year of operation for additional services, and public safety services are a big part of this.

Over the last year, as we were developing and launching the District, it became very clear to me as I was talking to property owners that we didn't need to reinvent the wheel. There was already such great work being done by SafeZone that it was a very easy sell for me in launching the Downtown Improvement District.

Sarah Harris, Chief Operating Officer, Minneapolis Downtown Improvement District

The cameras, the RadioLink, and all of the networking between the public and private sectors— I was able to say to property owners, "What SafeZone does is provide direct communications through a variety of tools between the Police Department, private security, and prosecutors. And they are all working together on solving these issues downtown."

Next, I found it easy to ask the property owners, "How can we sustain SafeZone and move to the next generation, where it won't have to constantly work on raising funds, it won't have to keep relying on the good graces of Target? How can we get all of the businesses that are benefiting from SafeZone to provide for it?"

And that was how the merger of SafeZone and the Downtown Improvement District came to happen.

I want to emphasize that the great collaboration that has taken place through the Safe Zone board that Janeè created will not go away. That group will continue, as the SafeZone committee of our Downtown Improvement District Board. So all of the initiatives, all of the mission-oriented thinking about what are we doing and what should we be thinking about for the future,

that will continue. Hopefully, we've just freed the SafeZone Board from having to worry about issues like funding. And that's why we've hired Shane, so we can now fund his position through this District and keep SafeZone going.

As we sustain the existing SafeZone initiatives, we'll also encourage SafeZone to continue looking for best practices and new things that could be undertaken. And we're layering on to what SafeZone was already doing by creating the "safety ambassadors" that have been successful in other cities with Downtown Improvement Districts. These are the "extra eyes and ears on the street" who watch for problems and offer assistance to people. They are not armed and do not detain people. But they do tell the miscreants who are out there that if they do something wrong, there will be an immediate reaction, because the safety ambassadors are directly connected through the RadioLink to the Police Department.

Chuck Wexler: So five years into SafeZone, what's different about downtown now?

Rob Allen: What's different is that public and private safety now owns the streets downtown. They didn't before. When I started, I had 71 police officers in downtown Minneapolis. That was it. So when you break it down by shifts, 24 hours a day, seven days a week, at some times of the day I'd have only three or four police officers on duty for the entire downtown area. And we did not own the streets.

Now, especially with the implementation of the Downtown Improvement District, we absolutely own the streets. "Lifestyle offenders" now know that if they commit a crime downtown, they will be prosecuted successfully, because we're going to have the video to back it up. And we have an aggressive community prosecutor who's second to none, who puts together the case. And as part of the plea agreement, the prosecutor gets geographic restrictions imposed on the offender. So the lifestyle offenders know they have to go someplace else.

Northampton, England
Is Not a Target Safe City—
But It Could Serve as a Model of One

In Northampton, England, police have been working with local businesses and other community leaders since 2001 on an award-winning crime reduction program. In fact, it might be said that the Northampton Retail Crime Initiative (NRCI) is a perfect example of the type of program that Target Corp. has been supporting and promoting with its Safe City program.

As it happens, NRCI is not a Safe City program. However, Target was so impressed with the NRCI that it brought program officials to the United States on several occasions, so they could tell their American police colleagues about it.

Northampton Police Sgt. Paul Valentine participated in the PERF/Target Summit in Minneapolis and offered a candid and fascinating account of how the NRCI was created and how it has evolved. (See next page.)

The NRCI is a nonprofit organization dedicated to building connections between police and business owners and reducing crime. It has 150 members, who pay modest fees (£80 to £480 per year, depending on the size of the business) to support NRCI services. Members meet regularly to share the latest information about what's happening in Northampton's retail districts and what needs to be done to increase security. For example, NRCI members share CCTV images and other information about repeat shoplifters and other offenders.

Prohibiting Offenders From Coming Back

One of the most important tools at NRCI's disposal is the civil Exclusion Order—a document that NRCI serves on repeat offenders, banning them from entering any NRCI member business. This has proved far more effective than the previous practice in which each business banned thieves and other offenders only from their own premises, leaving the offenders free to victimize neighboring businesses.

By working together, NRCI members also have successfully obtained Anti-Social Behavior Orders (ASBOs) against repeat offenders. ASBOs are more sweeping civil orders issued by magistrates. If the magistrate finds that a person has engaged in certain anti-social behaviors, such as shoplifting, muggings, vandalism, drug abuse, intimidation, or drunken behavior, the magistrate can issue an ASBO prohibiting the offender from engaging in certain activities or going to certain locations. ASBOs can be quite broad, even banning offenders from entering the entire city of Northampton.

Just 7 percent of repeat offenders are responsible for 67 percent of all crime committed in retail areas, according to NRCI, so it is those chronic offenders who are targeted for attention from NRCI members and the police.

The NRCI program has proved so successful in the eight years since it was established that it has expanded from the town center to cover all of the retail areas in Northampton. The NRCI also has won many awards.

Following are excerpts from Northampton Police Sgt. Paul Valentine's presentation at the PERF/Target Safe City Summit:

Northampton Sgt. Paul Valentine:
CCTV Cameras Found a Purpose In Our Police-Retail Business Program

Back in the early 1990s, the UK government was very keen on CCTV, and there was a proliferation of it, right across the country. There were grants being given out by the central government for CCTV, and the idea was that CCTV would be the new answer to all of our crime problems.

Northampton, which is a city of 200,000, took some of that funding, and we started putting about 50 cameras in our town center.

It wasn't long before we realized that the cameras were actually useless. At best, they were kind of a detective tool after a crime was committed—if they were pointed in the right direction. (More often than not, they weren't.) And I suppose there was a slight deterrent factor.

The real problem with retail crime was that the store owners weren't communicating with the CCTV operators; and probably worse, the police weren't talking to the store owners. And 50 percent of the lifestyle crime just wasn't being reported to the police. Because these offenders were "getting away with it" on a day-to-day basis, they kind of

grew in confidence, and Northampton became known as the place to come to do your retail crime.

But with the development of the Retail Crime Initiative, we found ways of working with the store owners and the community to share information, and in doing that we found ways of making the cameras effective.

Civil Exclusion Orders: Telling Offenders They Will Be Refused And Are Not Welcome

What was needed was some sort of preventative measure to target the lifestyle offenders who were plaguing the town. And so the store owners started using something called a civil exclusion order. A number of stores would band together, and instead of an individual store saying, "You're banned from my store," the stores would get an order that says, "You're not welcome now in *any* of the neighboring stores."

We once had a list of our top 150 offenders, but now that is down to a top 20 list, because we've been able to catch most of the worst offenders.

At night, if you're thrown out of a bar for fighting, you might as well go home, because you won't be allowed in another bar. Today Northampton is simply too hot a place for offenders to come. Their anonymity is gone.

Northampton Sgt. Paul Valentine
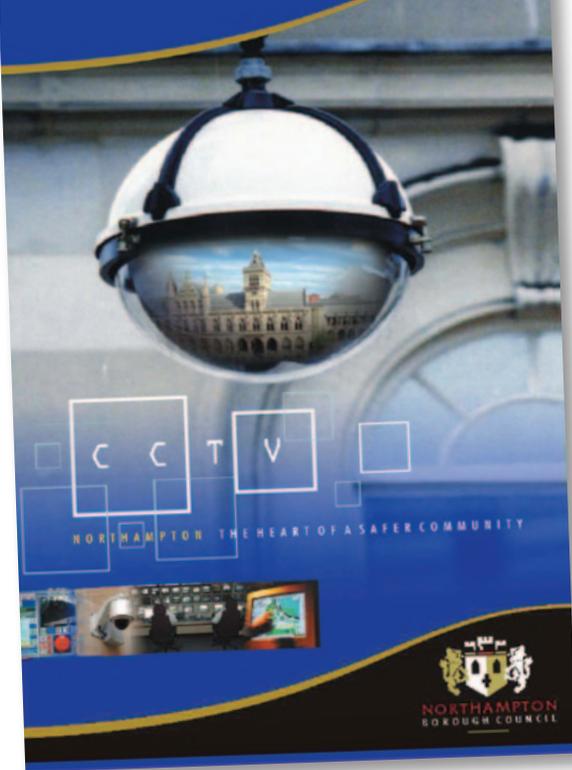
These civil exclusion orders are not a matter of any criminal offense; they're a civil matter in which the stores simply withdraw their invitations to certain people to come in and browse on their premises. From a legal standpoint, these are probably not very strong documents. But in practice, they are used very regularly now, and they're very powerful.

So a number of stores started getting together. This started from the grass roots and moved up. We began to have small meetings between local police and the stores' loss prevention officers. It started at the operational level of just sharing and swapping information.

So from its beginnings as an information exchange among five or six stores, within 12 months it became a massive collaboration between security officers and police. To give you some idea of the scale of it, within two years we processed 8,000 intelligence and information reports from non-police sources. It was like turning on a tap; the information just started and kept on flowing.

At first, we had a part-time volunteer in a small office serving as a coordinator. But then, because of the large amount of information that was coming in, we devised a small membership fee that helped to pay a full-time coordinator.

The power of the program is the regular weekly security meetings, which are run by the NRCI coordinator. Store owners come in with copies of their own CCTV images of shoplifters or troublemakers to share with each other. And we exchange information about up-and-coming crime trends. The police also released photographs of convicted persons, and those photos would go to the stores.

With this coordination among the store owners, very quickly we were able to obtain Anti-Social Behavior Orders (ASBOs) against the town's worst offenders. These orders can bar people from coming into the town of Northampton. If they do come in, they get arrested and go straight back to court—and those orders can last up to five years.

The ASBOs are tailored to the particular offender. For example, there was one guy who repeatedly broke into cars in car-parks; that's all he did. So we had him banned from any car-parks in Northampton.

The CCTV cameras, which previously had not been very effective, have become more useful with the development of the NRCI. Now, we see people on a camera who are excluded by a civil exclusion order or Anti-Social Behavior Order, and they are *caught*.

We once had a list of our Top 150 offenders, but now that is down to a Top 20 list, because we've been able to catch most of the worst offenders.

Having a radio link between the store security people and the police also is critical to making the system effective. And the NRCI is linked to similar programs across the UK through the Business Information Crime System, so they can obtain information about offenders from other towns and can share information about Northampton offenders.

Cameras Are Monitored By Dedicated Operators, Who Develop An Expertise

The cameras are monitored by dedicated operators in real time. This is all they do; it's their entire job. It's a difficult job to watch CCTV monitors all day, especially because we now have about 700 cameras. But it's intelligence-driven. Like any other cop, when you come to work as a camera operator, you

expect to be briefed about who your hot offenders are, and what's been happening. These camera operators have become very good at spotting the worst offenders.

And this is not just about shoplifting from stores during the day. At night, if you're thrown out of a bar for fighting, you might as well go home, because you won't be allowed in another bar. The security people at the other bars will hear the radio call from their colleague up the road, saying, "I just threw this fellow out," and the CCTV operator will put out a call to the next bar and say, "Look out, that fellow is coming toward your bar, you might want to not let him in." And the cops on the street will see him and hand him a "Smile, You're on CCTV" card. So he knows he has to give it up.

In other words, today Northampton is simply too hot a place for offenders to come. Their anonymity is gone.

If there's one bit of advice I can give, it's "learn from the UK." Across the UK we've spent a lot of time, money, and resources on CCTV, and to this day it still doesn't work in some towns that don't know how to capitalize on it. They don't use it in an intelligence-driven way, and they don't have the radio links with the store guards and prevention officers and the wider policing family. But if you use the convicted person photographs, and you develop an exclusion scheme between participating members, and have a way for the information to flow, you get a system that works, and you can make the technology, like CCTV, work to your advantage.

Traditionally, with all police partnerships in the UK, they're police-driven and police-led. But now, if you look at the model in Northampton, apart from the police liaison officer who's there, the whole partnership is a free lunch for the police. It's run by the businesses for the businesses, and the intelligence that comes through that partnership is for the benefit of the entire town.

There are now more than 200 such partnerships operating across the UK, collaborating with umbrella organizations such as the Home Office-funded Action Against Business Crime and the Midland Regional Crime Initiaitve.

Many of the partnerships are linked together with intelligence-sharing databases, which helps us to identify travelling offenders. And this is a rich source of information and a major contribution by the participating businesses toward helping to identify orgainzed crime groups and funding streams for terrorism.

Albuquerque Police Department
Gratified With Success of Its Retail Partnership

Albuquerque's Safe City program is called the Albuquerque Retail Assets Protection Association (ARAPA). Launched in June 2006, ARAPA has already proved extremely successful, having helped police to identify and arrest offenders who have committed more than $1 million worth of retail theft.

Despite that very high return on a relatively small investment, the real success of ARAPA is not a matter of a dollar figure, police officials have said. Rather, the success of the program is seen in the enthusiasm about it among police officers as well as the retail business people who use the program every day.

"Our detectives tell us, 'This is an absolute gold mine of information,'" said Albuquerque Chief of Police Raymond Schultz. "And our retail partners have really bought into ARAPA, because they see, on a day-to-day basis, that their involvement makes a difference in actual cases. With the systems we have put in place, retailers help the police to identify the repeat offenders who are hurting their businesses—and get them put away for extended prison terms."

Advanced Web Site Links ARAPA Members

Perhaps the biggest wrench in ARAPA's toolbox is a website (see sidebar, page 21), accessible only to ARAPA's business and police members, in which they can post various types of information about suspects they have encountered, such as security camera photos of shoplifters. When all of the ARAPA members begin to compare notes, often they are able to identify the repeat offenders much more quickly and develop leads that result in arrests.

When an ARAPA member posts an alert on the Website, the form and attachments are sent via e-mail to all other members, and the alert is simultaneously posted to the website. The e-mail provides a way for people who are busy with other duties to be immediately aware that a new incident offense posting is available. And the website serves as a repository of all the information, providing a history that is data-based and searchable. The website also provides a suspect gallery which gives partners a quick method to view photos of offenders and incidents in one place.

As useful as the ARAPA website has been, officials stress that the website itself is *not* the key to the program's success. "The website is an incredibly useful tool, but it's just a tool," said Karen Fischer, Strategic Support Division Manager for the Police Department. "The important thing is the partnerships. The businesses are working together for the first time, and they are working closely with the police."

Police Forming Partnerships With Other Business Groups

ARAPA's success has resulted in the formation of additional, similar partnerships between the Albuquerque Police Department and other segments of the business community, including the financial industry; construction and contracting; commercial property owners and managers; and Hospitality (hotels, motels, and restaurants).

Separate programs have been developed for the different business sectors because each sector tends to be afflicted by different types of crime. For example, Universal Product Code (UPC) fraud is a problem in the retail sector, while heavy equipment theft is a problem in construction. Creating separate police partnerships for each industry allows the members to share information more efficiently about the types of crime that concern them.

However, there are times when police work with multiple business partners to solve a crime. For example, a member of the hotel/motel partnership posted an item about a motel maid who reported finding hundreds of pairs of blue jeans in a certain motel room. Detectives found that ARAPA's retail members had been reporting thefts of blue jeans, and an arrest was quickly made.

ARAPA Members Include Prosecutors, Other Law Enforcement, Probation, and Parole

In addition to the Albuquerque Police Department, ARAPA's criminal justice members include the Bernalillo County Sheriff's Department, the New Mexico State Police, the U.S. Postal Inspection Service, the local district attorney's office, probation and parole, and court services.

ARAPA members meet with police on a monthly basis.

Another key tactic used by ARAPA involves having retail partners and police attend sentencing hearings of chronic offenders, in order to ensure that judges are aware of the harm that repeat offenders cause. Prosecutors help in this effort by keeping ARAPA members aware of the status of particular felony cases.

At the PERF/Target Safe City Executive Session, Chief Raymond Schultz and Karen Fischer of the Albuquerque Police Department told the interesting story of how ARAPA and the other police-business partnerships were created, and how they have proved more successful than anyone could have imagined when the first meetings were held:

That first meeting turned out to be a lot more interesting than anyone would have guessed. Target started with a Powerpoint that included some security camera photographs of people who had recently been engaged in organized retail crime or causing trouble at Target stores. And suddenly detectives were saying, "I know that guy!" And other retailers were saying, "That person was in my store last week!"

With that, the energy in the room completely changed. The police officers began to see that the retailers had valuable information to offer, and the retailers saw that they needed to start sharing their information with each other.

Karen Fischer, Albuquerque Police Department

Chief Raymond Schultz:

In the past, the Albuquerque Police Department's focus was entirely on violent crime. Property crime was not considered important. And unfortunately, as a result of 30 years of that type of response, Albuquerque became a property crime haven—Number 7 in the country for auto theft, for example.

So one of the first things I did when I became chief in 2005 was establish a Public Safety Partnership—sort of a "kitchen cabinet," a diverse group of community leaders. We asked them to tell us what we in the Police Department were doing right or wrong. And we put together a focus group of business leaders and asked, "What should we be doing specifically about the property crime issue?"

We spent an entire day with the focus group, and at the end of the day we decided to work on specific areas: retail, hotel/motel, restaurants, construction, auto dealers, banking, and realtors. To take realtors as an example, it came out of the focus group that there are over 5,000 realtors in Albuquerque who are out looking at and showing houses every day. So the thinking was, "Let's organize that group of individuals, because they can help report property crimes and broken-window issues."

Target organized the retail group, which we eventually named the Albuquerque Retail Assets Protection Association. And we had a meeting between interested asset protection personnel and all of the 40+ property crime supervisors in the Police Department.

And of course at that first meeting, my officers were skeptical, sitting there with their arms folded and thinking, "How do I get out of here? Why do I have to talk to those people?" But I was there to show my staff that this was important, because I knew we needed to find better ways of getting businesses and police working together.

Karen Fischer:

That first meeting turned out to be a lot more interesting than anyone would have guessed. Target started with a Powerpoint that included some security camera photographs of people who had recently been engaged in organized retail crime or causing trouble at Target stores. And suddenly detectives were saying, "I know that guy!" And other retailers were saying, "That person was in my store last week!" And the district attorney's representative was saying "I've got cases on that individual—but they're all separate cases."

With that, the energy in the room completely changed. The officers began to see that the retailers had valuable information to offer, and the retailers saw that they needed to start sharing their information with each other.

Everybody realized that we needed to keep this initiative going, so we agreed to meet every month. We started having meetings, and began asking every big box retailer in the area to send representatives, and the participation continued to grow. And I quickly realized that for this to be really effective, we needed to find a way to database the information. It wasn't efficient enough to just show each other photographs at a monthly meeting.

At that point we got some critical help from Target, which not only provided seed money to create a website, but also told me about Stephen Gartrell of Netsential, a website developer in Houston.

We had one offender who, when she was arrested, said, "I don't know why you're making such a big deal about this. It's just a property crime. I've been arrested before. All they're going to do is slap me on the wrist." She actually laughed in the detective's face. She just got a sentence of 18 years—12 suspended, and six years in the Department of Corrections.

Karen Fischer

CATHY CALKINS/FLICKR

We worked with Steve to develop the fantastic website system that sends members alerts about crime and offenders who are active in Albuquerque—and archives the information.

The website simply makes it very easy for all of the retailers and the police to post information about suspicious people or events. The other members of ARAPA check the website every day and see the information within minutes.

Chief Schultz:

So as we quickly realized that the same guy who was hitting Target was also hitting Wal-Mart, was hitting Walgreen's, was hitting Best Buy, we started educating each other. It was Problem-Oriented Policing 101.

My detectives were finding out what the retail people could bring to the table. We created a "hook" with the detectives that I've never seen before. They quickly became very enthusiastic about this new partnership.

One thing that really energizes the officers is that every month we identify our Top Five most active property crime offenders, and when those people go to court for any hearing or sentencing, we show up *en masse*. That includes me, and when I go to court, there are usually reporters with TV cameras present, and that gets the attention of the judge. The public defenders go nuts when they see us in the courtroom with the TV cameras for a property crime case.

Karen Fischer:

Before ARAPA, we had a lot of property crime that seemed to be low-level and did not get a lot of attention. After ARAPA was created, well, I could give you example after example, but one that comes to mind was a woman who came to our attention as an unknown offender via the ARAPA website. We were able to link her to retail theft at different stores, and within a short period of time, we were able to arrest her for a residential burglary. At last count, she had over 700 charges against her.

Because all of the retailers and the police are working together, we are able to document that some of these offenders are not petty criminals; they are organized and commit a lot of crimes. We had another offender who, when she was arrested, said, "I don't know why you're making such a big deal about this. It's just a property crime. I've been arrested before. All they're going to do is slap me on the wrist." She actually laughed in the detective's face! She just got a sentence of 18 years—12 years suspended and six years in the Department of Corrections.

Offenders like this have opened our eyes to the seriousness of these career property criminals, and we have been able to get real sentences imposed to stop them, and we have done it through our partnerships by working with people in the community like ARAPA.

Chief Schultz:

What has been created over the course of the last couple years is an unbelievable amount of energy and synergy. We have the monthly ARAPA meetings, and they start at 10 a.m. and never go more than 90 minutes, and I encourage people to go out to lunch afterwards, so the police and retail asset protection people can continue their discussions over lunch. We have a minimum of 60 to 70 people attending each one of these meetings now.

And for the police, what's important to remember is that we never wanted to lead the entire project ourselves. Karen can't run ARAPA and all the other projects for construction, for the financial industry, etc. Running ARAPA is not her job. Her job is to work with the stakeholders and help *them* put it together and run it, because if we didn't have buy-in from the stakeholders, the program wouldn't have taken off.

The ARAPA website has been up and running since November 2008, and in just nine months we've had more than 400 alerts posted, and it's the retail members who post most of the items. They're the ones who are providing the most critical information and sharing it with each other. For the police, it's a gift, learning about who is committing the most retail crime.

Karen Fischer:

Now we're in the process of taking these partnerships beyond Albuquerque to a regional level. We're working with the New Mexico Sheriffs' and Police Association, and our next ARAPA meeting will be hosted jointly by us and the association. We're inviting all of the surrounding law enforcement agencies.

We're trying to build this retail partnership to a regional initiative because we've discovered that property crime offenders will commit crimes in Albuquerque, but then they start getting caught in Albuquerque, so they leave and go to Santa Fe or other cities and start committing the same crimes there. And these other law enforcement agencies are asking us, "How come we're getting all your criminals?" They want to know how they can get involved in what we're doing with ARAPA. So we're at the point now where we're ready to expand to a three- or four-county area within central New Mexico.

> The public defenders go nuts when they see us in the courtroom along with TV cameras for a property crime case.
>
> Chief Schultz

Albuquerque Chief Raymond Schultz and Northampton Sgt. Paul Valentine

Albuquerque's ARAPA Website:
A Simple, Effective Way
To Share Information

Below is the homepage of the Albuquerque Retail Assets Protection Association (ARAPA) as it appeared on August 14, 2009. The homepage shows the most recent postings by retail businesses who are members of ARAPA, as well as postings by the Police Department. Each of these postings results in an email to ARAPA members to let them know that new information about a suspect, a crime pattern, an arrest, or other crime-related matter is available. And the map provides a quick view of where the recent incidents occurred.

Users who checked the website on August 14 would have learned about a number of incidents, such as the following:

- A Costco store posted a detailed description of two people who tried to return $800 worth of television monitors that they had recently purchased at the store with a check, and who were upset that they could not receive an immediate cash refund.

- A Home Depot store posted a notice of a person who placed several expensive items in a shopping basket and then placed the basket near an emergency exit at the back of the store. When the person saw a store security officer nearby, he abandoned the basket and left the store.
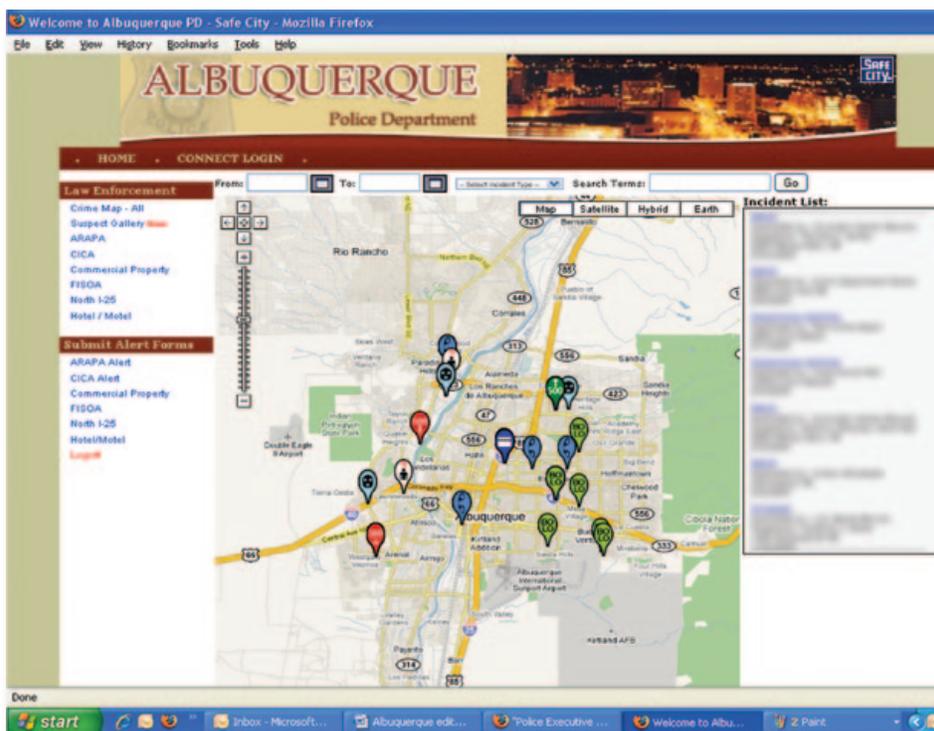
Homepage of Albuquerque's ARAPA website

ARAPA's
"Alert Form"

- The U.S. Secret Service posted a notice advising ARAPA members that they had arrested a man who had been the subject of a Costco alert on ARAPA one month earlier. The arrestee had opened a Costco membership using another person's identity, and had then passed counterfeit checks at three Costco stores in Albuquerque. The person resisted arrest, the Secret Service noted.

On the previous page is the "Alert Form" that ARAPA members use to post information on the website. Note that the types of offenses listed are those most likely to occur in a retail environment. The forms for other Albuquerque police-business partnerships are different. For example, the form for the Construction Industry Crime Alliance (CICA) includes check-offs for heavy equipment theft, materials or tool thefts, and vandalism.

All Information Is Searchable

All of the information on the ARAPA website is searchable. This makes it easy for users to conduct their own investigations—for example, checking to see whether a particular person or a person with a certain MO has been identified by another ARAPA member.

Target's Brad Brekke: When Risks Go Up and Resources Go Down, The Game-Changer Is Partnerships

Target's Vice President for Assets Protection, Brad Brekke, has had a wide-ranging career that includes experience as an FBI agent, a lawyer, and security-related positions in several major corporations. At Target, he is known for promoting a philosophy that the best approach to security is one of forming partnerships.

At the Safe City Executive Session, Mr. Brekke offered his thoughts about what Safe City is meant to be:

What I'd like to do is step back and give you an overview of the philosophy of Safe City, and how it happened that Target created Safe City. This philosophy, I believe, is especially important in light of the economic recession and the challenges facing both the private sector and the public sector, and also in terms of where our country is as a whole right now.

Since the 1980s, risk has gone up in the private sector. The issues we faced back in the 1980s have changed and evolved. We've always had theft and fraud, but 30 years ago we didn't have cybercrime, or some of the gang-related issues we're facing now, and other things that contribute to the crime problem. In the private sector we measure risk statistically through various analytics; the CAP Index is one example, and some of you may be familiar with these.

Based on these analytics, there's no doubt that the actual risk for our company of being victimized by crime has gone up statistically. In many communities, you will find that risk has gone up, measured not only by crime statistics, but also other measures of social disorders.

I think that those of you who work in law enforcement have done a pretty good job of managing risk, even in this increasing-risk environment. I think most police departments have been able to keep the risk to a manageable level. Crime may spike upward, but then it comes back down. There are a lot of responses you have made, things like Compstat and community policing, to adapt to these increased risks.

The other major trend in today's world is resources. I think what we're all up against right now is that resources are declining. Whether you're in the public sector with reduced tax revenue, or the private sector with reduced sales or other types of cash flow, it's not there like it used to be.

GREATER RISK, FEWER RESOURCES—HOW TO RESPOND

So how do we address the gap, where risk is going up and resources are going down? We have a number of levers. I think these concepts apply to law enforcement as well as to Safe City.

Talent

Number 1, we've focused on talent. Part of what we've done at Target is reconfigure who we've brought into private security. Today we have people with many different backgrounds—finance, analytics, technical people, a mix of players.

I think that this issue of talent is a challenge for law enforcement. Unless those of you in policing look at a different talent mix, I think you're going to have a difficult time succeeding in the future. To give you an example: In 1976, I began my studies for going into policing; I went through a two-year program here in Minnesota. Last year, my son, who also is going into policing, completed his two-year program. Did you know that almost 80 percent of his curriculum was the same material I took in 1976? My son was training to become a police officer with mostly the same curriculum that I used more than 30 years ago.

The world has changed, and I think police need to start understanding that there are so many new skill sets in play that were not an original part of policing. I know a number of departments are hiring more civilians to get at this need for new skills.

Information

The next thing we look at, and this is tremendous, is information. This can be intelligence, analytics, data of all forms and fashion. In today's world, we have access to more information on a real-time basis than at any other time in history. It's incredible what we can do.

Here at Target, we have almost 2,000 employees in Bangalore, India. Twenty-three of them are in Assets Protection, and their job is to analyze data. These are MBAs, Ph.D.s, people with different types of backgrounds who understand statistics and everything else, and they are able to help us with investigations. We may have a case that involves fraud in five states, and they use data analytics, operating out of India, to help crack the case. Otherwise, it's just too hard for us, as a $60-billion company, to sort through all the data we have and figure out what's going on.

The law enforcement model of fusion centers is a step in this direction, where you're trying to analyze information in real time. But going back to the talent point, unless your officers or other people can understand how to *use* the mountains of data that are available, it has limitations.

Technology

The next lever is technology—things like mobility devices, PDAs, communication links, mapping technologies. There are all sorts of startup companies that are trying to get into this area, and I'm seeing more and more police agencies adopting these things.

At Target, CCTV cameras are very important. We have cameras at every one of our facilities, in total over 75,000 cameras. We have used them in a reactive or historical way, but we're also trying to use them for proactive or preventive purposes. Cameras are not the key, but they are critical; they are a force-multiplier.

We also created a forensic lab around video forensics, because we realized that virtually nobody out there outside of law enforcement has the ability to manipulate video data effectively. With that much video from 75,000 cameras, to get the most out of it, you have to have people who really know how to work with it.

Partnerships

The final lever is partnerships and collaborations, and I think this is the game-changer. No longer can we do things by ourselves. We don't have the capability on our own to deal with this gap between risk and resources.

This need for collaboration, in addition to being necessary from a practical standpoint, is also a part of the way we just should be as a society, I think. I don't look at government as a stand-alone thing; you in government are part of us, and we should be integrated as best we can.

With community policing, police now think about the people in the community differently than they did a few decades ago. But is the community thinking differently about the police? Or do they just look at the police and say, "Oh, you're a service provider; it's your job to provide police services, and it's our job to pay the taxes to support it."

In other words, people sometimes complain about crime, but they don't step up and say, "What can *we* do to help?"

So with Safe City we are working to change the mindset or vision. We are asking what we can do to help, and we are thinking, "How do we leverage partnerships?" And this isn't easy; there's no set model or template that you can go to. The Safe City projects are not all the same; there are a lot of differences among them. There's no magic to this.

I work for a unique company, Target, in that it's very engaged in the community. It doesn't want to just be *in* the community, it wants to be *part of* the community. And that philosophy has given us a freedom or latitude that not all companies have, to stretch our boundaries and get involved.

But our intent isn't to be the "star." Our intent is to be the model, or the catalyst, so other companies can see a role they can play and step in too.

We all need to understand that a safe community benefits us all.

Compton, California:
Bringing Technologies to an Area With Violent Crime and Gang Problems

The Safe City program in Compton, California is evidence that Target is not afraid of big challenges. The city of Compton is known for high rates of gang violence, and Safe City is playing a key role in helping to address that problem.

Compton does not have its own police department; it relies on the Los Angeles County Sheriff's Department for law enforcement services. At the PERF/Target Safe City Executive Session, Capt. William Ryan of that agency described how Target came to launch a Safe City program in Compton:

Captain William Ryan: Our sheriff, Lee Baca, is a forward-thinking and visionary person. Back in 2005 he was wondering, "How can we make sure that our department takes full advantage of the latest in surveillance technologies?" So he assigned two people from our Compton station to start evaluating the various technologies and how they could be applied to Compton.

As you probably know, historically Compton has had one of the highest crime rates in Southern California. It's Ground Zero for several gangs. The city has a population of 100,000, and it has 65 identified gangs and 10,000 identified gang members and associates. Compton has experienced a lot of gang violence, including a high rate of gang-related murders and shootings. On the other hand, crime in several categories has been significantly reduced over the past two years, and in 2008 the city had the lowest murder rate in over 25 years.

About the same time that we started considering the program to evaluate surveillance technologies, the city of Compton partnered with a developer to build a new shopping center, and Target was one of the first anchor stores to sign up to have a store there. Target also started having some conversations with us and with a computer software company called the Belkin Corp. to have a Safe City program in Compton. And what evolved from that was that Target dedicated money to form a Safe City Foundation that would raise funds to support this surveillance technologies initiative.

License Plate Recognition Cameras, Surveillance Cameras, And Gunshot Detection

Captain William Ryan: The technologies program was given the name Advanced Surveillance and Protection (ASAP). It started with a three-phase plan:

First, in June 2007 we deployed three police cars outfitted with license plate recognition cameras (LPRCs).

The second phase was the opening of the new shopping center, with the first stores opening their doors in November 2007. There were surveillance cameras and fixed LPRCs installed in the shopping center and on the two main access streets into the shopping center. There were also surveillance cameras and acoustic gunshot detection cameras installed on top of the tallest building in the city, the Compton Superior Court building.

The third phase, which is still in the planning stages, will consist of installing surveillance cameras at approximately 56 different intersections throughout the city and at several city parks.

We have a live feed from all of the existing surveillance cameras into our station dispatch area.

Chuck Wexler: Has the ASAP program proved effective?

Captain Ryan: Yes, absolutely. We've had a lot of success stories. We've been able to use these technologies to solve, arrest, and prosecute people for burglaries, rapes, murders, and all types of crimes.

For example, at the shopping center, there's a jewelry store where a guy tried to pass a bad check for several thousand dollars. A store employee called our station, and we were able to focus a camera on the front of the store, follow this guy as he left, switch to another camera as he got into a car, switch to another camera, and see him drive out of the shopping center. We were able to radio this real-time information about the guy's exact location to a patrol car.

Another time, one of the detectives in our ASAP unit was looking at a crime bulletin on a murder, which had a description of the suspect with a partial license plate number and a description of the car he was in. So we ran a search through the license plate recognition database and were able to come up with the full license plate number of the car, and then working it a little bit more, were able to identify the suspect in that murder.

In another case, a call went out on an assault with a deadly weapon, and the location happened to be within range of our cameras at the courthouse building. So they saw the vehicle that was involved, and were able to follow the car three or four blocks by switching to another camera. They saw the car pull up to a house, and a little kid ran up to the side of the car. The guy inside the car handed the kid a gun, and the kid ran between two houses and hid the gun. With this real-time information we were able to direct our patrol units to arrest the suspect, and also to find the gun. The deputies at the scene were not in a position to see the child run to the car and get the gun, so the cameras played a key role.

Measuring Success through Routine Police Reports

Captain Ryan: So yes, it has been successful. But at the beginning we were slow to develop ways of measuring its success. We didn't have any ways of keeping statistics on when the technology was helpful. When a deputy uses the license place recognition camera to arrest a car thief, how do you keep track of that? So we developed some statistical codes that the deputies use in their reports to indicate when an arrest stems from information provided by a camera, and if so, which type of camera.

There are a lot of gang members and parolees and sex offenders in the Compton station area, but there are also a lot of good people living there, and I think they feel safer, in part because of this technology…. We've been able to use these technologies to solve, arrest, and prosecute people for burglaries, rapes, murders, and all types of crimes.

Captain William Ryan, Los Angeles County Sheriff's Department

Chuck Wexler: Where does the program stand today?

Captain Ryan: In the near future, the ASAP program will be expanded throughout the entire city. It started with the shopping center, courthouse and the three license plate recognition police cars, but now the city has dedicated $2 million to build out this system and install cameras in approximately 56 different intersections and several city parks throughout the city.

And there has been a huge ripple effect throughout our department. We have created a department-level ASAP unit, so this is no longer just about Compton; it's about all of the areas of Los Angeles County that the Sheriff's Department serves.

And we created a technology clearinghouse. Our development of these technologies has gotten a lot of publicity, and other cities where we provide law enforcement services have started expressing an interest in getting some or all of this technology.

Throughout the department we have implemented the automated license plate recognition systems, with 59 mobile units deployed or being built, 7 in procurement, and 11 fixed ALPR cameras and one in procurement. We have also deployed 37 surveillance cameras, with 59 in procurement, and we have two gunshot detection systems. And we have an advanced level of Command Center integration of all these systems.

In addition, the ASAP unit is researching other surveillance technologies, including video analytics, ground-based radar, megapixel cameras, and portable "mesh" surveillance systems. A "mesh" surveillance camera system is one that is set up without any cabling. The video feed is sent over radio frequencies to a single point where it is then sent to a viewing station through cabling.

Chuck Wexler: Do the Compton residents support all this?

Captain Ryan: Yes, the community has really embraced it; they're excited about it. Because the crime rates in Compton have been so high, many residents had developed a "victim mentality." They felt that crime was just a part of life there. But now they've seen this technology and all our enforcement efforts, and things have started to get better. Crime has started to come down, and they're really supporting the technology. Without question, there are a lot of gang members and parolees and sex offenders in the Compton station area, but there are also a lot of good people living there, and I think they feel safer, in part because of this technology.

Target and Safe City Help St. Paul Police
Fulfill Their Interest in Starting a
Camera Network

In early 2006, St. Paul Police Chief John Harrington told the *Pioneer Press* newspaper that he was looking to install CCTV cameras throughout the city.

"The neighborhoods could really benefit from this kind of thing. It's a whole lot of extra eyes," Chief Harrington said, noting that England's massive security camera system had helped in the investigation of the July 7, 2005 suicide bombings in London's public transit system.

At that time, St. Paul had hoped to start installing a CCTV system with a possible grant from the federal Department of Homeland Security. The grant fell through, but city officials said they would continue to look for opportunities to launch a camera project.

"Scanning for Opportunities"

At the PERF/Target Safe City Executive Session, St. Paul Assistant Police Chief Matt Bostrom described what happened next:

"Minneapolis had done their project with Safe City, and those of us in St. Paul were watching them use their videos to catch bad guys downtown," Chief Bostrom said. "And we were thinking, someday maybe we'll be able to do something like that. And we were scanning for opportunities.

"And then an opportunity came along—the expansion of a light rail project called the Central Corridor," Bostrom said. "This is a project to run trains 12 miles from downtown Minneapolis along University Avenue, through the University of Minnesota campus, across the heart of St. Paul and to the State Capitol Building and then down to St. Paul's Union Depot. A federal grant became available, and Target committed to providing additional funds to establish police surveillance cameras along the light rail route."

In October 2007, the St. Paul City Council approved the "Central Corridor" plan, including the installation of 25 cameras in St. Paul, with another 10 cameras to be installed later. The following month, Target presented the city with its gift to support the initiative through its Safe City program. The plan called for the cameras to transmit video signals wirelessly from the cameras to police headquarters and other locations.

"We knew that this would be a great idea and that cameras would work well for St. Paul, but the question was, where do you begin?" Chief Bostrom recalled. "You can't just put cameras across the entire city. You need a strategy for getting started. The combination of Safe City and this light rail project got us going."

St. Paul's CCTV network got another boost the following year, when the city installed 45 additional cameras in the downtown area in preparation for the 2008 Republican National Convention. And in late 2008, St. Paul received additional money

to begin installing cameras within one mile of the Mississippi River, using a port security grant.

"Right now, we've got 110 cameras that are fully active at any given time," said St. Paul Police Senior Commander Joe Neuburger at the PERF/Target Executive Session. "Cameras are not a silver bullet. They're not going to stop crime singlehandedly. But I think that one major sign of success is that when a crime is committed, our street cops ask, 'Did you get any of it on video?' And the first thing the prosecutors say is, 'Please tell me you got it on video.' To me that's a success story, because they know that if you have the crime on video, it's almost a guaranteed prosecution."

Latest Technology vs. Technology with a Reliable Record

The St. Paul Police Department was able to benefit from the lessons that Minneapolis learned with its CCTV experience, Commander Neuburger said. "We asked Rob Allen, 'If you could start over from scratch, what would you do differently?' And what we learned was, we should try to secure enough funding so we could do it in a pretty big way, and not have a patchwork of a few cameras here, a few cameras there."

Another issue to keep in mind is that CCTV technology also "changes by the minute," Neuburger said. "By the time you get a system installed, there's better equipment out there. So try to get technology that is as cutting-edge as possible, so you're not instantly outdated. But that can be difficult, because city governments are risk-averse to buying the latest technology. They don't want to get stuck with something that hasn't had plenty of time to prove itself."

To deal with that dilemma, St. Paul worked hard to ensure that it would choose the most expert CCTV vendor. "We had a pretty in-depth vetting process," Neuburger said. "We wanted to make sure that when we said, 'OK, turn it on,' that it would actually turn on and work the way we expected. So we brought together a user group of about 15 people, including our IT director and several of the end-users—the investigative sergeants who would actually be using the system. And our public works department was a big stakeholder in this, because they wanted to piggyback off of our cameras for traffic management. That was a spinoff benefit. But it's our project, so the public safety aspect comes first."

"We knew that this would be a great idea and that cameras would work well for St. Paul, but the question was, where do you begin? You can't just put cameras across the entire city. You need a strategy for getting started. The combination of Safe City and a light rail project got us going."

St. Paul Assistant Police Chief Matt Bostrom

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St. Paul Police Senior Commander
Joe Neuburger

Getting Wide-Ranging Corporate Involvement

Linda Presthus, executive director of the St. Paul Police Foundation, also is playing a role in St. Paul's Safe City program. Since the Police Foundation was founded five years ago, it has raised approximately $750,000 to fund a variety of policing programs, from the Police Athletic League to Kevlar helmets.

"We were looking for something that would put us out in the community, and along came Safe City and the cameras project," Ms. Presthus said at the PERF/Target Executive Session. "So we agreed to take on the task of raising $730,000 to serve as matching funds to trigger a $2.3-million federal grant. That is a lot of money to raise, so we are bringing in major corporations in addition to Target. Every one of the major companies with buildings in downtown St. Paul is now a part of this."

Chief Bostrom said that the St. Paul CCTV system is growing faster than anyone imagined it would two years ago. Asked whether it is daunting to launch such a quick-moving project, Bostrom said that sometimes leadership involves "tolerating ambiguity"—a willingness to get the ball rolling, even if you are working from incomplete information or don't know exactly how far a project will go.

"Target made this tremendous investment to start with the Central Corridor," Bostrom said. "And once that started to move, these other corporations started to see that this is a fully functional system, and it is pretty dynamic. We don't know where it will end, but at this point the opportunities for sharing information seem to be without bounds. During the Republican National Convention, we had access to hundreds of Minnesota Department of Transportation cameras, to the Minneapolis cameras, our own cameras. And now we have an opportunity to share with our corporate partners at the city core. Minneapolis was a leader, and Target has been willing to be innovative on these things. And I believe that it fits with the philosophy of community policing very well. It is all about partnerships and creating relationships with people."

Federal Way, Washington:
A Young Safe City, Moving Up Fast

Federal Way, Wash., a city of about 90,000 people served by a Police Department with about 175 employees, has one of the younger Safe City programs. In fact, it was less than two months before the PERF/Target Safe City Executive Session, on May 27, 2009, that a "launch party" was held to showcase the Federal Way program to business owners and other members of the community.

However, Safe City Federal Way has been in the works for some time, according to Lt. Sandy Tudor of the Federal Way Police Department, who is in charge of overseeing and managing the program. In 2006, a Target asset protection employee, working with a Federal Way police officer who was assigned to a local shopping mall, decided to develop a Safe City proposal. The proposal gradually worked its way up through the chain of command in the Police Department, and was approved by the city council in 2007. In 2008, Safe City Federal Way was established as a 501(c)(3) nonprofit, and in the fall of 2008, 27 closed-circuit television cameras were installed in the Safe City area, in the city's downtown district. About the same time, a Safe City web site was developed to facilitate information-sharing among Safe City members.

By the time of the launch party in May 2009, the CCTV cameras had already proved useful, helping in the investigation of a bank robbery and a domestic violence assault that were captured on video. The city's camera system is sophisticated technologically. Each camera is accessible from any computer accessed by the Federal Way police, including laptops in patrol vehicles. And officers, using a secure password to access the system, can manipulate the cameras, panning or zooming in to focus on a specific location.

Commander Stan McCall,
Federal Way, WA Police Department

Unlike CCTV systems in some other cities, Federal Way's cameras will be monitored to some extent in real time, Commander Stan McCall said. "We have a whole cadre of volunteers, about 30 to 40 senior retired adults who have passed a very thorough background check," Commander McCall said. "They do things like ferry our patrol cars around and take out a speed-watch trailer. We are training them to operate and watch the cameras."

For example, the volunteers have been trained to watch for suspicious situations, such as a person who seems to be trying to enter more than one vehicle in a parking lot. The cameras are not observed 24 hours per day, but the video feeds are recorded and saved for seven days, to assist in crime investigations.

Addressing Civil Liberties Concerns

The ACLU of Washington State has expressed concerns about Federal Way becoming a "surveillance society," but the city has taken steps to address these concerns. For example, any person who is allowed to access the camera system must enter a personalized password. If there is any suspicion that someone is using the system to violate a person's privacy, officials can review any camera movements that were dictated by any person.

All Federal Way police officers and other personnel have been trained in the legal, ethical, procedural, and operational aspects of the CCTV system, Lieutenant Tudor said.

Even though Safe City Federal Way is a relatively young program, Chuck Wexler of PERF asked Lieutenant Tudor whether there is anything she would change if she could start over.

"Well, the cameras are 'flashy' and get a lot of attention," Tudor said. "But in retrospect I think we should have begun by paying more attention to the communications and partnership aspects of the program. That's what should be done first, or at least in tandem with the technology piece."

And Lieutenant Tudor said that when she was first assigned responsibility for managing Safe City early this year, she found that local businesses and other partners were being charged fees to join and gain access to the Safe City website. She believed that was counterproductive and worked to change it.

Now, businesses are invited to make financial contributions to support Safe City, but there is no charge to become a member.

The cameras are "flashy" and get a lot of attention. But in retrospect I think we should have begun by paying more attention to the communications and partnership aspects of the program.

Federal Way Police Lieutenant Sandy Tudor
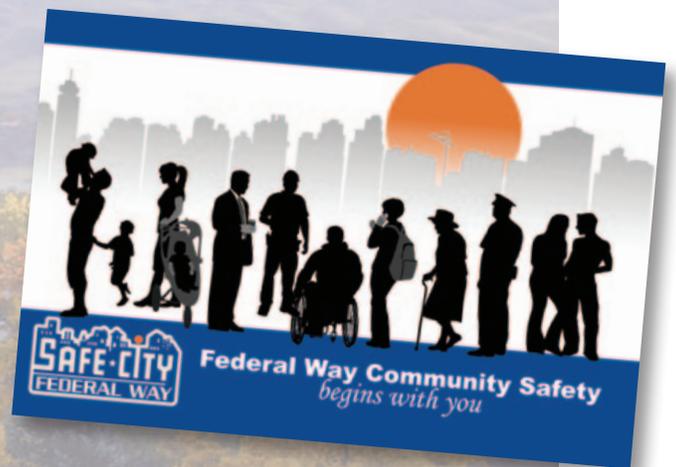
Safe City in Washington, D.C.
Brings Community Outreach
To a High-Crime Residential Area

The Safe City program in Washington, D.C., launched in 2008, is different from some of the programs in other cities, in that it is centered in a high-crime residential area, rather than a downtown district. The neighborhood, known as the Trinidad neighborhood, is well-known in policing circles as the area in which Police Chief Cathy Lanier established a program of temporary checkpoints for motorists in the summer of 2008.

The Trinidad area was suffering extreme spates of violence; seven people were killed and three more wounded in one nine-hour period in May 2008. Part of the problem was that people who did not live in Trinidad were driving into the area in stolen vehicles, quickly committing a series of robberies and shootings, and fleeing the area. The security perimeter and vehicle checkpoints were designed to "fence them out" and send the message that criminals could not use Trinidad as a crime zone, Chief Lanier said.

The temporary checkpoints had the desired effect, quickly bringing a halt to the killings in Trinidad during the summer of 2008. In July 2009, however, a federal appeals court held that the checkpoints were unconstitutional. District of Columbia Attorney General Peter Nickles announced that the city would appeal the ruling. Regardless of how the case is ultimately resolved, Chief Lanier won the respect of many fellow police chiefs for taking bold action to protect a neighborhood in serious trouble. And she is taking new actions, including establishment of a Safe City program, to protect residents of the Trinidad neighborhood as well as the entire city.

The Safe City program promises to offer several new initiatives not only to reduce violence in the Trinidad area, but also to improve police-community relations and shore up social services that help to make the neighborhood healthy and vital.

At the PERF/Target Executive Session on Safe City, PERF Executive Director Chuck Wexler discussed the Trinidad program with Lois Frankel, executive director of the Washington D.C. Police Foundation. The DC Police Foundation is a non-profit business and civic group that raises funds and in-kind gifts to help support policing programs in the District. It played a key role in helping Target and the Washington, D.C. Metropolitan Police Department get the Safe City initiative off the ground.

Chuck Wexler: I understand that Safe City in Trinidad will include some security cameras for the neighborhood. Aren't these cameras controversial? I remember when former Police Chief Chuck Ramsey thought it would be a no-brainer to install cameras, but he ran into a lot of flak from the city council about it.

Lois Frankel: That has turned around significantly. Initially there was some concern about civil liberties implications, but today Chief Lanier goes around the city and everyone is begging for cameras in their neighborhoods. They ask her, "When are we getting cameras?" She tells us this is especially true in the neighborhoods with the most severe crime problems.

Chuck Wexler: How did it come about that Trinidad was selected as the focal point for the DC Safe City program?

Lois Frankel: Target came to the District and told Mayor Adrian Fenty that they would like to bring Safe City to Washington. And the mayor and Police Department were very welcoming; they very much wanted this to happen. But the program needed a focus. The Target representative on my board of directors was talking with me about it. And we thought of the Trinidad neighborhood, because it was having a crime problem and we thought we could help there. Trinidad actually is quite a functional, mostly middle-class African-American neighborhood. It has a lot of long-time residents, but it was suffering from this phenomenon of outsiders, as well as a few people who live in the area shooting people, which was generating retaliatory shootings and so on. So we said, let's focus this Safe City project on Trinidad. Everyone from the DC government was in immediate agreement that this was the way to go, and once we had a focus, the project became much more manageable.

Lois Frankel, Executive Director, Washington, D.C. Police Foundation

Chuck Wexler: But this is not just about cameras, is it?

Lois Frankel: No, not at all. Based on the research we had done about Safe City and all the conversations we had had with people about it, the way I defined Safe City in my mind was "using technology to enhance community outreach." The community engagement part of it is just as important as the technology. We had several meetings where we made clear that this was not just another way of getting cameras.

Chuck Wexler: How did you approach that issue—building support within the community?

Lois Frankel: The DC Metropolitan Police Department has civilian "community outreach" employees in each district, whose job it is to go to a lot of community events and organize events to make connections with the residents. So we brought their managers in and asked them, "What else is needed in the Trinidad neighborhood? What else can we do in addition to providing cameras?"

And they had a lot of ideas that we vetted through the Advisory Neighborhood Commissioners and then incorporated into the Safe City program.

For example, many people in Trinidad cannot afford cell phones, so we provided 200 cell phones to neighborhood block captains and other leaders. The phones, which were donated by Sprint Nextel, are programmed only to call 911. So this gives the neighborhood leaders a way to connect with the Police Department whenever they need to. This aspect is called "Operation Live Link."

Another idea was that lighting up the neighborhood after dark is a deterrent to crime. So we have a component called "Light Up the Night," in which police go door-to-door and hand out these high-intensity light bulbs that don't use much electricity, for people to use on their front porches.

The other major benefit of that program is that it gives police officers a reason to go to people's homes and have conversations with them in a non-threatening, helpful way as they distribute the light bulbs. So that helps establish strong police-community relationships.

We also connected with the Department of Parks and Recreation, and gave them $25,000 for each of the two recreation centers in Trinidad. These facilities offer a variety of activities, especially for kids and seniors. The $50,000 is going to things like basketballs, footballs, baseballs and baseball gloves, uniforms, exercise machines, video games, folding chairs, and computers for a computer lab.

Another issue with community outreach in Trinidad was that the police did not have supplies for hosting community events. So we budgeted about $10,000 for the purchase of a special trailer that can be attached to a police vehicle, that contains tables and chairs, a small public address system, a printed banner, a popcorn machine and other things that will help the police to host community outreach events.

Chuck Wexler: When can we expect to see the CCTV cameras up and running?

Lois Frankel: Very soon. We just started working on all this last year, and it has taken some time to get the siting questions and the legal and financial issues worked out and the infrastructure for cameras into the Trinidad neighborhood. And we've been working with the DC government to make sure our cameras will be compatible with the city's existing CCTV systems. We are going to have about six cameras in Trinidad with the Target funding, and the DC Police Foundation was able to get funding for several more cameras from Pepco, our local electric company. The Trinidad neighborhood is less than half a square mile, so those cameras should go a long way. The involvement of the Police Foundation is resulting in the project moving forward much faster than it otherwise would have done, because the funding is moving through the Foundation, and as a nonprofit we can do procurements more easily than any city government can.

Chuck Wexler: How did you decide where to buy the cameras?

Lois Frankel: Target has a list of vendors, and working with that list, I called several cities with camera systems, and was told that the Avrio Group is great. So that is the company we chose. There are liability issues to this that are tricky, so we worked with a pro bono attorney to develop a very thorough contract that we and Avrio are both happy with. We provided this contract to Target as a model for any other communities that are looking to set up a CCTV project, so they won't have to start from scratch the way we did.

NOTICE
This Area May Be
Monitored by the
Metropolitan Police
Using Closed Circuit
Television (CCTV)

www.mpdc.dc.gov
Metropolitan Police Department
24 DCR 2602.7

BOTH PHOTOS: JIM KUHN/FLICKR
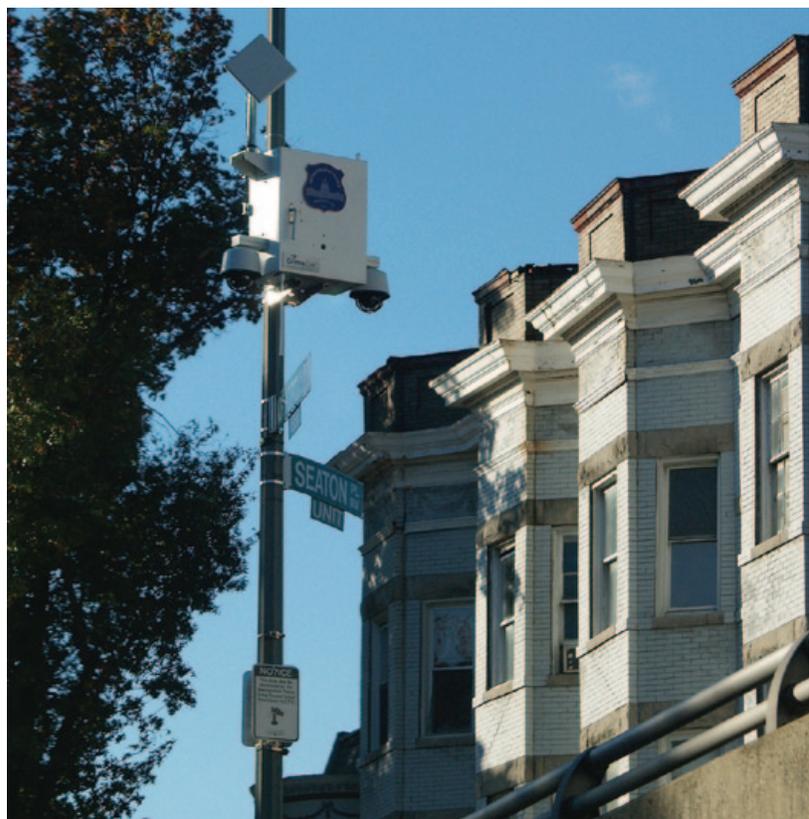
Safe City in Hyattsville, Maryland
Helps Police Manage Newly Annexed District

Hyattsville, Md. is a city of approximately 17,500 people living in three square miles, located near the northeast border of Washington, D.C., inside the Capital Beltway.

Several years ago, Hyattsville annexed into the city a commercial area that included a shopping mall and Target store. The Hyattsville Police Department (HPD) had to consider how it would police the annexed area of about 100 businesses on top of the workload officers already carried. HPD gathered statistical data from the annexed area to understand how the department would be impacted by various types of crime in the district and how it would need to adjust its patrolling efforts.

"It was a significant concern, how we would be able to handle the extra workload with very limited fiscal resources for additional police positions," said Chief Douglas Holland.

HPD was approached by Target and was made aware of grant opportunities that could improve security and safety in the area. Chief Holland saw Safe City as an opportunity to address the workload issues associated with an annexation into the city, as well as a way to incorporate closed-circuit TV and other technology into the department's policing efforts.

After meeting with Target, HPD worked with the city administrator and community development manager, who helped plan the Safe City project and notify businesses within the city. At the time Hyattsville began planning its own Safe City project, it was the smallest jurisdiction to participate.

Target helped HPD develop its Safe City model by providing references to other departments that had already started the planning process or had established a Safe City program, including Minneapolis, Chula Vista, and Cincinnati. These departments offered guidance that benefitted the development of Hyattsville Safe City. HPD held meetings with the local business community to present the plan for Safe City and to invite them to join the initiative as information-sharing partners as well as fiscal supporters. Businesses were told that one way they could support the program would be to add more CCTV cameras to the system, at the same rate offered to the city by a contractor that the city was using to install cameras.

The Hyattsville Police Department was looking to incorporate several new policing activities and tools into its Safe City program, including night surveillance technology, use of Segways to make officers more visible in commercial retail areas, a community alert system, CCTV cameras, and emergency call boxes.

Dealing with Concerns about Privacy

Some businesses in Hyattsville reported that they already had obtained good results with their private CCTV systems, which had been in use before the Safe City program was launched. But the proposal to have the city government install CCTV cameras was a somewhat different matter, and some members of

the community expressed concerns about whether Hyattsville was becoming a "Big Brother Is Watching You" community. In order to address this, residents were invited to speak at several local council meetings regarding policies and procedures for the installation and use of the cameras.

"We took these concerns seriously and chose to keep the cameras strictly in retail areas, with the exception of one public park," said Chief Holland. The technology allows HPD to place cameras in areas where retail businesses and residential neighborhoods meet, but "blur out" the photographing of non-commercial areas, in order to protect privacy rights.

"The Police Department made a decision early in the process to draft policies and procedures ensuring Constitutional protections and guarding against any unauthorized use," Chief Holland said. "And we decided that we would not turn on the camera system until the policies and departmental training were completed." A general order will be reviewed with each police officer, so they will be well informed of the appropriate uses of the cameras, how to operate and monitor the cameras, and which types of activity caught on camera are appropriate to report.

Chief Douglas Holland,
Hyattsville, MD Police Department

Currently, Hyattsville is working to install the cameras and emergency call boxes throughout the commercial business areas in the city, as well as on pedestrian and bicycle routes near the two Metrorail stations within Hyattsville. The cameras are seen as creating a deterrent to criminal activity, as well as providing video records of offenses that can be used for prosecution. "This will not be any type of a covert system. Residents will know exactly where the cameras are," Holland added. The cameras will hold images for 14 days and will be monitored by police personnel.

Regular meetings with business partners will begin when the installation of the cameras and emergency call box systems is completed.

HPD also has daily informal contact with community businesses through the Community Action Team (CAT), a program in which police work with community members to address problems of crime and disorder. Police officers working in CAT are specifically assigned to certain areas and businesses in the city, so they can become familiar with the people and issues in their assigned area. And the Hyattsville Police Department communicates regularly with local private security officials. Training opportunities and weekly meetings allow information to flow in both directions, in order to maintain a collaborative approach to safety and crime reduction.

Residents and Businesses Sign Up For "Safe City Alert" Messages

Another aspect of the program is a Safe City Alert System, which allows businesses, community organizations, and local residents to receive information on local public safety issues.

A link on the Police Department's website allows anyone to sign up for the free alerts. Through Target, a vendor was recommended to develop the Hyattsville Alert System registration website at no cost to the department for the first two years of operation. Anyone can sign up for the free alerts, and business owners, residents, students, parents of university students (the University of Maryland is located at College Park, adjacent to Hyattsville), local organizations and government agencies have all taken advantage of this alert system opportunity. Screening for a criminal background is done when an individual signs up for the alerts. In addition to

public safety alerts, the system distributes weather alerts and requests for various types of assistance.

Currently, 277 individuals have registered to receive Safe City alerts, and "it's not just individuals receiving the messages, but entire organization or agency listservs, so it actually reaches many more eyes than the number we have tracked," said Abigail Sandel, Hyattsville City Communications Manager.

As the Safe City project continues to evolve in Hyattsville, the Police Department has encountered some challenges, particularly related to the use of technology. One major issue was creating an infrastructure that could support all of the additional technology and information that would be coming to the Department. A few of the Safe City partners and private property owners have agreed to allow HPD to set up the necessary equipment to enable a wireless system that transmits the camera signals back to police headquarters. One of the more difficult aspects of setting up the camera system is obtaining permits to mount the cameras on utility poles.

Another obstacle was having qualified in-house tech support available to maintain the system. Lt. Gary Blakes, Commander of Special Services, believes that having a good IT staff that is able to keep up with technology is critical to setting up and maintaining a CCTV system that can be utilized effectively.

While Hyattsville PD received its initial funding from Target, the city added funding in its own budget for Safe City and it is now looking to other major corporations in the area for support to maintain the program. Lieutenant Blakes is optimistic about the future of Safe City in Hyattsville, saying, "Safe City is a great success and I can see it paying off dividends as it continues."

To other jurisdictions interested in planning a Safe City project, Chief Holland strongly recommends talking to several departments that are in different phases of developing or running their own Safe City program. He also stresses openness with the public and holding public meetings to discuss the initiative and receive input.

"Safe City has been one of the best corporate partners we've had. We are constantly in contact with each other to discuss community safety issues throughout the city," said Chief Holland.

Chula Vista, California Safe City:
Building Partnerships
Does Not Require Big Spending

The Chula Vista, California Safe City project has taken a problem-solving approach to reducing crime and disorder in the targeted area of the city. This award-winning program has become a model for partnership-building and crime problem analysis.

In fact, Chula Vista officials recently received word that an Urban Institute study found that overall crime in the targeted district declined 23 percent following application of the Safe City program in Chula Vista. Specifically, robberies fell 53 percent and vehicle thefts declined 29 percent. Those findings are part of a scientific evaluation of Safe City being conducted by the Urban Institute in several cities, in a project sponsored by the National Institute of Justice, the U.S. Justice Department's research branch.

The City of Chula Vista is located just south of San Diego and several miles north of the Mexican border. It is the second largest city in San Diego County, with a population of about 233,000 within approximately 51 square miles. Its growing population and development made it a promising location to establish a Safe City program.

It was in May 2006 that Target first approached Richard Emerson, then police chief of Chula Vista (he retired in the summer of 2009), to discuss the possibility of creating a Safe City program in the area. Chief Emerson welcomed the idea, and Target awarded the department seed money to initiate the project. Initially, the Chula Vista Police Department (CVPD) assigned four Community Relations Unit staff members and one analyst to work on the project on a part-time basis.

The police officials had several meetings with Target officials, and identified a commercial location on which to focus the initiative. The chosen area was a 100-acre commercial district in northwestern Chula Vista, which was home to more than 50 businesses. This area has some overlap with neighboring National City. In collaboration with the National City Police Department, the CVPD pushed forward with the planning stage of the project. (Chula Vista police regularly update National City police about Safe City initiatives and news, but the program remains largely under the control of Chula Vista police and participating businesses.)

Walking Door-to-Door
To Survey Businesses

Once the boundaries of the identified project area were mapped out, a database was created listing all of the businesses located in the Safe City area. CVPD employees then walked door-to-door, surveying business owners and managers to determine which crime and disorder offenses were of most concern to them.

The top three problems identified by the businesses were unwanted people on their property, panhandling, and graffiti. This information gave the Police Department a valuable perspective that was not reflected in traditional police department

measurements such as crime statistics or calls-for-service data. Police officers also were surveyed to obtain their views on public safety issues within the Safe City geographic area.

The Police Department then scheduled a meeting with business owners and store managers in the Safe City area to discuss the survey results and review crime data. At the end of this meeting, the police proposed a formal partnership with the businesses to concentrate their efforts on specific problems in the Safe City area. A critical part of the formal partnership was the emphasis on a shared vision and shared benefits.

Several business owners and police officials stepped forward to serve on the project's steering committee, which is responsible for making collective decisions to guide the Safe City project. This includes work with budgeting, recommendations and proposals, and setting agendas for current or future initiatives.

Conducting "Environmental Assessments" of Business Districts

The group agreed to begin the problem-solving partnership by conducting an environmental assessment of the Safe City area. This consisted of two extensive walking tours during daylight and night hours, to identify any environmental factors that contribute to crime and disorder, such as lack of access control, overgrown bushes, and poor lighting. Police officers, civilian police employees, and business representatives participated in the assessments. Based on the walking tours, CVPD developed more than 50 recommendations for changing the physical conditions in the Safe City area.

For example, to address the problem of public drinkers and transients loitering in the area, foliage and encampments were removed to create more open and visible spaces. Safe City signs in English and Spanish were posted to deter panhandling and advertise the program. A day laborer site in the area that had been a concern for the surrounding businesses and laborers themselves was improved, with a pick-up zone, signage, rules, and traffic improvements to increase pedestrian safety. Another initiative focused on improving parking lot security strategies.

In 2008, Chula Vista's Safe City Project was awarded the California Crime Prevention Project of the Year Award, sponsored by the Attorney General's Crime and Violence Prevention Center and the California Crime Prevention Officers' Association.

Chula Vista's success has not been without challenges. A slowing of momentum over time, and turnover of businesses and store managers, are common problems in projects that are based on the collaboration of many individuals. "In any project, there are those who play an active role while others participate simply to show their support," said Police Captain Gary Wedge. "Although a slowing of momentum may seem inevitable, it's possible to lessen the likelihood it will occur, or at least mitigate the impact if it does, by ensuring that the most active participants are placed into leadership positions with decision-making authority."

In addition to these challenges, during tough economic times, funding limitations can dampen a program's expansion and even its sustainability. However, Karin Schmerler, Senior Public Safety Analyst for the Chula Vista Police Department, recommends that when funding is tight, Safe City members focus on activities that do not cost a lot but still keep partners working together, such as environmental assessments. "That's a good effort that involves everyone, and the cost of any associated improvements can be shared among the partners," she said.

While initial funding for Chula Vista's Safe City program came from Target, several thousand dollars also have been raised from other participating businesses. To sustain the program, CVPD hopes to pass on its leadership role to the Safe City steering committee. The program is currently assessing the feasibility of implementing a property-based improvement district in the Safe City area, which will allow the project to become an independent and self-sustaining initiative outside of the Police Department.

Safe City in Flint Township, Michigan:
It Began with a Hit-and-Run Case

In October 2005, Flint Township, Michigan Chief of Police George N. Sippert was invited to a presentation on the Safe City program by a Target Assets Protection executive.

"This very informative meeting sparked a relationship that would be tested immediately," Chief Sippert recalled. On October 26, Flint Township police investigators were called to the scene of a fatal hit-and-run accident. A local restaurant's security camera provided potentially useful digital video footage, but the image quality was poor. Chief Sippert called on Target for assistance, and Target's forensics laboratory in Minnesota was able to enhance the video file to produce a better photograph of the suspect vehicle. Police received a tip on a possible suspect, and the vehicle information matched what the experts from Target had provided.

A short time later, Flint Township formed a Safe City Advisory Board to plan Safe City activities. After hearing from neighborhood watch groups, community leaders, local businesses, and private security agencies, the board decided to focus its attention on reducing auto theft, purse snatching, and store thefts using a closed-circuit television system. A plan for the Safe City program was presented to local businesses to gain wider support and establish partnerships. This presentation included plans to install six to eight cameras, post Safe City signs, and provide decals for storefront windows. With backing from area businesses, the number of cameras was increased to 18. News media coverage promoted public awareness of the Safe City program.

Obtaining the involvement of as many partners as possible is important to all Safe City programs. In Flint Township, this was demonstrated when one local business owner donated space on land she owns for the placement of a radio tower, which facilitated the transmission of wireless camera signals to the police station.

Today, Safe City is the centerpiece of the Flint Township Police Department's Internet home page. Local businesses and community leaders are invited to join the Safe City Alert program, which sends messages about criminal activity and threat advisories to members. The goals are to provide members with a forum for sharing information about crime and security issues and to promote interaction among businesses, community groups, and the Police Department.

Safe City members also are invited to a monthly meeting in which they can share information with police command staff members. Guest speakers address issues of wide concern, such as prosecution of offenders and jail overcrowding.

Safe City of Flint Township reports significant successes due to its committed business owners and community leaders. One example of the program's impact is a decrease in car break-ins in one area that had been plagued with that type of crime; break-ins dropped from 100 in 2006 to 2 in 2007. Chief Sippert credits Safe City with making Flint Township safer and fostering an environment in which people feel more secure.

Conclusion:
Defining the Essence of Safe City, And Keys to a Successful Program

No two Safe City programs are entirely alike. But all of the Safe City programs have a distinguished heritage. In fact, it could be said that Safe City programs embody most of the major advances in thinking about policing over the last 40 years.

Community Policing, Problem-Oriented Policing, Broken Windows, and Compstat

To begin with, the biggest innovation in policing in the United States since the 1970s has been the development of community policing, and Safe City clearly is a community policing program. Every Safe City program involves police working directly with members of their local community to address crime and disorder issues.

Moreover, as Target Vice President Brad Brekke has noted, Safe City takes community policing in a new direction. In the past, "community policing" was generally considered a police program—an initiative taken by a police department to build closer ties to its community. Safe City incorporates a new concept: Community members take the initiative and contact the police in order to propose some type of joint police-community project. The end result is the same—police and communities working together. But the difference is, who takes the initiative to launch a new project?

In other words, members of a community should not think of their local police department simply as a "service provider," in Brekke's view.

Rather, community leaders should take it upon themselves to ask, "What can *we* do to help the police?"

Second, Safe City incorporates the lessons of problem-oriented policing. In Safe City programs, police officials and business leaders and other community members do not get together just for the sake of getting together. They meet to share information about crime patterns and trends, and to develop plans for solving crime problems.

Third, Safe City incorporates the lessons of the "Broken Windows" thesis, developed in the 1980s by George L. Kelling and James Q. Wilson, which holds that seemingly small indications of disorder in a neighborhood, if left unattended, can lead to further deterioration of the neighborhood and more serious crime. Miami Chief of Police John Timoney has said that the Broken Windows theory is a particularly important advance in policing, because it is understood and used at all levels, from the chief on down to the officer on the beat. Some cops on the beat may not know the names Kelling and Wilson, Chief Timoney has said, but they know the Broken Windows theory and use it in their daily work.

Safe City involves Broken Windows thinking. Often, the first thing that police officials and community partners talk about at a Safe City meeting is the low-level disorder that plagues their neighborhood—vandalism, aggressive panhandling, graffiti, and so on.

Finally, Safe City programs include the ideas of Compstat—the program developed in the New York City Police Department in the 1990s, which

involves bringing precinct commanders and others together on a regular basis to discuss local crime problems and develop solutions, using up-to-the-minute statistics and other information to inform their discussions. Safe City programs typically have similar brainstorming sessions—except that, once again, Safe City takes Compstat one step farther. Compstat programs generally consist of police officials talking to each other. Safe City meetings bring police officials together with local community leaders, and often with others, such as prosecutors and probation and parole officials, to share the most current information about crime patterns.

Keys to a Successful Safe City Program

Police officials, business leaders, and others who have been Safe City program leaders described a number of lessons they have learned about what makes a good Safe City program:

Safe City is not about technology. Safe City is about building partnerships. Many Safe City programs include the development of technology—closed circuit TV cameras, radios linking businesses to each other and to the police, sophisticated Internet sites that allow Safe City members to communicate easily and effectively, and so on. And the technology in many cases has worked very well to help prevent crime and solve crimes when they are committed.

But many Safe City experts said it is important to remember that the core of the program is developing partnerships, not developing technology.

"The key is to realize that a police-community partnership is not about cameras *per se,*" said Deputy Police Chief Rob Allen of Minneapolis. "Cameras are the *means* to make other things happen. The cameras are a tool, a communication device, but more importantly, they're the incentive to get other people involved and working together."

Chief Allen was echoed by Karen Fischer, Strategic Support Division Manager for the Police Department in Albuquerque, where a Safe City web

site has proved immensely effective and popular among Safe City partners.

"The web site is an incredibly useful tool, but it's just a tool," Ms. Fischer said. "The important thing is the partnerships. The businesses are working together for the first time, and they are working closely with the police."

Assistant Police Chief Matt Bostrom of St. Paul, Minnesota defined Safe City most succinctly: "It is all about partnerships and creating relationships with people," he said.

Make different program elements work together. A number of Safe City experts said it is important to think about how various elements of a Safe City program can work together. For example, Northampton Police Sgt. Paul Valentine said that CCTV cameras in his city were of little use until the police started meeting with store owners and other community leaders, using Anti-Social Behavior Orders to keep offenders away, and developing radio links that connect store owners to each other and to the police.

"If there's one bit of advice I can give, it's 'Learn from the UK,'" Sergeant Valentine said. "Across the UK we've spent a lot of time, money, and resources on CCTV, and to this day it still doesn't work in some towns that don't know how to capitalize on it. They don't use it in an intelligence-driven way, and they don't have the radio links with the store guards and prevention officers and the wider policing family. But if you use the convicted person photographs, and you develop an [offender] exclusion scheme between participating members, and have a way for the information to flow, you get a system that works, and you can make the technology, like CCTV, work to your advantage."

Expand the Safe City family: Many Safe City officials emphasized that it is important not to get too comfortable with a small circle of Safe City supporters. Rather, members should always be looking for ways to widen the circle and invite new people into the group.

"You have more power when you give it away, because you're bringing more people into the effort,"

said Deputy Chief Janeè Harteau of the Minneapolis Police Department.

For example, Linda Presthus, as executive director of the St. Paul Police Foundation, was faced with the task of raising $730,000 to support St. Paul's Safe City program. "That is a lot of money to raise, so we are bringing in major corporations in addition to Target. Every one of the major companies with buildings in downtown St. Paul is now a part of this," she said. And when a company agrees to offer financial support, it also tends to get involved in the work that the program is doing.

The Federal Way, Washington Police Department "expanded the circle" in order to deal with an issue that many police chiefs have grappled with: finding people to take the time-consuming job of monitoring CCTV cameras. As Commander Stan McCall explained, the Police Department already had a group of 30 to 40 volunteers who helped with various duties. Those volunteers—mostly retirees, all of whom have passed a background check—are being trained to operate and monitor the cameras.

Constantly adding new members to a Safe City program also helps to protect it against a natural tendency for a program to lose momentum over time, a number of Safe City officials said.

In launching a new program, a tight focus can make it seem less daunting: Lois Frankel, executive director of the Washington, D.C. Police Foundation, said that getting a Safe City program up and running seemed difficult until key officials settled on the idea of focusing the program on a troubled neighborhood known as Trinidad. "Once we had a focus, the project became much more manageable," she said.

Similarly, Assistant Police Chief Matt Bostrom of St. Paul said that he and his colleagues knew that CCTV has worked well in Minneapolis and would produce similar results in St. Paul. "But we couldn't just put cameras across the entire city," he said. "We needed a strategy for getting started." Focusing on a transportation corridor scheduled to receive a light rail project "got us going," Bostrom said.

Some early successes can energize the entire group: A number of officials told stories demonstrating how Safe City has produced high levels of enthusiasm among police and community members who initially did not expect to be very excited about working together.

"What has been created [in Safe City] over the course of the last couple years is an unbelievable amount of energy and synergy," said Chief Raymond Schultz of the Albuquerque Police Department.

Chief Schultz and his colleagues told the story of the first exploratory meeting of police and local business leaders. A Target representative happened to make a Powerpoint presentation showing security camera photographs of people who had engaged in organized retail crime or otherwise caused trouble at Target stores. And the people from other retailers, as well as police and prosecutors, began to yell, "I know that guy!"

With that simple beginning, everyone in the room realized how much they could learn from each other, Chief Schultz said.

The Safe City program in Albuquerque built on that energy, and developed ways to ensure that repeat offenders would be identified, arrested, prosecuted, and sentenced to significant jail time. And those successes energize the police, Schultz said. "We've gotten a 'hook' with the detectives that I've never seen before," he said. "They are very enthusiastic about this."

Don't forget to look for ways of measuring the program's success: Captain William Ryan of the Los Angeles County Sheriff's Department said that a Safe City program in Compton, one of the county's most challenging areas, has been remarkably successful in solving all types of crimes, including murders.

"But at the beginning, we were slow to develop ways of measuring its success," Captain Ryan said. "We didn't have any ways of keeping statistics on when the technology was helpful." The program included license plate recognition cameras, surveillance cameras, and other technology.

So the Sheriff's Department modified some of the statistical codes that deputies use when they file

routine arrest reports, to include ways of recording whether technology played a role in making the arrest, and if so, which type of technology was useful.

Similarly, Shane Zahn, executive director of Minneapolis's SafeZone program, said he makes a point of measuring success by four measures: Part I crime levels, opinion surveys, "milestones" such as participation rates in SafeZone meetings, and Part II crime levels. Measuring success is a question of accountability, ensuring that officials can determine whether the time and money spent on a project are worthwhile, he said.

Keep thinking about how to take Safe City to the next level: A Safe City program typically begins with Target approaching a police department to offer its assistance. But the programs that have progressed the farthest, such as Minneapolis and Albuquerque, have moved far beyond the initial work by Target and the police.

In Minneapolis, for example, the Safe City program known as SafeZone began with a CCTV initiative and funding from Target, but later became a 501(c)(3) nonprofit organization running multiple projects such as courtroom monitoring and a RadioLink program. Most recently, a Downtown Improvement District was created, which will generate special business fees to support SafeZone and other initiatives. Thus, SafeZone has achieved a level of security and stability and no longer relies on funding from Target.

In Albuquerque, the Albuquerque Retail Assets Protection Association (ARAPA) has achieved such great success that neighboring jurisdictions want to join in, so ARAPA is working with regional and statewide law enforcement organizations to explore the possibility of expanding to a three- or four-county area.

Success will build upon itself if officials always keep thinking in terms of expansion and advancing to a higher level.

Above all else, remember that the core element of Safe City is the building of partnerships among police, community members, other criminal justice officials, and anyone else who is willing and able to make a contribution.

As Brad Brekke of Target said, "A safe community benefits us all."

About the Police Executive Research Forum

The Police Executive Research Forum (PERF) is a professional organization of chief executives of city, county and state law enforcement agencies who collectively serve more than 50 percent of the U.S. population. PERF's members include police chiefs, superintendents, sheriffs, state police directors, university police chiefs, public safety directors, and other law enforcement professionals.

Established in 1976 as a nonprofit organization, PERF is committed to applying research to policing and to advancing professionalism in law enforcement. PERF also provides management consulting and technical assistance to police agencies throughout the world, and sponsors and conducts the Senior Management Institute for Police (SMIP), a comprehensive management and executive development training program for law enforcement leaders.

PERF's success is built on the active involvement of its police executive members. The organization also has types of membership that allow it to benefit from the diverse views of criminal justice researchers, law enforcement professionals of all ranks, and others committed to improving policing services.

PERF has published some of the leading literature in the law enforcement field, including reports on violent crime trends and crime reduction strategies, community and problem-oriented policing, the role of local police in enforcing federal immigration laws, police use of force, police management of mass demonstrations, terrorism in the local law enforcement context, racial profiling, the police response to persons with mental illness, and other critical issues.

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At Target, we maintain a long-standing commitment to the communities we serve. As part of this commitment, we have developed innovative programs to help support the safety and security of the neighborhoods where our guests and team members live and work.

For nearly two decades, Target has supported local law enforcement agencies across the country by sharing ideas and resources through Target & BLUE™, which is part of Target's commitment to innovative philanthropy and rooted in public/private partnerships that create safer communities. This program includes several initiatives:

• National Night Out
• Law Enforcement Grant Program
• National Sponsorships
• Safe City
• Forensic Services
• Investigative Support

Many leaders perceive public-private partnerships to be purely financial arrangements. While funding is critical to a program's success, much more can be done to support law enforcement in their efforts to keep communities safe and secure. We view innovative philanthropy as leveraging unique competencies and resources that can be just as helpful to law enforcement as traditional financial contributions.

For more information on Target & BLUE™, contact AP.Community@Target.com.

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