



**BALTIMORE CITY COUNCIL
PUBLIC SAFETY AND
GOVERNMENT OPERATIONS
COMMITTEE**

Mission Statement

On behalf of the Citizens of Baltimore City, the Public Safety and Government Operations will be responsible for matters concerning public safety, including, but not limited to; emergency preparedness, police services, fire/EMS, and the executive, administrative, and operational functions of the city government and libraries.

**The Honorable Mark Conway
Chairman**

PUBLIC HEARING

**Wednesday, August 11, 2021
3:45 PM**

**Council Bill: 21-0040R
Informational Hearing –
Crime Prevention through Environmental Design**

CITY COUNCIL COMMITTEES

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John Bullock – Vice Chair
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Robert Stokes
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BILL SYNOPSIS

Committee: Public Safety and Government Operations

Bill 21-0040R

Informational Hearing – Crime Prevention through Environmental Design

***Sponsor:** Councilman Mark Conway*

***Introduced:** April 19, 2021*

Purpose:

For the purpose of inviting the Director of the Department of Planning, the Commissioner of the Department of Housing and Community Development, the Executive Director of the Housing Authority of Baltimore City, the Commissioner of the Baltimore City Health Department, the Commissioner of the Baltimore Police Department, the Acting Director of the Department of Public Works, the Director of the Department of Transportation, the Chief of the Baltimore City Fire Department, the State's Attorney for Baltimore City, the Sheriff for Baltimore City, the Chief of the Baltimore City School Police, the Director of the Department of General Services, the Director of the Department of Recreation and Parks, and the Director of the Mayor's Office of Performance and Innovation to appear before the Baltimore City Council to discuss ways that the City can prevent crime through the concepts utilized in the Crime Prevention through Environmental Design model.

Effective: N/A

Analysis

Background

The goal of Crime Prevention through Environmental Design (CPTED) is to reduce opportunities for crime that may be inherent in the design of structures or in the design of neighborhoods. C. Ray Jeffery, one of the original thought leaders on this topic contended that the way to prevent crime is to design the “total environment” in order to reduce the opportunities for crime. By definition, CPTED is the proper design and effective use of the built environment that can lead to a reduction in the fear and incidence of crime and an improvement in the quality of life.

CPTED is a multi-disciplinary approach of crime prevention that uses urban and architectural design in the management of built and natural environments. The CPTED program uses strategies aimed at reducing victimization, deterring offender decisions that precede criminal acts, and building a sense of community among inhabitants so they can gain territorial control of areas, reduce crime, and minimize fear of crime. Those strategies are all built on the following principles:

1. All human space has some designated purpose;
2. All human space has social, cultural, legal or physical definitions that prescribe the desired and acceptable behaviors; and
3. All human space is designated to support and control the desired behaviors.

Another thought leader on this topic is Oscar Newman, he is the author of the book *Creating Defensible Space*. In the book he discusses defensible space as a practice where in residential environments the physical characteristics – building layout and site plan – function to allow inhabitants themselves to become key agents in ensuring their security. He contends that defensible space therefore is a sociophysical phenomenon. Also, in the book he introduces four concepts for the integration of physical design of buildings and the occurrence of crime:

1. Territoriality – sense of ownership/the idea that one’s home is sacred
 - Example: Codified uses of fences
 - Landscaping
 - Lighting
 - Design elements
 2. Surveillance – awareness to your surroundings/the link between an area’s physical characteristics and the residents’ ability to see what is happening
 - Designing landscapes that allow clear, unobstructed views of surrounding areas
 - Improving visibility with lighting and transparent building materials
 - City Code
 3. Building image – maintenance (maintenance plan)/the capacity of the physical design to impart a sense of security
 4. Environmental Land Use – Zoning/usage (future development, residential, and commercial)
-

Additional Information

Fiscal Note: Not Available

Information Source(s): Agency Reports

Analysis by: Samuel Johnson
Analysis Date: August 10, 2021

Direct Inquiries to: (410) 396-1091

**CITY OF BALTIMORE
COUNCIL BILL 21-0040R
(Resolution)**

Introduced by: Councilmembers Conway, Porter, Middleton, Bullock, McCray, Torrence

Introduced and read first time: April 19, 2021

Assigned to: Public Safety and Government Operations Committee

REFERRED TO THE FOLLOWING AGENCIES: City Solicitor, Department of Housing and Community Development, Department of Transportation, Baltimore Police Department, Baltimore City Health Department, Baltimore City Sheriff, Planning Department, Department of Public Works, Baltimore City Fire Department, Baltimore City State’s Attorney’s Office, Baltimore City Public School System, Department of Recreation and Parks, Department of General Services, Mayor’s Office of Performance and Innovation, Housing Authority of Baltimore City

A RESOLUTION ENTITLED

1 A COUNCIL RESOLUTION concerning

2 **Informational Hearing – Crime Prevention Through Environmental Design**

3 FOR the purpose of inviting the Director of the Department of Planning, the Commissioner of the
4 Department of Housing and Community Development, the Executive Director of the Housing
5 Authority of Baltimore City, the Commissioner of the Baltimore City Health Department, the
6 Commissioner of the Baltimore Police Department, the Acting Director of the Department of
7 Public Works, the Director of the Department of Transportation, the Chief of the Baltimore
8 City Fire Department, the State's Attorney for Baltimore City, the Sheriff for Baltimore City,
9 the Chief of the Baltimore City School Police, the Director of the Department of General
10 Services, the Director of the Department of Recreation and Parks, and the Director of the
11 Mayor’s Office of Performance and Innovation to appear before the Baltimore City Council
12 to discuss ways that the City can prevent crime through the concepts utilized in the Crime
13 Prevention through Environmental Design model.

14 **Recitals**

15
16 Between the years of 2015 and 2020, Baltimore City experienced approximately 2,000
17 homicides, 3,800 non-fatal shootings, and over 4,000 fatal overdoses. An evaluation of crime
18 statistics produced during that time frame shows a recurring pattern of violence in specific
19 segments of the Western, Eastern, Southwest, Northwest, and Northeast police districts. In each
20 of these districts, the communities that have experienced the highest rates of crime are the same
21 communities that have been subject to disinvestment for generations as a result of 20th century
22 discriminatory housing policies.

EXPLANATION: Underlining indicates matter added by amendment.
~~Strike out~~ indicates matter deleted by amendment.

Council Bill 21-0040R

1 As the City works to chart a new path forward by focusing on violence through a public
2 health lens and utilizing tools such as the Group Violence Reduction Strategy to help reverse the
3 six-year surge of crime that has occurred, there must also be a focus on the locations and
4 environments where these incidents are happening and the policies that contribute to these
5 longstanding problems. A model that has been used throughout the United States and
6 internationally to accomplish that objective is the Crime Prevention through Environmental
7 Design (“CPTED”) model. The premise of this model is that crime can be prevented by
8 conducting an evaluation of the total environment in order to reduce the opportunity for crime.



9 In practice, CPTED is a multi-disciplinary approach of crime prevention that uses urban and
10 architectural design and the management of built and natural environments. CPTED strategies
11 aim to reduce victimization, deter offender decisions that precede criminal acts, and build a sense
12 of community among inhabitants so they can gain territorial control of areas, reduce crime, and
13 minimize the fear of crime. This is accomplished through the evaluation and implementation of
14 the 6 CPTED concepts: Image/Maintenance, Natural and Physical Surveillance, Territoriality,
15 Access Control, Activity Support, and Target Hardening.

16 **NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF BALTIMORE,** That the
17 Council invites the Director of the Department of Planning, the Commissioner of the Department
18 of Housing and Community Development, the Executive Director of the Housing Authority of
19 Baltimore City, the Commissioner of the Baltimore City Health Department, the Commissioner
20 of the Baltimore Police Department, the Acting Director of the Department of Public Works, the
21 Director of the Department of Transportation, the Chief of the Baltimore City Fire Department,
22 the State's Attorney for Baltimore City, the Sheriff for Baltimore City, the Chief of the Baltimore
23 City School Police, the Director of the Department of General Services, the Director of the
24 Department of Recreation and Parks, and the Director of the Mayor’s Office of Performance and
25 Innovation to appear before the Baltimore City Council to discuss ways that the City can prevent
26 crime through the concepts utilized in the Crime Prevention through Environmental Design
27 model.

28 **AND BE IT FURTHER RESOLVED,** That a copy of this Resolution be sent to the Mayor, the
29 Director of the Department of Planning, the Commissioner of the Department of Housing and
30 Community Development, the Executive Director of the Housing Authority of Baltimore City,
31 the Commissioner of the Baltimore City Health Department, the Commissioner of the Baltimore
32 Police Department, the Acting Director of the Department of Public Works, the Director of the
33 Department of Transportation, the Chief of the Baltimore City Fire Department, the State's
34 Attorney for Baltimore City, the Sheriff for Baltimore City, the Chief of the Baltimore City
35 School Police, the Director of the Department of General Services, the Director of the
36 Department of Recreation and Parks, the Director of the Mayor’s Office of Performance and
37 Innovation, and the Mayor’s Legislative Liaison to the City Council.

**PUBLIC SAFETY AND
GOVERNMENT OPERATIONS
COMMITTEE**

AGENCY REPORTS

FROM	NAME & TITLE	CHRIS RYER, DIRECTOR 	CITY of BALTIMORE MEMO	
	AGENCY NAME & ADDRESS	DEPARTMENT OF PLANNING 8 TH FLOOR, 417 EAST FAYETTE STREET		
	SUBJECT	CITY COUNCIL BILL #21-0040R/ INFORMATIONAL HEARING – CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN		

TO The Honorable President and
Members of the City Council
City Hall, Room 400
100 North Holliday Street

DATE: August 5, 2021

The Department of Planning is in receipt of City Council Bill #21-0040R, which is for the purpose of inviting the Director of the Department of Planning, the Commissioner of the Department of Housing and Community Development, the Executive Director of the Housing Authority of Baltimore City, the Commissioner of the Baltimore City Health Department, the Commissioner of the Baltimore Police Department, the Acting Director of the Department of Public Works, the Director of the Department of Transportation, the Chief of the Baltimore City Fire Department, the State's Attorney for Baltimore City, the Sheriff for Baltimore City, the Chief of the Baltimore City School Police, the Director of the Department of General Services, the Director of the Department of Recreation and Parks, and the Director of the Mayor's Office of Performance and Innovation to appear before the Baltimore City Council to discuss ways that the City can prevent crime through the concepts utilized in the Crime Prevention through Environmental Design model.

The Department of Planning supports City Council Bill #21-0040R, and offers the following:

Council Bill 21-0040R states that the communities that have experienced the highest rates of crime are the same communities that have been subject to disinvestment for generations as a result of 20th century discriminatory housing policies. The Department of Planning (DoP) evaluates the geographic distribution of capital funds each year through its equity analysis, using a methodology established by the Baltimore Neighborhood Indicators Alliance. Through the analysis, DoP evaluates how dollars are distributed by the Community Statistical Area, and compares dollars invested to the racial and income demographics of those areas. Because historical disinvestment is correlated with race, income, and crime, this analysis can help to promote investment in areas of higher crime. Further to the geographic analysis of the capital budget, DoP can emphasize the importance of incorporating CPTED principles in major capital projects in its annual training with capital budget agencies. DoP can also connect agencies' design staff with training and other educational resources.

In addition, DoP Community Planners use CPTED principals in their work with neighborhoods throughout the City. We recently met with Dr. Johnny Rice, Professor at Coppin State, and Carol Gilbert, Assistant Secretary of the MD DHCD and former Executive Director of the Neighborhood Design Center, to discuss best CPTED practices related to public safety, greening, site plan review, and neighborhood commercial districts.

If you have any questions, please contact Mr. Eric Tiso, Division Chief, Land Use and Urban Design Division at 410-396-8358.

CR/ewt

cc: Ms. Natasha Mehu, Mayor's Office
Ms. Nina Themelis, Mayor's Office
The Honorable Eric Costello, Council Rep. to Planning Commission
Mr. Matthew Stegman, City Council President's Office
Ms. Nikki Thompson, City Council President's Office
Mr. Colin Tarbert, BDC
Ms. Kathleen Byrne, BMZA
Mr. Geoffrey Veale, Zoning Administration
Ms. Stephanie Murdock, DHCD
Ms. Elena DiPietro, Law Dept.
Mr. Francis Burnszynski, PABC
Mr. Liam Davis, DOT
Ms. Natawna Austin, Council Services
Mr. Dominic McAlily, Council Services

MEMORANDUM



Robin Carter, Chair | Board of Commissioners

Janet Abrahams, President | Chief Executive Officer

MEMORANDUM

TO: The Honorable President and Members of the Baltimore City Council
FROM: Janet Abrahams, President | CEO
DATE: August 6, 2021
SUBJECT: City Council Bill 21-0040R

The Housing Authority of Baltimore City (HABC) has reviewed City Council Bill 21-0040R for the purpose of inviting representatives from the Department of Planning, Department of Housing and Community Development, the Housing Authority of Baltimore City, the Baltimore City Health Department, the Baltimore Police Department, the Department of Public Works, the Department of Transportation, the Baltimore City Fire Department, the State's Attorney for Baltimore City, the Sheriff for Baltimore City, the Baltimore City School Police, the Department of General Services, the Department of Recreation and Parks, the Mayor's Office of Performance and Innovation to appear before the Baltimore City Council to discuss ways that the City can prevent crime through the concepts utilized in the Crime Prevention through Environmental Design model (CPTED).

HABC serves close to 43,000 low-income residents of Baltimore City through our Public Housing and Housing Choice Voucher programs. Many of our public housing sites are located in areas of the city that have high crime rates and have suffered from decades of disinvestment. The CPTED model focuses on crime prevention through urban and architectural design and environmental management to reduce victimization, deter offender decisions and build a sense of community among residents. HABC supports this concept and has been using certain aspects of this approach in recent years to address safety and security issues at our sites.







For example, in 2020 HABC completed the deconstruction of six walk-up apartment buildings at Gilmore Homes in Sandtown Winchester. Drug related activity and other crime were particularly prevalent in and around these buildings due to their location, which was not in direct view from the surrounding streets, and enclosed stairways in the buildings, which made it easy to conceal activity. HABC has also recently hired a safety and security officer who has assessed our public housing sites and is implementing crime reduction initiatives such as cameras and lighting as resources allow. Additionally, we are in the process of redeveloping Perkins Homes through the Perkins Somerset Oldtown (PSO) Transformation Plan. Safety and security strategies are a main component of this Plan, which includes measures such as infrastructure improvements as well as increased lighting and open spaces to deter criminal activity. HABC has completed a portfolio wide assessment of our public housing sites, and where feasible, will implement redevelopment strategies that focus on de-densification of sites with green space and opportunities for recreation in mixed income, mixed-use communities.

Housing Authority of Baltimore City | 417 East Fayette Street, Baltimore, MD 21202

410.396.3232 www.HABC.org [Twitter](#) [Facebook](#) [Instagram](#) [YouTube](#) [@BmoreHabc](#)

HABC works with many City agencies, including the Baltimore City Police Department, in our efforts to serve our communities. We look forward to additional collaboration focused on crime reduction and prevention using the CPTED approach.

Housing Authority of Baltimore City | 417 East Fayette Street, Baltimore, MD 21202

 410.396.3232  www.HABC.org    @BmoreHabc 

COMMUNITY | CUSTOMER SERVICE | COLLABORATION | COMMUNICATION

BALTIMORE CITY PUBLIC SCHOOLS

Brandon M. Scott
Mayor, City of Baltimore

Linda Chinnia
*Chair, Baltimore City Board
of School Commissioners*

Dr. Sonja Brookins Santelises
Chief Executive Officer

City Council Resolution 21-0040R Informational Hearing – Crime Prevention Through Environmental Design

August 11, 2021

Baltimore City Public Schools (City Schools) supports Council Resolution 21-0040R, which seeks to consider ways in which the City of Baltimore can prevent crime through the concepts utilized in the Crime Prevention through Environmental Design (CPTED) model. City Schools has long incorporated CPTED principles in the design of our school buildings. We hope our lessons learned as a result can help inform the efforts of potential future citywide construction projects.

CPTED uses urban and environmental design principles, with the management of both the built and natural environment, to deter criminal acts, reduce crime, promote building security, and build a sense of community. City Schools' design standards incorporate all CPTED principles within them. These principles are embedded within the design considerations and outdoor space design, and all our projects must follow our design standards.

City Schools' educational specifications integrate CPTED by name and include an extensive list of required design criteria for every school. There are four primary CPTED principles, along with four additional second generation CPTED principles. The second generation principles build on the primary principles but seek to reduce the potential motives for criminal behavior by focusing on the social aspects. These include:

1. Natural Surveillance
 - a. This principle centers around “see and be seen”. For City Schools, this applies to both the interior and exterior of the school.
 - b. On the exterior, we apply this principle by providing adequate exterior lighting and installing landscaping that doesn't block sight lines.
 - c. On the interior, we minimize corridor lengths and do not permit alcoves that would allow people to “hide”. We place administrative spaces throughout the building to provide oversight in the building, and we install interior glass to allow for all areas to be supervised even when unoccupied.
 - d. We also install surveillance cameras throughout the interior and exterior of all our buildings to provide active surveillance.
2. Natural Access Control
 - a. This principle centers around not only physical barriers, but also directing the flow of people to, from and around a site, while decreasing the opportunity for crime.
 - b. For our schools, on the exterior we apply this principle by installing fences, walkways, lighting and appropriate signage to clearly guide people around a site.
 - c. On the interior we zone the buildings so that public areas and “private” classroom areas can be locked down separately. We have installed a security vestibule in our newer buildings. Additionally, we minimize the number of exterior doors, and all

exterior doors must be locked for entry during daytime hours with the exception of the main entrance, where a visitor must be buzzed in.

3. Territorial Reinforcement

- a. This principle centers around creating a “sphere of influence” to enable users to develop a sense of ownership over a space through physical design.
- b. On the exterior of our schools, we embrace this principle by using landscaping and signage to delineate distinctive zones within the site, such as the play spaces and green spaces. Signage guides to the building entrance, and entry is gained through a secure vestibule space in our newer buildings. Entry to all buildings is only gained by being buzzed into the building via security camera and buzzer system. Upon entry, visitors must go through an identification check.
- c. Inside our school buildings, we zone the building for public versus private use, and within the classrooms wings the classrooms are clustered by grade band. Students can develop a sense of ownership of their cluster area, creating a zone that they can influence. The zoning of the spaces discourages outsiders from trespassing on the private space in the building, and the students’ ownership of the space discourages unwanted behaviors. Additionally, the zoning makes it easier for someone who doesn’t belong to be observed and redirected.

4. Maintenance

- a. This principle centers around an expression of ownership. The theory around this principle suggests that neglected and vandalized properties become more susceptible to additional crime.
- b. City Schools employs a robust Computerized Maintenance Management System (CMMS). School staff can enter a work order regarding any damage or vandalism, and maintenance staff can come out as soon as reasonably possible to repair/replace the damage. This removes or reduces the temptation for additional criminal behavior.

5. Second Generation CPTED

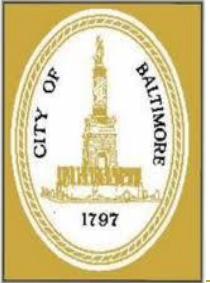
- a. Principles include Social Cohesion, Connectivity, Community Culture, and Threshold Capacity
- b. These principles center around creating relationships within a community and outside of the community, celebrating the culture, and encouraging safe congregation areas for young people. These principles strengthen the sense of community, as people are more likely to feel a sense of responsibility to their community.
- c. All our schools are centers of their communities and are integral with their communities. Our schools host community events and are hubs for social services. Many of our school leaders have relationships with the community associations and community leaders in their areas, along with the parents in the area. All our schools have strong partnerships with community organizations. Our newer school buildings also have community spaces built, so that there is a space where additional community services can be provided. Our school site amenities, like playgrounds and basketball courts, provide safe places for young people to be active within the community.

In addition to the principles outlined above, building hardening, while technically not a CPTED principle, is often discussed in conjunction with CPTED. Building hardening refers to efforts such as

reinforced glazing, locks, and other physical barriers. It is important to proceed with caution when using hardening methods, as too many can have the inadvertent effect of stripping a school of the calming and comforting environment that it is intended to be. However, some hardening tactics should be and are employed, such as the lock-down hardware installed throughout the building. The hardware specified and recently installed throughout the district allows for classrooms to be locked down in an emergency situation.

In summary, City Schools looks forward to continuing to use CPTED principles throughout the district in order to remove and reduce the temptation of criminal behavior. Please note that in addition to the 21st Century schools program buildings, we have also built Waverly, Holabird and Graceland Park, through the Capital Improvement Program, using CPTED principles. In addition, we have been working through a multi-year funded safety and security program for all buildings in the district (new and existing). As part of the safety grant program, we have already installed new security cameras and door hardware throughout the district.

City Schools appreciates the Baltimore City Council's attention to Council Resolution 21-0040R and looks forward to further discussions regarding the importance of Crime Prevention through Environmental Design.

FROM	NAME & TITLE	Jason W. Mitchell, Director	CITY of BALTIMORE <i>MEMO</i>	
	AGENCY NAME & ADDRESS	Department of Public Works 600 Abel Wolman Municipal Building		
	SUBJECT	City Council Resolution 21-0040R		

August 6, 2021

TO:

Public Safety and Government Operations Committee

I am herein reporting on City Council Resolution 21-0040R introduced by Council Members Conway, Porter, Middleton, Bullock, McCray, and Torrence.

The purpose of the Resolution is to invite the Directors of the Departments of Planning, Public Works, Transportation, General Services, the Housing Authority of Baltimore City, and Recreation and Parks; the Commissioners of the Departments of Housing and Community Development, Health, and the Baltimore Police; the Chiefs of the Baltimore City Fire Department, and the Baltimore City School Police, and the Sheriff for Baltimore City; the State’s Attorney for Baltimore City; and the Director of the Mayor’s Office of Performance and Innovation; and to have these representatives appear before the Baltimore City Council to discuss ways that the City can prevent crime through the concepts utilized in the Crime Prevention through Environmental Design (CPTED) model.

Ordinance 20-364B directs the Mayor to develop a comprehensive violence prevention plan that uses a public health approach and trauma-informed strategies to address the direct and indirect causes and consequences of violence in communities. Health Commissioner Letitia Dzirasa convened a citywide Violence Prevention Task Force made up of local, State and federal government and agency representatives, and community and private partners. This group developed a health-based violence prevention framework with an ultimate goal of equitable life outcomes for all residents and visitors. When Mayor Scott took office in December of 2020, one of his first actions was to establish the Mayor’s Office of Neighborhood Safety and Engagement (MONSE), led by Director Shantay Jackson, to coordinate efforts to deal with the immediate issue of gun violence and, the longer-term effort to address the broader social determinants of health, for a safer and more equitable Baltimore. MONSE, building upon the Violence Prevention framework, used the public health-based approach to develop a holistic violence

reduction strategy that would address violence through community engagement and collaboration across agencies. The Mayor’s Comprehensive Violence Prevention Framework and Plan¹, which was recently released, is based in equity, healing, and trauma-informed practices. It is a five-year strategy to build safer neighborhoods. The basis of the Plan is that violence is a public health crisis “...that is preventable and treatable through an intentional, coordinated, and sustained effort.” The plan is divided into three pillars, with each pillar supported by a set of strategies:

Pillar 1: Public Health Approach to Violence	Pillar 2: Community Engagement & Inter-agency Collaboration	Pillar 3: Evaluation & Accountability
Gun Violence Prevention	Neighborhood Engagement & Capacity Building	Strategic Key Performance Indicators
Victim Services	Inter-agency Coordination	Performance Management
Youth Justice	Building & Strengthening Key Partnerships	Community Perception of Safety & Trust
Community Healing & Trauma-informed Practice	Fostering Relationships with Baltimore Police Department	Police Accountability
Re-entry		Policy & Research

Fiscal Year 2022 is considered the foundational year wherein the work is defined and staffed, supporting mechanisms are put in place, and agencies at all levels of government are aligned with key community and other partners in violence prevention. The role of an agency such as the Department of Public Works is to be a full partner in this collaborative, health-based violence prevention plan that will identify and address community circumstances and community environments that can lead or contribute to victimization, predation, and isolation.

City Council Resolution 21-0040R seeks to discuss the concepts utilized in the Crime Prevention through Environmental Design (CPTED) model approach in crime prevention. According to the International Crime Prevention Through Environmental Design Association², the CPTED model is a “...multi-disciplinary approach of crime prevention that uses urban and architectural design

¹ The Comprehensive Violence Prevention Framework and Plan can be found by going to the MONSE website: <https://monse.baltimorecity.gov/>

² The International Crime Prevention Through Environmental Design Association’s website can be found here: <https://www.cpted.net/>

and the management of built and natural environments” to address crime prevention. CPTED strategies “...aim to reduce victimization, deter offender decisions that precede criminal acts, and build a sense of community among inhabitants so they can gain territorial control of areas, reduce crime, and minimize fear of crime.” The model has evolved into a “First” and “Second” generation program that first addresses crime opportunity, followed by crime motivation strategies. The following is a breakdown of those strategies:

First Generation CPTED	Second Generation CPTED
Territoriality/Territorial Control	Social Cohesion
Natural Surveillance	Community Culture
Image and Milieu	Connectivity
Access Control	Threshold Capacity

A cursory review of information about the CPTED program appears to have parallel goals with Baltimore’s Plan in crime prevention through holistic, community-based approaches. However, the Mayor’s Comprehensive Violence Prevention Framework and Plan’s underlying emphasis is always the health-based, trauma-informed approaches to equitably address community circumstances and community environments when determining crime prevention strategies.

It is this Department’s understanding that the Committee chair requested specific information from four agencies be shared during the hearing, of which Public Works is one. The specific concerns for this Department are the following: “Blight, improper waste disposal...are contributing factors to violence and crime. We want to know how each agency is responding. DPW [is] to address waste, trash and illegal dumping as crime prevention. We want to understand how each agency is coordinating with BPD to address these issues.” Improper waste disposal could be the use of plastic bags when setting out trash to be collected, setting out too early, putting trash at the end of an alley or on a vacant lot, not providing tenants with an adequate number of trash containers, not emptying a rolloff container frequently enough, or not using a durable container with a tight-fitting lid. While our crews do collect the trash set out on collection days, these crews are not equipped to perform extensive cleaning or collect massive amounts of trash at one or more addresses. Illegal dumping Service Requests (SRs) include dirty streets and alleys, dumping on vacant lots and next to corner cans, and other public and private locations.

The Honorable President and Members
of the Baltimore City Council
August 6, 2021
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Every week this Department receives an environmental shooting report from the Mayor's Office of Performance and Innovation identifying all currently open SRs within a 500-foot radius of recent homicides and shootings in Baltimore. The report is also sent to the Departments of Transportation, Housing and Community Development, Recreation and Parks, the Liquor Board, and BGE. The report is used to call attention to any outstanding SRs and to give them priority, to demonstrate that attention is being paid to the area and to help stabilize and prevent repeat events in the vicinity. Police officers are also encouraged to use their departmental email when submitting 311 requests to identify the reported issue as a priority. In addition, Public Works coordinates with the Baltimore Police Department and Housing and Community Development inspectors to clean and board vacant houses after squatters have been removed.

Representatives of the Department of Public Works will attend the hearing on City Council Resolution 21-0040R to listen to and assist in the discussion about the CPTED model of crime prevention.


Jason W. Mitchell
Director

JWM/MMC



BALTIMORE POLICE DEPARTMENT



Brandon M. Scott
Mayor

Michael S. Harrison
Police Commissioner

August 11, 2021

Honorable President and Members of the Baltimore City Council
Room 400, City Hall
100 N. Holliday Street
Baltimore, Maryland 21202

RE: City Council Bill #21-0040R
Informational Hearing – Crime Prevention Through Environmental Design

Dear Council President Mosby and Members of the City Council:

The Baltimore Police Department (BPD) has reviewed Council Bill 21-0040R for the purpose of inviting representatives from the Department of Planning, Department of Housing and Community Development, the Housing Authority of Baltimore City, the Baltimore City Health Department, the Baltimore Police Department, the Department of Public Works, the Department of Transportation, the Baltimore City Fire Department, the State's Attorney for Baltimore City, the Sheriff for Baltimore City, the Baltimore City School Police, the Department of General Services, the Department of Recreation and Parks, the Mayor's Office of Performance and Innovation to appear before the Baltimore City Council to discuss ways that the City can prevent crime through the concepts utilized in the Crime Prevention through Environmental Design model.

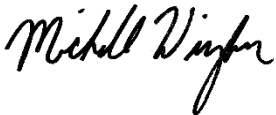
Thank you so much for allowing BPD to respond to this resolution. The Crime Prevention Through Environmental Design (CPTED) model encourages a multi-disciplinary approach toward utilizing architecture, urban planning and facility management to reduce opportunities for residents and visitors to be victimized, deter criminal acts before they occur and to empower residents to exercise responsibility over shared public spaces to further discourage criminality and to develop a shared sense of community. The Department fully embraces the concept that all city agencies must coordinate resources and efforts to ensure that we are maximizing limited resources to prevent crime and that we all must pro-actively and strategically modify the physical environment to make communities unattractive places in which to engage in criminal activity.

To that end, the Department works very closely and intentionally with other City agencies to target high crime areas with the investment of resources, programming and other sustainable interventions. As one example, the BPD has been coordinating with the Department of Planning, the Department of Housing and the Department of Transportation to plan for a dead-end street to be connected to a nearby roadway. This is so that officers can

better patrol a neighborhood where, historically, criminal activity has been able to happen due to the fact that it is not easily accessed by officer patrols. Another example of a partnership with another city agency is when we work with the Department of Public Works to ensure the swift removal of bulk trash that has been placed in alleys to prevent officers from patrolling around open air drug markets and other high crime areas. Another issue BPD works very closely with other agencies on is lighting. Poor lighting can make an area attractive to would-be criminals. So, we work with the Department of Recreation and Parks to ensure that vegetation is cut back appropriately so that existing street lights are not compromised and that the light bulbs provide an adequate amount of lighting. Each of these are examples of the important collaboration and problem oriented policing strategies that are being done daily across city agencies.

BPD fully supports City Council Resolution 21-0040R and looks forward to a robust discussion on the many ways that Baltimore City government agencies are currently coordinating efforts to invest in environmental design changes that can help reduce crime. Thank you for allowing us to comment on this important piece of legislation.

Sincerely,

A handwritten signature in black ink that reads "Michelle Wirzberger". The signature is written in a cursive, flowing style.

Michelle Wirzberger, Esq.
Director of Government Affairs

cc: Natwana Austin, Executive Secretary of the Baltimore City Council
Natasha Mehu, Director of Mayor's Office of Government Relations
Nina Themalis, Special Assistant and Legislative Liaison, MOGR
Eric Melancon, BPD Chief of Staff
Andrew Smullian, BPD Deputy Chief of Staff
Deputy Commissioner Sheree Briscoe
Colonel Richard Worley



Memorandum

To: The Honorable President and Members of the Public Safety and Government Operations Committee

From: Dan Hymowitz, Director, Mayor's Office of Performance and Innovation (and Director of CitiStat)

Date: August 6th, 2021

Re: COUNCIL BILL 21-0040R - Crime Prevention Through Environmental Design

The Mayor's Office of Performance and Innovation (OPI) has reviewed Council Bill 21-0040R. We understand that this bill seeks to convene an informational hearing to discuss ways that Baltimore City government can prevent crime through the approaches outlined in the Crime Prevention through the Environmental Design (CPTED) model.


One of OPI's main functions is serving as a performance management office through CitiStat. CitiStat facilitates regular data review and analysis meetings ("Stat" meetings) where analysts work with city government agencies to analyze agencies' performance on key metrics with the aim of supporting improved delivery of government services.

CitiStat operates current and forthcoming Stat processes focused on services that seek to improve environmental factors across Baltimore that align with aspects of the CPTED approach. One primary such process is "CleanStat" which is a biweekly, multi-agency meeting – focused especially on DPW, DOT, BCRP and DGS – where data and performance related to the city's efforts to make Baltimore cleaner is reviewed and analyzed. CleanStat, in addition to considering service efficiency citywide, includes a particular review of where service issues may arise in areas that experience more violence.

CitiStat will also be launching and collaborating on several new processes connected to the recently-launched Baltimore's Comprehensive Violence Prevention Plan. For instance, CitiStat is in the process of creating "NeighborhoodStat". NeighborhoodStat will analyze Baltimore City government service delivery and programs across Mayor Scott's five pillars (e.g. "Clean and Healthy Communities") with a particular focus on improving the city's efforts in underserved areas. Another example that is part of this plan is that CitiStat will be supporting the Mayor's Office of Neighborhood Safety and Engagement to develop a Stat system for the Group Violence Reduction Strategy.



CitiStat is eager to discuss additional ways that data and analysis can be used to improve the city's services relevant to the approaches outlined in the CPTED model.

F R O M	NAME & TITLE	Steve Sharkey, Director	CITY of BALTIMORE M E M O	
	AGENCY NAME & ADDRESS	Department of Transportation (DOT) 417 E Fayette Street, Room 527		
	SUBJECT	City Council Resolution 21-0040R		

TO: Mayor Brandon M. Scott
TO: Public Safety & Government Operations Committee
FROM: Department of Transportation
POSITION: **Support**
RE: Council Bill – 21-0040R

DATE: 7/1/21

INTRODUCTION – Informational Hearing - Crime Prevention Through Environmental Design


PURPOSE/PLANS – For the purpose of inviting the Director of the Department of Planning, the Commissioner of the Department of Housing and Community Development, the Executive Director of the Housing Authority of Baltimore City, the Commissioner of the Baltimore City Health Department, the Commissioner of the Baltimore Police Department, the Acting Director of the Department of Public Works, the Director of the Department of Transportation, the Chief of the Baltimore City Fire Department, the State's Attorney for Baltimore City, the Sheriff for Baltimore City, the Chief of the Baltimore City School Police, the Director of the Department of General Services, the Director of the Department of Recreation and Parks, and the Director of the Mayor's Office of Performance and Innovation to appear before the Baltimore City Council to discuss ways that the City can prevent crime through the concepts utilized in the Crime Prevention through Environmental Design.

COMMENTS – Council Bill 21-0040R calls on a variety of municipal agencies, including Baltimore City Department of Transportation (DOT), to participate in a public informational hearing focused on the utilization of environmental design as tool to address crime. As the chief agency responsible for maintaining over 2,000 miles of right-of-way within Baltimore City, DOT looks forward to participating in this important discussion. DOT currently plays an active role towards improving public safety in a variety of ways, including but not limited to improved street lighting, implementation of Complete Streets, parking enforcement, and automated traffic enforcement. DOT is committed to working with the Baltimore City Council, community stakeholders, and sister municipal agencies to improve public safety.

AGENCY/DEPARTMENT POSITION – The Department of Transportation looks forward to participating in the informational hearing and **supports** Council Resolution 21-0040R. If you have any questions, please do not hesitate to contact Liam Davis at Liam.Davis@baltimorecity.gov or at 410-545-3207.

Sincerely,

Steve Sharkey
Director

F R O M	Name & Title	Dr. Letitia Dzirasa, Commissioner	Health Department AGENCY REPORT	
	Agency Name & Address	Health Department 1001 E. Fayette Street Baltimore, Maryland 21201		
	Subject/ Position:	21-0040R – Informational Hearing - Crime Prevention Through Environmental Design FAVORABLE		

To: President and Members
of the City Council
c/o 409 City Hall

August 11, 2021

The Baltimore City Health Department (BCHD) is pleased to have the opportunity to review Council Bill #21-0040R, entitled, “Informational Hearing - Crime Prevention Through Environmental Design.” This resolution seeks to “discuss ways that the City can prevent crime through the concepts utilized in the Crime Prevention through Environmental Design model.”

Housing, neighborhoods, and safety are all considered social determinants of health.¹ Crime Prevention Through Environmental Design (CPTED) encompasses all three of these determinants by addressing “social environment” and “building a sense of community” to “reduc[e] the motivations for crime.”² CPTED operates on the concept of “collective efficacy” emphasizing grassroots community organizing, similar to Public Health 3.0, a concept championed by both the Centers for Disease Control and Prevention and BCHD.³ Among other principles, CPTED emphasizes social cohesion, community culture, and connectivity, analogous to Public Health 3.0’s emphasis on an “expanded approach to community-based public health practice.”⁴

Altogether, BCHD believes Crime Prevention Through Environmental Design is an innovative approach to addressing key social determinants of health. In future planning, BCHD could serve as a resource to inform actions taken by Baltimore City to implement CPTED. Regardless, BCHD believes a larger conversation involving other City agencies and community partners is first needed and urges a **favorable** report for Council Bill #21-0040R.

¹ According to the Office of Disease Prevention and Health Promotion, the social determinants of health (SDH) are described as “the conditions in the environments where people are born, live, learn, work, play, worship, and age that affect a wide range of health, functioning, and quality-of-life outcomes and risks.” Office of Disease Prevention and Health Promotion. (n.d.). *Social Determinants of Health*. Social Determinants of Health - Healthy People 2030. <https://health.gov/healthypeople/objectives-and-data/social-determinants-health>.

² CPTED in brief. The International CPTED Association (ICA) - Primer in CPTED - What is CPTED?. <https://www.cpted.net/Primer-in-CPTED>.

³ Ibid. Centers for Disease Control and Prevention. *Public Health 3.0: A Call to Action for Public Health to Meet the Challenges of the 21st Century*. (2017, September 7). https://www.cdc.gov/pcd/issues/2017/17_0017.htm.

⁴ Ibid.



August 9, 2021

Honorable President and Members of the Baltimore City Council
City Hall, Room 400
100 N. Holliday Street
Baltimore, Maryland 21202

**RE: City Council Bill 21-0040R
Investigational Hearing - Crime Prevention Through Environmental Design**

Dear Council President Mosby and Members of the City Council:

The Mayor's Office of Neighborhood Safety and Engagement (MONSE) appreciates the opportunity to discuss the City's current and future efforts to prevent crime through environmental design. This public health approach to preventing violence is an important component of Baltimore City's Comprehensive Violence Prevention Plan and a major area of focus for MONSE's inter-agency coordination efforts.

How We Got Here

The connection between blighted properties and crime rates is well-established. The legacy of structural racism, discriminatory housing practices such as redlining, and changes in the labor market such as the loss of manufacturing jobs have led to the racialized patterns of structural neighborhood disinvestment Baltimore suffers from today.

Like many other cities across the country, Baltimore experienced a spiral of disinvestment, crime, and abandonment. As those families who were able to leave declining neighborhoods moved away, the cycle of systematic disinvestment worsened and neighborhood health and safety continued to erode. Baltimore's high levels of vacant houses and lots contributes to more negative outcomes than just visual blight. Vacant houses and blighted properties contribute to high crime rates and the loss of sense of community and safety.

Research on Environmental Design to Reduce Crime

Public health and criminology research consistently show that cleaning and greening, improving lighting, blight and lead abatement, and demolishing or securing vacant houses can reduce violence and improve residents' quality of life. These place-based interventions are well-studied, consistently effective, relatively inexpensive, and easily scalable.

Individuals engaging in criminal activity oftentimes use vacant lots and unmaintained parks to store or dispose of guns in order to avoid being caught with an illegal firearm. Greening and maintenance efforts should be focused on to vacant lots that are used to store guns or used as staging grounds for groups preparing to commit acts of violence. In addition to reducing violent crimes, research has shown that

cleaning and greening vacant lots can significantly increase *perceptions* of safety for residents living nearby. In addition to the carrot of funding cleaning and greening programs, the enforcement of anti-bligh ordinances increases the effectiveness of this approach.

A number of studies have demonstrated that that greening programs focused on vacant lots reduce crime rates in high-vacancy areas. Between 1999 and 2008, Philadelphia greened 4,436 vacant lots totaling over 7.8 million square feet. A 2011 evaluation by Charles Branas et al. comparing the greened lots with a control group of 13,308 vacant lots found that greening vacant lots was associated with a 15% reduction in assaults and an 8% reduction in gun assaults. In addition to the crime reduction benefits, health benefits associated with greening vacant lots included residents' reporting less stress and more exercise. Philadelphia did not experience a reduction in drug trafficking complaints, but other cities have seen reductions in open air drug dealing associated with greening. As author Dr. Branas explains, "Our study shows that direct changes to vacant urban spaces may hold great promise in breaking the cycle of abandonment, violence, and fear in our cities and do so in a cost-effective way that has broad, citywide scalability."

Another evaluation found that by greening and planting trees, nuisance crimes were reduced by 28% because residents utilized the outdoors more and relaxed under the trees, making it less desirable for individuals engaging in vandalism, public drunkenness, excessive noise, and illegal dumping. Firearm assaults also fell by 17% because the previously blighted areas were being used by residents for healthy pursuits and illegal guns could not be stored in uncontrolled growths of weeds or large trash items. An evaluation of a vacant lot greening program in Youngstown, Ohio found a decrease of 27% in felony assaults in vacant lots turned into community gardens by the community and a significant reduction in property crimes around contractor-greened lots.

Under Philadelphia's LandCare (PLC) program, it takes less than a week to clean and green a vacant lot and the average cost lot is between \$1,000 and \$1,300, plus \$150 per year to clean, weed, and mow the lot biweekly during the growing season. According to a 2016 study in the *American Journal of Public Health*, for every \$1 invested in the PLC program returns an estimated \$333 in general costs to society and for every \$15,000 invested, one shooting is averted.

Unlike more complicated and expensive responses to large inventories of vacant properties, cleaning and greening encourages residents to stay in their neighborhoods and help improve conditions rather than displacing existing residents.

Baltimore's Comprehensive Violence Prevention Plan

Coordinated place-based interventions focused on blighted and vacant environments contributing to crime is an essential component of the Baltimore City Comprehensive Violence Prevention Plan recently released by Mayor Scott. As part of a public health approach to reducing violence, the plan emphasizes prevention and reducing harm to communities by empowering community-based alternatives as the option of first resort.

During MONSE's many community feedback sessions about the draft version of the plan, the public was especially interested in discussing our goals around altering the built environment to reduce crime. Baltimore taxpayers were enthusiastic about the idea of the city making significant public investments in physical infrastructure, including cleaning and greening areas that contribute to crime, costly lead abatement, and improving the quality of public and affordable housing. As a result of this positive public feedback, environmental design principles were incorporated into several key initiatives featured in the plan.

Resident-led efforts to clean, green, and improve lighting in high-crime areas is a key aspect of the new Coordinated Neighborhood Stabilization Response (CNSR) effort to ensure violence prevention and response is the responsibility of everyone in Baltimore, not just criminal justice or law enforcement agencies. Recognizing that deadly shootings and law enforcement takedowns can inflict trauma on bystanders and create a power vacuum in a neighborhood, the CNSR will include a Shooting Response Protocol to support families and communities following incidents of gun violence. In addition to preventing retaliatory violence, addressing trauma, and promoting healing, city agencies and community leaders will review data and service call trends to make changes to the built environment to prevent future crime.

Cleaning, greening, and blight remediation is an important function of the Neighborhood Policing Plans (NPP). In alignment with the requirements of the consent decree, NPPs are partnerships between BPD, residents, MONSE, and other city agencies to create avenues for communities to address both immediate violence and address quality of life issues. NPPs will be piloted in the Western District in partnership with Fayette Street Outreach and in the Southern District with the Greater Baybrook Alliance. Baltimore residents have asked for more agency over decision-making impacting their communities and the Crime Prevention Through Environmental Design (CPTED) model will help inform individually-tailored strategies to build safer neighborhoods.

MONSE is developing accountability tools to measure each agency's performance on CPTED initiatives and to evaluate the crime-reduction impacts. Neighborhood Stat will include KPIs to measure crime, perceptions of safety, and the determinants of social health. In addition to leveraging governmental data, Neighborhood Stat will incorporate data from local partners, such as Live Baltimore and the Baltimore Neighborhood Indicators Alliance (BNIA) to prioritize limited resources and measure success. The newly expanded Violence Prevention Task Force provides another forum to increase inter-agency collaboration around place-based interventions and to hold each agency, including MONSE, accountable.

While holding perpetrators of violence accountable is an important aspect of the Group Violence Reduction Strategy (GVRS), deterring violence and preventing the need to arrest and imprison community members is at the core of this intervention launching later this year. As GVRS partners conduct shooting reviews, they may identify specific places that are contributing to violence and order a coordinated code enforcement and clean-up response. These responses must occur quickly and involve community participation.

Investing in the Social Infrastructure

While interventions following the CPTED model have shown impressive and cost-effective results, it's important to note that improving only the physical infrastructure of our neighborhoods is inadequate. As sociologist Dr. Robert Sampson writes in *Great American City*, "Physical infrastructure and housing are crucial, but so too is the social infrastructure." Baltimore must invest in community-level interventions that increase social cohesion, trust, and ability for communities to come together to collectively act.

After cleaning and greening improvements are made, the difficult work really begins – empowering neighbors to reclaim those areas and keep them clean, safe, and healthy. As you'll hear from my colleagues in other agencies today, Baltimore will continue to clear alleys full of obstructions placed by drug dealers to impede police patrol cars, but the trash will quickly be replaced unless it's part of a larger strategy led by the community. MONSE will join other agencies and community partners in building the capacity of communities to reclaim these improved spaces and keep them clean and safe. Rather than rely solely on police patrols, we must encourage informal policing and connectedness by neighbors to keep our streets safe, block-by-block. MONSE fully supports investing in the physical and social infrastructure

of our communities and will continue to work with our partners to ensure that the city's limited resources are allocated effectively in support of Baltimore City's first Comprehensive Violence Prevention Plan.

Respectfully submitted,

A handwritten signature in blue ink that reads "S Jackson". The signature is stylized with a large, looping "S" and a cursive "Jackson".

Shantay A. Jackson
Director, Mayor's Office of Neighborhood Safety and Engagement

cc: Sunny Schnitzer, Deputy Mayor, Public Safety
Nina Themelis, Legislative Liaison, Mayor's Office of Government Relations
Natasha Mehu, Director, Mayor's Office of Government Relations

CITY OF BALTIMORE

BRANDON M. SCOTT
Mayor



DEPARTMENT OF LAW

JAMES L. SHEA
100 N. HOLLIDAY STREET
SUITE 101, CITY HALL
BALTIMORE, MD 21202

August 3, 2021

The Honorable President and Members
of the Baltimore City Council
Attn: Natawna B. Austin, Executive Secretary
Room 409, City Hall, 100 N. Holliday Street
Baltimore, Maryland 21202

Re: City Council Bill 21-0040R – Informational Hearing - Crime Prevention Through
Environmental Design

Dear President and City Council Members:

The Law Department has reviewed City Council Bill 21-0040R for form and legal sufficiency. The resolution is for the purpose of inviting the Director of the Department of Planning, the Commissioner of the Department of Housing and Community Development, the Executive Director of the Housing Authority of Baltimore City, the Commissioner of the Baltimore City Health Department, the Commissioner of the Baltimore Police Department, the Acting Director of the Department of Public Works, the Director of the Department of Transportation, the Chief of the Baltimore City Fire Department, the State's Attorney for Baltimore City, the Sheriff for Baltimore City, the Chief of the Baltimore City School Police, the Director of the Department of General Services, the Director of the Department of Recreation and Parks, and the Director of the Mayor's Office of Performance and Innovation to appear before the Baltimore City Council to discuss ways that the City can prevent crime through the concepts utilized in the Crime Prevention through Environmental Design model.

In general, a City Council resolution is "an expression of opinion or mind concerning some particular item of business coming within the legislative body's official cognizance." *Inlet Assocs. v. Assateague House Condominium Assoc.*, 545 A.2d 1296, 1303 (Md. 1988) (quoting *McQuillin Mun. Corp.* § 15:2 (3rd Ed.)). Council Bill 21-0040R is an appropriate resolution to discuss ways that the City can prevent crime through the concepts utilized in the Crime Prevention through Environmental Design model.

Accordingly, the Law Department is prepared to approve Council Bill 21-0040R for form and legal sufficiency.

Sincerely,

Victor K. Tervala

Victor K. Tervala
Chief Solicitor

cc: James L. Shea, City Solicitor
Nina Themelis, Mayor's Office of Government Relations
Nikki Thompson, Director of Legislative Affairs
Matthew Stegman, Director of Fiscal and Legislative Services
Elena DiPietro, Chief Solicitor, General Counsel Division
Hilary Ruley, Chief Solicitor
Ashlea Brown, Assistant Solicitor