

**U**ptown must be a safe, attractive and walkable place for its residents, employees, students and visitors. While overall crime in Cincinnati is down, Uptown continues to suffer from a poor public safety image. The April 2001 civil disturbances in nearby Over the Rhine and longstanding perceptions about the entire Center City area have branded Uptown in the public imagination as a place "you don't go" or as a place you do not linger. While there are actual crime problems in isolated areas that contribute to the poor image, including areas of entrenched drug dealing and youth robberies, the transformation of the public perception will require a concentrated effort through every facet of the Consortium's business.

### Current Public Safety

The neighborhoods of Uptown are divided into two districts by the Cincinnati Police Department (CPD): districts four and five that cover approximately four square miles and serve 50,000 residents. In addition, each of the Consortium's Members operates a private security force; although their size and capacity greatly vary amongst the institutions.

The University of Cincinnati's police force is armed and has arrest powers. The force also has a direct dispatch connection to the Cincinnati Police Department. It employs 50 armed police officers and 50 security guards. The university's police jurisdiction is limited to the campus and perimeter streets, but within that jurisdiction, the Department of Public Safety is a full-service police department.

The Zoo security force is significantly smaller, unarmed, except for special events, and connected by a dispatch system. The chart below highlights figures for the other members.

According to Cincinnati 2002-2003 police department issued data, overall citywide crime is down by 2%. The Uptown figures paint a picture of even greater improvement:

- Violent crime in Uptown has decreased at a higher rate than the rest of the City.
- District 4 crime was down 4.5% from 2002 to 2003.
- While District 5 has relative low levels of violent crime, it has high incidences burglary and larceny which attribute to a net increase in crime levels from 2002 to 2003.



Fig 6.1 University of Cincinnati Police officers.

Institution	Number of Officers	Powers
University of Cincinnati	50 police officers; 50 private security guards	Officers with arrest powers; direct link to CPD; Crime Mapping Abilities
Cincinnati Zoo	12	Centralized dispatch
Children's Hospital	85	Two way radio
TriHealth	62	Some armed perimeter personnel
Health Alliance	30	Command Center and Digital Cameras

Changing the public perceptions and the underlying realities that contribute to them will require the Consortium to consider a three-part approach:

Increase the actual and perceived public safety presence on the Uptown streets. Increasing this presence will not be achieved by significantly increasing the number of Cincinnati's police officers on duty in the area unless a way can be found to significantly increase the number of officers assigned to the Cincinnati Police Department (CPD) as a whole. Instead, the increased presence will probably be achieved by a combination of more effectively targeted police operations and patrol and a private public safety patrol funded by the Consortium. These efforts will serve as a deterrent to crime, as a reassurance to the public and as eyes and ears for the police department.

Sharpen the public safety focus and police investigations in Uptown. The crime problems in Uptown, both the entrenched drug dealing problems and the youth robbery problems, require steady and targeted enforcement efforts. The institutions that make up the Consortium have much to contribute to this effort, including 1) establishing an Uptown Public Safety Forum to highlight and direct resources to ongoing problems and 2) providing additional resources to ensure that specific enforcement operations can be effectively carried out. The Community Policing Partnering Center, currently working out of the Urban League offices on Reading Road,

may prove to be an invaluable resource in helping to establish a community policing partnership between the CPD, the Consortium, and the residents of Uptown. With the resources of the Consortium backing such a project, the opportunity exists to mount an extremely sophisticated and persevering community policing effort that could have a lasting positive impact on the neighborhoods of Uptown.

Enhance the appearance and attractiveness of Uptown existing retail nodes. These areas, called "anchors" by the Uptown planners, include the Short Vine retail corridor, the Burnet Avenue retail corridor, the South Avondale retail corridor, the Ludlow Avenue retail corridor, and the Clifton Heights retail corridor. With the exception of Ludlow Avenue, which exudes a welcoming and comforting atmosphere, Uptown's retail nodes, centers of activity, need significant enhancement work in the areas of lighting, sanitation and street landscaping to make them attractive urban destinations. A significant factor in improving public safety is to increase the number of people on the streets. A large public presence on the streets tends to reduce the opportunities for crime. Here again, institutions backing the Consortium have a critical resource to contribute in the form of their own workforces, which constitute the bulk of the 40,000 employees who work in the Uptown area not to mention the student population at the University of Cincinnati. Capturing these markets for the anchor areas, not only would ensure their commercial success, but would also be a major step toward enhancing public safety.

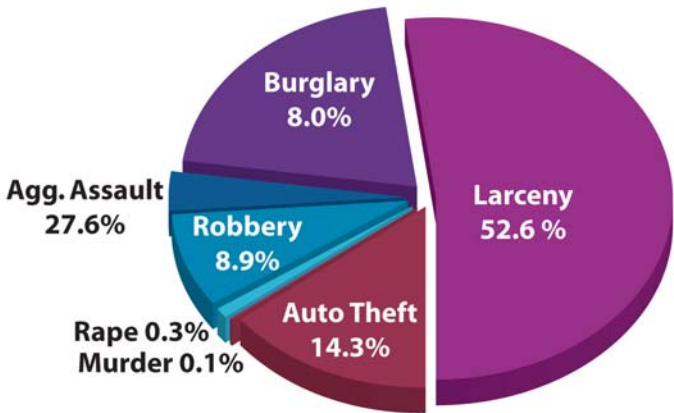


Fig 6.2 2003 Uptown crime statistics (based on Cincinnati Police Dept. data, 2003).

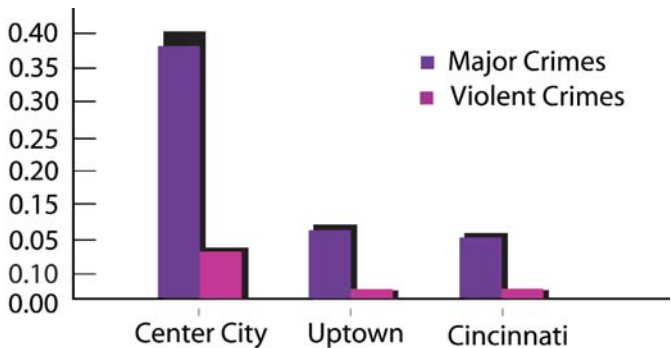


Fig 6.3 Per capita crime rates in Uptown, Center City and citywide (based on Cincinnati Police Dept. data, 2003).

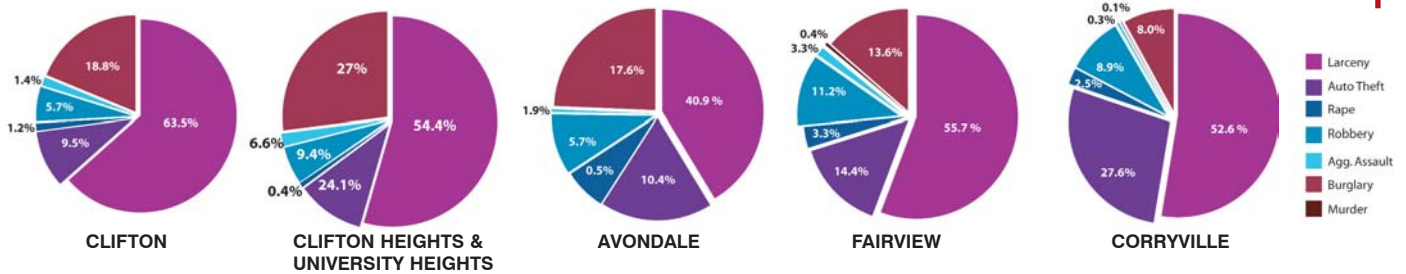


Fig 6.4 2003 Uptown crime statistics by neighborhood (based on Cincinnati Police Dept. data, 2003).

The Cincinnati Police Department is a professional, modern police department, nationally accredited and technologically advanced. They are developing a new regional communication center to facilitate communication with surrounding jurisdictions and have equipped their patrol cars with laptop computers, which greatly enhance the efficiency of patrol officers in the field. As described below, the Department is sponsoring very progressive community policing initiatives designed to increase cooperation and collaborative problem solving between the police and the communities they serve.

The Uptown area is divided between two Cincinnati Police Department districts, District 4 on the east side of the Uptown area and District 5 on the west side, with Vine Street and Jefferson Street defining the border between the two districts. Both districts border District 1, covering the downtown area, on the south, and both districts run north six or seven miles to the northern city line. District 4 has an especially elongated shape, one-to-two miles wide and seven miles long.

The districts divide the police work by neighborhoods. There are ten neighborhoods in District 4 with the neighborhoods of Mount Auburn, Corryville and South Avondale falling within the Uptown area. There are eight

neighborhoods in District 5 with the neighborhoods of Clifton Heights-University Heights-Fairview (CUF) and Clifton falling within the Uptown area. Each of these neighborhoods is assigned a community-policing officer and one or more beat patrol cars that respond to calls for service. The community policing officer is expected to patrol a neighborhood area, make contact with local residents and merchants, to identify community problems, and help to implement solutions, usually following the Scan, Analysis, Response, and Assessment (SARA) model, a nationally recognized community policing method. The community policing officers, from the neighborhoods in each district, report to a sergeant in command of the district's Community-Oriented Policing Unit. In addition, the Cincinnati Police Department assigns an investigator from the district investigative unit to each neighborhood. Assigning detectives to geographic areas within a district or precinct is an interesting and progressive innovation, rarely implemented in other police departments, and should provide the foundation for very effective investigative work on local crimes and crime patterns, usually a key ingredient in any successful crime reduction program.

A central concern of community stakeholders is the visibility of police patrol and the consistency of police presence. This is a challenge in every city in the country. Police resources are usually

\* It should be noted that establishing a single district jurisdiction in Uptown may not be necessary if an effective forum for convening District's four and five to review and address Uptown's public safety issues is established.

engaged in responding to calls for service so their visibility on the streets is often fleeting and infrequent. The typical Cincinnati police district has fewer than 175 police officers. Accounting for special-function officers such as investigators and community policing officers, and accounting for three shifts and vacation and sick time, the police department would typically not be able to field more than one patrol car per sector in most places in the city. In District 4, for instance, the Beat 1 car covers Mt. Auburn and Corryville, the Beat 2 car covers Walnut Hills, and the Beat 3 car covers South Avondale. The potential for significantly increasing police visibility in the short term is limited.

### **Strategic Opportunity 1: Increase the actual and perceived public safety presence in Uptown**

The best way to reliably increase public safety visibility would be for the Consortium to establish its own uniformed security/sanitation force. This force, tentatively named the Uptown Ambassadors, with 15 to 20 members, would patrol by bicycle, supported by one or two auto patrols. Members of this force would wear easily recognizable uniforms and be equipped with radios connecting them to both the Cincinnati Police Department and the Public Safety Department of the University of Cincinnati. Although private security agents would not be armed and would not have arrest powers, experience has shown that the presence of this type of force can reduce crime and greatly increase public perceptions of order and safety.

### **Strategic Opportunity 2: Create a Short Vine Corridor Public Safety Center**

The Consortium has identified the Short Vine/Clifton Heights district as a development opportunity. To support Strategic Opportunity 2, the Consortium should identify available site for a space where the new Consortium Uptown Ambassadors, the University of Cincinnati police force and the Cincinnati police force are accommodated. Such a center would serve as a visible signal of public safety coordination and also provide a community space for the Public Safety Forum, which described herein.

### **Strategic Opportunity 3: Coordinate and deepen intelligence gathering capacity between Consortium Members and the Cincinnati Police Department.**

The opportunity exists to create a public safety forum for Uptown that would help sharpen Police focus and enforcement and coordinate non-Cincinnati-Police public safety resources. The Uptown Public Safety Forum would be the setting for closely focused analysis of current crime patterns and problems and serve to identify and address quality-of-life and other issues that may be contributing to crime and perceptions of crime.

These kinds of forums are more common as police departments adopt the principles of community policing and the techniques associated with the Compstat system. Community policing has sought to ground police crime prevention and enforcement efforts in local communities, seeking community consensus on the most important problems to be addressed and community assistance in working with the police department to achieve agreed-upon goals. Ordinarily, police departments work with local community groups and representatives on a neighborhood scale at local neighborhood meetings. The Cincinnati Police Department appears to have a well-structured community-policing program, with community policing officers assigned to each of the city's neighborhoods. Interviewed officers seemed capable, dedicated, and knowledgeable about the neighborhoods they served. Interviewed community representatives expressed some frustration about the inability to solve long-standing problems but generally praised their community officers as conscientious and effective.

Uptown is, in many respects, a cross between a residential area and a heavy commercial area similar to an urban downtown. The standard police approach of working with local community groups and activists may not sufficiently represent the area and may be unlikely to generate the kind of close cooperation and resource sharing that could be possible between the police and the major institutions. This Public

Safety Forum, a space where the interests of both major institutions and the community groups are represented and solutions to problems are brokered from among the full range of available information and resources.

The Compstat system will help establish a framework for the forum. Compstat is police management and accountability system that is now widely used, under various names, in police departments in the U.S. and abroad. Compstat uses computer-generated maps of crimes and other conditions and intensive, probing strategy sessions among police managers and supervisors to fix accountability, sharpen enforcement focus, allocate resources, share successful strategies, and ensure that continuous attention is paid to emerging patterns and long-standing problems. One of the Compstat system's great advantages is to institutionalize and regularize contacts and information exchange between various public safety players so that the exchange of information is not dependent on occasional meetings or incidental contact. The Cincinnati Police has a version of Compstat, called CINSITE at which officers of the rank of captain and above meet to manage crime problems across the city. The Uptown Public Safety Forum would be a localized version of this meeting as described below.

The newly established Community Policing Partnering Center may have an important role to play in bringing together the Uptown Public Safety Forum. The Center, which has \$1 million budget and is planning for a staff of 11, was established as a result of the Collaborative Agreement between the Cincinnati Police Department and the American Civil Liberties Union, settling a suit brought by the ACLU in March 2001. The center is charged with facilitating community-policing projects and with training both police officers and citizens in the SARA model and other community policing methods. Early in the process of establishing the Uptown Public Safety Forum, the Consortium should formally approach the Community Policing Partnering Center and seek its assistance in designing the forum, reaching out to appropriate community groups, and securing the cooperation of the Cincinnati Police Department.