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THE NUTTER PLAN FOR
SAFETY NOW:
TEN WEEKS TO A SAFER
PHILADELPHIA

“My vision for Philadelphia begins with a City where everyone is safe.”

-- Michael Nutter

As Mayor, my first action will be to restore safety to our City for the benefit of all Philadelphians. The challenge of restoring safety is not just about having ideas or making plans or understanding research – it is about action because the failure to act is the cause of the continuing wave of violence in Philadelphia. That failure to act is a failure of mayoral leadership, which will end on my first day of office.

The Plan for Safety Now is designed to stop the death and disorder rampant in many Philadelphia neighborhoods, to pursue repeat offenders and fugitives from justice throughout the City, and to benefit all of our citizens by devoting sustained resources to those who see little alternative to a future life of crime.

The **Safety Now** Plan is a workable set of **five effective and realistic strategies**. As Mayor, I will:

- **Declare a Crime Emergency** in Targeted Enforcement Zones, which are the City’s most crime-plagued neighborhoods. This policy brief outlines Philadelphia’s emergency powers and my plan to consolidate public authority to restore safety.
- **Saturate Targeted Enforcement Zones with tactics that work.** This policy brief outlines the use of “hotspots”, directed patrols, and constitutional “stop-question-and-frisk” procedures to confiscate illegal guns.
- **Focus on repeat offenders, fugitives, and probation/parole violators** throughout the City. This policy brief outlines the use of correctional supervision as a tool for both safety and rehabilitation and the need to expand home-grown programs that work.
- **Increase resources to sustain these efforts.** This policy brief outlines the need to return police force levels to their previous numbers and the need for a new management structure, and the need to expand services to the most vulnerable families and neighborhoods.
- **Develop a city where people can build better futures** to ensure that real alternatives exist to a life of crime. This policy brief outlines actions necessary to reduce crime over a sustainable future once safety has been restored now.

This bold plan to confront violence in Philadelphia demands a Mayor who can make tough decisions and take strong actions. I will declare a crime emergency in specified neighborhoods, use “stop-question-and-frisk” tactics citywide, demand and empower coordination among public safety agencies, devote resources to police and their partners, change the Charter to increase accountability, and lobby the state and federal governments for the laws and resources we need.

INTRODUCTION

“The time for safety is now, not ten months or ten years from now.”

-- Michael Nutter

No community prospers or even survives long without safety. Safety is why people come together to govern themselves in the first place. Just as providing for the common defense is the fundamental obligation of our national government, it is the very first obligation of local government is to protect the lives of its residents.

In 2005 and 2006, Philadelphians have borne a relentless assault on our sense of security: more than one homicide a day for two solid years, making Philadelphia the most dangerous large city in America.¹ The number of homicides of young people in 2006 was the highest level since 1997 and more than two young people a day suffered gunshot wounds.²

Of course, this daily assault falls harder on some of us than others. The televised grief of family members devastated by a shooting seems to lead the news every evening. But even families untouched by violence and neighborhoods untainted by mayhem are demoralized by death and disorder in our city. The next Mayor must unite the resources of the whole community to calm the violence, restore order, and begin to build a tangible future for people who today don't see one. Philadelphia needs a Mayor who can articulate the outrage of 400 murders a year and act immediately.

My plan for **Safety Now** proposes less talk and more action to address this outrage. Because we must act now in the face of a complex problem, we need to commit to learn from strategies that have worked in the past and speak to each other with candor about what needs to be done. Our violence crisis does not stem from a failure of ideas but from a failure of Mayoral leadership. A year ago, I obtained funding to hire more police officers on our streets while others were content to increase overtime. Six months ago, as the dead bodies mounted and others were content to treat the violence as normal, I called on Mayor Street to declare a state of emergency, but nothing was done. As Mayor, I will implement my **Safety Now** plan and act decisively to produce results in the fight against violence.

DECLARE A CRIME EMERGENCY

“It is a matter of political will and determining how aggressive Philadelphians are prepared to be to create a safe environment.”

-- Michael Nutter

Confronting Philadelphia’s crime challenge begins with calling it what it really is, an emergency that demands urgent action. The residents of our safest neighborhoods would demand the kinds of actions proposed below if they experienced even a small fraction of the relentless violence of the past two years in neighborhoods like Point Breeze, Strawberry Mansion, and Kingsessing. How bad must conditions be before we feel ready to use all the powers at our disposal? Conditions are far beyond bad enough already.

I will declare a crime emergency in specified neighborhoods (“Code 10”), as authorized in the Philadelphia Code, on my first day as Mayor.

Title 10 of the Philadelphia Code authorizes the Mayor to take specified measures if the Mayor determines that “the City or any part thereof is suffering or is in imminent danger of suffering civil disturbance , disorder, riot or other occurrence which will seriously and substantially endanger the health, safety and property of the citizens.” Parts of Philadelphia are clearly suffering a wave of violence that endangers the safety of residents.

This declaration of emergency powers, which I will designate as a “Code 10” similar to the “Code Blue” that applies to cold weather emergencies, will apply to a set of Targeted Enforcement Zones, which are the most crime-plagued neighborhoods in need of immediate action. These Targeted Enforcement Zones will be designated as conditions warrant, but the emergency powers will be extended until crime has significantly decreased and safety has been restored to all parts of Philadelphia. Inside the Targeted Enforcement Zones, all agencies of city government working together will create our best chance to short-circuit the mounting death and disorder by employing the strongest means available to us. By declaring a crime emergency, the City will have the power in the designated Targeted Enforcement Zones to:

- prohibit or limit gatherings of people on sidewalks, streets, or any outdoor place in the designated neighborhoods;
- halt or limit the movement of vehicles through or within the designated neighborhoods;
- establish a curfew limiting the hours people could be outside their houses; and
- prohibit the sale, carrying or possession on the public street or public sidewalks, or in any public park or square, of weapons of any kind.

These powers would support the many tools needed to restore a sense of safety to Philadelphia’s most dangerous streets. Deploying more police to crime “hotspots”, conducting “stop-question-and-frisk” tactics citywide to confiscate illegal guns, pursuing probation and parole violators and fugitives with open bench warrants, enforcing curfews for youth and young adults, and other techniques are discussed more fully below. But the key impact of declaring an emergency would be to restore a sense of relief to people suffering from violence and disorder and who now see no help.

We have done this before.³ Mayor W. Wilson Goode declared an emergency in the Elmwood section of Southwest Philadelphia on November 22, 1985. Mayor Goode declared the emergency in an area between Elmwood and Lindbergh Avenues running from 60th to 70th (later to 68th) Streets. Within the declared area, people were not allowed to gather outdoors in groups of more than four except to wait for transportation or to enter and exit buildings. It lasted for six weeks.

I will direct the Police Commissioner to identify Targeted Enforcement Zones in which to apply the emergency powers.

The Targeted Enforcement Zones will identify crime hotspots that have a much greater than average number of criminal or disorder events, or an area where people have a significantly higher than average risk of victimization.⁴

Homicides in Philadelphia are not random. The people most likely to kill other people are a tiny fraction of the Philadelphia population, even within neighborhoods with high rates of poverty and unemployment. In 2006, over 70 percent of homicide victims and over 80 percent of homicide suspects had prior arrests. Of the 100,000 persons under correctional supervision on any given day in Philadelphia, a few thousand are the most likely to be involved in a shooting and/or homicide.

The hotspot strategy is being employed in police departments from Los Angeles to Boston, from Minneapolis to Indianapolis. To a limited degree, it has been used in Philadelphia but without the sustained tactics and supports presented in my **Safety Now** plan.

SATURATE TARGETED ENFORCEMENT ZONES WITH TACTICS THAT WORK

“We must find and seize our own local weapons of mass destruction—illegal handguns—right on the streets of Philadelphia.”

-- Michael Nutter

I will direct the Police Commissioner to redeploy police in order to saturate Targeted Enforcement Zones with aggressive tactics coordinated across agencies.

Scarce resources in Philadelphia are currently spread far too thin to make a difference. The identification of hotspots allows police to design directed patrols targeted on hotspots. I will direct the Police Commissioner to redeploy police personnel in a strategic way. Rather than simply providing high police visibility, directed patrols concentrate police presence where the crime is occurring on a daily basis. These patrols have been shown to reduce crime by increasing the threat of detection of criminals in hotspots.

I commit to promote and sustain the use of constitutional “stop-question-and-frisk” strategies anywhere in Philadelphia whenever a law enforcement officer identifies a reasonable suspicion of illegal weapons.

Philadelphia is flooded with illegal guns used in the commission of violent crimes. Over 5000 guns were confiscated in 2006, the highest number in recent history, and there were nearly 2000 shooting victims in Philadelphia last year.⁵ I support efforts to allow Philadelphia to legislate its own gun control laws and as Mayor I will lobby Harrisburg for such powers. But the prospects for such change in Pennsylvania in the foreseeable future are open to discussion, and therefore, we must focus our efforts on what we can do today with existing laws.

The more immediate challenge is to confiscate the guns that are already illegal. Virtually all of the guns used in murders last year were illegal handguns, either because they were stolen, purchased through illegal straw buyers, and/or in the possession of a felon or a person under correctional supervision such as probation or parole. There is plenty of enforcement to be done now, regardless of our success in improving gun laws.

The key to controlling gun violence is to reduce the carrying of guns. The key to reduced carrying is the deterrent effect of getting caught with a gun and having it confiscated. And the key to creating that deterrent is widespread use of the police technique known as “stop-question-and-frisk”.⁶

When used correctly, this procedure is an appropriate tool for fighting crime.⁷ Well-trained Philadelphia police officers will be directed to conduct an appropriate stop-question-and-frisk and confiscate any illegal firearms they may find. Stop-question-and-frisk will be employed throughout the City and not just in the Targeted Enforcement Zones. As Mayor, I will explain and promote the use of this tactic through a public information campaign. People carrying illegal weapons should expect to have their guns confiscated anywhere in Philadelphia.⁸

I will secure funding for the expansion of Philadelphia's completely inadequate number of surveillance cameras, from a handful to thousands.

Because the levels of violence in Philadelphia have risen so high and spread so far, the use of technology to support the policing of hotspots is crucial. Police refer to such technologies as "force multipliers" that increase the impact of fixed numbers of officers. Two of the most important force multipliers are video surveillance cameras and gunshot recognition technology.

The Chicago Police Department first introduced cameras (30 of them) in July 2003. Mayor Daley expanded the camera network with 250 more cameras in September 2004. As of September 2006, more than 2300 surveillance cameras placed near critical infrastructure and high crime and drug activity areas were being monitored from the city's Operation Center.⁹ According to the Chicago Mayor's Office, in November 2004, sixteen months after cameras were installed, homicide decreased by 25 percent and non-fatal shootings by 39 percent. According to Chicago Police Deputy Superintendent Barbara McDonald, cameras are "not a silver bullet, but is a very effective tool in the fight against gangs, guns and drugs."

Chicago has adapted fifty cameras with high-tech microphones that recognize the sound of gunshots. The technology -- Smart Sensor Enabled Neural Threat Recognition and Identification (SENTRI) -- recognizes the sound of a gunshot within a two-block radius, pinpoints the location of the shot with a surveillance camera, focuses on the location, and in less than 1 second, places a 911 call. These have been shown in cities across the nation to disrupt and reduce levels of crime and we can expect the same here in Philadelphia.

The City of Chicago spent \$5 million installing 250 surveillance cameras in 2004. The entire cost was later recovered in grants from the Department of Homeland Security. I will pursue the same funding opportunities and use City general fund resources if necessary to add the number of cameras necessary in order to make Philadelphia safe now.

I will direct the Police Commissioner to pursue fugitives from arrest warrants who circulate throughout the City and especially in the Targeted Enforcement Zones.

There are thousands of fugitives evading open bench and arrest warrants in Philadelphia. These fugitives help create and sustain the lawless atmosphere that erodes the judicial process through witness intimidation and by lowering the perceived cost of crime.

In addition to crime deterrence and gun seizures, the Safety Now tactics in Targeted Enforcement Zones will also assist the police in addressing this public safety disgrace. The request for identification is an essential and constitutional part of the "stop-question-and-frisk" strategy. Today, fugitives move too freely in many of our neighborhoods. The aggressive use of stops in the Targeted Enforcement Zones will disrupt this undeterred circulation of fugitives in our most vulnerable neighborhoods, suppress their activities, and lead to their arrest and detention.

The intensive use of directed patrols, stop-question-and-frisk, gun seizures, and pursuit of fugitives in the Targeted Enforcement Zones will restore order, safety, and hope to these neighborhoods.

FOCUS ON REPEAT OFFENDERS, FUGITIVES FROM ARREST, AND PROBATION/PAROLE VIOLATORS THROUGHOUT THE CITY

“By concentrating our crime-fighting efforts on violent repeat offenders, we can reduce many types of crime and disorder.”

-- Michael Nutter

But even with the most successful efforts at suppressing gun violence and restoring order to our unsafe neighborhoods, we face another ongoing challenge that feeds our current crisis and might undermine any future successes. Each year over 600,000 inmates are released from prison in the U.S. and “62 percent of them are expected to be arrested at least once within the next three years and 41 percent to wind up back in jail or prison.”¹⁰ A June 2006 study by the Urban Institute found that 50.2 percent (53,621) of the 106,849 different individuals who were incarcerated and released from the Philadelphia Prison System from 1996-2003 were incarcerated and released multiple times (3.5 times each on average).¹¹

These figures do not include the tens of thousands currently being served by Philadelphia County’s Department of Adult Probation and Parole and by the Eastern Regional Office of the Pennsylvania Board of Probation and Parole. By one expert estimate, as many as 100,000 people in Philadelphia on any given day are under some form of correctional supervision, mostly probation or parole.

I will establish a new Public Safety Cabinet to coordinate the missions and resources of all agencies capable of addressing violence reduction among juveniles and adults, especially coordination between police and probation officers.

The Public Safety Cabinet (comprised of the Mayor, District Attorney, President Judges, Police Commissioner, DHS Commissioner, probation and parole authorities) will have weekly meetings with the attendance of the heads of all participating agencies for the duration of the crime emergency. I will attend every meeting and expect the personal attendance of the Police Commissioner, District Attorney, President Judges, and all other members.

Probationers and parolees remain under correctional supervision.¹² Probation and parole authorities operate with much greater potential power than is commonly understood and greater in many instances than the powers of police officers on patrol. Probation and parole are forms of conditional release and any violation of those conditions can lead to immediate detention. Given the statistics on re-arrest and return to prison and given the many newspaper accounts of shootings in the City committed by persons on probation or parole, the maximum application of this power could provide enormous relief to our neighborhoods teeming with repeat offenders.¹³

It is important to understand the rationale behind a full-court press on probation and parole violators. The **goal is not** to return thousands of people to prison or even to prosecute thousands of gun violations by probationers or people in their midst with no prior criminal record at all. The **goal is** to raise the perceived likelihood of getting caught when violating the conditions of probation or parole, when associating with probationers who are violating their conditions, or when carrying an illegal gun. It is precisely the sustained combination of emergency powers, saturated enforcement, constitutional “stop-question-and-frisk”, and coordinated action by police and probation officers that can raise that perception

and thereby disrupt the activities of repeat offenders and deter the carrying of illegal guns. This disruption and deterrence, if sustained over a period of months, will reduce violence and restore safety to our most dangerous neighborhoods.

I will convene a Regional Public Safety Roundtable to build cooperation and a powerful constituency for change at higher levels of government.

The Roundtable will consist of elected and appointed officials in the eight-county metropolitan area. Local, county, state, and federal officials will meet regularly to set a common agenda on public safety, ranging from cooperative patrols along boundaries such as City Avenue to mounting lobbying efforts to bring more state and federal resources to bear on this shared challenge.

As part of this effort, I will designate a Criminal Justice System Coordinator to identify areas of improved city, state and federal cooperation and pursue the implementation of those recommendations.

I will promote and fund an expanded Homicide Prevention Unit that I helped to create, which will work with the emergency and saturation tactics outlined above to pressure probation/parole violators in our neighborhoods.

Many experts agree that efforts should target the population of repeat-offenders, many of whom remain under correctional supervision (either parole or probation) after each subsequent release from the system.¹⁴ In the current City budget, I funded and successfully advocated for the establishment of a Homicide Prevention Unit within the Philadelphia Adult Probation and Parole Department. This unit was established to provide intensive treatment and surveillance of ex-prisoners most likely to commit or attempt homicide.

I will expand the Youth Violence Reduction Program throughout the City, bringing its benefits to all the neighborhoods that need it.

We must create meaningful supports and resources for the many young people who may turn or return to crime. Philadelphia is the birthplace of a remarkable program geared toward steering young probationers away from violence and into productive adulthood, the Youth Violence Reduction Project or YVRP.¹⁵ This unique collaboration uses a dual approach to combine intensive supervision used to monitor young probationers with intensive supports designed to stabilize and add resources to the young probationers' lives. Teams of police officers, "street workers", and probation officers work together to supervise and support reduced caseloads of participants.

After seven years, YVRP has shown remarkable results.¹⁶ The program operates in the 12th, 19th, 24th, and 25th Police Districts and served over a thousand young Philadelphians and their families and communities. YVRP has dramatically reduced homicide rates in the neighborhoods in which it has been implemented. It powerfully demonstrates the benefits of collaboration, bringing together the comparative advantages of the Police Department, Probation and Parole, the District Attorney's Office, the School District, Behavioral Health, and others. The current YVRP budget of less than \$5 million per year is insufficient to address the community's needs to reduce violence. I will identify and lobby for state and federal funding in order to increase YVRP funding to the level warranted by the extraordinary circumstances we face.

I will invest in a real prisoner reentry program that builds meaningful attachments between former prisoners and employers.

We also need to support the adults who re-enter the community after prison. Recent research by the National Academy of Science demonstrates that employment is the strongest predictor of whether an adult ex-prisoner will return to prison. Yet, finding and keeping a job can be a nearly impossible challenge for many ex-prisoners. Philadelphia is the birthplace of another widely heralded program, this one geared toward helping adults make the transition to employment, often for the very first time.

Philadelphia's Transitional Works Corporation (TWC) is a leader in the transitional jobs field. Transitional jobs help participants establish a work history, build skills and good work habits, and develop confidence in their abilities. Founded in 1998, TWC's main program focus has been working with Temporary Assistance for Needy Families (TANF) recipients who have been receiving assistance for at least twenty-four months. This population faces many barriers similar to those faced by ex-prisoners: substance abuse, mental illness and depression, poor physical health, low skill levels, low educational attainment, and minimal work histories. As an extension of the national prisoner re-entry program known as Ready4Work, transitional jobs can significantly reduce recidivism among participants.¹⁷

This is an essential step in breaking the cycle of repeat offenders that plague our most vulnerable neighborhoods. By adapting the transitional work model, we can immunize employers from some of the risks and costs associated with hiring ex-prisoners with little or no work history while at the same time providing ex-prisoners with immediate and rewarding employment in real jobs.

In the first year of my administration, I will create job opportunities for at least 500 former prisoners through this program. The cost of this will be approximately \$3 million. Possible funding sources include federal and state workforce development funds and private foundation grants, in addition to the City's general fund.

I will direct the Managing Director to review City personnel practices to balance past crimes against potential employment in order to make City hiring fairer and more common sense.

Chicago and Boston provide another model for support of ex-offenders in their return to the community. Both cities have revised their hiring practices to give former prisoners a better chance to obtain certain types of City jobs. In the words of Chicago Mayor Richard M. Daley, "Implementing this policy won't be easy, but it's the right thing to do. We cannot ask private employers to consider hiring former prisoners unless the City practices what it preaches."

In addition to City hiring practices, I will direct the Managing Director's Office to review the hiring practices of City contractors and design guidelines to encourage the appropriate employment of ex-offenders. As a first step, I will require City contractors to identify possible jobs for which ex-offenders might be appropriate employees.

I propose a new three-year tax credit against a Philadelphia employer's Business Privilege Tax for each new certified hire and retention of an ex-offender.

The best outcome for all concerned is when ex-offenders can make the transition to productive and rewarding jobs in the private economy of regular work. The Federal government has two financial incentive programs to benefit employers who hire ex-offenders. One program gives an employer a federal tax break of \$2,400 once an ex-offender has been hired and has worked for a certain number of hours. The other program provides fidelity insurance bonds as an incentive to hire an ex-offender who might normally be considered high risk by mainstream insurance companies. These programs are often under-utilized. Some employers have reported that they were "on the fence" about hiring an ex-offender, but the financial incentives "sealed the deal."¹⁸

In my first year in office, I will seek a three-year tax credit to provide an additional financial incentive to businesses who hire an ex-offender. The new re-entry program will include funding and supports for the pursuit of vocational and technical training as well as tuition grants at Community College of Philadelphia. These training and education supports will lead to certifications designed by employers to meet real requirements for successful advancement in the labor market.

INCREASE RESOURCES TO SUSTAIN THE PLAN

“As we step up and do all we can, we must ask the same of others in our state and federal governments. We are Pennsylvanians and Americans as well as Philadelphians.”

-- Michael Nutter

The key to winning the fight against violence is experience and leadership. The strategies outlined above also require a commitment to implement and the stamina to sustain them long enough to work. Building and maintaining appropriate and sustainable force levels in the Police Department is essential. Since 2002, the size of the uniformed police force has dropped by about 500 to 6,400 officers. Ending the death and disorder all too clearly requires more than just overtime from the officers we have now.

In the spring 2006 budget hearings, the Police Commissioner testified that he had requested \$100 million in funding for 500 new police officers over the next five years.¹⁹ Mayor Street's budget instead requested \$10 million for police overtime rather than new hires. After a difficult round of budget negotiations with the Mayor's Office, City Council approved a budget that funded my proposal to hire 100 new police officers. The first fifty of those officers enrolled in the Police Academy last August for their 30-week training. But we need more.

I will continue my efforts to retain the experienced officers we have.

In September 2006, City Council passed legislation that I drafted, that permits a one-year extension of the continuing service of police officers enrolled in the City's DROP program. The special provision for public safety employees retains valuable personnel while we hire and train new officers.

I will continue my successful efforts to hire more police and will obtain sufficient funds to hire 500 additional officers over the next three years.

Right now, the best available judgment by police is that the City needs another 500 officers. I am the only candidate in the mayor's race who has found a concrete way to add Philadelphia police officers, which I did in the FY 2007 budget. The cost of hiring 500 officers during a three-year period is projected to cost \$130 million over the next five years.

I will continue to identify and obtain all resources deemed necessary to implement and sustain the **Safety Now** plan. For example, new regulations from the Department of Homeland Security allow the use of federal funds to pay for the costs of local police deployed for duties related to anti-terrorism. Over \$330 million in the Urban Areas Security Initiative is now available for 45 cities. I will ensure that all such funding opportunities are pursued to the fullest extent. Our share of that one program could yield offsets equal to the annual cost of 85 new police officers.

I will hire the best person in the City, region, or anywhere in the country as Police Commissioner of this City.

In addition to increasing force levels, we need to change the management accountability system within the Police Department. Today, the management debate in the Department is dominated by a futile discussion over the current Commissioner, a former Commissioner (now the Chief of Police in Miami) and possible successors to the current Commissioner in the next administration.

The complex and important question of leadership in the Police Department should not be reduced to a simple-minded thumbs up or thumbs down on whether any other single individual should be rehired or not in January 2008. This issue is much bigger than a single resume. This election is about getting the right Mayor with the right plan for action to restore safety to all of Philadelphia.

I will work to change the Charter to allow the next Commissioner to appoint and reassign a larger number of senior personnel, while fully ensuring that this new power is exercised in an appropriate manner.

An important part of that selection will involve committing to changes in the structure of accountability in the Police Department. The City Charter is a major obstacle to attracting and retaining the best possible Police Commissioner. Many people point to the impressive result achieved by the New York Police Department in reducing crime and enhancing quality of life in the nation's largest city over the past decade.

Perhaps the biggest difference in the management structure of policing in New York and Philadelphia is the power to promote and reassign high-ranking officers in the department. The NY Chief of Police holds significant authority in this regard and this is a major reason why innovations like COMPSTAT seem to work better there than here. COMPSTAT is the data analysis tool that allows police to map changing crime patterns in near real time and adjust deployments and tactics accordingly. In New York, the Chief of Police has extensive management powers over hundreds of senior personnel including the precinct commanders being evaluated under COMPSTAT and other evaluation systems. By contrast, in Philadelphia the City Charter grants to the Police Commissioner the power to appoint only four deputies. Our so-called "COMPSTAT-lite" is a result of this limited management authority.

This is the right solution for the longer term. But it is no excuse for inaction now. Starting on my first day in office, the full political and budgetary might of the Mayor's Office will support a smart and aggressive new leadership approach at the Police Administration Building.

I will expand community efforts such as Town Watch.

A first line of defense in a neighborhood's fight against violence is organized efforts like Town Watch. I will devote resources to expand the hard-working cadre of neighbors and community organizations that operate Town Watches in order to expand into other neighborhoods and deepen their capacity with technology and training support. This will enable them to target their efforts more strategically on current crimes.

In addition, I will organize and support new efforts to encourage and sustain community engagement on crime and anti-violence. Citizen input and feedback on anti-violence efforts will be essential to maintaining the strategies presented in the Plan for **Safety Now**.

I will redirect existing resources toward a coordinated effort to treat the behavioral health aspects of this emergency.

Children in our City are afraid. They can't go to the playground or the store without wondering if they will make it there and back. The elderly are afraid to come outside because they know how vulnerable they are. There is a public behavioral health dimension to this emergency and we must develop a

coordinated plan of action to combat the effects of this violence on our families, our elderly, and our children.

As mayor, I will request authorization from the Pennsylvania Department of Public Welfare to allow funds from the sizable Community Behavioral Health surplus in Philadelphia County to be used to benefit the most vulnerable in our neighborhoods. Professional social workers and public behavioral health professionals are prepared to confront this crisis. All we need is aggressive leadership willing to redirect existing resources to this problem.

I will establish a 311 call center to target resources on non-police or –fire emergencies and improve service delivery on the entire portfolio of municipal services.

Up to one-third of calls placed to 911 in Philadelphia are non-emergencies regarding illegal parking, animal complaints, loud noise, etc. Although these are important quality of life issues that add to disorder and must be dealt with in an efficient manner, they are currently made on the 911 line. The establishment of a 311 line would allow citizens to log requests for services and create the basis for tracking performance. It is a powerful tool that creates important opportunities for improved municipal services across the board. These 311 services create a management tool for increasing that service efficiency and will reduce police and fire response time to genuine emergency calls to 911.

I will work with City Council to pass pending legislation to enhance local gun control and with our state legislators to pass new laws to make Philadelphia and Pennsylvania safer from gun violence.

There are nearly a dozen ordinances before City Council right now that improve our ability to control firearms, ammunition, and improve reporting requirements in the City. I will work with Council to pass these laws and test their constitutionality in Pennsylvania. A major distinction between New York and Philadelphia is in our ability to control guns within our borders. Council has drafted many ordinances asserting our authority to register firearms, limit their purchase, control their use and storage, and require they be reported in a timely manner if stolen. We should pass them and begin a negotiation with the Commonwealth over what rights we have to control our own destiny and protect our citizens from gun violence.

I will help lead national efforts to combat illegal guns and violence.

For example, as Mayor I will become an active member of the Mayors Summit on Illegal Guns formed last summer by New York Mayor Bloomberg and Boston Mayor Menino. This growing national campaign of combating illegal guns led mayors to share cutting-edge policing and legal strategies and identify opportunities for greater coordination in combating the flow of illegal guns. An important agenda item is fighting federal legislation that would protect irresponsible gun dealers by limiting access to trace data and bar its introduction in civil suits.

Last summer Mayor Bloomberg reached an unprecedented settlement in a lawsuit against 15 gun dealers located in five states, including Pennsylvania. As Mayor, I will actively participate in these legal strategies to ensure that Philadelphians are made safer, too, by these winning approaches. I will file a Philadelphia-specific lawsuit as soon as possible to continue the legal pressure brought to bear on the irresponsible and unlawful gun traffickers feeding the gun violence on our streets.

A CITY WHERE PEOPLE CAN BUILD BETTER FUTURES

“The only permanent solution to crime is the real opportunity to build a better life without it—a city in which we all have a stake in peaceful prosperity.”

-- Michael Nutter

In addition to the strategies outlined above, which are focused on the specific challenges of violence and disorder, it is important to acknowledge that the only permanent solution to the crime overwhelming many Philadelphia neighborhoods is to have a city where people can build better futures for themselves and their children. The anti-violence strategies presented in this policy brief are tough and many focus on the symptoms of deeper problems. But with violent crime, it is the symptoms that kill and we must treat them before they do. Once we stabilize the condition of our body politic, however, the wise course of action is to relieve the underlying conditions that create hopelessness among many Philadelphians. These conditions are chiefly economic. Poverty, joblessness, lack of a good education and the limited prospects for a better future are our ultimate challenges in reducing violence in a sustained way.

The following themes will be discussed in more detail in other policy briefs in this campaign. But no responsible crime policy is complete without some mention of them.

We must take better care of our children. As Mayor, I will promote increased parental supervision of children, especially in relation to expanded truancy prevention and enforcement. I will encourage the development of a non-violent conflict resolution curriculum for all Philadelphia school children. I will invest in more and better summer and after-school recreational and youth development activities.

We must improve the education of our present and future workers. Workforce development is critical to Philadelphia’s future and education is one key element of building a high quality workforce. The process lasts a lifetime for many workers either because they aspire to career improvement or because dislocation forces them to re-tool. As Mayor, I will invest in both schools and adult training programs as instruments of local economic development.

We must stop the loss of jobs from Philadelphia. Philadelphia continues to lose jobs faster than residents. Our poverty and unemployment rates are climbing and are now the highest among America’s largest cities. As Mayor, I will continue my efforts of the past five years to reform our entire portfolio of taxes, making them both fairer and more efficient while improving their capacity to generate the local revenues we need. I will continue my efforts to end the “corruption tax” that costs Philadelphia jobs and investment year after year. These reforms are geared to reinvigorating the private labor market in Philadelphia to produce more and better jobs.

The **Nutter Plan for Safety Now** has five strategies that work together and if we implement them all and well, we can expect to make Philadelphia a much safer place to live, work, and visit. Let that be our goal.

NOTES

¹ In 2006, the City saw a 7 percent increase in homicides over the number recorded in 2005, from 379 to 406, as reported in “A City’s Deadly Toll”, *Philadelphia Inquirer*, January 1, 2007. Between 2002 and 2005, violent crime in the City of Philadelphia increased by 11 percent, including a 31 percent increase in homicides (according to *FBI Uniform Crime Report*, Bureau of Justice Statistics, available at <http://www.ojp.usdoj.gov/bjs> Philadelphia has 27 homicides per 100,000 residents, compared to 7 per 100,000 in New York and 14 per 100,000 in Chicago, as reported in Larry Eichel, “Phila has company in rising homicides but the city is deadliest among the U.S. top 10 in killings per capita”, *Philadelphia Inquirer*, December 15, 2006.

² Youth homicides (ages 7-24) increased by 41 percent from 2004 to 2005. The 149 youth homicides in 2005 had been the highest number since 1997. There were 90 percent of these youth homicides resulted from gunshot wounds. There were 950 young gunshot victims in 2005. See Safe and Sound’s *Report Card 2006: The Well-Being of Children and Youth in Philadelphia* (Philadelphia Safe and Sound, Philadelphia PA) 2006.

³ As reported extensively at the time, including Steven A. Marquez, Bob Warner, and Vince Kasper, “City acts to cool SW racial row”, *Philadelphia Daily News*, November 22, 1985; Caroline Rand Herron and Michael Wright, “Philadelphia imposes a state of emergency”, *New York Times*, November 24, 1985; Vernon Loeb, “Mayor lifts emergency, issues plan”, *Philadelphia Inquirer*, January 4, 1986.

⁴ John E. Eck et al., “Mapping Crime: Understanding Hot Spots”, National Institute Of Justice, available at <http://www.ncjrs.gov/pdffiles1/nij/209393.pdf>

⁵ As reported in Robert Moran and Michael Matza, “Crime’s Challenge, City’s Chagrin”, *Philadelphia Inquirer*, December 31, 2006.

⁶ The key study is Lawrence Sherman and Dennis Rogan, “Effects of Gun Seizures on Gun Violence: Hot Spot Patrols in Kansas City”, *Justice Quarterly* (1995) v12 n4. Later studies in Los Angeles, New York, Pittsburgh, Indianapolis, and Minneapolis showed similar success. A good local report is Michael Matza, “A response to violence: frisking”, *Philadelphia Inquirer*, November 14, 2006.

⁷ *Terry v. Ohio* is a 1968 U.S. Supreme Court decision which ruled that the Fourth Amendment prohibition on unreasonable searches was not violated when a police officer stopped a suspect on the street and searched him without probable cause. The Court held that police have the ability to stop someone and do a quick surface search of their outer clothing for weapons if the officer has a reasonable suspicion that a crime has or is about to take place and the person stopped is armed and dangerous. This “reasonable suspicion” must be based on specific and “articulable facts.” These permitted searches are now often called a “Terry stop and frisk” or a “Terry stop.” The theory of the ruling is that the Fourth Amendment is meant to protect persons from unreasonable searches and seizures aimed at gathering evidence, but not from searches and seizures for other purposes (like the prevention of crime). The *Terry* standard was later extended to temporary detentions of persons in vehicles, known as traffic stops. In 1983, the Court ruled that car compartments could also be search if the officer has a reasonable suspicion. In 2004, the Court ruled that a suspect could be required to identify himself in the course of a *Terry* stop.

⁸ Supreme Court decisions give police the right to temporarily detain somebody if there are “specific articulable facts” leading a reasonable police officer to believe a crime might be occurring. It is not necessary for the officer to articulate or identify a specific crime they think is being committed, only that a set of factual circumstances exist that would lead a reasonable officer to believe that criminal activity is occurring. Reasonable suspicion is one step below probable cause and one step above a hunch. Two actions that are widely held as lawful bases for a “stop” are asking for a person's identity and freezing a situation for further investigation and questioning. A “frisk” is a type of search that requires a lawful stop and the one and only purpose of a frisk is to dispel suspicions of danger (to the officer and other persons.) A frisk is a search for concealed weapons, necessarily involving an invasion of privacy. The law of frisk is based on the “experienced police officer” standard. Police, by their experience, are able to read more into circumstances surrounding complex criminal behavior than the average layman. Police are expected, for example, to know which crimes and what kinds of criminals usually involve weapons.

⁹ Richard M. Castaldi et al., “The Utilization of Digital Video Surveillance as a Tool for Law Enforcement and Crime Prevention”, (Philadelphia PA) September 28, 2006.

¹⁰ Allen J. Beck, “State and Federal Prisoners Returning to the Community: Findings from the Bureau of Justice Statistics” (Washington DC: Bureau of Justice Statistics, April 13, 2000) in Marta Nelson and Jennifer Trone, “Why Planning for Release Matters,” Vera Institute of Justice, 2000.

¹¹ John Roman et al., *Instituting Lasting Reforms for Prisoner Reentry in Philadelphia*, Urban Institute, June 27, 2006, available at <http://www.urban.org/url.cfm?ID=411345>.

¹² Reinventing Probation Council, “Transforming Probation Through Leadership”, (Manhattan Institute and Fox Leadership Program, University of Pennsylvania) 1999. Available at http://www.sas.upenn.edu/foxleadership/pdfs/broken_windows.pdf

¹³ Jacobson, *supra* note 8, at 48.

¹⁴ Corinne Militello, “Deterring Crime – Prison and Judicial Reform” (Philadelphia PA) November 29, 2006.

¹⁵ Joseph Tierney and Anais Loizillon, “Violence Reduction”, (Public/Private Ventures, Philadelphia PA, 1999).

¹⁶ Wendy S. McClanahan, “Alive at 25”, (Public/Private Ventures, Philadelphia PA) 2003.

¹⁷ Chelsea Farley and Sandra Hackman, “Ready4Work in Brief” (Public/Private Ventures, Philadelphia PA) September 2006.

¹⁸ The Work Opportunity Tax Credit (WOTC) is a federal tax credit that provides an incentive for employers to hire, train, and retain job seekers who fall into one or more of nine categories--including former felons. WOTC reduces an employer’s federal income tax liability by as much as \$2,400 per qualified new worker. \$750 if the worker is working 120 hours/month, or \$1,200 if the worker is working 400 hours or more per qualified summer youth. WOTC applies only to new employees hired after September 30, 1996. The Federal Bonding Program issues fidelity bonds which serve as insurance policies for employers. Bonding protects an employer in case of theft, forgery, larceny, or embezzlement of money or property by an employee covered by the bond. The bond coverage is usually \$5,000-\$10,000, free for an employer, and good for up to one year. The bond becomes effective the first day of employment.

¹⁹ As reported in Simone Weichselbaum, “Cops in line to get \$10M in overtime next fiscal year”, *Philadelphia Inquirer*, March 8, 2006.