HISPANIC ROBBERY INITIATIVE

REDUCING ROBBERY VICTIMIZATION AND INCREASING TRUST OF POLICE AND FINANCIAL INSTITUTIONS IN A HISPANIC COMMUNITY

CHARLOTTE-MECKLENBURG POLICE DEPARTMENT, NORTH CAROLINA, 2002

THE PROBLEM: The City of Charlotte has experienced a significant increase in its

Hispanic population, creating challenges for police officers in dealing with a population that has a distrust of police, a language barrier, and a

high level of victimization, especially for robberies.

ANALYSIS: Robbery case reports, GIS mapping and population data used to

identify Park Apartments as the sight for the pilot project. Many of the victims were robbed in parking lots, where victims gathered and drank

in groups. Victims often carried large amounts of cash and were reluctant to deposit money in banks. Prior police activity was limited to

reactive response to calls-for-service.

RESPONSE: The Charlotte-Mecklenburg Police Department created an International

Relations Unit to assist in developing problem-solving initiatives targeting the international community. A multifaceted approach including building tenant-management relationships, a CPTED survey guided physical changes to the complex, and police presence was increased through bike and foot patrols. Additionally, monthly community meetings, Spanish speaking volunteers, crime prevention literature, and community programs were used to build relationships between the residents with the police and financial institutions.

ASSESSMENT: In the Park Apartments, robberies decreased by 72.7% and those

involving Hispanic victims decreased 66.7%. During the same period, robberies increased 13.1% and those involving Hispanic victims increased 29.3% citywide. After project activity concluded, Hispanic robberies have remained flat at Park Apartments. The project was replicated in five additional sites with 8.3% decrease in robberies with Hispanic victims during first nine months of project. Surveys at Park Apartments and the replication sites showed increased trust of police, increased perceptions of safety, and greater use of bank accounts.

SCANNING

During the 1990's, North Carolina had the largest increase in its Hispanic population of any state in the country. Between 1990 and

2000, the U.S. Census reports that the City of Charlotte, North Carolina experienced a 614% increase in its Hispanic population. The rapid influx of the Hispanic population has created significant challenges for the

Charlotte-Mecklenburg Police Department in creating trust and providing police services to

this growing community. This has been especially true in areas such as the department's Charlie Two District where much of the city's Hispanic population is concentrated.

Aside from the language barrier, police were challenged by the Hispanic population's distrust of government institutions, especially law enforcement, which was based on their experience in their own countries. Even when victimized, Hispanics were afraid to call the police because they associated police officers with the brutality and corruption that was widespread in their homelands. Some Hispanics were also afraid to call police because they had entered this country illegally and were afraid that calling attention to themselves would lead to investigation by the Immigration and Naturalization Service and possible deportation. This distrust of institutions carried over to the banking industry and it was well publicized that Hispanics carried large amounts of cash because they did not use bank accounts.

Cultural differences and the language barrier have caused the Hispanic population to isolate itself in pockets throughout the community, with most of those pockets concentrated in apartment complexes. A survey of 40 U.S. communities conducted by Harvard University from July to December 2000 looked at social capital which is defined as" the formal and informal connections that link people in a community". One of the major findings of the study was that the Hispanic community in Charlotte is particularly isolated from the rest of society and does not take full advantage of available resources either in the public or private sector.

To address the challenges in providing law enforcement services to the growing international population in Charlotte, the Charlotte-Mecklenburg Police Department created an International Relations Unit. In addition to being the liaison for the police department when issues related to the international community arise, this unit is also active in problem-solving initiatives. At the same time that police were beginning to focus on their delivery of services to the Hispanic community, they were also beginning to deal with an increase in robberies throughout the

city. Officers in the Charlie Two District began seeing an increase in robberies where the victim was listed as Hispanic. Through informal contacts with Hispanic residents and post-interrogations of robbery suspects, it became evident that a majority of the robberies targeting Hispanics were not being reported. Given the language and cultural barriers, their fear of police and their well publicized carrying of cash, Hispanics were seen as easy targets. In 2000, statistics revealed that a Hispanic individual in Charlotte-Mecklenburg was more likely to be the victim of a robbery that any other race or ethnicity.

A general scan of the robbery reports with Hispanic victims showed that Hispanics were more likely to be robbed where they lived which was usually in an apartment complex. The International Relations Unit sought to identify initiatives taking place throughout the city that addressed Hispanic victimizations. Charlie Two officers, led by Officer Graham Brown, decided that they wanted to conduct a pilot project with a multi-faceted approach at one apartment complex to see if it could have a positive sustainable impact on the problem. The International Relations Unit identified the Charlie Two initiative as the pilot project where they would provide resources, contacts, and data collection that, if successful, could be used to replicate the project throughout the city. Sgt. Diego Anselmo, who had been selected to head the International Relations Unit, had previously been assigned to Charlie Two and was familiar with the problems the Hispanic communities faced in that area of the city.

ANALYSIS

The officers used the GIS mapping capabilities in the department's Crime Analysis Unit to map all of the robbery hot spots in apartment complexes in the district that had a high concentration of Hispanics. They also studied population density data and did an analysis of calls for service and the robbery case reports at these complexes.

The analysis led them to focus on the Park Apartments, a complex of 51 buildings with approximately 2000 residents living in 454 units. Hispanics comprised 40% of the complex

population but 64% of its robbery victims. From December 1999 to November 2000, there had been 12 robberies with Hispanic victims. A number of the robberies had multiple victims, bringing the total number of Hispanic victims to 19. An analysis of the calls for service and case reports indicated that many of the robberies with multiple victims were occurring in the parking lots where large groups of Hispanics would tend to congregate. The case reports also showed that many of the victims were intoxicated at the time they were robbed. Officers pulled actual reports and read narratives to better understand the actions of the victims and the locations where the robberies were occurring. Due to this closer inspection, officers learned that a majority of the robberies occurred at or near a path along the laundry within the complex. There were also large concentrations of calls regarding disturbances and loud music, a sign of general disorder in the complex. The call analysis also included identification of repeat call locations so that officers could identify both repeat victims and those units where there were significant problems.

The Charlie Two District also took a hard look at their own interaction at the complex as well as the availability of other resources for the residents. The officers found that most of their presence in the complex had been to react when called. They had not done any significant crime prevention education, especially in Spanish, nor had there been any community meetings in the past year. They also found that there were virtually no outreach programs, especially for young people, which were serving the complex. There has been a number of changes in apartment management and the police officers did not have a strong relationship with apartment managers who would be major stakeholders in any reduction in crime in the complex.

RESPONSE

The Charlie Two District, with assistance from the new International Relations Unit, developed a multifaceted response plan that included enforcement tactics, community involvement, crime prevention education, and use of outside resources to provide programs that enhanced the quality of life and the stability of the apartment community. The initial goals for the response plan were modest. They were to reduce robbe_{ri}es by 10%; eliminate the Park Apartments as a chronic hot spot, an area with long-term crime patterns; reduce the calls for service to the complex; establish educational programs and a club for young people, and improve the overall quality of life for Park Apartment residents.

The first major step in the action plan was to establish a strong rapport between response area officers, especially Graham Brown, and apartment managers. The officers were doing more frequent GIS mapping of calls for service and would use that information to determine the nature and location of the problems at the complex. Officers scheduled a weekly meeting with the complex manager who was receptive to building both a strong relationship with police and working with residents and outside service providers to strengthen the apartment community. The meetings with management focused on follow-up to incidents that had occurred in the past week, exchange of information on suspects, and monitoring of locations within the complex where there were repeat calls. These meetings rapidly evolved into more intensive discussion on how to enhance the safety of the complex and to have the residents take responsibility for their own safety.

Analysis of the offenses at the complex continued to show that most of the robberies, especially those with Hispanic victims, were crimes of opportunity. As stated earlier, many of the robberies with multiple Hispanic victims took place in the parking lot where groups of residents had congregated and were drinking. The police officers worked with apartment management to add an addendum to all of the leases that would forbid residents to drink in the parking lots. Managers began doing background checks on all apartment applicants and allowed police officers to assist them in evicting tenants who were involved in criminal activity and/or lease violations.

The officers did a complete CPTED (Crime Prevention Through Environmental Design) study of the complex and identified several areas where physical improvements could reduce resident vulnerability to crime. Access to and from the laundry was improved and its operating hours were limited. M anagement agreed to hire some private security officers and installed a small building for security personnel at the main entrance of the complex. They also determined that there were far too many entrances to the complex, making it much more difficult to monitor activities and far too easy for criminals to slip onto the complex grounds undetected. Management agreed to install fencing to close off several of the entrances from side streets. They made the fencing attractive so that it would not give the complex a "compound" look. Entry to the complex was redesigned so that it required a card key, which limited nonresidents from access to the complex. The survey also identified a number of areas in the complex that were poorly lit so management had two dozen existing lights repaired and added some additional lighting. Initially there was a problem with accumulated trash but officers notified the appropriate agencies to initiate a clean up of the complex. Management has been proactive in preventing a reoccurrence of the problem and officers report that trash is not a major issue at the complex.

Police officers enhanced their patrols in the Park Apartments, both as an enforcement measure and to begin developing a rapport with residents. Whenever possible they used foot and bike patrols so that they could be out meeting residents and interacting with the children in the complex. By this time, many of the officers working in this area had availed themselves of opportunities to learn at least basic Spanish; however, there were still difficulties with the language barrier. To address the language barrier, the International Relations Unit negotiated a contract for interpreting and translating services. The International Relations Unit also recruited Spanish-speaking volunteers to begin spending time in the complex to assist officers in building relationships with Hispanic residents and educating them in personal and home security. The International Relations Unit's volunteers are in assignments that support officers who work in areas with high concentrations of Hispanics. In addition to the volunteers being used by field officers, they are also in special assignments that provide

assistance with Hispanic initiatives. A volunteer is assigned to the Robbery Unit to provide follow-up information to victims to reduce the likelihood of future victimization. A volunteer is also assigned to the District Attorney's Office to better prepare cases involving non-English speaking victims and witnesses.

The department translated most of its relevant crime prevention literature into Spanish so officers and volunteers were able to distribute it to residents. The Crimestoppers program was translated into Spanish and promoted in the Spanish media. A multilingual crime prevention video was produced for demonstration at community events and educational forums. In addition to general crime prevention information, Charlie Two officers were provided information to overcome issues related to obtaining driver's licenses and automobile insurance.

Officers also increased their zone checks of the complex and brought in specialized departmental units such as Domestic Violence and Street Drug Interdiction when appropriate. The officers also established a close relationship with detectives in the department's Robbery Unit and, through their information exchanges, were able to arrest several key robbery suspects. Getting these suspects off the streets positively impacted robberies at the Park Apartments.

Officers also worked with apartment management to facilitate a monthly community meeting that always included an educational component. The meetings were used to establish a sense of community within the complex and to give officers additional opportunities to gain the trust of residents. Spanish speaking volunteers acted as interpreters at the meetings. Officers used the Spanish version of the department's crime prevention materials to address home and personal security. The meetings were also an opportunity to let residents know about other community resources that were available to them. These resources included the International House which serves as a resource center for Charlotte's international community, Catholic Social Services which assists with relocation and other basic needs, three churches within a half mile of the complex, and La Noticia, a Spanish newspaper with valuable information about tile city including police programs and services.

A major part of the educational component of this project was to work with Hispanic residents to build their trust in banks and to help them understand that using banks instead of carrying large amounts of cash would be a major step in enhancing their personal safety. The officers began discussions with local banks on tailoring services such as basic checking and savings accounts to Hispanic customers. Officers developed a working relationship with the Mexican Consulate's Office for this state and enlisted their assistance in building a relationship between Hisp anic residents and banks. A representative from the Mexican Consulate attended all the community meetings and explained the availability of the Telecom Wire Transfer Program where residents could wire money cheaply to another country from a Food Lion groce ry store. The residents were given opportunities to sign up for the free card. Over time, programs have been made available through local banks and savings accounts are available through the Charlotte Metro Credit Union, which serves City and County government, and a new Latino Credit Union, which recently opened.

One other vital component of the Hispanic robbery initiative was to bring safe activities for youth into the Park Apartments. Officers partnered with both the Boy Scouts and the Girl Scouts to start troops in the Park Apartments. They also got the Public Library to initiate a reading program for children in the complex and insured that the department's Police Athletic League provided opportunities for Hispanic children to become involved in team sports.

One final component of the project was to use the local media to publicize the success of the project. The positive publicity was an incentive for apartment managers who had made a significant commitment of time and money to this effort. Written testimonials from the Park Apartments management have been used to promote similar efforts at other locations.

ANALYSIS

The Charlie Two District felt that the Hispanic Robbery Initiative was a success and that it exceeded the goals that the district had established for the project. In the period from December 1, 2000 to November 2002, overall robberies in the Park Apartments declined by 72.7% as compared to the same period the previous year. The number of robbery victims declined by 83.3%. The decline in robberies at the Park Apartments is in contrast to a jurisdiction wide 13.1% increase in robberies and a 24.6% increase in robbery victims during that same time period. From December 1, 2000 to November 30, 2001, robberies with Hispanic victims decreased by 66.7% as opposed to a citywide increase of 29.7%. The number of Hispanic robbery victims at the Park Apartments decreased by 73.7% as compared to a citywide increase of 29.3%. Some of the citywide increase in Hispanic robbery victims may be attributable to higher reporting rates as police work to build trust and awareness in Hispanic neighborhood throughout the city. Regardless, the robbery reductions at the Park Apartments were impressive and both police and apartment managers attribute them to the multifaceted approach that was taken to address the problem. From December 2001 through February 2002, the percentage of all robberies and those with Hispanic victims remained flat at the Park Apartments when compared with December 2000 through February 200 1. Conversely, the citywide rate for all robberies increased 9.5% in the comparable period while robberies with Hispanic victims increased 55% in that time frame (See Addendum #1).

By July 2001, crime analysts were reporting that their GIS mapping indicated that the Park Apartments were no longer considered a chronic robbery hot spot. Calls for service to the Park Apartments also declined during the course of the project.

Given the initial success of the pilot project at the Park Apartments, the International Relations Unit decided to replicate it at five additional locations. The projects at the additional locations would be based on a Best Practices Guide that included all of the components of the Charlie Two Hispanic Robbery Initiative. The five replication locations were selected based upon the presence of similar characteristics as the Park Apartments: the majority of residents are Hispanic; the target area is a self contained apartment complex; the complex has a high crime rate; property management expressed a willingness to cooperate with police; there was no established Hispanic organization in the target area; and both violent and property crime were a concern of the community.

Based on the selection criteria and a similar analysis as in the initial project, five apartment complexes throughout the city were selected as replication sites. At each of these sites, a strong enforcement component has been implemented including arrests, and working with apartment management on background checks and evictions. Each of the communities was given a baseline survey prior to initiation of the project. Spanish speaking volunteers administered the surveys to ensure candid responses. Each of the target locations is part of a Hispanic Robbery Workgroup that consists of patrol officers, investigators, an Assistant District Attorney and representatives of other government agencies. In order to enhance their understanding of the Hispanic robbery problem, the group conducted interviews with inmates who had been sentenced for robberies that specifically targeted Latinos. This perspective proved beneficial in developing c rime prevention information that is shared with officers and community residents. The group discusses ideas and efforts within their own districts that proved successful or were setbacks. The successes are viewed as efforts that c an be replicated and the setbacks are learning opportunities.

At all five of the replication sites, officers have implemented the same basic initiatives as in the pilot project at the Park Apartments. These measures are constantly refined, as more resources become available to the officers and their understanding of the Hispanic robbery problem increases. One of the challenges that police have faced at all of the replication locations has been to generate attendance at community meetings. Much of the Hispanic population tends to be transient and it is

difficult to get them to view themselves as stakeholders in an apartment community.

The replication projects were initiated in July 200 1. During the first nine months of these projects (July 2001 0 March 2002), robberies with Hispanic victims have decreased 83% at the target locations while robberies citywide with Hispanic victims have increased 22% during the same time period. The number of Hispanic victims has declined by 23.8% at the replication sites; during the same time period, the number of Hispanic victims has increased 19.2% citywide (See Addendum #2).

Officers in the International Relations Unit have partnered with Latin American organizations such as the Latin American Council to enhance the quality of life for the Hispanic community. As part of the Latin American Council Public Safety Team, the International relations Unit has created a monthly radio call in show where successes are promoted and information is shared with the community. Safe activities have been introduced into what were unsafe locations. These include participation in Police Athletic League activities, formation of both Boy and Girl Scout troops and participation in activities and programs sponsored by Charlotte's Latin American Coalition.

Most encouraging are the results of a second survey given in the replication locations to gage citizen trust of police, perception of safety, and use of available services, notably the establishment of bank accounts. The post survey shows that:

- ♦ The number of residents who feel that robbery is a big problem has declined from 79% to 68%.
- The number of residents who feel that young people hanging out in the streets is a big problem has declined from 56% to 36%.
- ◆ The number of residents who think that people drinking in public places in their neighborhood is a problem has declined from 79% to 64%.

- The number of residents who always speak to police about problems in their neighborhood has increased from 4% to 14%.
- ♦ The number of residents reporting they are satisfied with police service has increased from 78% to 82% and the number reporting that police are doing a good job of preventing crime in their neighborhoods has increased from 55% to 60%
- ◆ The number of residents who report having a bank account has increased from 17% to 35%, which police consider to be a major step in their robbery prevention efforts.

The survey indicated that there are areas, which could be improved. The presence of prostitution in their neighborhoods remains a problem for 58% of the residents, a decline of only 2% since the initial survey. Questions about getting along with their neighbors indicate no change, with 88% of residents saying they get along well with their Hispanic neighbors and only 62% reporting they get along well with non-Hispanic neighbors. This is a clear indicator that there are still bridges to be built within these apartment communities so that all residents can live together in an atmosphere of mutual respect and trust (See Addendum #3).

Variables that may have influenced the Hispanic community's perception of police are the events that followed September 11. Since that tragedy, the Immigration and Naturalization Service has been involved in several incidents in the Charlotte area that have affected the Hispanic community. Arrests related to improper documentation and residency questions were well publicized in the local media. Had it not been for the relationships with local law enforcement officers established prior to September 11, the perception of police services in these areas may have been substantially lower.

In conjunction with its efforts at the fivereplication sites, police are publicizing the fact that Hispanics do call the police, police are able to communicate with the victim, and suspects are identified and apprehended. Convictions in cases with suspects who targeted Hispanic victims are also publicized to deter potential offenders and to overcome the perception that Hispanics make easy victims.

Clearly the sustainability of the project at the Park Apartments and the similar results at the five-replication projects are indicators of the strength of the concept. The Governor's Crime Commission has asked the department's International Relations Unit to prepare a Best Practices Guide to be used across the state as a growing number of North Carolina police departments must figure out how to effectively serve a rapidly increasing Hispanic population. The Hispanic Robbery Initiative will be a major component of the Best Practices Guide. We believe that the robbery reduction, the heightened perception of safety, and the strengthening of the Hispanic communities are clear indicators of the success of the project. We anticipate its continued replication throughout Charlotte-Mecklenburg and ultimately, across the state.

FOR MORE INFORMATION

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AGENCY INFORMATION

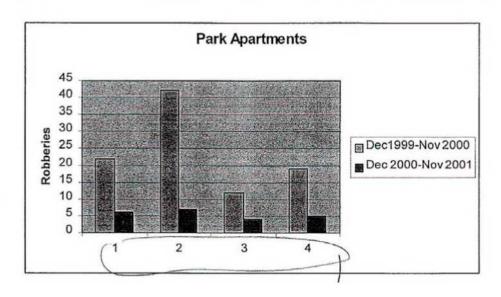
- 1. This project was conceived as a result of an organizational priority of reducing robberies. It was initially implemented in one patrol district and subsequently replicated at five sites throughout the city. The Hispanic Robbery Workgroup is now the vehicle used to design similar efforts throughout the city.
- 2. All project personnel had been trained in problem solving prior to the project.
- 3. There were no additional incentives provided to officers for engaging in problem solving activities.

- 4. The guiding instruments used to implement this initiative included the SARA model, Dr. Vogel's Pre and Post Test analysis in California, and the "Best Practices Guide" developed from the Park Apartment complex pilot project.
- 5. Officers encountered no problems with the problem-solving model.
- 6. Officers in the Charlie Two District were committed to the pilot project with one officer, Graham Brown, taking the lead. Other resources, such as robbery investigators and crime analysts were used as needed. The International Relations Unit was heavily involved as a resource, both in the pilot project and at the fivereplication sites. The only expenditures beyond the existing departmental budget were to provide meals for the volunteers going into the five apartment complexes used as replications sites to conduct pre and post implementation surveys.

Addendum #1

PARK APARTMENTS - PILOT PROJECT

ROBBERY STATISTICS				to de take		
	Dec 1999 - Nov 2000	Dec 2000 - Nov 2001	% change	Dec 2000 - Feb 2001	Dec 2001 - Feb 2002	% change
CMPD JURISDICTION					00006 a. S.	at. Calo
Robberies	2644	2990	13.1%	650	712	9.5%
Robbery victims	3639	4533	24.6%	855	1649	92.9%
Latino robberies*	462	599	29.7%	120	186	55.0%
Latino robbery victims*	716	926	29.3%	167	421	152.1%
10-35 - zone check	2994	4153	38.7%	792	1877	137.0%
PILOT PROJECT - PARK A	PARTMENTS			阿斯斯斯斯	# 200 mg a	W2 75 25
Robbenes	22	6	-72.7%	1	1	0.0%
Robbery victims	42	7	-83.3%	2	2	0.0%
Latino robberies*	12	4	-66.7%	1	1	0.0%
Latino robbery victims*	19	5	-73.7%	2	2	0.0%
10-35 - zone check	9	56	522.2%	1	14	1300.0%

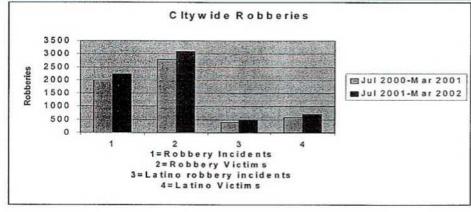


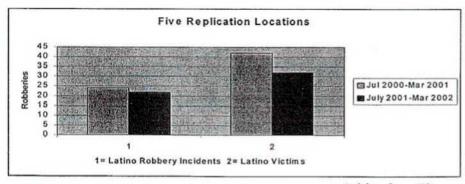
Addendum #2

FIVE REPLICATION LOCATIONS COMPARED TO CITYWIDE

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ROBBERY STATISTICS	第 集第二条 图					
	Jul 2000 - Mar 2001	Jul 2001 - Mar 2002	% change			
CMPD JURISDICTION						
Robberies	1999	2224	11.3%		T	
Robbery victims	2804	3089	10.2%			78
Latino robberies*	396	483	22.0%			
Latino robbery victims*	595	709	19.2%			
PROJECT REPLICATION S	5 APARTMENT	1 (1 m 1)			ad a dista	TO THE STATE OF TH
Latino robberies*	24	22	-8.3%			1
Latino robbery victims*	42	32	-23.8%			
*Latino victims identified using s research.	surname query base	ed on U.S. Censu	us Bureau			
"Apartment complexes include Grand Oaks.	Cedar Green, Dutc	h Village, Emera	ld Bay, Forest Br	rook, and		





PRE AND POST-TEST SURVEY OF FIVE TARGET LOCATIONS

PRE & POST-SURVEY COMPARISON FOR TARGET LOCATIONS: (Dutch Village, Forrest Brook, Grand Oaks, Emerald Bay and Cedar Green)

Post	73% Satisfied	34% Safe	23% Quite worried	62% Problem	57% Problem	64% Problem	72% Problem	32% Big problem	98% Both	68% Big problem	81% Problem	36% Big problem	57% Problem	58% Problem	23% Quite worried	61% Problem	71% Problem	48% Worried	37% Worried	88% Well	62% Well	14% Aiways	82% Satisfied	60% Good-Excellent	52% Good-Excellent	35% Yes
Pre	55% Satisfied	26% Safe	30% Quite worried	70% problem	72% Problem	79% Problem	84% Problem	46% Big problem	94% Both	79% Big problem	89% Problem	56% Big problem	70% Problem	60% Problem	28% Quite worried	68% Problem	79% Problem	60% Worried	54% Worried	88% Well	62% Well	4% Always	78% Satisfied	55% Good-Excellent	49% Good-Excellent	17% Yes
ISSUE/QUESTION	How do you feel about your neighborhood as a place to live?	2 How do you feel being out alone in your neighborhood at night?	3 How worried are you that someone will harm your child (ren) in your neighborhood?	Landlords letting their property run down is a:	5 Vacant lots or yards filled with trash is a:	3 People drinking in public places in your neighborhood is a:	7 People driving under the influence of alcohol in your neighborhood is a:	3 Vandailsm, like kids breaking windows or writing on walls is a:	Who is more responsible for preventing crime in your area police, residents or both?	0 People being robbed is a:	1 People being robbed is a:	2 Young people hanging out in the streets is a:	3 Gang members hanging out in the streets is a:	4 Prostitution or use of prostitutes in your neighborhood is a:	5 How worried are you that someone will offer illegal drugs to (this child) (these children)	6 People selling or using illegal drugs in your neighborhood is a:	7 Cars being stolen or things taken out of cars in your neighborhood is a:	8 How worried are you that someone will break into your home when someone is not at home?	9 How worried are you that someone will break into your home when you are at home?	 How well do you get along with your neighbors that are Latino 	11 How well do you get along with your neighbors that are not Latino	2. Have you spoken to police in your area about problems or conditions in your neighborhood?	3 How satisfied are you with the quality of police service in your neighborhood?	24 How good a job are the police doing to prevent crime in your neighborhood?		26 Do you have a bank account?
72	-	2	3	4	2	9	7	00	0	¥	-	-	-	1	4)	7	-	2	7	2	N	2	N	2	3	2