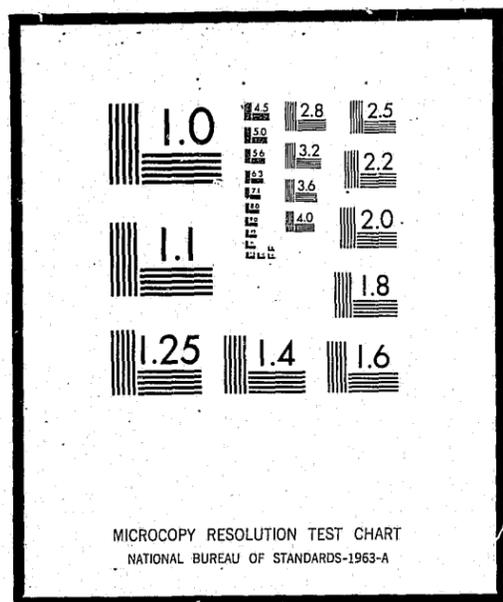


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

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CITY AND COUNTY OF DENVER
DENVER HIGH IMPACT ANTI-CRIME PROGRAM
FINAL EVALUATION REPORT
OPERATION IDENTIFICATION
Grant Number 72-IC-0029-58
October 30, 1972 - June 30, 1973

Brief Description of Project

Operation Identification is a burglary prevention program funded through the Impact Cities program and conducted by the Denver Police Department. The main activities of the project are to (1) contact residential units in one of the four police districts within the city (District 3), (2) mark valuable items with special engraving tools, and (3) submit inventories of the engraved items to the police department. Other activities involve advising on security for residences and commercial establishments enrolled in the project, providing public places (police district headquarters, several fire stations, and offices of a savings and loan company) for individuals to borrow engraving tools, and turning in inventories of marked items.

Contacts with potential enrollees, as well as the marking operations and security checks were made by trained reserve police officers. There was a total of 60 reserve officers (44 males and 16 females) used in the project, of whom 40 males and 15 females met their required participation of 245 hours during the 6 month period of full operation. There was attrition during the 6 month period with 18 leaving and 13 joining. Three teams were utilized, each team member working 9 hours per week. In addition to house-to-house canvassing, the project also responded to requests through a telephone line at the police

15626

SUMMARY OF DATA

1. TOTAL NUMBER OF UNITS ENROLLED (households and non-residences)	11,438
2. NUMBER OF ITEMS ENGRAVED	102,942
3. VALUE OF ITEMS ENGRAVED	\$16,367,778
4. NUMBER OF ACTUAL BURGLARY OFFENSES IN DISTRICT 3 FROM Jan. 1, 1973 to June 30, 1973	1,739
a. NUMBER OF RESIDENTIAL BURGLARIES, DIST. 3 (1-1-73 - 6-30-73)	1,195
b. NUMBER OF NON-RESIDENTIAL BURGLARIES, DIST. 3 (1-1-73 - 6-30-73)	563
5. DECREASE IN TOTAL BURGLARY IN DISTRICT 3 FROM FIRST 6 MONTHS OF 1972 TO FIRST 6 MONTHS OF 1973	304
a. PERCENT DECREASE	14.8%
6. DECREASE IN RESIDENTIAL BURGLARY IN DISTRICT 3 FROM THE FIRST 6 MONTHS OF 1972 TO THE FIRST 6 MONTHS OF 1973	230
a. PERCENT DECREASE	16.1%
7. DECREASE IN NON-RESIDENTIAL BURGLARY IN DISTRICT 3 FROM THE FIRST 6 MONTHS OF 1972 TO THE FIRST 6 MONTHS OF 1973.	78
a. PERCENT DECREASE	12.1%
8. NUMBER OF TOTAL BURGLARIES AMONG ID ENROLLEES DURING THE FIRST 6 MONTHS OF 1973	32
a. PERCENT OF TOTAL ID ENROLLEES	.3%
9. NUMBER OF BURGLARIES AMONG HOUSEHOLDS IN DISTRICT 3 NOT ENROLLED IN ID DURING THE FIRST 6 MONTHS OF 1973	1,707
a. PERCENT OF TOTAL NUMBER OF HOUSEHOLDS NOT ENROLLED IN ID	2.8%
10. # OF ID MARKED ITEMS STOLEN IN THE 32 BURGLARIES	8
a. % of ALL ID MARKED ITEMS PRESENT IN 32 BURGLARIZED UNITS	8.2%
b. VALUE OF ID MARKED ITEMS STOLEN	\$4,004
c. VALUE OF NON-MARKED ITEMS STOLEN	\$7,980
11. AVERAGE VALUE OF STOLEN ITEMS IN BURGLARIES OF PROJECT ID ENROLLEES	\$249.37
12. AVERAGE VALUE OF STOLEN ITEMS IN BURGLARIES OF NON-ENROLLEES	\$413.19

department. The reserve officers did the marking of items, concentrating on those items of high risk which could be marked without damage by an electric engraving tool such as electronic sound equipment, typewriters, adding machines, calculators, movie and slide projectors, television sets, etc.

Reserve officer teams with one leader worked three-hour shifts on four weekdays and three four-hour shifts on weekends. In making house calls the average time spent per private home fell from 45 to 27 minutes over the months. Toward the end of the six month period approximately 500 contacts with enrollees per week were made which included the marking and completion of the inventories.

The project was made known through various techniques including newspaper advertisements, announcements in churches and church publications, and contacts with handouts to homeowners groups, apartment houses, insurance agencies, and businesses. There were also newspaper stories, interviews on radio, news coverage on TV, and spot advertisements on the radio. There have been very few refusals of service by those directly contacted, no complaints, and many letters and calls of thanks and praise.

Objectives

1. Reduce the crime of burglary in District 3 by 10%.
2. Enroll 25% of the dwelling units (homes and apartments) in District 3.
3. Increase by 50% the return of stolen property for project enrollees.

4. Increase the rate of clearance of burglary offenses by arrest by 5% for project enrollees.
5. Decrease citizen apprehension of being burglarized.

Data

OBJECTIVE 1 - There are several different methods of assessing this objective. One is to compare the same period for 1972 to that of 1973 (January 1 to June 30). For 1972 the total number of actual burglaries in the target area (District 3) was 2,043. During the same time period in 1973 the target area burglaries (actual) totaled 1,739, a decrease of 304 from the previous year. The percent decrease was 14.8% over that in 1972, exceeding the stated objective of 10% by 4.8%. The decrease in actual residential burglaries for the district was 230, from 1,425 to 1,195. The percent decrease from 1972 to 1973 (6 month period for both years) was 16.1% which exceeds the reduction objective by 6.1%. For non-residential burglaries the decrease from 1972 to 1973 was 68 from 631 to 563. The percent decrease was 12.1% which exceeds the reduction objective by 2.1%.

Another method of assessing the overall burglary reduction objective is to compare the decrease in District 3 from 1972 to 1973 with the changes in the other three districts for the same time period. These comparisons involve many difficulties. The comparability, on variables related to reported and actual burglaries, between the target area (District 3) and the other three districts is questionable in terms of demographic information, types of burglars and other criminals operating in the area, activities (including impact projects) designed

to reduce crime, routine police operations, etc. However, for general interest and overall evaluative purposes it should be noted that all burglaries decreased between the first 6 months of 1972 and the first 6 months of 1973 by 18.1% in District 2 and by 23.9% in District 4 while there was an increase of 28.2% in District 1. It should be noted that the Special Crime Attack Team (SCAT, Grant Number 72-IC-0029-01) was operative in parts of districts 2 and 4 during this time period with much of its activity involved in burglary prevention. The SCAT project was also operative in parts of District 3 between the middle of April and the end of June 1973. The overall decrease for the city between the first 6 months of 1972 and the first six months of 1973 was 10.9%. Again, it should be emphasized that comparison with other districts or the city as a whole is not the best comparison for making decisions about the effectiveness of the project. However, as a very gross interpretation of the above data it may be said that Impact projects such as SCAT and Operation ID may have played an important role in the reduction of burglary in Districts 2, 3, and 4. An interesting point is that District 1, which showed a substantial increase in burglary from 1972 to 1973, did not at the time have any Impact projects. To summarize, the use of other districts as comparisons presents many methodological problems for interpretation and the results obtained are equivocal. However, there is some evidence that Impact police projects (SCAT and Operation ID) have been influential in reducing burglary during the first 6 months in 1973 from the same time period the year before.

Still another method of comparison is to compare households in District 3 who participated in Operation ID (enrollees) with those who did not, in terms of rate of burglary. We will make the assumption that participating households do not differ from non-participating households along dimensions which relate to the probability of being burglarized except for the Operation ID sign and the engraving of valuable items. No data are available to test this assumption. There was a total of 11,438 enrollees in the project. During the 6 months only 32 of these were burglarized, or .3%. For those households (estimated from census data) in the district not enrolled there were 1,707 actual burglaries, or approximately 3% - $1,707/61,593$. There were approximately 10 times the number of households burglarized who were not enrolled than among those who were enrolled. Again, assuming the comparability of enrollees and non-enrollees, in terms of prior probability of being burglarized, the data show that enrollees have a much lower probability of being burglarized as non-enrollees.* These data present more evidence on the possible influence of Operation ID on burglary reduction.

Among the 32 burglaries for ID enrollees only 8 items which were marked were stolen. The total value of the marked items stolen was \$4,004. Among these 32 burglaries, 46 unmarked items valued at

* However, it should be noted that among the enrollees the period of "risk" is being burglarized varies for statistical purposes from time of enrollment to the end of June. Among those not enrolled any burglary occurring during the 6 month period would be counted giving all a 6 month risk exposure period. Thus, the non-enrollees have a longer period of time, statistically, to be counted as burglary victims than the enrollees who are counted only from the time of enrollment. This would, to a minor extent, decrease the difference in percent burglarized between enrollees and non-enrollees.

\$3,977 were stolen. The marked items are more likely to be of more value than unmarked items (with the exception of jewelry, furs, etc.). Almost \$48,800 worth of marked items was not stolen in the 32 burglaries. Less than 3% of the marked items was stolen where there was a burglary. The average loss per burglary for the 32 burglaries (marked and unmarked items) was \$249.37 in contrast to an average loss of \$413.19 in the 1,707 burglaries of non-enrollees in District 3.

OBJECTIVE 2 - A total of 11,438 units (households and non-residences) was enrolled (items marked, inventories completed and filed with the police department, and the Operation ID sign displayed). The initial estimate of household units (excluding non-residences) for the area was 42,799. The total number of enrollees was 26.7% of this estimate, slightly exceeding the goal of 25%. The estimate of 42,799 was shown later to be incorrect. Estimates from census data were 73,031 households. However, the project manpower, budget, and operations were based on the initial estimate of 42,799. In this light, objective 2 has been met.

OBJECTIVE 3 - Fortunately the attainment of this objective of an increase of 50% in recovery of ID-marked items is meaningless. As mentioned previously, only 8 items were stolen which were marked of the total of 283 marked items among those who were burglarized. Only 2.8% of the marked items were taken in the 32 burglaries. In the project a total of 102,942 items were marked. None of the 8 marked items stolen had been recovered by the end of June 1973. The extremely small number of marked items stolen made the recovery

objective unimportant in terms of aggregate statistics.

OBJECTIVE 4 - With respect to the activities of Operation Identification, increased clearances should be relevant mainly to the burglaries occurring to enrollees. It is expected that other burglaries should also be cleared by the arrest of suspects for burglaries of ID enrollees. Clearances for burglaries of ID enrollees are not available at this time because the record-keeping does not allow such a breakdown. Clearances are long-term activities which cannot be fully assessed during a short follow-up period subsequent to the burglary. The very low volume of burglaries of ID enrollees also makes this objective somewhat less important, from a statistical point of view. It should be noted that the percent of burglaries cleared by arrest decreased in the first 6 months of 1973 from 1972 by 5.7% for District 3.

OBJECTIVE 5 - No definitive quantitative data on the decrease of citizen apprehension of being burglarized is available. The public acceptance of the project has been good and many have expressed pleasure at the service performed by the police department. Comments made by enrollees to project staff would lead one to believe that many felt safer than previously by being enrolled in the project. In order to obtain more precise data concerning this objective a systematic survey of enrollees and non-enrollees would have to be undertaken.

In summary, although the evidence of burglary reduction in District 3 from the previous year and the lower rate of burglaries among enrollees than non-enrollees can be interpreted in terms other than the influence

of Operation Identification, the data are also congruent with the hypothesis that the project activities lead to a reduction of burglary. It is suggested that this program, on the basis of the evidence presented, be continued and perhaps expanded as one element in an overall program of crime prevention

END