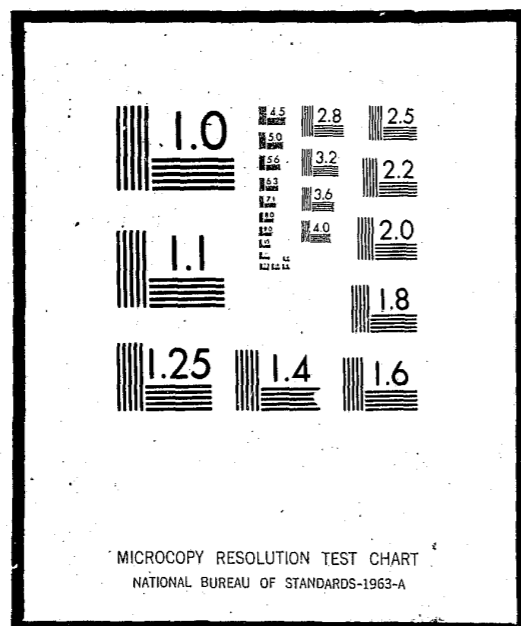


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4/30/76

VOLUME IV
DESIGN FOR PHASE II RESEARCH
CITIZEN CRIME REPORTING PROJECT

By

Leonard Bickman, Ph.D.

Paul J. Lavrakas, M.A.

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Phase II Proposal

Citizen Crime Reporting Projects

This proposal presents a plan of research which would fill the gaps in knowledge concerning the effectiveness of the Citizen Crime Reporting Projects (CCRPs) reviewed in the Phase I segment of this research. This plan is intended to provide this important information in the most efficient manner.

I. Do CCRPs Warrant Further Study?

On the basis of our assessment of CCRPs (see Volume I: Final Report) it was concluded that, in general, data collection methods used by projects were not adequate enough to allow the drawing of firm conclusions regarding CCRP effectiveness. Thus, it is clear that the present knowledge of CCRP effectiveness is incomplete. Yet, on the basis of our conceptualization of the area of citizen crime reporting, our site visits, and the opinions of project operators and experts in the field of crime prevention, we recommend that some types of CCRPs (specifically Radio Watch projects and Home Presentation projects) warrant continued funding and further evaluation. These recommendations are based on the following findings:

- A. CCRPs have an important role in the criminal justice system. Since most activity in the criminal justice system can be traced back to citizen reports, any project which effects reporting can have major effects on the system as a whole. For example, an increase in the quantity of reports can lead to the perception of an increase in crime; while an increase in the quality of reporting can potentially lead to more arrests.
- B. From both site visits and responses to the questionnaires and telephone interviews, it is clear that many communities are making a strong effort to deal with their crime problem through the CCRP format. Civic and service associations, governmental agencies, as well as police departments are deeply involved in CCRP activities. In addition, national organizations, as well as state and local citizen groups, are actively supporting CCRPs.
- C. Although we noted that it is not certain whether CCRPs are affecting crime reporting it is clear that in many communities citizens are responding to the efforts of CCRPs by attending presentations by CCRP staff. The impact on crime reporting of this citizen involvement needs to be systematically assessed in an adequate manner.
- D. Theory indicates that CCRPs can have an important impact on improving community cohesiveness, social responsibility, police community relations and in decreasing citizens' unrealistic fear of crime. CCRPs offer one of the few opportunities for citizens to do something positive about the crime situation.

- E. CCRPs, as opposed to target hardening approaches (such as security surveys and Operation I.D.), represent a more witness-oriented, community-based approach to crime prevention. It is less likely, in our judgment, that CCRPs will lead to the development of a "fortress mentality". In addition, Home Presentation CCRPs attempt to achieve many of the goals of LEAA's "Crime Prevention Through Environmental Design" program by changing the social environment instead of the physical environment.
- F. Both project operators and experts in the field of crime prevention generally believe that CCRPs are having positive impact. But hard data does not exist to refute or confirm these impressions because adequate evaluations have not been performed. This lack of adequacy is attributable more to lack of evaluation expertise than to lack of interest in the evaluation of projects.

II. Components of Phase II Design

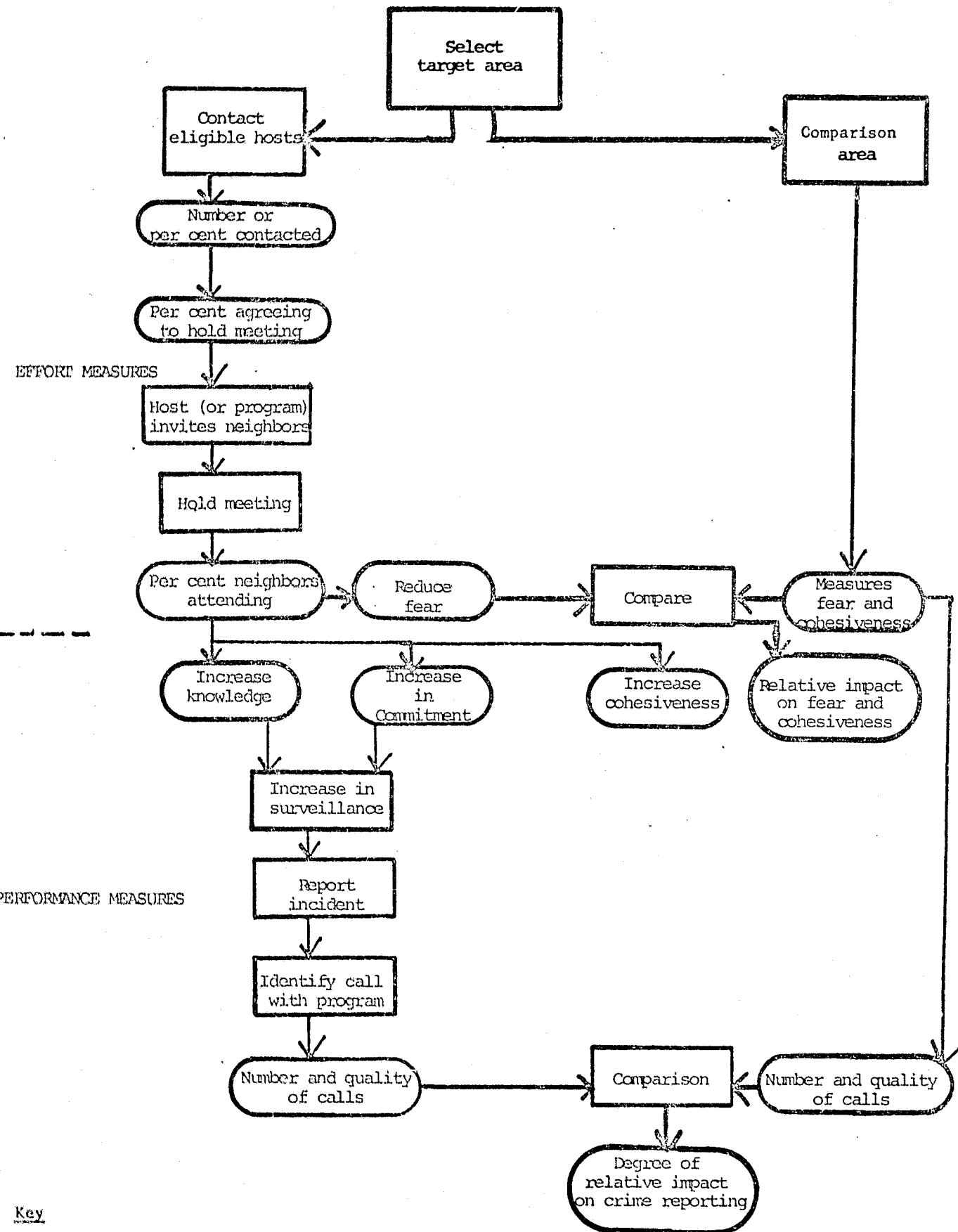
A. Component 1: Evaluation of Home Presentation CCRPs

It is our judgment that one of the potentially most effective types of CCRPs is the Home Presentation Project and thus deserves further study. However, we suggest that Home Presentation Projects be studied within the context of the larger community crime prevention effort. The typical presentation in a home consists of an Operation I.D. presentation, an illustrative home security check, as well as emphasizing how to report crimes. Thus, a comprehensive evaluation of the Home Presentation technique, as a general community crime prevention strategy is proposed. CCRP activity should not be evaluated in isolation but within the context of an indepth evaluation of the Home Presentation approach to community crime prevention. In particular, this component calls for using the five critical assessment issues (from our final report) in the evaluation plan. Figure 1 shows the measurement points that will be used in this Phase II evaluation component.

1. Critical Assessment Issues

- a. Selection of target area. There has been a lack of adequate consideration in choosing target areas for many of the projects. It is strongly recommended that, where possible, projects designate sub-areas within their jurisdiction. If possible, some areas should serve as target areas while others can serve as comparison areas. In this way, Home Presentation projects can lend themselves to evaluations using true experimental designs. As part of a Phase II design, reliable data concerning the demographic characteristics of target and control area residents as well as participants will be collected. As shown in Figure 1, the first step will be to select comparison and target areas. Thus, it is proposed that this component of the Phase II be implemented using an experimental or quasi-experimental design.

Home Presentation Framework



Key

Activities - □

Measurement Points - ○

- b. Creation of awareness and positive attitude. Most projects did not effectively collect information concerning creation of awareness and the project's impact on the attitudes of the target population. Simple, but competent, surveys will allow for the assessment of awareness and attitude. As shown in Figure 1, effort measures relating to host contacts will also be collected.
- c. Commitment. Projects, in general, did not collect information necessary to measure citizens' commitment to report. As noted in the Model Evaluation Manual (Volume III) there are many ways in which to measure the commitment to report a suspicious/criminal event. One such method is the use of a survey; such information will provide evidence concerning, not only the degree of commitment, but the longevity of this effect.
- d. Education. No CCRP measured the effectiveness of the educational techniques employed. Measures proximate to the educational methods will be included in this evaluation component. These will include such measures as a simple test of knowledge of how to make a good report.
- e. Impact on reporting behavior. Few projects attempted to measure the impact on the quality and/or quantity of calls generated by their project's activities. Examination of such accessible statistics as number of calls concerning suspicious activities, in-progress calls, and calls providing descriptions of suspects will provide a measure of the impact on actual reporting. As shown in Figure 1, comparisons will be made between the comparison and target areas.

2. Potential Side Effects

As shown in Figure 1, measurements concerning other goals of the Home Presentation approach will be developed. Thus, community cohesiveness, police-community relations, social responsibility and fear of crime will be assessed. In addition the specific goals of I.D. and Home Security will be evaluated as well as the total community crime prevention's impact on crime.

3. Site Selection

Two sites for the in-depth investigation of Home Presentation Projects have been selected (Seattle, Washington and St. Petersburg, Florida). These sites were selected for the following reasons:

- a. Both projects are civilian operated and under the direct supervision of their local civilian government. It is our belief that such city agencies will in the future be dominant (mainly for financial reasons) in the field of crime prevention. Thus, it becomes critical to examine the viability of this non-law enforcement approach to crime prevention.
- b. Both sites are willing to cooperate with a Phase II investigation.

Letters from project administrators (Mr. Robert Anderson of St. Petersburg and Mr. Edward Good of Seattle) documenting this cooperation are attached.

- c. Both sites, in our opinion, currently have project administrators who are innovative and willing to cooperate with new crime prevention techniques, methodologies and evaluations.
- d. During the Phase I project, both CCRP sites were visited. In these site visits an attempt was made to discover the relationship between the CCRP and the police department. It was found that both CCRPs have very positive and close relationships with the police departments in their respective cities. Thus, they have ready access to statistics regarding crime reports.
- e. In addition to the access to these crime statistics, the police departments in both cities have crime analysis units with computerized records. Thus, a number of indices which we consider important to evaluation (such as crimes in progress, who reported the crime, number of reported suspicious activities, etc.) will be available at these project sites.
- f. The sites were selected with the idea of geographical diversity.
- g. Both the St. Petersburg and the Seattle projects have home presentations which include Security Surveys, Operation I.D., and crime reporting education.

4. The Impact of Unreported Crime

An additional reason for selecting these two sites is that they presently conduct victimization surveys as part of their ongoing program. Of special importance is the relationship between crime prevention activity and its impact on unreported crime. One of the major consequences of CCRPs and of general community crime prevention activities appears to be the impact of these activities on unreported crime. There is some evidence that community crime prevention activities increase the percentage of crimes that are reported by victims. We hypothesize that a similar increase in reporting occurs with witnesses to crimes. This effect can have a major influence on the criminal justice system and a confounding of the statistics used to assess activity within that system. We propose that with the two Home Presentation projects studied, an intensive evaluation of impact on reported crime be made.

5. Application of Behavioral Science Knowledge to Project Development

A major deficiency in the planning of CCRPs is the lack of application of behavioral science knowledge to community crime prevention. As noted earlier, it is our judgment that the conceptual level of CCRP planning is not very

sophisticated concerning behavioral science knowledge. As a demonstration, assistance would be provided to these two specific projects in applying behavioral science knowledge with the aim of increasing project effectiveness. For example, translating knowledge of the dynamics of commitment or diffusion of responsibility into specific program activities should prove valuable. A systematic evaluation of these techniques will provide important information which could have national significance.

B. Component II: Community Crime Prevention Model Evaluation

Given the overlapping nature of the three activities in the typical home presentation (CCRP, Security Surveys, Operation I.D.), it is proposed that a comprehensive model evaluation (similar to Product Six) be developed which would combine the best features of the three model evaluations developed in those Phase I Evaluations. This is a very practical consideration since many community crime prevention projects would find a general crime prevention evaluation manual more useful than three separate evaluation manuals. Thus, it is proposed to combine and modify these manuals to produce a comprehensive evaluation manual for community crime prevention programs. Included in this manual will not only be an overview of the techniques of evaluation but specific instruments necessary for data collection. However, without adequate pre-testing these instruments have unknown validity. Therefore, these instruments will receive a thorough testing to assess their reliability and validity. Such a manual, which would be useful to project operators and evaluators, will be tested in the Seattle and St. Petersburg projects.

C. Component III: Evaluation of Radio Watch CCRPs

Another type of CCRPs which we consider useful in dealing with crime are Radio Watch Projects. The wide-spread adoption of these projects indicates that they appeal to police departments and other agencies concerned with crime prevention. We have found that these projects are relatively easy to implement and can be operated at practically no cost. However, we have also noted that no adequate evaluation of these Radio Watch projects has occurred. Demonstrated effectiveness of an easily implemented program can result in wide-spread adoption. Thus, we propose to provide an in-depth evaluation of this type of project.

1. Implementation of a new Radio Watch project

In our judgment, Radio Watch may have a measureable impact on suppressable street crime. As opposed to studying existing projects, we propose to study a Radio Watch project from its implementation. This is financially feasible since these projects are implemented at low cost unlike the previously described Home Presentation projects in Seattle and St. Petersburg.

We have obtained a commitment from both the city manager and police department of Evanston, Illinois to work with us in setting up a Radio Watch project and evaluating it. A letter specifying this commitment is attached.

2. Past Radio Watch projects

In addition to studying one Radio Watch project from its inception, it would be informative to study Radio Watch projects not investigated in our Phase I study. In particular, no attempt was made to study projects that previously existed but as of June, 1975 had been discontinued. Motorola, Inc. estimates that between 600-700 Radio Watch projects have existed at one time or another. This facet of the Phase II evaluation would involve contacting individuals who were involved in these projects to ascertain the reasons for the discontinuance of their Radio Watch project. Such factors as presence or absence of newsletters, training sessions and awards will be examined to determine if they have an impact on the longevity of a Radio Watch project. The main purpose of this evaluation effort will be an attempt to learn from previous project failures.

D. Component IV: Witness Survey

One of the major gaps in knowledge concerning the reporting of crimes by witnesses is the lack of any systematic survey of witness behavior. Although there exists a number of laboratory and field experiments concerning witness behavior in relationship to crime, there has been no systematic survey which attempted to assess factors that influence witnesses to report crimes in naturalistic situations. It is obvious that such knowledge exists in relationship to victims since the creation of the LEAA crime victimization surveys. As part of a Phase II evaluation we would develop a witness survey, and pilot test such a survey in the Chicago area. This survey will provide, among many other things, needed information concerning the incidence with which people witness suspicious/criminal activities and the rate at which they report these activities. This would give us an important understanding of how witness behavior can affect crime statistics.

As part of the development of the survey, a sample of witnesses obtained from police and court records will be interviewed. In order to keep costs at a reasonable level for this pilot survey, we propose to sub-contract this survey to a professional survey corporation which would administer the survey through the use of telephone contact. Recent advances in both sampling technique and methodology (Kleka, 1975) indicate that telephone surveys can be useful and inexpensive.

E. Sample Work Plan Narrative

This narrative to the Sample Work Plan (see Figure 2) presents the

chronological development of work required by the Phase II Components. The first year budget (see Table 1) is proposed so as to allow for work on all four components simultaneously. Table 1 also provides a breakdown of the budget for each individual component. A reduced budget is expected for the second year, but the specific needs will be contingent upon the progress during Year 1; as such, a second year budget has not been generated.

1. Home Presentation Evaluation

Work on the evaluation of the Home Presentation type of Community Crime Prevention project (CCPP) will begin with the Phase II staff creating an evaluation plan and translating behavioral science findings into "applicable" CCPP activities. Following an iterative process in which the two project operators react to our proposals, a final evaluation plan will be settled on and those activities deemed acceptable by the project operators will be built into the CCPP's approach.

While this process is going on, the sites will be visited by our staff members and an on-site research assistant will be trained at each site. This person's first responsibility will be to pilot test proposals from our office to provide an empirical basis on which the project operator and our staff will come to an agreement on steps (a) and (b) (in Figure 2).

Following the completion of steps (a), (b) and (c) data will be collected at each site on a monthly basis and progress reports will be produced by the on-site research assistant. Our staff will assume the responsibility of monitoring the developments on a monthly basis by maintaining a cumulative record of developments and providing the project operator with evaluation information and suggestions for future project modifications. Verification of project records and provision of technical assistance (e.g., training sessions to the project staff) will occur during monthly site visits. In this way, progress will be made both towards improving the mode of Home Presentation implementation and evaluating the impact this CCPP approach has on citizen crime reporting, the local crime rate and community variables (e.g., cohesiveness, fear, etc.).

2. Community Crime Prevention Model Evaluation

The first step in the development of an evaluation manual for a CCPP will be an integration of the model evaluations developed from the Bickman, Girard, and Heller Phase I projects. In addition, exploration will be made to determine if any new major community crime prevention approaches are being developed and/or implemented. This will assure the likelihood that the overall CCPP Evaluation Manual will be sufficient in its breadth. Along with developing the integrated Manual, model data collection instruments will be designed and pretested. The Manual will then be employed at the two Home Presentation sites by the on-site project staff. Based on the usefulness of the Manual during the first year, a detailed examination will be made in order to determine if any revisions at the start of the second year will be

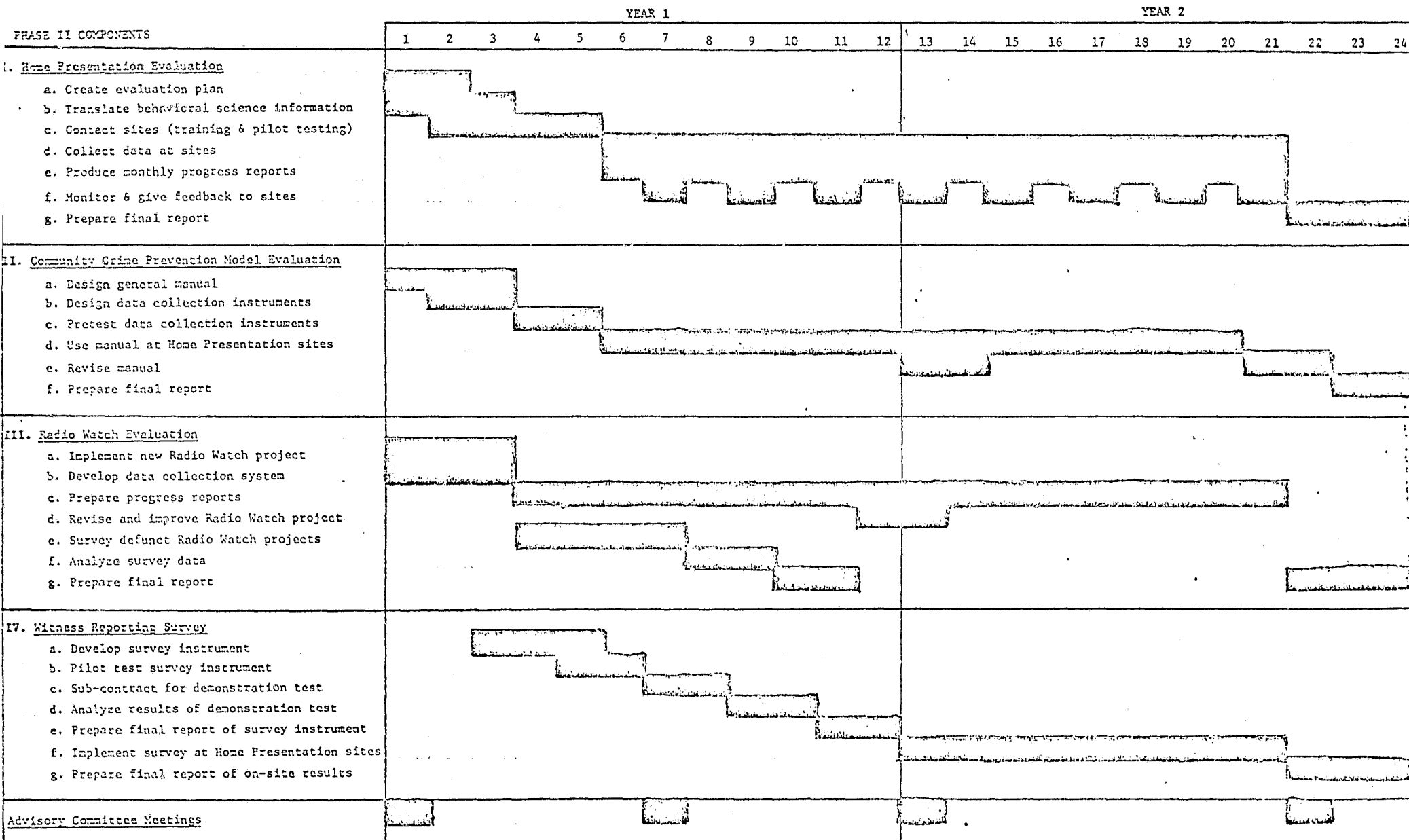


Figure 2. Sample Work Plan

Table 1

Total Estimated Budget (First Year)

a) Personnel	Annual Salary	Project Time	
Director	\$28,000	3 mos. 100%, 9 mos. 33%	\$14,000
Associate Director	18,000	100%	18,000
Research Assistant	12,000	100%	12,000
Research Assistants(2)	12,000	50%	12,000
Secretary	8,000	100%	8,000
Research Assistants(2) (field sites)	12,000	100%	<u>24,000</u>
			Sub Total \$88,000
b) Fringe Benefits (12% of salaries)			10,560
c) Phone			5,500
d) Travel			10,000
e) Equipment rental			3,000
f) Consultants (advisory committee)			3,000
g) Supplies			2,000
h) Printing and duplicating			2,000
i) Computer			8,000
j) Witness Survey (contractual)			8,000
k) Field Surveys (4)			<u>8,000</u>
			49,500
Total direct charges			148,060
Total indirect charges (90.1% of salaries)			<u>79,288</u>
			Total \$227,348

Budget for each of the four components

<u>Component</u>	Budget (1 year)
I. Home Presentation only	190,356
II. Model Evaluation only	69,236
III. Radio Watch only	70,930
IV. Witness Survey only	85,116

necessary. Following its use during the second year, the Manual will again be subjected to revision so as to produce a more useful and efficient final product.

3. Radio Watch Evaluation

Work on this component will begin with the implementation of a new Radio Watch Project (permission to implement in Evanston, Illinois has been secured) at no cost to LEAA. Our staff will help conceptualize the project and will design a data collection system that police dispatchers, under the direction of the project operator (a police officer), will employ. Once the project is fully implemented monthly progress reports will be prepared by our staff so as to provide formative evaluation. Knowledge gained from this evaluation will be incorporated into a project revision at the end of the first year. The monthly reports will continue during the second year, at the end of which a final report will be prepared.

A second part to the Radio Watch component will be a survey of defunct Radio Watch projects. This will involve: (a) locating formally existing Radio Watch projects; (b) interviewing former project operators; (c) analyzing the information gathered; and (d) preparing a final report which will include recommendations for future Radio Watch projects based on the learning experiences of defunct ones.

4. Witness Reporting Survey

Our staff will begin this component with a brief but comprehensive review of past findings with special attention paid to the methods used in the construction of victimization surveys. Following the construction of an initial witness reporting instrument, pilot tests will be done by the Phase II staff in diverse regions of the Chicago metropolitan area. After adequate revision of the instrument, a subcontract will be placed with a survey corporation to perform a demonstration study of the revised Witness Reporting Survey. The results of this subcontracted study will be analyzed and a final report will be prepared.

During the second year the revised Witness Reporting Survey will be used at the Home Presentation sites by the on-site research assistants and CCPP staffs. This will allow for additional field testing of the instrument and also will provide data relevant to the evaluation of the Home Presentation CCPP itself.

III. Products From Phase II

We expect seven specific products to be developed out of the Phase II plan: (1) a comprehensive evaluation in two Home Presentation type projects;

(2) a study of the impact of community crime prevention activities on unreported crimes; (3) development and a field test of the general community crime prevention evaluation manual; (4) a comprehensive evaluation of Radio Watch project from its implementation; (5) an analysis of previous Radio Watch project failures; (6) the development and a field testing of a witness to crime survey instrument; and (7) a study based on the findings of the witness to crime survey.

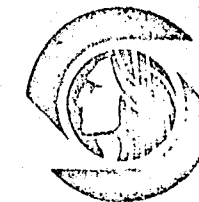
IV. Conclusion

The study of community crime prevention efforts in two large crime prevention programs, specific study of a Radio Watch project and the testing of a pilot survey of witnesses, should result in filling in many of the gaps of knowledge found in our Phase I Evaluation. The Phase II proposal is multifaceted in that it takes advantage of already existing projects, creates a new project (at no cost to LEAA), develops a practical tool (model evaluation) and contains an important research element (the witness survey). In summary, community crime prevention projects in general, and specifically CCRPs, potentially have a major impact on our criminal justice system. In the absence of necessary data, however, such an impact can not presently be documented. It is the purpose of the Phase II design to provide such documentation.

Your City, Seattle

Community Crime Prevention Program

Edward L. Good, Director
Wes Uhlman, Mayor



January 5, 1976

Dr. Leonard Bickman
Psychology Department
Crime Reporting Project
Loyola University
6525 Sheridan Road
Chicago, Illinois 60626

Dear Dr. Bickman:

I'm glad that I phoned you today because, in addition to learning about the progress of your Crime Reporting Study, you mentioned a fascinating new idea.

Your idea, if I interpreted correctly, is that a continuation of your study might include field assignments, to projects such as ours, of evaluators funded by L.E.A.A. I assume that such loaned expertise would be for a period of at least one year.

That concept is worth further discussion. Such a loaned or out-stationed evaluator might be of great benefit to projects willing to test new arrays of crime reduction services and new methods of delivering such services. Of course, no such testing should occur without an evaluation plan and continuous monitoring; hence, the value of your idea.

Color me interested!

Sincerely,

Edward L. Good, Director
Community Crime Prevention Program

ELG:njm

St. Petersburg, Florida

The Sunshine City

Office of Crime Prevention
1510 - First Avenue North
Zip 33705
Phone (813) 873 7622

January 20, 1976

Dr. Leonard Bickman
Director
Applied Social Psychology Program
Loyola University of Chicago
6525 North Sheridan Road
Chicago, Illinois 60626

Dear Len,

In reference to our phone conversation yesterday this letter will express our interest in your Phase II Study. It is our understanding that you would concentrate on certain crime prevention projects and study a Seattle Program and ours.

Sincerely,
Robert A. Andersen
Robert A. Andersen
Director

RAA:lv



City of Evanston, Illinois

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EDWARD A. MARTIN
CITY MANAGER

March 10, 1976

Dr. Leonard Bickman, Director
Applied Social Psychology Program
Loyola University of Chicago
6525 North Sheridan Road
Chicago, Illinois 60626

Dear Len:

We have reviewed your research proposal relative to the Community Radio Watch Project and, as per our discussions, it is our intent to participate in providing such a program in the City of Evanston. To this end, we are prepared to cooperate with you by providing the necessary data on crimes as long as we set forth the necessary guidelines relative to confidentiality.

Also, as indicated, we will be modifying our record keeping procedure so that we can identify the calls coming from radio watch participants.

We look forward to implementing this project and to receiving assistance from you relative to it.

Sincerely,
Edward A. Martin
Edward A. Martin
City Manager

EAM:ct

cc: Chief McHugh

END