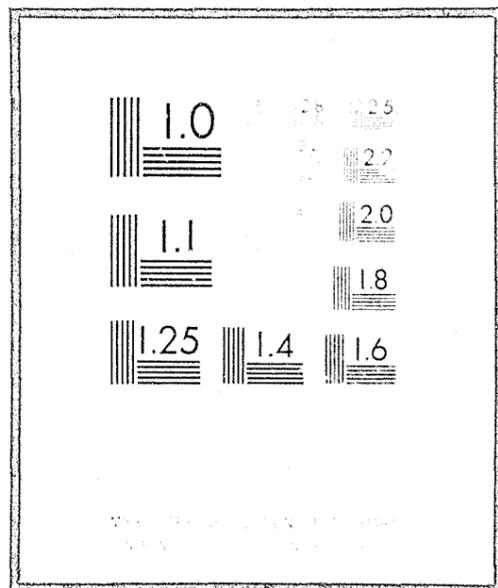


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EVALUATION DESIGN

FOR

CONCENTRATED CRIME REDUCTION PROGRAMS

IN MARYLAND

Prepared by

The Department of Public Safety

the

METROPOLITAN WASHINGTON
COUNCIL OF GOVERNMENTS

With the Assistance of the Baltimore Regional Planning
Council and Staff of the Maryland Governor's Commission
on Law Enforcement and the Administration
of Justice

for

The Maryland Governor's Commission on Law Enforcement
and the
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I. INTRODUCTION

This report contains an evaluation design for concentrated crime reduction programs in the four urban counties of the State of Maryland. The evaluation design describes the methods to be used in completing an evaluation of the effectiveness of the programs in bringing about crime reduction and achieving other related objectives.

These programs, supported by LEAA funds from the Maryland Governor's Commission on Law Enforcement and the Administration of Justice, represent a departure from traditional law enforcement and criminal justice grant programs. They are designed to support local government efforts to identify high crime areas and then to design programs which concentrate resources on the reduction of one or two carefully selected crimes in a few specifically limited geographic areas. The purpose is to test and measure methods of crime reduction so that local governments will begin to have more certain knowledge about the effectiveness of the programs in which they are engaged or could become engaged.

The more traditional uses of LEAA monies, from which this represents a departure, have tended to focus primarily on improving efficiency and filling gaps in agency services. While this focus is a valuable one, the emphasis on effectiveness and on the measurement of effectiveness has value as well.

The programs are called by LEAA impact programs. In some states they are known as high incidence target (HIT) programs, as in Virginia, or concentrated crime reduction programs (CCR) as in Maryland. The name is not so important as the concept, which is that Federal anti-crime funds should be used at least in part to attempt to measure the effectiveness of specific and highly focused program efforts on crime rates in specific geographic areas.

Four programs have been developed and funded in Maryland, in the four urban counties. This document contains a description of the program concepts, sets forth in some detail the planning steps through which each of the counties went before it developed its grant application, the specific program in each of the four counties, the evaluation design itself for all programs as well as for each program uniquely, and an explanation of how to make use of the evaluation tools provided.

II. THE CONCENTRATED CRIME REDUCTION PROGRAM IN MARYLAND: CONCEPT AND PROGRAM

The efforts to reform and remake the criminal justice systems of the United States received a major new impetus from the passage of the Safe Streets Act in 1968, which authorized the expenditure of steadily increasing sums of Federal funds on systems improvement.

The first major thrust of these efforts, and one which continues, has been the improvement of the efficiency of systems, dealing first with the most obvious and best known failures in the system. These failures were either due to lack of funds or lack of mechanisms to

permit the task at hand to be done as well as all observers knew it could be done. This thrust is a continuing one because it is clear that improvements of this sort take time and frequently large sums of money.

The second thrust has been of a somewhat different character. It has been different because it involves a decision to commit resources to the improvement of effectiveness and to the measurement of effectiveness in far more sophisticated ways than have previously been possible or desired. It has also been different because it has focused not so much on improved efficiency in a single agency as on the product desired by the public of the criminal justice system, which is crime reduction.

This second thrust was prompted by many considerations. One of them, and the most important in the long run, is the realization that one could improve efficiency, but at the same time fail to reduce crime. That realization required that the question be asked: Is efficiency enough, as a product of new and higher levels of expenditure on the criminal justice system, or should we insist that programs concentrate on crime reduction, showing how crime reduction was to be attacked and how crime reduction was achieved, or was not achieved, and why?

In 1971, the Law Enforcement Assistance Administration (LEAA), having asked itself and others that question, concluded that efficiency by itself was a valuable goal, that it should not be abandoned, but that by itself it was not enough. LEAA determined that it would select eight cities for the award of relatively large sums of money (\$20 million per city over a three-year period) to test the proposition that programs primarily aimed at crime reduction could in fact bring about a significant amount of crime reduction.

The City of Baltimore was selected as one of the eight test cities, which required that the state planning agency in Maryland, the Governor's Commission on Law Enforcement and the Administration of Justice, become heavily involved in the crime reduction (or Impact Program, as it came to be called) program concept. This involvement was required because the discretionary funds which were made available to Baltimore were channeled through the Governor's Commission.

The Governor's Commission had already initiated its own concentrated crime reduction program. The national and state programs, together with requests of local governments for additional flexibility in program planning, led to the full development of an impact program for Maryland's four large urban counties, calling it a concentrated crime reduction program. The four urban counties are: Baltimore County, Anne Arundel County, Prince George's County, and Montgomery County. Together they contain over half the population of the State of Maryland.

The concept of the program is like that of the Federal program. The objective set by the Commission in 1973 was that the concentrated crime reduction program should begin to produce within a time frame of not more than three years decreases in the rates of selected Uniform Crime Report Index crime offenses in the four Urban Counties.

The approach to be used involves efforts aimed directly at reducing one or more specific crimes within a single jurisdiction and within a specified and limited geographic area within that jurisdiction by concentration of resources in that area.

As the state plan for 1973 says:

This program will provide support for a mixture of police, court, and correctional activities based on a five-step planning methodology that includes target definition, objective setting, crime profile analysis, program selection, and evaluation.

Applicants were to demonstrate that adequate coordination had been developed with criminal justice agencies at both the state and local levels, and with agencies outside the criminal justice system. The program had to include in its operations the coordinated efforts of at least two local government agencies.

Operating funds would be made available to one or more local government agencies, and to state agencies so that those agencies could provide state services which would supplement and support the local programs.

The invitation extended by the Governor's Commission to participate in the planning process was accepted by all four urban counties, each of which received planning assistance from the Governor's Commission in grant application development. Baltimore and Anne Arundel also received aid from the Baltimore Regional Planning Council (RPC), which houses the Region V Planning Board staff for the Governor's Commission. Prince George's and Montgomery Counties received aid from the Metropolitan Washington Council of Governments (COG), which provides the Region IV Planning Board staff.

Four grant applications have been produced by the four counties and all four were approved for funding by the Governor's Commission during 1973. Anne Arundel County is scheduled to begin implementation early in 1974 and the other counties some time in middle to late 1974.

The Governor's Commission desired that there be designed an evaluation component for these programs in advance of implementation so that while the programs were being developed, the evaluation components would be completed in conjunction with them and would be in place prior to actual implementation. It was the view of the Governor's Commission that that would permit agreement in advance among the four counties and the Governor's Commission. A frequent criticism grantees make in some jurisdictions in Maryland and elsewhere is that evaluations are made of projects on the basis of criteria which were not made known to the grantee in advance, so that the grantee was unable to know what actions he should have taken in order to measure up to the expectations of the granting agency. It was the intent of the Governor's Commission to avoid that possibility and to consult with local officials on the measures which would be used to evaluate the effectiveness of the project.

Therefore, the Governor's Commission provided funds to COG so that it could engage in the development of a design for the evaluation component of the concentrated crime reduction programs jointly with RPC under the overall guidance of the Governor's Commission, and with the consultation and advice of local officials in the four counties.

Once the evaluation design had been completed, it was discussed in draft with local government officials in each of the four counties and revised, where necessary, based on their comments. It was finished and made available to local governments involved in the program prior to the initiation of any of the concentrated crime reduction programs.

The evaluation work itself should begin simultaneously, or as close to simultaneously as possible, with the programs themselves. Evaluation would probably be carried out by agencies other than the agencies which developed the evaluation design and other than the funded program agencies. The evaluator is probably to be either the Governor's Commission or an agent of the Governor's Commission, in the form of a contractor who would perform evaluation services.

III. THE PLANNING PROCESS

The four counties were each asked to complete several steps in a planning process designed to lead them through a process of careful analysis to conclusions about the best target crime, the best target areas, and the best methods of organizing activities aimed at reducing that target crime. Some further description of that planning process is essential at this point, before a description of the county programs can make sense. The county programs are the end products of the planning process, and it is not possible to understand why they are constituted as they are without first understanding what factors each county considered in the development of its program.

The planning process involved five steps prescribed by the Governor's Commission. (The steps to be followed in the planning process were published by the Governor's Commission and are set forth below in the form published). As each step was accomplished, the Governor's Commission reviewed results with each county before the next step was begun. While each county went through a planning process which included the major items in each step, there were departures from the process in many respects for a variety of reasons, but primarily because the planning process itself generated new information and new ways of searching for, arranging, and displaying data about crime. The basic process outlined in the steps below, however, was the process followed by each county in the development of its program.

Step 1:

For each selected Part I Offense, the numbers of reported incidents within each offense category or incident category should be recorded. It is crucial that this breakdown reflect a geographic dispersion analysis so that specific areas of the county can be isolated as to the types and numbers of offenses occurring there. Such an analysis can be developed by the spot-mapping of incident reports or by evaluating differences between the various police precincts or substation in terms of reported incidents. If these two methods are to be used, population disparities between the reporting units should be taken into consideration. The offense categories should be limited to the following: aggravated assault, robbery, burglary, larceny over fifty dollars, and auto theft. The reporting period should cover at least one year with breakdowns to show variations within the year as appropriate.

Step 2:

A priority should be chosen from this data (such as burglary of residences within postal zones 36, 42 and 96). Sufficient justification for the selection should be provided as a result of Step 1. The target chosen must be such that success is attainable and of some priority within the county. For the target selected, a three year objective should be established. In addition, benchmarks for the first two years should be set.

Step 3:

Once this priority category of crime and geographic setting is identified, a detailed analysis of the selection should be made. This analysis should provide a geographic profile and an offender and possibly a victim profile.

Method for Geographic Profile:

The in-depth geographic profile will be dependent on the crime target selected in Step 2. This profile should include such information as the evaluation of the area to be concentrated upon, the prevailing type of premises within the area related to the identified offense (private dwelling, commercial dwelling, commercial or business premises, open public entertainment areas, and etc.). If the theft of vehicles is selected, the types of vehicles stolen should be indicated (commercial vehicles or private vehicles). The proximity of one premises to another, income level and distribution of citizens within the geographic area, employment level of residents in the geographic area, recreational facilities, street lighting, and etc., are all factors which should be indicated. The number of social service agencies impacting and/or located within the geographic area should also be identified. This step should also indicate the time of day in which the targeted offense occurs most frequently within the selected geographic area. All factors examined should provide a maximal overview of the geographic area selected for a concentrated crime reduction program.

Method for Offenders and Victims Profiles:

A profile of the range of offenders apprehended and adjudicated for the targeted offense and geographic area should be provided. The data could be obtained from the arrest card after disposition and should provide the following information either as a range of the exact elements of the targets chosen, an average, or a numerical frequency listing:

- (1) sex of offender
- (2) race of offender
- (3) age-grouping of offender
- (4) residence of offender
- (5) employment status of offender
- (6) number of offenders involved in the particular offense by category such as 1, 2, 3, or more.
- (7) prior record
- (8) marital status (including dependents)
- (9) stranger to stranger vs. offense where victim has familiarity with the offender
- (10) use of threat by offender and type of threat (verbal, weapon, no threat)
- (11) where offender was apprehended
- (12) disposition of charge

Additional information may be collected regarding the victim of the selected offense. Such information might reflect the victim's role and position in the Commission of the offense such as the robbery of a liquor store as opposed to the robbery of a citizen on the street. Any injury the victim may have suffered might also be noted.

Step 4:

An inventory should be provided describing all agencies and actions that may impact the target offense, offender, victim and geographic area. This inventory should reflect criminal justice and non-criminal justice resources. A copy of inventory should be forwarded to the Commission staff prior to completing Step 5.

Step 5:

The selection of a coordinated program mix to attack the target areas and crime with a maximum utilization of the criminal justice and non-criminal justice resources available should be clearly specified.

All the alternative program selections should also be indicated and sufficient justification provided for rejecting those alternatives rejected. The selected program mix must clearly reflect that consideration was given to possible alternative approaches to meeting the objective of reducing a specific crime in a specific geographic area.

A sixth step in the planning process listed was the development of an evaluation design for measuring the effectiveness of the program once it began to be implemented. The Commission subsequently decided that the evaluation design could best be accomplished by COG and RPC working with the Governor's Commission.

The planning process has been sufficiently well completed in each of the four counties to permit the filing and approval of grant applications for each. Those applications are on file with the Governor's Commission and are not reproduced here. Instead, the next Chapter contains a brief description of each county's program, followed in the Chapter thereafter by a description of the evaluation methods for all four programs and a description of those methods specific to each program.

IV. THE CONCENTRATED CRIME REDUCTION PROGRAM IN THE URBAN COUNTIES

The four urban counties have a number of common characteristics that distinguish them from other sections of Maryland. They are all located next to a major urban center: Baltimore and Anne Arundel Counties are within the SMSA of Baltimore City; Montgomery and Prince George's Counties are a part of the SMSA of Washington. Baltimore and Washington represent the southern portion of the vast urban corridor on the east coast that extends north into New England.

The four counties are densely populated in the areas that adjoin the cities. They account for more than 50% of the population and 25% of the land area within the State. They have all developed at an extremely high rate during the past twenty years. The population is predominantly white and maintains a moderate to high level of income.

The urban counties now account for about 50% of all index or serious crime reported within the State. Crimes against property are normally reported at a much higher rate than crimes of violence. Each has a county-wide police department and a prosecutor. In each county are components of a state and local judicial system that provides courts for the trial of all criminal offenses. Locally funded circuit courts for the trial of more serious offenses exist in each county, while a state district court system with 12 districts has been established to try the less serious offenses. A state public defender system has been established with a public defender and staff part-time in each of the 12 district court areas. Baltimore County, Anne Arundel County, Prince George's County and Montgomery County each is a district by itself in the system. Each county elects its prosecutor, the state's attorney. The State operates the correctional system facilities for sentenced offenders with longer terms to serve, while each county operates, normally under the direction of an elected sheriff, its own local detention center or jail. In Montgomery County, the detention center is operated by a department of correctional services within county government.

The following sections are designed to provide a more detailed description of each county and of the programs developed in each county in response to the Concentrated Crime Reduction Program of the Governor's Commission on Law Enforcement and the Administration of Justice.

These sections contain a general description of each county, its demographic characteristics, its crime data, the products of the planning process it went through, and a description of each project. The description of each project contains subsections on resources, objectives, activities to accomplish objectives, and the schedule for implementation.

Before turning to the descriptive data and to the statements of objectives, it is important to state clearly in advance why certain data were included and why other data were not, as well as to state clearly why certain objectives were chosen beyond the crime reduction objective.

The data used to describe the counties is selected from the universe of data that could have been used. The basis of the selection was two-fold. Some of the data is presumed to have meaning in terms of offering explanation and increasing understanding of the impact of the program on crime in the target area. Some of the data is selected only because the data were available and other data were not.

In the case of the demographic data, six census characteristics were selected for display on maps. These six are population density and distribution, median family income, families with incomes below the poverty level, mobility (extent to which families live now in the same house as five years ago), black population, and males aged 15 to 24. These were chosen because each has a presumptive relationship to crime rates, based on what is generally known about the characteristics of areas where crime occurs and about the characteristics of offenders.

A further census characteristic not here included, but which the evaluator will need is information about land use and type of structure in the target and control areas. From the census, total households by census tract is an available datum and will be needed in the evaluation. It will be possible, furthermore, to map that if that is desired. These seven census characteristics can be compared against crime data at the start of the project and during the life of the project to determine if there is, first, any correlation between crime rates and volumes and these characteristics; and to determine, second, if there is any change in that relationship during the operation of the project. The numbers of households will give an additional indicator of population density and will also indicate how many targets for residential burglaries there are, for instance, as against how many burglaries occurred in the target and control areas.

As for those data which were not available, it is not possible here to indicate the extent to which some elements of data were not included because they are not available. It is possible to note here, however, that land use maps are not available for all jurisdictions. Anne Arundel County has such maps for the target areas. Prince George's and Montgomery Counties have selected small area land use maps which might conceivably be of limited use. Baltimore County does not have such maps, other than highly generalized ones.

As a substitute for this information, the evaluator should provide a general description, as indicated in the evaluation section, of the land use patterns in the areas chosen as target and control areas. The description of this element of the evaluation is found in V. D. below.

With regard to the selection of the objectives and sub-objectives of the programs in the four counties, these have been chosen as the result of the planning process through which each county went. While they place emphasis on the crime reduction objective of each program, many of them are aimed at other possible outcomes, including such things as changes in public attitudes, changes in police resource allocation procedures, changes in police attitudes, better police-community relations, improved target-hardening (better locks in

houses and stores), faster response time, better reporting to the police, more arrests, and other changes which may or may not be correlated closely with crime reduction.

It was clearly understood by those designing the program that there would be many outcomes besides the hoped-for crime reduction. While crime reduction remains the prime purpose, and while all sub-objectives should contribute to that purpose, many of the sub-objectives are important in themselves and need also very careful attention. Further, it needs to be understood that the evaluation of these sub-objectives may well indicate why crime went up or down. Ultimately the need is to determine why change occurred, not merely to document that it did indeed occur. That is why the sub-objectives are set forth in considerable detail.

The selection of the specific objectives and sub-objectives was made on the basis of a single year's crime data for each county. That data, collected during the planning process, indicated which crimes constituted which kinds of problems for that county and in which locations the problem was most pronounced. The subsequent reductions hoped for and set forth in the objectives are to be measured against the base line of data for the single year. It may be the case that in some jurisdictions, new base line data will be collected before a final target area is selected for subsequent program operation and evaluation. That new base data will not, presumably, change the objectives and sub-objectives already selected.

This page will contain a map of the State of Maryland that will fix the location of the four Urban Counties in relation to each other and to Baltimore and Washington.

A. Prince George's County

1. General Description: Prince George's County is the most rapidly developing and densely populated jurisdiction in the urban county group. It is located to the east of Washington. The Capital Beltway (Interstate Route 495) divides the County on what is roughly a north/south axis. The area between the boundary with the District of Columbia and the Beltway contains approximately 20% of the land area and 75% of the population of the County. It is quite densely populated and has an urban character. The areas to the east of the Beltway are either rural or suburban in character and are less densely populated. An analysis of crime and demographic data indicates that there is generally a very distinct pattern for the two areas. The patterns are important for the planning and implementation of the Concentrated Crime Reduction Program.

2. Demographic Characteristics: Prince George's County had a population of approximately 662,000 according to the 1970 Census. This represented an increase of 85% in the 10-year period since 1960. Map P1 provides a representation of the distribution of population in 1970. There was a heavy concentration in the Inner Beltway and in the northern part of the Outer Beltway area. This area contains most of the established commercial and population centers in the County. Those sections to the south and east of the Beltway are sparsely populated and have few major population centers. An exception exists in the eastern section of the County in the vicinity of Bowie and Belair. The population of Bowie has increased by more than 3,000 percent since 1960. It had a population of more than 35,000 in 1970.

Map P2 describes the distribution of median family income in 1970. The median family income for the County was \$12,450. Practically all areas that were below the County level can be found in the Inner Beltway section. There are very few tracts in this section that exceed the County family income. This is also true of the rural areas in the southern part of the County. Incomes above the County level appear in recently developed areas in the north and in the southwestern part of the County.

Families with incomes below the poverty level (\$3,743 for a non-farm family of four) were concentrated in a sector of the Inner Beltway area between John Hanson Highway and Central Avenue. There were a significant number of poverty level families in the more outlying rural areas in the south and east. Families living at or below the poverty level accounted for 2.5% or less of all families in the northern and southwestern sections of the County. The distribution of poverty level incomes is reflected in Map P3.

Mobility is a demographic concept that is rather important for Prince George's County. It identifies the number of persons who have lived in the same residence for the five-year period prior to 1970. A high degree of mobility generally reflects new development or a highly transient element in the population. Map P4 reflects the degree of mobility that appeared to exist in the County in 1970.

In the rural areas in the southeast and in the more established communities in the northwestern part of the County, there is a tendency to find that 45% or more of the population had not changed residence in the five-year period. There was more change and (possibly) less stability in the central and southern Inner Beltway areas and in the newly developed communities to the north of the Outer Beltway area. There is a very high correlation between the higher mobility areas of the Inner Beltway and areas with the highest percentages of poverty level income. More than 60% of the population of the County have moved into their current residence since 1965.

Map P5 indicates the distribution of Black population within the County in 1970. The Black population accounts for about 14% of all persons living in the County. It is very clearly concentrated in the central Inner Beltway area and in the rural sections in the southeastern area of the County. Blacks account for between 2% and 9% of the population in the southwestern sector and less than 2% in most areas to the north.

Map P6 has been prepared in response to the common finding that a very high percentage of persons arrested for Index Offenses are males between the ages of 15 and 24. This map reflects the distribution of individuals in this category. The census tracts with the heaviest concentration are the sites of institutions such as the University of Maryland and military installations. Although patterns do exist for particular sections of the County, there does not appear to be any clear correlation between these patterns and the other demographic features discussed above.

Map P7 describes the distribution of residential housing units in Prince George's County in 1970.

3. Crime Characteristics: The amount of Index or serious crime reported in Prince George's County increased at an average annual rate of 20% per year between 1966 and 1971. Serious crime appeared to have reached a plateau in 1972 when 21,107 offenses were reported to the Police. This represented a fractional decline of .5%. The data available through August 1973 indicates that Index crime is increasing again at a rate of between 8% and 10%.

The great majority of all reported index offenses are in the property crime group (Burglary, Larceny and Auto Theft). This group accounted for 85% of all Index offenses in 1972. Larceny offenses were the largest single type of property offense reported during the year (7,589). However, the number of Burglary offenses was also quite high (6,258).

In the violent crime group, Homicide, Rape and Aggravated Assault generally do not exceed the levels reported for comparable jurisdictions throughout the United States and they are lower than the rates for the SMSA and for the State. Robbery offenses are the largest single element in the violent crime group. There were 1,701 Robbery offenses reported in 1971. This was an increase of more

than 85% over the number reported in 1970. There was an 18% decline in Robbery offenses during 1972 (1,391). This downward trend appears to be continuing in 1973.

Serious crime is very clearly concentrated within the Inner Beltway section of the County. This area accounted for 85% of all Index offenses in 1972. The northern part of the Inner Beltway area is a part of the Hyattsville district of the County Police Department; the central section is the Seat Pleasant district, and the southern end is a part of the Oxon Hill police district. The Seat Pleasant district has generally had the highest levels of reported crime in all offense categories. The Hyattsville district also maintains a heavy caseload. There are indications that changes may be taking place in the caseload and that serious criminal activity may be increasing in the southern (Oxon Hill) section of the Inner Beltway area. There is no indication at the present time of any significant increase in serious crime in the areas beyond the Capital Beltway system.

The Inner Beltway Area accounted for approximately 90% of all Robbery offenses reported to the Police in 1972. This distribution has continued during the first part of 1973. However, it appears that these offenses may be shifting from the northern and central sections to the southern end of the area. In the first 6 months of the year there was a decline of 20% in the number of Robbery offenses in the northern and central sections. There was a corresponding increase of 34% in the southern section.

The County has selected Robbery as the target for its Concentrated Crime Reduction Program. The distribution of robbery offenses throughout the County is reflected in Map P8 which covers offenses reported during the first six months of 1973. The rate of change between the first six months of 1972 and 1973 is described in Map P9. These data displays are important for a general understanding of the background and objectives of the Concentrated Crime Reduction Program. They are also an integral part of the evaluation process. Similar displays should be maintained during the life of the program as a measure of the effectiveness of the efforts that will be made to reduce the incidence of robbery offenses in the selected target area. An overlay containing the data on the incidence of robbery, is to be found in a pocket inside the back cover of this publication. It can be used with the preceding maps of demographic characteristics to identify relationships between crime incidence and these characteristics.

4. The Planning Process: Prince George's County began planning for the Concentrated Crime Reduction Program in December 1972 through a meeting of County officials, the staff of the Governor's Commission and the staff of the Council of Governments. Step 1 of the planning process was completed in February with the distribution of a document that described the general level and characteristics of all Index offenses in the County during the previous five years. At a subsequent meeting of County officials, it was decided that robbery would be the target offense for the Program. This decision

was based on the evidence contained in the Step 1 planning document regarding the level and concentration of robbery offenses and on an appreciation of the impact of robbery on the community. More detailed planning documents were then prepared on robbery offenses and on the record of arrests and prosecution of robbery offenders. These documents were used as the basis for the design of an action program that will be implemented by the County Police Department and the Office of the State's Attorney, working in cooperation with other agencies of the Criminal Justice System. The long term objective of this program will be to reduce the incidence of robbery offenses within the Inner Beltway section of the County by 25% during a period of three years. A grant application, incorporating the proposed program design, was submitted to the Governor's Commission on Law Enforcement and the Administration of Justice on October 4, 1973 and a subgrant of \$364,774 in LEAA and state funds was approved for the first year of program activity.

5. Project Description:

a. Resources. Prince George's County will receive a grant of \$364,774 in Federal and State funds from the Governor's Commission for the first year of program activity. The County will provide a matching share of \$19,199 for the Program. Grant funds will be used to cover the salary costs of 16 police officers, a Crime Analyst, an Assistant State's Attorney and a Clerk-Stenographer in the Office of the State's Attorney. Funds will also be used for the purchase of police operating equipment (including the TAC II Alarm System), office equipment, and supplies.

b. Program Objectives. Objectives are to be achieved over three years against baseline data for a year prior to the start of the program. The general objective of the CCR Program in Prince George's County is to reduce the incidence of robbery offenses in the Inner Beltway section of the County at the following rates:

- by 10% during the first year of program activity,
- by 10% to 20% during the second year of operations, and
- by 25% during the third year.

This effort will be undertaken through the joint efforts of the County Police Department and the Office of the State's Attorney. The specific objectives of the operations by the Police Department are as follows:

- to increase the probability of apprehension through intensive police patrol (uniformed and plain clothes) in certain selected high incidence areas of the Inner Beltway section of the County,
- to increase the probability of apprehension through covert operations in those instances where crime analysis or informants identify a target or target area where an offense is very likely to occur,

- to increase the probability of apprehension through security and detection measures (TAC .II Alarm System) that will be employed in high risk target areas,
- to reduce the opportunity and deter robbery offenses through technical assistance, information and education regarding measures that can be taken to improve the security and to reduce the vulnerability of prospective targets,
- to prevent robbery offenses by insuring that information regarding increased apprehension risks and target hardening activity is given broad public dissemination.

The specific objectives of the activities of the State's Attorney are as follows:

- to increase the risk of prosecution by improving the quality of evidence and by eliminating procedural problems that might jeopardize the case against an offender,
- to improve the quality of prosecution and increase the risk of conviction by assigning all cases to a single Assistant State's Attorney for investigation and trial,
- to increase the risk of conviction by expediting the investigating and trial of all cases,
- to prevent robbery offenses by insuring that information regarding increased prosecution and apprehension risks is given broad public dissemination.

c. Activities. The program is designed to achieve these objectives through specialized police patrol that will increase the risk of apprehension; specialized prosecution that will increase the risk of conviction; and through public education and cooperation that will reduce the opportunity and desire to commit robbery offenses. These activities will be discussed in more detail below.

(1) Enforcement. The first step in the implementation of the program will be to recruit and train 16 officers for the County Police Department. The recruitment process is now underway. It is expected that these officers will begin pre-service classroom training at the County Police Academy during the first week of November. The classroom training will last until the end of March 1974. The officers will then be required to complete three months of field training. This should be completed by the end of June. Experienced officers will then be selected for a Robbery Impact Unit in the Department's Major Crimes Division. The position that was held by an officer selected for the Unit will be filled by the recruit officers who will be available for duty on July 1, 1974. A lieutenant will be designated as Officer-In-Charge of the Unit in May. He will begin the planning and organizational work of the Unit at that time. He will be assisted by a civilian crime analyst. They will develop operating strategies and select specific target

areas. The Robbery Impact Unit, consisting of the OIC, 3 Detective/Corporals, 12 patrolmen, the crime analyst, and a clerk, should be organized and ready to begin operations on July 1, 1974. The Unit will be divided into two squads consisting of a Corporal and 6 patrolmen. They will be assigned to an individual location or section in the Target Area where the probability of robbery is known to be extremely high. This determination will be made primarily by the crime analyst after a careful review of incidents and offense patterns in the target area. The Unit's schedule will be structured to the demands of each operation. An operation may consist of external surveillance, the installation of a TAC 2 alarm transmitter, and the actual substitution of officers from the Unit for employees of a commercial establishment. If the Unit is assigned to an area where there are multiple targets, the TAC 2 alarm can be installed in 20 locations and monitored by an officer in a patrol car who is in communication with all personnel by radio. It is expected that the operations of the Unit will produce an increase in the number of arrests and in the frustration of attempted robbery. It is anticipated that this will serve as a general deterrence to robbery within the Target Area of the County.

(2) Prosecution. An Assistant will be hired by the State's Attorney in July 1974 to provide for intensive prosecution of robbery offenses. He will be available to prosecute all cases that are developed by the Robbery Impact Unit and to provide legal advice and operating guidelines for the Unit. He will not work "on the street" with the Unit, but will otherwise be available for any assistance that he can provide. He will develop a method of reporting on his activities and on the relationship of those activities with the cases that are developed by the Unit.

(3) Public Education. The Robbery Impact Squad will also have a Detective/Corporal who will work primarily in a prevention role. He will be expected to promote the improvement in physical security designs for prospective robbery targets, the organization of citizen observer corps for reporting on robbery offenses, and any other educational function that might tend to reduce the desire and opportunity for robbery. He will work with community agencies in the Target Area. He will provide educational materials on reporting procedures, the 911 system, security surveys, and videotape presentations. He will maintain liaison with business establishments for the installation of the TAC 2 alarm system and will instruct employees in its use.

(4) Target Area. As indicated, the Target Area will be those sections of the County that are between the Beltway and the District of Columbia. This represents Police District I (Patrol Sectors 1 and 2), Police District III (Patrol Sectors 4 and 5), and portions of Patrol Sectors 6 and 7 which are in the Oxon Hill Police District. It is an area of approximately 100 sq. miles and it contains about 75% of the County population. It accounts for more than 90% of all robbery offenses in the County. There were 1,257 offenses reported in this area in 1972 and 580 during the first six months of 1973. The primary section in this area for the

operations of the Program will be District I which constitutes the northern part of the County between the Montgomery County line and John Hanson Highway.

d. Schedule. The grant was approved by the Governor's Commission on October 4, 1973. As indicated, the first 8 months of implementation will be devoted to training and organization. The project should become operational by July 1974. It would then have 4 months remaining in the first year of funding and would be eligible for refunding in October 1974. If the project is maintained for three funding years it should reach the end of LEAA support in October 1976. A decision should then have to be made as to whether or not it should be continued with local funds by the County.

CONCENTRATED CRIME REDUCTION PROGRAM

PRINCE GEORGE'S COUNTY MARYLAND

POPULATION DENSITY IN 1970
(Population Per Acre)

CONCENTRATED CRIME REDUCTION PROGRAM

PRINCE GEORGE'S COUNTY MARYLAND

MEDIAN FAMILY INCOME IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

PRINCE GEORGE'S COUNTY MARYLAND

FAMILIES WITH INCOMES BELOW THE
POVERTY LEVEL IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

PRINCE GEORGE'S COUNTY MARYLAND

MOBILITY - PERSONS LIVING IN THE
SAME RESIDENCE IN 1970 AS IN 1965

CONCENTRATED CRIME REDUCTION PROGRAM

PRINCE GEORGE'S COUNTY MARYLAND

BLACK POPULATION IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

PRINCE GEORGE'S COUNTY MARYLAND

MALE POPULATION (AGES 15-24) IN
1970

CONCENTRATED CRIME REDUCTION PROGRAM

PRINCE GEORGE'S COUNTY MARYLAND

RESIDENTIAL HOUSING UNITS IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

PRINCE GEORGE'S COUNTY, MARYLAND

REPORTED ROBBERY OFFENSES
(January - June 1973)

CONCENTRATED CRIME REDUCTION PROGRAM

PRINCE GEORGE'S COUNTY MARYLAND

CHANGES IN THE ROBBERY OFFENSE
RATE (January-June 1972/1973)

B. Montgomery County

1. General Description: Montgomery County is located to the north of Washington and west of Prince George's County. It covers an area of 506 square miles. The Capital Beltway (Interstate Route 495) extends across the southern end of the County from the Prince George's County line to the western boundary at the Potomac River. Interstate Route 70S crosses the County on a north/south axis. It intersects with the Beltway at the southern end. The section between the Beltway and the District of Columbia boundary is densely populated and consists of well established residential and commercial centers. There is a high level of development in the area extending north from the Beltway to the City of Gaithersburg which is located in the geographic center of the County. The area to the north of Gaithersburg is largely rural in character. The distinction between Inner and Outer Beltway areas is not as clear in Montgomery County as it is in Prince George's County. At the present time the clearest patterns exist with regard to the southern half of the County which is urban or suburban and the northern half of the County which is rural.

2. Demographic Characteristics: Montgomery County had a total population of 522,809 at the time of the 1970 Census. The distribution of population is reflected in Map M1. The section of the County that lies south of Gaithersburg and east of Route 70S contains the vast majority of the population. Within this area, the heaviest concentrations are in the Silver Spring - Takoma Park area in the southeastern corner. There is also a heavy concentration in the corridor that extends from this point on a northwest axis to the city of Rockville. This corridor also contains most of the major commercial centers in the County. The areas adjoining the corridor have a moderate population. The northern and western sections generally have a population of less than 2 individuals per acre. Montgomery County experienced a population increase of 53.3% during the 10 year period between 1960 and 1970.

The median family income in Montgomery County is one of the highest in the United States. It was reported at \$16,710 in 1970. The distribution of median family income is described in Map M2. The areas within the corridor that extends from Takoma Park to Rockville are at or near the County-wide level of median family income. The areas that adjoin this corridor generally exceed the County-wide level. Incomes in the northern half of the County are below \$16,000. There were only two census tracts that reported a median family income of less than \$10,000. The percentage of families with incomes below the poverty level (\$3,743 for a non-farm family of four) is presented in Map M3. Most poverty level families are located in the northern half of the County. There are very few areas in the southern half of the County that have more than 5% poverty level incomes, and most have 2.5% or less.

The rural areas in the northern half of the County and the more developed south-central section reported a rather low degree of mobility. In these areas 45% or more of the population lived in the same residence in 1970 as in 1965. Recently developed sections in the southeast, southwest, and north of Rockville displayed a slightly higher degree of mobility. The patterns in mobility are reflected in Map M4.

Map M5 indicates the distribution of Black population in Montgomery County. Blacks accounted for 4.1% of the population at the time of the 1970 Census. There were only two census tracts in which Blacks accounted for between 25% and 50% of the population. These tracts were located in the Rockville and in the Silver Spring areas. There were a number of areas in the northern half of the County with a Black population of between 10% and 24%. In the southern half of the County, there are very few areas with more than 10% Black population and most areas have less than 2%.

The distribution of Male population, ages 15 through 25, is presented in Map M6. There is some concentration of individuals in this category in the southeastern corner of the County. Higher than average levels were also found in the rural areas to the northwest. In the densely populated south central section, males in this age group generally accounted for 7% to 9% of the total population.

Map M7 describes the distribution of residential housing units in the County in 1970.

3. Crime Characteristics: The amount of Index crime that is reported in Montgomery County increased at an average annual rate of 8% per year during the period between 1966 and 1972. There were 18,503 Index offenses reported in 1972. This represented a fractional decline of .5%. The data available through August 1973 indicates that Index crime is increasing at a rate of approximately 3%.

The property crimes (Burglary, Larceny and Auto Theft) are the largest element in the Index crime caseload. Property crime represented 96% of all Index offenses reported in 1972. Larceny offenses (11,908) accounted for more than half of the total caseload. There were 4,003 Burglary offenses in the year. This was an increase of 16% over the number reported in 1971.

The violent crimes (Murder, Rape, Aggravated Assault, and Robbery) contributed less than 4% of the Index offense caseload in 1972. The rates for these offenses in Montgomery County are substantially below the prevailing rates for the State, the SMSA and for comparable jurisdictions.

Index offenses in the County follow a very distinct seasonal pattern with a large increase in the summer months followed by a corresponding decline in the winter. This trend is influenced to a very large extent by the seasonal character of the high volume larceny offenses.

The County is divided into four police districts. The Rockville district covers 320 square miles in the western and north-central part of the County. The Wheaton district consists of 131 square miles in the northeastern section of the County. The Silver Spring district covers 25 square miles in the densely populated southeastern sector and the Bethesda district has 50 square miles in the southwestern corner. The volume of Index crime is fairly evenly distributed by police district. The high degree of concentration that exists in Prince George's County cannot be found in Montgomery County. There are more Index offenses reported in the southern half of the County than in the northern. However, the Beltway is not as distinctive a feature in Montgomery County. The volume of Index offenses in the area immediately north of the Beltway is generally as high as it is in the area to the south.

The County has selected Burglary as the target offenses for the Concentrated Crime Reduction Program. Burglary is an offense that is influenced by location and this is reflected in the distribution of commercial and residential burglary offenses. Commercial Burglary is concentrated in a corridor extending from Bethesda and Silver Spring in the south through Rockville and up to Gaithersburg in the north. During the 12-month period between July 1972 and June 1973, there were 1,069 commercial burglaries reported in the County. The great majority of these offenses occurred within this corridor. There were 2,087 residential burglary offenses reported during this period of time. Residential burglary is more widely distributed throughout the southern and central sections of the County. However, there are a number of areas of high concentration.

The general distribution of residential burglary is identified in Map M8. The distribution of commercial burglary is described in Map M9. These data displays are presented for purposes of general background and as an integral part of the evaluation process. Similar displays should be maintained by evaluation personnel to provide a measure of the effectiveness of the efforts that will be made to reduce burglary offenses in the selected target area. A display of the rate of change in burglary offenses by police beat should also be developed as soon as data is available for comparable periods of time. The relationship between the demographic characteristics discussed above and the incidence of burglary should also be analyzed through the use of the transparent overlay technique.

4. The Planning Process: Montgomery County began its planning for the Concentrated Crime Reduction Program in February 1973. The Step 1 planning document, containing an extensive analysis of all Index offenses in the County between 1966 and 1972, was prepared by the County Police Department and was distributed in June. On the basis of this analysis, burglary was selected as the target offense for the program. All burglary offenses that were reported between February and July 1973 were subjected to further study and analysis. This resulted in a data base that was used to identify the major characteristics of burglary offenses and of individuals arrested for burglary offenses. These planning documents were used by the County Police Department in the development of the program design. A grant application was submitted and approved by the Governor's Commission on Law Enforcement and the Administration of Justice on November 15, 1973. A subgrant of \$358,000 in LEAA and state funds has been authorized for the first year of program activity.

5. Project Description:

a. Resources. The Montgomery County program is designed to reduce both residential and commercial burglary by 10 percent in the target areas in the first year. Target areas, adjacent control areas and non-adjacent control areas are to be selected, and common data elements kept on the target crime in each. The amount granted was \$350,000 which will support 15 officers. Of these, 10 will be deployed in two team policing units of five men each at times and places where the target crime in the target area is highest. Two detectives, a property identification officer, and two juvenile officers will also be part of the unit. The juvenile officers are included because an important part of the program is focused on juveniles, since they are responsible apparently for a large portion of burglaries and account for over half of all burglary arrests.

b. Program Objectives. Objectives are to be achieved over three years against baseline date for a year prior to the start of the program. The crime of burglary is to be reduced in the target areas by:

- (1) Improved and more highly concentrated patrol deployment in the target area, utilizing the two teams of five officers each in a team policing effort.
- (2) Public education efforts aimed at crime prevention concentrated in the target area, and involving distribution of booklets on how to prevent burglary,

home security checks on request, value of marking property through Operation Identification, installation in commercial locations of TAC-2 alarm system, encouragement to the public through written and media communications to watch for suspicious persons and to report any entries at once to the police, and encouragement to officers to become well-known to the public.

- (3) Reduction of juvenile involvement in burglary through improved efforts at truancy reduction jointly with the schools and through intensively counseled efforts jointly with the Family Services agency in the county, where there is a preadjudication project.

With respect to objective (1) above, there are these subobjectives to be achieved:

- Improve public attitudes toward police, leading to improved and more rapid reporting to the police of incidents.
- Improve the attitudes of police officers toward the public by bringing officers into much closer contact with the public on a daily basis through both crime prevention and team policing activities.
- Improve response time by officers to burglary reports to increase chances of apprehension.
- Increase chances of apprehension by improved investigation of cases through intensive use of detectives in the unit.

With regard to objective (2) above, there are also some subobjectives which are:

- Increase the difficulty of entering homes and commercial establishments through encouragement of target hardening, and particularly locks and lights.
- Increase the risks of apprehension for burglars by installation of alarm systems in commercial establishments, leading to calculations of the part of would-be burglars which lead them to conclude that they will not try entry.
- Improve willingness of public to watch out for neighbors and for their property, and to report crimes or suspicious persons promptly.
- Improve chances of property recovery through marking.
- Increase public understanding of function of police and increase favorable attitudes toward the police.
- Improve attitude of officers toward the public through intensified public contacts.

There are no subobjectives for objective (3) above.

c. Activities. The basic activity is team patrol by 10 officers in two teams, coupled with the work of two detectives in intensified investigative efforts, and the work of two juvenile officers in securing school and Family Services cooperation.

d. Schedule. The grant was approved by the Governor's Commission on November 15, 1973. Funds will be available in middle to late January, 1974, when recruits will be employed and work will begin on the specific details of operating the program. The program would begin on the street probably in September, 1974.

CONCENTRATED CRIME REDUCTION PROGRAM

MONTGOMERY COUNTY MARYLAND

POPULATION DENSITY IN 1970
(Population Per Acre)

CONCENTRATED CRIME REDUCTION PROGRAM

MONTGOMERY COUNTY MARYLAND

MEDIAN FAMILY INCOME IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

MONTGOMERY COUNTY MARYLAND

FAMILIES WITH INCOMES BELOW
THE POVERTY LEVEL IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

MONTGOMERY COUNTY MARYLAND

MOBILITY--PERSONS LIVING IN THE
SAME RESIDENCE IN 1970 AS IN 1965

CONCENTRATED CRIME REDUCTION PROGRAM

MONTGOMERY COUNTY MARYLAND

BLACK POPULATION IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

MONTGOMERY COUNTY MARYLAND

MALE POPULATION (AGES 15-24) IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

MONTGOMERY COUNTY MARYLAND

RESIDENTIAL HOUSING UNITS IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

MONTGOMERY COUNTY MARYLAND

REPORTED RESIDENTIAL BURGLARY OFFENCES
(JULY 1972 - JUNE 1973)

CONCENTRATED CRIME REDUCTION PROGRAM

MONTGOMERY COUNTY MARYLAND

REPORTED COMMERCIAL BURGLARY OFFENSES
(JULY 1972 - JUNE 1973)

C. Anne Arundel County

1. General Description: Anne Arundel County is a combination of urban, suburban, and rural elements covering an area of 416 square miles. The urban areas are concentrated in the north where the County bounds Baltimore City. To the south of Annapolis, and to the west of it for some distance, there is still extensive undeveloped countryside. Dense commercial and residential development follow the Ritchie Highway (Maryland Route 2) from the Baltimore City line southeast towards Annapolis. This urban corridor contrasts sharply with the rural southern and western portions of the County and this contrast is reflected in the crime and demographic patterns.

2. Demographic Characteristics: Anne Arundel County has a total population of 297,539 according to the 1970 Census. Population increased by 44.0% from the 1960 count, pointing to a rapid urbanization process. The heaviest population concentrations coincide with the Ritchie Highway Corridor, an area which also contains most of the commercial establishments. The City of Annapolis, with a population of 35,079 serves as a political center for both the State and the County.

The median family income in 1970 was \$11,400. The northern and southern portions of the County fall slightly below this County-wide level. The central area, newly developing suburbia, exceeds the \$11,400 level. Particularly high is the Crofton area, a prime example of this new development, with a median family income of \$16,300. Fort Meade, understandably, registers the lowest income level in the County at \$7,400.

Mobility is not a significant demographic indicator in Anne Arundel County, especially as it relates to crime patterns. Aside from Friendship Airport (Baltimore-Washington International Airport) and Fort Meade, the areas which show the highest degree of mobility are those areas in the central and western sections which are experiencing residential growth. The older more established sectors, including Annapolis and Glen Burnie, show a relatively low mobility.

The Black population in Anne Arundel County represents 11.1% of the total population. Blacks account for between 25 and 40% of the total population in the southern sections while under 5% in the north. Annapolis has a sizeable Black population accounting for 25.3% of the total.

There is a relatively even distribution of males between the ages of 15 and 24 in Anne Arundel County. High concentrations are noted at Fort Meade and in Annapolis.

Target Area. The target area for the Concentrated Crime Reduction Program in Anne Arundel County is made up of 16 police grid sectors which coincide roughly with the Ritchie Highway Corridor. The target area covers a total area of 36,966 acres. Of the total, 10,485 are residential, 778 are commercial, 330 are industrial, 974 are school, 704 are recreational, and 23,695 are vacant. There is a total of 34,072 dwelling units within the target area and 1,098 businesses. The population of the target area is approximately 113,228 or 40% of the total County population.

CONTINUED

1 OF 2

3. Crime Characteristics: A total of 7,741 Index Crime Offenses were recorded in Anne Arundel County in 1972. This represented a decrease of 1.32% from 1971. Part I crime offenses increased 24.3% from 1968 to 1972 while population increased approximately 10.9%.

By far, the largest portion of all Index offenses are in the property crime group (burglary, larceny, and auto theft). This group accounted for over 90% of all Index offenses in 1972. Burglary offenses were the largest single type of property offense (2,961) although larcenies were equally high (2,868). Of the 2,961 burglaries, 1,663 or 56% were residential burglaries. Residential breaking and enterings were chosen as the target crime in Anne Arundel County.

Anne Arundel County is divided into grid sectors, each of which comprises an area of approximately 3.6 square miles. With a total County area of 416 square miles, and sixteen grid sectors chosen as the target area for this program represent approximately 14% of the County's area. Within these targeted grids, 50% of the County's residential breaking and enterings were reported in 1972. The other Index offenses follow this general pattern. The heaviest concentrations of crimes occur in the northern portion of the County, particularly along the Ritchie Highway Corridor. The frequency of reported Part I crimes in Southern Anne Arundel County is notably low.

Within the target area, the average rate of residential breaking and enterings per number of dwelling units for 1972 was 28 per 1,000 dwelling units. The crime rate for residential breaking and enterings was approximately 800 per 1,000.

4. The Planning Process: Anne Arundel County began planning for the Concentrated Crime Reduction Program in the fall of 1972. After an analysis was completed of the geographic distributions and concentrations of Index Crime Offenses, residential breaking and entering was chosen as the target offense and sixteen grid sectors were chosen as the target area. Utilizing a planning grant from the Governor's Commission, the County then undertook a computerized analysis of breaking and entering arrestees. This offender profile includes such data as age, race, sex, residence, employment, etc. In addition, a land use study of the sixteen grid sectors was completed. Using this planning data, the County Police Department with the cooperation of the State's Attorney's Office designed a crime reduction program. A grant application was submitted and approved for funding in July of 1973.

5. Project Description

a. Resources. Anne Arundel County has been granted approximately \$300,000 in Federal and State cash from the Governor's Commission for first year operating costs of the "Breaking and Entering Strike Teams" (B.E.S.T.) program. The County is providing an additional \$77,669 in in-kind match and a cash match of \$7,133. These funds will support 17 police personnel including a lieutenant as the program coordinator, six patrolmen, two detectives, two youth officers, two vice officers, an evidence collection operator, and a public information officer. An Assistant State's Attorney working exclusively with this program represents part of

the County's in-kind match contribution. In addition to salaries, funds will be used for the purchase of 17 vehicles, printing equipment and visual aids for the public information campaign, a programmable calculator and a Tac 2 alarm system.

b. Program Objectives. Objectives are to be achieved over three years against baseline data for a year prior to the start of the program. The general objectives of this program are to reduce the incidence of residential breaking and enterings in sixteen significant grid sectors of the county by:

- (1) 10% the first year,
- (2) 10-18% by the end of the second year, and
- (3) 25% by the end of the third year of funding.

In order to achieve these crime reduction objectives, the following strategy objectives are offered:

(1) To deter residential breaking and enterings in the target area through preventive patrols, citizen's watch.

(2) To reduce the opportunity for breaking and enterings through community awareness and participation activities as well as selective security checks by team personnel.

(3) To apprehend more offenders through better evidence collection and analysis, more in-depth and sophisticated investigations, and community participation (i.e. burglary hotline).

(4) To prosecute breaking and entering cases swiftly.

- Proposed:
- maximum delay from arrest to institution of criminal procedures at the Circuit Court level of 7 to 9 days.
 - maximum delay from indictment to trial of six weeks.
 - a designated court day for breaking and entering cases in both Circuit and Juvenile Courts.
 - one Assistant to prosecute all cases thereby gaining special expertise and establishing close cooperative relationships with B.E.S.T. personnel.

c. Activities. This program is designed to meet the stated objectives through preventive patrols, improved burglary investigations, public education and specialized prosecution.

(1) Preventive Patrols. These patrols will operate in selected neighborhoods of the target area based on current crime reports and burglary patterns. Uniformed officers (comprising 1/2 of the breaking and entering team) will cruise an area during demonstrably peak hours using the marked cars. Officers will stop suspicious cars (and individuals) and fill out Field Investigation Reports. Such reports will be filed according to the name and date

to be used in future burglary investigations. The Assistant State's Attorney will be consulted by the patrols if deemed necessary. These preventive patrols will also participate in the public education program and will do security checks of residences when appropriate.

(2) Burglary Investigations. Plain clothes detectives (comprising the other half of the field teams) will conduct follow-up investigations of reported breaking and enterings. These detectives will employ surveillance and stake-out techniques (utilizing specialized equipment such as Tac 2 alarm system) when appropriate. An experienced crime scene technician will work closely with the investigating detectives.

(3) Public Information. A public information component is being coordinated by a Public Information Officer assigned exclusively to this program. The objective of this component is to inform and educate target residents about burglary, its prevention and/or control. The program will include presentations to community groups, pamphlets, posters, newspaper articles, radio coverage, films, Operation Identification, a hotline for burglary information, etc. The campaign will be presented in phases, each phase concentrating on a separate aspect of burglary prevention. Proposed phases include: (1) introducing program and breaking and entering teams; (2) explaining and publicizing the Tac 2 alarm system to elicit support and cooperation as well as to deter potential offenders; (3) emphasizing home security measures, and (4) concentrating on Operation Identification to encourage participation. It is anticipated that all of the team personnel will participate to some extent in this public education effort.

(4) Prosecution. An Assistant State's Attorney will prosecute all breaking and entering cases generated by the strike teams. In addition he will work closely with the teams providing legal assistance whenever necessary. To facilitate swift trials, the State's Attorney's Office has been able to have one court day a week in both the Circuit and Juvenile Courts set aside for trying burglary cases. This scheduling should benefit both the prosecution and the arresting officers. Many of the details of this prosecutorial component are still being developed.

d. Timetable. The Anne Arundel County grant application was approved in July 1973. Recruit training and equipment purchase began at that time. At the completion of the training period, experienced officers within the department will form the strike teams. The teams should be operational by the beginning of January 1974. The lieutenant in charge of the program and the public information officer are currently completing the detailed planning necessary for implementation. The Assistant State's Attorney has already been designated and will begin working with police personnel as soon as he is needed. The program will be eligible for refunding in July 1974.

CONCENTRATED CRIME REDUCTION PROGRAM

Anne Arundel County Maryland

POPULATION DENSITY IN 1970
(Population Per Acre)

CONCENTRATED CRIME REDUCTION PROGRAM

ANNE ARUNDEL COUNTY MARYLAND

MEDIAN FAMILY INCOME IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

ANNE ARUNDEL COUNTY MARYLAND

FAMILIES WITH INCOMES BELOW
THE POVERTY LEVEL IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

ANNE ARUNDEL COUNTY MARYLAND

MOBILITY - PERSONS LIVING IN THE
SAME RESIDENCE IN 1970 AS IN 1965

CONCENTRATED CRIME REDUCTION PROGRAM

ANNE ARUNDEL COUNTY MARYLAND

BLACK POPULATION IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

ANNE ARUNDEL COUNTY MARYLAND

MALE POPULATION (AGES 15-24) IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

ANNE ARUNDEL COUNTY MARYLAND

RESIDENTIAL HOUSING UNITS IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

ANNE ARUNDEL COUNTY MARYLAND

REPORTED RESIDENTIAL BURGLARY OFFENSES

D. Baltimore County

1. General Description: Baltimore County is large in area, extending from the Chesapeake Bay to the Pennsylvania line. It covers an area of 597 square miles. It is located to the north of Baltimore City and actually borders the City on three sides. It is thoroughly urban near the City, suburban further out, and almost completely rural in its northern reaches.

2. Demographic Characteristics: Baltimore County has a total population of 621,077 according to the 1970 census. Population increased 26.1% over the 1960 level. The heaviest concentration of people is in the area surrounding Baltimore City. As one moves farther out from this center, population becomes increasingly less dense and even sparse.

Median family income in the County is \$12,000. The lowest median incomes are found in the southeastern section of the County. The lowest area is Essex, which is a part of the chosen target area with a median income of \$9,900. The areas in the center of the County are consistently higher than the overall level. These include Pikesville, Ruxton, and Lutherville. Few families have incomes below the poverty level. The largest proportion resides within the southeastern sector.

As in Anne Arundel County, mobility is not a significant factor in Baltimore County. (Mobility is represented by the number of persons who have lived in the same residence for the five-year period prior to 1970). The areas of lowest mobility are the older, more established communities surrounding Baltimore City. Areas of higher mobility in the County are predominantly the newly developing northern areas.

Only 3.2% of the population in Baltimore County is Black. The heaviest concentration of Blacks (10.3%) is in a sparsely populated north central area of the County, Sparks. In several areas, the Black population accounts for less than 1% of the total.

The male population between the ages of 15 and 24 is distributed evenly throughout Baltimore County. There are no areas of particularly high or low concentrations.

Target Area. The Baltimore County Police Department has divided the County into ten districts. The chosen target area for the Concentrated Crime Reduction Program is the Essex District. The estimated population of the Essex District for 1973, representing approximately 13% of the total Baltimore County population, is 86,933.

In 1970 there were an estimated 22,701 residential units of which 60% were owner-occupied. In 1972, there were 25,071 residential units of which 56% were owner-occupied. Renter-occupied residences increased by 23% over 1970. This rate continues to rise with construction of apartment complexes.

There are approximately 685 commercial establishments employing 11,436 persons throughout the Essex District.

3. Crime Characteristics: A total of 17,931 Index Crimes were reported in 1972 in Baltimore County. That total represents a

4.04% increase over 1971. In Baltimore County, as in the other three urban counties, property offenses account for the majority of all Part I offenses. This group accounted for over 95% of index offenses in 1972; 6,616 burglaries were recorded, a figure second only to the 8,324 larcenies.

The majority of Index offenses occur in areas of the County which are closest to Baltimore City--areas with the highest population density. The northern end of the County has few reported incidences. Particularly high are the Wilkins and Essex areas located, respectively, in the southwestern and southeastern portions of the County.

The County has selected residential and commercial burglaries as its target offense and the Essex District as its target area. In 1972, 1,134 burglary/breaking and entering offenses occurred in the Essex area. This represents 18% of the County's offenses. In this area 47% of the total offenses committed were at individual homes, apartments, and other residences.

4. Planning Process: Baltimore County began its planning for the Concentrated Crime Reduction Program early in 1973. A computerized analysis of the geographic distribution of four Part I crime offenses (burglary, larceny, robbery, and auto theft) resulted in the selection of a target area and target offense. Once the targets were selected, a more detailed analysis of the nature of burglary offenses within the Essex District was undertaken. Following a meeting of County criminal justice agencies, the decision to design a program including the County Police Department and the State's Attorney's Office was made. A grant application was submitted and approved by the Governor's Commission on Law Enforcement and the Administration of Justice on November 15, 1973.

5. Project Description:

a. Resources. Baltimore County has been granted a total of \$300,000 in Federal funds to be matched by State and local funds in the amount of \$1,667 each for the first year of operation. These funds will provide salaries for twenty police officers (including a lieutenant, a sergeant, a corporal, and 17 patrolmen) and one Assistant State's Attorney. In addition funds would be used to purchase thirteen cars with appropriate support equipment.

b. Program Objectives. Objectives are to be achieved over three years against baseline data for a year prior to the start of the program. The general objectives of this program are to reduce the incidence of commercial and residential breaking and enterings within the Essex District by:

- (1) 30% the first year,
- (2) 35% the second year, and
- (3) a total of 40% by the end of the third year.

The strategy objectives may be stated as follows:

- (1) To increase the number of arrests of those responsible.
- (2) To reduce the opportunity for breaking and enterings to be committed.

- (3) To provide effective and consistent prosecution of breaking and entering arrestees.

c. Activities: The Crime Specific Impact Divison will be a self-contained tactical unit operating out of the Essex District Station. A Captain will serve as the unit's commander and will have the responsibility of deploying unit personnel and of choosing appropriate patrol methods. He will submit a monthly report (a) documenting, with the aid of the Statistical Unit, the extent and nature of breaking and enterings within the Essex District, and (b) outlining relevant team strategies. Examples of possible strategies include: decoys, stakeouts, surveillances, team policing, and saturation techniques. More detailed planning is expected prior to actual implementation in order to firm up tactical approaches to be used. A public education campaign will be a part of this crime reduction effort although the planning for this aspect of the program has not been completed.

Finally, an Assistant State's Attorney will be assigned to the program on a full-time basis to:

- (1) prosecute all breaking and entering cases from the Essex District at the Circuit Court level,
- (2) prosecute all similar Juvenile Court cases, and
- (3) coordinate court and prosecutorial data on breaking and entering offenders.

d. Timetable. This grant was approved by the Governor's Commission on November 15, 1973. The Unit is expected to begin operations by the first of April, 1974 after replacement personnel have been recruited and trained.

CONCENTRATED CRIME REDUCTION PROGRAM

BALTIMORE COUNTY MARYLAND

POPULATION DENSITY IN 1970
(Population Per Acre)

CONCENTRATED CRIME REDUCTION PROGRAM

BALTIMORE COUNTY MARYLAND

MEDIAN FAMILY INCOME IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

BALTIMORE COUNTY MARYLAND

FAMILIES WITH INCOMES BELOW THE
POVERTY LEVEL IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

BALTIMORE COUNTY MARYLAND

MOBILITY - PERSONS LIVING IN THE
SAME RESIDENCE IN 1970 AS IN 1965

CONCENTRATED CRIME REDUCTION PROGRAM

BALTIMORE COUNTY MARYLAND

BLACK POPULATION IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

BALTIMORE COUNTY MARYLAND

MALE POPULATION (AGES 15-24) IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

BALTIMORE COUNTY MARYLAND

RESIDENTIAL HOUSING UNITS IN 1970

CONCENTRATED CRIME REDUCTION PROGRAM

BALTIMORE COUNTY MARYLAND

REPORTED BURGLARY OFFENSES

V. METHODS OF EVALUATION

The concept of evaluation employed in the design of the evaluation for concentrated crime reduction programs needs some explanation before the specific evaluation measures are set forth and described. While the approach used here is likely to be a familiar one, it is essential that the basic concepts used be made clear.

A. The Nature, Purpose, and Uses of Evaluation

Evaluation is a form of accounting for the expenditure of funds. For government it is a form of accounting to the public and its elected representatives for the expenditure of funds on government programs designed to serve the public. Evaluation, when properly done, measures project or program effectiveness in the achievement of public service goals.

Evaluation, defined as the attempt to measure program effectiveness in achievement of public service goals, is relatively new as a local government management tool, although this concept of evaluation is not new. Nor is the notion of accounting for the expenditure of public funds new. Government officials who bear responsibility to the public for the expenditure of public funds are accustomed to accounting for funds in a strictly financial sense. They maintain financial records and those records are subjected to audit. The purpose of financial accountability is to assure the public that funds are being spent for their intended purposes and are being spent honestly. This kind of accounting provides the public with a statement about where and when public money was spent.

Another form of accounting for expenditures, usually undertaken in addition to financial audits, is activity reporting. Agencies report how many activities they undertook of what kinds with the money allocated to them. Social workers may report numbers of contacts with clients. Policemen may report numbers of miles of patrol or numbers of arrests per policeman. This kind of accounting is often called input analysis, and provides the public with a statement of what was done with the money.

Still another way of accounting for expenditures is through management analysis. Those who are engaged in attempting to account for expenditures examine the process by which those charged with the management of programs carried out their responsibilities. This process is often nearly identical to what is called monitoring, which involves determinations that programs or projects are operating as they were designed to operate, undertaking the tasks they were to undertake, employing the persons they were to employ, and are engaged in efficient utilization of the resources made available to the program or project. This kind of accounting provides the public with a statement of how money was spent, and comes closer than any of the other methods of accounting for expenditures to evaluation as it is defined here.

However, all of the above methods of accounting for expenditures concentrate primarily on project or program activities which are

internal to the project or program. They let the public know where and when the money was spent, on what, and how efficiently, but they do not let the public know whether what was done made any difference in the condition or situation which the project or program was presumably designed to change.

The purpose of evaluation, then, is to provide information or feedback on the specific effects on the population to be served and/or other social conditions in the community of the programs or projects or activities initiated by government. It should result in a statement of how effectively money was spent. Evaluation deals not so much with inputs; that is, where and when money was spent, or how it was managed, or what activities were carried on; but rather with whether the results, or outputs, of the program contributed to the result which was desired or not. Evaluation is result oriented. Evaluators want to know, certainly, whether the funds allocated were properly and efficiently spent, but their prime concern is whether a desirable result was achieved which served to bring about the change originally specified in the program or project design.

As a publication about evaluation by the Urban Institute^{1/} puts it:

A program evaluation attempts to determine whether a program is achieving government objectives and considers both its positive and negative impacts. Consequently, the evaluation helps policy officials determine whether a program should be continued as is, expanded, modified, reduced, or eliminated. If a program is not performing as expected, the evaluation may help indicate reasons for ineffectiveness and actions which might be taken to remedy the situation.

Evaluation which permits policy officials to make determinations about programs of the kind noted is even more popular because the rapid rise in the numbers and expenses involved with government programs over the past decade has meant even greater pressure on local budgets and local revenue sources. If more effective ways of accomplishing objectives can be found, or if ineffective programs can be eliminated, local policy officials can provide better service at no increase in cost or more service than might be expected for the increase in cost proposed.

^{1/} Harry P. Hatry, et al. Practical Program Evaluation for State and Local Government Officials, The Urban Institute, Washington, D.C. 1973, p. 9.

B. The Need for Evaluation of Crime Specific Programs

Evaluation of crime specific programs is of the highest priority for the Maryland Governor's Commission. The crime specific programs represent a distinct departure from past grant practices and it is therefore necessary to make a determination about whether new ways of approaching crime reduction work. The crime specific programs are departures from past practices in two ways. The grants are much larger, ranging up to \$360,000, and therefore require more careful evaluation simply because of the magnitude of the programs funded. Further, these grants allow for more local government flexibility in design of the project, and, at the same time, provide for more participation by the Governor's Commission in planning and design. That is, the projects developed under this crime reduction program do not need to fit into predetermined program formats, but do require careful joint local-state planning and design. Previously projects were developed in accordance with an annual action program which spelled out the framework for the project in some detail, while project planning and grant development were left almost entirely to local government. This procedure also needs careful evaluation.

The crime specific programs also represent a different way of approaching the problem of crime in society. It is probably fair to say that state governments have, with the encouragement of LEAA, supported for the past four years programs primarily designed to improve the day-to-day performance of criminal justice agencies. Some people have called this approach one which emphasized primarily management improvements or improvements in efficiency of agencies, or gap-filling. Others, less kindly, have called it "tinkering." In any event, crime specific programs represent a different approach. They emphasize setting very specific targets for reduction of a single crime in a targeted and limited geographic area. In this sense, they follow the lead of the national program which sets for the crime specific impact program a five per cent reduction in a specific crime in the eight impact cities in two years and a 20 per cent reduction in five years.

The focus, in short, is not on efficiency or management improvement, or services which are preventive or therapeutic in character and therefore very hard to evaluate. The focus, rather, is on the allocation of resources to achieve a specific amount of crime reduction in a specific area in a short time. That is, activity which can be measured against the goal or objective set and then judged either a failure or a success.

Evaluation, therefore, becomes not only desirable, but absolutely critical, both from the point of view of the state and the local government recipient of grant funds of the program. If the local government is to mount a program which is to achieve success, it must be able to measure the degree to which it is successful and it must be able to understand what it was that contributed to success or failure, whether success or failure was partial or total. Without that kind of information, the program for crime reduction mounted by the state is meaningless.

C. Major Kinds of Evaluation

1. Measurement as Quantification: Four Dimensions

Evaluation involves measurement. Measurement means that there must be something against which to measure. In the case of concentrated crime reduction programs; the first measure has to be a measure of the extent of change over time in the crime rate for the crime selected in the area chosen as the target. The first dimension, then, is a time or historical dimension during which change in the crime rate will be measured. This measure answers the first and relatively gross question which is: What change in the crime rate occurred in the target area over the period of time covered by the project or program?

The second dimension has to do with controls on the experimental crime and the experimental geographic area. It is essential to answer other questions as well as the one about change in crime rate in the target area. The question must be asked: What changes occurred in other areas with similar crime rates in which the program or project did not operate? And, as a variant on that question: What changes occurred in the county, state, metropolitan area, and nation during the same time period for the same and other, but perhaps related crimes? For example, if the target crime in neighborhood A is residential burglary, and it declined by five per cent in the first year of operation of a special burglary reduction program in that neighborhood, it would be essential to know whether adjacent Neighborhood B, where the program does not operate, but which has a similar crime problem, also experienced a decline of equal proportions. If it did, then the impact of the special program may have been insignificant. Alternatively, if Neighborhood A experienced a decline, Neighborhood B experienced an increase, and no change occurred county-wide and state-wide, one would want to ask whether the special program may have led to the displacement of crime from Neighborhood A to Neighborhood B. In short, there has to be an experimental area and a control area with which to compare it. This is the comparative dimension of the evaluation and if time and funds are available, the comparative dimension can be extended to include similar projects in other jurisdictions (other counties or cities or states).

The next question which must be raised is the hardest to answer. It is: To what extent can the changes observed in the time frame covered by the program in the target area be attributed to the experimental program, as against other factors? In short, if the program is to be given proper evaluation it is essential to separate out the impact of the experimental program from the impact of other factors, such as changes in the composition of the population, changes in the physical character of the target neighborhood, other crime reduction programs in operation, other social or economic programs in operation, and perhaps factors even more intangible, such as the weather (the seasonal factor which appears to be a real factor in some crime trends).

In order to answer this question, one has to ask two separate questions which have to do with the two most probable other major sources of changes in the crime rate. The first question has to do with the impact of demographic and socio-economic change, and the second with other programs. The first leads one to a third dimension of evaluation, a social dimension, which has to do with demographic and socio-economic characteristics of both the target or experimental area, and of the control area or areas. Correlations abound between crime on the one hand and the variables of age, race, sex, income, occupation, employment status, housing quality, population density, level of education, health levels, welfare dependency, and so forth. Census data, along with other kinds of survey information available through local governments and private agencies, may be used for the purpose of answering still another critical question: To what extent are the variations in crime rate over the time frame covered by the program in both the experimental and the control areas due to either the continuation in or the change in the demographic and socio-economic conditions in the community?

It is important to know, for example, if there has been a dramatic change in the composition of the population of a target or control neighborhood which might account for the change observed. If that is the case, then the change observed may be partially or entirely due to demographic or socio-economic changes rather than to the impact of the new experimental program.

The next question, which deals with the fourth dimension of evaluation, the impact of other programs on the target crime and target area, can be stated as follows: To what extent are the variations in the crime rate over the time frame covered by the program in both the experimental and control areas due to other crime reduction programs, or other governmental and private programs likely to have an impact on crime reduction? It is highly important to know, for example, if there have been either other new programs initiated in the same neighborhood with similar goals to the experimental program under evaluation, or if there have been changes in existing programs (e.g., more foot patrolmen have been added to the police department as a whole and more have therefore been sent to the target neighborhood), or if other programs have been initiated or changed (e.g., welfare payments have risen, job training has been increased, etc.).

To the extent possible, the evaluation of these experimental crime reduction programs must take into account all other possible activities which may account for all or some of the changes observed over time in the crime rate. It must take into account those which appear to contribute to crime reduction and those which appear to contribute to crime increases. By the nature of things, the contribution to crime reduction made by the experimental program cannot ever be made absolutely precise in quantitative terms, but every effort must be made to make it as precise as possible.

Measures of all four quantitative dimensions are included in this evaluation design.

2. Measurement as Judgment: Three Major Approaches

Quantification leaves off when all possible quantifiable factors which could account for change in the crime rate or in other variables which one might wish to use as indicators of change have been taken into account by the evaluation effort.

One then turns to judgments, to qualitative evaluation, if that is not a contradiction in terms. The simplest approach to qualitative evaluation and that which is also most frequently used is what might be called personal judgment. The evaluator hired to evaluate examines program statistics and data and comes to his own conclusions based on his reading and understanding of what the data mean or suggest to him. As a variant on this, and often combined with it, the program manager or department head goes through the same process.

A second approach might be called public judgment. For example, utilization of citizen complaints or comments or opinions is a common source of material used in judgmental evaluations. Hearings, either formal or informal, often provide material which is used in evaluations. Interviews with recipients of services on a random basis may be utilized. Survey research may well be appropriate, using the techniques developed by Gallup, Harris, Roper, University of Michigan Survey Research Center, and others for the scientific selected random sample of the population affected by the program, as well as a control group.

A third approach might be called expert judgment. One method of obtaining the judgment of experts is to hire one or several to review the data and to come to their own conclusions. Another is interviews with selected experts. Still another is the Delphi method. Put most simply, a panel of experts is convened. It is asked a series of identical questions. Each expert responds to each of the identical questions separately. Answers are then displayed and discussed. Each expert is then asked to re-evaluate his responses to the questions and to answer again. The reconsidered answers to the questions

are then again displayed and discussed. This method is a major way by which the opinions of experts on the program can be asked their judgments about the effectiveness of the program. Their judgments can be incorporated into a final report.

An evaluation ought to include elements of personal, public, and expert judgments. All three are appropriate for a concentrated crime reduction program and measures of all three are included in this evaluation design. The evaluator should: (1) reach his own conclusions and identify them in terms of which of them represent judgment and opinion rather than fact, (2) employ experts as part of his evaluation team to comment on the data and come to conclusions, (3) convene police officers who have been involved in the project and an equal number who were not and ask all to engage in the Delphi method of evaluation, and (4) engage in survey research to determine whether the public is of the view that crime has in fact been reduced in the area, whether other program effects are perceived or not, and whether victimization rates are related to reported crime rates.

Clearly judgmental methods are an integral part of the evaluation. They need to be explicitly identified as judgmental in the evaluation report, of course.

3. Measures of Effectiveness Versus Measures of Impact on Management and Efficiency: External and Internal Impacts

The prime concern in evaluation is with the external or output measure: What impact did the program have on the condition which it was designed to change? However, evaluation cannot ignore the internal measures, or the impact the program had on the agency which undertook it. It is essential to know whether the program was fully integrated into the agency's activities, whether it was managed properly and efficiently, whether funds were spent honestly and sensibly, whether resources were allocated in a timely and reasonable manner to the activities involved.

The best methods of obtaining these kinds of information are two: financial audit and interviews with program managers and their superiors to determine how the program was managed. A good evaluation must take into account these internal impacts, since mismanagement may, for example, cause a program to fail which would have succeeded had it been well managed. Efficiency, good management, and honest administration may make a very major contribution to the success of a program. No program is likely to succeed in their total absence.

With this sub-section the discussion of the general approach to evaluation taken in this evaluation design is concluded. Sub-section D. below initiates the discussion of the measures themselves and the methods suggested by which these measures could be used.

D. Description of Measures for Evaluation: Common Measures of Effectiveness and Differences Among Programs

This sub-section begins the description of the specific measures to be used in the evaluation of concentrated crime reduction programs in Maryland.

One major purpose of evaluation of effectiveness using a single evaluation design is to permit some limited comparisons among programs. If one program relies primarily on saturation patrol and another primarily on public information to reduce burglary, it is important to observe results of the two programs and to make some judgments about which strategy appears most productive in the environment within which it operates.

The utilization of common measures of effectiveness is dictated, however, not so much by considerations of the extent to which they make comparison easier, but by the fact that the measures available for crime reduction measurement are in general the same for all crime reduction programs involving some elements of police patrol. All four of these urban county programs do involve those elements.

There are unique elements for each program. These are set out in a subsequent section for Prince George's and Montgomery Counties in detail. In subsequent sections the specific measures for Baltimore and Anne Arundel Counties are indicated. Those measures which are inappropriate for Baltimore and Anne Arundel are indicated there. In short, two sets of unique measures are described, one for a robbery and one for a burglary reduction program. Then the unique elements for Anne Arundel and Baltimore Counties are indicated as either additions to or subtractions from the burglary program in Montgomery County.

This method of presentation was adopted to avoid excessive repetition. The elements which are unique are in fact relatively few in number for these programs.

1. Quantification of Common Crime Data

For each program it is important to know the crime trends in each jurisdiction prior to and during the project for the entire jurisdiction in general, for the target offense, and since there are two target offenses in the four county projects, for each of the two target offenses. Further, these data ought to be available on a statewide and national basis, so that the evaluator and the program operator can view the program results against a background of general trends in each jurisdiction, and in larger areas.

Data are needed on total Part I offenses and rates for the nation, state, and each county, on robbery and burglary offenses and rates in the nation, state, and each county, for the period from 1970 through 1973, and from the start of the project through its completion. The tables showing these data would look as follows:

Table 1. Part I Offenses for Nation, State, and Counties:
Base Data and Project

| Nation | | State | | Each of Four Counties | | |
|----------------|-------|----------------|-------|-----------------------|-------|------|
| Total Offenses | Rates | Total Offenses | Rates | Total Offenses | Rates | Year |
| | | | | | | 1970 |
| | | | | | | 1971 |
| | | | | | | 1972 |
| | | | | | | 1973 |
| | | | | | | 1974 |
| | | | | | | 1975 |
| | | | | | | 1976 |

Table 2: Burglary Offenses for Nation, State and Counties

| Nation | | State | | Each of Four Counties | | |
|----------------|-------|----------------|-------|-----------------------|-------|------|
| Total Burglary | Rates | Total Burglary | Rates | Total Burglary | Rates | Year |
| | | | | | | 1971 |
| | | | | | | 1972 |

Table 3: Robbery Offenses for Nation, State, and Counties

| Nation | | State | | Each of Four Counties | | |
|---------------|-------|---------------|-------|-----------------------|-------|------|
| Total Robbery | Rates | Total Robbery | Rates | Total Robbery | Rates | Year |
| | | | | | | 1970 |
| | | | | | | 1971 |

It would also be helpful to know, in connection with the crime data, the resources generally available for crime reduction efforts in the four counties. These data would be used to indicate any change in the overall level of effort aimed at crime reduction and to show any variation in those levels at the start and during the life of the projects. These data would be displayed as follows, with separate tables for each county:

Table 4: Police Resources by County - 1970-1976

| Total Population | Policemen | Police Budget | Year |
|------------------|-----------|---------------|------|
| | | | 1970 |
| | | | 1971 |
| | | | 1972 |
| | | | 1973 |
| | | | 1974 |
| | | | 1975 |
| | | | 1976 |

These data will indicate time trends in crime in local, state, and national jurisdictions, against which trends the experience in the target areas can be compared to determine if the target area trends vary substantially from the other trends. The variation will be one indicator of success or failure.

Another kind of time trend analysis also needs to be done. Crime data for the county, the state, and the nation for the target crime or crimes can be obtained easily for five years prior to the start date of the project. Crime data for the target area should also be obtained for the same time period if possible. Trend lines can then be projected, on a straight line projection basis or on a straight line projection modified by clearly stated assumptions about the changes likely to have occurred excluding the concentrated crime reduction programs for the entire period, by year, of the concentrated crime reduction program. Then actual changes can be compared with the projected changes in the crime rates for target area, county, state and nation. The comparison will give the evaluator another indicator of the extent to which the program contributed to change in the crime rate over time. It permits the evaluator to say, with appropriate caveats, that had the program not been introduced, the change would have been one figure, but because the program was introduced, the change was less. These trend lines ought to be displayed on a chart.

2. The Evaluation of the Impact of Other Programs and of Demographic Change on the Concentrated Crime Reduction Program

The environment within which the concentrated crime reduction program works is one in which many events are occurring simultaneously. Aside from police and prosecutorial efforts, schools, welfare programs, drug treatment programs, health care programs, and other programs, activities, and events can greatly affect crime over time. So can dramatic shifts in population composition.

It is essential that the evaluator be aware of these and of their impact. They may account for all, some, or none of the change, but if he is not aware of their impact, it may be that he will attribute too much or too little of the effects observed to the program itself.

Therefore, there is provided here a list of questions the evaluator will need to ask several times, at least when the program is about to begin, and before he does his final major written report, but also on a more occasional basis as he learns of any impacts. He needs to make known to all involved officials that their reports on changes in the working environment will be of help and are necessary to a fair evaluation. If, for example, a policeman notes that a major urban renewal program has led to the elimination of a large number of buildings in which there once were a large number of crimes, the evaluator needs to know that information, and it may be that the policemen will be the only early source of that information.

The list of questions which need to be asked is suggested below. It may not be an exhaustive list, but it is fairly complete.

- (1) What is the general nature of the land use patterns in the target area, based on whatever maps may be available from planning agencies and on the evaluator's own assessment and observations?
- (2) Was this program in any way substituted for existing programs?
- (3) What changes have occurred, if any, in the county, the target area, and the control areas in the following kinds of criminal justice system programs:
 - increases, decreases, or shifts in use of police patrol or police manpower
 - release on bond, bail, or personal recognizance
 - shifts in conviction rates, sentence length
 - shifts in prosecution policy (e.g., increase in nolles, determinations to prosecute for lesser offenses, plea bargaining, etc.)
 - shifts in probation decisions
 - shifts in policy with respect to incarceration/non-incarceration of juvenile delinquents

-- changes in state correctional policy, resulting in changes in numbers placed on parole

(4) What changes have occurred, if any, in the county, the target area, and the control areas in the following kinds of non-criminal justice programs:

-- services to welfare clients

-- drug treatment services and facilities

-- halfway and quarter way houses for mental patients, offenders, alcoholics

-- urban renewal

-- public housing

-- employment/unemployment

-- transportation changes

-- entertainment or recreational facilities or patterns

-- truancy rates

-- street lighting programs

-- security enhancements of other kinds

(5) What changes have occurred in the composition and distribution of the population in the course of the project in the county, in the target area, and in the control areas? Specifically, what changes have occurred with respect to:

-- total population

-- age composition, especially age groups from 15 to 24

-- sex composition

-- race composition

-- population movement, if any

-- average income and income of families below poverty level

These kinds of questions are asked because everyone recognizes that the program does not operate in a vacuum. It operates in an environment which is always changing, and while it cannot be controlled, it can be observed and the environmental changes recorded and taken account of by the evaluator.

The impact set forth above is not likely to be subject to precise definition. It will, in short, be likely that there will be no precise statistical correlation between these factors and crime reduction. Certainly there can be no conclusive causal statements about the connection between changes in such factors and the incidence of crime or increases in apprehensions or other measures. They are, nevertheless, important because dramatic shifts in one or more of them may be of sufficient importance to create doubt about whether the entire change in the crime rate is due to the concentrated crime reduction program. If there is some sudden or abrupt shift of some significance--and that will be a matter of judgment-- in the areas of inquiry listed above, then that will have to be taken account of and built into the analysis. For example, if there is a major urban renewal program which flattens a large section of the target area, it may be that the subsequent crime reduction is due only to the absence of people and not to the concentrated crime reduction program.

3. Expert Judgment About Impact on Implementing Agency and Criminal Justice System

The evaluator needs information about the planning, administration, management and impact on management of the operation of the project. The information he gathers will be used to make judgments about the extent to which the project was guided, its plan, the extent to which it was efficiently administered, the methods and problems of management of the project, and the impact of the project on the implementing agency, as well as on other agencies involved in or impacted by the project.

Questions must be asked, therefore, about planning, administration, project management, and project impact on the implementing agencies.

A list of sample questions which must be asked and answered by the evaluators under each of these categories follows:

(1) Planning

- To what extent do project activities conform to the plan (or plans) for the project?
- Is there continuing modification of the plans in accordance with experience and changes in practice? Is there a record being kept of same?
- What portion of the time of those funded by the project grant was expended for planning? What value is accorded to this process by the sponsors, department officials, line staff?
- How could planning be improved in the future?

(2) Administration

- Are grant administration and reporting requirements being satisfactorily carried out?

--Are administrative requirements consistent with local requirements or do they require extensive and different procedures within the recipient agency?

--Is the data being generated for and by the project of use to other areas within the recipient organization (e.g., for manpower allocation)?

(3) Project Management

-- Is the project managed as an integral part of the agency's overall program, or as a distinct and separate function?

-- Are there significant problem areas of project start-up and maintenance that are in need of correction and future modification? (E.g., recruitment, training, personnel mix, leadership, morale, etc.)

-- What are the documented outputs of the project? (E.g., information distributed, patrol miles traveled, calls answered, persons contacted or apprehended, etc.) Do these output measures provide a basis for determining project efficiency?

-- What are the key attitudes and perceptions of the following personnel toward the project at the outset (or prior to operations), after nine months, and after 24 months?

- prosecutors
- top police officials
- regular patrol officers
- trainees and project staff
- other agency staff

-- Which aspects of the project are considered most effective by the same group? Why?

(4) Project Impact on Implementing Agencies

--Are significantly positive results believed by staff to have been accomplished during the project?

--What impact or changes has the project had upon implementing departments' or agencies' operations -- during and after the project?

--What impact or changes has the project had upon the other agencies in the criminal justice system, or on agencies outside the criminal justice system? (E.g., courts, local detention centers, schools, social services, State departments such as Juvenile Services or Corrections, etc.).

--What are the various recipient agency perceptions toward continuing the project approach, without LEAA support?

The method of obtaining answers to these questions will for the most part, be interviews by the evaluator and his staff with the officials of the agencies involved, and with the specific officials involved.

4. Use of the Delphi Method for Evaluation by Police Officer Participants

The evaluator should use a variant on the straight interview with those police officers who have been participants in the program. With those officers, an effort should be made to use the Delphi method of evaluation. The participating officers should be brought together on three occasions, for sessions in which they will be the experts. They will have read the evaluation design in advance of the first meeting, which will take place before the project starts. They will have re-read the evaluation design, and the first progress reports in advance of the second meeting. They will have re-read the evaluation design, progress reports, and the evaluator's first written report prior to the third meeting.

They will then be asked to evaluate program planning, the evaluation design itself, the program in operation, and will be asked to make suggestions for change if they wish, and to express satisfaction with the program on a scale from one to five, representing a range from high level of satisfaction to high level of dissatisfaction. They will also be asked to indicate what they would have done had each been given a free hand to design a crime reduction program costing the same amount of money. The Delphi method involves the following steps with a group: (1) presentation of the problem, (2) individual response to written multiple choice questions with some written answers as well, (3) reports by each "expert" of his responses to all questions, (4) display of responses on a matrix for all to see, (5) discussion by the group of the range of responses presented, (6) reconsideration by each expert individually of his initial answers, (7) reports by each again with responses, indicating any areas where change was made, with reasons for them reported also, (8) display of the new responses in a matrix, (9) summary of responses, (10) discussion of responses.

The results of these three exercises should produce highly valuable information for program planning, program execution, as well as for program evaluation. The participation of the officers in the group should produce also a sense of participation in the design of the program, which should improve morale.

A control group of officers not involved in the project, but involved in similar patrol work in the jurisdiction should be used, and that group should be of approximately the same size. It should go through the same process, but separately from the other group initially, although both groups might be brought together after each had completed its exercise.

Among specific questions to be asked police officer participants in the program, either through straight interview, or through the Delphi method, are:

a. Do you approve of the new program, including the new methods of concentrating manpower on one crime in a specific geographic area? Yes No .

b. Do you think the new program methods improve or weaken your performance? Improve Weaken .

c. Do you think the new program is more effective in placing police where the crime is? Yes No .

d. Have you been busier, less busy, no change, since you began to participate in the program?

Busier
Less Busy
No change

e. Do you think apprehensions are increasing or decreasing as a result of the new program?

Increasing
Decreasing
No change

f. Do you think the program deters prospective criminals?

Deters
Does not deter

g. Do you think the program causes criminals to move to other areas to commit crime? Yes No .

h. Do you think the public is generally aware of this program? Yes No .

i. Has the program in your view, increases the awareness of the public about the need to take measures to protect themselves and their property? Yes No .

j. Has the program increased or decreased contacts between you and the public?

Increased
Decreased

k. Do you think reporting of crimes by the public has increased or decreased as a result of this program?

Increased
Decreased

1. Do you think police response time has decreased or increased as a result of this program?

Decreased _____
Increased _____
No change _____

- m. Do you think that this program ought to be used throughout the police department and throughout the county?
Yes _____ No _____.

- n. Do you think this program has contributed to a decrease in the real incidence of crime in the target area?
Yes _____ No _____.

5. Survey Research: Evaluation by the Public of Extent of Victimization and of the Impact of the Program on the Public

One essential element of any evaluation is knowledge of the perceptions of the program by its consumers. The prime consumers of crime reduction programs are not the police or other criminal justice agencies, nor the offenders. If consumers are defined as beneficiaries, then the prime consumer-beneficiary is the public at large, or, in the case of these programs, the public in the target area.

The public view of the program is essential and the way to obtain a reliable public view is to use the now well-tested and fully reliable tool of survey research. The advantage of this tool is that it also provides the opportunity to gather another kind of information of enormous value, which is victimization data. A scientifically selected random sample of the population in the target and the control areas is asked whether it has been victimized by a crime and if so, what kind of crime and whether it had been reported. This kind of information is an important supplement to recorded crime statistics.

The survey research contemplated would involve a sample of 1,000 in each of the four counties, and the survey would be done twice, once just before the program actually begins operations on the street and again six months before the end of the third year, so that local governments can determine whether they wish to continue the program at the end of Federal and State funding.

While final design of the survey instrument should be left to professionals selected for the purpose, the basic questions can be listed here. They are:

1. Have you been a victim of a crime in the last year?
2. If yes, what crime? (Ten to 12 sub-answers, including target crime)
3. Did you report it?
4. If not, why not? (Four or five sub-answers)

5. Does fear of crime inhibit you from engaging in any of the following activities:
 - (a) walking to shop
 - (b) walking for recreation
 - (c) going out at night alone (or with someone)
6. Does fear of crime cost you money for:
 - (a) locks and gates
 - (b) mobile transportation instead of walking
 - (c) special lights
 - (d) dogs
 - (e) other
7. Do you know any policemen in your neighborhood?
8. If yes, when did you get to know him (them)?
9. How did you get to know them?
10. Are you aware that there have been more or fewer police in your neighborhood lately?
11. Is there any one crime which bothers you more than others? (List 10 to 12 possibilities)
12. Are you aware of any special police efforts to do something about this crime?
 - (a) Am aware
 - (b) Am not aware
13. Has your attitude toward the police changes in the last two years?
 - (a) Changed
 - (b) Not changed
14. For better or worse?
 - (a) Better
 - (b) Worse
15. Why?
 - (a) Found them responsive or unresponsive to calls
 - (b) Heard one speak to a group and formed a negative/positive impression
 - (c) One called and made negative/positive impression
16. What is your (spouse' s) occupation? (code against census list)

The questions would be asked by interviewers over the telephone, and the evaluator would code results, prepare cross-tabs and tables, and develop a summary which would assist both in the evaluation of the extent to which the public was aware of the program and experienced some impact from it, as well as in evaluation of the extent of reported versus actual victimization.

E. Specific Measures of Effectiveness

1. The Nature of the Specific Measures: What is Present, What is Missing, and Why.

The previous sections in this chapter have discussed the general purposes of the evaluation process. They have identified a number of methods and techniques which can be employed across the board in the evaluation of all of the Concentrated Crime Reduction Programs in the urban counties of Maryland. These methods or techniques can generally be

applied without regard to the target offense, the target area of the County, or the specific methods that will be employed to achieve the crime reduction objective. These techniques will provide evaluation personnel with an understanding of the accomplishments of the program insofar as that can be conveyed through general statistical data, judgment and other forms of descriptive information.

The material contained below is designed to elaborate on the findings that have been developed from the common measures of effectiveness through the use of statistical data and descriptive information that will specifically relate to the program in each county, on a county-by-county basis.

These hard data are selected from the wide universe of available data because of their presumed utility to the conduct of the evaluation. It should be emphasized that much of the data may well have immediate or long-range operational utility, but that its purpose is not operational. Its purpose is to help determine how well the program met its objectives.

Further, it should be clear that the evaluation effort will be a large one. If the evaluator is to complete his task in a reasonable amount of time, he must be selective about information. He must strike that balance between so much data that he is swamped by inconsequentiality and insufficient data to permit him to draw any other than the grossest kinds of conclusions. It is essential to know whether crime goes up or down in the target and control areas and in the county. It is essential to know whether crime went down in those areas most intensively patrolled, or where alarms were installed, or where other activity was concentrated. It is essential to know, if target hardening is an objective, whether forcible entries decreased, either absolutely or is a proportion of total entries. It is not essential, usually, for the evaluator to know whether forcible entries were with a credit card, a crowbar, or dynamite, although that may be important information in making a case and in subsequent operations of various kinds. In some cases, therefore, there has been a deliberate decision to exclude some kinds of information not deemed necessary for evaluation. It is not possible here to list all items left out for this reason. On the other hand, it cannot be assumed that because an item of information is missing, it was thought not important for the evaluator to have it. It would have been extremely helpful to have a full and complete breakout of all land uses by types of structure, by numbers of types of structures, and by location within the target area. That could have come from good land use maps for all target areas, but those are not available and not likely to be available in the course of the project. As a substitute, generalized land use maps may be used, along with census data on numbers of residential households. It would have been most help to have precise census data for each year from 1971 through 1973 rather than estimates, and it would have been helpful to the evaluator to have such census data available to him throughout the life of all projects, but unfortunately only estimates are available. It would have been most helpful to have had all crimes in the target, control and county areas plotted by census tract and correlated therefore in any of the Maryland

jurisdictions at this point, although progress is being made toward that end in the District of Columbia and Alexandria has that kind of data. The techniques are available, and that effort ought to go forward quickly so that perhaps in the last year of these projects, those kinds of data will become available. That effort is not, of course, a part of this evaluation.

Detailed profiles on all offenders are, of course, fairly available from police and court records, but the measurement of the impact on potential as well as actual offenders of the activities undertaken under these projects is not available. A survey of those arrested would provide a very limited sample of the universe of offenders, given that arrests comprise only about 20 per cent of reported offenses. It would, therefore, be unreliable for that reason, if for no other. A survey of potential offenders is impossible, unless one believes the entire population to be the appropriate universe to be sampled.

These latter kinds, of data, then, are omitted because there is no realistic expectation that they can be made to be available in any way during the life of the project. They would have been valuable and their absence will need to be carefully noted by the evaluator when he writes his reports.

2. Relations of Objectives and Sub-Objectives to Specific Measures for Each Program

Objectives and sub-objectives have been set forth above in IV for each of the four urban county programs. In the immediately preceding sections of V., general measures of effectiveness or general descriptive background materials have been set out. The relationship of the specific objectives and sub-objectives of each program to the specific measures to be used for each program now needs to be set forth. This is, to some extent, the task of the evaluator and cannot be specified fully in advance. At the same time, the evaluator needs a clear conception of the probable nature of the relationships between objectives and measures as seen by the designers of the evaluation methodology.

On the following page is a matrix which lists all the objectives on one axis and all the possible measures contributing to an understanding of how well or poorly those objectives were achieved on the other. The objectives and sub-objectives are identified either in terms of their applicability and to all programs or to individual ones. A key to understanding the letter identification is at the bottom of the matrix.

This matrix contains seven objectives, with several sub-objectives for each of the seven, and measures from A. through Q., or 17 measures. These measures are in most cases aggregated. Several subsets of the matrix could be made, with one each for each county, and with all the still more detailed breakouts for each measure. That has not been done here, because it is not necessary. On such a matter as offense characteristics, for example, one would want to

know not only how many, and where, how many apprehensions and who was apprehended, but also more detail as to how the offense was reported and by whom, how the apprehension was made, the detailed time sequence from report to apprehension, including apprehension times. Since it is clear that apprehension times in detail are part of the more general response time measure, the evaluator can make the necessary further detailed relationships himself.

All measures include data, of course, on the target offense in the target area, control area(s) and contiguous area(s).

It should be noted that Measure Q., Extent to Which Crime Was Displaced, is a very important one. A target area was chosen or will be chosen for each project, along with areas immediately adjacent or contiguous to determine the extent to which there might occur displacement of the crime from one area to another as a result of concentration of resources. In addition, it is important to pick an area some distance away, a non-contiguous area of similar characteristics, for comparative purposes in the course of the project. In the case of all four projects, it may be necessary to obtain data from a neighboring jurisdiction for the purpose of measuring displacement across jurisdictional lines. Data is easily available, for example, from the District of Columbia by census tract and/or reporting area for the Fifth, Sixth and Seventh Police Districts all of which adjoin Prince George's County, and may include areas along the target area.

In many cases, it may initially be difficult to see the relationship of the Prince George's program, which is aimed at robbery reduction, to such matters as alarm installation and locks and lights. Since the prime focus of the program is on commercial robbery the first year, however, many of these aspects of measurement, which would appear to be more appropriate for a burglary program, are in fact appropriate for the commercial robbery program emphasis.

END

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