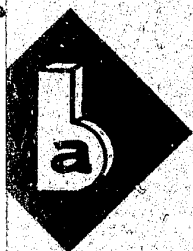FINAL REPORT

TRI-CITY IMPACT PROGRAM

SW/76C/5b/0067

BARTELL

ASSOCIATES, INC.

P. O. BOX 944 ● STATE COLLEGE ● PA 16801

FINAL REPORT

TRI-CITY IMPACT PROGRAM

SW-76C/5b/0067

TABLE OF CONTENTS

INTRODUCTION

The first priority of the Tri-City Impact Program, as stated in the application for subgrant, is to reduce the current level of person to person crimes. Those crimes have been operationally defined for this project as rape, robbery, assault and burglary.

The major goals of the program, now in its third year of funding, are:

1. The reassignment of four detectives to the Impact Program detective unit. The major function of this unit is to investigate and clear crimes of violence, e.g., rape, robbery, assault, and burglary.

2. The reassignment of four police officers from the three communities to a foot patrol unit to achieve a greater degree of police visability and accessibility in the designated high-crime areas of the three communities.

3. The reassignment of two police officers from the three communities to specialize both in formal and informal juvenile crime problems.

4. Progression towards the centralization of police communications and police record keeping for the Tri-City Area through a centralized center located in New Kensington.

5. The reassignment of an Impact Program Coordinator who will have the direct day to day responsibility for the

functioning of the Impact Program under the policies and supervision of the three Chiefs of Police, the three Mayors, and the Governor's Justice Commission.

6. The provision of police officer training, both basic and inservice, especially as it applies to crimes generally of a violent nature; with both the apprehension and the prevention of this type of serious crime.

7. Maintenance of the high-intensity street lighting in designated high-crime areas of the three communities.

8. The continued informal and increased formal cooperation between the Tri-City communities as indicated in the municipal police cooperation agreement.

This report contains Bartell Associates, Inc.'s evaluation of, conclusions about, and recommendations for the Tri-City Impact Program. The evaluation process undertaken by BAI follows as closely as possible the twelve areas of concern detailed in the subgrant application. Although many of these overlap they will each be addressed in the remainder of this report.

U C R

NEW KENSINGTON

CRIME TYPE   DATES

	JULY '75 - DEC. '75			JAN. '76 - JUNE '76		
	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CLEARED	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CLEARED
RAPE	1	0	0	4	1	25%
ROBBERY	14	6	42.8%	11	0	0
ASSAULT	29	8	27.5%	28	14	50.0%
BURGLARY	76	21	27.6%	56	10	17.8%
TOTAL	120	35	29.1%	99	25	25.2%

	JULY '76 - DEC. '76			JAN. '77 - JUNE '77		
	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CLEARED	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CLEARED
RAPE	2	1	50.0%	6	0	0
ROBBERY	9	5	55.5%	12	3	25%
ASSAULT	21	11	52.3%	14	4	28.5%
BURGLARY	82	15	18.2%	69	5	7.2%
TOTAL	114	32	28.0%	101	12	11.8%

3

U C R

TOTAL

NEW KENSINGTON

JULY 1975 - June 1977

CRIME	NUMBER ACTUAL	NUMBER CLEARED	PERCENT CLEARED
RAPE	13	3	23.0%
ROBBERY	46	14	30.4%
ASSAULT	92	37	40.2%
BURGLARY	283	51	18.0%
TOTAL	434	105	24.1%

U C R

ARNOLD

CRIME TYPE   DATES

JULY '75 - Dec. '75

CRIME TYPE	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED
RAPE	0	N/A	N/A	0	N/A	N/A
ROBBERY	1	0	0	1	0	0
ASSAULT	3	0	0	4	2	50.0%
BURGLARY	12	3	25.0%	9	2	22.2%
TOTAL	16	3	18.7%	14	4	28.5%

JAN. '76 - June '76 (columns 4-6 above)

JULY '76 - Dec. '76 / JAN. '77 - June '77

CRIME TYPE	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED
RAPE	0	N/A	N/A	0	N/A	N/A
ROBBERY	0	0	N/A	0	0	N/A
ASSAULT	3	3	100%	3	2	66.6%
BURGLARY	18	1	5.5%	19	2	10.5%
TOTAL	21	4	19.0%	22	4	18.1%

U C R

TOTAL

ARNOLD

JULY 1975 - JUNE 1977

CRIME	NUMBER ACTUAL	NUMBER CLEARED	PERCENT CLEARED
RAPE	0	N/A	N/A
ROBBERY	2	0	0
ASSAULT	13	7	53.8%
BURGLARY	58	8	13.7%
TOTAL	73	15	20.5%

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LOWER BURRELL

CRIME TYPE   DATES

	July '75 – Dec. 75			JAN. '76 – JUNE '76		
	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED
RAPE	0	N/A	N/A	0	N/A	N/A
ROBBERY	1	0	0	3	2	66.6%
ASSAULT	7	4	57.1%	4	3	75.0%
BURGLARY	35	1	2.8%	21	6	28.5%
TOTAL	43	5	11.6%	28	11	39.2%

	JULY '76 – Dec. '76			JAN. '77 – JUNE '77		
	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED
RAPE	0	N/A	N/A	0	N/A	N/A
ROBBERY	2	2	100%	3	0	0
ASSAULT	7	7	100%	2	2	100%
BURGLARY	26	23	88.4%	25	6	24.0%
TOTAL	35	32	91.4%	30	8	26.6%

7

U C R

TOTAL

LOWER BURRELL

JULY 1975 — JUNE 1977

CRIME	NUMBER ACTUAL	NUMBER CLEARED	PERCENT CLEARED
RAPE	0	N/A	N/A
ROBBERY	9	4	44.4%
ASSAULT	20	16	80.0%
BURGLARY	107	36	33.6%
TOTAL	136	56	41.1%

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TOTALS FOR THE THREE CITIES

OF

ARNOLD, LOWER BURRELL, AND NEW KENSINGTON

JULY 1975 THROUGH JUNE 1977

CRIME TYPE   DATES

	JULY '75 – DEC. '75			JAN. '76 – JUNE '76		
	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED
RAPE	1	0	0	4	1	25.0%
ROBBERY	16	6	37.5%	15	2	13.3%
ASSAULT	39	12	30.7%	36	19	52.7%
BURGLARY	123	25	20.3%	86	18	20.9%
TOTAL	179	43	24.0%	141	40	28.3%

	JULY '76 – DEC. '76			JAN. '77 – JUNE '77		
	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED	NUMBER ACTUAL CRIMES	NUMBER CRIMES CLEARED	PERCENT CRIMES CLEARED
RAPE	2	1	50.0%	6	0	0
ROBBERY	11	7	63.6%	15	3	20.0%
ASSAULT	31	21	67.7%	19	8	42.1%
BURGLARY	126	39	30.9%	113	13	11.5%
TOTAL	170	68	40.0%	153	24	15.6%

EVALUATION

The following pages contain the evaluation process and the findings for each of the twelve areas of concern. First, the area of concern is stated and then a discussion of the procedure used to evaluate it is detailed together with the analyses and findings.

> Area of Concern: The reduction, if any, in the person to person major crime rate both in the individual communities and as an aggregate.

In order to assess the reduction, if any, in the person to person major crime rate an examination was made of the Uniform Crime Reports as submitted to the State by the three cities from July of 1975 through June of 1977. For exaamination purposes this period was broken into four (4) six month periods. The charts of the following pages detail for each crime type the "actual" number of crimes, (as opposed to "reported" crimes), the number of crimes cleared by arrest or by exceptional means, and the percentage of crimes cleared. This is done for each of the crime types of concern as well as for the total.

An examination of the statistics for New Kensington, breaking the time frame into two (2) one-year periods, from July 1975 through June 1976 shows a variance from crime type to crime type. For Rape there is an increase from 5 to 8 (however these figures are still low). For Robbery there

was a decrease of 4 crimes, from 25 to 21. Assaults show a
marked decrease from 57 in the first year to 35 in the
second. Burglaries show an increase of 19, from 132 to 151.
For all crimes there is only a difference of 4, 219 for the
first year to 215 the second. Also, as can be seen, there
are no trends quarterly, except that for the fourth quarter
(Jan. 1977 through June 1977) the crime of Assault varied from
the other three quarters of the two year period. (14 as
oppossed to 29, 28 and 21).

From these figures it can be seen that there has been no
visable reduction in the person to person crime rate for the
city of New Kensington, but that it has instead been main-
tained at approximately the same level for the past two
years.

The City of Arnold statistics show a trend only in the
area of Burglary where there is an increase of 16 from the
first year to the second, from 21 to 37. All other
catagories are maintained on a fairly level plane. Totally,
the increase from the first year to the second is accounted
for in the Burglary category. Arnold, therefore, is also
showing a maintenace stance for its person to person crime
rate.

Lower Burrell shows no trends in its statistics either
quarterly or yearly in each of the crime categories or totally.

11

Here also the crime rate shows a fairly constant level over the past two years.

As an aggregate there also is no visable trend either upward or downward for the total person to person crimes. An examination of the Total For The Three Cities chart does show a negative slope (although slightly for the first three quarters) for the crime of Assault. However, increases in the other three categories negate its effect on the total.

Based upon the Uniform Crime Reports statistics as presented there is no visible definitive trend for the crime rate of person to person major crimes either individually or as an aggregate. A review of the actual reports submitted to each police records section was also conducted and each confirms the findings. The figures are in almost every case identical.

Area of Concern: The clearance rates of person to person major crimes.

Also contained in the preceding charts are the number of crimes cleared and the corresponding percentage of crimes that were cleared in each crime category over the two year period. Examination of these figures and the resultant graphs on the following page show a basic positive slope through the first 18 month period with a steep negative slope occurring during the last six months.

A comparison of the total clearance rates for the three

CLEARANCE RATES
BY PERCENTAGE
FOR FOUR SIX MONTH PERIODS
JULY 1975 - JUNE 1977

BARTELL ASSOCIATES, INC.

ARNOLD

LOWER BURRELL

Assault July 75 - June 77

NEW KENSINGTON
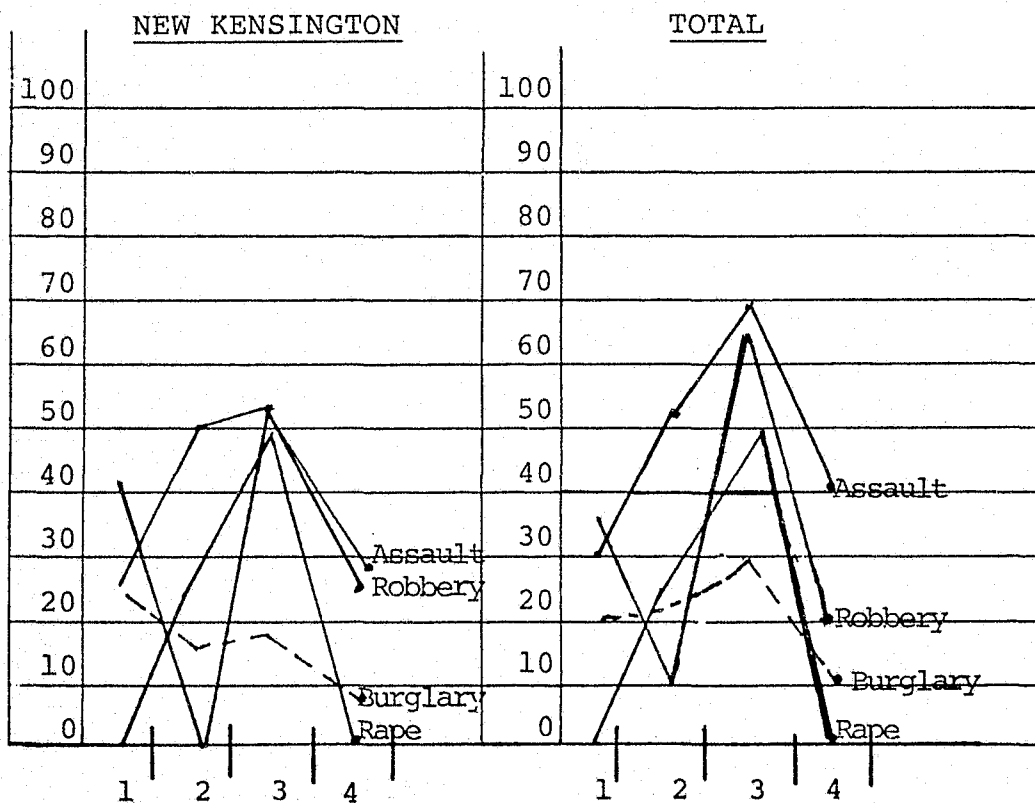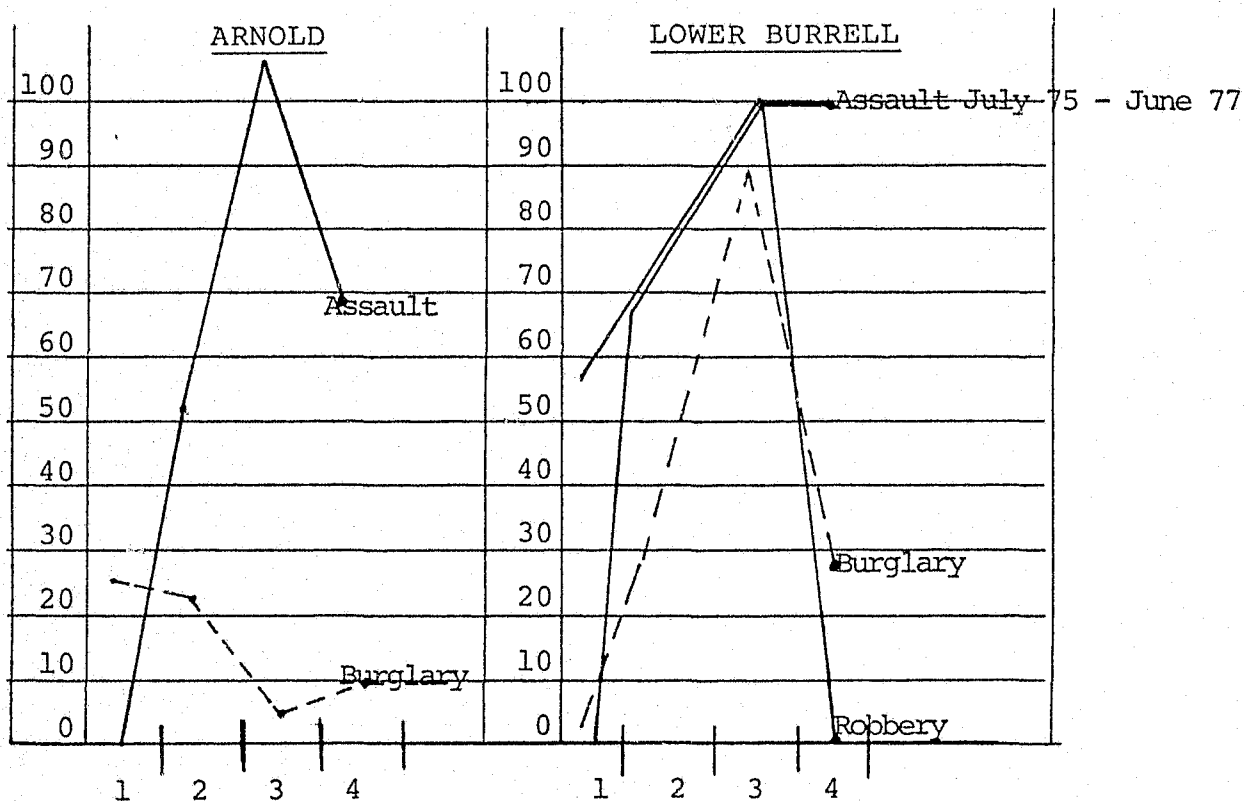
TOTAL

cities with that of the state as a whole for the year 1976 is contained in the chart below.

COMPARISON OF 1976 CLEARANCE RATES

FOR THE TRI-CITY AREA WITH TOTAL PENNSYLVANIA

CLEARANCE RATES FOR RAPE, ROBBERY, BURGLARY

AND ASSAULT

CRIME	TRI-CITY	PENNSYLVANIA
RAPE	33.3%	66.0%
ROBBERY	34.6%	33.8%
ASSAULT	59.7%	63.4%
BURGLARY	26.8%	18.7%

As can be seen in the chart the Tri-City Area is about equal with Pennsylvania communities as a whole in both Robbery and Assault. For Rape the Tri-City area is somewhat lower. However, this figure taken alone can be somewhat misleading due to the fact that there were only eight (8) rapes in the Tri-City and the addition of one in either crimes or clearances column will have a substandard effect.

In the Burglary category the Tri-City area shows a considerably higher clearance rate than the Pennsylvania average.

Overall these figures show the Tri-City area in line with the state norms and even somewhat higher in the Burglary category. However, there does appear to be a decrease in this

area for the period beginning in January, 1977. The

reason for this decline is not apparent at this time.

> Area of Concern: The degree of positive working
> relationships between the operational and super-
> visory staff of the three communities, police
> departments and elected officials.

Based upon interviews with pertinent police officers and

officials and through observation of the working relationships

as well as discussions with non Tri-City officers it is the

opinion of this evaluation that there is a good degree of

positive working relationships between the three cities. The

original problem of responsibility between designated Tri-

City officers and non Tri-City officers has been overcome

completely and now the Unit has become an accepted, and even

relied upon, division of each department.

Formally, there is an open administrative meeting with

the Chiefs of Police and Mayors from each city attending every

three months. However, the unofficial meetings are held much

more frequently. On an operational level the interaction is

a continuing process and it is not uncommon for the supervisory

operations personnel to be in contact weekly or even daily. An

example of this type of activity was recently displayed in a

Rape case in which the cities of Arnold and New Kensington,

primarily, established stakeouts and patrols, at times utilizing

non-designated officers in a joint effort.

Another indicator is the assists that one police depart-

ment gives to another in terms of back-up assistance etc. Although the

evaluator was unable to obtain the total actual number of assists

it was stated that there is a fairly high number of assists from one department to another, but that due to manpower availability, New Kensington usually provides the assistance requested.

One other indication of cooperation and good working relationships can be seen in the programs and activities being conducted by the Impact Program staff which is starting to spread into surrounding communities. One example of this would be the In-Service Training Program in which an effort was made to reach outlying communities. Of the thirty training needs questionnaires sent out, fifteen responded and four attended a meeting to discuss its inception. This was in addition to the three cities of Arnold, Lower Burrell, and New Kensington.

Generally speaking then it can be said that a positive working relationship exists between and among the three cities and that from all indications there is no reason to expect any deterioration in this area in the forseeable future.

> Area of Concern: The degree of visibility and positive citizen support for the function and operation of the Impact Unit.

A random survey was conducted in the three communities by telephone. The survey questionnaire is contained on the next pages. The questions are aimed at gathering the opinions about the Tri-City project from people contacted. Also, a fear index set of questions is included in order to assess the fear of crime in the community, which is another "area of

concern". This will be discussed further in later sections
of this report.

The questionnaire was administered to one hundred in-
dividuals selected at random throughout the three cities. The
results of the questions on visibility and positive citizen
support are contained within the questionnaire and are pre-
sented in percentage form. For example, of all the people
spoken to, thirty-three percent were male and sixty-seven
percent were female. The direct questions relative to this
area of concern are numbers 7, 8, 9, 11, 12, 13, 14, 15, and
16. By examining the responses to these questions it can be
seen that the visibility of the foot patrols and of the light-
ing project are quite high, while the Detective Unit and Juvenile
Unit are considerably less visable. This is not an unusual situation
in that a support division of a police department is often
less visible than the addition of a street-oriented unit such as
the foot patrol officer.

In the area of support, all response percentages were
quite high in support of the project concepts and functioning of the
units. As can be seen, seventy percent or more were favorable
in all categories.

One question, number 10, was a limited attempt at
gaining some insight into the satisfaction of victims with the
service of the police in handling incidents of crime. It must
be cautioned that no generalizations can be made from this
information and is only presented for management use and consid-

eration. Of the small percentage (16%) of the sample that responded that they were victims of crimes (these ranged from major burglaries to the theft of a garbage can), 81% of these people reported the incident. Of those who reported it, less than half (46%) stated that they were satisfied with the handling of the case. From this, it is suggested that a closer look at the situation be taken by management personnel. Again, because this is such a limited number, no conclusions can be drawn. Many variables could have an effect on the responses gathered, for example: being a victim of an un-solved crime or having a case proceed to court with an unfav-orable disposition. These are just two reasons a citizen may carry a poor impression of a police department.

In summation then, it can be stated that of those people spoken with, the general attitude is a positive one for the Impact Project.

TRI CITY CITIZEN OPINION QUESTIONNAIRE

Person spoken to is MALE _33_ FEMALE _67_

1. What do you consider to be the most serious law enforcement problem in your area?
    Robbery _13_ Traffic _13_ Vandalism _27_ Burglary _4_ Juveniles _14_
    Drugs _7_ None _17_ Other _5_

2. Is this a common problem?
    Yes _78_ No _5_ DK _5_ NR _12_

3. Do you use the downtown areas of Arnold or New Kensington for shopping, recreation, or the like?
    Yes _77_ No _23_ DK _0_ NR _0_

4. Would you say that you have used the downtown area more or less in the past three years than previously?
    More _18_ Less _52_ Same _26_ DK _1_ NR _3_

5. Are there times when it is not safe to travel alone in downtown Arnold or New Kensington?
    Yes _56_ No _42_ DK _2_ NR _0_

    When? _All yes responses stated evening or night._

6. Do you carry any type of weapon when you do go downtown?
    Yes _14_ No _83_ DK _0_ NR _3_

    What? _Knife-5, Hatpin-2, Mace-2, Other-5_

7. Were you aware that foot patrols are being used in the downtown shopping districts of Arnold and New Kensington?
    Yes _63_ No _35_ DK _10_ NR _0_

8. Do you feel that a walking policeman is helping to reduce crime in these areas?
    Yes _87_ No _3_ DK _10_ NR _0_

9. In your opinion, is the new lighting in the downtown area helping any to decrease the crime there?
    Yes _72_ No _12_ DK _14_ NR _2_

10. In the past three years have you or has anyone in your household been the victim of a crime?
    Yes _16_ No _84_ DK _0_ NR _0_

    What was it? _Robbery-3, Burglary-5, Vandalism-4, Theft-4_
    Did you report it to the police? Yes _81_ No _19_
    Were you satisfied with their handling of the case? Yes _46_ No _54_

11. Have you heard of the Tri-City detective division?
    Yes_91_No_2__DK_7__NR__0_

12. Do you think that the sharing of detectives by the three
    cities is a good idea?
    Yes_91_No__2_DK_7__NR__0_

13. Are you aware of the Tri-City Juvenile Officer that exists
    for the three cities?
    Yes__44_No_52_DK_3__NR_1__

14. Do you think that a Juvenile Officer working with the
    young people of the community is helpful in reducing crime?
    Yes_79_No_11_DK_8__NR_2_

15. Do you think that there should be additional cooperation
    between the three cities of Arnold, New Kensington, and
    Lower Burrell in the future in terms of police services?
    Yes_84_No_10_DK_6__NR_0_

16. Generally, are you satisfied with the present level of
    police service being provided in your community?
    Yes_79_No_15_DK_6__NR__0_

Area of Concern: Comparative crime rates before and after the installation of high-intensity lighting in high crime areas.

Crime rate statistics prior to installation of the high-intensity lighting, 1972 and 1973, were found to require an inordinate number of hours to retrieve from the files. Identification of the specific locations required Impact personnel time and it was determined their time was more valuable if spent on line functions. Due to this reason, no objective data is available at this time.

It was frequently stated that "the lights are having a positive effect on the crime rates in the downtown areas". These statements were made by policeman, citizens and business-man alike. It is suggested that the appropriate records could be gathered and an objective analysis be made at a future date when there is time to accomplish the task without taxing normal operations.

Area of Concern: A study of the epidemiology.

The epidemiology, that is the who, what, when and where of the crime types is handled by the project coordinator by way of a monthly "Crime Analysis". This report contains, by the month: Reported Crimes, Response Time by Part I Crimes (except that Rape is clouded by the use of the term Sex Crimes and includes all sexually-oriented crime, some of which are actually Part II UCR crimes), Clearances, Peak Hours by crime, Peak Days by total logged dispatched calls, Vandalism in the High Crime Area, and Domestic Calls by shift. This format is used only for New Kensington. Arnold and Lower Burrell do submit

21

this information to the Tri-City Records office but it is not tabulated. The reason given for this is that the number of crimes occurring in these two cities does not warrant the formalizing of the report procedure. While this is probably quite valid, it is suggested that in the future a new, simple, standardized report form be developed and used. This will allow for the complete standardization of this type of information being made available to the records office.

The formal processing of this information to the detectives on a regular basis is by their receiving a copy of the analysis each month. Also, this information is discussed at regular meetings of the detective unit. In addition a basic pin map procedure is followed for areas of crime activity. Also used is an informal MO file that is used to distribute information when it is deemed necessary.

Area of Concern: A study of dispositions.

Although an early effort was made to gather this information by the evaluator it was unavailable in time for this report. The information is being gathered by the Tri-City records officer and is included in the Refunding Application being submitted for fourth year funding.

Area of Concern: A study of the liaison developed by the Detective Unit with the Courts.

In order to assess the liaison developed by the Detective Unit with the Courts, interviews were conducted with a member of the District Attorney's Office, both Magistrates having jurisdiction, and three county judges, including the President Judge.

22

As a result of these interviews the following points and conclusions are given:

- The Tri-City officers and personnel seek the advice of the District Attorney's Office in criminal matters. In important cases contact frequency may be every day.

- The demeanor and testimony of the Tri-City officers is generally better than the average officer.

- Their cases are more quality-oriented than quantity-oriented.

- There is a good working relationship between the courts and the Tri-City officers. The information flow and exchange is good.

- There are fewer cases lost now by the Detectives due to technical mistakes than prior to the program's beginning. In fact, there are very few technical mistakes made presently.

As a result of this type of information being given to the evaluator by people who work on a daily basis with the Tri-City Detective Unit it is a reliable conclusion that the liaison developed with the courts is productive, professional, and enhances the quality of law enforcement in the Tri-City area.

Area of Concern: A study of fear of crime in the community.

Through the telephone survey discussed previously, the fear index questions present a picture of some fear of crime, in the minds of the citizenry. Better than half (56%) stated that it is not safe to travel at night alone in the downtown areas and that 52% of the people use the downtown area less

than three years prior. (This may in fact be due to economic reasons.) A small percentage (14%) stated that they carry some type of weapon when they do go downtown.

However, when asked for the most serious law enforcement problem only 17% stated Part I crimes. (Robbery-13% and Burglary-4%.) The most stated problem was vandalism (27%). A complete breakdown is contained in the questionnaire section of this report.

In addition to this, interviews were conducted with New Kensington Taxi Company personnel to determine if there has been any increase in the usage of the downtown area. According to information received there has been no increase over the past three years in the number of fares they have going into the downtown area.

> Area of Concern: A study of increased overall usage
> by citizens of the high-crime area to indicate
> less fear of crime or possible increased incidents
> of crime.

The responses to the questions asked of people about their usage of the downtown area seem to indicate, as discussed previously, that people do use the downtown area but less frequently than three years ago. However, 18% stated they use the downtown area more now than previously and 26% stated they use it the same amount as in the past.

From this sampling, no strong conclusions can be drawn about the usage of the downtown area, but the fairly close

24

percentage split between "less" at 52% and "more" and "same"
combined for 44%, coupled with the response of 50% of the busi-
nessmen asked that business activity has increased, does show
some indication of increased usage of the downtown area.

In addition, store owners and managers were interviewed
in order to assess the level of usage of shops and stores in
the high crime areas, the changes, if any, in the hours of
business and the openings or closings of businesses in the
downtown business district. The survey questions and the re-
sponses to them, in percentages, are contained on the following
pages.

As can be seen from the responses, the attitude of the
people interviewed toward the various phases of the Tri-City
project was an overall positive one. A majority, 64.2%, of
the hours remained the same while 14.2% expanded their hours
and 21.4% shortened their hours over the past two years. Also,
50% of the people responding stated that business activity
has increased, 21.4% said that it at least remained the same,
while 28.5% said that it had decreased. These two figures show
a somewhat positive effect from the program.

BUSINESS SURVEY

1. Have you expanded or shortened your hours of business

    over the past two years?

    (a)   Expanded   14.2

    (b)   Shortened 21.4

    (c)   Remained the Same 64.2

2. Do you know of any stores have:

    (a) Gone out of Business 11.1 None 88.8

    (b) Moved from Town   0   None 100

    (c) Opened in Town   21.4 None 78.6

3. Has business activity downtown increased or decreased

    in the past two years?

    (a) Increased 50.0

    (b) Decreased 28.5

    (c) Remained the Same 21.4

4. Is there a problem with groups gathering in front of

    stores bothering customers?

    Yes 21.4

    No   78.5

5. As far as you know, how often in a day does a foot patrol

    officer pass by?

    3-4   35.7   8 or more   42.8

    5-8   14.2   DK   7.1

6. Do you feel that your community is generally a safer place to live and work in now than it was three (3) years ago?

Yes __64.2__   DK __14.2__

No __14.2__   The Same __7.1__

7. Do you feel that the new lighting is having a positive effect on crime here?

Yes __64.2__   DK __14.2__

No __21.4__

8. Is the walking Policeman having an effect on crime?

Yes __78.5__   DK __14.2__

No __0__

9. Generally, are you satisfied with the present level of police service in the community?

Yes __85.7__

No __14.2__

The other responses to the questionnaire are self-explanatory, with the general attitude being positive toward the program and its results.

Area of Concern: The ability of Impact personnel to put the training received to use.

The ability of Impact personnel in utilizing training they received is focused upon in the following paragraphs. To gain an insight in this area, Bartell Associates, Inc. representatives conducted on-site interviews with Impact personnel and their supervisors. Attitudes of the designated personnel were extremely high toward the quality of training received. Quantity of training was felt to be at an acceptable level, but all personnel expressed concern for additional training sessions.

Examples of training received and how it is put to use is discussed in general terms. Fingerprint and composite drawing training was provided for all investigative personnel in the project. The result finds that all are technically capable in providing this facet of investigation. This knowledge negates a need for specialization in the course of general investigations, thus provides efficient and effective use of allocated manpower. Instruction in Rules of Evidence have influenced a decline of case loss in court. Case success is often determined by initial contact with a suspect and when Rules of Evidence are ignored or not known, presentation of a case is of little value. Impact officers success rate has improved in this area since inception of the project. This

conculsion is substantiated by interviews with District

Attorney staff members, Magistrates and County Judges who

handle cases originating in this jurisdiction. Obvious

results of training provided lie in the juvenile and crime

prevention areas. Both subjects are interfaced by Impact

personnel, as well it should be, in everyday activity

to special programs sponsored by personnel.

Specific examples are:

- Bike registration Safety Program.

- A minimum of three visits to each school
  within Tri-City jurisdiction each year
  for structured instruction.

- Radio and television exposure, on a
  regular basis, for programs.

- A Standards, Policies and Procedures
  Manual for handling juveniles in the
  Tri-City Project.

The preceding information concerning training indicates

a maximum use of exposure in this area. All specialized

instruction afforded Impact personnel appears to be capital-

ized upon by them.

Area of Concern: A study specific enough to ferret
out crimes which under U.C.R. definitions do not
instill fear in the citizens and those which do.
Also to scrutinize the planning of the two-phase
approach outlined on page 4a of the subgrant
application.

A review of the crime statistics for the three areas shows

a continuing need for effort on the four target crimes of Rape,

Robbery, Assault, and Burglary. These four crimes accounted

for approximately twenty-three (23) to thirty (30) incidents

per month over the past two years. This translates to approx-

imately one per day for the three cities. Of these crimes, a large number, the majority in all six-month periods discussed previously, are Burglaries. Assaults are the next most frequent crime, followed by Robbery and then Rape.

A crime of concern to citizens, from the survey conducted, is vandalism. Of those people questioned, 27 percent responded that vandalism was "the most serious" law enforcement problem in their area. Another concern was traffic and another was juveniles.

The four target crimes were mentioned somewhat frequently and accounted for 17 percent of the responses. This gives an indication that the citizenry do not feel secure from these crimes and they do instill fear. In addition, many people responded there are times when it is not safe to walk the streets. This demonstrates a concern for personal safety. From these types of responses it would seem that emphasis should be continued to be placed on person-to-person crimes in the future.

It should be noted that the operation of the Tri-City officers, due to the numbers of crimes, the close cooperation and communications between the Impact Unit and the rest of the police department, there is no strict dividing line between cases that the Unit will or will not assist in. Therefore, a major theft case may in fact be investigated by the Impact Unit if deemed a sufficient need.

Because of this communication and cooperation, the time frame for changing from investigation of all Part I crimes to only the four target crimes seemed to be completed with little effort. Actual time required, was much less than the six months assumed necessary. As previously stated, there are in fact times when the change-over to a non-target crime investigation is done with only a phone call or request. The key to this is the good cooperative working relationship the Detective Unit has with the rank and file of the three police departments as a whole.

CONCLUSIONS

Based upon the information collected by this evaluation process the following conclusions can be drawn about the ar third year of the Tri-City Impact Program:

- The goal of a reduction in the number of person to person crimes, ie., Rape, Robbery, Assault, and Burglary has not been met. Instead, from the statistics available there seems to have been a maintenance of the number of crimes. From July 1975 through June 1976 there were 320 person to person crimes. From July 1976 June 1977 there were 323 person to person crimes, an increase of only 3.

- The goal of increased clearance rates for person to person crimes in the Tri-City communities did in fact occur for the period July 1975 through December 1976. This increase decreased for the last six months, January through June 1977. However the overall clearance rate for the Tri-City area is the same or above the average for all Pennsylvania communities in 1976.

- The degree of positive working relationships between the Tri-City communities appears to be quite high. There is no apparant reason why this should change in the near future.

- The degree of positive citizen support is high for the functioning of and concepts behind the Tri-City project.

- The formal epidemiology employed by the Tri-City personnel is minimal. The records that are kept for time, place and date, etc. are only tabulated and distributed to New Kensington Detectives from the records center. However, the number of crimes seems not to warrant a major use of epidemiological techniques, and information about the occurrences of crime does get distributed because of the close working of the unit.
    It is recommended that a standardized format be instituted so that area-wide statistics can be distributed to all departments.

. The goal of good liaison between the Detective Unit and the Courts seems to have been met. From responses of court personnel, the Detective Unit functions effectively. The dispositions are not available for the report but an examination of the refunding application, which does contain them, will further clarify this area.

. The goal of a lowered "crime fear level" for the community may be near realization. The closeness of the responses in the fear index questionnaire precludes any final conclusions.

. The goal of increased usage of the downtown area may be realized in the future. However, the responses seem to indicate, as is the case in many cities across the country, the downtown area is only a daytime community and that fear of robberies and assaults keep people away from this area at night.

. The abilities of the Impact personnel to use the training received does seem to have met its projected objective. Efforts to provide training that is valuable to personnel have been successful. The quality and quantity of this component should not be decreased.

. Overall, the general conclusion that can be drawn about the Tri-City Impact Project is it has drawn the three police departments together and cooperation is expanding. The sharing of men and equipment has encouraged the spread of this type of activity, to some extent, in surrounding communities as witnessed by the response to the in-service training questionnaire.

Recommendations

The Tri-City Impact Project has nearly completed three years
of existence. During this time it has established itself as a
functioning unit for each of the three departments. It has
established a solid base for cooperation between the three cities
of Arnold, Lower Burrell, and New Kensington. This goal has
been met and having accomplished this, it is time to start "fine-
tuning" the administrative and operational areas of the unit;
in order to enhance the police service being provided to the
citizens of the three communities.

With this intention, the following recommendations are made:

- The information being reported to the Tri-City
  records officer be standardized and augmented
  so that additional data can be collected for future
  planning and evaluation purposes.

- Further effort should be made toward the central
  records system implementation for the three
  cities. Since little movement has been made in
  this direction the past year, the recommen-
  dation contained in last years evaluation report
  still stands and is included here for review.

After a careful consideration of the situation, it is highly
recommended that a central records system be implemented as part
of the Tri-City Impact Program. There are a variety of reasons
for this recommendation. First, a central records system would
maximize the utility of the communications center personnel. This
is especially true if a central dispatching and communications

center is used by the three cities. (This point is also discussed later in this report.) A central records system would also provide a coordinated F.C.C. control system and an easily accumulated transmission log. It would reduce overhead and the amount of administrative time required by each city. For example, a properly developed central records system could very conceivably cut the amount of time spent preparing Uniform Crime Reports and monthly reports by one-half to two-thirds.

One of the most important aspects of a central records system is that it is also a "Regional Information System" that can be tapped by an officer at any time in any of the three departments via radio communications. This is very important since criminals do not respect jurisdictional boundary lines the way police officers must do. Through a central records system, a regional M.O. file can be established that provides any requesting officer with any trend developments or patterns. Further, a regional identification control system can be established that provides any requesting officer with any trend developments or patterns. Further, a regional identification control system can be established as well as a regional criminal history file for repeat offenders. This information is not available through either CLEAN or NCIC. Through the use of a central records system, a central search capacity is developed which enables each officer to stay on the street rather than requiring them to go to the station to search files.

An additional reason that a central records system is being

recommended is that it will reduce duplication and redundancy of records. As envisioned, a central records system will contain one master name index for all major police department contacts which will then be added to as a single file rather than as three separate and non-coordinated ones.

Another factor is the basic cost savings. It is less expensive to purchase forms in quantity than in lesser amounts for each separate department. Training time and training cost would also be reduced.

A central records system also standardizes and thus enhances the communications flow between and among departments and, therefore, also improves the information exchanged between them.

Finally, a properly designed central records system becomes a "Management Information System" that can be used to determine areas in which regional cooperation has real value and utility. For example, the value of using clearance rates to determine the level of need for a specialist in criminal investigation is very limited since it may not reflect a true need. For example, when determining the need for a criminal investigator, the following types of information would be useful:

- Number of crimes which require follow-up

- Types of crimes committed

- Valid clearance rates

- Valid conviction rates

- Number of investigative units available

36

. Apprehension and prosecution
productivity index, etc.

A well-developed central records system that also provides
management type information will be able to generate the above
type of information quickly and efficiently.

It should be noted here that a functional central records
system is not a compilation of all of the records now in existence
in the three cities. Rather, it is a complete change for all
three departments; a new way of gathering and maintaining
information; a new way of working and, more importantly, it will
provide a better base for management decision-making. With a
properly developed "system," records become a useful and practical
management information tool as well as a valuable field officer
support system.

Because of the importance of this recommendation, Bartell
Associates, Inc. feels that it is necessary to provide some
detailed suggesstions to implement a regional records
system for the Tri-City Area. Although this goes beyond
the requirements of a normal evaluation, it is felt that it is
necessary so that implementation can begin and resources can be·
allocated for this purpose.

For ease of understanding the implementation of a records
system for the Tri-City Area, the implementation steps are
broken out into three separate components: 1) development of
forms, 2) flow development of the forms, and 3) the development
of the filing and retrieval components of the system.

1. Development of Forms

The first component is quite complex and is the most time consuming. The following steps are the recommended process to be taken.

(a) Identify at least one member from each police department to be represented during the design of the system to act as an official task force member, and to be the primary implementer of the system within his department. This individual can be the chief of police or an executive officer assigned to the records function. This individual should have the experience and authority of the department and be able to represent the department's policy in the design of the forms.

(b) Copies of every form currently being utilized by each police department should be collected, including communication forms, field forms, arrest forms, administrative forms, log sheets, cross-index cards and forms, juvenile forms, identification cards, and any other supplemental forms utilized in that police department.

(c) All the forms can begin to be designed at this point in the following order: communication forms, field operation forms, internal support forms, and administrative forms. In designing forms, the following should be taken into consideration.

. The types of activity the police departments are requested to handle. That is, is there a disproportional amount of crimes against property, crimes against persons, missing persons, request for service, etc.

. The type of processing system to be utilized. For example, the following processing systems could

be utilized in the Tri-City
system: field completion to
recorder to central typing
pool; field completion to
direct typing; complaint
officer to mark-sensing card;
handwritten and filed directly, etc.

. The requirements for purge and
storage. That is, will the
information be stored by paper,
microfilm, microfiche, or some
other EDP form such as computer
card or mark-sense card.

. The use of the information to
be obtained from the forms with
special emphasis placed on how
the information is to be retrieved:
manual, EDP, microfilm, etc.

. The method and requirements for
distribution including the number
of duplicate copies or cross-
indices required.

. The level of specialization within
the departments including investi-
gators, juvenile officers, traffic
specialists and others.

. The requirements for management
information for decision-making
purposes such as response time,
cost per investigative case,
investigative units, etc.

. State requirements such as an
offender number tracking system,
UCR requirements under P.L.188,
juvenile requirements, etc.

The design of forms is very important since all the critical

information should be contained on each form so that necessary

information is not forgotten when the individual officer is

under stress. The forms should therefore, correspond to the

new Pennsylvania Crimes Code and Vehicle Code. The form design

39

should also be such that the basic information required on each
form is located in the approximate same location as well as allow
space for specific additional information when required. Finally,
an "Office Use Only" block would be desirable on each core form
so that proper handling can be indicated and civilian personnel
can be used to process the forms.

All of the above points are minimum requirements in form
design for a new central records system for the Tri-Ciy Area. To
further illustrate the above principals of form design, a basic
"General Incident Form" is provided on the following page. As is
evident, a short and long form is included on the same form.
The short form consists of those blocks indicated with a darkened
corner and the long form is the entire form. With proper standard
operating procedures to accompany this form, the information
required in the Crimes Code for each type of crime can be specified
by block number. Also, a section is specified as "Office Use
Only" and contains a series of lettered boxes. These lettered
boxes can be designated for purposes of distribution as a file
name, an individual's name such as chief of police, or a specific
unit such as criminal investigator. Although there are several
unique design characteristics to this form, it should be noted
that it is only one in an entire system of forms. It should
be emphasized that a form by itself will not provide an efficient,
accurate, and secure information system. It is with this in
mind that the reader is cautioned in using the traditional
approach of looking at "forms" from several different police

AI 8

GENERAL INCIDENT FORM

1. Complainant's Name (Reporting Person)	**2. Serial No.**

17. Day, Date Time Occurred ☐☐☐☐☐☐☐ S M T W T F S	3. Complainant's Address	

18. $ Loss	19a. RA	19b. Zone	4. Business Phone	5. Home Phone	6. Race-Sex-D.O.B.

20. Type of Premises	7. Victim	8. Race-Sex-D.O.B.

21. Method used to Commit Crime	9. Victim's Address	10. Municipality
	11. Business Phone	12. Home Phone	☐ _____

22. Weapon or Tool Used	13. Type of Incident	14. Date & Time Reported

Code: W- Witness, P-Parent or Guardian, V-Victim (In addition to block no.7) D-Defendant S-Suspect	15. Location of Incident (Street)	☐ Indoors ☐ Outdoors ☐ Street 16. Code

23. Name	Code	24. Name	Code	25. Name	Code
Address		Address		Address	
	Phone		Phone		Phone

Sex	Race	Age	D.O.B.	Sex	Race	Age	D.O.B.	Sex	Race	Age	D.O.B.
Hair	Eyes		Glasses	Hair	Eyes		Glasses	Hair	Eyes		Glasses
Height	Weight			Height	Weight			Height	Weight		
Clothes				Clothes				Clothes			

26. Arrest or Citation No.	Arrest or Citation No.	Arrest or Citation No.

27. Vehicle Used ☐ Owner/Opr. Item	Lic. No.	State	Year	28. Year	Make	Model	Body Color	Identifying Characteristics

29. Nature of Victim's Injuries	30. Where Treated

31. INSTRUCTIONS For short form fill in only blocks with a black (▶). Use space below as follows:
(1) Continuation of above items; (2) Describe details of incident; (3) Indicate any property confiscated or collected.

☐ FOLLOW UP REQUIRED

ITEM NO.	☐ UNFOUNDED ☐ DEPARTMENT INFO.	☐ GONE ON ARRIVAL ☐ CIVIL MATTER, NO ACTION · ·	☐ SUBJECTS VERBALLY WARNED ☐ DIRECTED TRAFFIC	☐ ARREST ☐ OTHER DEPT. BACK UP

I,_____ , do hereby certify that the information above is true and correct to the best of my knowledge and belief, AND FURTHERMORE agree to prosecute to the fullest extent of the law.

COMPLAINANT'S SIGNATURE _____ Date _____

32. Reporting Officer	No.	33. Status
34. 2nd Officer	No.	35. Supervisor	No.

OFFICE USE ONLY

36. Typed by

37. Copies 3 x 5 | 8½ x 11

38. Distribution		
☐ A	☐ E	☐ I
☐ B	☐ F	☐ J
☐ C	☐ G	☐ K
☐ D	☐ H	☐ L

39. S.R.O. | No.

41

departments out of the system's context. If adopted instead of adapted, the use could lower efficiency of the entire system.

2. Develop Flow of the Forms

Once all forms are developed, the flow of the forms within the system must be designed. The flow of the system encompasses the receiving of the request for service, the completion of the proper forms, the review of these forms for accurate information, the typing and/or duplication of the forms as required, the filing of these forms, the retrieval of these forms, and the eventual purging of the forms. To accomplish this task, it is recommended that a flow diagram for each of the different service requirements be developed, i.e., the flow for handling an accident to completion, citation/non-traffic arrest, complaint with no arrest, complaint with an arrest on a felony charge, etc. Each of these flow diagrams should originate at the point of request as an input and terminate in a specific file.

It is recommended that the flow for the Tri-City Records System be developed on a three number concept. The three numbers would consist of a basic control or serial number that would be recorded on all incoming requests for service, an arrest number that would be recorded on all citation and criminal complaint arrests, and an ID number that would be recorded only once for each individual coming in contact with the agencies. This ID control number would be assigned when an individual is mugged

42

and printed or when an individual has been arrested several times.

Another consideration in the flow process is the control of records completion, duplication, and retrieval. There are several different control systems that could be utilized for any follow-up cases assigned and a sign-out sheet be utilized for any form taken from the central records.

3. Development of the Filing Retrieval and Purge System

The development of the filing and retrieval system is one of the most technical tasks of the design process. It consists of determining what information is going to be needed for management decision-making and for the field officers as well as determining what maximum time frame is required for that retrieval. The following major files are recommended for the Tri-City System.

. General Incident File

This file would contain the original handwritten copy of all the general incidents completed in the field. They should be filed by serial number and should also include founded cases followed up by investigation.

. arrest file - this would contain arrest case files and would be filed by arrest number.

. inactive case file - inactive cases would be filed by the UCR classification number on all cases deemed inactive due to investigation priorities or lack of further leads.

. exceptional clearance file - cases here would be filed by serial number for those cases under the UCR that cannot be cleared by arrest, but

meet all requirements of
"exceptional clearance".

- criminal history file - this file
  would contain cases involving
  the same individual and would be
  filed by agency ID number.

The cross-indices that would be minimally
utilized in the core system would be as
follows:

- A master name index recording
  system to be filed by alphabet
  that includes persons contacted
  by the police department which
  relate to missing persons, warrants,
  cautions on suspects, victims,
  defendants, accused, suspects,
  witnesses, complainants and aliases.

- A UCR file to record the costs of
  stolen and recovered property as well
  as by location and type of crime.

- A suspense file for all follow-up
  investigation status control.

- A cross-indexed control system for
  recovered, stolen, lost and found
  property.

- Communication center control card
  files. (This is a Federal commun-
  ications Commission requirement.)

- Optional files could also be in-
  cluded in the Tri-City system such
  as M.O. cross-index files, location
  by reporting area files, identifi-
  cation, mug and print files, and others.

As can be determined from the above, infor-
mation required, the retrieval time con-
straints, and the method of retrieval,
time will vary depending upon the level of
sophistication built into the system.

Once the forms, flow, filing and retrieval requirements are

developed for the Tri-City Records System, the pahse-in steps

required for implementation can be determined. The Tri-City Records System, as envisioned by Bartell Associates, Inc., has the flexibility of providing a full range of potential cooperation. The simplest form of Phase I cooperation would be to standardize forms between the different agencies, begin a serial number issued by a central communications center, and maintain a decentralized processing, filing and control of records. The second phase toward a regional system would be to have standardized records and maintain a central communications center which would issue a serial number. In addition, a copy of the master name index of each police department would be given to the central communications system. This would enable a field officer from any police department to query central communications concerning information about individuals. A third phase would be to have standardized records, have a serial number issued by central communications, have the master name index information available centrally, and have the processing of all forms performed centrally. The last phase would be a completely regionalized records system. Each Tri-City department would have the same forms, central communications would issue serial numbers, a central pool would process all forms, and finally, there would be central filing and retrieval.

The last step in the development of the Tri-City Records System would include the printing of forms the purchase of required equipment, and the training of staff personnel to operate the system, the supervisors to enforce the system, and the officers who will be using the system.

By following the above step, the Tri-City Records System can be designed and implemented in approximately twelve months. Since this process is a very technical one, it is highly recommended that outside expertise also be utilized in the design and implementation process.

.   A central communications center should be established for the Tri-City communities.

Throughout the above discussion, reference was made to a central communications center. Presently, all three police departments in the Tri-City Area are on the same communication frequency, but maintain independent dispatching with one department using the services of an answering service. From a technical and economic point of view, this present arrangement is highly impractical and should definitely be discontinued and a central communications center established. As with the recommendation for a regional records system, there are many reasons for this recommendation.

First, reference is made in a previous subgrant application concerning central records and communications as is evidenced by the following excerpt.

> "The major goals of the Tri-City Impact
> Program are as follows: ....4. The
> centralization of police communications
> and police record keeping for the Tri-
> City Area through a centralized center
> located in New Kensington."

To date, this goal of the project has not been met for many reasons, but especially because no plan or resources were committed for this purpose. Along with this, there are other reasons a central communications system should be formally

implemented. A communications system is a tool and as such, the most effective variation of it should be utilized. Because of the contiguous nature of the three communities it is seen as very beneficial for all three communities to use the same communications system. It will eliminate any delays caused by radio communications among the three cities and will result in better coordination of effort and better information dissemination in emergency situations as well as in everyday operations of the three departments.

The Tri-City area is also geographically adaptable to a single communications system. There is no blacked out or "dead" spots from mountains or other geographically restrictive barriers and all three cities are local phone calls to the New Kensington switchboard. Finally, the increased volume of work that would occur at the New Kensington dispatch center could be adequately handled with the addition of only one dispatcher. Also, it should be noted that if a central records system is implemented its optimum use could only be realized through the use of a central communications system since the use of a central number can be utilized. Therefore, it is highly recommended that a central communications system be implemented in the Tri-City area.

It is the belief of Bartell Associates that the records and communications components of the Tri-City project are highly important and the above discussion and recommendations, although lengthy, should be given strong consideration. Many times, agency support services are given minor consideration in pro-

47

jects of this type because their importance to the success of the overall project is underestimated. This is a faulty assumption since without the support of a well-developed and coordinated records and communications system, the Tri-City Impact Project cannot operate at its optimum level and the impact of the project will be diminished.

In concert with the recommendation for a central records system, another area of benefit would be the investigative procedures. Case management and control would be enhanced with the addition of this system. The overall investigative function would be streamlined and would provide a more efficient and effective service to the communities.

At this point of the Tri-City Impact Project, several components of this recommendation are in fact existing. Word processing and microfilm equipment are available for interfacing into the project. The attitudes and relationships presently among the law enforcement agencies create an excellent atmosphere for the implementation of this recommendation.

END