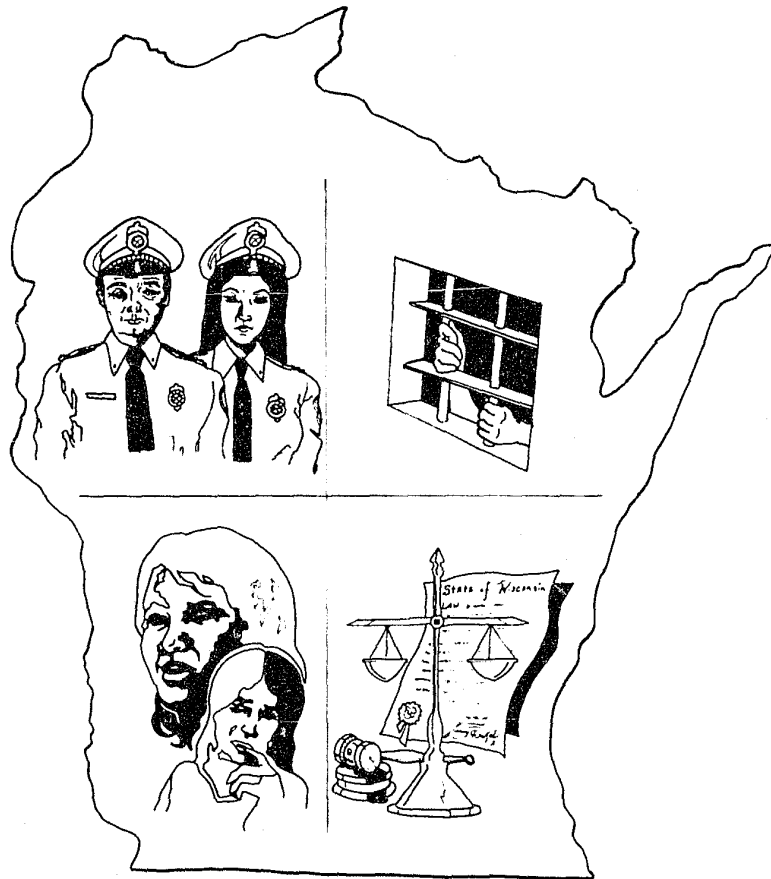
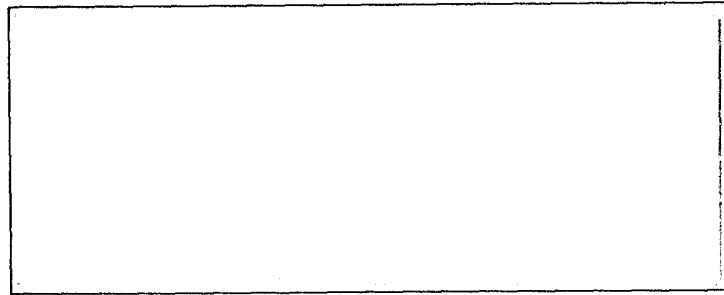




State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE



54902

PROGRAM EVALUATION REPORT



State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE

122 WEST WASHINGTON AVENUE  
MADISON, WISCONSIN 53703

(608) 266-3323

Fred A. Wileman

EXECUTIVE DIRECTOR

Lee S. Dreyfus  
Governor

Interim Report  
Franklin Crime Prevention Project

WCCJ Subgrants #76-24-MM-3127-6  
#78-1-MM-3127-8

by

Cheryl Bowser Williamson

Wisconsin Council on Criminal Justice  
Program Evaluation Section  
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ACQUISITIONS

### Executive Summary

The Franklin Police Department was awarded a two-year grant in the amount of \$115,658 for the development of a Crime Prevention Unit. An analysis of crime statistics identified burglary and theft as the most serious Part I property offenses. As a result of this crime analysis, the following objectives were defined:

1. Reduce the incidence of burglary and theft; in particular, theft from construction sites.
2. Increase the recovery of stolen property.
3. Increase the clearance of targeted crimes.

While a variety of crime prevention techniques will be used, the Neighborhood Watch Program will be emphasized.

Comparisons were made of 1977 and 1978 crime statistics for the months of September through November. These data show an increase in the number of 1978 burglaries and thefts; whether this indicates a real increase in crime or simply an increase in reporting is not known at this time. Average dollar loss per incident decreased in 1978 for these three months while average recovery value has increased. However, there remains a large gap between recovery value and dollar loss per incident. Finally, the percentage of thefts cleared by arrest increased slightly while the percentage of burglaries cleared by arrest decreased. While these data note some change in crime trends, generalizations should be made with care as comparisons were made for only a three-month period.



I. Introduction

On April 1, 1978, following approval by the Wisconsin Council on Criminal Justice (WCCJ) Executive Committee, the Franklin Police Department was awarded funds of \$115,658 for the development and implementation of a specialized Crime Prevention Unit. This project, entitled ABATE (Accelerate Burglary and Theft Enforcement), is scheduled to continue through March 31, 1980. A comparison of the Franklin Crime Prevention Project with other WCCJ-funded crime prevention projects appears in Appendix A.

Franklin's crime statistics note the increasingly problematic nature of burglary and theft. Incidents of both offenses have increased in the past five years; theft increased 47% and burglary increased 35% between 1973 and 1977. Table 1 indicates that, of the Part I property crimes, Franklin's burglary and theft rates per 100,000 are the most serious crimes. Franklin's clearance rates for both offenses are, in general, lower than those for the rest of the state (see Table 2). The percentage of property recovered is extremely low (see Table 3). As a result of this crime analysis, the Franklin Crime Prevention Unit has targeted burglary and theft. In addition, theft from construction sites has been defined as a specific problem area. This targeting of burglary and theft is consistent with the language of the WCCJ Crime Prevention Program which states: "During the project period, diminish the rate of at least one targeted Part I crime" (WCCJ 1979 Policies and Procedures and Action Plan; p. 16).

Table 1

1977 Part I Property Crime - Rates Per 100,000

Jurisdiction	Robbery	Burglary	Theft	Motor Vehicle Theft
Franklin	24.9	764.2	2435.5	87.0
State of Wisconsin	52.2	846.8	2614.1	220.7

Table 2

Clearance Rates  
Franklin (State of Wisconsin)

Offense	1975	1976	1977
Burglary	9.6 (19.7)	24.7 (21.0)	10.6 (21.5)
Theft	6.4 (18.0)	23.0 (18.2)	7.1 (19.3)

Table 3

Value of Property Stolen and Recovered  
In Franklin

Outcome	1973	1974	1975	1976
Property Stolen	\$63,749	\$104,916	\$116,425	\$129,171
Property Recovered	\$ 3,427	\$ 4,023	\$ 14,541	\$ 8,235
% of Property Recovered	(5%)	(4%)	(12%)	(6%)

## II. Personnel and Equipment

The Franklin Police Department received funds for two Crime Prevention Officers (CPO's) with the rank of detective. Selection procedures for these positions were extensive and involved an evaluation of professional background, a written examination, and an oral interview. On May 15, 1978, Officers David Holburg and James Jankowski were chosen to fill these positions. Both men were promoted from patrol officer to acting detective as a result of their appointments.

Holberg and Jankowski became interested in the concept of crime prevention as early as 1974. While no program materialized at that time, they maintained an interest in proactive policing. Upon appointment to their present positions, each officer enrolled in an educational seminar to supplement his existing expertise in crime prevention. Jankowski attended a one-week workshop on burglary at Northwestern University, while Holberg received training at Fox Valley Technical School; Holberg is scheduled to attend one additional seminar at Fox Valley.

Both Crime Prevention Officers noted the potential for patrol officers to have impact upon the effectiveness of the project. These officers are in a position to elicit needed community support through their public contact and share useful first-hand knowledge about crime with the CPO's. Therefore, all sworn personnel will be required to participate in related in-service training to acquaint them with the crime prevention concept. To generate and maintain support for the project, officers who contribute to crime prevention are noted on a special bulletin board.

## III. Project Activities

The following activities are directed at the reduction of targeted crime:

### A. Security Surveys

The initial security surveys focused on elderly persons. Because many of these residents live on fixed incomes, attempts are being made to develop creative, low-cost suggestions for home security improvements. If cost is still prohibitive, some assistance in implementation can be provided by the CPO's.

As of December 1978, approximately ten security surveys had been completed. The CPO's noted that participating citizens have responded favorably thus far. To further assess citizen reactions, the

WCCJ Program Evaluation Section (PES) distributed questionnaires to all participants. This questionnaire appears in Appendix B. To date three responses have been received. All respondents feel that suggested improvements were useful; one respondent, however, noted suggestions were not implemented because of the "extreme cost of changes."

B. "Operation Identification"

Operation Identification involves permanently marking valuable items with an identification number which can easily be traced to the owner (e.g., a driver's license number). The intended purpose of this program is three-fold:

1. Deter criminals from taking identified items during a burglary.
2. Facilitate the return of stolen goods to the owners.
3. Make the "fencing" of stolen property more difficult.

Although Holburg and Jankowski felt that public response to Operation I.D. lacked enthusiasm, the three individuals responding to the questionnaire had requested engraving services.

C. "Neighborhood Watch Program"

The primary component of the Neighborhood Watch Program is citizen involvement in and responsibility for crime prevention. Active citizen participation is intended to increase neighborhood security by building unified opposition to crime. Although other crime prevention activities will be presented to the public, emphasis will be placed on the Neighborhood Watch Program. Two subdivisions--Hawthorne Glenn and Root River Heights--have been chosen as pilot areas because of the persistent vandalism problems.

Community involvement is essential to the Neighborhood Watch Program. It is therefore important to increase community awareness of crime and crime prevention. A series of educational slides has been prepared for the public. These slides illustrate various aspects of burglary and theft and are accompanied by an explanatory lecture given by the crime specialists. This presentation was designed specifically for use in Franklin and incorporates slides of local areas. Citizen reaction to this presentation will be monitored by the CPO's through a questionnaire distributed to the audience. A survey developed and distributed by PES staff also solicits citizen evaluation of these lectures.



#### IV. Data Collection and Crime Reduction

In order to direct project activities and assess the impact of these activities on crime, detailed information was gathered on targeted offenses. The CPO's drew data from approximately 17,000 incident reports which had been written within a five-year period of time prior to project implementation. These are narrative reports and vary in amount and type of information. As a result, collection and systemization of the data was time consuming.

While all pre-project data has been gathered, information will continually be collected on all incoming cases of burglary and theft. As a result of the extensive review of the 17,000 incident reports, a more comprehensive incident report form and accompanying user instruction booklet was designed and implemented in September 1978. This will facilitate more accurate reporting. Holburg and Jankowski read all reports on targeted offenses; inadequate reports are returned to the author for appropriate revisions. These techniques should have a positive impact on the quality of crime statistics.

Information collected by the Franklin Crime Prevention Unit was coded for computerization according to a collection instrument developed by PES. Copies of this research design and collection instrument were distributed to the WCCJ Executive Committee at their September 17, 1978 meeting. Although funding was awarded in April 1978, the project had not gone beyond the planning stage until September 1978. Therefore, for this report, baseline data were collected for the months of September through November 1977. Project data included offenses occurring between September through November 1978. Comparisons were then made between baseline and 1978 data for the equivalent three months. Since comparisons could only be made for three months, generalizations should be made with care.

Consistent with the problems identified by the crime analysis, the following objectives were identified by the subgrantee:

A. Reduce burglary and theft (especially construction site theft) over 1977 rates

Table 4 shows that targeted crime increased in 1978 for the months of September through November. Although the incidence of these offenses has increased, the dollar loss per crime decreased in 1978 (see Table 5). Tables 6 and 7 present detailed information on loss resulting from burglary and theft.

Table 4

Burglary and Theft Offenses  
September - November

Type of Crime	1977	1978	% Change 1977-78
Burglary	21	25	+ 19%
Theft	39	42	+ 8%

Table 5\*

Average Dollar Loss Per Incident  
September - November

Type of Crime	1977	1978	% Change 1977-78
Burglary	\$319	\$281	- 12%
Theft	\$356	\$277	- 22%

\* See Table 9 on page 9 for average recovery per incident.

Table 6

Dollar Loss Resulting From Incidents of Burglary  
September - November

Amount	1977	1978
\$0 - 75	10 (48%)	10 (40%)
\$76 - 350	5 (24%)	7 (28%)
\$351 - 1,000	3 (14%)	7 (28%)
\$1001 - 2,000	3 (14%)	1 (4%)
over 2,000	0 (0%)	0 (0%)
Total	21 (100%)	25 (100%)

Construction site theft is a particular problem due to Franklin's large geographical area. These sites are unoccupied for long periods of time, highly visible, and lacking in even the most basic security measures. Additionally, the transfer and management of construction materials involves various parties (e.g., a lumber company, trucking company, construction company, etc.). The CPO's noted these transfers often occur without an exact account of what materials are present. It is difficult to identify and define responsibility for such loss. Reporting frequently occurs only at the insistence of insurance companies. As a result, there is often a delay between the discovery and reporting of the crime. This makes clearance and recovery of property problematic. Despite these difficulties, there was a significant decrease in 1978 of the number of thefts from construction sites (see Table 8); the total number of thefts increased in 1978.

Table 7

Dollar Loss Resulting From Theft  
September - November

Amount	1977	1978
\$0 - 75	2 ( 5%)	9 (21%)
\$76 - 350	22 (56%)	23 (55%)
\$351 - 1,000	12 (31%)	8 (19%)
\$1,001 - 2,000	2 ( 5%)	2 ( 5%)
over 2,000	1 ( 3%)	0 ( 0%)
Total	39 (100%)	42 (100%)

Table 8

Type of Premise From Which Theft Occurred  
September - November

Type of Premise	1977	1978
Unidentified	0 ( 0%)	4 (10%)
Business/ Sales	3 ( 8%)	2 ( 5%)
Auto	7 (18%)	8 (19%)
Garage/ Outside Storage Area	4 (10%)	8 (19%)
Parking Lot	2 ( 5%)	5 (12%)
Industrial/ Construction	13 (33%)	5 (12%)
All Other	10 (26%)	10 (24%)
Total	39 (100%)	42 (101%)*

\* Percentages do not total 100% due to rounding.

B. Increase the recovery of stolen property

Table 9 notes the average recovery value per crime for the months of September through November increased in 1978. A comparison of Tables 5 and 9, however, reveals there is still a large gap between dollars lost and dollars recovered.

Table 9 \*

Average Recovery Value Per Incident \*\*  
September - November

Offense	1977	1978
Burglary	\$0	\$2
Theft	\$0	\$37

\* See Table 5 on page 7 for comparison of average recovery with average loss per incident.

\*\* These averages are based on all cases of burglary and theft.

Table 10

Type of Clearance  
September - November

Offense	1977	1978
<u>Burglary</u>		
No Arrest	18 (86%)	24 (96%)
Cleared by Arrest	3 (14%)	1 (4%)
Total	21 (100%)	25 (100%)
<u>Theft</u>		
No Arrest	39 (100%)	38 (90%)
Cleared by Arrest	0 (0%)	4 (10%)
Total	39 (100%)	42 (100%)

C. Increase the clearance of targeted crimes

Table 10 presents information on clearance for burglary and theft. These figures show that the percentage of burglaries cleared by arrest decreased in 1978. The percentage of thefts cleared by arrest, however, increased in 1978.

V. Conclusion

Various activities such as Operation I.D., home security surveys, community education and the Neighborhood Watch Program are being used in an effort to prevent crime. While a variety of such activities will be presented to the public, emphasis will be placed on the Neighborhood Watch Program. Two subdivisions have already been chosen as pilot areas for this program.

Much time was spent on the collection and systemization of crime statistics. This collection procedure revealed a need for a more comprehensive report form. A new form was designed and implemented in September 1978; the use of this form should facilitate future data collection and enhance the quality of crime statistics in Franklin.

The planning phase of the project was not completed until September 1978. As a result, comparisons between pre-project and project data could only be made for a three-month

period. These data show an increase for 1978 in the number of burglaries and thefts. However, because the implementation of a crime prevention project frequently heightens citizen awareness of crime, this increase could simply be the result of a rise in reporting of crime rather than a rise in the actual numbers of crimes. Average dollar loss per incident decreased in 1978 for these three months while the average recovery value per incident has increased; there remains, however, a large gap between recovery value and dollar loss per incident. The percentage of thefts cleared by arrest increased slightly in 1978. The percentage of burglaries cleared by arrest decreased in 1978.

Appendix A

WCCJ-funded Crime Prevention Projects

Jurisdiction	1977 Population	Project Cost Per Year	Targeted Crimes - 1977 City Rates per 100,000 (State of Wisconsin - rates per 100,000)	Date of Project Start up	Size of Police Department prior to Project Implementation	Number of New Crime Prevention Officers Added by Project <sup>1</sup>
La Crosse	48,814	\$18,000	Burglary: 915.7 (846.8) Auto Theft: 385.1 (220.7) Theft: 4,885.9 (2,614.1)	1/12/78	81 Sworn Officers	1 Part-time Officer (also 1 Part-time Student Intern)
Brown Deer	14,113	\$28,810	Burglary: 411.0 (846.8) Theft: 2,593.4 (2,614.1)	4/1/78	20 Sworn Officers	1 Officer
Franklin	16,095	\$58,000	Burglary: 764.2 (846.8) Theft: 2,435.0 (2,614.1)	4/1/78	20 Sworn Officers	2 Officers
Greendale	17,884	\$58,500	Burglary: 95.1 (846.8) Theft: 5,412.7 (2,614.1)	4/1/78	26 Sworn Officers	2 Officers (also 1 Part-time Social Worker & 1 Volunteer Intern)
Wisconsin Rapids	18,676	\$46,000	Burglary: 1,070.9 (846.8)	4/1/78	40 Sworn Officers	1 Officer (also 1 Part-time Secretary)
Menomonie, City of	10,814	\$26,200	Burglary: 332.9 (846.8) Theft: 3,911.6 (2,614.1)	7/15/78	23 Sworn Officers	1 Officer (also 1 Part-time Secretary)
Oak Creek	15,598	\$33,000	Burglary: 1,154.0 (846.8)	10/1/78	37 Sworn Officers	1 Officer
Hales Corners	8,918	\$30,780	Burglary: 717.6 (846.8) Theft: 2,746.9 (2,614.1)	10/1/78	13 Sworn Officers	1 Officer
Green Bay	89,609	\$66,666	Burglary: 818.0 (846.8) Auto Theft: 164.0 (220.7)	1/1/79	155 Sworn Officers 1 Investigator 2 Full-time Cadets 7 Part-time Cadets	1 Officer (also 2 Cadets & 1 Part-time Secretary)
Mequon	15,899	\$36,000	Burglary: 522.0 (846.8) Theft: 1,673.0 (2,614.1)	11/1/78	32 Sworn Officers	1 Officer
Menominee Restoration Committee	3,662	\$20,819	Burglary: 12,588.2 (864.8)	11/1/78	8 Patrolmen 1 Investigator 2 Full-time deputies 4 Part-time deputies	1 Officer

Footnotes: <sup>1</sup>The new Crime Prevention Officers (CPO) added by the individual projects vary in rank.

Appendix B

INSTRUCTIONS

We have asked you to provide information on the crime prevention program in Franklin, Wisconsin. The questionnaire which we are using assures you of anonymity. No attempt will be made by either the Wisconsin Council on Criminal Justice or the Franklin Police Department to associate your name with your responses. Please check the appropriate blanks; your frank, honest answers will be most useful. Please return this questionnaire in the enclosed, self-addressed, stamped envelope.

1. Did you participate in either a residential or commercial survey?       Yes       No      If "Yes":
  - A. Did you receive suggestions on how to improve the security of your home or business?       Yes       No
  - B. If you received such suggestions, did you find them useful?
 

<input type="checkbox"/> Very useful	<input type="checkbox"/> Not very useful
<input type="checkbox"/> Moderately useful	<input type="checkbox"/> Not at all useful
  - C. Did you use the suggestions?
 

<input type="checkbox"/> None of the suggestions	<input type="checkbox"/> Most of the suggestions
<input type="checkbox"/> Some of the suggestions	<input type="checkbox"/> All of the suggestions
  - D. If suggestions made at the time of the security check were not used, why not? \_\_\_\_\_  
\_\_\_\_\_
  
2. Did you attend any of the community education seminars/presentations on crime prevention?       Yes       No  
If "Yes," how would you rate them?
 

<input type="checkbox"/> Excellent	<input type="checkbox"/> Fair
<input type="checkbox"/> Good	<input type="checkbox"/> Poor
  
3. Did you request engraving services through Operation Identification?       Yes       No

Additional comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Thank you for participating in this survey.





**END**