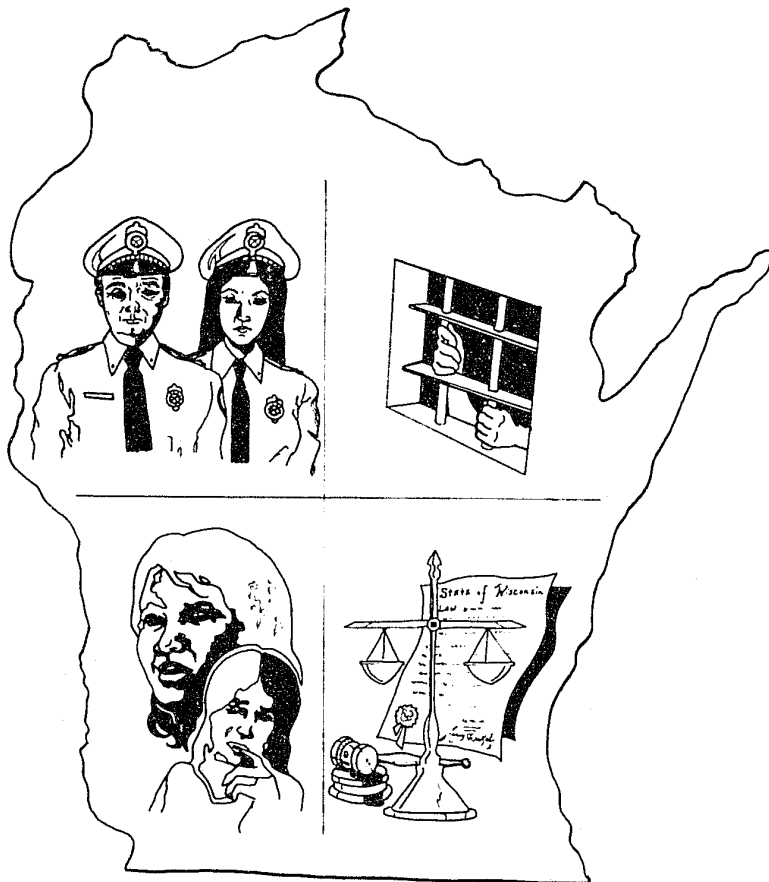
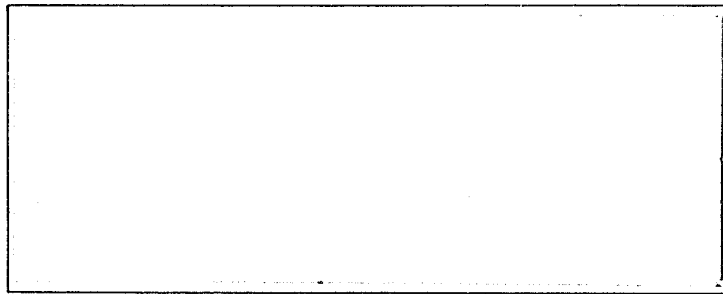




State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE



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PROGRAM EVALUATION REPORT



State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE
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Lee S. Dreyfus
Governor

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EXECUTIVE DIRECTOR

X
Interim Report:

Greendale Crime Prevention Project

WCCJ Subgrants: #76-24-MM-3126-6
#78-1-MM-3126-8

NCJRS

FEB 22 1979

ACQUISITIONS

by

Thomas G. Eversen

Wisconsin Council on Criminal Justice
Program Evaluation Section
January 1979

I. Introduction

The Crime Prevention project of the Village of Greendale began on April 1, 1978 following approval by the Executive Committee of the Wisconsin Council on Criminal Justice (WCCJ) on March 8, 1978. The Greendale project currently extends through March 31, 1979 at a level of \$51,611 for the year. This project, entitled "Operation Deterrent," has identified a Part I property offense as its primary target. Specifically, a reduction in the rate of theft by shoplifting has been given highest priority by the Greendale Police Department. This basic objective is consonant with that of the entire Crime Prevention Program: "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).

The Village of Greendale had a population of 17,884 in 1977 with annual increases of approximately three percent during the past decade. The Greendale Police Department is staffed by twenty-eight sworn officers and eight civilians. As noted above, this project is concentrating its effort on the Part I offense of theft. This emphasis is justified by Greendale's excessive theft rate when compared to similar Wisconsin communities. Table I underscores the severity of the theft problem by contrasting Greendale rates with those of comparable jurisdictions.

Jurisdiction	1975	1976	1977
All of Wisconsin	2665.1	2696.1	2614.1
All Wisconsin Cities 10,000 - 25,000	3545.9	3469.6	3391.7
Greendale	5561.8	5396.9	5412.7

It should be emphasized the Greendale theft rate is largely a product of shoplifting offenses in the Southridge Shopping Center, located within the Village limits. This shopping center has the largest retail volume in Wisconsin and constitutes the major crime target in Greendale. Hence, a large proportion of project resources have been expended on the highly visible, and often vulnerable, Southridge shops.

II. Personnel

Pursuant to a series of evaluations and interviews, Greendale Officers Larry Olson and Lee Kelm were appointed Crime Prevention Officers on April 10, 1978. During the first

quarter of the project period both officers attended a variety of training sessions emphasizing communication skills and measurement of police service productivity. Also, all Police Department personnel received two hours of in-service training outlining the goals and methods of the Crime Prevention project.

During November 1978 Officer Olson was promoted within the Department and was succeeded by Officer Bonnie McMahon, a five-year veteran of the Greendale Police Department. On December 6 and 7, 1978 Officers Kelm and McMahon attended an FBI-sponsored session on Crime Resistance held at the Wauwatosa Police Department.

III. Project Goals and Activities

Multiple goals of the Greendale project were outlined in the grant application. These goals are listed below, together with project activities designed to meet the objectives.

A. Reduction of Part I Property Crime

In summary, the long range expectation of the Greendale Crime Prevention Office is to reduce the incidence of targeted property crime by five percent in the first year of the project and an additional fifteen percent

Time Period	Number of Offenses		Number Cleared by Arrest		Clearance Rate
	Total	Monthly Average	Total	Monthly Average	
Project Period: July 1 through November 30, 1978*	387	77.4	258	51.6	66.7%
Equivalent Baseline Period: July 1 through November 30, 1977	440	88	281	56.2	63.9%
Baseline Year: July 1, 1977 through June 30, 1978	965	80.4	617	51.4	63.9%

*Although project funding began on April 1, 1978, the process of hiring and training personnel, preliminary data collection and preparation of crime prevention material delayed the effective start-up date of the Greendale project until July 1, 1978.

in the second year. Theft by shoplifting has been targeted by the Greendale project. Table II outlines patterns in the incidence and clearance of shoplifting offenses during both the project period and the months prior to project implementation.

The reduction in reported shoplifting offenses from the baseline period to the equivalent five months in 1978 is approximately twelve percent. This reduction exceeds the stated objective of reducing reported property crime by five percent during the first year of the project. In addition, the clearance rate of reported shoplifting offenses has risen 4.4% from the 1977 baseline months to the equivalent 1978 period.

While shoplifting has received primary emphasis, fraudulent use of checks or credit cards has also been targeted in the Greendale project. Greendale Crime Prevention Officers have presented a series of seminars to Southridge Shopping Center merchants on these forms of fraud. Such programs were particularly emphasized during the weeks preceding the Christmas shopping season. Table III presents comparative data on fraud offenses in a format similar to that used for shoplifting.

<u>Table III: Greendale Fraud Patterns</u>					
Time Period	Number of Offenses		Number Cleared by Arrest		Clearance Rate
	Total	Monthly Average	Total	Monthly Average	
Project Period: July 1 through November 30, 1978	119	23.8	32	6.4	27%
Equivalent Baseline Period: July 1 through November 30, 1977	65	13	29	5.8	45%
Baseline Year: July 1, 1977 through June 30, 1978	200	16.7	87	7.2	43.5%

The preceding table discloses the incidence of fraud offenses rose approximately eighty-three percent from the five-month baseline period in 1977 to the equivalent project period. Further, the proportion of reported fraud offenses which were cleared by arrest declined by forty percent from 1977 to 1978. However, it is

difficult to determine which proportion of this rise in fraud offenses is due to increased reporting and which represents alterations in actual criminal behavior.

Various activities have been employed by the Greendale Police Department to achieve a reduction in targeted property crimes. Several seminars in shoplifting/fraud prevention were presented by the Crime Prevention Officers to merchants and their employees in the Southridge Shopping Center. These programs were emphasized in the weeks preceding Christmas when a combination of increased retail volume and the hiring of temporary employees exacerbated the potential threat from shoplifting/fraud. To meet this threat Crime Prevention Officers conducted six fraud and shoplifting prevention sessions with temporary employees. In addition, the Crime Prevention Officers increased their visible patrol of various Southridge stores during the holiday season and established stake-outs of particularly vulnerable shops. A brief questionnaire sent to a sample of Southridge merchants revealed widespread support of these various programs offered by the Greendale Police Department. A copy of this questionnaire is attached as Appendix A.

While the Southridge Shopping Center is the primary focus, the Greendale project also employs a diversity of crime prevention activities of potential value for all Village residents.

1. Operation Identification

The Police Department maintains a stock of electric engravers for loan to Greendale residents. These engravers are offered free of charge with the cooperation of the local chapter of the Jaycees.

2. Light Timers

Greendale residents are also offered free use of automatic electric light timers by the Crime Prevention Office. These timers are used to enhance the security of vacant homes when residents are absent for extended periods of time.

3. Vacant Premises Monitoring

In conjunction with the light time program the Greendale project provides local residents with a monitoring service for vacant premises. When a Village resident notifies the Police Department of an extended absence from home, the dispatcher will fill out a Vacant Premises Report (see Appendix B).

This report, containing such basic information as lighting procedure and emergency phone number, is then delivered to a Crime Prevention Officer. It is then the responsibility of an Officer to physically inspect the building on a daily basis to ensure its security. From July 1, 1978 to December 1, 1978 the Greendale Crime Prevention Office carried out 1,064 such vacant premises checks.

4. Public Presentations

During several Village-wide celebrations the Crime Prevention Office established a display and information booth. The booth consisted of the Crime Prevention Office van leased by this project together with various types of free literature and was staffed by the Crime Prevention Officers. Also, crime prevention presentations are regularly given to various Greendale civic groups. In recent weeks such presentations have been conducted with residents of the recently-opened Ridgedale Apartments, a federally sponsored housing complex for the elderly.

5. Security Surveys

An integral part of "Operation Deterrent" is the systematic provision of free security surveys for residential and commercial structures. Greendale residents are encouraged to request these surveys via the Village Newsletter and other local media. In addition, a daily requirement of the Crime Prevention Officers is to personally visit two structures in the community to provide a security survey. The form used to carry out these surveys is reproduced as part of Appendix B.

B. The Collection of Crime Prevention Data

A continuous activity of the Greendale project is the systematic collection and analysis of data on targeted offenses. Those offenses occurring after project initiation are tabulated and analyzed along several dimensions: e.g., location of offense, time and day of offense and clearance data. Visual maps of the entire Village and the Southridge Shopping Center area have assisted the Greendale Police Department to identify particularly vulnerable targets and most efficiently allocate its resources. A volunteer student intern attending the University of Wisconsin-Milwaukee has assisted the Crime Prevention Office in the collection and analysis of the aforementioned data. Finally, summary information gleaned from these analyses of relevant data has been publicized to Greendale residents by a regular column in the weekly Village paper.

C. Preparation of an Abstract of this Program to be Made Available to Other Police Agencies

Since the Greendale project is less than halfway through its projected two-year term, such an abstract is unfinished. However, in conversation with Program Evaluation Section (PES) personnel, Police Chief Myron Ratkowski and members of the Crime Prevention Office have expressed a willingness to exchange their conclusions and findings with those of other Crime Prevention projects funded by the WCCJ. It is expected a WCCJ-sponsored seminar in the spring of 1979 will enable all Crime Prevention project personnel to exchange ideas on the commonalities and idiosyncracies of these varied, yet similar, projects.

D. Creation of a Training Program for Officers Engaged in Crime Prevention

As noted in Section II of this report, all Crime Prevention Officers in Greendale have attended a variety of training programs to gain expertise in the crime prevention area. Such training is scheduled to continue during the life of the project. Also, each Crime Prevention Officer is required to file a daily service report detailing his/her activities in the crime prevention area during the previous eight-hour shift. A copy of this report is attached as Appendix C. These reports are evaluated by supervisory personnel and may help reallocate project resources to meet patterns of criminal activity for targeted offenses.

IV. Conclusion

Since the inception of this project, members of the PES staff have made several site visits to the Greendale Police Department to gauge the effectiveness of the project. These contacts together with the Quarterly Reports submitted by the Greendale project have disclosed a multi-faceted program of crime prevention activities. In addition, extensive local publicity has been given the several elements of this project.

Preliminary analysis of targeted offense data reveals a measurable impact upon theft by shoplifting, at least to the extent that reported offenses are an accurate reflection of actual criminal behavior. The number of 1978 shoplifting offenses has declined twelve percent from the 1977 baseline period, while the clearance rate has risen approximately four percent. However, a reverse pattern is found when examining the fraud data: reported offenses in 1978 increased eighty-three percent from 1977, while the clearance declined by some forty percent.

To conclude, the continuous training and close supervision offered the Greendale Crime Prevention Officers suggest a commitment to the objectives outlined for this project.

INSTRUCTIONS

We have asked you to provide information on the crime prevention program in Greendale, 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 Greendale 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?
 - Very useful Not very useful
 - Moderately useful Not at all useful
 - C. Did you use the suggestions?
 - None of the suggestions Most of the suggestions
 - Some of the suggestions 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?
 - Excellent Fair
 - Good Poor

- 3. Did you request engraving services through Operation Identification? Yes No

Additional comments: _____

Thank you for participating in this survey.

VACANT PREMISE REPORT Beat _____
Dispatcher _____

Name _____

Address _____

From _____ To _____

Key at _____

IN CASE OF EMERGENCY NOTIFY:

_____ at _____

Lights: Continuous = **C** Timed = **T**

Living Room _____ Hall Down _____ Hall Up _____

Kitchen _____ Bath _____ Family Room _____

Bedroom _____ Basement _____ Outside _____

REMARKS: _____

Date/checked/officer

Date/checked/officer

HOME SECURITY SURVEY

Appendix B

NAME _____

ADDRESS _____

PHONE _____

NUMBERS CLEARLY POSTED ILLUMINATED

BUILDING TYPE: RESIDENCE APARTMENT OTHER

G—Good, F—Fair, P—Poor. Circle the appropriate condition below

DOORS _____ **RECOMMENDATIONS** _____

- MAIN ENTRANCE (DEADBOLT—1" MIN.) G F P _____
- SIDE DOOR (PINNED HINGES) G F P _____
- BACK DOOR (STRIKE PLATE SECURED) G F P _____
- CELLAR DOOR (PADLOCK) G F P _____
- SLIDING DOOR (LOCKING DEVICE) G F P _____
- GATES AND LOCKS G F P _____
- GARAGE DOOR G F P _____
- OTHER DOOR _____ G F P _____

WINDOWS _____

- DOUBLE HUNG SASH G F P _____
- SLIDING G F P _____
- CASEMENT G F P _____
- LOUVRE G F P _____
- OTHER _____ G F P _____

MISCELLANEOUS _____

- LIGHTING G F P _____
- SHRUBBERY G F P _____
- SKYLIGHTS G F P _____
- CRAWL SPACE G F P _____
- MISC. OPENING _____ G F P _____

INTERIOR _____

- SECURITY CLOSET G F P _____
- ALARM SYSTEM G F P _____
- SAFE G F P _____
- OPERATION IDENTIFICATION G F P _____

REMARKS: _____

INSPECTED BY _____ DATE _____

GREENDALE POLICE DEPARTMENT
 OPERATION: DETERRENT
 CRIME PREVENTION OFFICER'S DAILY REPORT

DATE _____ TIME _____

INDIVIDUAL PREVENTION ACTIVITIES WITH HOUSEHOLD RESIDENTS & BUSINESS PROPRIETORS

Type of Activity	Name & Address of Householder or Business	Telephone #

OPERATION IDENTIFICATION PARTICIPANTS

Name & Address of Household or Business	Telephone #

PUBLIC EDUCATION AND STAFF TRAINING

Organization or Group	No. Attending	Type of Session	Contact Person

VACANT PREMISE MONITORING SERVICE

Name & Address of Premise	Reason for Vacancy	Officer & Time Checked

PART I PROPERTY CRIMES REPORTED IN THE PAST 24 HOURS ENDING

Tab Area #	Name & Address	Item & Value	Classification	Disposition

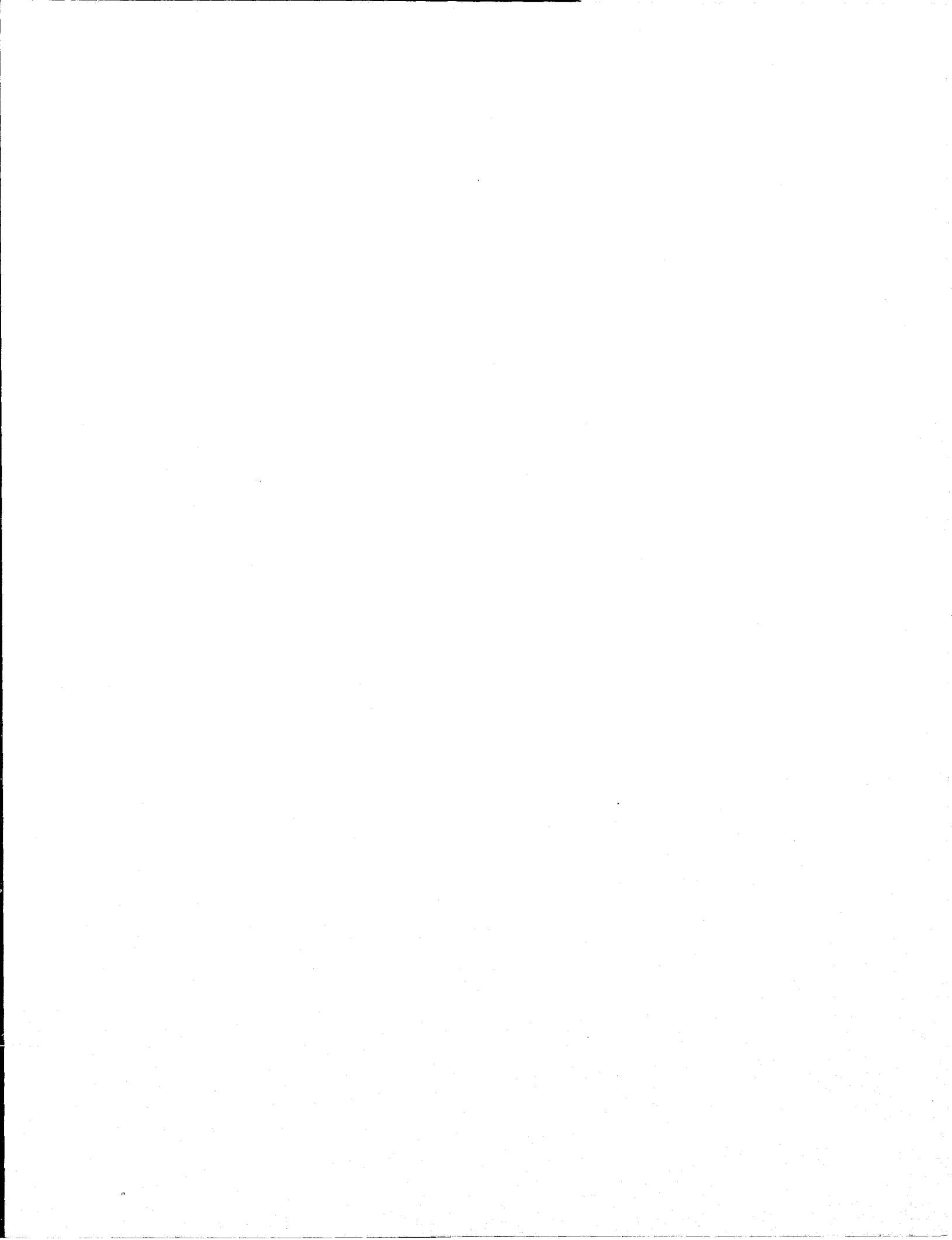
Inspected By		
Detective Lieutenant	Chief & Project Director	Crime Prevention Officer

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Appendix C

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 ¹
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: ¹ The new Crime Prevention Officers (CPO) added by the individual projects are as follows:



END