

CITY OF
ST. PETERSBURG
THE SUNSHINE CITY

PROJECT CONCERN

FINAL EVALUATION REPORT

OCTOBER 1977

ARTHUR YOUNG & COMPANY
CERTIFIED PUBLIC ACCOUNTANTS

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ACQUISITIONS

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1000 ASHLEY DRIVE
P. O. BOX 789
TAMPA, FLORIDA 33601

October 12, 1977

Mr. John T. Maxwell
Assistant City Manager
City of St. Petersburg
P.O. Box 2842
St. Petersburg, Fla. 33731

Dear Mr. Maxwell:

Arthur Young & Company is pleased to transmit this report of the final evaluation analysis of St. Petersburg Project Concern. Included are evaluative findings for the full life of Project Concern and specific recommendations relative to these findings. The report has been based on statistical analysis, document review and interviews with Project Concern personnel and City officials. The findings contained in this report are designed to compliment prior reports of this project, particularly the "Mid-Term Evaluation Report" presented in February 1977.

As with the mid-term report, our primary findings are positive. Project Concern has been particularly successful in meeting its ambitiously stated objectives and, more importantly, in developing and positively maintaining an effective proactive approach to crime prevention services for the citizens of St. Petersburg. Indicative of Project Concern's activity and the activity of other crime prevention efforts in the City is the significant crime reductions achieved in Project Concern's target areas and the rest of the City. For these and other reasons discussed herein, we repeat our initial recommendation that Project Concern be refunded by the Law Enforcement Assistance Administration (LEAA).

Included in this report are a summary of our findings, a description of Project Concern, detailed evaluative findings and recommendations concerning improvement of the overall project. It should be noted that the recommendations presented in this report are based on the limited analyses of the outside evaluation. They are presented for the consideration of the City of St. Petersburg, however, there is no implied requirement that they be implemented. Further, these recommendations are not intended to be nor should they be utilized as special conditions for the refunding of Project Concern.

ARTHUR YOUNG & COMPANY

CERTIFIED PUBLIC ACCOUNTANTS

Mr. John T. Maxwell

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October 12, 1977

We thank the City for the opportunity given us to evaluate and wish to particularly commend Mr. Scroggs and his staff, Chief Vines, Ms. Haskins, Mr. Poulson and the members of the Junior League for their cooperation, information and frank response to our questions.

If you have any questions concerning this report, please contact Mr. John S. Smock at 446-0825.

Very truly yours,

Arthur Young & Company

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CITY OF ST. PETERSBURG

PROJECT CONCERN

FINAL EVALUATION REPORT

OCTOBER, 1977

Arthur Young & Company
Certified Public Accountants

ST. PETERSBURG PROJECT CONCERN
FINAL EVALUATION REPORT

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ST. PETERSBURG PROJECT CONCERN

FINAL EVALUATION REPORT

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I. SUMMARY OF FINDINGS AND RECOMMENDATIONS

I. SUMMARY OF FINDINGS AND RECOMMENDATIONS

This report constitutes the results of the final evaluation of St. Petersburg Project Concern by Arthur Young & Company. Chapters of this report include:

- . Summary of Findings and Recommendations (this chapter)
- . Description of Project Concern
- . Evaluative Findings
- . Recommendations for Improvement.

This introductory chapter contains a summary of the evaluative findings and the recommendations of Arthur Young & Company.

1. SUMMARY OF EVALUATIVE FINDINGS

This final analysis of St. Petersburg Project Concern involved an assessment of the activities of Project Concern from the commencement of its operations in the last week of May 1976 through July 1977. Further, the findings and recommendations presented in this report are intended to compliment and support those presented earlier in the mid-term evaluation report and the mini-evaluation reports.

The following paragraphs summarize the findings of this analysis.

(1) Assessment of Project Planning

To effectively evaluate a project of the complexity of Project Concern, not only must the project activities be reviewed, but also the planning process that developed these activities. Review of the Project Concern planning process resulted in the conclusion that its effectiveness was mixed. These observations are summarized as follows:

- . The planning of a coordinated citizen involvement approach for Project Concern represented an approach considerably ahead of its time.
- . Project Concern was designed over three years ago to meet crime prevention needs that were evident to planners at that time, however:
 - Many of its original programs have been implemented by other crime prevention agencies in the City.
 - Project Concern has not been made responsible for all crime prevention activities in the City, as originally planned.
- . The planning and approval process was extremely controversial.

- . There was apparently little planning involvement by the community elements that the project was expected to affect; thus, Project Concern did not experience high initial support in the community.
- . The inordinately long LEAA funding approval process hindered the initial implementation of the project.
- . Immediate pre-implementation planning provided for a more effective implementation process.

(2) Overall Project Concern Evaluative Findings

As with the mid-term evaluation, the primary evaluative impression of Project Concern is positive and that to a limited degree, the project has been successful. Project Concern has developed and successfully implemented a number of innovative approaches to crime prevention including a "proactive" approach to providing crime prevention services to St. Petersburg citizens, concentrated efforts in target areas and victim assistance efforts.

The level of success of the project has been hindered by early LEAA delays in funding approval, the disagreements between the Office of Crime Prevention (OCP) and the Police Department, initial problems between OCP and Project Concern and the significant delays in the refunding of the project.

Specific comments concerning the overall project follow:

- . For the twelve month period for which crime data was analyzed (7/76-6/77), crime has been reduced significantly in the two target areas as compared to one year ago and two years ago.

- Evaluated crime has been reduced by 21% in the Southside Target Area as compared to a year ago and 42% as compared to two years ago.
- Evaluated crime has been reduced by 10% in the Downtown Target Area as compared to a year ago and 31% as compared to two years ago.
- The rest of the City (not including Southside and Downtown) has experienced reductions of 13% and 26% respectively.

- . This target area crime reduction has come at a time of unprecedented crime reduction in the overall City. It is difficult to assess the causes and to determine credit for this reduction, but Project Concern has been an integral part of the overall crime prevention program in the City and thus must receive some of that credit.

- A graphical comparison of these crime reductions is presented as Exhibit I, following this page.

Relative to the other major premises being tested, it can be said that:

- Project Concern has demonstrated that a proactive approach to crime prevention is more effective in terms of target hardening and citizen awareness of crime.
- The program did not either prove or disprove the Mini-City Hall concept but it did show that the centers were not effective relative to walk-in requests for services.
- There was some indication that concentration of crime prevention resources in a high crime area is an effective crime prevention strategy.

For most of its project life, Project Concern has suffered from certain inherent limitations, such as:

- A lack of legitimacy and identification
- Less than satisfactory interaction with some other agencies
- A lack of an effective criminal analysis capability.

(3) Project Concern Program Objective Achievement

The level of achievement relative to the objectives and activity levels established for Project Concern has been extremely high. Total percent of project objectives achieved for the full period evaluated has been 107%. The level of achievement for each of the three programs has been:

- . Youth Services/Delinquency Prevention - 109%
- . Citizen Education - 117%
- . Facilitate Social Services/Victim Assistance - 74%

However, the flexibility of Project Concern has been hindered by too many activities and some of the more effective activities have been diluted by attention given to less effective ones.

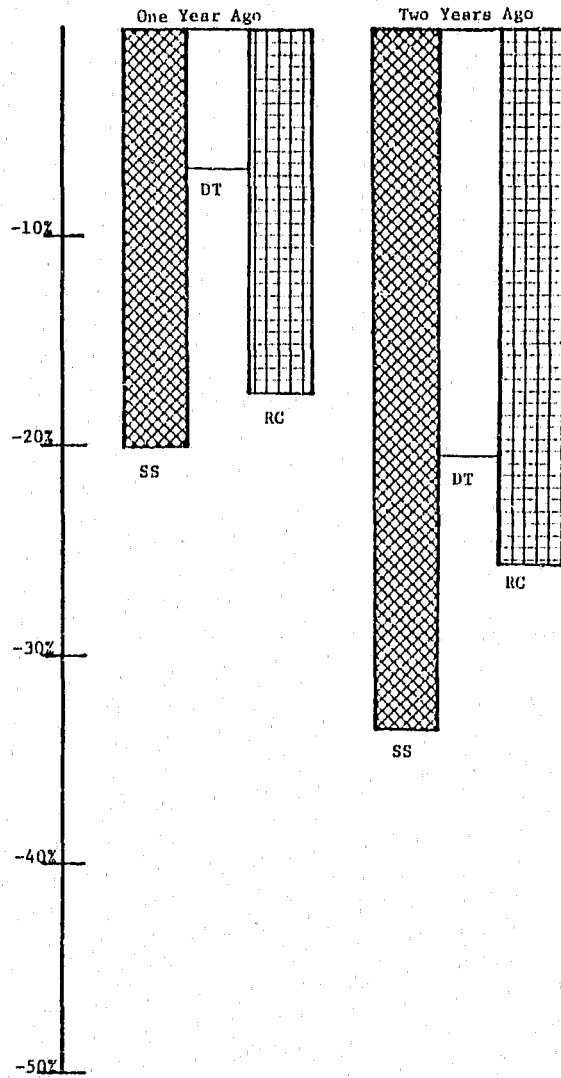
Not only has crime been reduced, but also reduced was the value of property stolen.

- . Southside has shown a 39% reduction as compared to last year and a 52% reduction as compared to two years ago.
- . The Downtown target area has shown 17% and 47% reductions respectively.

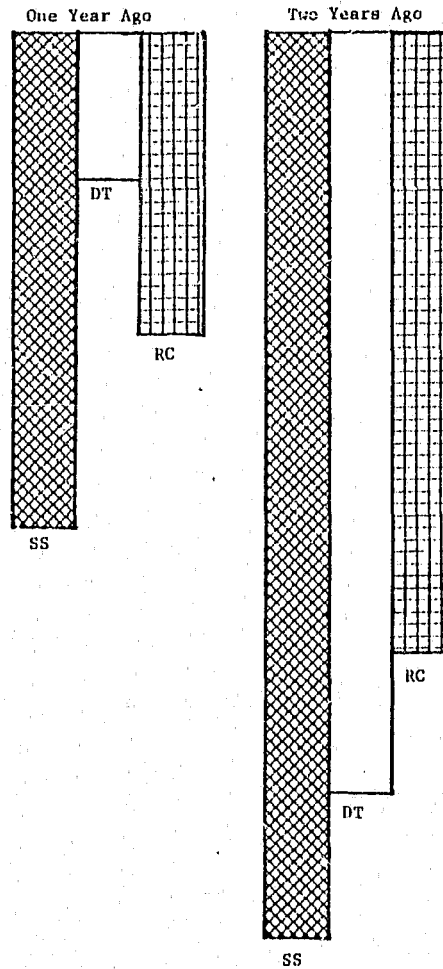
ST. PETERSBURG PROJECT CONCERN

COMPARISON OF CRIME REDUCTIONS
BY AREA

Last Three Months (4/77-6/77)
As Compared to the
Same Period



Last Six Months (1/77-6/77)
As Compared to the
Same Period



Last Twelve Months (7/76-6/77)
As Compared to the
Same Period

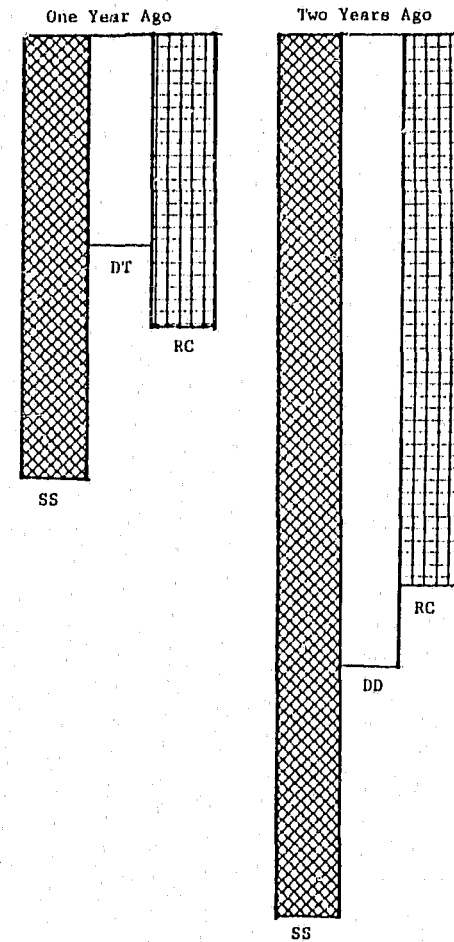


EXHIBIT I

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(4) VITAC Results and Findings

The results concerning Volunteers in Training Against Crime (VITAC) are mixed. VITAC has developed an effective structure for volunteer coordination and management and VITAC volunteers have had a measurable positive impact on Project Concern. However, the number of volunteer hours has not been sufficient for the volunteer effort to be considered either cost or service effective. Further, the utilization of VITAC volunteers only for crime prevention activities is not sufficiently broad to enable achievement of an acceptable level of cost and service effectiveness.

(5) Findings Relevant to the Most Recent Period Evaluated

In reviewing the period from May 1977 through July 1977 certain additional findings became evident. These include the following.

- . LEAA delays in the refunding process have negatively affected Project Concern.
- . The organizational integration of Project Concern with the Office of Crime Prevention has not been fully and successfully achieved.
- . Volunteer work slowed down.
- . The Citizens Advisory Committee for crime prevention has not been established.

(6) Overview of the Effect of the LEAA Funding Process

The Law Enforcement Assistance Administration (LEAA) has, by its long, tedious and unresponsive funding and refunding procedures negatively affected Project Concern. The delays placed on the initial funding and now on the refunding process cannot be justified relative to conceptual approach of LEAA funding and response to the needs of local government. Further, these delays have had a severe negative impact on the involvement of the private citizens group, the Junior League.

2. SUMMARY OF RECOMMENDATIONS

Based on the evaluative findings, the following recommendations are made:

- . The overall evaluation of the program still justifies a recommendation that Project Concern be refunded by LEAA. The potential addition of Project Concern resources and approaches can be expected to have a positive effect on the crime prevention effort in the City.

Relative to this refunding recommendation, the following specifics are recommended:

- The objectives of the program should be reduced to enable more flexibility and concentration of resources.
- Program flexibility should be increased to enable target area shifting and to more closely integrate its activities with overall crime prevention objectives.
- Certain managerial economies should be achieved in the refunding period including:
 - .. Further integration with OCP
 - .. Reduction of clerical personnel
 - .. Moving certain Project Concern offices into OCP offices.
- . Specific VITAC volunteer objectives should be established and monitored to ensure justification for the expense level of the program.
- . Specific lessons learned during this project should be integrated into the overall St. Petersburg crime prevention effort regardless of fiscal funding decisions.
- . The City of St. Petersburg should communicate its problems with refunding of the programs to the appropriate agencies and officials.

II. DESCRIPTION OF PROJECT CONCERN

II. DESCRIPTION OF PROJECT CONCERN

This chapter presents a description of Project Concern and the methodology utilized to conduct this final evaluation. Specifically included are:

- . The background of Project Concern
- . Description of the actual project
- . Evaluation component description
- . Mid-term evaluation analysis methodology.

1. BACKGROUND AND HISTORY OF PROJECT CONCERN

Project Concern has represented a major concentrated effort at reducing crime in the City of St. Petersburg in identified high crime areas of the City with the assistance of funds from the Law Enforcement Assistance Administration (LEAA). The original concept of the project was developed by the initial head of the Office of Crime Prevention in the City, that City agency whose responsibility has been to conduct those programs and projects aimed at involving the general citizenry in crime prevention activities. Subsequent to development of this concept, City officials entered into a cooperative agreement with the Junior League of St. Petersburg, which had established its own organizational priorities in the area of crime prevention and the criminal justice system.

The initial concept involved a concentrated attempt to reduce crime, on a Citywide basis, by decentralization of those activities that involve the citizen in crime prevention. The initial concept of Project Concern called for six decentralized offices (five additional centers and the Office of Crime Prevention).

There were a number of delays in the original approval process for Project Concern. Some of these were:

- . The Director of the Office of Crime Prevention left the City involuntarily and the approval of Project Concern was delayed by his leaving.
- . The Law Enforcement Assistance Administration (LEAA) and the Florida Bureau of Criminal Justice Planning and Administration imposed a number of delays on the approval process.
 - A number of special conditions were stated to which response had to be made.
 - The original project objectives were not quantified, and St. Petersburg was required to detail the quantification level expected.

The project was finally approved and funded, but significantly revised in scope, by reduction to two centers rather than six, and organizational separation from the Office of Crime Prevention. The Project Director was selected and he, in turn, hired the staff and commenced staff training. Actual project operations began the last week in May 1976. Project operations were initially funded through July 1977 but have been extended through December 1977.

Some initial project implementation problems became evident in terms of working out an effective way to coordinate areas and responsibilities with the Office of Crime Prevention. This problem was effectively addressed by assigning crime prevention responsibility within the Project Concern target areas to Project Concern and for the rest of the City to the Office of Crime Prevention.

Project Concern activities continued primarily as originally intended and specified in the grant request until the results of the mid-term evaluation, which indicated that some Project Concern activities were not as effective, relative to crime prevention, as others. At that point in time an ad hoc committee of Project Concern staff and Policy Council members was appointed and a mid-term self assessment was conducted on all objectives and activities of the project. The results of this mid-term self assessment included a reduction in the number of activities and a restructuring of the three major programs of Project Concern. Further, the mid-term evaluation by the independent evaluator recommended certain changes in the organization of Project Concern, which were carried out in May. Specifically, Project Concern became an integral element of the Office of Crime Prevention and the managerial responsibility of the City. The Policy Council was disbanded as there was no need for continued direction from that group.

Much of the administrative activity of the last seven months of Project Concern has been involved in efforts by Project Concern, the City of St. Petersburg and the Junior League to refund the project. Initial communications with LEAA and the Bureau of Criminal Justice Planning and Administration at the State level were held in late fall. At that time the City and the Junior League were informed that Project Concern would be considered under a special community crime prevention funding program. However, grant requests for that program had to be in by January 31, 1977. Thus, concentrated attempts to develop a grant request for the refunding period were made in late December and early January. Specific strategies were developed and various officials who had to sign off on the re-funding grant request were contacted. However, the development of the re-funding grant request to meet these timing requirements was done prior to the mid-term evaluation of Project Concern. Thus, the grant request, as it is currently constituted, has not reflected the evaluative findings of the program.

This January 31, 1977 deadline was extended by LEAA and the deadline date for a refunding decision was backed up. LEAA stated at that time that Project Concern should know in late June or at

the latest by July 1st as to the refunding status. In late July, Project Concern was informed by LEAA that their refunding request would not be considered under fiscal year 1977 grant requests and would be included in consideration for fiscal year 1978 funds. Thus, the refunding decision will not be known by St. Petersburg until at least October 1, 1977, over nine months after the initial refunding grant request was prepared.

The uncertainty concerning this refunding process has caused recent changes within the staffing of Project Concern. A number of staff have left the project because of lack of potential for continued employment. Presently, the professional staff has been reduced from its initial level, and CETA employees are filling some positions.

2. DESCRIPTION OF PROJECT CONCERN

Project Concern was originally jointly sponsored by the City of St. Petersburg and the Junior League of St. Petersburg. Policy direction and overall responsibility for the project first rested with the Policy Council, a 13 member board composed of representatives of the City of St. Petersburg, and representatives of the agencies involved with Project Concern. Managerial direction responsibility for Project Concern was shifted in May 1977 to St. Petersburg's City management and the Policy Council was dissolved.

The primary objective of the overall project, as stated in the project narrative is:

- . To develop and implement a program whose services are designed to reduce crime, inhibit criminal behavior and allay unfounded fears of crime in the City's areas of greatest poverty and incidence of crime.

Initial conceptualization for the approaches that are being taken by Project Concern originated in the crime prevention aspects of the studies of the National Advisory Commission on Criminal Justice Standards and Goals. The findings of this Commission were applied to the St. Petersburg environment in terms of the three major premises upon which the project was initially designed. These premises are described following:

- . Reduced Tension and Social Friction in a Community Lead to an Eventual Reduction in Crime

Project planners perceived that tension and social friction could be reduced by the development of methods to increase the delivery and speed up the response of the social service delivery system. This premise is addressed primarily to the development of Project Concern centers in specific target areas in order to increase the information for and availability of social services to citizens of those target areas, thus reducing some of the isolation and frustration that was perceived as related directly to the crime rate.

Juvenile Crime and Delinquency Is Often Misdirection
Based on Incorrect Information and the Availability
of Excessive Nonproductive Time

Project planners expected to address this premise by providing guidance and information to juveniles in the target areas, thus inhibiting potential delinquent behavior. Activities designed to address this main premise included youth service referrals, recruiting of shelter, foster and crisis homes, assistance to police juvenile officers, job development and other youth support related activities.

Target Hardening Activities Reduce Crime and Provide
Benefits for Both the Citizen and the Neighborhood

Project planners addressed this premise by designing, as an integral part of the project, concentrated target hardening and crime prevention activities, such as security inspections, crime prevention education, etc. These activities were expected to reduce both the likelihood and incidence of crime in the Project Concern target areas.

These three premises concentrated on three particularly key aspects that must be considered in crime prevention activities, that of the potential offender, the potential victim, and the potential target. Further, two of these premises (social service delivery and juvenile delinquency reduction) are what can be considered to be long-term strategies to reduce crime. Whereas target hardening aspects make the target harder or crime more difficult, immediately upon introduction or implementation of these aspects, the other two strategies relate to an attitude adjustment, over time, of both potential offenders and potential victims, that reduces the desire to commit crime and the fear of being criminalized. This relationship is shown graphically as Exhibit II.

The following paragraphs discuss the three major programs of Project Concern, other premises being tested and the role of Volunteers in Training Against Crime (VITAC).

(1) The Three Major Programs of Project Concern

Definition of these three major premises resulted in the identification of three major programs for Project Concern, specifically the Youth Services Program, the Social Service Delivery Facilitation Program and the Citizen Education and Participation Program. For each of these programs, a number of sub-activities were designed to aid in the achievement of the programmatic objective. The programmatic objectives and specific activities for each program are presented as Exhibit III.

ST. PETERSBURG PROJECT CONCERN
GRAPHICAL REPRESENTATION OF MAJOR PROJECT PREMISES

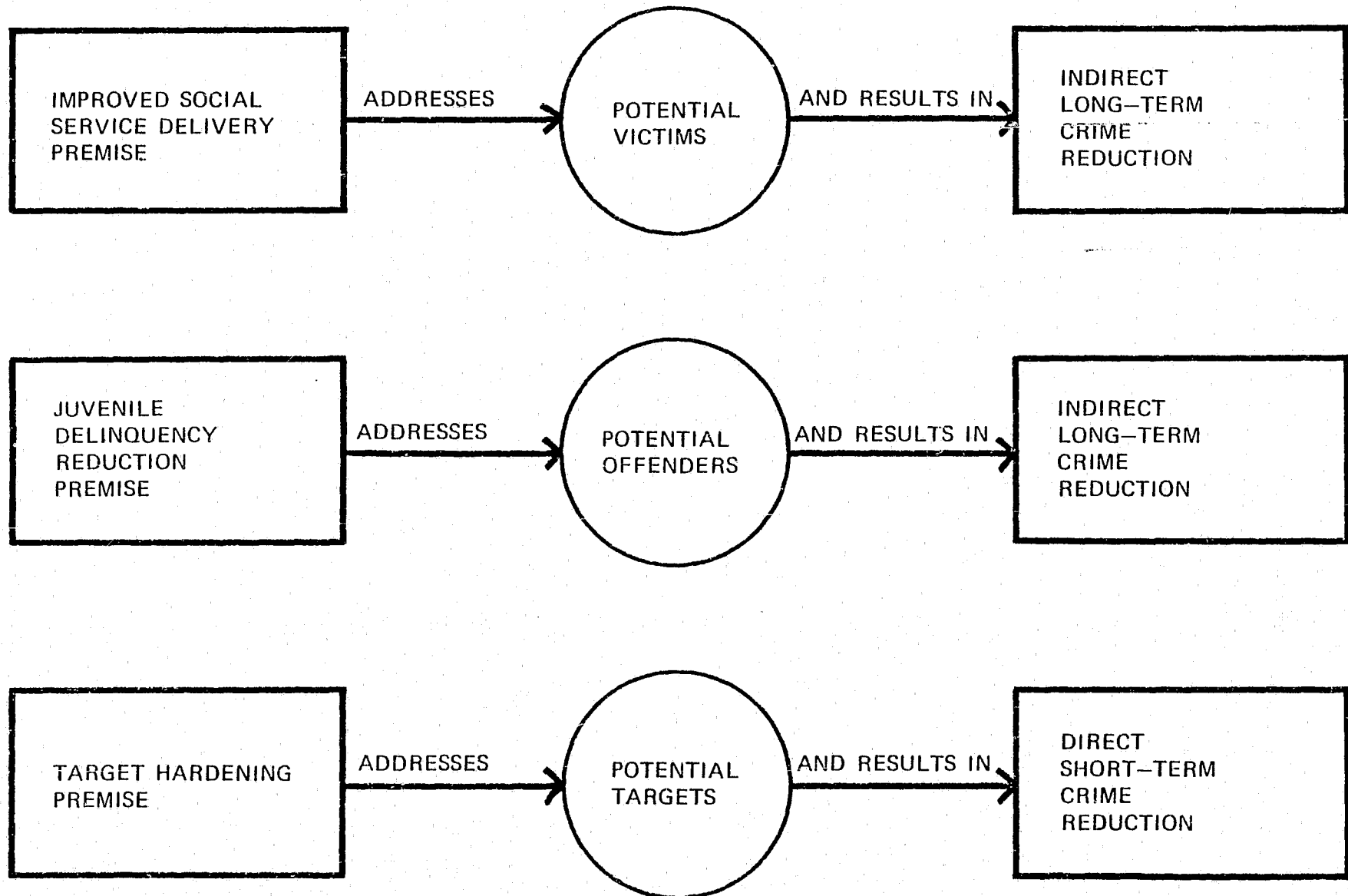


EXHIBIT II

ST. PETERSBURG PROJECT CONCERN
INITIAL MAJOR PROGRAMS AND ACTIVITIES

Youth Services Program

. Objective

- To provide assistance and guidance to youth for the purpose of enhancing their chances of developing acceptable personal, social and work behaviors

. Program Activities

- Providing information about and referrals to youth-serving agencies in the area
- Recruiting shelter, foster, and crisis homes
- Establishing and working with youth councils on crime prevention
- Assisting the Police Department's School Liaison Program in classroom presentations
- Finding jobs for unemployed youth in the private and public sectors
- Following up and assisting status offenders per month upon referral to the Project by the Youth Division of the Police Department and other agencies who come in contact with status offenders
- Providing volunteer hours to support in-school tutoring programs
- Providing volunteer hours to existing recreation and leisure-time programs, such as the Police Athletic Club, Southside Boys' Club, and Police Olympics.

Citizen Education Program

. Objective

- To disseminate information to potential crime victims to make them less vulnerable to crime and to improve their feelings of safety

. Program Activities

- Advising people on personal security
- Advising people on responsible crime reporting
- Conducting home security inspections
- Assisting people in making and inventoring their valuable property under Operation Identification
- Assisting the Office of Crime Prevention by identifying homes which qualify for free security hardware under the "Locks for the Elderly" program
- Producing public service announcements, for mass media dissemination, on the subjects of crime prevention and services of Project Concern
- Making civic and service club presentations on the subjects of crime prevention and the services of Project Concern
- Preparing and distributing information brochures
- Conducting bunco/fraud prevention programs

ST. PETERSBURG PROJECT CONCERN

INITIAL MAJOR PROGRAMS AND ACTIVITIES

Social Service Delivery Facilitation Program

. Objective

- To increase the citizens' awareness of and utilization of available social services for the purpose of reducing feelings of isolation, frustration, and anomie in the target community

. Program Activities

- Providing people with information about, referrals to, or assistance in resolving complaints relative to government services, HRS agencies, day care, free health services, consumer affairs and legal services and other social services
- Providing liaison and referral to the St. Petersburg Police Department and giving assistance to victims
- Assisting the Community Pride Program (a project to clean up the slum areas of St. Petersburg)
- Providing transportation to and from court for victims and witnesses
- Making reassurance calls to crime victims or persons who fear victimization and request such calls.

In order to measure the achievement of the activities in each of the programs, specific objectives were set. These objectives were initially set by the Program Content Committee, an ad hoc group of knowledgeable officials. These objectives, after the first 90 days of project operations, were adjusted by action of the Policy Council. They were further adjusted as a result of the mid-term evaluation and self assessment of Project Concern.

(2) Other Premises Being Tested

In addition to the three basic premises discussed previously, Project Concern has been testing a number of other premises relative to the delivery of services in a crime prevention and criminal justice atmosphere. These other premises include the following:

. A pro-active approach rather than a reactive approach should more successfully engender target hardening and citizen awareness of crime. Most crime prevention programs announce to the citizens that they are available for home security inspections, presentations, etc. However, Project Concern has directly contacted citizens, through such activities as mass security walks, cold calls for security inspections and other activities, rather than waiting to be called by the citizens or waiting for response.

. Project Concern can also be considered to be testing, in an abbreviated manner, the mini-city hall concept that has been discussed widely in recent years in the field of municipal administration. This concept implies that services be decentralized from the main city hall and taken into the neighborhood where they are more available and understandable to the people of that neighborhood.

Although Project Concern has not brought the wide range of city services or other governmental services per se to its centers, it has provided an opportunity to more effectively refer people to various services and to alleviate some of the confusion that citizens perceive in going from agency to agency for such services.

. Another premise being tested is whether or not concentration of crime prevention activities and commitment of significant resources, both staff and volunteer, can have an effect in areas where these crime prevention activities are most needed.

(3) Volunteers in Training Against Crime

A major aspect of Project Concern is Volunteers in Training Against Crime (VITAC), a private not-for-profit corporation founded to recruit, train and place volunteers in crime prevention activities within the context of Project Concern. VITAC represents the major emphasis and interest of the Junior League of St. Petersburg in Project Concern. The major objective of the Junior League is that of volunteer service and VITAC represents a means by which this service can be applied to the criminal justice system. VITAC volunteers have been drawn from the Junior League and other elements of the community.

VITAC is governed by a separate Board of Directors which includes representatives from Project Concern. Responsibility for management of the volunteers and assigning volunteers to specific activity after they have been recruited, trained and placed is that of the Project Concern staff. The stated goals of VITAC include the following:

- . To act as a resource in recruiting volunteers for service in the criminal justice field.
- . To develop, coordinate and promote a program of training for all volunteers.
- . To stimulate community interest in volunteering and to build a better understanding of volunteer service and of opportunities for serving as volunteers in the criminal justice field.
- . To place trained volunteers in criminal justice programs.

3. EVALUATION COMPONENT DESCRIPTION

The evaluation of Project Concern is being conducted in two ways. First, Project Concern has developed a comprehensive internal evaluation procedure entitled the "Self-Assessment Program." The Self-Assessment Program is primarily concerned with developing monthly analyses of the level of activity and achievement of the subobjectives in the three major programs discussed earlier. The program was developed by a consultant from the Institute of Government at the University of Georgia, in conjunction with the Project Concern Project Director. Measurement within the Self-Assessment Program is relative to the priorities established by the Policy Council for each major program and the subobjectives within each program. Weights are assigned to these priorities and the level of achievement of project objectives is measured relative to these weights. These weights were adjusted last October and again as a result of the mid-term self assessment.

The second means of evaluation of Project Concern is the independent evaluation being conducted by Arthur Young & Company. The

primary objective of this independent evaluation of St. Petersburg Project Concern has been:

To conduct a thorough, independent and objective evaluation of all programmatic aspects of St. Petersburg Project Concern in order to determine the results of project activity, measure objective achievement, determine overall impact, identify successes or areas where there has been a lack of success, identify problems in project management and operations and to develop recommendations for project improvement and longer term recommendations for continuation of the successful aspects of the Project Concern concept within the St. Petersburg environment.

In order to achieve this objective, certain evaluative activities were specified as follows:

Development of the evaluation plan

Mini-evaluation analyses -- short evaluation analyses between the major evaluations to ensure that project direction and other factors continue as planned and to provide recommendations for improvement in project management

Mid-term evaluation -- conducted halfway through the project, which would be one of the two major evaluation analyses of Project Concern. The objectives of the mid-term evaluation included:

- Measure interim project progress and assess project accomplishments
- Identify problems in the evaluation procedures and processes in order to adjust prior to the final evaluation
- Identify project problems
- Develop recommendations on a timely basis that, when implemented, can have a positive effect on continued operations
- Develop preliminary recommendations for the continuation aspects of Project Concern.

Final project evaluation -- completed prior to the completion of the project and which would represent the second major evaluative analysis. The objectives of this final evaluation have included:

- Measure project progress and assess project accomplishments

- Assess the impact of the overall program
- Develop final project continuation recommendations
- Determine the transferability of successful approaches within the program to other aspects of St. Petersburg crime prevention activities.

Counsel Project Concern personnel as required during the course of the evaluation period.

4. FINAL EVALUATION ANALYSIS METHODOLOGY

The overall project evaluation methodology for the Arthur Young & Company evaluation of Project Concern was presented as part of the "Evaluation Plan" submitted to the Policy Council in November 1976. In order to summarize evaluative information for the various aspects of Project Concern, an evaluation methodology summary matrix was developed and presented in that report. For information purposes this matrix is reproduced in this report, as Exhibit IV.

The evaluation analysis activities relative to the various aspects of Project Concern have been conducted for this final evaluation, essentially as described in that matrix.

The specific steps that were taken to conduct this final evaluation analysis and prepare this report included the following:

- . Project Concern documentation such as the grant request, quarterly reports to LEAA, monthly reports and others were reviewed.
- . Project data was compiled and analyzed.
 - Project Concern activity data was taken from monthly reports of both Project Concern and VITAC.
 - Crime data was supplied through the use of a special computer analysis by the City of St. Petersburg Police Department Criminal Analysis Section and the City Data Processing Department.
- . Interviews were held with Project Concern staff, representatives of City management, the Office of Crime Prevention, VITAC and the Junior League.
- . Prior evaluation reports were reviewed to determine differences in the findings of this final evaluation analysis and prior analyses.
- . This information was compiled and analyzed and conclusions were made concerning the impact and effectiveness of the project.

ST. PETERSBURG PROJECT CONCERN
EXAMPLE OF EVALUATION METHODOLOGY SUMMARY MATRIX

Project Element	Goals/Objectives	Performance Measures/ Assessment Criteria	Data Required	Data Source	Evaluation Methodology
Overall Project Concern	To develop and implement a program of services designed to reduce crime, inhibit criminal behavior and allay unfounded fears of crime in the City's areas of greatest poverty and incidence of crime	Overall program impact and effectiveness Level of crime reduction Perception of citizen safety Assessment of project success and potential for institutionalization	Target area and rest of the City crime data by month for project period and baseline period Quantified response to safety inquiries Quantified opinions of project success	Police Department criminal analysis section monthly reports and specialized crime analysis computer runs, annual St. Petersburg Citizen's Survey and evaluator administered questionnaires	Comparison of crime during project period with levels prior to implementation Comparison of responses before and after Comparison and analysis of responses Detailed interviews and overall analysis
Overall Center Downtown and Southside Activity	To demonstrate that concentrated proactive crime prevention efforts centered in multi-service centers in the neighborhoods served can impact crime and the perception of safety among target populations To improve feelings of safety and satisfaction with City services by five percent	Determination of the effectiveness and relevancy of overall Project Concern as an approach to public safety and crime prevention Responses of actual citizens	Comparative data from all aspects of project operations (crime data, activity data, questionnaire results, etc.) Quantified responses to safety inquiries	Police Department, self assessment reports, citizens survey, questionnaires administered by the evaluator, activity results (if available) of other City crime prevention efforts, and time reports of Project Concern staff Annual St. Petersburg citizens' survey	Overall comparison of project results and impact, qualitative assessment of success and comparison to other crime prevention efforts in the City Comparison of responses before and after (recognizing data limitations)
Three Major Programs/ Premises Youth Services	To provide assistance and guidance to youth for the purpose of enhancing their chances of developing acceptable personal, social and work behavior To achieve specific activity levels in those sub-objective areas related directly to the youth services area	Overall assessment of impact and effectiveness of youth service programs Actual activity in the various sub-objective areas as measured against Policy Council approved objectives	Activity data and questionnaire results Activity levels and subobjective levels (by period and cumulative)	As above Project Concern self-assessment reports	Analysis of results and qualitative assessment Comparison and interpretation of results

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ST. PETERSBURG PROJECT CONCERN

EXAMPLE OF EVALUATION METHODOLOGY SUMMARY MATRIX

Project Element	Goals/Objectives	Performance Measures/ Assessment Criteria	Data Required	Data Source	Evaluation Methodology
Social Service Delivery Facilitation	<p>To increase citizens' awareness and utilization of available social services for the purpose of reducing feelings of isolation, frustration and anomie in the target community</p> <p>To achieve specific activity levels in those sub-objective areas related directly to the social service program</p>	<p>Overall assessment of impact and effectiveness of the facilitation of social service delivery</p> <p>Actual activity in the various sub-objective areas as measured against Policy Council approved objectives</p>	<p>Activity data and questionnaire results</p> <p>Activity levels and sub-objective levels (by period and cumulative)</p>	<p>As above</p> <p>Project Concern self-assessment reports</p>	<p>Analysis of results and qualitative assessment</p> <p>Comparison and interpretation of results</p>
Citizen Education and Participa- tion	<p>To disseminate information to potential crime victims to make them less vulnerable to crime and to improve their feelings of safety</p> <p>To achieve specific activity levels in those sub-objective areas related directly to citizen education</p> <p>To reduce entries through unlocked doors and windows by 5%</p> <p>To reduce property losses by at least 10% in target areas</p>	<p>Overall assessment of impact and effectiveness of the proactive approach to citizen education and participation</p> <p>Actual activity in the various sub-objective areas as measured against Policy Council approved objectives</p> <p>Increase/decrease in forced and non-force residential entries</p> <p>Increase/decrease in property stolen by type of crime</p>	<p>Activity data and questionnaire results</p> <p>Activity levels and sub-objective levels (by period and cumulative)</p> <p>Target area and rest of the City type of entry data by month for project period and baseline period</p> <p>Target area and the rest of the City property losses by type of crime for project period and baseline period</p>	<p>As above</p> <p>Project Concern self-assessment reports</p> <p>Police Department Criminal Analysis Section monthly reports and specialized computer runs</p> <p>Police Department Criminal Analysis Section monthly reports and specialized computer runs</p>	<p>Analysis of results and qualitative assessment</p> <p>Comparison and interpretation of results</p> <p>Comparison of results in target areas to rest of City and to baseline period</p> <p>Comparison of results in target areas to rest of the City and the baseline period</p>

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- . These conclusions then served as the base for the development of recommendations for further project improvement.
- . This overall information was synthesized and this report was prepared.

ST. PETERSBURG PROJECT CONCERN

EXAMPLE OF EVALUATION METHODOLOGY SUMMARY MATRIX

Project Element	Goals/Objectives	Performance Measures/ Assessment Criteria	Data Required	Data Source	Evaluation Methodology
Other Project Objectives	To effectively utilize trained volunteers in an interactive basis with professional staff in a crime prevention environment thus multiplying staff resources To demonstrate that a municipal government and a private not-for-profit organization can cooperate to address and solve common problems	Effectiveness of volunteer participation and management Volunteer basis by period and by activity Effectiveness of cooperative effort and overall impact of project	Volunteer hours Quantified opinions of volunteers	Volunteer hour reports and volunteer hour log Evaluator administered questionnaire	Analysis of results of volunteer effort and comparison with other volunteer efforts in the City Analysis of the effectiveness of cooperative effort and potential impact of that cooperation
Volunteers in Training Against Crime (VITAC)	To effectively recruit, screen, train and place volunteers in the criminal justice field in areas that have an impact in carrying out the mission of Project Concern Provide a knowledge and experience base for further efforts in volunteer development	Number of volunteers and types of volunteers recruited per period Effectiveness of VITAC volunteer program Applicability of lessons learned in VITAC to other volunteer programs	Volunteer recruiting, training and placement results Quantified opinions of volunteers	VITAC records, VITAC monthly report, and Project Concern volunteer log Evaluator administered questionnaire	Analysis of volunteer results, achievement of stated numerical objectives for volunteer recruitment, training program, questionnaire results and other factors related to volunteer placement

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III. EVALUATIVE FINDINGS

III. EVALUATIVE FINDINGS

This chapter presents the evaluative findings for this final evaluation of St. Petersburg Project Concern by Arthur Young & Company. The order of categories of these evaluative findings are intended to be comparable to the major categories of the Evaluation Methodology Summary Matrix, presented in the previous chapter. In some cases, the information presented is similar to that contained in the mid-term evaluation report. This information is presented again in this report because of its relevance to overall project impact.

Major sections include:

- . Assessment of project planning
- . Overall Project Concern findings
- . Findings relevant to the three major programs
- . VITAC findings
- . Findings relative to the most recent period analyzed.
- . Overview of the effect of the funding process on Project Concern.

1. ASSESSMENT OF PROJECT PLANNING

The planning phase of any project with the degree of complexity of Project Concern can be expected to have a major effect on actual project activity and implementation. Thus, in evaluating the effectiveness of Project Concern, the effectiveness of the planning process must also be reviewed.

The effectiveness of the planning process for Project Concern must be viewed as mixed. Project planners were successfully able to develop a concept that can be considered to be well ahead of its time in terms of development of crime prevention approaches. Further, Project Concern planners were able to combine a wide range of crime prevention activities and programs under the general umbrella of a self-contained individual project. At the same time, however, the way in which the project was planned presented significant obstacles to the successful implementation of the project.

Both these positive and negative aspects of the project planning phase are discussed in more detail in the following paragraphs.

(1) Project Concern Represented a Concept Considerably Ahead of Its Time

When the Project Concern concept was initially planned, there was very little emphasis on community crime prevention and on emphasis on social service programs as an integral element of crime prevention. Recently, at the federal, state and local levels, there has been significant emphasis on community crime prevention activities involving a wide range of the citizens of a jurisdiction. This approach has recently been given funding emphasis by the Law Enforcement Assistance Administration in its community crime prevention program. Project Concern considerably predated this emphasis in terms of developing the community crime prevention concepts of its program.

The initial concept of Project Concern, which involved six centers providing decentralized crime prevention services to a wide range of St. Petersburg citizens, was developed relative to an overall community crime prevention concept. The initial plan saw citizen involvement across the full spectrum of the St. Petersburg environment as critical to continued crime prevention success. Recognition of this concept in the planning process must be seen as positive. Further, the attempt to combine a wide range of target hardening, youth services and social services activities under the umbrella of a single community crime prevention effort must also be considered as a positive planning aspect.

(2) Project Concern was Intended to Provide the Major Crime Prevention Emphasis in St. Petersburg

Project Concern, as it was initially planned, was intended to be the major citywide crime prevention function in St. Petersburg. The decentralization to six centers, one of which would have been the present headquarters of the Office of Crime Prevention, would have involved, in effect, the replacement of the Office of Crime Prevention with Project Concern. The initial planning concept of Project Concern included a number of wide ranging programs, such as "Neighborhood Alert" and others. However, because of the time delay in project approval, many of these programs were subsequently implemented prior to the implementation of Project Concern and, for a time, were considered "off limits" to Project Concern. Further, eventual project implementation did not assign full responsibility on a citywide basis for crime prevention to Project Concern, but retained the Office of Crime Prevention as a separate organizational entity.

✓ Probably the most important aspect of the initial planning process, as compared to the present implementation status of Project Concern, is that Project Concern was designed approximately three years ago to meet needs that were evident to project planners at that time. The programs developed as part

of Project Concern were also designed to meet the needs of that period. Things have changed in St. Petersburg. There is a significant difference between what Project Concern was initially planned to be and what it was eventually approved and implemented as. The initial plan was universal in that it was expected to solve all the crime prevention problems in St. Petersburg. When it was finally implemented many of the aspects of the initial plan had been implemented by the Office of Crime Prevention and that Office had become considerably more sophisticated, mature and experienced than when Project Concern was initially planned. Thus, the implementation of Project Concern represented to some degree, a duplication of effort of what the Office of Crime Prevention had become during the intervening period.

(3) The Planning and Approval of Project Concern Caused Considerable Controversy

An effect that must be discussed in terms of the planning process is the fact that Project Concern's planning and approval period can be considered to have been extremely controversial. As discussed in the first chapter, the project was initially planned by the initial Director of the Office of Crime Prevention. This individual had, because of his prior experience, significant contacts in LEAA central headquarters in Washington. Thus, the initial contacts and commitment for project funding were made with and by LEAA officials in Washington. There was really little involvement in the planning process of the project by the City administration, Metropolitan Criminal Justice Planning Unit personnel, Florida Bureau of Criminal Justice Planning and Administration personnel and the LEAA regional office in Atlanta. In effect, the program was forced on all of these entities as opposed to being initially developed and supported by them.

Further clouding the planning process was the significant conflict that erupted around the initial head of the Office of Crime Prevention in relation to crime prevention, the Police Department and other factors. This formal evaluation report has not been designed to evaluate interpersonal conflicts that transpired prior to the evaluation period, however, an important point is that with the exception of the Junior League, Project Concern did not initially have either full or strong support by many St. Petersburg officials.

The Junior League had a primary involvement from the beginning, other than the originator of the concept. The idea of Project Concern was first presented to and subsequently supported by the Junior League. Although the Junior League was involved in keeping the project alive and eventually getting approval for implementation, this project planning stage also caused considerable problems and friction within the Junior League.

(4) There Was Little Planning Involvement by Community Elements Whom the Project Would Effect

The initial planning process for Project Concern did not sufficiently involve specific community elements whom the project was designed to affect. In other words, citizens groups and citizens in the target areas were not involved in the planning process and thus were not aware of Project Concern until it was actually implemented. There is no indication that these citizens groups were asked what their actual fears were in terms of crime or their specific needs and requirements in terms of crime prevention and social services activities.

The primary effect of this lack of involvement was that since the communities and neighborhoods were not aware that Project Concern was being planned there was not an initial level of support upon which initial activities could be based. Project Concern had to develop what support it presently has in the community from scratch and from the provision of effective prevention services.

(5) Pre-Implementation Planning Assisted the Implementation Process

Specific planning accomplished by the newly hired Project Concern Director and other members of the Policy Council was effective in reducing the project elements to an original workable number and in implementing a more crime prevention directed approach for Project Concern.

A further hindrance to the initial planning effort was the significant delays placed on Project Concern by its funding source, LEAA. These delays and the delays caused by LEAA in the refunding process are covered in a separate section of this chapter.

2. OVERALL PROJECT CONCERN EVALUATIVE FINDINGS

This section contains evaluative findings concerning the overall project and its major objectives, the reduction of crime and the allaying of unfounded fears about crime. Further, specific evaluative comments applicable to the overall project and the premises being tested are included.

(1) Primary Evaluative Conclusions

Project Concern has made a concentrated and vigorous attempt to have a positive effect on the level of crime, criminal behavior and fear and perception of crime of the citizens of St. Petersburg. Its results must be viewed as positive and to a limited degree, successful. Project Concern has developed and implemented a number of innovative approaches to crime prevention including a "proactive" approach to providing crime prevention services to citizens, concentrated efforts in target areas of high crime incidence and victim assistance efforts. The

level of success of Project Concern, however, has been hindered by the environment in which the program was implemented. Significant early delays from planning to funding, the rancor that existed in crime prevention last fall between the Office of Crime Prevention and the Police Department, the initial differences between Project Concern and the Office of Crime Prevention and the significant delays in refunding consideration by LEAA have all contributed to a negative environmental effect on Project Concern. Given these limitations, however, the project has conducted significant crime prevention activity, of which the lessons learned should be applicable to the overall crime prevention effort in the City of St. Petersburg.

Specific comments concerning the achievement of the three elements of the primary objective are discussed following:

. To Reduce Crime

Crime was reduced significantly in Project Concern target areas, both compared to the previous year and to two years previous. However, this significant crime reduction in the target area was also occurring in the rest of the City, so it is difficult to attribute crime prevention in the target areas solely or chiefly to Project Concern. There are many elements involved in the crime prevention effort in the City of St. Petersburg and the unprecedented reduction in crime experienced in the last 24 months in the City can be attributed to all of these efforts including effective police activity and effective crime prevention activity by the Office of Crime Prevention and Project Concern and involvement of other citizens' groups. Thus, while it is impossible to contribute the significant crime reduction directly to Project Concern, Project Concern was an integral part of the crime prevention program in the City during this period and the crime reduction results in the target areas, particularly Southside, speak for themselves. Thus, the objective of a reduction in crime has been achieved.

. To Inhibit Criminal Behavior

Achievement of the second portion of the major objective is more difficult to assess. Concentrated effort has been made in the juvenile area, particularly in Southside. Project participants have felt since the beginning of the project that this was one of the more successful areas of Project Concern. Because program elements and activities were made available to all juveniles, as opposed to specific juveniles with particular criminal records, it was impossible to measure recidivism or other performance measures to determine if criminal behavior had indeed been inhibited. For instance, based on responses by school personnel and project participants, the truant emphasis at the Sixteenth Street Middle

School program did address those juveniles most likely to get into trouble, and its success can be directly related to the inhibition of criminal behavior. The real effect of this aspect of the program has to be measured over time and has to be relative to the continuation of its successful elements. Conducting the truant emphasis activities only for a few months or for the short period of the grant period will not have the continuing effect necessary to truly inhibit criminal behavior. The successful aspects of Project Concern must be continued over time in order for this objective to be attained with any degree of impact.

To Allay Unfounded Fears

Again, this objective is difficult to measure. Prior to the mid-term evaluation process, and as part of the annual citizen's survey, certain questions were asked of St. Petersburg citizens to determine their perceptions of crime and Project Concern. Because this was only one survey, the results (which were discussed in the mid-term evaluation) cannot be considered as conclusive. Another citizen survey will not be conducted until fall of this year. At that time similar questions should be asked in order to determine any differences from the first survey.

However, Project Concern must be given credit for directly addressing this objective. Its reassurance calls and citizen assistance efforts have been both positive and appreciated.

(2) Analysis of Criminal Incidence During the Last Twelve Months of Project Concern

The overall objective of Project Concern is to reduce crime and to allay unfounded fears concerning crime among the population of the two target areas. Thus, it is essential that incidence of crime be analyzed to determine if the project is actually influencing crime or not. There are some inherent cautions in analyzing crime in a project of this sort. The primary caution lies in assuming too much from either crime decreases or increases. Project Concern is attempting a number of activities all of which have some bearing on crime. Some have a direct bearing; some have a less direct bearing. However, in most cases the effect of Project Concern activity, if successful, will not be felt immediately, particularly in terms of crime statistics. Thus, major crime reductions must be viewed somewhat suspiciously as directly related to Project Concern, as should major crime increases. A major crime reduction does not necessarily indicate major success nor does a crime increase necessarily indicate program failure.

The most practical way to compare the effect on crime in Project Concern target areas is to compare the activity of specific crimes that Project Concern has been either directly or indirectly concerned within the target areas to the rest of the City. Certain specific crimes were chosen to be analyzed, based on the type of crimes that Project Concern activity can be expected to effect over time. These crimes include the following:

- . Commercial robbery
- . Non-commercial robbery, which includes purse snatching (purse snatches were included because they are viewed by most citizens as a robbery)
- . Residential burglary
- . Commercial burglary
- . Larceny (not including shoplifting)
- . Shoplifting
- . Auto theft

The Criminal Analysis Section of the Police Department and City Data Processing Department prepared crime total summaries in each of these categories for the period dating back to June of 1974. This enables comparison of Project Concern crime data against two previous years. The evaluators did not verify this crime data, but accepted the data processing output as being reasonably reflective of actual crime activity.

Three separate analyses were conducted of this crime information.

- . The first analysis took the last twelve months of Project Concern operations for which crime data were available, July 1976 through June 1977 and compared that period as a whole to the same twelve month periods a year previously and two years previously.
- . The second comparison took the last six months of Project Concern operations, January 1977 through June 1977 and compared that period to the same periods one year and two years previously.

The third analysis took the last three months of Project Concern activity, April 1977 through June 1977 and also compared it to the same periods one year and two years previously.

The statistical results of these analyses are presented as three pages of tables, Exhibit V. For each evaluated crime, statistics are presented for the Southside Target Area, the Downtown Target Area, the rest of the City (not including these target areas) and the total City.

Specific conclusions and/or observations concerning these comparisons are discussed following:

Project Concern activity has occurred during an unprecedented period of crime reduction in the City of St. Petersburg

On a Citywide basis, the crime evaluated for the last twelve months of Project Concern has been reduced 14 percent over the same period a year before and 30 percent over the same period two years previously. This St. Petersburg crime reduction trend is shown graphically as Exhibit VI. This graph represents the percentage reduction of the twelve month moving averages (the best indicator of crime trends) of the total evaluated crime as compared to the twelve month moving average in May 1975.

Although the general crime trend in Florida has been down over the past two years, this general trend certainly does not approach the results of the City of St. Petersburg. There have been a number of reasons expressed for this significant crime reduction in St. Petersburg over the past two years. It is impossible to define a single reason for the decrease, however, there has been a significant attempt by the City and its agencies, the Police Department, the Office of Crime Prevention and Project Concern to significantly reduce crime. Thus, it is reasonable to infer that the significant effort made by the City of St. Petersburg has had an effect on the level of crime in the City and certainly can be seen as a major factor in this unusually successful crime reduction experience.

Analysis of crime reduction differentials produces mixed results

A way of determining if Project Concern has been more or less effective than other activities in the City would be to compare the differential between crime reductions (or increases as the case may be) in the target areas of Project Concern with the rest of the City. If there were a significantly greater reduction in Project Concern target

ST. PETERSBURG PROJECT CONCERN
SELECTED CRIMINAL INCIDENCE COMPARISONS
LAST TWELVE MONTHS OF OPERATIONS
(7/76-6/77)

EXHIBIT V
Page 1 of 3

	Project Concern Year (7/76-6/77)	Same Period One Year Ago (7/75-6/76)	Same Period Two Years Ago (7/74-6/75)	Difference Project Concern Year Over One Year Ago		Difference Project Concern Year Over Two Years Ago	
				Amount	Percent	Amount	Percent
COMMERCIAL ROBBERY							
- Southside	14	20	25	-6	-30.0%	-11	-44.0%
- Downtown	10	6	15	+4	+66.7%	-5	-33.3%
- Rest of City	75	56	108	+19	+33.9%	-33	-30.6%
- Total City	99	82	148	+19	+20.7%	-49	-33.1%
NON-COMMERCIAL ROBBERY (1)							
- Southside	131	184	290	-53	-28.8%	-149	-53.2%
- Downtown	145	183	306	-38	-20.3%	-161	-52.6%
- Rest of City	258	319	505	-61	-19.1%	-247	-48.9%
- Total City	534	686	1,091	-152	-22.2%	-557	-51.1%
TOTAL ROBBERY							
- Southside	145	204	305	-59	-28.9%	-160	-52.5%
- Downtown	155	189	321	-34	-13.0%	-166	-51.7%
- Rest of City	333	375	613	-42	-11.2%	-280	-45.7%
- Total City	633	768	1,239	-135	-17.6%	-606	-48.9%
RESIDENTIAL BURGLARY							
- Southside	548	877	1,252	-329	-37.5%	-704	-56.2%
- Downtown	397	445	576	-48	-10.8%	-179	-31.1%
- Rest of City	2,435	3,481	4,025	-1,046	-30.0%	-1,590	-39.5%
- Total City	3,380	4,803	5,853	-1,423	-29.6%	-2,473	-42.3%
COMMERCIAL BURGLARY							
- Southside	188	277	483	-89	-32.1%	-295	-61.1%
- Downtown	190	137	213	+53	+38.9%	-23	-10.8%
- Rest of City	557	636	1,004	-79	-12.4%	-447	-44.5%
- Total City	935	1,050	1,700	-115	-11.0%	-765	-45.0%
TOTAL BURGLARY							
- Southside	736	1,154	1,735	-418	-36.2%	-999	-57.8%
- Downtown	587	582	789	+5	+0.9%	-202	-25.6%
- Rest of City	2,992	4,117	5,029	-1,125	-27.3%	-2,037	-40.5%
- Total City	4,315	5,853	7,553	-1,538	-26.3%	-3,238	-42.9%
LARCENY (2)							
- Southside	832	1,008	1,239	-176	-17.5%	-407	-32.6%
- Downtown	733	743	845	-10	-1.3%	-112	-13.3%
- Rest of City	4,655	5,338	4,994	-683	-12.8%	-339	-6.8%
- Total City	6,220	7,089	7,078	-869	-12.3%	-858	-12.1%
SHOPLIFTING							
- Southside	380	296	343	+84	+28.4%	+37	+10.8%
- Downtown	374	533	713	-159	-29.8%	-339	-47.5%
- Rest of City	2,098	1,783	2,128	+315	+17.7%	-90	-4.1%
- Total City	2,852	2,612	3,244	+240	+9.2%	-392	-12.1%
AUTO THEFT							
- Southside	63	93	150	-30	-32.3%	-87	-58.0%
- Downtown	47	61	61	-14	-23.0%	-14	-23.0%
- Rest of City	328	364	507	-36	-9.9%	-179	-35.3%
- Total City	438	518	718	-80	-15.4%	-280	-39.0%
TOTAL EVALUATED CRIME							
- Southside	2,171	2,755	3,772	-584	-21.2%	-1,601	-42.4%
- Downtown	1,896	2,108	2,739	-212	-10.1%	-813	-30.5%
- Rest of City	10,406	11,983	14,131	-1,577	-13.2%	-3,725	-26.4%
- Total City	14,473	16,846	20,630	-2,373	-14.1%	-6,159	-29.9%

- (1) Includes purse snatches
(2) Does not include purse snatches or shoplifting

SELECTED CRIMINAL INCIDENCE COMPARISONS
LAST SIX MONTHS OF OPERATIONS
(1/77-6/77)

	Project Concern Year (1/77-6/77)	Same Period One Year Ago (1/76-6/76)	Same Period Two Years Ago (1/75-6/75)	Difference Project Concern Year Over One Year Ago		Difference Project Concern Year Over Two Years Ago	
				Amount	Percent	Amount	Percent
COMMERCIAL ROBBERY							
- Southside	4	4	13	-	0.0%	-9	-69.2%
- Downtown	9	2	3	+7	+350.0%	+6	+200.0%
- Rest of City	37	14	47	+23	+164.3%	-10	-21.3%
- Total City	50	20	63	+30	+150.0%	-13	-20.6%
NON-COMMERCIAL ROBBERY (1)							
- Southside	59	78	123	-19	-24.4%	-64	-52.0%
- Downtown	62	88	171	-26	-29.5%	-109	-63.7%
- Rest of City	109	143	275	-34	-23.8%	-166	-60.4%
- Total City	230	309	509	-79	-25.6%	-339	-59.6%
TOTAL ROBBERY							
- Southside	63	82	136	-19	-25.2%	-73	-53.7%
- Downtown	71	90	174	-19	-21.1%	-103	-59.2%
- Rest of City	146	157	322	-11	-7.0%	-176	-54.7%
- Total City	280	329	532	-49	-14.9%	-352	-55.7%
RESIDENTIAL BURGLARY							
- Southside	201	417	581	-216	-51.8%	-380	-65.4%
- Downtown	240	199	301	+43	+21.8%	-61	-20.3%
- Rest of City	1,164	1,741	2,039	-577	-33.1%	-875	-42.9%
- Total City	1,605	2,355	2,921	-750	-31.8%	-1,316	-45.1%
COMMERCIAL BURGLARY							
- Southside	62	141	209	-79	-56.0%	-145	-70.0%
- Downtown	134	66	99	+68	+103.0%	+35	+55.4%
- Rest of City	264	299	464	-35	-11.7%	-200	-43.1%
- Total City	460	506	770	-46	-9.1%	-310	-40.3%
TOTAL BURGLARY							
- Southside	263	448	621	-77	-52.9%	-525	-66.6%
- Downtown	374	364	431	+111	+42.2%	-26	-6.5%
- Rest of City	1,498	2,613	2,973	-542	-26.6%	-1,005	-40.2%
- Total City	2,135	3,425	4,025	-726	-25.4%	-1,556	-42.2%
LARCENY (2)							
- Southside	371	448	621	-77	-17.2%	-250	-40.3%
- Downtown	373	364	431	+9	+2.5%	-38	-13.5%
- Rest of City	2,355	2,613	2,973	-358	-13.7%	-713	-24.2%
- Total City	2,999	3,425	4,025	-426	-12.4%	-1,026	-25.5%
SHOPLIFTING							
- Southside	253	164	141	+89	+54.3%	+112	+79.4%
- Downtown	102m	275	449	-173	-62.9%	-347	-77.3%
- Rest of City	1,012	901	1,101	+111	+12.3%	-89	-8.1%
- Total City	1,367	1,340	1,691	+27	+2.0%	-324	-19.2%
AUTO THEFT							
- Southside	23	43	57	-20	-46.5%	-34	-59.5%
- Downtown	23	23	30	-	0.0%	-7	-23.3%
- Rest of City	174	157	258	+17	+10.8%	-84	-32.6%
- Total City	220	223	345	-3	-1.3%	-125	-50.2%
TOTAL EVALUATED CRIME							
- Southside	986	1,295	1,743	-309	-23.9%	-757	-43.4%
- Downtown	943	1,015	1,484	-72	-7.1%	-541	-36.5%
- Rest of City	5,015	5,874	7,157	-859	-14.6%	-2,142	-29.9%
- Total City	6,944	8,184	10,384	-1,240	-15.2%	-3,440	-33.1%

(1) Includes purse snatches

(2) Does not include purse snatches or shoplifting

ST. PETERSBURG PROJECT CONCERN
SELECTED CRIMINAL INCIDENCE COMPARISONS
LAST THREE MONTHS OF OPERATIONS
(4/77-6/77)

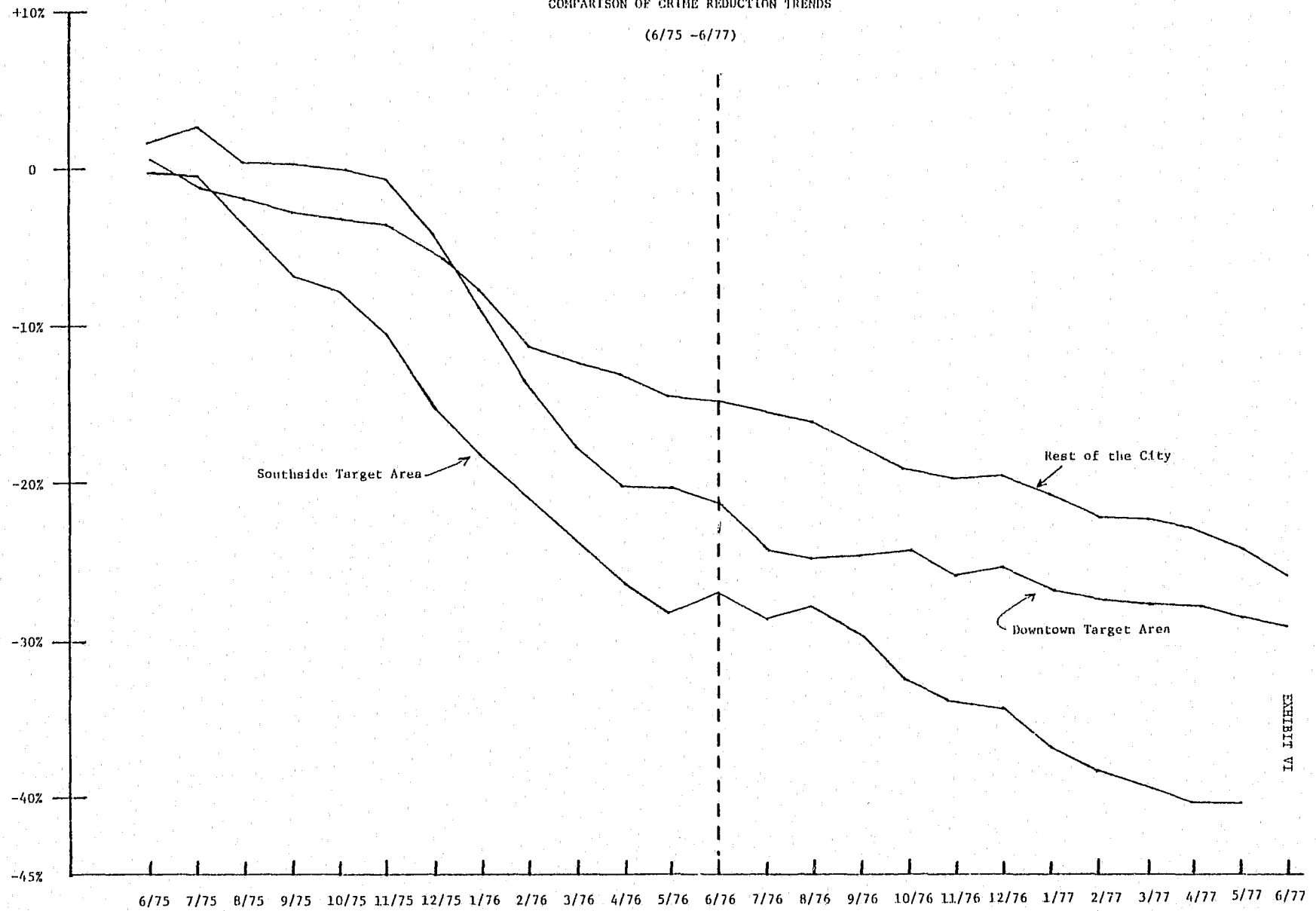
EXHIBIT V
Page 3 of 3

	Project Concern Year (4/77-6/77)	Same Period One Year Ago (4/76-6/76)	Same Period Two Years Ago (4/75-6/75)	Difference Project Concern Year Over One Year Ago		Difference Project Concern Year Over Two Years Ago	
				Amount	Percent	Amount	Percent
COMMERCIAL ROBBERY							
- Southside	1	1	5	-	0.0%	-4	-80.0%
- Downtown	2	1	1	+1	+100.0%	+1	+100.0%
- Rest of City	12	6	13	+6	+100.0%	-1	-7.7%
- Total City	15	8	19	+7	+87.5%	-4	-21.1%
NON-COMMERCIAL ROBBERY (1)							
- Southside	25	47	54	-22	-46.8%	-29	-53.7%
- Downtown	30	31	63	-1	-3.2%	-32	-51.6%
- Rest of City	39	55	109	-16	-29.1%	-70	-64.2%
- Total City	94	133	225	-39	-29.3%	-131	-58.2%
TOTAL ROBBERY							
- Southside	25	48	59	-22	-45.8%	-33	-55.9%
- Downtown	32	32	63	-	0.0%	-31	-49.2%
- Rest of City	47	61	112	-14	-22.0%	-65	-58.0%
- Total City	105	141	234	-36	-25.5%	-129	-55.1%
RESIDENTIAL BURGLARY							
- Southside	129	206	231	-77	-37.4%	-102	-44.2%
- Downtown	126	100	153	+26	+26.0%	-27	-17.6%
- Rest of City	566	866	891	-300	-34.6%	-325	-36.5%
- Total City	821	1,172	1,275	-351	-29.9%	-454	-35.6%
COMMERCIAL BURGLARY							
- Southside	24	69	88	-45	-65.2%	-64	-72.7%
- Downtown	65	40	39	+25	+62.5%	+26	+66.7%
- Rest of City	122	180	222	-58	-32.2%	-100	-45.0%
- Total City	211	289	349	-78	-27.0%	-138	-39.5%
TOTAL BURGLARY							
- Southside	153	275	319	-122	-44.4%	-166	-52.0%
- Downtown	191	140	192	+51	+36.4%	-1	-0.5%
- Rest of City	688	1,046	1,113	-358	-34.2%	-425	-38.2%
- Total City	1,032	1,461	1,624	-429	-29.4%	-92	-36.5%
LARCENY (2)							
- Southside	195	202	284	-7	-3.5%	-89	-31.3%
- Downtown	194	206	184	-12	-5.8%	+10	+5.4%
- Rest of City	1,058	1,239	1,353	-181	-14.6%	-295	-21.8%
- Total City	1,447	1,647	1,821	-200	-12.1%	-374	-20.5%
SHOPLIFTING							
- Southside	112	75	62	+37	+49.3%	+50	+80.6%
- Downtown	51	131	158	-80	-61.1%	-107	-67.7%
- Rest of City	465	427	477	+38	+8.9%	-12	-2.5%
- Total City	628	633	697	-5	-0.8%	-69	-9.9%
AUTO THEFT							
- Southside	10	20	35	-10	-50.0%	-14	-58.3%
- Downtown	15	9	9	+6	+66.7%	+6	+66.7%
- Rest of City	93	78	108	+15	+19.2%	-15	-13.9%
- Total City	118	107	141	+11	+10.3%	-23	-16.3%
TOTAL EVALUATED CRIME							
- Southside	496	620	748	-124	-20.0%	-252	-33.7%
- Downtown	483	518	606	-35	-6.3%	-123	-20.3%
- Rest of City	2,355	2,851	3,173	-496	-17.4%	-818	-25.8%
- Total City	3,334	3,989	4,527	-655	-15.4%	-1,193	-26.4%

- (1) Includes purse snatches
(2) Does not include purse snatches or shoplifting

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ST. PETERSBURG PROJECT CONCERN
COMPARISON OF CRIME REDUCTION TRENDS
(6/75 - 6/77)



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EXHIBIT VI

areas, or a reduction in these target areas while there was an increase in the rest of the City, then some inference could be made as to the differential effect of Project Concern.

This comparison produces mixed results; crime reductions in the Southside target area were significantly greater during the time of Project Concern than the rest of the City, while crime reductions in the Downtown area were not as great as the rest of the City. These differentials are discussed in more detail following:

- Crime reduction in the Southside target area, considered the highest crime area in St. Petersburg, has indeed been significant during Project Concern. Overall evaluated crime in Southside is 21 percent less than a year ago and 42 percent less than two years ago. This reduction is even more startling when you compare those crimes that are considered to be of significance to citizens.
 - .. For instance, non-commercial robbery, which primarily consists of person to person hold-ups is down 29 percent in Southside as compared to a year ago and 53 percent as compared to two years ago. Thus, the non-commercial robbery level in Southside has been more than halved over what it was two years ago.
 - .. Residential burglary, another crime of concern to citizens, has been reduced 38 percent over a year previously and 56 percent over two years previously, again unprecedented reductions.
- Reductions in the Downtown target area have not been as significant. For instance, crime has only been reduced 10 percent over one year ago, as compared to a reduction of 13 percent in the parts of the City not in the target areas. As compared to two years ago, Downtown target area crime has been reduced 31 percent as compared to 26 percent in the rest of the City, not including Southside.
 - .. The primary reason for this less reduction in the Downtown area is that certain crimes, particularly commercial burglary and commercial robbery have increased during the period evaluated.
 - .. At the same time, other crimes, such as non-commercial robbery, shoplifting and auto theft have shown a greater reduction than the rest of the City.

- These comparisons are summarized in Exhibit VII. This exhibit shows that the Southside Target Area has a favorable differential as compared to the rest of the City in nine of the ten evaluated crimes as compared to both the previous year and two years ago. The Downtown Target Area has a favorable differential in only four of the ten evaluated crimes as compared to last year and six of the ten evaluated crimes as compared to two years ago.

Results are not substantially different using all three periods of comparison

As discussed above, comparisons were made of the last 12 months, the last six months and the last three months of Project Concern activity. The differential results are not considerably different for each of these three periods, as shown in the following table.

Total Evaluated Crime Percentage Reductions

Area	Last 3 Months as Compared to		Last 6 Months as Compared to		Last 12 Months as Compared to	
	One Year Ago	Two Years Ago	One Year Ago	Two Years Ago	One Year Ago	Two Years Ago
Southside	-20.0%	-33.7%	-23.9%	-43.4%	-21.2%	-42.4%
Downtown	-6.8%	-20.3%	-7.1%	-36.5%	-10.1%	-30.5%
Rest of City	-17.4%	-25.8%	-14.6%	-29.9%	-13.2%	-26.4%
Total City	-16.4%	-26.4%	-15.2%	-33.1%	-14.1%	-29.9%

As the table shows, the levels of reduction are reasonably similar with the most significant reductions being in the last six months. However, the last three months has begun to show somewhat of a reversal of this reduction trend with less reductions than the other periods.

(3) Results Relative to the Other Major Premises Being Tested

As discussed in Chapter II, Project Concern has been testing premises other than those concerning crime reduction. Specific results relative to these premises are presented following:

Premise 1: A proactive approach rather than a reactive approach should more successfully engender target hardening and citizen awareness of crime

The activity of Project Concern can be typified throughout its period by this proactive approach to crime prevention. Project Concern has been directly involved in bringing

ST. PETERSBURG PROJECT CONCERN

SUMMARY OF INDIVIDUAL CRIME COMPARISONSSouthside Target Area

Evaluated crimes which showed a greater reduction or less increase in the Southside Target Area than the rest of the City (not including the Downtown Target Area) for the last twelve months of Project Concern activity.

As Compared To
The Previous Year

Commercial robbery
Non-commercial robbery
Total robbery
Residential burglary
Commercial burglary
Total burglary
Larceny
Auto theft
Total evaluated crime

As Compared To
Two Years Ago

Commercial robbery
Non-commercial robbery
Total robbery
Residential burglary
Commercial burglary
Total burglary
Larceny
Auto theft
Total evaluated crime

Evaluated crimes which showed less reduction or more of an increase in the Southside Target Area than the rest of the City (not including the Downtown Target Area) for the last twelve months of Project Concern activity.

As Compared To
The Previous Year

Shoplifting

As Compared To
Two Years Ago

Shoplifting

Downtown Target Area

Evaluated crimes which showed a greater reduction or less increase in the Downtown Target Area than the rest of the City (not including the Southside Target Area) for the last twelve months of Project Concern activity.

As Compared To
The Previous Year

Non-commercial robbery
Total robbery
Shoplifting
Auto theft

As Compared To
Two Years Ago

Commercial robbery
Non-commercial robbery
Total robbery
Larceny
Shoplifting
Total evaluated crime

Evaluated crimes which showed less reduction or more of an increase in the Downtown Target Area than the rest of the City (not including the Southside Target Area) for the last twelve months of Project Concern activity.

As Compared To
The Previous Year

Commercial robbery
Residential burglary
Commercial burglary
Total burglary
Larceny
Total evaluated crime

As Compared To
Two Years Ago

Residential burglary
Commercial burglary
Total burglary
Auto theft

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crime prevention services directly to the citizens. The activity results of Project Concern, its high objective achievement and the impact it has had on the citizens it has come into contact with indicate that this proactive approach is an effective means of providing crime prevention services to the citizens of a city.

During the early part of the project there was discussion and comparison between the pro-active approach used by Project Concern and the approach stated then by the Office of Crime Prevention that their role was to provide services based on citizen requests. Although there is some theoretical soundness to that statement of the Office of Crime Prevention, actuality indicates that citizen apathy is usually so great, regardless of the seriousness of a crime, that it behooves a jurisdiction and an agency to take what is called the proactive approach to crime prevention. This is particularly true in areas where the elderly are concentrated, because of the high fear of crime perceived by those elderly citizens.

Thus, it can be said that the proactive approach has been seen in this evaluation as the more effective approach to delivery of crime prevention services.

Premise 2: The Mini-City Hall concept which implies decentralized services

Project Concern has not fully tested this concept and in the abbreviated manner that it has been tested it has not been successful. The Project Concern centers have not served as centers for walk-in trade and for the provision of social services, as originally envisioned. They have served as administrative offices for Project Concern. The specialization of Project Concern in crime prevention activity and the limited staff resources available have prevented the project from providing a full range of social service information and referrals. Further, the information and referral aspect, relative to the Mini-City Hall concept, has been considered throughout the project to be one of the least successful elements of that project.

Premise 3: Whether or not concentration of crime activities can have an effect in those areas where crime prevention activities are most needed

It is difficult to say whether the testing of this premise resulted in significant results. The concentration of activity in the target areas by Project Concern must be viewed as positive, however, it is difficult to say whether that concentration had an effect on crime prevention in the area, or whether that concentration is as high as it could have been. For instance, there were significant resources

concentrated in the Southside Target Area in crime prevention activities by Project Concern. The Southside Target Area had major crime reductions during this period. However, at the same time special police operations were also going on in the Southside Target Area. It is difficult to assess which of these activities resulted in a reduction of crime. However, project results suggest that concentration of crime prevention activities in areas of high crime does have a more measurable effect than wide dispersion of limited resources.

(4) Limitations of Project Concern

There are certain limitations that have been apparent throughout most of the project that have hindered Project Concern effectiveness. These are discussed following.

Lack of legitimacy and identification

Project Concern has been afflicted with a lack of legitimacy and identification since the beginning of the project. This has been alleviated, to some degree, in recent months by the increasing maturity of the project and its affiliation with the Office of Crime Prevention. However, project personnel still see this lack of legitimacy as a major problem.

Less than satisfactory interaction with other agencies

Although Project Concern has made a positive attempt to successfully interact with other agencies, some initial problems prevented the project from achieving full effectiveness in this area. Primary interagency communication problems existed with the Police Department and the Office of Crime Prevention.

As can be expected, the Police Department had to be convinced that Project Concern was seriously in the crime prevention business and could assist the Police Department in their crime prevention activity. Initial and strong support was given Project Concern by the Chief of Police, however, it has taken considerable time for Project Concern to successfully interact with the other members of the Police Department relative to referrals and joint efforts in the target areas. Although this period of time is understandable, it has hurt the project because of the expectation for strong initial cooperation.

Problems with the Office of Crime Prevention were experienced initially, in terms of defining which office would be providing which services in which area of the City. Regardless of the differences in interpretation of a proactive approach as opposed to a reactive approach or use of volunteers and other differing factors, both Project Concern and the Office of Crime Prevention's

primary function has been to provide the broad range of crime prevention services to citizens in the areas they serve. There were considerable degrees of initial overlap because this primary mission was essentially the same. These initial problems were resolved in that Project Concern was given primary responsibility for its target areas and the Office of Crime Prevention was given primary responsibility for areas other than the target areas. This alleviated some problems but competition between the two programs has remained strong.

Lack of criminal analysis capability

It is very difficult to develop and maintain a flexible and responsive crime prevention program if one is not aware of what the crime is and where it is. Project Concern has not had an effective criminal analysis capability, nor for that matter, does the Office of Crime Prevention. The criminal analysis function is centered in the Police Department and is designed, as can be expected, to meet the needs of the Police Department. The Police Department has been reasonably cooperative in providing information to Project Concern, however, the timeliness of that information has prevented Project Concern from reacting fairly immediately to crime problems. Recently, the Police Department has been providing information on burglaries so Project Concern can concentrate its victim assistance. However, in this case, the only information provided is an address of the burglary rather than the victim, time, other factors, etc. For the Office of Crime Prevention to take full advantage of the concentration and flexibility inherent in the Project Concern concept, the criminal analysis capability in the crime prevention area must be improved.

3. EVALUATIVE FINDINGS CONCERNING THE THREE MAJOR PROGRAMS

Three major programs of Project Concern, as discussed in the previous chapter are the Youth Services, Citizen Education and the facilitation of Social Services (which became the Victim Assistance Program as a result of the mid-term self assessment). Each of these programs was developed to respond to one of the major premises of Project Concern. This section contains a discussion of evaluative findings concerning these three programs.

(1) Overall Internal Objective Achievement

Project Concern developed, as discussed in the preceding section, extensive activity objectives in each of the three program areas. The project also developed an internal means of evaluation, called the Self Assessment Program, which measured the achievement of these objectives. Exhibit VIII, following this page, presents a tabular summary of the percent of objectives achieved by month and cumulative for the project for each of the three major programs and the total project from June of 1976 through July of 1977. Because of the means of recording some of the objectives and the scoring system, which utilized a ceiling of 150 percent of objective achievement by

ST. PETERSBURG PROJECT CONCERN
PERCENT OF OBJECTIVES ACHIEVED BY MONTH
BY PROGRAM

	<u>Youth Services/ Delinquency Prevention</u>		<u>Citizen Education</u>		<u>Facilitate Social Services *</u>		<u>Total Project</u>	
	<u>Monthly</u>	<u>Cumulative</u>	<u>Monthly</u>	<u>Cumulative</u>	<u>Monthly</u>	<u>Cumulative</u>	<u>Monthly</u>	<u>Cumulative</u>
June 1976	48%	45%	135%	139%	81%	80%	87%	87%
July 1976	44%	46%	110%	128%	80%	79%	78%	84%
August 1976	69%	66%	115%	115%	41%	60%	74%	81%
September 1976	62%	76%	75%	132%	87%	65%	75%	92%
October 1976	53%	86%	102%	126%	71%	68%	72%	93%
November 1976	66%	84%	119%	127%	62%	65%	82%	92%
December 1976	60%	79%	44%	127%	70%	65%	58%	90%
January 1977	72%	78%	111%	119%	86%	69%	89%	90%
February 1977	73%	83%	105%	116%	85%	72%	87%	92%
March 1977	67%	84%	103%	118%	54%	69%	77%	92%
April 1977	57%	85%	117%	114%	71%	70%	81%	92%
May 1977	96%	111%	113%	117%	64%	74%	99%	107%
June 1977	93%	109%	133%	119%	59%	73%	107%	108%
July 1977	73%	109%	105%	117%	80%	74%	93%	107%

* Changed in May 1977, as a result of the mid-term self assessment to the "Victim Assistance Program"

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EXHIBIT VIII

objective, the monthly figures do not add up to the cumulative figures. A graphical summary of cumulative objective achievement by program over the period of Project Concern is presented as Exhibit IX.

There are two major findings relative to overall objective achievement as discussed following:

. Objective achievement has been considerably high

As has been discussed in prior evaluation reports, the planned activity and objectives for Project Concern have been considerably ambitious. However, given this condition, the level of activity within the project has been considerable to enable the high level of objective achievement seen in the two exhibits (107 percent for the total project and 109 percent, 117 percent and 74 percent for the three major programs).

. There are still too many objectives and activities

A recurring point in prior Project Concern evaluations has been the unwieldy number of objectives and activities and their negative impact on the management of the project. These objectives/activities have been too numerous for the limited Project Concern staff to effectively address each one. Thus, the need to meet all objectives tends to dilute staff emphasis. Further, the large number of objectives has limited the flexibility of a program that needs to remain flexible.

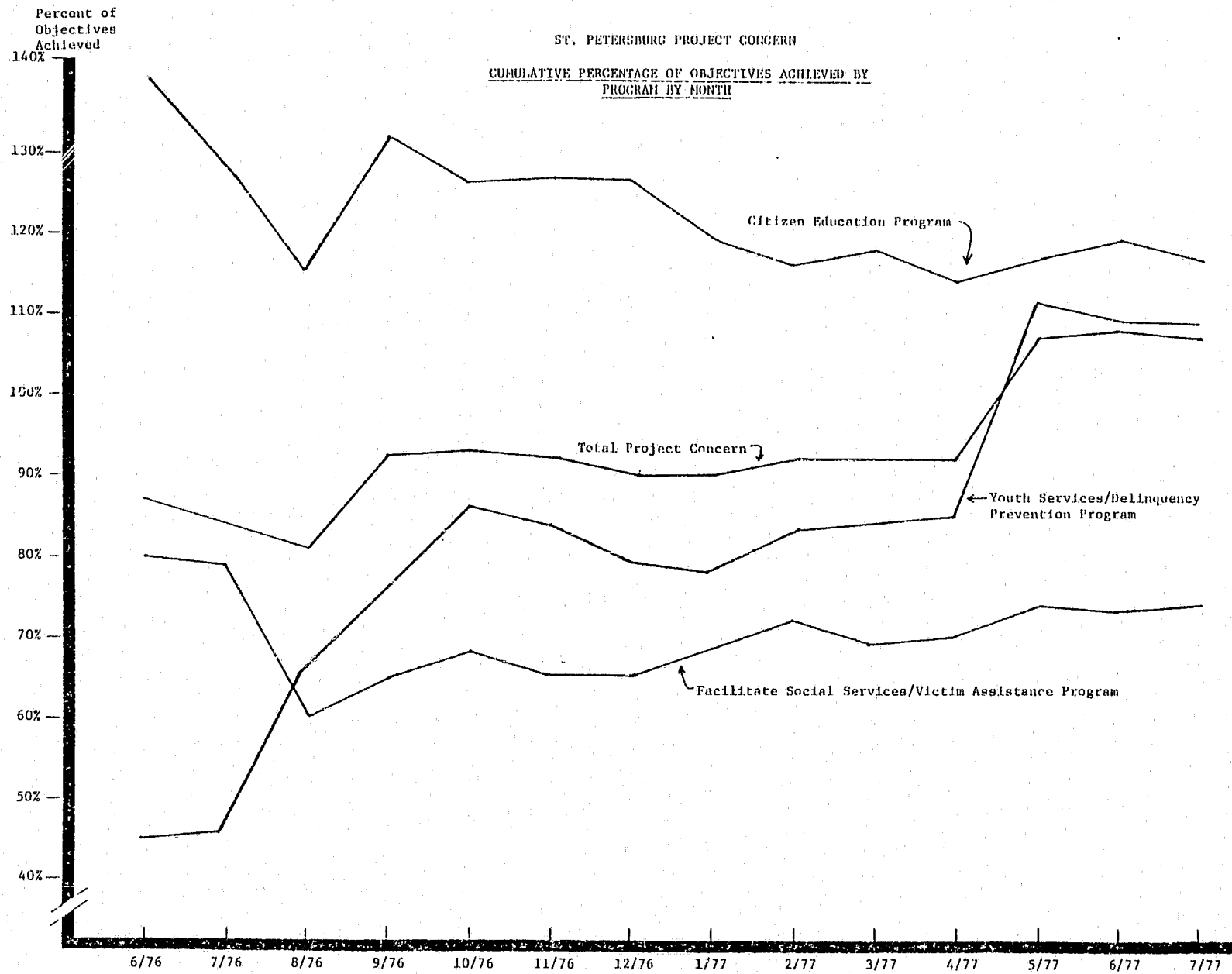
This problem was partially alleviated by the mid-term self assessment in that some objectives were eliminated, however, a large number of objectives still remain and, to some degree, so does the problem.

(2) Youth Services/Delinquency Prevention Program

This program of Project Concern has to be viewed from a positive standpoint. Some of the more successful aspects of the overall program and some of the more effective uses of volunteers have been in this area. Specific positive comments include the following:

. The objective achieved level for the Youth Services/Delinquency Prevention Program is over 100 percent. This has not been the case for the entire team of the project, but the adjustment made at the mid-term self assessment to activities deemed more effective and achievable enabled this high level to be achieved.

. The Sixteenth Street Middle School tutoring program, the follow up and assistance to status offenders and the recreation program were considered by all concerned with the project to be quite positive.



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EXHIBIT IX

Although the objective was not achieved, referrals to youth serving agencies were seen as positive. The Police Department did not make as many referrals as was originally intended, however, that level of referrals has been picking up and there have been 131 youth referrals from the police during the program.

The Youth Services/Delinquency Prevention Program has addressed one of the major premises of Project Concern, and from the point of view of activity and concentration, particularly in the Southside area, must be seen as a positive effort.

(3) Citizen Education Program

The Citizen Education Program, the second major program of Project Concern, provides the citizens of the target areas with information that can have a direct effect on crime reduction. The evaluation of this aspect of the program must be related to the effort expended by Project Concern staff and volunteers. Citizen education objectives have been consistently succeeded, particularly when it is noted that these objectives were ambitious to begin with. There have been several adjustments over time in the emphasis of this program as Project Concern staff have assessed the effectiveness of each of their activities and adjusted these activities to their assessments.

In addition to the specific aspects or elements of the Citizen Education Program, the Evaluation Methodology Summary Matrix presented in the previously submitted Evaluation Plan and also in Chapter II of this report, identified two additional citizen education objectives stated by Project Concern planners, as follows:

- . To reduce entries through unlocked doors and windows by five (5) percent
- . To reduce property losses by at least ten (10) percent in the target areas

The first objective, because of the present way that crime data is presented in St. Petersburg, cannot be measured for achievement, thus it is impossible to evaluate whether the objective has been achieved.

The second objective, however, can be measured. Property values stolen for the Project Concern evaluated crimes (robbery, burglary, larceny, shoplifting and auto theft) was also provided by the Criminal Analysis Section of the Police Department.

Property value stolen for the total evaluated crimes for the last twelve months (7/76-6/77) is presented as Exhibit X. Observations concerning these results follows:

- . Both the Southside and the Downtown Target Areas have achieved a greater than 10 percent reduction in property

ST. PETERSBURG PROJECT CONCERN

COMPARISON OF PROPERTY VALUE STOLEN FOR EVALUATED CRIMES

	<u>Southside Target Area</u> <u>July 1976-June 1977</u>	<u>Downtown Target Area</u> <u>July 1976-June 1977</u>	<u>Rest of City</u> <u>July 1976-June 1977</u>
Property value stolen (\$)			
. This year	\$ 250,058	\$ 217,575	\$ 2,019,390
. A year ago	410,745	260,722	2,118,112
. Two years ago	519,399	412,922	2,687,133
Difference this year over last year			
. Amount	\$-160,787	\$ -43,147	\$ -98,722
. Percent	-39.1%	-16.5%	-4.7%
Difference this last over two years ago			
. Amount	\$-269,341	\$-195,347	\$ -667,743
. Percent	-51.9%	-47.3%	-24.8%

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value stolen for the evaluated crimes as compared to both last year and two years previous.

- These reductions are reasonably significant, as follows:

.. A 39 percent reduction as compared to last year and a 52 percent reduction as compared to two years ago in the Downtown Target Area.

.. A 17 percent reduction as compared to last year and a 47 percent reduction as compared to two years ago in the Downtown Target Area.

. These reductions in the target areas are greater than similar reductions in the rest of the City and the differential is significant.

Thus, the objective has been achieved in both target areas for both periods used for comparison.

(4) Social Service Facilitation/Victim Assistance Program

This program, which is more general in nature than the other two, was considered at the mid-term evaluation to be the least productive or successful of the three. The mid-term self assessment, conducted as a result of the mid-term evaluation and particularly emphasizing the Social Service Facilitation Program has changed this situation. The program was retitled the Victim Assistance Program and victim assistance activity was made the major effort. Although the level of objective achievement is still below that of the other two programs (74 percent through July 1977), the areas that are being emphasized are those activities that have direct relevance to crime prevention. Referrals have picked up, however, they still have fallen short of objectives in the last few months of the program. The victim assistance aspects have been given reasonable publicity in the City of St. Petersburg and are seen by those concerned with Project Concern as a particularly positive element of the program. Thus, what can be considered to be a less than positive aspect of the overall program at the mid-term evaluation has been resolved in terms of becoming a more demonstratively positive element of Project Concern.

4. EVALUATIVE FINDINGS CONCERNING VITAC

This section presents evaluative findings concerning Volunteers in Training Against Crime (VITAC). VITAC is the volunteer arm of Project Concern, and is a separate non-profit corporation operating under contract to Project Concern. The objectives of VITAC, as discussed more thoroughly in the previous chapter, are to recruit, screen, train and place volunteers in crime prevention activities in Project Concern. VITAC represents an innovative approach in St. Petersburg in terms of developing and training volunteers for

crime prevention activities. Although the St. Petersburg Association to Reduce Crime (SPARC) has been in operation, that organization has not developed a formalized recruitment training and placement, as has VITAC.

The overall evaluative impression of VITAC is mixed. Findings relative to VITAC are presented following in the areas of volunteer activity and specific conclusions.

(1) Volunteer Activity

Through the full activity period (June 1976-July 1977) of Project Concern, VITAC volunteer activity is presented as Exhibit XI and can be summarized as follows:

- . There have been 110 volunteers recruited with placements of 96 volunteers in Project Concern activities.
- . There have been 57 volunteers terminated voluntarily or for other reasons representing a loss rate of 32 percent.
- . There have been 2,786 volunteer service hours through July, an average of 199 hours per month.
- . Thus the cost to date per volunteer hour is approximately \$13.20.

(2) Specific Findings

Following are specific findings concerning VITAC.

- . An effective volunteer management structure has been developed

VITAC staff, its Board and the policies and procedures developed have served to establish an effective structure for the management of a volunteer program in the City of St. Petersburg. The Director is knowledgeable, the Board committed and the procedures proven and mature.

- . VITAC has had measurable impact on Project Concern

VITAC volunteers have been directly involved in some of the most successful aspects of Project Concern, particularly in the youth services/delinquency prevention area. They have played an integral role in these activities and have underscored the utility of volunteers in criminal justice/crime prevention activities.

- . VITAC cannot be considered to be cost and service effective

The level of volunteer hours provided to date in the program has not been sufficient to justify reserve expenditures. In the 14 months of Project Concern only 2,786 volunteer hours have been contributed. Based on 2,080 hours as a man year of effort, VITAC has resulted in only 1.3 man years of effort in this 14 month period. Another

ST. PETERSBURG PROJECT CONCERN

ANALYSIS OF VITAC ACTIVITY

	<u>Volunteers Recruited</u>		<u>Volunteers Placed</u>		<u>Volunteers Terminated</u>		<u>Volunteer Hours</u>			<u>Cost Per Volunteer Hour</u>
	<u>Monthly</u>	<u>Cumulative</u>	<u>Monthly</u>	<u>Cumulative</u>	<u>Monthly</u>	<u>Cumulative</u>	<u>Monthly</u>	<u>Cumulative</u>	<u>Average Per Month</u>	
Prior to October 1976	61	61	37	37	4	4	348	348	87	\$31.81
October 1976	6	67	15	52	1	5	190	538	108	27.33
November 1976	7	74	5	57	5	10	239	777	130	21.10
December 1976	4	78	6	63	4	14	255	1032	147	18.09
January 1977	14	92	4	67	5	19	136	1168	146	17.47
February 1977	2	94	10	77	4	23	310	1478	164	15.86
March 1977	2	96	3	80	5	28	315	1793	179	14.32
April 1977	3	99	4	84	6	34	259	2052	187	13.95
May 1977	3	102	3	87	5	39	342	2394	200	13.04
June 1977	4	106	2	89	6	45	167	2561	197	13.20
July 1977	4	110	7	96	12	57	225	2786	199	12.96

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way of looking at it is to compare VITAC volunteer hours to time expended by the VITAC Director. For every hour involved by the VITAC Director only 1.14 volunteer hours have been provided. This does not represent the multiplication of staff effort needed in a successful volunteer program.

The cost per volunteer hour was \$12.96 for the first 13 months of the program, a level of expense, which is hard to justify over time.

The nature of Project Concern/VITAC makes cost/service efficiencies impossible to attain

By restricting VITAC to crime prevention activities, it has been impossible to build in the flexibility and "attractive" activities necessary to increase volunteer hours and thus more effectively balance the essentially "fixed" costs of VITAC and lower the cost per volunteer hour. Crime prevention has been shown not to be the most popular activity for volunteers, as evidenced by the high termination rate in the past few months.

5. FINDINGS RELEVANT TO THE MOST RECENT PERIOD EVALUATED

The last evaluative activity prior to this final evaluation was the mini-evaluation report completed in May, 1977. In order to effectively evaluate Project Concern, it is important that not only the overall time period of the program be assessed but also the most recent months, in order for City officials to respond to the present process and management of the program. Findings concerning this period are presented in the following paragraphs.

(1) The Refunding Problems Have Negatively Affected the Program

The various delays in the approval of the refunding grant request to Project Concern have had a negative effect on the program. Three of the initial staff members, all of whom had made valuable contributions to the project, have left because of the uncertainty of the refunding process. Other staff members are making career plans based on the uncertainty of the funding process. Further, much of the management time of the Director and others in the City have been concerned with determining what has happened and in delaying activity decisions because of this lack of a refunding commitment.

This negative effect has also been felt by Junior League participants. The Junior League voted that unless a commitment was made by LEAA by July 1, 1977 their funding would not be renewed. No commitment had been made at the time of this writing.

Many of the officials interviewed felt that because of this indecisive refunding situation, Project Concern had, in effect, showed its efforts and became stagnated waiting until the end of the program. As will be discussed in the next finding, that has not particularly been the case, however, that perception is there and thus the legitimacy and credibility of Project Concern, which has been a problem from the beginning, remains a problem.

(2) These Refunding Delays Have Not Retarded Activity as much as Could Reasonably Be Expected

Although the interviews of the people outside of Project Concern indicated that they felt Project Concern's activity had fallen down because of the delays in the refunding process, that has not been particularly the case. Project Concern's activity has been maintained at a reasonably high level as can be seen by the high objective achievement in the last few months. This is being accomplished in spite of fewer staff personnel and the use of untrained CETA employees.

The staff of Project Concern remains dedicated to crime prevention and has shown, in the last few months, increasing maturity in managing crime prevention efforts. Thus, fewer blind alleys have been pursued and most of the activity being conducted is being conducted in areas directly related to meaningful crime prevention efforts. This is particularly true in terms of a person-to-person approach to crime prevention through home security inspections in the target areas and the victim assistance efforts. This activity is consuming a greater amount of Project Concern's time, but it is felt strongly by the staff that this type of effort is having a direct effect on crime prevention, as opposed to making presentations to larger groups where the immediate effect of a person-to-person contact may not be as great.

This continued dedication by the staff to Project Concern objectives and activity indicates that the positive aspects of Project Concern are continuing to have an effect on the crime prevention effort in St. Petersburg.

(3) The Organizational Integration with the Office of Crime Prevention Has Not Been Successfully Carried Out

Project Concern was merged into the Office of Crime Prevention in May. However, Project Concern is not functioning as an integral part of that office nor has it been accepted as an integral part of that office since this merger. The reasons for this lack of effective integration include the following.

Shortly after the integration, the Director of the Office of Crime Prevention was taken ill and has been out of the office since that time and not expecting to return for at

least another month. Thus, there has not been consistent direction in terms of integration procedures. An acting Office of Crime Prevention Director has been appointed and has attempted, in conjunction with the Project Concern Director, to achieve more effective implementation results. However, working relationships still can be improved.

- . Most people interviewed and those with any connection to the two offices indicated that there was a significant "us versus them" attitude. Project Concern staffers do not really consider themselves to be a part of the Office of Crime Prevention and Office of Crime Prevention staffers do not really consider Project Concern people to be part of the same group.
- . The physical separation of the offices of Project Concern and the Office of Crime Prevention make coordination difficult, regardless of the number of coordination meetings held.

(4) Volunteer Work Has Slowed Down

Volunteer activity has slowed down in the summer. This is primarily caused by typical down turn in volunteer programs that exist in summer and the unavailability of students to recruit for volunteer activity. Thus, the volunteer hours have dropped off and the lack of cost effectiveness in VITAC remains a problem.

(5) The Citizens Advisory Committee Has Not Been Established

Part of the recommendation for the inclusion of Project Concern into an Office of Crime Prevention was the establishment of a Citizens Advisory Committee. However, that Committee has not been established and functioning. Thus, there has been little citizen input into Project Concern's and the Office of Crime Prevention's activities.

6. OVERVIEW OF THE EFFECT OF THE LEAA FUNDING PROCESS ON PROJECT CONCERN

One of the primary observations in this final evaluation report on Project Concern has to be the negative impact on the program that has been felt due to the funding and refunding practices of the Law Enforcement Assistance Administration (LEAA). This agency was responsible for initially making the resources for this project available to the City of St. Petersburg, however, based on a review of the unreasonable delays, inconsistencies, and lack of responsiveness to local government and its citizens, LEAA can also be said to have had a major negative effect on the project.

LEAA placed considerable delays on funding the original project in terms of placing special conditions on the grant, delaying the decision and in failing to respond to numerous inquiries from the City.

It was stated by many persons connected with the initial funding process that Project Concern would probably never have been funded without the interest and involvement of the Junior League.

This initial delay by LEAA had resulted in what best can be considered a "sour taste" in St. Petersburg, both with the City and the Junior League. Initial communications from Florida BCJPA and LEAA officials indicated that such a delay would not occur during refunding, but, as shown in Chapter II, such a delay has ensued. The original refunding grant request was submitted to LEAA in January and it still has not been acted on. Although there are procedural reasons that LEAA can use to explain the delays, the perceptions of St. Petersburg officials and Junior League representatives are that they have been operating with three separate "sets of rules" on the same grant request, without prior notification that the rules had changed.

Regardless of procedural reasons, the delays imposed by LEAA, from an evaluative standpoint, tend to defeat the purpose of the funding availability. Rather than assisting local government to meet its problems, these LEAA delays have imposed considerable difficulties for the City in utilizing "federal" funds to effectively aid its citizens, from which those "federal" funds initially come.

There are two further aspects which underscore the ineffective administration of Project Concern by LEAA.

- . A unique aspect of Project Concern is its actual financial involvement of a private citizens group, the Junior League in the grant effort. This was the first experience that the St. Petersburg Junior League has had with federal grant projects and has caused considerable frustration and dismay relative to the LEAA process.

- . This evaluation has been made as a result of a LEAA requirement that an "outside" evaluator be hired. The primary purpose of the mid-term evaluation was to serve as an informed input to the refunding decision process. However, there has been little evidence that that evaluation was used at all by LEAA in its decision process relative to Project Concern.

Thus, the LEAA administrative structure must be considered as an environmental impediment that had a significant negative impact on St. Petersburg Project Concern.

IV. RECOMMENDATIONS

IV. RECOMMENDATIONS

This chapter presents recommendations relative to the findings and the future of Project Concern. Included are refunding recommendations, recommendations concerning VITAC and a discussion of lessons learned.

1. REFUNDING RECOMMENDATIONS

Arthur Young & Company recommended strongly in its mid-term evaluation that Project Concern be re-funded. That recommendation and subsequent positive project progress did little to deter the present delays in a refunding decision. However, since a decision still needs to be made as to whether or not the project should be funded, it is still recommended that Project Concern be refunded by the Law Enforcement Assistance Administration (LEAA). There are certain positive factors that indicate that the refunding of Project Concern remains appropriate. These are discussed, as follows:

- . The proactive approach of Project Concern has continued to have positive effects on St. Petersburg and continued funding would provide a more reasonable time frame for continued implementation and evaluation of this approach.
- . The project has had a positive effect on crime prevention activities in the City of St. Petersburg and has shown itself to be a positive approach, though limited, to community crime prevention.
- . The sheer frustration caused the private citizens of St. Petersburg, the Junior League, who were involved in the federal grant process for the first time, by the inability of the Law Enforcement Assistance Administration to effectively communicate a positive or negative decision to Project Concern would indicate that LEAA should respond to St. Petersburg by re-funding this project.
- . The potential addition of Project Concern resources, particularly in terms of target area approaches, media campaigns and other activities, represent a significant level of assistance to the overall crime prevention objectives in the City of St. Petersburg. There is no question that the Office of Crime Prevention's overall City activities would be better served if Project Concern were re-funded.

However, Project Concern should not be managed in the form as presented in the present grant request. There are a number of significant changes that should be included in the project for its second phase. These would include the following:

(1) The Next Phase of the Project Should Include Less Objectives

Because the re-funding grant request was put together well before the mid-term self assessment, the objectives and breadth of the re-funding grant request do not reflect the evaluation findings of this assessment. As projected in the grant request, Project Concern is too broad to have a concentrated effect on crime prevention in St. Petersburg. These objectives should be redrawn considerably to concentrate on those aspects of the project, such as victim assistance, concentrated one-on-one crime prevention, interaction with juveniles and other activities seen by Project Concern as effective. The objectives should be reviewed for reasonableness and should be integrated with and compliment the Citywide crime prevention objectives of the Office of Crime Prevention.

(2) Program Flexibility Should Be Increased

In addition to reducing the number of objectives, the management flexibility of the project should be increased. By this is meant that Office of Crime Prevention management should have the ability to:

- . Shift target areas upon adjustments in crime trend and to have more or less than two target areas if desired.
- . Adjust programs to meet the present needs of the City. This would mean, for instance, that all Project Concern personnel, if it was deemed appropriate, could be concentrated in a single element in a given month, as opposed to covering every single program element every month.
- . Take on some aspects of Project Concern on a Citywide basis, particularly a media and publicity campaign, thus complimenting the activities of the Office of Crime Prevention.

(3) Certain Managerial Economies Should Be Achieved in the Refunding Period

Based on the activities of the last few months, it has been seen that Project Concern can run effectively with fewer personnel. Further integration with the Office of Crime Prevention could achieve some more efficiencies. Specifically, this would mean that:

- . Project Concern has three clerical personnel at the present time, one for the Downtown Center, one for the Southside Center and one for VITAC. It is fairly evident from the evaluation process and from interviews with staff personnel, that there is not sufficient workload for all three of these secretaries. During the refunding

phase, if the City continues to contract for the services of VITAC, VITAC secretarial services could be provided by the OCP and Project Concern secretarial staff without major effort, thus resulting in the reduction of one clerical person.

As discussed in Chapter III, the separate centers of Project Concern have not been effective in terms of walk-in referrals and identifiability of the program. There is sufficient room in the headquarters of the Office of Crime Prevention to achieve further economies by combining some Project Concern offices. Whether or not both Project Concern offices could be integrated is a function of an analysis of available space in that building. However, at least the Southside Center could be combined with OCP. This would tend to centralize most communication in crime prevention into one central office.

2. RECOMMENDATIONS CONCERNING VITAC

The Board of Directors of Volunteers in Training Against Crime (VITAC) has been considering alternative options for continued VITAC activity. It is apparent from the evaluative findings which VITAC officials were aware of prior to this report, that:

- . VITAC is not functioning in a cost effective manner for the dollars spent.
- . Limitation on only using volunteers for crime prevention projects only in Project Concern areas and activities tend to inhibit flexibility.
- . The less than fully successful volunteer satisfaction has been somewhat due to the type and nature of some of the volunteer projects utilized in Project Concern.

However, at the same time it has been reasonably apparent that VITAC has established an effective structure for recruiting and management of volunteers responsibilities within the City. In this context, then, the following recommendations are made:

(1) The Responsibilities for VITAC Should Be Expanded

VITAC should increase its responsibilities for volunteer coordination in St. Petersburg to serve a much broader role. For instance, additional efforts in the overall criminal justice system could be emphasized.

(2) VITAC Offices Should Remain with OCP and Project Concern

In order to ensure continuing coordination, the Offices of VITAC should remain in the Office of Crime Prevention headquarters. With the suggested change of Project Concern personnel to this office, this should ensure improved coordination and communication.

(3) The VITAC Board Should Establish Specific Objectives

In order to master making VITAC both cost and service effective, the VITAC Board should establish specific objectives, to be achieved on a monthly basis and to enable monitoring of VITAC. Objectives that should be established include, for example, the following:

- . VITAC Board's definition of their perception of what is the desired level of cost and service effectiveness
- . Volunteer hours
- . Cost per volunteer
- . Volunteers recruited
- . Volunteers trained
- . Volunteers placed.

3. USE OF LESSONS LEARNED

There were a number of lessons learned by the City of St. Petersburg during this first phase of Project Concern. These were discussed in detail in the previous sections and chapters. However, these lessons are of no value to the City unless what has been learned is applied to future crime prevention activity. Recommendations in this area are discussed following:

(1) Future Crime Prevention Efforts Should Include Project Concern Results

The future crime prevention efforts of the Office of Crime Prevention, regardless of the final re-funding decision, should include the positive aspects of Project Concern. Particularly, this implies that the Office of Crime Prevention assume a more proactive role in crime prevention and develop a policy of more effective one-on-one crime prevention services to the citizens of the City of St. Petersburg. Other successful attributes of Project Concern should also be replicated on a Citywide basis by the Office of Crime Prevention (e.g. - truancy program).

(2) The Non-Responsiveness of LEAA Funding Should Be Communicated by the City

This report contains a discussion of the non-responsiveness of the LEAA funding process to the City of St. Petersburg. The delay in the initial grant funding and more directly the delays in the refunding process have created significant management problems relative to the project. The types of delay that have been imposed by LEAA are unreasonable and St. Petersburg City officials should communicate this problem to both LEAA and their specific representatives at the State and Federal levels.

END
