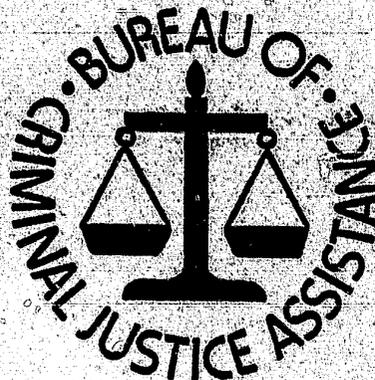


# The Florida Department of Administration

## DIVISION OF STATE PLANNING

### BUREAU OF CRIMINAL JUSTICE ASSISTANCE



### Crime Prevention Program Evaluation

Final Report

October 1978

ARTHUR YOUNG & COMPANY

Certified Public Accountants

63469

NCJRS

SEP 5 1979

ACQUISITIONS

ARTHUR YOUNG & COMPANY

CERTIFIED PUBLIC ACCOUNTANTS

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

October 31, 1978

Mr. John Dale  
Acting Bureau Chief  
Bureau of Criminal Justice  
Assistance  
Division of State Planning  
530 Carlton Building  
Tallahassee, Florida 32304

Dear Mr. Dale:

Arthur Young & Company is pleased to transmit this final report of our evaluation of the Law Enforcement/Citizen Initiative Crime Prevention Program undertaken for the Bureau of Criminal Justice Assistance as part of our overall evaluation capability engagement. The evaluation involved review of seven BCJA funded projects in seven local jurisdictions in the State and, as a result of this review, development of conclusions and subsequent recommendations relative to the overall program.

This final report is presented in two volumes, the detailed final report and the Executive Summary. These reports have been reviewed in the draft by Bureau personnel and the comments received from these officials have been considered in the final reports.

We are appreciative of the assistance and cooperation extended throughout the project by Mr. Richie Tidwell and Mr. Tom Long of your staff. Further, we are grateful for the cooperation extended us by each of the jurisdictions analyzed.

If you have any questions concerning the information contained in these reports, please contact either John S. Smock or Edwin R. Moline in our Tampa Office at (813) 223-1381.

Very truly yours,

*Arthur Young & Company*

BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE

CRIME PREVENTION PROGRAM EVALUATION

TABLE OF CONTENTS

<u>CHAPTER</u>		<u>PAGE</u>
I.	<u>INTRODUCTION</u>	
	1. Background	I-1
	2. Evaluation Objectives	I-2
	3. Methodology Utilized	I-3
II.	<u>INDIVIDUAL PROJECT DESCRIPTIONS</u>	
	1. City of Clearwater	II-1
	2. City of Gainesville	II-3
	3. City of Jacksonville	II-4
	4. City of Largo	II-7
	5. City of Orlando	II-8
	6. St. John's County	II-10
	7. City of Winter Haven	II-11
III.	<u>COMPARATIVE ANALYSIS</u>	
	1. Crime Reduction	III-1
	2. Organization	III-3
	3. Resources	III-5
	4. Activity	III-7
	5. Tentative Productivity Comparisons	III-7
	6. Perceived Successes/ Aress of Less Success	III-9
IV.	<u>OBSERVATIONS AND CONCLUSIONS</u>	
	1. Impact	IV-1
	2. Organization and Management	IV-3
	3. Approaches to Crime Prevention	IV-5
	4. Cost Effectiveness	IV-7
	5. Overall Program Objective Achievement	IV-9
V.	<u>RECOMMENDATIONS</u>	
	1. The Crime Prevention Program Should Continue to be Funded	V-1
	2. Programs Funded Should Involve Commitment by the Participating Jurisdictions	V-1
	3. Programs Funded Should Represent A Greater Level of Crime Prevention Sophistication Than Those Currently Evaluated	V-1

BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE

CRIME PREVENTION PROGRAM EVALUATION

TABLE OF CONTENTS (CONT'D)

<u>CHAPTER</u>		<u>PAGE</u>
	4. The BCJPA Should Fund Demonstration Projects in Crime Prevention	V-2
	5. The BCJPA Should Encourage Better Reporting of Crime Prevention Activities	V-2

BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE  
CRIME PREVENTION PROGRAM EVALUATION

TABLE OF EXHIBITS

<u>Exhibit Number</u>	<u>Title</u>	<u>Follows Page</u>
I	Evaluation Plan Schematic	I-3
II	Comparison of Overall Crime Rate By Jurisdiction	III-1
III	Comparison of Overall Crime Rate Reduction By Jurisdiction	III-2
IV	Comparison of Variance from Five Year Mean Crime Rate By Jurisdiction	III-2
V	Comparison of Resources Committed to Crime Prevention	III-5
VI	Crime Prevention Activity Summary	III-7

I. INTRODUCTION

**ARTHUR YOUNG & COMPANY**  
Certified Public Accountants

## I. INTRODUCTION

This document constitutes the final report of a comparative evaluation of a number of local government sponsored crime prevention projects across the State of Florida, which have received funding assistance from the Florida Bureau of Criminal Justice Planning and Assistance (BCJPA). Project documentation is contained in two volumes, a more detailed report (this document) and an executive summary, submitted under separate cover. This introductory chapter contains the following sections:

- . Background
- . Special Study Objectives
- . Methodology utilized
- . Outline of the remainder of the report.

### 1. BACKGROUND

This comparative evaluation of selected crime prevention projects funded by the Florida Bureau of Criminal Justice Planning and Assistance was conceived by the BCJPA as part of its overall evaluation capability project. The initial concept called for an independent consultant to be hired to evaluate six selected areas and assist the Bureau in developing an effective evaluation capability. The six areas selected included four LEAA funded projects, such as this crime prevention evaluation, and two special studies, an organized crime control systems analysis and a cost analysis of the juvenile justice system in the State.

Based on a competitive consultant selection process, Arthur Young & Company was selected to conduct this engagement for the BCJPA. This selection process involved the development of a proposal to the BCJPA by Arthur Young & Company which outlined the professional approach the Firm would use in conducting the overall evaluation capability development program, and each of the four evaluations and the two special studies.

"Crime Prevention" is an area of major emphasis by the Bureau of Criminal Justice Planning and Assistance. This corresponds to a national emphasis by LEAA and other groups, such as the National Crime Prevention Institute, to develop programs which have the eventual effect of reducing crime through citizen involvement in eliminating the root causes of crime. The field of crime prevention is considered to cover a wide range of activities; such as eliminating social conditions closely associated with crime; improving the ability of the criminal justice system to detect, apprehend, judge and reintegrate into the communities those who commit crimes; and reducing those situations in which crimes are most likely to be committed.

One of the programs in the Crime Prevention Component of the BCJPA is the Law Enforcement/Citizen Initiative Program. This program involves funding of a number of projects designed to educate citizens of Florida's jurisdictions in crime prevention techniques and procedures.

Based on the 1978 plan, this program is designed to respond to the problem that a "lack of awareness and involvement of community support for law enforcement efforts have prevented effective programs for reduction of crime." Its overall goal is the reduction of crime and its stated subgoals include:

- . To develop crime reduction capabilities in each local law enforcement agency
- . To develop citizen action groups to work independently or in conjunction with law enforcement agencies in crime prevention activities
- . To develop a coordinating and/or technical assistance capability at the State level for citizen action groups.

Statewide resources are provided in this program area by the "Help Stop Crime" program of the Attorney General's Office, which serves as a facilitator in providing public education and citizen awareness information on a Statewide basis. Local law enforcement agencies have established "Help Stop Crime" project officers who work closely with citizen groups in their area to implement these programs. The Law Enforcement/Citizen Initiative program also funds projects sponsored by local government agencies designed to facilitate citizen awareness on the local government level.

The BCJPA desires to know whether or not projects funded within this program are generally effective and what successful elements of certain programs might be transferable to other programs. This evaluation is intended to answer those questions by analyzing the results of a few selected crime prevention projects across the State and comparing those results. This will result in generalized conclusions relative to the overall program.

## 2. EVALUATION OBJECTIVES

The primary objective of this comparative evaluation of local government sponsored crime prevention projects has been:

To conduct a comparative assessment of selected law enforcement/citizen initiative crime prevention projects across the State of Florida in order to assess the impact and effectiveness of these projects as they relate to the overall crime prevention programs in the communities concerned and to assess, from a comparative basis, the cost effectiveness of these projects and crime prevention programs.

Attainment of this primary objective has also included attention to the following secondary objectives:

- . To develop observations and conclusions concerning the Law Enforcement/Citizen Initiative crime prevention program administered by BCJPA
- . To develop specific recommendations for improvement in that program, based on the findings of this evaluation

- . To identify both successful and unsuccessful elements of the crime prevention projects.

The scope of the study was limited, due to its inclusion in the overall evaluation capability engagement. We did not assess the effectiveness of each project, but rather placed our emphasis on the analysis necessary to make observations and conclusions concerning the overall program. The scope was further limited by reliance on the accuracy of data submitted by the projects, although limited data audits were made in the field visit phase.

### 3. METHODOLOGY UTILIZED

The specific methodology utilized to conduct this crime prevention comparative evaluation is presented graphically as Exhibit I, following this page. Descriptions of each of these tasks follow.

#### TASK 1 DEVELOP CRIME PREVENTION EVALUATION PLAN

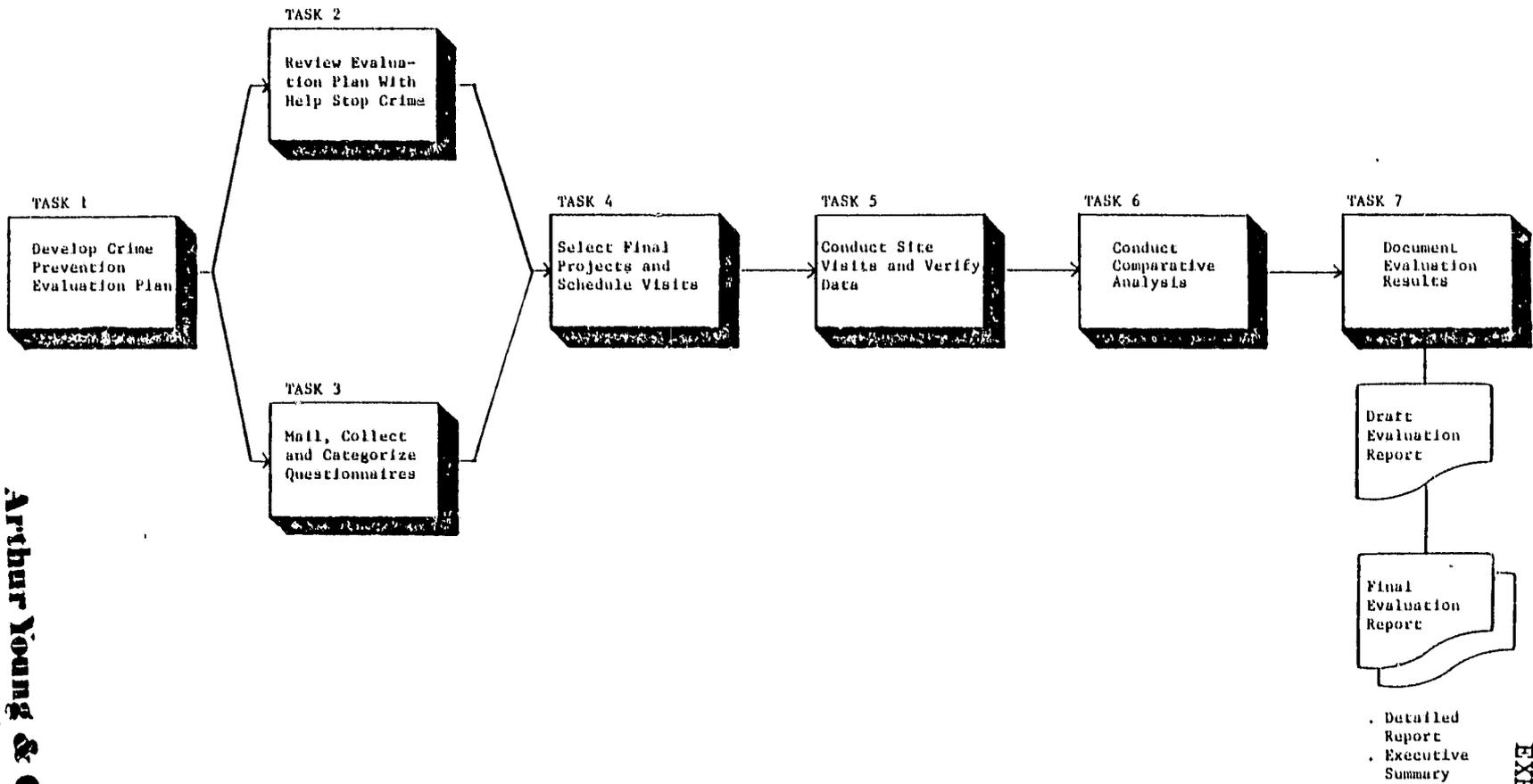
Although the discussion in our initial proposal for this crime prevention evaluation included a description of the project, evaluation issues and objectives, preliminary performance measures and data requirements and a preliminary evaluation work plan, that discussion did not include sufficient information to immediately begin the evaluation plan which would serve as the basis for consultant activity and as a guideline for project monitoring by BCJPA planners and evaluation personnel.

This task also included selection of those projects which would be asked to respond to the initial evaluation questionnaire. This selection included the following steps:

- . Initial meetings were held with BCJPA personnel to determine those grants from which a selection would be made. It was decided at this initial meeting that the fiscal year 1976 grants would be more appropriate for evaluation than fiscal year 1977 grants because more projects were funded in fiscal year 1976.
- . Information on these grants then served as a basis for a meeting between the Arthur Young & Company Evaluation Director, the BCJPA Evaluation Coordinator, and the BCJPA Crime Prevention Planner. Specific criteria were established for project selection, which included ensuring that the projects selected contained a mixture of those projects that funded personnel and those that funded equipment, those projects that utilized sworn law enforcement personnel and those that utilized civilians, those projects based in urban jurisdictions and those based in rural jurisdictions. Based on these criteria, then, nine crime prevention projects were selected for initial consideration. These were eventually reduced to seven projects based on returns of the questionnaire discussed later in this evaluation plan.

FLORIDA BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE  
EVALUATION OF CRIME PREVENTION PROJECTS

EVALUATION PLAN SCHEMATIC



**Arthur Young & Company**  
Certified Public Accountants

EXHIBIT I

The BCJPA Evaluation Coordinator sent a letter to the project directors of the nine projects informing them of their selection for this evaluation analysis.

The following activities were also undertaken in this task:

- . Specific evaluation data and performance measures in the areas of crime data, activity data, cost benefit data and subjective data were defined
- . Data collection measures were also defined, such as questionnaires, follow-up interviews and data audits
- . Analysis methods and procedures which would be utilized were also finalized.

The end product of this task was an evaluation plan, which was approved by BCJPA officials.

#### TASK 2 REVIEW EVALUATION ISSUES WITH HELP STOP CRIME

In order to gain an overall State crime prevention perspective, evaluation issues were reviewed with Help Stop Crime officials.

#### TASK 3 MAIL, COLLECT AND CATEGORIZE QUESTIONNAIRES

After the questionnaire presented in the evaluation plan was approved, it was mailed to the nine crime prevention projects initially selected. A sample of the questionnaire used is presented as an appendix to this report.

#### TASK 4 SELECT FINAL PROJECTS AND SCHEDULE VISIT

After the questionnaires were returned, and based on the information contained therein, seven projects were selected for the actual evaluation. These projects were then scheduled for on-site visits.

#### TASK 5 CONDUCT SITE VISITS AND VERIFY DATA

Each of the projects finally selected was visited in order to verify the data collected in the questionnaire and to conduct subjective interviews and make project observations. Actual interviews were based on the information returned in each questionnaire.

#### TASK 6 CONDUCT COMPARATIVE ANALYSIS

Based on the information received from the questionnaires and site visits, a comparative analysis of the seven crime prevention projects was conducted. The major emphasis in this comparative analysis was an attempt to develop impact and cost effectiveness comparisons, as well as comparisons relative to crime reduction, citizen group involvement, activity efforts,

citizen based penetration and other elements detailed in the questionnaire filled out by each project evaluated.

#### TASK 7 DOCUMENT EVALUATION RESULTS

This task involved the documentation of the results of the evaluation analysis. This report and the accompanying executive summary represent that documentation.

#### 4. OUTLINE OF THE REMAINDER OF THIS REPORT

Following this introductory chapter, this report is presented in the following chapters:

- . Individual Project Descriptions - includes a description for each of the seven jurisdictions analyzed of the overall crime prevention program, a description of the BCJPA grant supporting the overall crime prevention program and observations.
- . Comparative Analysis - contains a comparative analysis of the seven programs in the areas of crime reduction, organization, resources, activity, tentative productivity comparisons, and perceived successes/areas of less success.
- . Observations and Conclusions - contains observations and conclusions concerning the comparative analysis of the seven jurisdictions in the areas of impact, organization and management, approaches to crime prevention, cost effectiveness, and overall program objective achievement.
- . Recommendations - contains recommendations to the BCJPA relative to the continued management of the crime prevention program.

Also included, as an appendix to this report, is a copy of the questionnaire filled out by each of the participating jurisdictions.

II. INDIVIDUAL PROJECT DESCRIPTIONS

**ARTHUR YOUNG & COMPANY**  
Certified Public Accountants

## II. INDIVIDUAL PROJECT DESCRIPTIONS

This chapter presents descriptions of the seven crime prevention programs reviewed during this evaluation. The jurisdictions included are:

- . City of Clearwater
- . City of Gainesville
- . City of Jacksonville
- . City of Largo
- . City of Orlando
- . St. John's County
- . City of Winter Haven.

### 1. CITY OF CLEARWATER

This section presents descriptions of the City of Clearwater's overall crime prevention program and the BCJPA grant funding supporting that program. Also included are observations of the Clearwater program made by our consultants.

#### (1) Description of the Overall Clearwater Crime Prevention Program

The development of a formal crime prevention program in the City of Clearwater has been a relatively recent move. The City of Clearwater has had a formal community relations program for a number of years and responsibility for whatever crime prevention activity took place generally came under this group. However, this crime prevention activity was limited to activities within the schools and specific public relations types of programs, such as speeches before civic groups. Clearwater Police Department officials reasoned that they could have a significantly greater impact on citizen involvement in crime prevention and hopefully on the level of crime itself by involving police resources more directly in the community.

The overall crime prevention program includes one full-time crime prevention officer within the Clearwater Police Department, assisted by the community relations officers, who function primarily within the Officer Friendly Program. The crime prevention officer is expected to be a facilitator in bringing crime prevention resources to Clearwater citizens. The crime prevention function is under the Administrative Division of the Clearwater Police Department. The crime prevention officer reports directly to the Sergeant-in-Charge of community relations.

Services provided by the Clearwater crime prevention program are standard crime prevention services (public presentations, security surveys, etc.). In addition, a major objective of the Clearwater Crime Prevention Program is to provide training for operational policemen in the field of crime prevention.

In addition to specific crime prevention activities of the Administrative Division, the City of Clearwater has a Victim Assistance Program, which operates under a separate Federal grant. Thus, this aspect of crime prevention is also included within the City's efforts.

(2) Description of the BCJPA Grant

BCJPA funding has been used to support the Clearwater crime prevention program primarily through provision of a crime prevention and community relations mobile headquarters, which is outfitted to provide services to the citizens within their specific neighborhoods. The project also provides support equipment for the crime prevention effort such as movie projectors, movie screens, cartridge projectors, video tape recorder and monitor/receiver, and others. The salary of the full-time crime prevention officer is paid for by the City.

(3) Observations

Following are observations concerning Clearwater's crime prevention program.

- . Of the seven projects visited, Clearwater's was the most recently established and thus had not undertaken enough activity for relevant conclusions concerning citizen involvement, use of volunteers, and other crime prevention specifics.
- . The first few months of the program have been concerned more with project organization, than with operational concentration in the neighborhoods, as originally envisioned. However, at the time of the field visit, an initial neighborhood targeting project had been accomplished and police officials felt that this door-to-door proactive approach to citizens was the proper approach.
- . The Clearwater program is emphasizing the maintenance of an effective working relationship with the patrol force, a situation that is ordinarily less than successful in crime prevention projects. The major emphasis on crime prevention training within the department is evidence of this emphasis.
- . The van purchased with grant funds had not seen heavy use because of the newness of the program. For such an expensive piece of equipment to even be considered cost effective, it will require almost continuous use.

## 2. CITY OF GAINESVILLE

This section presents descriptions of the City of Gainesville's overall crime prevention program and the BCJPA funded grant supporting that program. Also included are observations made by our consultants.

### (1) Description of the Overall Gainesville Crime Prevention Program

The City of Gainesville's crime prevention program is a comprehensive one administered by its Police Department. The program involves full-time sworn officers presenting crime prevention programs and providing crime prevention services. There is also heavy use of the Police Explorers in the crime prevention program. The program has been provided assistance, cooperation and donations from various civic groups, such as the Kiwanis and the Junior League.

As with most law enforcement crime prevention programs, the Gainesville project evolved from a prior community relations program. Gainesville has dedicated resources to community relations for over 20 years and that section evolved into the present crime prevention unit.

Gainesville has made a major investment in crime prevention. The crime prevention program has become an integral part of the Police Department. High priorities are placed on crime prevention activities and the workload produced by the unit is reflective of this priority. The present staffing is five sworn officers, including a Lieutenant-in-Charge and one clerical person. It should be noted that these officers also continue to handle certain community relations matters.

### (2) Description of the BCJPA Grant

The crime prevention program in Gainesville predated BCJPA assistance. The grant that we reviewed was developed to provide direct assistance and support to the on-going crime prevention program. This support grant included a crime prevention trailer which has been purchased, but was not yet in operation at the time of our field visit. Other audio visual and support equipment was also provided by the grant.

### (3) Observations

There are certain observations relative to the Gainesville crime prevention program that were noted during our review. These include the following:

The Gainesville program has an unusually high level of support from the chief police administrator. It has become institutionalized within the Police Department and represents a significant investment of resources for a department the size of Gainesville's.

The budget of the Police Department has not grown over the past three years and police administrators attribute the ability to continue to cope with the growing workload to the increased effectiveness of the crime prevention program.

The Gainesville program is "productivity oriented" and demonstrates an extremely high level of work effort.

Gainesville's is one of the few programs reviewed which has developed an effective neighborhood watch program. Gainesville officials feel that this is one of the most effective elements of their program and have attributed success to utilization of existing community groups rather than the establishment of new groups.

Gainesville's van was considerably less expensive than that of Clearwater (\$11,500 as opposed to \$23,103) and showed primarily the same capabilities for crime prevention. Thus, it should be considered relatively more cost effective.

### 3. CITY OF JACKSONVILLE

This section presents a description of the City of Jacksonville's overall crime prevention program and the BCJPA grant supporting that program. Also included are observations made during our analysis.

#### (1) Description of the Overall Jacksonville Crime Prevention Program

Jacksonville's crime prevention program was the most unusual reviewed in this evaluation. The City's crime prevention program, at the time of our review, was composed of two major programs, as follows:

##### Sheriff's Office

The Sheriff's Office maintains a crime prevention capability with its Crime Prevention Unit, part of the overall community relations group within the Sheriff's Department. The emphasis of the Sheriff's program is on short-term target hardening and immediate crime prevention. The program makes extensive use of volunteers in conducting security surveys, public presentations, and the other elements of crime prevention. In fact, a special group, the "Community Posse", has been formed for this purpose.

The Sheriff is currently emphasizing a major program in conjunction with the Jacksonville office of the FBI and the Jacksonville Chamber of Commerce entitled "Get Tough With Crime". This project involves a concentrated attack on a specific target crime for each quarter.

## Office of the Mayor

The other crime prevention program is sponsored by the officer of the Mayor, Office of Criminal Justice Planning (the Metropolitan Planning Unit for Jacksonville). This project is entitled the "Fourth Dimension in Crime Prevention" and is designed to emphasize crime prevention as the fourth dimension of the criminal justice system. The program is staffed by civilians and is aimed at longer term crime prevention by serving as a catalyst to the solution of social problems that cause crime. The primary emphasis in the program is on combatting juvenile delinquency and the major areas addressed are as follows:

- Involvement of the religious community and the religious aspects of crime prevention
- Involvement of the formal educational system in Jacksonville in crime prevention
- The use of recreational opportunities to combat the opportunity to commit crime.

There has been much discussion in Jacksonville of the dichotomy between the two separate programs and, as of July 17, 1978, the Fourth Dimension of the criminal justice system was merged into the Sheriff's Office Crime Prevention Program. At the time of interviewing, plans were not finalized as to whether there would be any major changes in the thrust of either arm of the overall crime prevention program, because of the merger. Apparently, the staff of both sides saw the merger as a positive step and one that could potentially improve the crime prevention capabilities of the City.

### (2) Description of BCJPA Grant

Although both aspects of the crime prevention program in Jacksonville receive funds through the BCJPA, the grant that was addressed in this evaluation was the "Fourth Dimension". The grant provides staffing and supportive costs for the program. In addition to the BCJPA funded positions (four professional and one clerical), there are five CETA positions in the program. The Fourth Dimension grant represents an evolution from prior grants. In effect, the unit is similar to the structure which was first established, but is under its third grant and its third name. It was first called the Coordinating Unit, secondly the Crime Prevention Unit, and now the Fourth Dimension.

### (3) Observations

There are certain observations of the Jacksonville crime prevention program that we made during our interview process and our analysis of the data. These include the following:

Although the two programs (Fourth Dimension and the Sheriff's Office) represented different (long-term and short-term) approaches to crime prevention, there was a certain duplication of effort. More importantly, there was not effective coordination of the overall crime prevention function, because the organizational separation created a communication problem. The solution the City of Jacksonville developed to resolve this issue by merging the Fourth Dimension with the Sheriff's Office is probably appropriate. It centralizes crime prevention staff responsibility in the agency, most appropriate to handle that responsibility.

The combination of the Fourth Dimension and the Sheriff's program represents an excellent opportunity to test the effectiveness, in a major jurisdiction, of combined law enforcement, civilian and volunteers, operating under the organization of a single agency. It also presents an opportunity to test the effectiveness of a mixture of short-range and long-range solutions relative to the same management control. If the Jacksonville program works effectively after merger, then there is much to be said for similar approaches in other major jurisdictions.

The Sheriff's program has made effective use of volunteers within a law enforcement agency. The use of the Community Posse and other volunteers has significantly multiplied the effect of the few sworn officers assigned to crime prevention.

Many of the Fourth Dimension's work projects reviewed indicated more of a planning function than that of a crime prevention unit, even considering the long-term emphasis of the project. For instance, a number of studies were conducted by the Fourth Dimension, such as a study of obscene phone calls in the beach districts, that cannot really be related to straightforward crime prevention of major crimes. It appears that, because of their placement within the Metropolitan Planning Unit, the Fourth Dimension has accomplished functions more similar to the planning function than will be the case when they are situated within the Sheriff's Office.

Jacksonville does not presently utilize a sophisticated crime analysis system tied to both crime prevention and operations. However, a program is in the process of being implemented that would place major emphasis on crime and operational analysis, and tie that crime analysis directly to operations. Jacksonville has received a grant for a Crime Analysis for Patrol Strategies (CAPS) program which will divide the City into specific sectors for crime analysis and dedicate significant professional and automated resources to crime analysis, subsequently tying direct patrol and crime prevention strategies to that analysis.

#### 4. CITY OF LARGO

This section presents descriptions of the City of Largo overall crime prevention program, the BCJPA funded grant supporting that program, and relevant observations.

##### (1) Description of the Largo Crime Prevention Program

The City of Largo Crime Prevention Program was established by the City's Police Department in late fall 1974 and became operational in early 1975. The program originally consisted of two sworn police officers who made up the Largo Crime Prevention Unit. The unit was established primarily to respond to a significant increase in crime in the City of Largo and the perception, by police and city officials, that something new had to be tried to address the increasing crime problem. Funding assistance from the BCJPA was received in October of 1976. Thus the Largo program was in operation almost two years before grant support was received.

The Crime Prevention Unit functions under the direction of the administrative section of the Largo Police Department. During the grant period there were two sworn officers and two civilians in the unit. One of the civilians was a criminal justice planner and the other served as administrative assistant. The present complement of the unit is three personnel - one sworn officer, the criminal justice planner and the administrative assistant. Thus, the Largo Crime Prevention Unit involves both police and civilian professional personnel. The Largo program utilizes volunteers to assist in security surveys and with Operation Identification.

##### (2) Description of the BCJPA Grant

The BCJPA grant provided direct assistance to the Largo crime prevention program in terms of funding the civilian criminal justice planner and the civilian administrative assistant. Salaries of the police officers were assumed by the City. The grant also provided assistance in terms of equipment and materials to be used in the City's crime prevention effort. In response to the positive effect of the unit within the City, the City has assumed the salaries of the two civilians.

##### (3) Observations

Following are observations made by our consultants during their review of the Largo program.

- . The program has made good use of its civilian personnel and has shown the effective professional relationship of police and civilians within crime prevention.
- . The Largo project has received strong management support from the Chief of Police and the City Manager and has been commended by outside agencies.
- . The program has also made successful use of citizen volunteers and has involved them directly in the program.
- . Largo has also developed an excellent reference system using manual indexing, which enables the comparison of crime events to citizens who have received crime prevention services.

## 5. CITY OF ORLANDO

This section presents descriptions of the City of Orlando overall crime prevention program and the BCJPA funded grant supporting that program. Also included are observations made by our consultants as a result of analyzing the program.

### (1) Description of the Orlando Crime Prevention Program

The Orlando crime prevention program is directed by the Orlando Police Department. The crime prevention function is the responsibility of the Community Relations and Crime Prevention Section, which reports directly to the Chief of Police. The crime prevention program was formalized in May of 1977 in Orlando, when the present BCJPA grant was received. At that time, three sworn officers were added to the then Community Relations Section. The initial responsibilities of these three officers were specific crimes and were related to involvement with Orlando area Kiwanis clubs. A major project of Kiwanis was entitled "Safeguard Against Crime" and Orlando police officials saw this as an excellent opportunity to get immediate citizen involvement in the crime prevention area. These individual assignments included:

- . One officer assigned to crime prevention for rape and crimes against the elderly
- . One officer assigned to burglary prevention
- . One officer assigned to "Crime Watch", a television program that Orlando has pioneered in Florida, which aids in solving unsolved crimes but, more importantly, has resulted in significant citizen involvement in assisting the Police Department.

Police crime prevention activities are not limited to these three officers. The Orlando Police Department is undergoing significant organizational changes. Last year a pilot "Team Policing" project was undertaken in one area of the City.

This project was so successful that the City of Orlando Police Department has implemented team policing through the City. As part of its pilot project, one officer was assigned crime prevention responsibilities for the team. In the pilot area, this officer is continuing his crime prevention responsibilities. There are currently plans to set up the same kind of crime prevention responsibilities within each of the other teams.

(2) Description of BCJPA Grant

The crime prevention grant received by the City of Orlando supports the overall crime prevention program of the City. The grant provides for equipment, a mobile van and other supportive expenses. The van is not yet in operation, but most of the equipment has been received and has been utilized. The City has assumed the personnel costs of the officers in the crime prevention section.

(3) Observations

The following items are observations of note relative to the Orlando crime prevention program.

- . Orlando is making a major investment in the crime analysis function, as well as crime prevention. A formal crime analysis team has been established to work with various operational teams (patrol and investigative) in the team policing concept. In addition, each of the teams will have a team "mobilizer" who is responsible for ensuring that the results of crime analysis are related to specific operations. The team mobilizer will also be involved in relating crime prevention activities to crime analysis and team operations.
- . Orlando comes the closest of any of the jurisdictions reviewed to formally integrating crime prevention with the operational police force.
- . It is the intention of the Chief of Police to eventually have each of his officers as a fully trained crime prevention officer, investing regular operational time in crime prevention.
- . The emphasis of the three crime prevention officers in headquarters is primarily public relations, while the emphasis of the crime prevention officer in the patrol team and those officers to be assigned to the new teams is primarily a proactive mode of operational crime prevention. Thus, headquarters personnel have achieved the initial visibility necessary for crime prevention and operational policemen will be concentrating on more "target oriented" activities.

6. ST. JOHN'S COUNTY

This section presents descriptions of the St. John's County overall crime prevention program and the BCJPA funded grant supporting that program. Also included are observations made by our consultants as a result of analyzing the program.

(1) Description of the Overall St. John's County Crime Prevention Program

Crime prevention in St. John's County has been the responsibility of the St. John's Sheriff's Office. The Sheriff has assigned, with grant assistance, one sworn officer (deputy) to serve as a full-time crime prevention officer in the Sheriff's Department and to coordinate all crime prevention programs within the County.

The St. John's County crime prevention program evolved similarly to other programs. The present Captain of Patrol was initially assigned community relation responsibilities and became interested in crime prevention. Initial programs borrowed heavily from those in neighboring jurisdictions until the present program was established.

The St. John's County crime prevention program is the only crime prevention program in the County. The Sheriff's crime prevention officer also provides services within the City of St. Augustine and other municipalities that have full-time police departments.

The St. John's County program makes extensive use of volunteers as follows:

- . The Sheriff has a CB watch group that has been used effectively in auto burglary and other aspects of crime prevention.
- . Certain housing projects have volunteered personnel to make security surveys and mark property with engravers.
- . There is a Sheriff's "Marine Posse" that has also assisted in crime prevention activities.

(2) Description of the BCJPA Grant

BCJPA grant funds pay for the crime prevention officer and supportive expenses, such as audio-visual equipment, etc. In essence, with the exception of the match, the BCJPA grant pays for the entire crime prevention program in St. John's County. This grant will expire in October, 1978.

(3) Observations

During our review of the St. John's County project, certain observations were made that are worthy of note. These include the following:

- . The St. John's County Sheriff's Office crime prevention program has made effective use of citizen volunteers and thus multiplied the limited resources available to the Office of Crime Prevention.
- . There are two tactics that are worthy of note, as follows:
  - The crime prevention officer initiates contact with victims of property crimes and other crimes as appropriate and provides continued crime prevention services. This tactic is often used in larger programs but most small law enforcement agencies' programs have only been public relations oriented (speeches, meetings, etc.).
  - Although limited, the manual crime analysis done by the crime prevention officer has had an impact on the direction and tactics of the crime prevention program.
- . There apparently has not been significant impact by the crime prevention officer on the regular police operations of the Sheriff's Department. Although there is not outright opposition to crime prevention, there has not been as effective coordination as desired of crime prevention activities with operational activities.
- . However, plans are being made to effect a more direct relationship between the program and everyday police operation.
- . It is questionable whether or not the program will be picked up after funding is over. The program is almost totally funded by the BCJPA grant, and there has not been formal commitment for absorbing this activity within the Sheriff's Department. However, the Sheriff and key managers in his department were quite positive and supportive of the crime prevention efforts and thought the program had had a major impact on the effectiveness of the Sheriff's Office.

7. CITY OF WINTER HAVEN

This section presents descriptions of the City of Winter Haven's overall crime prevention program and the BCJPA funded grant supporting that program. Also included are observations covering the overall crime prevention program.

(1) Description of the Overall Winter Haven Crime Prevention Program

The City of Winter Haven's crime prevention program is entitled "Stamp Out Crime of Winter Haven" and is administered by the Winter Haven Department of Public Safety and its Police Department. The Lieutenant-in-Charge of the crime prevention unit reports directly to the Director of Public Safety. The program is in its third year of operation having originally begun in 1975. Crime prevention in Winter Haven has been and continues to be a major investment and commitment by the City, not only in resources of its Police Department, but also in citizen involvement and volunteer participation.

The history of the crime prevention program in Winter Haven reflects a rational planned approach to an identified problem. Over three years ago, when the program was first considered, crime was at an all-time high in Winter Haven. Police officials realized that acting alone they could not address or affect that crime problem unless an unreasonable additional amount of funds and resources were given to the Police Department. Those officials investigated alternatives and realized that the most effective means of crime prevention in the long run would be an investment in a community participation program. Further, they felt that a comprehensive community involvement program could aid in controlling the costs of police services, if the program were successful. Before the program was initiated, considerable research and planning was undertaken. Specific objectives were set and a grant was applied for from the BCJPA to assist in the program.

Since "Stamp Out Crime of Winter Haven" has been established, there has been considerable citizen involvement. "Stamp Out Crime" involves an Executive Committee of community leaders who advise the Police Department on its crime prevention activities. Another particularly strong citizens' group has been "Women Against Crime", which has contributed many of the volunteers who have worked in the crime prevention programs. The program also includes part-time civilians and police officers who conduct specific operations within Stamp Out Crime.

Winter Haven achieved what they considered to be considerable early crime reduction success, though this success was not achieved within the City's black community. Using black community leaders' input and advice, a different approach was tried, that of the establishment of NESAC (Northeast Security Against Crime), which involved a store-front operation in the black community and considerable citizen involvement. Since this different approach was taken, positive results in the northeast area has paralleled positive results within the rest of the City.

(2) Description of BCJPA Grant

The BCJPA grant has provided significant assistance to the "Stamp Out Crime" program. Grant funds have covered many of the major support expenses, equipment costs, and have provided the salary supplements for the part-time civilians and police officers. In effect, the BCJPA grant has served as a catalyst to get the project going and to maintain it. BCJPA funding ceased on 9/30/77 and the program has been totally City supported since that time.

(3) Observations

Our review of Stamp Out Crime of Winter Haven also provided certain observations. These are discussed following:

- . Winter Haven officials feel that they have had an extremely successful program over the last three years. The heavy involvement of the citizenry is seen as quite positive.
- . The Police Department and Public Safety Department feel that they are getting considerably more service for dollars expended within the City and the level of community support is considerably higher, and permanent, than even the Police Department had hoped for.
- . Winter Haven had established quite ambitious goals for its grant project. However, in most cases, these goals were met and though there is some question of codification of certain crimes as compared to the UCR, this level of achievement must be commended.
- . The City of Winter Haven has demonstrated its commitment to its crime prevention program by maintaining the crime prevention program at a similar level since LEAA funding expired last year. Further, City officials realized that community involvement is so strong that it would be unreasonable to downgrade the program, because of adverse citizen reaction to such a move.
- . There are a number of aspects of the Winter Haven program that deserve notice, as follows:
  - Winter Haven effectively involves community leaders in their crime prevention program, not just for public relations reasons, but to ensure eventual citizen involvement and direct input of these leaders.
  - The Winter Haven program makes extensive use of volunteers and has successfully integrated those volunteers into the overall program.

- The emphasis on the NESAC program and in crime reduction in the black community demonstrated that the City did not and would not give up when first results were not positive.

III. COMPARATIVE ANALYSIS

**ARTHUR YOUNG & COMPANY**  
Certified Public Accountants

### III. COMPARATIVE ANALYSIS

This chapter presents comparative information concerning the seven crime prevention programs and projects reviewed as part of this evaluation. The purpose of this chapter is to build a comparative data base to combine with our consultants perceptions, resulting in the conclusions and recommendations presented in succeeding chapters. Certain cautions should be stated in reviewing this data base. Although similar information was requested from each project, and subsequently verified, absolute comparisons between projects should not be made, because:

- . Each of the programs is different in scope, intent, and approach.
- . The projects/programs have started and completed their crime prevention activities in differing time frames.
- . The data presented is general in nature, for comparative purposes. It is not sufficient to draw conclusions relative to individual projects.

The data presented does give a comparative view of the seven projects reviewed. Specific areas of analysis include:

- . Crime reduction
- . Organization
- . Resources
- . Activity
- . Tentative productivity comparisons
- . Perceived successes/areas of less success.

#### 1. CRIME REDUCTION

In order to compare crime reduction across the seven projects analyzed during this evaluation, it was necessary to use a common statistical base. For this purpose, the Uniform Crime Reports (UCR), as reported by each Florida jurisdiction to the Florida Department of Criminal Law Enforcement (FDCLE) and published annually in FDCLE's Crime in Florida, were utilized. The level of crimes and crime rates (number of crimes per 100,000 population) for all major crimes, and individual crimes and crime rates for the years 1973 through 1977 were analyzed. A comparison of the overall crime rates is presented in tabular form as Exhibit II.

Specific comments concerning these crime rates are presented in the following paragraphs.

FLORIDA BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE

CRIME PREVENTION COMPARATIVE ANALYSIS

COMPARISON OF OVERALL CRIME RATE BY JURISDICTION

	<u>Clearwater</u>	<u>Gainesville</u>	<u>Jacksonville</u>	<u>Largo</u>	<u>Orlando</u>	<u>Winter Haven</u>	<u>St. John's County</u>	<u>Overall State of Florida</u>
. 1973 crime rate	7,429	7,499	6,469	4,312	8,797	7,545	3,939	5,837
. 1974 crime rate	8,868	9,430	7,538	5,417	10,132	10,214	3,893	7,246
. % change 1973-1974	19%	26%	16%	26%	15%	35%	-1%	24%
. 1975 crime rate	10,050	8,723	8,072	5,464	10,370	12,649	3,415	7,605
. % change 1974-1975	13%	-8%	7%	1%	2%	24%	-12%	5%
. 1976 crime rate	8,339	8,374	7,278	4,966	9,706	10,668	3,839	6,900
. % change 1975-1976	-17%	-4%	-10%	-9%	-6%	-16%	12%	-9%
. 1977 crime rate	8,172	8,040	6,602	4,295	9,083	10,759	4,868 (a)	6,526
. % change 1976-1977	-2%	-4%	-9%	-14%	-6%	1%	27% (a)	-5%
. Average crime rate (1973-1977)	8,572	8,413	7,192	4,891	9,618	10,367	3,991 (a)	6,823
. % difference-1977 rate to average	-5%	-4%	-8%	-12%	-6%	4%	22% (a)	-4%
. % difference-1977 to 1973	10%	7%	11%	-1%	3%	37%	24% (a)	17%
. % difference-1977 as compared to the highest year of the last five	-15%	-11%	-10%	-21%	-12%	-15%	0% (a)	-10%
. % difference of the average of 1976 and 1977 as compared to the average of 1973, 1974 and 1975	-6%	-4%	-6%	-9%	-4%	6%	16%	-3%

(a) Figures are meaningless for comparison purposes because St. John's County had a major adjustment in reporting systems in 1978 which caused a significant increase in reported crime, particularly burglaries.

Source: Crime in Florida, FDCLE

(1) Comparison of Changes in Overall Crime Rates During the Last Five Years

The crime history of six of the seven jurisdictions has been quite similar during the last five years. St. John's County is an exception because the Sheriff's Office adjusted record keeping procedures in 1977, resulting in a significant increase in reported crime statistics attributable to that record keeping procedural change.

Specific points concerning these similar crime rates are presented as follows:

- . Each of the six jurisdictions (excluding St. John's County), had a peak in the increase of its crime rate in either 1974 (Gainesville) or 1975 (Clearwater, Jacksonville, Largo, Orlando, and Winter Haven) and have since undergone reductions.
- . When compared to the highest crime rate of the last five years, the 1977 crime rate showed a reduction by the following percentages:
  - Clearwater - minus 15%
  - Gainesville - minus 11%
  - Jacksonville - minus 10%
  - Largo - minus 21%
  - Orlando - minus 12%
  - Winter Haven - minus 15%.
- . These results are similar to those for the overall State of Florida. The State's crime rate peaked in 1975 and has since been reduced. When compared with that peak year, the State's overall 1977 crime rate showed a reduction of 10%.

(2) Comparison of Crime Rate Changes as Compared to the Average of the Last Five Years

In addition to comparing crime rate changes on a year to year basis, the crime rates of the jurisdictions analyzed were compared to the five year average of the overall crime rate and individual crimes. Graphical representations of this comparison are presented as Exhibit III and IV. As can be see from these exhibits, the general performance of all jurisdictions (again excluding St. John's County, because of the reporting problems) has been quite positive, both by individual crime analyzed and by overall crime.

When comparing crime rates against the mean, similar positive findings result. For instance, the 1977 crime rates for the six jurisdictions analyzed (excluding St. John's) show the following reductions as compared to the five year average for crime rates in each jurisdiction:

- . Clearwater - minus 5%
- . Gainesville - minus 4%
- . Jacksonville - minus 8%
- . Largo - minus 12%
- . Orlando - minus 6%
- . Winter Haven - plus 4%.

For this similar comparison against the five year average, the State of Florida's 1977 overall crime rate has been reduced by 4%. The general nature of this crime data (analyzed and by total jurisdiction) makes statistical significance comparisons highly questionable and therefore such comparisons have not been applied.

A graphical comparison of these reductions (or increases, as in Winter Haven) is presented graphically as Exhibit III.

A further comparison can be made by individual crime rate for certain crimes, for each year of comparison (1973 through 1977) against the average (mean) of the five years for each of these crimes. A graphical representation of this comparison is presented as Exhibit IV. As can be seen by this exhibit, the general trend of overall crime reduction discussed previously, also holds for most individual crimes, particularly burglary.

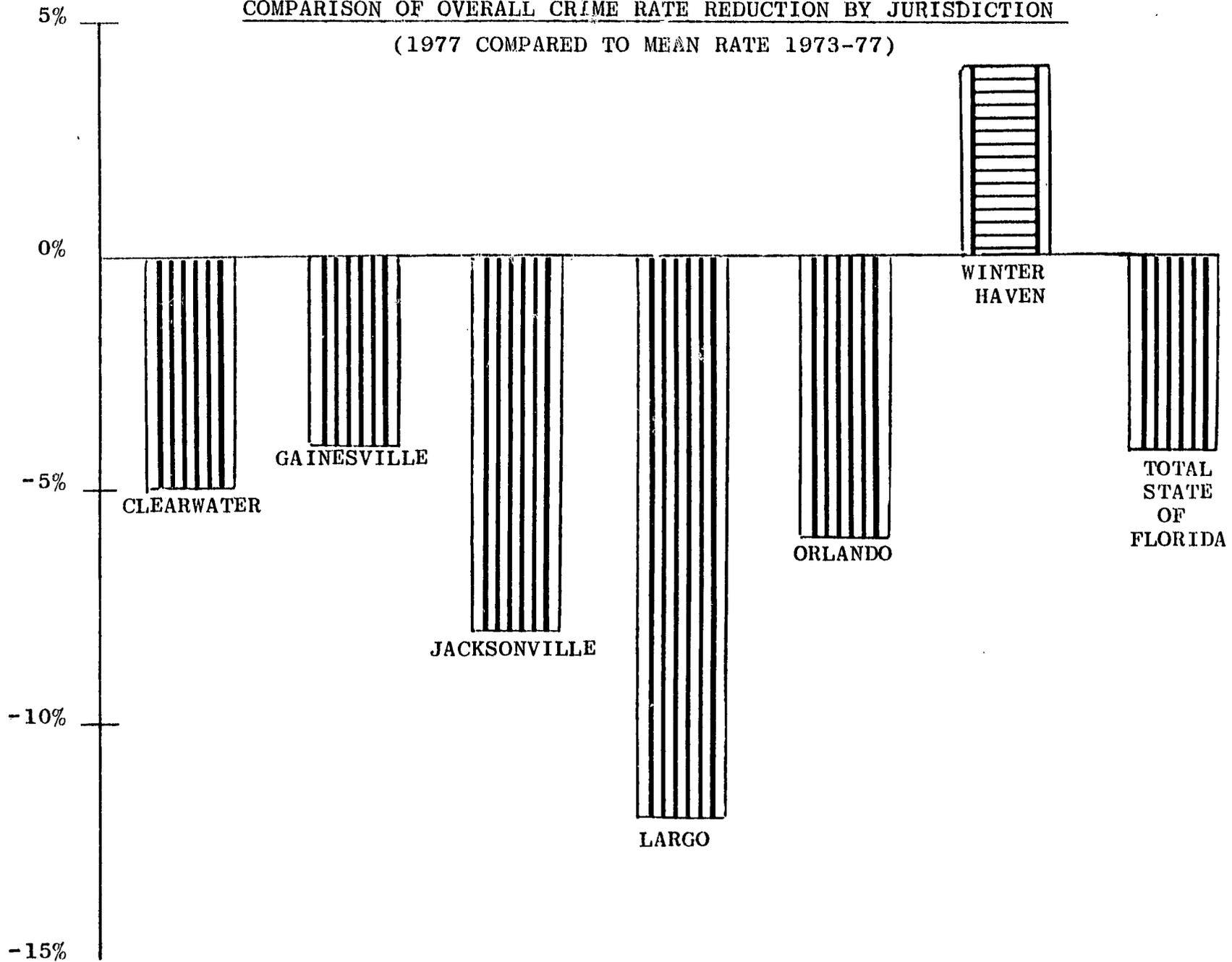
## 2. ORGANIZATION

Since most of the programs/projects reviewed during this evaluation were the organizational responsibility of the Police Department/Sheriff's Department, certain comparisons of organizational characteristics relative to organizational evolution and proximity to the chief administrator are discussed following.

### (1) Organizational Evolution

The evolution of the crime prevention units in each department is similar. Crime prevention evolved from the community relations sections in each police or sheriff's department. Community relations sections were established by law enforcement agencies to improve communications with the citizens they serve and, justifiably, to improve the "image" of the police in the community. Most community relations units were established in the late 1960's and early 1970's (with some exceptions in the jurisdictions studied) in response to problems experienced by law enforcement agencies with certain minorities, particularly blacks and Spanish speaking groups.

FLORIDA BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE  
 CRIME PREVENTION COMPARATIVE ANALYSIS  
COMPARISON OF OVERALL CRIME RATE REDUCTION BY JURISDICTION  
 (1977 COMPARED TO MEAN RATE 1973-77)

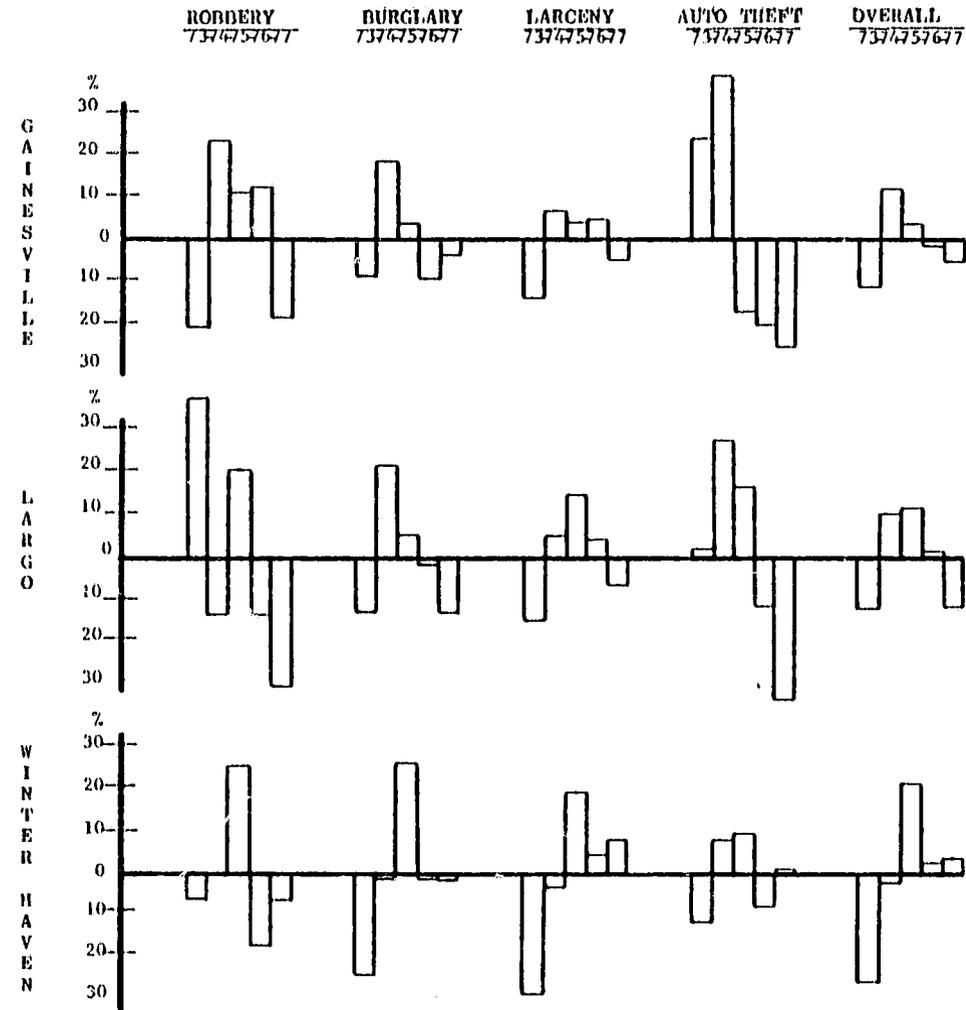
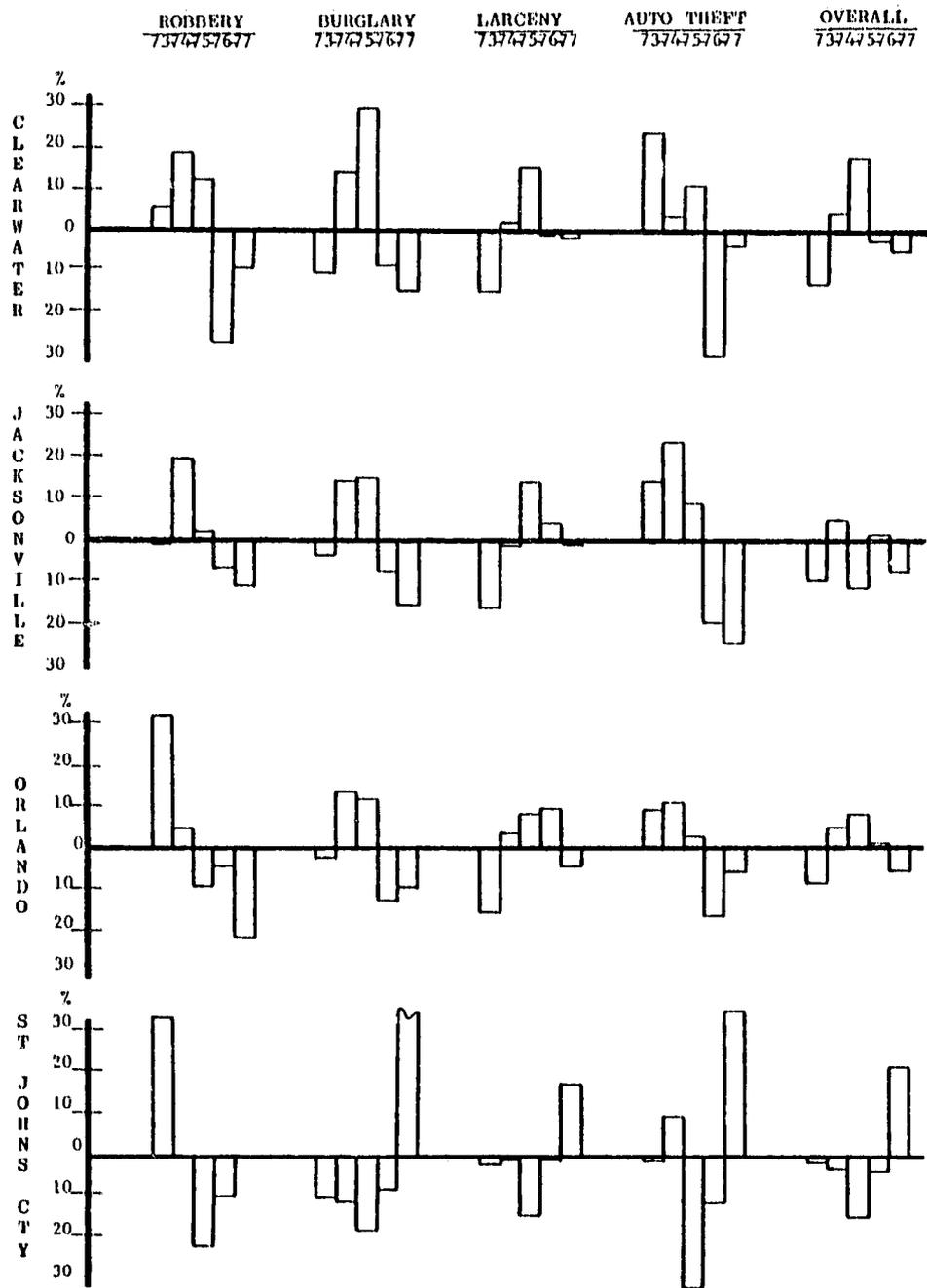


Source: Crime in Florida, FDCLE

FLORIDA BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE

CRIME PREVENTION COMPARATIVE ANALYSIS

COMPARISON OF VARIANCE FROM FIVE YEAR MEAN CRIME RATE BY JURISDICTION



Current crime prevention concepts practiced in jurisdictions studied have evolved considerably from the initial role of "community relations". Often, the first officer assigned to crime prevention training and subsequently, crime prevention duties has been the community relations officer. Further, crime prevention has given police departments a "hard" and positive topic that can be presented to their citizens.

This crime prevention evolution and relation to community relations can be seen by jurisdiction, as follows:

- . Clearwater's crime prevention officer came from the community relations group and remains responsible to that group.
- . Gainesville's Crime Prevention Unit has evolved from the initial community relations function in the Department and has, in effect, replaced the former community relations group.
- . The Jacksonville Sheriff's crime prevention function evolved from the Department's community relations function and although crime prevention is now separate, the unit reports to the same administrator, as does the present community relations function.
- . In Largo, a similar evolution has taken place, although there has been considerably more emphasis placed on crime prevention than previously placed on community relations.
- . In Orlando, the crime prevention unit was, in effect, "added" to the community relations section and reports to the same supervisor.
- . The establishment of a crime prevention officer in the St. John's County Sheriff's Department evolved from the community relations duties of the Department.
- . Winter Haven's crime prevention function also has its background in community relations, however, as with Largo, crime prevention has been given considerably more emphasis and resources than prior community relations efforts.

(2) Relationship to the Chief Administrator

Although the organizational evolution of the crime prevention units has been similar, their organizational relationship to the chief administrator (sheriff or chief of police) is quite different. In Gainesville, Largo and Winter Haven, the crime prevention function or unit reports directly to the Chief of Police. In Clearwater, Jacksonville, Orlando, and St. John's County the crime prevention unit or officer reports to another supervisor. The placing of crime prevention within each organization is seen as based on the following criteria:

- . Size - The larger departments ordinarily have a more structured organization with crime prevention assigned responsibility within the staff functions of the overall organization
- . Interest of the chief administrator - crime prevention was directly assigned to the chief administrator in those cases where that chief administrator had a direct day-to-day interest in and emphasis on crime prevention.

### 3. RESOURCES

This section discusses the resources assigned to crime prevention in the jurisdictions analyzed. These resources are discussed in terms of crime prevention dollars and personnel, and in comparison to the law enforcement agencies sponsoring the crime prevention activity.

#### (1) Crime Prevention Dollars and Personnel

Exhibit V presents a comparison of the funds committed to crime prevention, both locally and through grant funds, for the most recent fiscal year. As can be seen from this exhibit:

- . Grant funds constitute an average of only 41% of the funds committed, while local funds provide for 59%. The level of grant funds ranges from a low of 14% in Gainesville to a high of 90% in Jacksonville, Winter Haven and St. John's County.
- . Based on an amount committed to crime prevention per capita, the average expenditure is \$.42 per citizen in grant funds (31%) and \$.95 per citizen in local funds (69%).
  - Grant funds committed per citizen range from a low of \$.24 in Gainesville to a high of \$1.37 in Winter Haven.
  - Local funds committed per citizen range from a low of \$.05 in St. John's County to a high of \$1.50 in Orlando.
  - Total funds committed per citizen range from a low of \$.42 in St. John's County to a high of \$1.94 in Orlando.
  - This amount per capita comparison does not include Jacksonville's figure because the amount quoted in Exhibit V does not represent the full cost of the City's overall crime prevention program. In this case, the Sheriff's effort is not included.

The level of personnel resources committed fully to crime prevention in the jurisdictions analyzed is presented in the following table.

FLORIDA BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE  
 CRIME PREVENTION COMPARATIVE ANALYSIS  
COMPARISON OF RESOURCES COMMITTED TO CRIME PREVENTION

	FUNDS COMMITTED					POPULATION	AMOUNT PER CAPITA		
	Total Funds	Grant Funds		Local Funds			Grant	Local Funds	Total
		\$	%	\$	%				
Clearwater	\$ 60,000	\$ 33,900	56%	\$ 26,200	44%	76,822	.44	.34	.78
Gainesville	119,000	16,600	14	102,400	86	69,725	.24	1.48	1.72
Jacksonville	111,100	100,000	90	11,100	10	545,295	N/A	N/A	N/A
Largo	64,400	14,400	22	50,000	78	54,906	.26	.91	1.17
Orlando	236,800	54,100	23	182,700	77	122,090	.44	1.50	1.94
Winter Haven	29,700	26,700	90	3,000	10	19,432	1.37	.16	1.53
St. John's County	17,800	16,000	90	1,800	10	42,751	.37	.05	.42
Average	\$ 91,271	\$ 37,385	41%	\$ 53,886	59%		.42 (a)	.95 (a)	1.37 (a)

(a) Does not include Jacksonville's figures because the program evaluated does not represent the full crime prevention program in the City.

<u>Jurisdictions</u>	<u>Sworn Police Officers</u>	<u>Civilian Professionals</u>	<u>Clerical</u>	<u>Total</u>	<u>Citizens Per Crime Prevention Professional</u>
Clearwater	1	-	1	2	76,822
Gainesville	5	-	1	6	13,945
Jacksonville	(a)	5	-	5	N/A
Largo	1	1	1	3	18,302
Orlando	4	-	1	5	30,523
St. John's County	1	-	-	1	42,751
Winter Haven	4	-	1	5	4,858

(a) does not include Sheriff's Department personnel

As can be seen from this table, professional staff size ranges from one in Clearwater and St. John's County to five in Gainesville and Jacksonville.

In addition to full-time paid staff, a number of jurisdictions utilize the assistance of volunteers. Orlando reports using approximately 20 volunteers and Winter Haven 30. Both Jacksonville and St. John's County also extensively use volunteers.

(2) Comparison to Overall Law Enforcement Resources

The following table presents a comparison between sworn officers committed to crime prevention by jurisdiction and the overall size of each law enforcement agency.

<u>Jurisdictions</u>	<u>Number of Sworn Officers</u>	<u>Officers Committed To Crime Prevention</u>	<u>Ratio of All Officers to Crime Prevention Officers</u>
Clearwater	160	1	160:1
Gainesville	144	5	29:1
Largo	61	1	61:1
Orlando	400	4	100:1
St. John's County	57	1	57:1
Winter Haven	70	4	18:1

This commitment ranges from one crime prevention officer for every 18 officers in Winter Haven to one crime prevention officer for every 160 officers in Clearwater.

#### 4. ACTIVITY

One of the areas compared across the seven crime prevention programs was the actual activity of crime prevention personnel. For analysis purposes, that activity was broken down into the following categories:

- . Security Surveys
  - Residential surveys conducted
  - Residential survey follow-ups
  - Business/institutional surveys
  - Business/institutional survey follow-ups
- . Operation Identification
  - Participants enrolled
  - Number of engravers
- . Neighborhood Watch
  - Households enrolled
- . Public Presentations
  - Number of presentations
  - Attendance
- . Other activities.

A summary of the activity levels reported is presented as Exhibit VI. It should be noted that Orlando could not isolate its activity statistics and Jacksonville's activities were not comparable within these categories.

#### 5. TENTATIVE PRODUCTIVITY COMPARISONS

While it is extremely difficult in a project of this scope to make productivity comparisons across differing projects, certain analyses had to be conducted in order to provide a basis for the conclusions discussed in the next chapter. In order to make productivity comparisons for the activity categories presented in the previous section, certain weighting criteria were established. It was determined that the most reasonable base for comparison would be the discrete categories of residential and business security surveys and public presentations, because of the time required to conduct these activities. Thus, the following comparisons are made based only on these three categories.

These comparisons are discussed in terms of activity per full-time professional and activity per dollars committed.

FLORIDA BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE

CRIME PREVENTION COMPARATIVE ANALYSIS

CRIME PREVENTION ACTIVITY SUMMARY

Monthly Averages for 9/77 - 10/78

	<u>Clearwater</u>	<u>Gainesville</u>	<u>Jacksonville</u> (a)	<u>Largo</u>	<u>Orlando</u> (b)	<u>St. John's County</u>	<u>Winter Haven</u>
<b>Security Surveys</b>							
- Residential surveys conducted	5	20		4		20	70
- Residential survey follow-ups	-	11		4		15	-
- Business/institutional surveys	5	4		3		1	20
- Business/institutional survey follow-ups	-	2		3		1	-
<b>Operation Identification</b>							
- Participants enrolled	-	84		12		-	110
- Number of engravers	6	23		60		2	100
<b>Neighborhood Watch</b>							
- Household enrolled	-	200		-		10	-
<b>Public Presentations</b>							
- Number of presentations	24	92		17		6	12
- Attendance	1,200	973		917		200	110

(a) Data not comparable

(b) Data not available

(1) Activity Per Full-Time Professional

Based on the data provided to Arthur Young & Company by the communities responding, the following table presents a comparison of the measured activity per professional crime prevention person.

<u>Jurisdiction</u>	<u>Number of Professional Personnel</u>	<u>Activities Per Month (1977) (a)</u>	<u>Activity Level Per Month Per Person</u>
Clearwater	2	34	17
Gainesville	5	92	18.4
Largo	2	24	12
Winter Haven	4	192 (b)	48
St. John's County	1	27	27

(a) Residential and business security surveys and public presentations

(b) Includes volunteer activities

Not considering the volunteer efforts in Winter Haven, the level of activity per month per man ranges from 12 in Largo to 27 in St. John's County. However, these data are not sufficient to support conclusions concerning individual programs or the productivity of such programs.

(1) Activity Per Dollar Committed

The following table makes a comparison of the weighted activity (surveys and presentations) to the dollars committed to crime prevention by jurisdiction.

<u>Jurisdiction</u>	<u>Total Annual Dollars Committed To Crime Prevention</u>	<u>Annualized Rate Of Activity (a)</u>	<u>Dollars Per Activity</u>
Clearwater	\$ 60,100	408	\$147
Gainesville	\$119,000	1,104	\$108
Largo	\$ 64,400	288	\$732
Winter Haven	\$ 29,700	2,304	\$ 13
St. John's County	\$ 17,800	324	\$ 55

(a) Security surveys and public presentations.

As with the previous comparisons on activities per professional, gross generalizations or conclusions from these data are not warranted. These dollar figures should not be taken at face value, because of differences in reporting and differences in program emphasis. Largo for example, does not emphasize security surveys which will contribute to the relatively high dollars per activity.

6. PERCEIVED SUCCESSES/AREAS OF LESS SUCCESS

In the questionnaire submitted by the participating jurisdictions, responses were requested relative to the most successful and least successful aspects of their programs. The following table presents general responses and their frequency for the most successful aspects of their program.

<u>Most Successful Aspects</u>	<u>Frequency of Response</u>
Improved citizen involvement and awareness	7
Reduction in crime	2
Development of effective crime prevention programs	1
Increased police awareness of crime prevention	1
Effective use of resources	1

As can be seen from this table, all jurisdictions analyzed saw the improvement in the involvement and awareness of their citizenry as one of the most successful aspects of their program.

In comparison, the responses to the least successful aspects are presented in the following table:

<u>Least Successful Aspects</u>	<u>Frequency of Response</u>
Neighborhood Watch Program	3
Lack of recognition and acceptance by operating policemen	2
Lack of citizen implementation of security recommendations	2
Insufficient budget commitment	1
Lack of citizen provision of information	1
Operation Identification	1
Lack of access to juvenile records	1

The response to the least successful aspects of the programs was more varied. Three of the jurisdictions had little success with Neighborhood Watch; only Gainesville experienced real success with this program. The lack of implementation of security recommendations and the lack of crime prevention recognition and acceptance by operating policemen each received two responses.

These responses should be considered with an appropriate perspective. They are not the views of the consultants of the most successful and least successful aspects of the programs reviewed. Rather, they represent the views of those officials who responded to the questionnaire, usually the specific Project Director, and should be considered in this light. The next chapter of this report discusses our consultants perceptions of areas of project success/less success.

IV. OBSERVATIONS AND CONCLUSIONS

ARTHUR YOUNG & COMPANY  
Certified Public Accountants

#### IV. OBSERVATIONS AND CONCLUSIONS

This chapter presents observations and conclusions concerning our analyses of the seven crime prevention projects. Major areas of discussion include:

- . Impact
- . Organization and management
- . Approaches to crime prevention
- . Cost effectiveness
- . Overall program objective achievement.

##### 1. IMPACT

The following paragraphs present the observations and conclusions made during this Crime Prevention Analysis concerning the overall impact of the seven crime prevention programs/projects reviewed.

##### (1) Crime Reduction Has Been Achieved in All of The Jurisdictions Analyzed

As can be seen from the previous chapter, crime reductions have been achieved in six of the seven jurisdictions reviewed. It is impossible to accurately assess the situation in St. John's County because of the changes in record keeping systems. In addition to the reductions shown in Chapter III utilizing uniform crime reports, crime comparisons made by the officials of individual projects have also shown reductions in those crimes where activities have been targeted.

These crime reductions in the jurisdictions analyzed do not run counter to the trend of crime in the State of Florida. Crime has been reduced in the last two years across the State of Florida in almost all categories. However, comparing the seven jurisdictions' 1977 experience with the State of Florida shows generally a somewhat greater reduction for the specific jurisdictions analyzed, with the exception of Winter Haven, where crime increased slightly in 1977.

It is difficult to say whether or not the crime prevention activities in these specific jurisdictions have been the cause of that crime reduction. It is always difficult to relate crime prevention activities to actual crime increases or decreases. If a city's crime rate goes up, it is unreasonable to state that the reason it went up is because of crime prevention programs. Conversely, if it goes down, there is little evidence that can be presented to prove that the reason it went down is because of crime prevention activities. However, since there has been significant crime reduction in most jurisdictions studied, it is reasonable to

assume that the crime prevention programs have had some effect on the level of crime in jurisdictions concerned.

In our analyses, we could find no relationship between the level of the investment in crime prevention activities in given jurisdiction and eventual crime reduction. In those cities where the relative investment by the law enforcement agency was significant (Gainesville, Orlando, or Winter Haven), crime reductions were not significantly greater than those jurisdictions that had made a relatively small investment in crime prevention (Clearwater and St. John's County).

(2) The Crime Prevention Program/Projects Reviewed Have Had Positive Impact on the Jurisdictions' Law Enforcement Agencies

Although one cannot assess the direct relationship of crime prevention activities or programs on the level of crime, there can be an assessment of the effect or impact of crime prevention activities on the type and caliber of services provided by a law enforcement agency. Each of the law enforcement agency sponsored projects has had a positive effect on the police or sheriff's departments concerned. This impact can be seen in terms of:

- . The recognition by law enforcement officials interviewed that crime prevention has become an integral part of police services in each jurisdiction
- . The high level of citizen involvement brought about by the programs and the perception by police officials of more effective working relationships with the community
- . The strong commitment by most jurisdictions to both continue and expand crime prevention activities.

(3) The Crime Prevention Programs Reviewed Have Had a Positive Impact On Citizens Involvement

Each of the projects reviewed has demonstrated a positive effect on the level of citizen involvement in their communities. Each has reached a significant percentage of its citizens, although that percentage varied. This citizen involvement impact has obviously been felt more in communities where a greater commitment of resources has been made and where the crime prevention program has been of longer duration.

Most of the programs have been highly visible and have resulted in extremely positive perceptions of the law enforcement agencies concerned by their citizens.

(4) The Crime Prevention Programs Reviewed Are at the Initial Level of Sophistication

Although it is obvious that the crime prevent programs and projects analyzed have had a positive impact on the law enforcement agencies and citizen involvement with those agencies, the crime prevention programs themselves can only be considered to be at the initial level of sophistication of crime prevention activity. Most programs reviewed are still primarily public relations oriented. Most activities are conducted on a jurisdiction wide basis, and are usually not based on specific crime prevention targets. There are exceptions to this situation, such as the concentration made by Winter Haven in its NESAC (Northeast Security Against Crime) program. Further, there has been little involvement of operational elements of the police departments reviewed in crime prevention and little effective integration of comprehensive crime analysis and crime prevention activities.

Other observations that indicate that crime prevention activities within the jurisdictions reviewed are still at their first level of sophistication include:

- . Crime Prevention has had little input to the city or county planning function and the need for improved security is not recognized as an element of the planning process.
- . Crime Prevention has not had an input to such continuing overall security concerns as comprehensive security ordinances. None of the jurisdictions reviewed had developed such an ordinance.

2. ORGANIZATION AND MANAGEMENT

This section contains observations and conclusions relative to the organization and management of the Crime Prevention programs/projects analyzed.

(1) Strong Support of The Chief Administrator was Evident

One of the major problems in the development of crime prevention functions in law enforcement agencies has been the lack of understanding and support by the chief administrative officer of these agencies. This was not the case in the jurisdictions analyzed. In almost all cases, there was both strong knowledge of what the crime prevention unit was doing and strong support by the chief administrative officer. There were a few exceptions to this statement, but the exceptions were noted by not showing as much support as some of the other jurisdictions, rather than showing little support or a negative attitude toward crime prevention. Of particular note is the unusually strong support and involvement shown these programs by the Chief of Police in Gainesville and the Director of Public Safety in Winter Haven.

This support of the chief administrative officer has enabled the crime prevention units to become legitimate within their respective law enforcement agencies and for these units to build the necessary base for continuation. This managerial support is underscored by the major commitment made by many of the jurisdictions concerned above the funding level provided by the BCJPA.

(2) Crime Prevention Activities Appear To Be Most Effectively Directed By Law Enforcement Agencies

All seven jurisdictions had responsibility for crime prevention activities assigned to the respective law enforcement agencies. Only Jacksonville had a unit, not responsible to a law enforcement agency, conducting crime prevention activities. Review of these jurisdictions, the Jacksonville situation, (as discussed in Chapter II) and knowledge of other jurisdictions where there has been competition between separate law enforcement and civilian units with crime prevention responsibilities (e.g. - the City of St. Petersburg) leads to a general conclusion that leadership for Crime Prevention coordination and activities should emanate from a law enforcement agency. This is based on the assumption that crime prevention is an integral function of law enforcement as are uniform patrol, investigation, traffic control, and others. To take the responsibility for crime prevention away from a law enforcement agency usually creates duplication of effort and agency competition. This was certainly evident in Jacksonville. There were significant problems between the civilian crime prevention unit (Fourth Dimension of the Criminal Justice System) operating out of the Metropolitan Planning Unit and the Sheriff's office. This situation was recognized and apparently rectified by the absorption of the Fourth Dimension into the Sheriff's office in July.

This does not mean to imply that only policemen (sworn officers) can conduct crime prevention activities. There is a role in crime prevention and significant contributions that can be made by civilians. For instance, the attitude, training, and backgrounds of the civilians in the Jacksonville Fourth Dimension project was positive. Largo has shown strong results from a combined officer/civilian professional approach to crime prevention. However, in Largo, the continuing managerial direction is from its Police Department.

(3) Crime Prevention Has Not Been Successfully Integrated With Police Operations

The crime prevention projects analyzed have not been successfully integrated into day-to-day police operations. Crime prevention is not recognized as an integral function of police operations by most policemen. Because of a lack of experience and knowledge of crime prevention, many patrol officers and investigators tend to view crime prevention as a

staff function and a "headquarters job". This lack of integration and acceptance is a major problem for crime prevention units throughout the country.

This problem has been caused by a number of factors. Crime Prevention is a relatively new function in police departments and, thus, does not have the acceptance of certain other institutionalized activities. Crime prevention has usually been developed by the police planning function in a department, which is also a new concept, and also has not received the full acceptance of police operators.

The jurisdictions analyzed had not integrated crime prevention activities with daily patrol and investigative operations such that there was mutual support and direction relative to common objectives. Thus, in those jurisdictions analyzed, crime prevention activities have been limited to those few officers assigned crime prevention responsibilities on a full time basis. With few exceptions, crime prevention as a function, is not seen as a responsibility of operating police groups, and, thus, little attention is paid to it.

(4) There Is a Lack of Formal Crime Prevention Training

Most of the officers directly assigned to crime prevention duties within the jurisdictions had received formal crime prevention training, however, the bulk of the officers within the police agencies had not. Crime prevention is not a major topic in the basic police rookie curriculum within the State of Florida and with few exceptions, has not been made a part of in-service training programs. Thus, an understanding of the need for an impact of crime prevention activities is not generally held by police department personnel. This lack of training, we feel, is one of the major reasons for the lack of successful integration of crime prevention units within the jurisdictions analyzed.

3. APPROACHES TO CRIME PREVENTION

This section presents observations and conclusions concerning the professional approaches to crime prevention activities taken by the jurisdictions reviewed.

(1) The Pro-Active Approach Is the One Generally Followed

One of the major problems with crime prevention activities on a national basis, has been the tendency of the crime prevention units within law enforcement agencies to "sit back and wait" for requests for their services. This has usually resulted in a low level of activity and low visibility for these units. However, this "reactive" approach has not been the case among the units reviewed in this evaluation. Although there have been varying levels of activity (as shown in the last chapter) each of the jurisdictions analyzed had adopted a "pro-active" approach to crime prevention. That is,

the crime prevention units concerned actively pursued crime prevention activity and went out of their way to ensure that they were involved with the citizens, as opposed to waiting for the citizens to call them. This is particularly true among those jurisdictions where the level of productivity is the highest. For instance, both Gainesville and Winter Haven have developed approaches to ensure that crime prevention activities are conducted in those areas of the community where crime prevention is needed, whether or not there has been a conception of that need by the citizens. The law enforcement agencies analyzed have seen it as their responsibility to stress the need for crime prevention to the community rather than expecting the community to have an initial perception of that need.

(2) Crime Analysis Has Generally Not Been Effective

Crime analysis has not played a major role in the crime prevention program/projects analyzed and the overall crime analysis functions in these jurisdictions cannot presently be seen as effective. Most crime prevention units have limited accessibility to crime data and do not have the capability to analyze that crime data relative to developing approaches related directly to a specific problem or area.

The level of crime analysis capability was reviewed for each jurisdiction, and crime prevention and police management officials were asked what their crime analysis capabilities were. Most answers were made relative to the availability or lack of availability of a computer. This demonstrates a perceptual problem as to what crime analysis is and what it requires. Presently crime analysis is not viewed as an analytical function as much as it is as a function of data collection and reporting of crime activities. But merely reporting crime can have little effect on crime prevention other than providing, in a general way, information as to where and when the crime was. This crime data has to be massaged, analyzed, and interpreted by knowledgeable individuals in order to provide more significant information that can result in specific crime prevention targets and activities. Such a massaging of crime data can also directly relate to effective operational strategies.

This problem has been recognized by Orlando and Jacksonville and both jurisdictions have set in motion the development of effective crime analysis capabilities. Based on successful implementation of present plans, crime analysis should serve as the basis not only for operational decisions, but also for crime prevention programs decisions in these two jurisdictions.

(3) There Has Not Been a Good Use of Distinct Target Areas

Because the crime analysis function have not been successfully integrated with crime prevention activities, the crime

prevention activities in most of the jurisdictions have not made effective use of target areas in crime prevention. Most crime prevention programs reviewed, such as burglary or rape, are directed at the overall jurisdiction rather than problems that exist in a specific area. This is not to say that a jurisdiction wide approach should not be taken, however. A comprehensive crime program must also include activity aimed at specific problems in specific areas in order to impact the level of crime.

#### 4. COST EFFECTIVENESS

One of the major areas to be reviewed during this analysis was an assessment of the cost effectiveness of the various programs. However, application of standard cost effectiveness analyses to crime prevention programs is usually quite difficult. If we were to take the figures developed in the preceding chapter, such as activities per sworn officer or dollar expenditures per activity, and make absolute conclusions concerning cost effectiveness, there would be room for criticism. Further, if we were to make a further comparison by dividing the number of crimes reduced in a jurisdiction by the amount of money the program cost and state levels of cost effectiveness, there would be even further questioning of the validity of our findings.

Cost effectiveness analyses in the area of crime prevention must be undertaken as analyses "relative" to other approaches. In this regard, cost effectiveness relative to crime prevention programs must be measured in terms of both impact and efficiency.

- . By impact measurement is meant the relative determination of whether or not the dollars spent in a crime prevention activity achieve impact within a specific jurisdiction that justifies that level of expenditure.
- . By efficiency is meant the relative analysis of whether the programs result in sufficient activity or work products to justify the expenditure.

The following paragraphs discuss the cost effectiveness of the crime prevention programs/projects analyzed relative to these two key areas.

##### (1) The Programs Reviewed Can Be Considered To Be Cost Effective Relative To Impact

The various crime prevention programs analyzed during the evaluation, can be considered as cost effective relative to impact. The impact within each law enforcement agency concerned was significant for the relatively low investment in terms of dollars and personnel. Further, the crime prevention programs achieved an extremely high level of visibility within the community for the various levels of expenditures committed.

In terms of impact of the BCJPA funds, it can be stated that for a limited investment by the BCJPA, a major impact was achieved within the law enforcement agencies. This investment by the BCJPA in crime prevention in the law enforcement agencies has had and is continuing to have an impact on the management of those departments.

(2) Cost Effectiveness Relative to Efficiency Is More Difficult To Ascertain

Because of the pro-active approach utilized in varying degrees by the jurisdictions evaluated, the assumption of efficient use of funds is reasonable. However, it is not clear whether or not these specific crime prevention units were operating at the highest level of productivity that can be expected. There are no established standards as to how many presentations, security surveys, or other forms of activity should be undertaken in a given period by a crime prevention officer. While it is difficult to say whether the units analyzed are operating at full level of productivity, it can be stated that those units are not operating inefficiently, although there is some question as to the level of productivity of the Jacksonville program (Fourth Dimension).

There is one limitation to a positive conclusion on cost effectiveness of crime prevention activity. With the exception of those programs which had an extensive use of volunteers, the law enforcement sponsored crime prevention programs only utilized the efforts of the officers/civilians assigned directly to those programs. Thus, there was not a multiplication of crime prevention activities, and subsequent visibility, throughout the departments studied. The most significant examples of crime prevention productivity have been those jurisdictions (not among those evaluated) that have utilized a crime prevention unit as a catalyst for crime prevention activities throughout the total law enforcement agency and among large groups of volunteers. Thus, it can be said that the full potential for efficiency and productivity was not fully achieved in most jurisdictions.

(3) The Crime Prevention Program Reviewed Represents a Relatively Good Investment by the BCJPA

Although crime prevention is not a major BCJPA program, the results of this evaluation indicate that the crime prevention program funded, that is the funding of standard crime prevention programs and support of those programs within law enforcement agencies, has been a good investment by the BCJPA. The cost to the BCJPA is usually minor. These programs are ordinarily not of major size and investment, as for example, would be the case with major criminal justice information systems. For a reasonably low investment, the BCJPA has been able to positively impact a wide range of law enforcement agencies and their management relative to the recognition of

crime prevention as an integral function of law enforcement agencies and one that should be supported on a continuing basis by law enforcement agencies. The level of continuation of crime prevention efforts after funding is extremely high.

(4) The Budget Control Approach of Some Law Enforcement Agencies Represents a Cost Effective Perspective

As discussed in the description of the programs, one of the reasons that some of the law enforcement agencies, particularly Winter Haven and Gainesville, undertook this program was to control the growing cost of police services. Management of these departments reasoned that if more citizens could become involved in crime prevention activities and the sworn officers assigned to crime prevention could multiply their efforts across the community, the need for additional operational officers could be controlled. The results of the programs evaluated, not only in Winter Haven and Gainesville, would indicate that this objective or assumption in establishing a crime prevention unit is valid.

Effective citizen education and multiplication of crime prevention activities can reduce requirements for law enforcement services in a jurisdiction, and can be less expensive than significant additions in operational personnel. Both Gainesville and Winter Haven feel that their crime prevention programs have had a direct effect on their ability to both control their police budget and continue to provide a high level of police services for their citizens.

This approach to the use of crime prevention activities represents an area not often considered in budget analyses by police departments. Very seldom do law enforcement agencies or sheriff's departments analyze the trade off between differing approaches to providing services. This is not to say that crime prevention serves as a substitute or can substitute on an absolute basis for police operations, particularly uniform patrol, but there are trade-offs to adding operational forces or adding crime prevention resources.

5. OVERALL PROGRAM OBJECTIVE ACHIEVEMENT

The seven projects/programs evaluated represent part of the BCJPA funding under its Law Enforcement/Citizen Initiative Program. As stated in BCJPA's 1978 plan, the overall goal for this program is the reduction of crime and its stated subgoals include:

- . To develop crime reduction capabilities in each local law enforcement agency
- . To develop citizen action groups to work independently or in conjunction with law enforcement agencies in crime prevention activities

. To develop a coordinating and/or technical assistance capability at the State level or citizen action groups.

Following are comments relative to the objective achievement of this program:

. The overall goal of crime reduction, as shown in the preceding chapter, has been achieved to some degree in each of the jurisdictions, except St. John's County.

It should be noted, as was stated in the prior chapter, that there is not a proven direct and immediate relationship between crime prevention and the reduction of criminal activity. The crime reduction experienced in the jurisdictions analyzed could have been caused by a number of factors, such as:

- Improved economic conditions
- More effective police operations
- Increased citizen awareness.

Since the actual causes are difficult, if not impossible, to isolate, crime prevention must be seen as one of the factors that could reasonably have had an impact on crime in the jurisdictions analyzed.

- . Effective crime prevention capabilities have been developed in each jurisdiction funded.
- . Citizen action groups have worked effectively with the crime prevention programs analyzed, particularly in Gainesville, Jacksonville, St. John's County and Winter Haven.
- . The final objective, that of developing a State level coordinating and/or technical assistance group for citizen action programs, has not been accomplished, although the potential for such a function within the context of the present "Help Stop Crime" is recognized.

V. RECOMMENDATIONS

ARTHUR YOUNG & COMPANY  
Certified Public Accountants

## V. RECOMMENDATIONS

This chapter presents recommendations to the Florida Bureau of Criminal Justice Planning and Assistance relative to the continued management of the crime prevention program.

These recommendations are contained in the following paragraphs.

### 1. THE CRIME PREVENTION PROGRAM SHOULD CONTINUE TO BE FUNDED

The BCJPA should continue to fund the Crime Prevention Program for local jurisdictions, supporting their efforts in providing crime prevention services to their citizens. This program was seen in this evaluation as an effective investment of BCJPA funds, based on the return in terms of input or the participating law enforcement agencies and citizen involvement.

However, there are areas for improvement in the types of programs funded and in funding emphasis, as discussed in the following recommendations.

### 2. PROGRAMS FUNDED SHOULD INVOLVE COMMITMENT BY THE PARTICIPATING JURISDICTIONS

Rather than just serving to totally support a brand new crime prevention function in a jurisdiction, BCJPA funding should support those programs that indicate a commitment to provide crime prevention services above and beyond potential BCJPA funding. This ensures a management commitment to the concept of crime prevention and also provides a reasonable probability that the program will be continued after BCJPA funding.

### 3. PROJECTS FUNDED SHOULD REPRESENT A GREATER LEVEL OF CRIME PREVENTION SOPHISTICATION THAN THOSE CURRENTLY EVALUATED

The seven projects evaluated were still at what could be considered to be the "first level" of sophistication of crime prevention. There was little effective integration of crime prevention activities with the operational resources of the various departments and little effective use of crime analysis.

The BCJPA can serve as a catalyst to ensuring that crime prevention becomes a generally recognized and accepted function within Florida police and sheriff's departments by funding those programs that have, as program agenda, the development of effective integration with operational elements, more effective utilization of the results of crime analysis in planning and executing crime prevention activities, or more involvement in the overall security planning process in a jurisdiction.

4. THE BCJPA SHOULD FUND DEMONSTRATION PROJECTS IN CRIME PREVENTION

The funding of future crime prevention projects by the BCJPA should include demonstration projects designed to test approaches which would take law enforcement sponsored crime prevention activities to a higher level of sophistication. For instance, variations on the following types of demonstration projects might be appropriate:

- . A project which involves the overall patrol force in crime prevention activities from the provision of standard crime prevention services to day-to-day activities such as responsibility for security improvement within specific beat zones
- . A project which involves a combined resource allocation decision making process for both operational and crime prevention resources and is based on day-to-day use of the results of a comprehensive crime analysis capability
- . A project which would involve the development of a model security ordinance for Florida cities or counties or both
- . Other projects that would demonstrate, in their application to BCJPA, recognition of the need to expand crime prevention activities well beyond a "public relations" approach.

5. THE BCJPA SHOULD ENCOURAGE BETTER REPORTING OF CRIME PREVENTION ACTIVITIES

There is no uniform reporting of crime prevention activity across the jurisdiction analyzed. The BCJPA should encourage effective reporting of crime prevention activities and the establishment of reasonable objectives for that activity, so that law enforcement management can ensure a productive use of crime prevention units and personnel for the dollars invested.

Example of the data that should be collected include:

- . Activity data
  - Security Surveys or Inspections
    - .. Residential Surveys
      - Number of residential surveys conducted
      - Number of households in city
      - Participants that were burglarized compared to non-participant burglary rate (both implementing and not implementing recommendations)
      - Source of surveys (public presentations, one to one contact, etc.)
      - Known burglaries prevented because of compliance to recommendations.

- .. Business Surveys
  - Number of business surveys conducted
  - Participants that were burglarized compared to non-participant burglary rate
  - Source of surveys (public presentations, one to one contact, etc.)
  - Known burglaries prevented.
- Operation Identification
  - .. Total number of participants in Operation I.D.
  - .. Percentage of participants vs. total households
  - .. Comparison between participants and non-participants burglary rates
  - .. Recovery rate of marked property stolen
  - .. Number of engravers
- Neighborhood Watch
  - .. Total number of households participating (Total number of groups and households in each group)
  - .. Comparison against total number of households
  - .. Burglar rate of participants vs. non-participants.
- Public Presentations
  - .. Total number of public presentations by subject matter
  - .. Number of persons in attendance by subject matter
  - .. Percent of population reached.
- Bicycle Theft Activities
  - .. Total number of bicycles marked
  - .. Recovery rate for marked bicycles
  - .. Comparison between theft rate of previous year and reporting year.
- Similar activity statistics for other programs

- . Man-hours expended in crime prevention activity by category such as:
  - Presentations
  - Security surveys
  - Program development
  - Other discrete types of activity
- . Man-hours and extent of involvement by citizens and volunteers by category
- . Crime data for the overall jurisdiction and by specific area of operation
- . Other information relative to program/project productivity

It should be noted that the above information is essential for effective internal management of a crime prevention program and BCJPA should encourage data collection for that reason.

BCJPA should also consider the development of a standard crime prevention activity report, using the above data elements, to be submitted as an integral part of the quarterly report.

APPENDIX

CRIME PREVENTION QUESTIONNAIRE

**ARTHUR YOUNG & COMPANY**  
Certified Public Accountants



APPENDIX

CRIME PREVENTION QUESTIONNAIRE

This appendix presents a copy of the crime prevention questionnaire which was administered to those jurisdictions participating in this crime prevention evaluation.

FLORIDA BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE  
EVALUATION OF CRIME PREVENTION PROJECTS

BASIC DATA QUESTIONNAIRE

This questionnaire has been designed to elicit information concerning the crime prevention project funded by the Florida Bureau of Criminal Justice Planning and Assistance (BCJPA) to your jurisdiction. This questionnaire also elicits information relative to the overall crime prevention program in your jurisdiction. The purpose of the questionnaire is to provide the necessary data input to a comparative evaluation of selected crime prevention projects in the State of Florida which is being conducted for the BCJPA by Arthur Young & Company as part of the development of a Statewide criminal justice evaluation capability.

If you have any questions concerning this questionnaire please contact Mr. John Smock of Arthur Young & Company in Tampa at (813) 223-1381 or Mr. Thomas Long or Mr. James Truesdell of the BCJPA in Tallahassee at (904) 488-8016.

The questionnaire is composed of seven major areas, as follows:

- . Jurisdictional characteristics
- . Jurisdictional crime prevention program overview
- . Jurisdictional crime prevention program resources
- . Crime history
- . Jurisdictional crime prevention program activity
- . Specific grant project results
- . Opinions.

1. JURISDICTIONAL CHARACTERISTICS

- . Population served \_\_\_\_\_ Number of households \_\_\_\_\_
- . Area (square miles) \_\_\_\_\_ Number of businesses \_\_\_\_\_
- . Total number of Law Enforcement Agency Personnel
  - Sworn \_\_\_\_\_
  - Non-sworn \_\_\_\_\_
- . Description of type of jurisdiction (city, suburb, rural, etc.)  
\_\_\_\_\_  
\_\_\_\_\_

2. JURISDICTIONAL CRIME PREVENTION PROGRAM OVERVIEW

. Has your jurisdiction established a formal crime prevention program?

Yes \_\_\_\_\_ No \_\_\_\_\_

. If yes, please briefly describe its characteristics \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

. Is this crime prevention program situated within the Police Department/Sheriff's Office?

Yes \_\_\_\_\_ No \_\_\_\_\_

. If no, where is organizational responsibility for the program located? \_\_\_\_\_

. Briefly describe the project (BCJPA funding) being evaluated.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

. How does this project fit into the overall crime prevention program in your jurisdiction. \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

. Briefly describe your crime analysis capability and how it is utilized in crime prevention? \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

. Please describe the citizen involvement in your overall program and how that involvement is achieved. \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

. Do you utilize target areas and crimes? Yes \_\_\_\_\_ No \_\_\_\_\_

. If yes, please describe \_\_\_\_\_  
\_\_\_\_\_

3. JURISDICTIONAL CRIME PREVENTION PROGRAM RESOURCES

. How many personnel are assigned to crime prevention?

	<u>Paid for</u> <u>by the</u> <u>City/County</u>	<u>Paid for</u> <u>By this</u> <u>grant</u>	<u>Other</u>	<u>Total</u>
- Full-time				
.. Sworn officers	_____	_____	_____	_____
.. Civilians	_____	_____	_____	_____
.. Clerical	_____	_____	_____	_____
- Part-time				
.. Sworn officers	_____	_____	_____	_____
.. Civilians	_____	_____	_____	_____
.. Clerical	_____	_____	_____	_____
- Volunteers	_____	_____	_____	_____
- Total	_____	_____	_____	_____

. What is the experience and training of these personnel?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

. How many are National Crime Prevention Institute (NCPI) graduates? \_\_\_\_\_ Which courses? \_\_\_\_\_

Other specialized training schools (explain)? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

- . Please attach a list of specialized crime prevention equipment (vans, audio/visual, etc.) used in the crime prevention program. Mark those items provided under the grant being evaluated.
- . Please detail the total costs for the crime prevention program in your jurisdiction.

		<u>Fiscal Year 76-77</u>			
		<u>City/ County</u>	<u>LEAA</u>	<u>Other</u>	<u>Total</u>
-	Personnel				
	.. Sworn officers	_____	_____	_____	_____
	.. Non-sworn (civilian)	_____	_____	_____	_____
	.. Clerical	_____	_____	_____	_____
	.. Total personnel	_____	_____	_____	_____
-	Equipment	_____	_____	_____	_____
-	Supplies	_____	_____	_____	_____
-	Other	_____	_____	_____	_____
-	Total	_____	_____	_____	_____

		<u>Fiscal Year 77-78</u>			
		<u>City/ County</u>	<u>LEAA</u>	<u>Other</u>	<u>Total</u>
-	Personnel				
	.. Sworn officers	_____	_____	_____	_____
	.. Non-sworn (civilian)	_____	_____	_____	_____
	.. Clerical	_____	_____	_____	_____
	.. Total personnel	_____	_____	_____	_____
-	Equipment	_____	_____	_____	_____
-	Supplies	_____	_____	_____	_____
-	Other	_____	_____	_____	_____
-	Total	_____	_____	_____	_____

- List those citizen/community groups who have a formal involvement in your program. \_\_\_\_\_

4. CRIME HISTORY

- Please complete the following crime survey

<u>Type of Crime</u>	<u>Twelve Months Prior to Project Implementation</u>			<u>Twelve Months Prior to Project Implementation</u>		
	<u>Target Area</u>	<u>Non-Target Area</u>	<u>Total</u>	<u>Target Area</u>	<u>Non-Target Area</u>	<u>Total</u>
	(if applicable)			(if applicable)		
- Murder	_____	_____	_____	_____	_____	_____
- Man-slaughter	_____	_____	_____	_____	_____	_____
- Rape	_____	_____	_____	_____	_____	_____
- Robbery	_____	_____	_____	_____	_____	_____
- Aggravated Assault	_____	_____	_____	_____	_____	_____
- Burglary	_____	_____	_____	_____	_____	_____
- Larceny	_____	_____	_____	_____	_____	_____
- Motor Vehicle Theft	_____	_____	_____	_____	_____	_____
- Total Part I Offenses	_____	_____	_____	_____	_____	_____
- Part II Offenses	_____	_____	_____	_____	_____	_____
- Target Crimes (specify)	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____

. Please attach other crime comparisons which you feel are pertinent.

5. JURISDICTIONAL CRIME PREVENTION PROGRAM ACTIVITY

. Please list the monthly averages for your overall crime prevention program for the following crime prevention activity measures.

	<u>FY 76-77</u>	<u>FY 77-78</u>
- Security Surveys		
.. Residential surveys conducted	_____	_____
.. Residential survey follow-up	_____	_____
.. Business/institutional surveys	_____	_____
.. Business/institutional follow-up	_____	_____
- Operation Identification		
.. Participants enrolled	_____	_____
.. Number of engravers	_____	_____
- Neighborhood Watch		
.. Households enrolled	_____	_____
- Public Presentations		
.. Number of presentations	_____	_____
.. Attendance	_____	_____
- Other activities		
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

6. SPECIFIC GRANT PROJECT RESULTS

- . Please list your project activities, as stated in the BCJPA grant request and show the results relative to those objectives.

Objectives

Results of Objectives

---

---

---

---

---

---

---

---

---

---

---

---

---

---

7. OPINIONS

- . Please list the three most successful aspects of your overall crime prevention program.

---

---

---

- . Please list the three least successful aspects of your overall crime prevention program.

---

---

---

- . Please list, if appropriate, three recommendations for improvement in your overall crime prevention program.

---

---

---

THANK YOU FOR YOUR PATIENCE  
AND PARTICIPATION;

ARTEUR YOUNG & COMPANY

**END**