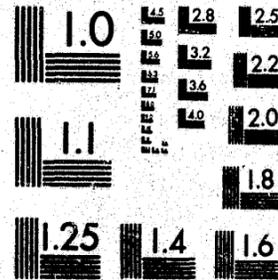


National Criminal Justice Reference Service



This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

Date Filmed

12/23/81

A PROCESS EVALUATION OF JACKSONVILLE'S
FOURTH DIMENSION CRIME PREVENTION PROJECT

This research project was supported by a grant, 78-A5-11-IA01, from the Law Enforcement Assistance Administration, Department of Justice. Points of view expressed in this document are attributed solely to staff of the Criminal Justice Evaluation Unit, not to the United States Department of Justice.

634177

Office of the Mayor
Criminal Justice Evaluation Unit
1245 East Adams Street
Jacksonville, Florida
March 1979

ACKNOWLEDGMENTS

Appreciation is extended by the Staff of the Criminal Justice Evaluation Unit to the following individuals for their assistance during this study: the Project Director and staffmembers of the Fourth Dimension Project; the Sheriff, personnel and volunteers in the Sheriff's Office; Pat Young of the Office of Criminal Justice Planning; respondents in the telephone survey; and representatives of the following organizations: the National Criminal Justice Reference Service; the National Crime Prevention Institute; the Community Crime Prevention Services Project at the Center for Community Change; and the Southeastern Criminal Justice Training Center at Florida State University.

A special word of thanks is extended to Tom Long of the Bureau of Criminal Justice Assistance in Tallahassee for answering numerous questions, providing copies of pertinent material; and commenting on the research design and other elements of the study.

TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION-----	1
BACKGROUND INFORMATION-----	3
RESEARCH DESIGN-----	7
OBJECTIVE 1 - CRIME PREVENTION ACTIVITIES IN SHERIFF'S OFFICE-----	12
OBJECTIVE 2 - OPERATION OF FOURTH DIMENSION-----	15
OBJECTIVE 3 - STAFF ASSESSMENT OF ACTIVITIES-----	30
OBJECTIVE 4 - RESOURCE ALLOCATION FOR ACTIVITIES-----	31
OBJECTIVE 5 - PERSONNEL INFORMATION-----	35
OBJECTIVE 6 - RESULTS OF TELEPHONE SURVEY-----	37
OBJECTIVE 7 - SUMMARY OF ACTIVITIES IN ONE TARGET AREA-----	50
OBJECTIVE 8 - RELATIONSHIP OF PROJECT WITH OTHER DIVISIONS-----	52
OBJECTIVE 9 - SURVEY OF ADMINISTRATORS ON PROJECT ACTIVITIES-----	54
OBJECTIVE 10 - COMPARISON OF SEVEN CRIME PREVENTION PROJECTS-----	57
FINDINGS-----	60
RECOMMENDATIONS-----	64
APPENDIX A-----	69
APPENDIX B-----	77

T A B L E O F T A B L E S

	<u>Page</u>
TABLE 1 - SUMMARY OF 1978 VOLUNTEER ACTIVITIES IN THE SHERIFF'S OFFICE-----	14
TABLE 2 - RESPONSES OF PROJECT DIRECTOR AND FOURTH DIMENSION PROFESSIONAL STAFFMEMBERS-----	19
TABLE 3 - INVOLVEMENT OF PROJECT STAFFMEMBERS IN SPECIFIC ACTIVITIES-----	32
TABLE 4 - ESTIMATED RESOURCE ALLOCATION-----	34
TABLE 5 - ATTITUDES TOWARD CRIME-----	37
TABLE 6 - SOURCES OF INITIATIVE IN CRIME REDUCTION-----	38
TABLE 7 - MEANS BY WHICH SURVEY RESPONDENT LEARNED OF CRIME PREVENTION OFFICE AND ELAPSED TIME-----	39
TABLE 8 - PROGRAM/ACTIVITY AWARENESS-----	41
TABLE 9 - RESPONDENT AWARENESS OF FOURTH DIMENSION MODES OF COMMUNICATION-----	42
TABLE 10 - COMMUNICATION PREFERANCES FOR CRIME PREVENTION-----	43
TABLE 11 - SHARING OF INFORMATION RECEIVED FROM THE FOURTH DIMENSION PROJECT-----	44
TABLE 12 - ATTENDANCE AT PROJECT SPONSORED MEETINGS-----	44
TABLE 13 - AMOUNT OF NEWSLETTER READ BY RECIPIENTS-----	45
TABLE 14 - RECOLLECTION OF TOPICS ADDRESSED AT CRIME PREVENTION COUNCIL-----	47
TABLE 15 - RECOMMENDATIONS BY SURVEY RESPONDENTS-----	49
TABLE 16 - REPORTED PART I OFFENSES IN OAKWOOD VILLA APARTMENTS 1975-1978-----	51
TABLE 17 - RANKING OF FIVE CRIME PREVENTION APPROACHES BY LAW ENFORCEMENT PERSONNEL-----	56

EXECUTIVE SUMMARY

The Criminal Justice Evaluation Unit was directed by the Metropolitan Criminal Justice Advisory Council to conduct an evaluation of the Fourth Dimension Crime Prevention Project. Since 1975 more than \$300,000 in LEAA and matching funds had been allocated to crime prevention activities of the Fourth Dimension and its predecessors. The project has focused efforts on conditions considered to be root causes of crime by increasing public awareness in institutional areas and by providing technical assistance to community organizations and individuals. The Fourth Dimension had been related administratively to the Mayor's Office prior to transfer in July 1978 to the Sheriff's Office, at the direction of the Metropolitan Criminal Justice Advisory Council.

A process evaluation, focusing on the relationships among project inputs, activities, and results (not on longer-range outcomes or impact), was conducted; evaluators also examined the relationship between project goals and the intended intervention.

After identifying other crime prevention activities and resources in the Public Services Division of the Sheriff's Office, evaluators reviewed various aspects of the operation of the Fourth Dimension, before and after transfer to the Sheriff's Office, including: administration, personnel, program implementation (past, present and projected); record-keeping and reporting procedures, and budgetary and fiscal matters.

The team surveyed staff and other knowledgeable persons in the Sheriff's Office regarding assessment of project products and activities and the relationship existing between project staff and other components in the Sheriff's Office. A telephone survey was conducted to obtain comments from a representative sample of approximately 60 persons who had been identified as having had frequent or recent associations with the project in order

to aid in determining whether the project's activities were having the intended outcomes.

The comparative study of the Fourth Dimension and six other LEAA-funded projects in Florida, conducted by Arthur Young and Company for the Bureau of Criminal Justice Assistance, was examined to obtain information on identified accomplishments, strengths, and weaknesses in other crime prevention programs in Florida.

The following sections summarize findings and recommendations of the evaluation team regarding the Fourth Dimension Crime Prevention Project.

FINDINGS

The following statements summarize findings based on data collected and analyzed by the evaluation team regarding the Fourth Dimension Crime Prevention Project in the Sheriff's Office.

- The Sheriff's Office has evinced a strong commitment to crime prevention and has developed an array of resources geared toward reduction of crime in the community. The Sheriff's Office has combined the efforts of uniformed officers, civilian professionals, and hundreds of dedicated volunteers under the leadership of an administrator who has had extensive experience in the area of crime prevention; and it has support services from the Division of Police Planning and Research; the Crime Analysis Unit; and the Crime Analysis for Patrol Strategy (CAPS) Project. The addition of the Fourth Dimension Project strengthens the existing program considerably. If the above noted elements can be coordinated into an overall strategy, Jacksonville has the potential for developing a comprehensive crime prevention program, which could provide overall coordination of citizen action groups and utilize crime analysis with direct patrol and crime prevention strategies, target crimes and target areas, and a combination of short- and long-range crime prevention solutions implemented by uniformed police officers, civilian professionals, and volunteers.
- According to information provided by project staffmembers of the Fourth Dimension and knowledgeable persons in the Sheriff's Office, the project's transition to the Sheriff's Office has been accomplished with a minimum of disruption.

The project has developed good relationships with the various components of the Public Services Division, the Crime Analysis Unit, the Crime Analysis for Patrol Strategy Project (CAPS), and other divisions of the Sheriff's Office.

- Project staff and knowledgeable persons in the Sheriff's Office, including the Sheriff and the Chief of the Public Services Division, have rated the project favorably.
- The Fourth Dimension's accomplishments since transfer in July 1978 include: the community-wide implementation of the "Safe House" Program, in conjunction with the Duval County Schools; an expanded newsletter; the addition of opportunity-reduction activities; and the collection and analysis of data on reported offenses and incidence of victimization in specific reporting areas for use by the project and the Community Posse.
- Although it cannot be attributed with any degree of confidence, cooperation extended by the Fourth Dimension (and its predecessor) to the Community Posse in its large-scale effort to enroll residents of Oakwood Villa Apartment Complex in a Neighborhood Watch Program during 1976-1978 may have contributed toward the reduction in reported Part I crimes at the Complex greatly exceeding the City's overall reduction during the period 1974-1978. (Part I crimes include: homicide, rape, robbery, assault, breaking and entering, larceny and vehicle theft).
- During the transitional period from July 1978 to December 31, 1979, professional staff time was reported to have been allocated to the following activities, which are listed below in descending order:
 - Technical Assistance to Organizations & Individuals
 - Crime & Statistical Analysis
 - Administrative Reports
 - Crime Prevention through Community Recreation
 - Newsletter
 - Crime Prevention through Police Athletic League
 - Safe House
 - Mobilizing Agencies & Resources for Crime Prevention Efforts
 - Victimization Analysis
 - Crime Prevention School Curriculum Development
 - Inservice Training
 - Studies/Surveys
 - Crime Prevention Materials (Inventory Control & Distribution)
 - Media Presentations (Radio & TV)

Public Education Meetings (Including Preparation)
Crime Prevention Council
Development of Crime Prevention Materials

- The Project's record-keeping and reporting procedures have improved considerably since transfer; however further improvement is warranted. The accomplishments of community institutions in implementing crime prevention measures have not been documented in project reports; data on staff-time spent in specific project activities has not been recorded; information on the number of persons and description of target groups in attendance at public presentations by project staffmembers has not been reported; and a record of accomplishments of member organizations of the Crime Prevention Council in the area of crime prevention has not been kept.
- A telephone survey was conducted of representatives of approximately 60 organizations having frequent or recent associations with the Fourth Dimension Project. Findings of the survey include the following:
 - 1) Survey respondents most frequently learned of the project through the initiative of the project staff;
 - 2) Approximately 80 percent of individuals surveyed were aware of services provided by the project. Of these persons aware of project services:
 - a) Approximately 91 percent indicated that they had shared with others information received from the project;
 - b) Approximately 46 percent indicated that their organizations had initiated or strengthened crime prevention efforts as a result of project association, and
 - c) Twenty-seven individuals provided suggestions or comments related to the project - most often the suggestions urged greater interaction and cooperation by the project with other agencies and community groups.
 - 3) Approximately 20 percent of individuals surveyed were not aware of project services.
- Accomplishments of the Fourth Dimension Project prior to transfer have been difficult to identify because information in quarterly and final reports has generally been lacking in detail; moreover, evaluators have been unable to obtain some documents referenced in reports. A review of former grants and progress reports

suggests that the Fourth Dimension (and its predecessors) have operated without the benefit of a long-range plan. The project's measurable objectives have concentrated on increasing public awareness of long-term solutions to societal problems thought to be correlated to crime. To date, little or no resources have been directed toward community crime prevention through legislative measures (dealing with environmental design of buildings, dwellings, and public areas), through public agency policy change or through planning agency/community group cooperation; i.e., through cooperation with organizations which have demonstrated interest and capability in effecting significant change in the community.

- Fiscal audits, conducted by the Bureau of Criminal Justice Assistance and an internal auditor prior to transfer, revealed no fiscal problems or shortcomings.
- A comparative analysis of the Fourth Dimension Project (and six other crime prevention projects in Florida) revealed that effective coordination of the crime prevention function had not existed in Jacksonville prior to transfer to the Sheriff's Office; moreover, many of the project's accomplishments were considered to reflect an orientation to planning rather than to crime prevention, per se. Nevertheless, when comparing the 1977 crime rates against the five-year mean, Jacksonville and three other jurisdictions were found to have experienced a reduction in reported criminal offenses which exceeded the state's overall 4 percent reduction. Reductions in reported offenses cannot be attributed solely to such projects. The analysis was conducted by Arthur Young and Company.
- It would appear that the increased public awareness (through public meetings, media presentations, the newsletter, and the clearinghouse) in addition to technical assistance have prepared the way for the Fourth Dimension Project to move into a more active role of coordination and leadership in the "development of a coordinated crime prevention system", a goal cited in present and past project grant applications.

RECOMMENDATIONS

The following recommendations are offered to increase the effectiveness and efficiency of the Fourth Dimension.

- The Fourth Dimension Project should continue to be funded with LEAA funds during the transitional period so that the Sheriff's Office may be given ample opportunity to weigh its effectiveness and to consider the question of institutionalization of the project.
- It is recommended that the Chief of the Public Services Division, the Project Director, project staff and other knowledgeable persons in the Sheriff's Office reassess past accomplishments, current community needs, and crime prevention resources to develop a comprehensive plan to achieve realistic goals and objectives in the future. If substantive changes are required, a grant revision may be submitted.
- If it is determined that the project should continue to work toward the goal expressed in the grant application of providing "leadership and guidance in the development of a coordinated crime prevention system", it is recommended that project staffmembers should:
 - 1) Carefully weigh the needs, suggestions, and recommendations made by its constituency during the telephone survey such as working to increase visibility and exposure of project staff through attendance at neighborhood and community meetings, assumption of indepth involvement, participation, and coordination with community organizations in the area of crime prevention, and provision of more leadership;
 - 2) Assess the feasibility of conducting a current needs assessment of community crime prevention and working to achieve long-term institutional change through action planning, direct community involvement, and advocacy directed to identified needs;
 - 3) Devote more effort to working with the Crime Prevention Council. (This forum could be structured so that member organizations could be scheduled to make presentations on their crime prevention accomplishments. Meetings could include opportunities to discuss issues, raise questions, and

discuss coordination of activities to achieve greatest impact. Minutes should be kept of all meetings; information in the minutes could be useful in reporting on-going progress made by institutions and community groups in implementation of crime prevention recommendations in quarterly and final reports and the newsletter);

- 4) Direct attention to cost-benefit analysis of the estimated time spent in routine activities, the relative effectiveness of such activities, and alternative approaches to deployment of staff to achieve greater efficiency;
- 5) Continue its efforts to improve record-keeping and reporting procedures by:

Reporting in quarterly and final project reports recommendations made in the area of crime prevention and progress made in implementing recommendations by institutions and community groups; and

Collecting and reporting data such as that requested by the Bureau of Criminal Justice Assistance's 1980 Plan regarding crime prevention programs including, but not limited to: total number of public presentations by subject matter and number of persons in attendance; man-hours, and/or a percent of time expended in specific crime prevention activities, and other information related to project productivity.

- 6) Develop methods to obtain feedback on activities in order to ascertain on an on-going basis their effectiveness so that decisions on future actions may be made upon objective rather than intuitive bases; and
- 7) Revise present grant objectives in order to eliminate or define ambiguous terms; to add an objective to include direct participation in opportunity-reduction activities; and to consolidate three measurable objectives regarding technical assistance into one objective to simplify reporting procedures.

INTRODUCTION

The dramatically escalating cost of combating crime in the United States is a matter of grave concern to government officials and taxpayers alike. During Fiscal Year 1976, it had been estimated that approximately 19.7 billion dollars was expended by the nation's criminal justice system;¹ these figures did not include the enormous victimization costs for direct losses, medical expenses, and loss of productivity. Yet, the problem of crime persists.

During the past decade or more, decisionmakers have realized that government's resources in the form of manpower and technology are not sufficient to tackle the problem alone. There has been a reassessment of the role concerned citizens play in reducing crime through the voluntary implementation of preventive measures. In many respects, this is not a new concept. Historically, the nation's citizens had assumed an active role in keeping the peace within their communities. However, some observers have concluded that mobility and the reduced sense of community have resulted in apathy and complacency. The National Commission on Criminal Justice Standards and Goals in its 1973 report entitled, Community Crime Prevention, noted the following three assumptions regarding the incidence of crime:

"Citizen apathy and indifference contribute to the spread of crime;

Private and public agencies outside the criminal justice system influence rises and declines in crime rates; and

Community crime prevention efforts include demonstrable benefits for existing institutions and agencies organized toward the achievement of other primary goals." 2

The Commission members reached consensus concerning reduction of crime in this country, stating: "There must be a willingness on the part of every citizen to give of himself, his time, his energy, and his imagination."

But, the Commission also noted that "The field of prevention is by far the least developed area of criminology: current popular views are naive, vague, most erroneous, and for the most part devoid of any awareness of research findings."³ Although the Commission members reviewed many studies that linked crime and delinquency to low educational achievement, high unemployment, inadequate recreational facilities, inadequate delivery of social services, and alienation of citizens from each other and from government, it noted that there is little agreement on the causes and prevention of crime.⁴

In fact, the term crime prevention itself has yet to be defined to the satisfaction of all concerned. In 1966, Dr. Peter Lejins proposed three categories of crime prevention: punitive, corrective, and mechanical: punitive referred to the imposition of legal sanctions to criminal acts by the courts; corrective encompassed efforts to alter conditions thought to cause crime as well as rehabilitative measures directed at changing the behavior of criminals involved in the correctional system; and mechanical comprised barriers between the criminal, the victim, and the pay-off from criminal activity.⁵

Some observers, however, have concluded that reactive or after-the-fact approaches to crime might more aptly be considered part of a total crime reduction effort but only those activities which are conducted to prevent a criminal act are truly preventive. The following definition utilized by the National Crime Prevention Institute is proactive: "Crime prevention is the anticipation, recognition, and appraisal of a crime risk and the initiation of some action to remove or reduce it."⁶

The Director of the Institute, Mr. Mac Gray, stressed in a speech here that the public must be made aware of and stimulated individually and collectively to take action to reduce their potentiality for victimization.⁷

BACKGROUND INFORMATION

The Metropolitan Criminal Justice Advisory Council, which has requested this evaluation, has allocated more than \$300,000 in five successive grants for community crime prevention activities from June 1975-1979. Approximately 87 percent of the funds were provided by LEAA Part C Action Funds; state and local matching funds comprised the remaining 13 percent. Grant objectives have followed suggestions of the National Commission on Criminal Justice Standards and Goals in its report, Community Crime Prevention, and have concentrated on increasing public awareness of crime prevention, especially with regard to institutional areas which have been related to the causes of crime: education, recreation, employment, religion, and human services.

The project has experienced a considerable amount of change to date. Known successively as the Criminal Justice Coordinating Council, the Crime Prevention Unit, and the Fourth Dimension Office of Crime Prevention, the project has experienced a high rate of staff turnover through successive grant periods and also a change in implementing agencies, from the Mayor's Office of Criminal Justice Planning to the Public Service Division of the Jacksonville Sheriff's Office. This action resulted from recommendations by an ad hoc committee of the Metropolitan Criminal Justice Advisory Council and was implemented in July 1978. Additional information is included in the Appendix on pages 70-71.

The following section provides a brief synopsis of information drawn from official grant applications and reports which traces the development of the project to date.

The grant in the amount of \$43,000 funded the Criminal Justice Coordinating Unit for the period August 1, 1974 through December 31, 1975. Initially, the project served as a grants administration unit. However, legal problems arose in the spring of 1975 because the project had utilized Part C Action Funds for planning activities. For this reason, grant objectives were changed to focus on crime prevention in June 1975, at the suggestion of the Bureau of Criminal Justice Planning and Assistance. At this time the project had been staffed by three coordinators and a secretary who were supervised by the Director of the Office of Criminal Justice Planning. The project emphasized public education activities and coordination of activities by private groups and criminal justice agencies, and it served as a clearinghouse for information about crime prevention. Staff worked with City HUD's Neighborhood Improvement Program to work toward crime reduction; it was also noted to have worked with local State legislators on criminal justice issues.

One of the major accomplishments of the first grant period was a two-day conference in December 1975 attended by approximately 170 persons from various parts of Florida and Georgia. Five keynote speakers of national and state nature spoke on the theme: "Crime Prevention's Role in the Community." The purpose of the conference was:

To identify accomplishments at the local, state and federal levels in the area of crime prevention;

To identify community problems and needs in the area of crime prevention;

To identify and recommend innovative approaches to crime prevention; and

To develop a future plan or model on what each person, group, or agency can do in the future to prevent crime. 8

Three of the four goals were implemented at the conference. Proceedings of the conference noted that written plan was not developed but added: "The Office of Criminal Justice Planning will work in conjunction with other community groups, agencies, and individuals in developing a plan of action for crime prevention." (9) This information from the conference provided the basis for revision of future project grant objectives.

The second grant, in the amount of \$43,334, funded the Crime Prevention Unit which focused on increasing public awareness through seminars and technical assistance. The staff consisted of a senior crime prevention specialist, three crime prevention specialists and a secretary. A total of twenty-one presentations on crime prevention were made during the grant period which extended from December 15, 1975 through November 12, 1976; in addition, six seminars were also sponsored for professionals in the criminal justice system concerning crime prevention. One was a statewide seminar for citizens and professionals regarding crime prevention and education.

During this grant period project staff worked with various civic groups and attempted to focus on social and institutional problems related to crime prevention. They also organized citizen crime prevention councils in a federally-subsidized housing project and surrounding residential area within a high crime census tract in Jacksonville, in cooperation with the Community Posse of the Sheriff's Office. It was noted that "Almost 100 percent participation was received and fear of crime was reported as having decreased in the complex." (10)

The unit made multiple radio and television presentations and established a file of several newspaper articles on crime prevention during this grant period. The project staff conducted a study on the socio-economic characteristics correlated to crime, and a survey of the community to assess citizens' fear of crime. One staff member worked in the area of crime prevention through environmental or architectural design of new structures, especially related to federal housing projects. This grant focused on increasing public awareness through seminars and technical assistance addressing the following community crime prevention emphases: religion, elderly, housing projects, business, employment, recreation and neighborhoods.

The third grant provided \$42,704 for activities for the period November 13, 1976 through July 15, 1977 and had as its primary purpose educating local criminal justice professionals and citizens "concerning the need for the involvement of the community in an organized crime prevention effort." (11) The measurable objectives included conducting six public education seminars in crime prevention, three seminars on issues in the criminal justice system for professionals; three local television programs; ten public service presentations related to crime prevention submitted to local stations; and technical assistance and/or work cooperatively with the Police Public Affairs Division, Neighborhood Improvement Mechanism, and Community Relations Commission as well as other agencies in developing and implementing a community crime program and in reducing crime. The project was staffed by a senior crime prevention specialist; three crime prevention specialists and a secretary.

During the fourth grant which funded the Fourth Dimension from mid-July 1977 through December 1978, staff consisted of four crime prevention specialists and a secretary. The primary objective of the project was to establish crime prevention as the fourth dimension or element of the local criminal justice system. The project director's salary, as in the earlier grants, was not funded by project funds. The funding level for this grant period was \$111,111. The measurable objectives stressed activities through "the clearinghouse", technical assistance, public meetings and media presentations and included efforts to work with existing institutions to develop new programs to expand crime prevention effectiveness.

During this grant period the following significant developments were reported: the project was transferred from the Mayor's Office of Criminal Justice Planning to the Sheriff's Office; the Fourth Dimension, in cooperation with the Duval County Schools, initiated the Safe House Program throughout the community; the project's staff began to utilize data on victims and reported offenses and to plot data on maps for specific areas; the newsletter, Fourth Dimension Crime Prevention News, was published regularly and sent to persons and organizations; the study, Crime Prevention via Recreation was completed and widely disseminated; the staff increased cooperation with personnel and volunteers of the Public Services Division in the Sheriff's Office; and the Crime Prevention Council was established to facilitate exchange of information between community agencies and groups with regard to community crime prevention.

The project has recently begun its fifth LEAA grant, funded in the amount of \$83,536 for calendar year 1979. It was reported that the staffing level and measurable objectives were expected to remain similar to those of the previous grant period.

RESEARCH DESIGN

RESEARCH DESIGN

Because of problems imposed by the rather undeveloped state of the art in evaluation methodology, it has been difficult for researchers to evaluate crime prevention activities vigorously. It is arduous to identify measurable objectives and target populations; to control intervention activities; to measure key elements; to collect adequate baseline data; and to assess change. These problems have impeded evaluators when conducting research designed to prove a causal relationship between a specific crime prevention activity and reduction in crime.

For these reasons, it was determined that a process evaluation would avoid these problems and provide necessary information about the Fourth Dimension Project to local decisionmakers, project staff, and the Metropolitan Criminal Justice Advisory Council who requested the study. This study, therefore, will not seek to prove a causal relationship between the activities of the Fourth Dimension Project and reduced crime in Jacksonville.

A process evaluation, according to a recent LEAA publication "is a type of evaluation that focuses on the relationships among project inputs, activities, and results but not on longer range outcomes or impact."¹³ Process evaluations are intended to improve the efficiency and effectiveness of ongoing projects. They emphasize measurement and assessment of the change process and such short-term results as are feasible to measure. Process evaluations focus on whether and how well the change process is occurring in relation to planned inputs, activities, and expected results and whether the results indicate that the approach is likely to be an adequate, appropriate, and effective response to the problem addressed. In other words, process evaluations are directed toward resources, workloads, capabilities, and performance.

To this end the following objectives have been proposed:

	<u>Page</u>
<u>OBJECTIVE 1:</u> To obtain information on the history and types of crime prevention activities in the Sheriff's Office and the number of hours contributed to crime prevention activities by volunteers working with the Public Services Division in the Sheriff's Office. This information is essential for delineating the scope of the existing crime prevention program in the Public Services Division and reflects resources which are readily available to the Fourth Dimension Project.	12
<u>EVALUATION MEASUREMENT:</u> Knowledgeable persons in the Sheriff's Office were interviewed in this regard.	
<u>OBJECTIVE 2:</u> To examine the operation of the Fourth Dimension Project before and after transfer to the Sheriff's Office.	15
<u>EVALUATION MEASUREMENT:</u> The evaluator examined the following elements of the project; administrative structure, supervision, decisionmaking, communication, program implementation, and record-keeping. In addition, an effort was made to determine if program changes had been made or are anticipated, following transfer.	
<u>OBJECTIVE 3:</u> To survey project staff on their assessment of project products and activities.	30
<u>EVALUATION MEASUREMENT:</u> All of the project staff were interviewed by the evaluation team; an interview schedule was utilized. Project records were utilized for verification purposes.	
<u>OBJECTIVE 4:</u> To assess the discrete types of grant activities and determine staff allocations and approximate cost per activity.	31
<u>EVALUATION MEASUREMENT:</u> Project staffmembers were asked to estimate time spent in specific activities. Monthly, quarterly and final reports have also been reviewed.	
<u>OBJECTIVE 5:</u> To gather information from project staff on their performances, past experience, educational background and formal crime prevention training, including courses offered by the National Crime Prevention Institute.	35
<u>EVALUATION MEASUREMENT:</u> Personnel records were reviewed; and the staff were interviewed.	

	<u>Page</u>
<u>OBJECTIVE 6:</u> To survey a representative sample of persons attending project-sponsored activities and those to whom materials generated by the Fourth Dimension were distributed.	37
<u>EVALUATION MEASUREMENT:</u> A concerted effort was made to contact representatives of organizations who were reported to have had contact with the project during the past year. Attempts were made to contact 73 organizations or individuals considered to represent a cross-section of the following sources of information provided by project staff: lists of individuals who had been notified of or who had signed attendance sheets at meetings of the Crime Prevention Council; the distribution list for the project's newsletter; and a list of organizations and individuals who had been noted in quarterly reports for the July 1978 - December 1978 period to have attended meetings with project staffmembers.	
Evaluators attempted to interview the most knowledgeable person or the administrator of organizations which were reported to have been involved in some way with the Fourth Dimension Project. Fifty-nine of sixty-six individuals were interviewed; one declined to be interviewed; and 13 were unavailable, despite repeated attempts.	
Pages 78 through 86 in the Appendix contain a copy of the survey instrument and a list of organizations which participated in the survey; the names of individuals interviewed are not included to assure confidentiality. Four respondents requested copies of the survey results which will be mailed after finalization of the study.	
<u>OBJECTIVE 7:</u> To determine if Fourth Dimension staff have worked with local community groups in any specific areas of the city in addition to city-wide activities.	50
<u>EVALUATION MEASUREMENT:</u> Project staffmembers were interviewed in this regard and project records were analyzed.	
<u>OBJECTIVE 8:</u> To determine the existing interrelationship between the staff of the Fourth Dimension, Police Planning and Research Division, and the CAPS Project (Crime Analysis for Patrol Strategy). In addition, an effort will be made to assess future plans involving LEAA projects in the Sheriff's Office utilizing target areas and target crimes.	52
<u>EVALUATION MEASUREMENT:</u> The staff of the Fourth Dimension were interviewed about their relationship to the above noted divisions in the Sheriff's Office; in addition, knowledgeable persons in the Sheriff's Office were interviewed.	

	<u>Page</u>
<u>OBJECTIVE 9:</u> To survey administrators in the Sheriff's Office on their awareness and assessment of the activities and products of the Fourth Dimension.	54
<u>EVALUATION MEASUREMENT:</u> Knowledgeable persons in the Sheriff's Office were interviewed; an interview schedule was utilized.	
<u>OBJECTIVE 10:</u> To compare the types of crime prevention activities performed by the Fourth Dimension with those in other areas of Florida.	57
<u>EVALUATION MEASUREMENT:</u> The evaluation by Arthur Young and Company, contracted by the Bureau of Criminal Justice Assistance provided a description of activities in Clearwater, Gainesville, Jacksonville, Largo, Orlando, St. John's County, and Winter Haven.	

OBJECTIVE 1: To obtain information on the history and types of crime prevention activities in the Sheriff's Office and the number of hours contributed to crime prevention activities by volunteers working with the Public Services Division in the Sheriff's Office. This information is essential for delineating the scope of the existing crime prevention program in the Public Services Division and reflects resources which are readily available to the Fourth Dimension Project.

The concern for reducing crime, coupled with development of cost-effective and efficient police services, was channelled into the area of crime prevention several years ago. After the consolidation of the City of Jacksonville with Duval County in 1968, the Jacksonville Sheriff's Office was faced with a monumental task of extending cost-effective law enforcement services to an area comprising approximately 840 square miles, half of which was undeveloped land. In 1978 the police force numbered approximately 960 sworn officers, roughly equivalent to 1.66 sworn officers per 1,000 population; nationally, the average ratio of sworn officers per 1,000 population in 1978 for cities of more than 250,000 was mean of 2.9¹⁴

During the early 1960's, the Public Affairs Division of the Sheriff's Office was actively involved in many public education activities oriented around traffic safety. During the mid-1960's the emphasis shifted to community relations, race relations and communications with radical groups. Through a grant from the Sears Foundation, the Officer Friendly Program was initiated in local schools. In addition, police officers conducted rap sessions in schools; the Police Explorer Scouts were established; and by 1969, approximately 1500 youth had participated in the Police Youth Patrol in which youth rode with sworn officers on their beats. During the 1970's school attendance centers were initiated in cooperation from the Sheriff's Office, a practice which has recently been reinstated.

Other crime prevention activities included Project Identification and the production of a film on rape prevention, entitled Invitation to Violence.

In 1971, on a budget of less than \$200 the Sheriff's Office began the Police Athletic League. This program has grown considerably. Nearly 1700 youths participated in six different athletic activities in 1978.

To assist sworn officers in off-road search-and-rescue operations in the undeveloped portions of the jurisdiction, the Four Wheel Drive Posse was initiated in 1975. A number of other volunteer posses were recruited after the first posse had demonstrated effectiveness. Since that time, the following volunteer services have been initiated by the Sheriff's Office: the Community Posse, the Marine Posse, the Communications Posse, the Mounted Posse, the Sheriff's Motorcycle Escort, the Police Reserves, and the Victim's Advocate Program.

While many of these volunteer groups are involved directly or indirectly in crime prevention activities, the Community Posse has been actively engaged in performing security checks on residences and business establishments; it has implemented Neighborhood Watch Programs, made public presentations, distributed a variety of crime prevention materials, and developed displays for the Jacksonville Fair, local shopping centers, and other key locations in the city.

The Public Services Division has had a Crime Prevention Unit of two sworn police officers who have been assigned to supervise the Community Posse. The officers coordinated activities related to preventing crimes against the elderly, Neighborhood Watch, and reducing crimes against businesses during the pre-Christmas period.

According to the 1978 annual report published by the Public Services Division, nearly 800 volunteers contributed approximately 90,000 man-hours and donated 10,100 gallons of gasoline in the following activities:

TABLE 1

SUMMARY OF 1978 VOLUNTEER ACTIVITIES IN THE SHERIFF'S OFFICE

<u>Activity</u>	<u># Of Volunteers</u>	<u># Of Hours</u>	<u>Amount Of Fuel Donated</u>
Communications Posse	30 Volunteers	1300 Hours	
Community Posse	42 Volunteers	8342 Hours	
Four Wheel Drive Possee	150 Volunteers	18295 Hours	5900 Gallons
Marine Posse	65 Volunteers	8076 Hours	4200 Gallons
Motorcycle Escort	22 Volunteers	N/A	
Mounted Police	8 Volunteers	478 Hours	
Police Athletic League	359 Volunteers	N/A	
Police Reserve	Over 100 Volunteers	41330 Hours	
Sheriff's Watch	14 Volunteers	8299 Hours	
Victim Advocate	4 Volunteers	2855 Hours	
	<u>794 Volunteers</u>	<u>88975 Hours</u>	<u>10100 Gallons</u>

According to the Chief of the Public Services Division, the addition of the Fourth Dimension Office of Crime Prevention to the Public Services Division has increased the resources and scope of crime prevention services in the Sheriff's Office.

OBJECTIVE 2: To examine the operation of the Fourth Dimension Project before and after transfer to the Sheriff's Office.

Administration - Immediately prior to transfer to the Sheriff's Office, the Fourth Dimension Crime Prevention Project had been related administratively to the Mayor's Office through the Office of Criminal Justice Planning; in fact, the Director of the Metropolitan Planning Unit had also served as Project Director for the Fourth Dimension. For a time, the project was structured so that the Project Supervisor, a Senior Crime Prevention Specialist, supervised three Crime Prevention Specialists and reported directly to the Project Director. Communications were informal. The Project Director assumed primary responsibility for decision-making but the supervisor and staff also had input into the decision-making process. Some of the Fourth Dimension activities, such as the study about recreation, had been initiated because of specific recommendations in the Standards and Goals for Florida's Criminal Justice System, whereas some other studies and surveys were undertaken at the request of the Director of the Office Criminal Justice Planning and reflected planning interests.

For a period of several months immediately preceding transfer, the project staff had been divided into two teams, each of which had been supervised by a senior crime prevention specialist. During this period, funds from the Public Service Employment Program enabled seven employees to work in the area of crime prevention with the project for periods of time ranging from a few months to a year. Three worked with one team in the area of recruitment of volunteers from Criminal Justice agencies; and four worked with the other team on a variety of tasks related to analyzing data about the community and the local criminal justice system. Some of this data was included in the Crime Prevention via Recreation Study.

Since the transfer, the Fourth Dimension has become a component of the Public Services Division of the Jacksonville Sheriff's Office. The Project Director, a sworn police officer, has devoted an estimated 60 percent of his time to the Fourth Dimension during the initial seven-month period. He reports directly to the Chief of the division. The two-team concept is no longer operational. Instead, each professional staffmember is viewed as a generalist with specific assignments. Decision-making is shared by the Chief of the division, the Project Director, and project staff.

Communications with other components of the Public Services Division were described by project staff as "open, friendly, and productive", "more verbal than written", "informal and formal". The newsletter has aided in increasing communication between the project and other parts of the Sheriff's Office and the community.

The staff indicated they had not perceived any duplication of effort in crime prevention activities between the Fourth Dimension and other components of the Sheriff's Office, before or after transfer. Copies of the two organizational charts before and after transfer may be found on pages 72 and 73 in the Appendix.

Personnel - At the time that this evaluation was initiated in December, 1978, the project was staffed by the Project Director, four full-time professional staff in Crime Prevention Specialists positions, and a full-time secretary. Two of the project's professional staff had been with the project for approximately two years; one, who had worked for approximately one year, has since transferred to another position in city government; and the fourth had served for four months as a full-time grant employee after having been a full-time Public Service Employment Program (PSEP) employee for approximately one year.

None of the other six Public Service Employment Program (PSEP) employees are working with the Fourth Dimension; however, four PSEP employees who had formerly been related to the Citizens Against Crime Program of the Mayor's Office were transferred to the Public Service Division. The Chief of the Division has assigned these temporary personnel to the Fourth Dimension Project. Two of the four have subsequently resigned to accept permanent employment elsewhere.

Three professional staffmembers indicated in interviews that they felt the transfer had been very beneficial. They noted that the unit's effectiveness and credibility have been enhanced and that the project has been enriched because of the resources of the Sheriff's Office. They indicated that there have been more requests for service since transfer. One responded that attendance at Crime Prevention Council meetings had increased. One staffmember indicated that the transfer had had no effect on the unit's work except that staff have had to notify contacts of the change in location.

Professional staff agreed that they have experienced more independence and camaraderie since the team concept had been disbanded, after transfer. Two staffmembers indicated they have had increased workloads, due to technical assistance provided to sworn officers in the Public Services Division and have had more requests for community presentations; two of the staffmembers indicated that the transfer had not affected their workloads.

All staffmembers interviewed concurred that the transfer had been implemented smoothly, partly because of pre-transfer meetings initiated by the Sheriff's Office personnel. All noted they had become familiar with the activities of other components of the Public Services Division and other divisions of the Sheriff's Office.

Three professional staff members indicated they considered the project's

staffing level as adequate but that all staffmembers generally were extremely busy and had to prioritize work; and one felt the staffing level was low, considering the workload.

The following are the accumulated responses of the Project Director and four professional staff in December and early January to an objective questionnaire on various elements of the project's operation. The project, on the basis of the data provided, is rated highly by its staff. Elements rated as excellent by all five respondents include: the Project's relationship with schools; the clearinghouse on crime prevention materials; the public education for crime prevention function; and the project's efforts to provide technical assistance to groups. Basically, all responses were good or excellent except that one respondent rated efforts in the area of religion as poor. The staff's responses are summarized in the following table.

TABLE 2

RESPONSES OF PROJECT DIRECTOR AND FOUR PROFESSIONAL STAFFMEMBERS

1. Rating of elements of the Unit's operations:

	Excellent	Good	Fair	Poor	Not Available
In-service training for the Fourth Dimension staff	2	3	-	-	-
Working relationship among Fourth Dimension staffmembers	4	1	-	-	-
Working relationship with the uniformed staff	3	2	-	-	-
Unit's relationship with the Public Services Division	4	1	-	-	-
Unit's relationship with LEPT (Law Enforcement Planning Team)	1	2	-	1	1
Unit's relationship with CAPS (Crime Analysis for Patrol Strategy)					
Unit's relationship with community groups	4	1	-	-	-
Unit's relationship with the news media	4	1	-	-	-
Unit's relationship with criminal justice agencies	4	1	-	-	-
Unit's relationship with government agencies	3	2	-	-	-
Unit's relationship with schools	5	-	-	-	-
Communications between components of the Public Services Division	3	2	-	-	-
Communications between the elements of the Sheriff's Office	3	2	-	-	-

RESPONSES OF PROJECT DIRECTOR & FOUR PROFESSIONAL STAFFMEMBERS - CONTINUED

	Excellent	Good	Fair	Poor	Not Available
2. Rating the adequacy of the following:					
Unit's clearinghouse on crime prevention materials	5	-	-	-	-
Public education program for crime prevention	5	-	-	-	-
Monitoring by the staff of crime prevention efforts within the areas of:					
Education	5	-	-	-	-
Employment	2	3	-	-	-
Religion	2	2	-	1	-
Human Services	3	2	-	-	-
Efforts by the Unit to assist the development or expansion of crime prevention programs in the areas of education, employment, religion, and human services	3	2	-	-	-
Efforts by the Unit to utilize existing institutions to provide socialization and support services to the individual	4	1	-	-	-
Efforts by the Unit to provide technical assistance to groups within institutional areas	5	-	-	-	-
Efforts by the Unit to provide technical assistance to local community action groups for the purpose of developing grass-roots programs	5	-	-	-	-
Measures toward establishment of a coordinated and comprehensive data collection program on community crime prevention services	3	2	-	-	-
The development of recommendations for the improvement of the community crime prevention system	3	2	-	-	-

Program Implementation - In order to obtain information on the anticipated results of the project's activities, input was obtained from the Project Director of the Fourth Dimension Project and a representative from the Metropolitan Planning Unit who was knowledgeable about the project. The two respondents agreed that most of the project's activities were structured to increase the public's awareness of crime prevention, particularly those directed at the elements which have been considered to be root causes of crime. They agreed that the project's long-range goal was reduction of crime in the community. Both indicated that they expected that the number of users utilizing project services was expected to increase over time.

The Fourth Dimension's measurable objectives have been directed toward addressing long-range community problems, considered to cause crime, through institutional change. The objectives to date have not enumerated activities related to opportunity-reduction, per se. Reports for the last two quarters of 1978 under the new implementing agency have included several opportunity-reduction activities. Some of the following enumerated activities appear to be related to the project's clearinghouse and technical assistance functions; and others reflect the fact that the Fourth Dimension's activities are being directed toward the priorities of the Public Services Division.

Safe House (to deter child molestation);

Distribution of home security information;

Distribution of Go Whistles to the elderly and to residents of Oakwood Villa Apartments;

Distribution of Stakeout Posters for the robbery reduction campaign in cooperation with the Robbery Division;

Development and distribution of Holiday Crime Tips;

Development of a handout for area businesses on measures directed toward reduction of shoplifting;

Seminars on reduction of employee pilferage and shoplifting for area businessmen; and

Development of the crime prevention brochure for senior citizens to reduce the likelihood of their being victimized.

With regard to neighborhood planning and advisory organizations, it was noted that there has been some involvement with the Area Planning Board during the past year: the Fourth Dimension has obtained maps from the Board and shared information on sidewalks and recreation. According to a representative with the Area Planning Board, the information linking recreation to prevention of crimes among juveniles was very helpful and has been included in planning reports to justify additional recreational resources for the community. Project staffmembers indicated that one staffmember had been involved with and offered assistance in the area of crime prevention to a neighborhood planning organization; but the organization, to date, has not requested such assistance. The newsletter is routinely sent to some of the community's planning organizations.

When asked about environmental design, staffmembers indicated that target-hardening includes environmental design and therefore falls within the purview of the Public Services Division. The grant objectives have not included environmental design activities per se; because the project is lacking in expertise in environmental design, according to the project director.

It was reported to the evaluators that the role of the Fourth Dimension regarding crime prevention through legislative and administrative policy has yet to be defined; however, the Chief of the Public Services Division in the Sheriff's Office favors working with legislative and planning organizations.

Future Direction - When asked about anticipated changes in project activities, due to change in implementing agency, staffmembers generally responded that they felt the project's basic thrust will continue in the same manner as it has. One noted that there might be more work with schools and less with churches; one stressed more work with juveniles; one wondered about the unit's competency in the area of drug abuse; and one noted that the unit was gaining in competency and there would be more emphasis on developing and coordinating community programs, particularly with the elderly, the development of additional brochures, and more regularly-scheduled radio and newspaper exposure. The Project Director noted the unit had demonstrated increased capability in working in the community and serving as a resource for the Sheriff's Office; he noted that project staffmembers might become involved in training volunteers for the Community Posse as well as writing more crime prevention brochures to be distributed to the community.

The Sheriff expressed a strong commitment to continue crime prevention activities and specifically noted emphasis in the areas of programs for the elderly and rape prevention efforts. The Sheriff expressed enthusiasm about the transfer of the Fourth Dimension to the Sheriff's Office and predicts there will be a positive impact on the community and law enforcement. He indicated any initial problems associated with the transfer are being or have been resolved. He reflected that acceptance by sworn officers will be accomplished as the officers rely upon project staff for specific types of assistance. No major changes are envisioned for the project but the Sheriff predicted there will be increased cooperation between project staff and other units of the Sheriff's Office.

The Chief of the Public Services Division favored the transfer of the Fourth Dimension and stated that the project would have died otherwise.

He stressed that crime prevention activities, if successful, must be coordinated and concentrated. He expects that the project will continue in much the same manner as it has in the past but expects the unit may concentrate efforts in certain target areas of the city. The project's assistance in the area of crime analysis was reported to have been useful to the Division. The Chief of the Public Services Division considers "the workload of project staff as moderate-to-heavy; staff performance as excellent; capability unlimited; productivity as high." He feels the project has already demonstrated its success and should be institutionalized by the Sheriff's Office. He sees the major accomplishments since the transfer as the successful implementation of the Safe House Program, the newsletter, and work in the area of crime analysis.

Record Keeping and Reporting - Project staffmembers keep monthly reports of their activities by specific measurable objectives. One staffmember compiles quarterly and final reports from monthly reports. However, several project staffmembers had indicated some difficulty in determining under which of three objectives to report technical assistance.

The Fourth Dimension has demonstrated that it is interested in gathering follow-up information on its activities. The Safe House Program includes a provision that participants complete a brief form on the number of persons who utilized the specific Safe House refuge and the reasons for the use. Statistics on reported offenses of child molestation will also be gathered. Fourth Dimension staffmembers are also gathering some statistics on the participants involved in the Police Athletic League activities.

The Fourth Dimension Project has not developed any ongoing system of assessing the effectiveness of specific types of activities or determining the staff manpower required for specific types of activities. Pages 74 and 75 in the Appendix include copies of earlier evaluation forms utilized by

Crime Prevention Specialists in earlier grant periods to obtain information from the public on the effectiveness of project activities.

According to project staffmembers, no minutes have been kept of meetings of the Crime Prevention Council because Council members had indicated a strong preference for a non-structured type of organization geared to exchange of information. However, it would appear that a record of information presented in Crime Prevention Council meetings would be useful to Fourth Dimension staff in determining progress made in the area of crime prevention for coordination purposes and also for dissemination in the newsletter.

A review of all project quarterly and final reports, generated before and after the transfer to the Sheriff's Office, has revealed marked improvement in reporting since the transfer. Formerly, quarterly and final reports had specified the number of radio and television presentations made by project staff but did not include information on subject or length of presentation; distribution of crime prevention materials was noted but information on the number and type of materials distributed and a description of the target group were not provided; information on number of seminars and public meetings conducted was recorded but information on the topic, number, and identity of the target group in attendance was lacking. Reports had also included vague statements such as "Various projects are underway in the area of citizen involvement in cooperation with government and community groups."¹⁵ No further explanations were given. On occasion, attachments were referenced but not attached to the report. In general, it was found that reports have reflected a lack of follow-through-reporting on specific activities mentioned in earlier reports.

Project reports have not documented progress made by institutions themselves in areas considered to be crime preventive. Information has

been reported on work being accomplished by project staff in institutional areas. This may be due in part to the project's interpretation of the following objective which may be at variance with portions of the Problem Statement in the past and present grant applications. The referenced objective directs the project "to determine the status of crime prevention efforts within the areas of education, recreation, employment, religion and human services and make recommendations."

The project director had indicated that the objective implied finding out what is being done in the community in the above noted institutional areas so that progress could be monitored and reported. He added that the project viewed this objective to mean that the project should maintain contact with key persons in institutional areas, but only in institutional areas studied by the project.

In contrast, the Problem Statements in present and previous grant applications suggest that the project's breadth of institutional contacts should be sufficient to acquire and maintain familiarity with, coordinate, and report on all public and private activities considered to be crime preventive. The Problem Statement in the present grant application reads:

"Before this (Fourth Dimension) project began, crime prevention efforts existed in public and private sectors without coordination, and at the expense of duplication. There is a need for an additional component of the criminal justice system in Jacksonville to provide leadership and guidance in the development of a coordinated crime prevention system." 16

The inadequate reporting of crime prevention activities is not unique to the Fourth Dimension. According to the findings in a recently completed evaluation of crime prevention activities in seven jurisdictions in Florida by Arthur Young and Company, there was no standardized or uniform reporting of crime prevention activities in existence. Among the suggestions made in the statewide study on the types of data which should be collected, included the total number of public presentations by subject matter, and

the percent of the population reached. The report also suggested that data be kept by staffmembers on manhours expended in specific crime prevention activities such as presentations, security surveys, program development and other discrete types of activities.

Personnel and Fiscal Records - Personnel records, as noted on page 35 appear to be in order. Those employees for whom evaluations were required had been evaluated. Fiscal records, as mandated by the City's purchasing office, are kept by the project staff.

An audit of fiscal records and procedures was conducted in April 1978, at the request of the ad hoc committee of the Metropolitan Criminal Justice Advisory Council. The Internal Auditor of the City's Department of Human Resources indicated after a standard accounting system survey that "Records and procedures to support fiscal transactions of the program were available and appeared to be adequate. No problems were noted.¹⁷ According to the auditor, a Certified Public Accountant, all fiscal transactions for the project had been routinely reviewed by the Project Director, the Metropolitan Planning Unit's fiscal specialist, the Chief of the Administration and Planning Division of the Department of Human Resources, and the Accountant for the City Accounting Division. The internal auditor noted that all of the project's fiscal transactions have conformed to established City policies and procedures concerning support documentation and are recorded in the City's accounting records which are audited each year by an "independent" accounting firm.

The Bureau of Criminal Justice Assistance in Tallahassee has maintained files on the project and had routinely monitored the project. Recent project records include a fiscal monitoring report from the Bureau of Criminal Justice Planning and Assistance, dated January 23, 1977. The overall assessment of the accounting system and administrative controls were rated favorably.

The monitor made no recommendations and stated:

"This on-site monitoring visit only included a visit to the project. Records at project site was sufficient to determine the acceptability of the accounting procedures for LEAA grants. Accounting records separate LEAA and match receipts, expenditures, and balanced. Expenditures are broken out on a percentage applicable to grant. Through sampling of expenditures, none of the costs were questionable." 18

The Bureau's on-site monitoring report of January 24, 1978, indicated that the project's impact on the criminal justice system was through public awareness and that its effect on reducing crime was unmeasured.

It also stated:

"This project seems to be operating very effective and has support of local criminal justice agencies. Project records and administration is excellent. At this point, the program is addressing the measurable objectives quite responsibly." 19

The Project was also monitored by the Bureau of Criminal Justice Assistance in April 1978; however, a copy of the requested report has as yet not been received by the Office of Criminal Justice Planning.

Budget - The following comprises the revised budget for the grant which terminated December 31, 1978: 20

<u>Category</u>	<u>Total Funds</u>	<u>Percent of Total Funds</u>
Personnel	\$ 91,279	82.2%
Other Operating Expenses	7,283	6.6%
Indirect Costs	5,291	4.8%
Equipment	4,106	3.7%
Travel	3,152	2.8%
	<u>\$111,111</u>	<u>100.1%</u>

The following equipment was purchased during the grant period which terminated in December 1978: (4) steel desks; (1) secretarial desk; (1) electric typewriter; (2) file cabinets; (1) 35 millimeter slide projector; (1) Sync Sound Unit; (1) screen; (1) 16 millimeter sound projector; (1) over-

head projector; (2) 12-digit printing calculators; and (1) Ektagraphic Slidemaker. The office equipment was deemed necessary to implement the transfer to the Sheriff's Office. ²¹

The present grant's budget includes the following line items:

<u>Category</u>	<u>Total Funds</u>	<u>Percent of Total Funds</u>
Personnel	\$ 68,943	82.5%
Other Operating Expenses	4,883	5.8%
Indirect Costs	3,978	4.8%
Equipment	2,003	2.4%
Travel	<u>3,729</u>	<u>4.5%</u>
	\$ 83,536	100.0%

OBJECTIVE 3: To survey project staff on their assessment of project products and activities.

When the Project Director and four professional staff of the Fourth Dimension Project were asked about crime prevention programs with the greatest potential for success, two staffmembers indicated Neighborhood Watch and Safe House; two cited youth programs (including the Police Athletic League); and one noted citizen education.

When asked to assess the significance of specific project activities, one indicated programs for juveniles had been very successful and cited "the Safe House Program" as most significant; one stated that the public education function and, specifically, the newsletter had been most significant; and two staffmembers indicated the unit does not presently have any mechanism for assessing the effectiveness of its activities and programs except for letters sent voluntarily by citizens and community organizations. One staffmember questioned the effectiveness of activities related to recruitment of volunteers for the criminal justice system by PSEP employees assigned to the project. Another indicated that educational seminars had been less productive than had been expected by project staff.

The Chief of the Public Services Division of the Sheriff's Office cited the following as major accomplishments during the six month period since the project had been transferred: the successful implementation of the Safe House Program; the newsletter, and analysis of statistics on crime.

OBJECTIVE 4: To assess the types of discrete grant activities performed by project staff and determine allocation of staff time and approximate cost per activity.

One of the major concerns of decisionmakers is the cost-effectiveness of programs. According to the study of seven crime prevention programs in the state by Arthur Young and Company, "Application of cost effectiveness analysis to crime prevention programs is usually quite difficult." 18 Ideally, such analysis should include assessment of impact and efficiency. However, since it was not possible to estimate the project's impact at this time, the following information is related to assessing project efficiency.

To date, the project has not maintained records of time spent per activity. Project staff were unable to estimate time spent in specific activities but did provide a list of eighteen activities and indicated staff assignments for each activity. The Project Director submitted a rough estimate of time spent per activity, based on recollections of daily indepth observation of project staff for the preceeding six months. From this information, it was possible to develop an outline of project operation and deduce a rudimentary estimate of time spent and relative cost per activity. Because of limitations with available data, any interpretations must be guarded.

It would appear from Table 3 that each professional staffmember works on nearly all project activities. All are involved to some degree in: mobilizing agencies and resources for crime prevention efforts; providing technical assistance to organizations and individuals; engaging in statistical analysis; conducting public meetings; making media presentations; developing and distributing crime prevention materials; and completing surveys and studies on topics related to crime prevention.

TABLE 3

INVOLVEMENT OF PROFESSIONAL STAFFMEMBERS IN SPECIFIC ACTIVITIES

Activity	Staffmember			
	A	B	C	D
Administrative Reports	X	X	X	X
Technical Assistance to Organizations & Individuals	X	X	X	X
Crime & Statistical Analysis	X	X	X	X
Community Recreation & Crime Prevention		X	X	X
Newsletter	X	X	X	X
Police Athletic League-Related Activities			X	X
Safe House			X	X
Mobilizing Agencies & Resources for Crime Prevention Efforts	X	X	X	X
Inventory Control of Crime Prevention Materials	X		X	
Crime Prevention School Curriculum Development	X			
Victimization Analysis	X			
Public Education Meetings	X	X	X	X
Media Presentations	X	X	X	X
Inservice Training	X	X	X	X
Studies/Surveys	X	X	X	X
Distribution of Crime Prevention Materials	X	X	X	X
Crime Prevention Council	X			
Developing of Crime Prevention Materials	X	X	X	X
Total Number of Activities:	15	12	15	14

Table 4 provides information on an unrefined estimate of staff time and approximate cost per activity. The cost estimates are based upon total

OBJECTIVE 4: To assess the types of discrete grant activities performed by project staff and determine allocation of staff time and approximate cost per activity.

One of the major concerns of decisionmakers is the cost-effectiveness of programs. According to the study of seven crime prevention programs in the state by Arthur Young and Company, "Application of cost effectiveness analysis to crime prevention programs is usually quite difficult." 18 Ideally, such analysis should include assessment of impact and efficiency. However, since it was not possible to estimate the project's impact at this time, the following information is related to assessing project efficiency.

To date, the project has not maintained records of time spent per activity. Project staff were unable to estimate time spent in specific activities but did provide a list of eighteen activities and indicated staff assignments for each activity. The Project Director submitted a rough estimate of time spent per activity, based on recollections of daily indepth observation of project staff for the preceeding six months. From this information, it was possible to develop an outline of project operation and deduce a rudimentary estimate of time spent and relative cost per activity. Because of limitations with available data, any interpretations must be guarded.

It would appear from Table 3 that each professional staffmember works on nearly all project activities. All are involved to some degree in: mobilizing agencies and resources for crime prevention efforts; providing technical assistance to organizations and individuals; engaging in statistical analysis; conducting public meetings; making media presentations; developing and distributing crime prevention materials; and completing surveys and studies on topics related to crime prevention.

TABLE 3

INVOLVEMENT OF PROFESSIONAL STAFFMEMBERS IN SPECIFIC ACTIVITIES

Activity	Staffmember			
	A	B	C	D
Administrative Reports	X	X	X	X
Technical Assistance to Organizations & Individuals	X	X	X	X
Crime & Statistical Analysis	X	X	X	X
Community Recreation & Crime Prevention		X	X	X
Newsletter	X	X	X	X
Police Athletic League-Related Activities			X	X
Safe House			X	X
Mobilizing Agencies & Resources for Crime Prevention Efforts	X	X	X	X
Inventory Control of Crime Prevention Materials	X		X	
Crime Prevention School Curriculum Development	X			
Victimization Analysis	X			
Public Education Meetings	X	X	X	X
Media Presentations	X	X	X	X
Inservice Training	X	X	X	X
Studies/Surveys	X	X	X	X
Distribution of Crime Prevention Materials	X	X	X	X
Crime Prevention Council	X			
Developing of Crime Prevention Materials	X	X	X	X
Total Number of Activities:	15	12	15	14

Table 4 provides information on an unrefined estimate of staff time and approximate cost per activity. The cost estimates are based upon total

personnel costs for professional staffmembers during the period: October through December 1978.

According to the project director, much of the unit's efforts had been redirected during the transition period. This is apparant in the comparative estimates of professional staff time for the period of August to December 1978 and projections for the remainder of 1979.

TABLE 4

ESTIMATED ALLOCATION OF PROFESSIONAL STAFF

<u>Project Activities</u>	<u>October-December, 1978</u>			<u>Projected April-June, 1979</u>		
	<u>Est. Av. Weekly Staff Time and Percent of Total</u>		<u>Estimated Cost Per Activity</u>	<u>Est. Av. Weekly Staff Time and Percent of Total</u>		<u>Estimated Cost Per Activity</u>
	<u>Av. Hrs.</u>	<u>Percent</u>		<u>Av. Hrs.</u>	<u>Percent</u>	
Technical Assistance to Organizations & Individuals	24.5	15.3%	\$2,084	22.6	14.1%	\$2,120
Crime & Statistical Analysis	23.8	14.9%	\$2,030	16.0	10.0%	\$1,504
Administrative Reports*	23.8	14.9%	\$2,030	16.0	10.0%	\$1,504
Crime Prevention thru Community Recreation Newsletter	15.8	9.9%	\$1,349	-	0.0%	-
Crime Prevention thru Police Athl. League	13.1	8.2%	\$1,117	16.0	10.0%	\$1,504
Safe House	9.9	6.2%	\$ 845	3.2	2.0%	\$ 301
Mobilizing Agencies & Resources for Crime Prevention Efforts	9.4	5.9%	\$ 804	16.0	10.0%	\$1,504
Victimization Analysis	6.7	4.2%	\$ 572	9.6	6.0%	\$ 902
Crime Prevention School Curriculum	5.9	3.7%	\$ 504	5.4	3.4%	\$ 511
Inservice Training	4.0	2.5%	\$ 341	-	0.0%	-
Studies/Surveys	3.4	2.1%	\$ 286	3.7	2.3%	\$ 346
Crime Prevention Materials (Inventory Control & Distribution)	3.4	2.1%	\$ 286	3.0	1.9%	\$ 286
Media Presentations (Radio & TV)	3.4	2.1%	\$ 286	5.3	3.3%	\$ 496
Public Education Mtgs. (Incl. Preparation)	3.2	2.0%	\$ 273	8.0	5.0%	\$ 752
Crime Prevention Council	3.2	2.0%	\$ 273	24.0	15.0%	\$2,255
Development of Crime Prevention Mat'ls	1.9	1.2%	\$ 164	3.2	2.0%	\$ 301
	1.9	1.2%	\$ 164	8.0	5.0%	\$ 752
Total:	160 Hrs.	100.0%	\$13,626	160 Hrs.	100.0%	\$15,038

*"Administrative Reports" includes requisitions, monthly, quarterly and final reports. The allocation of staff time to administrative reports does not include time contributed by the project-funded secretary (40 hours per week) nor does it include time contributed by the non-project funded director who contributes an average of 24 hours per week to the project's administration.

OBJECTIVE 5: To gather information about project staff on their performances, past experience, educational background, and formal crime prevention training.

All personnel currently with the Fourth Dimension Office of Crime Prevention have been hired in accordance with policies and regulations of the City's Personnel Office. All professional staff are graduates of four-year college programs and have participated in in-service training opportunities in the area of crime prevention during their period of employment with the project. Position prerequisites are similar.

SENIOR CRIME PREVENTION SPECIALIST/GRANT - Graduation from an accredited four-year college or university with major course work in Criminology, Criminal Justice or a related field with two years of technical or professional experience in a Criminology or Criminal Justice related field. Must secure a valid Florida Driver's License prior to appointment and maintain same during employment in this class.

CRIME PREVENTION SPECIALIST/GRANT - Graduation from an accredited four-year college or university with major course work in Criminology, Criminal Justice or a related field with one year of technical or professional experience in a Criminology or Criminal Justice related field. Must secure a valid Florida Driver's License prior to appointment and maintain same during employment in this class.

CRIME PREVENTION SPECIALIST-RECREATION/GRANT - Graduation from an accredited four-year college or university with major course work in (1) physical education or related recreation field and one year of technical or professional experience in Criminology, Criminal Justice, or related field or (2) graduation from an accredited four-year college or university with major course work in Criminology, Criminal Justice or a related field and one year experience in Physical Education or related recreation field. Must secure a valid Florida Driver's License prior to appointment and maintain same during employment in this class.

Personnel records appear to be complete. Evaluations have been completed for two employees for whom evaluations were indicated; evaluations were not indicated for other staff because one had not completed the probationary period and one had resigned.

Plans have been initiated to send all professional staff and the project director to courses offered by the National Crime Prevention Institute in 1979. Staffmembers have participated in several statewide

crime prevention activities since the project was initiated.

Project staffmembers have participated in various in-service training opportunities in the area of crime prevention. During 1979 the Project Director and all professional staff attended a statewide Help Stop Crime Conference. All four professional staffmembers attended week-long training courses conducted by the National Crime Prevention Institute: two attended the course entitled "Crime Prevention and Selected Population Groups" ; and two completed the course entitled "Developing and Managing Crime Prevention Programs." The project director is scheduled to attend a course offered by the Institute later this year. Two of the present crime prevention specialists had formerly completed courses conducted by the Institute.

OBJECTIVE 6: To survey a representative sample of persons attending project-sponsored activities and those to whom materials generated by the Fourth Dimension were distributed.

Approximately 78 percent of the 59 individuals surveyed considered the crime problem in Jacksonville to be serious or extremely serious. Several respondents qualified their replies to add either that crime by youth is extremely serious or that compared to other jurisdictions nationwide, Jacksonville's crime problem is moderately serious.

TABLE 5 ATTITUDES TOWARD CRIME

<u>Crime Problem Perceived As</u>	<u>Number Of Respondents</u>	<u>Percent Of Total</u>
Extremely Serious	10	16.9%
Serious	36	61.0%
Moderately Serious	12	20.3%
Minimally Serious	1	1.7%
Total:	59	99.9%

Approximately 83 percent of those surveyed indicated that they or their organization had been encouraged to implement measures to reduce crime.

Nearly 45 percent of the 49 individuals indicating that their organizations had been motivated to take crime reduction measures, commented that such motivation originated from the respondent's own organization and other organizations.

Ten or more than 20 percent of respondents specifically cited the Fourth Dimension Project as one of its sources of motivation.

TABLE 6

SOURCES OF INITIATIVE IN CRIME REDUCTION

<u>Type of Organization Encouraging Measures To Reduce Crime</u>	<u>Number of Respondents</u>	<u>Percent of Total</u>
Respondent's Organization	19	38.8%
Respondent's Organization and Other Organization(s)	3	6.1%
		44.9%
Sheriff's Office	3	6.1%
Sheriff's Office and Other Organization(s)	1	2.0%
Office of the Fourth Dimension or Public Services Division	9	18.4%
Office of the Fourth Dimension and Other Organization(s)	1	2.0%
		28.5%
Other Public or Private Organizations	9	18.4%
Community; Community Groups	2	4.1%
Encouraged, But Source Not Recalled	2	4.1%
Total:	49	100.0%

Forty-six, or nearly 78 percent, of the 59 persons surveyed indicated that they were aware of services provided by the Fourth Dimension. Three of these survey respondents could not, however, identify any crime prevention activities of the project or of other organizations.

Survey respondents most frequently learned of the Fourth Dimension through the initiative of the project staff. In addition, first acquaintance most often occurred (52 percent of the time) as a result of (1) a written communication from the Fourth Dimension, (2) direct contact with personnel of the Jacksonville Sheriff's Office, or (3) attendance at a meeting sponsored

by the Fourth Dimension.

Those respondents acquainted with the project most often had had their first contact one to two years prior to the survey date, January 1979.

TABLE 7

MEANS BY WHICH SURVEY RESPONDENT LEARNED OF
CRIME PREVENTION OFFICE AND ELAPSED TIME

<u>How Did Respondent Learn of Fourth Dimension Project</u>	<u>Year of Respondent's First Contact With Project</u>					<u>Total</u>	<u>Percent</u>
	<u>1978</u>	<u>1977</u>	<u>1976</u>	<u>1975</u>	<u>Unsure</u>		
By Communication from project (newsletter or invitation to meeting)	3	7	3			13	26.5%
By direct contact with Jacksonville Sheriff's Office personnel, including project		5	3	2		10	20.4%
Through respondent's organization	4	1	3	1	1	10	20.4%
From organization other than Jacksonville Sheriff's Office or respondents	1	1	1	2	1	6	12.3%
Did not recall		1	1	1	1	4	8.2%
Attended meeting sponsored by project		1	1	1		3	6.1%
Respondent approached project		1				1	2.0%
Television		1				1	2.0%
Newspaper		1				1	2.0%
	8	18	13	7	3	49	100.1%

Forty-three (43) or approximately 73 percent of those surveyed expressed awareness of local crime prevention programs (see Table 8 on page 41). Sixteen (16) or 27 percent of the respondents were either unaware of such activities or programs or gave responses which were ambiguous. Some

respondents had difficulty identifying activities or programs undertaken by the Fourth Dimension Project. Approximately one-fourth of local activities recalled had been activities conducted by other units of the Sheriff's Office or by other agencies. It should be noted, however, that, according to the project director, it has not been the project's intent to draw attention to itself; it has been the intent of the project, according to its director, to be considered an integral component of the Sheriff's Office.

From respondents indicating awareness of programs or activities of the Fourth Dimension Office, the program or activity most frequently-cited was Safe House (16.8 percent of project recollections). Other frequently remembered projects were research/studies (11.6 percent), programs for the elderly and Neighborhood Watch (both 8.4 percent), and public meetings and Crime Prevention Council Meetings (both 6.3 percent).

TABLE 8

PROGRAM/ACTIVITY AWARENESS

Program/Activity	Frequency of Citing	
	Number	Percent
Safe House	16	16.8%
Research/Studies	11	11.6%
Programs for Elderly	8	8.4%
Neighborhood Watch	8	8.4%
Public Meetings/Speakers	6	6.3%
Crime Prevention Council	6	6.3%
Officer Friendly	4	4.2%
Community Posse	4	4.2%
Newsletter	3	3.2%
Project I.D.	3	3.2%
Help Stop Crime - Join the Resistance	3	3.2%
Juvenile Activities/PAL	3	3.2%
Technical Assistance	2	2.1%
CAPS	2	2.1%
Seminars/Workshops	2	2.1%
Rape Prevention/Defensive Tactics	2	2.1%
Solicitation of Volunteers	2	2.1%
Home Security	2	2.1%
Security Survey	1	1.1%
Crime Prevention Programs for Youth	1	1.1%
Child Abuse Program	1	1.1%
Referral Service	1	1.1%
Brochures	1	1.1%
Religious Role In Community	1	1.1%
Con Games/Flim-Flam	1	1.1%
Public Relations for Sheriff's Office	1	1.1%
Total:	95*	100.0%

*Some respondents gave multiple responses. The number of respondents identifying programs/activities was 43: 16 were unaware of programs or activities.

Approximately 85 percent of those surveyed were aware of some means of communication used by the Fourth Dimension Office of Crime Prevention.

The two means of communication most frequently mentioned by respondents were public meetings and the project newsletter. Those respondents who had attended Crime Prevention Council meetings indicated a greater awareness of more forms of communication than did those who did not attend such meetings.

TABLE 9

RESPONDENT AWARENESS OF FOURTH DIMENSION MODES OF COMMUNICATION

	CP Council* Attendees		All Other Respondents		Total	
	Number	Percent	Number	Percent	Number	Percent
Public Meetings						
Aware	18	90.0%	22	73.3%	40	80.0%
Not Aware	2	10.0%	8	26.7%	10	20.0%
Radio						
Aware	7	35.0%	12	40.0%	19	38.0%
Not Aware	13	65.0%	18	60.0%	31	62.0%
Television						
Aware	8	40.0%	19	63.3%	27	54.0%
Not Aware	12	60.0%	11	36.7%	23	46.0%
Newspaper						
Aware	14	70.0%	21	70.0%	35	70.0%
Not Aware	6	30.0%	9	30.0%	15	30.0%
Newsletter						
Aware	19	95.0%	19	63.3%	38	76.0%
Not Aware	1	5.0%	11	36.7%	12	24.0%
Technical Assistance						
Aware	10	50.0%	14	46.7%	24	48.0%
Not Aware	10	50.0%	16	53.3%	26	52.0%
Printed Materials						
Aware	16	80.0%	20	66.7%	36	72.0%
Not Aware	4	20.0%	10	33.3%	14	28.0%

*Crime Prevention Council

Forty-nine of the fifty-nine individuals interviewed expressed references regarding the most effective means of reaching the public for crime prevention purposes. The most frequent recommendations made by the forty-nine respondents were that newspaper coverage (26.9%), television (26.4%), then public meetings (21.4%) should be used. Those who had attended one or more Crime Prevention Council meetings (18 of the 49 respondents) suggested the following priorities: television (21.7%), newsletter (20.9%), then newspaper coverage and public meetings (approximately 17 percent each). Ten respondents expressing no awareness of the Fourth Dimension project or wishing to make no comment were not queried about their preferences.

TABLE 10

COMMUNICATION PREFERENCES FOR CRIME PREVENTION*

	Those In Past Attendance At CP Council Meetings		All Other Respondents		Total	
Newspaper	3.16	(17.6%)	10.0	(32.3%)	13.16	(26.9%)
Television	3.91	(21.7%)	9.0	(29.0%)	12.91	(26.4%)
Public Meeting	3.0	(16.7%)	7.5	(24.2%)	10.5	(21.4%)
Technical Assistance	1.58	(8.9%)	2.5	(8.1%)	4.1	(8.3%)
Newsletter	3.75	(20.9%)	0	(-)	3.75	(7.7%)
Radio	2.08	(11.6%)	1.5	(4.8%)	3.58	(7.3%)
Printed Materials	0.5	(2.8%)	0.5	(1.6%)	1.0	(2.0%)
Total:	18	(100.0%)	31	(100.0%)	49	(100.0%)

*Many respondents noted that more than one mode of communication was necessary to reach the public effectively. In the event that a respondent identified more than one communication mode as necessary, the response was adjusted using a method of weights. For example, if a respondent identified two means of communication, each was assigned a value of 0.5; the percent of preference for a particular mode of communication was calculated by dividing the sum of its values by the total number of respondents.

Of the 20 individuals who had attended Crime Prevention Council meetings, 19 indicated that they had shared with others information received from the Fourth Dimension. Twenty, or nearly 87 percent, of other project-acquainted individuals also had shared information received from the project.

TABLE 11

SHARING OF INFORMATION RECEIVED FROM THE FOURTH DIMENSION PROJECT

	Information Shared With:				Total
	Individual	Group	Both	Not Shared	
CP Council Attendees	2	7	10	1	20
All Other Respondents	2	8	10	19*	39

*Sixteen (16) survey respondents indicated that they were not familiar with the Fourth Dimension Project.

Forty-five (45) survey respondents indicated that they have had or continue to have some involvement with the Fourth Dimension Project. Two were associated as individuals; 43 represented organizations, public and private.

Thirty-seven (37), or approximately 63 percent, of respondents had attended meetings sponsored by the Fourth Dimension project. Approximately 60 percent of those attending meetings had attended more than two meetings.

TABLE 12

ATTENDANCE AT PROJECT-SPONSORED MEETINGS

Number of Meetings Attended	Number of Respondents
8 or More	2
5-6	5
3-4	15
1-2	15
0	22

Twenty (20), or 34 percent, of the 59 survey respondents indicated that they had invited others to project-sponsored meetings.

The survey sample contained 31 individuals who read all or portions of the project's newsletter. Approximately 45 percent of these respondents

indicated that they read the newsletter in its entirety.

TABLE 13

AMOUNT OF NEWSLETTER READ BY RESPONDENTS

	<u>Amount Read</u>						<u>Total</u>
	<u>All</u>	<u>3/4</u>	<u>1/2</u>	<u>1/4</u>	<u>Scan</u>	<u>0</u>	
Number of Recipients	14	6	1	1	9	0	31

Of the 31 newsletter recipients interviewed, 22 indicated that they liked it; 8 expressed no opinion, and 1 disliked the newsletter. The most frequent statements of satisfaction were that it is informative and that it is concise. Thirteen (13), or 42 percent, of those who read the newsletter indicated that there was nothing they did not like about it. Nineteen (19) newsletter recipients, when asked, had suggestions regarding the newsletter.

The most frequent suggestions were (1) that the newsletter be modified to serve to a greater extent as an educational tool for crime prevention, (five respondents), and (2) that its scope be expanded to describe the content and status of all local crime prevention and related programs, (three respondents).

Of the survey respondents 46, or 78 percent, expressed familiarity with the Fourth Dimension project and, although they or their organizations had been identified in project records as associated with the project, 13 indicated that they were not aware of services provided by the project.

Indicators of the influence of the Fourth Dimension Project are the following:

- a) Twenty-one (21), or nearly 46 percent, of those familiar with the project indicated that they had initiated or strengthened crime prevention efforts as a result of their involvement with the project;
- b) Among those interviewed were 20 representatives of organizations participating in the Crime Prevention Council. One-half indicated that their involvement with the Fourth Dimension Project resulted

in the initiating or strengthening of crime prevention efforts within their organizations.

The types of program assistance most frequently recalled were crime prevention education, technical assistance and crime analysis.

Twenty (20) of those surveyed had attended one or more meetings of the Crime Prevention Council. The average number of meetings attended was 2.9.

Five (5), or 25 percent, of those attending meetings were uncertain of the Council's purpose. Six (6) indicated that they understood the purpose of the Council is to be a vehicle for increasing awareness and/or for education about crime prevention. Nine (9), or 45 percent, replied that they viewed the Council's purpose as a forum for the exchange of ideas on crime prevention.

Seventeen (17) of the 20 individuals attending Crime Prevention Council meetings recalled topics addressed by the Council.

The topics most frequently recalled by those in attendance were a presentation on crime prevention and the judicial system by the Mayor, a presentation on the role of recreation in crime prevention, and a presentation on the Safe House Program.

Regarding the selection of topics, of the 20 individuals attending one or more Council meetings, 17 indicated either that they did not know or was unsure of the manner in which topics had been selected.

TABLE 14

RECOLLECTION OF TOPICS ADDRESSED AT CRIME PREVENTION COUNCIL

<u>Topic</u>	<u>Frequency of Topic</u>
Crime Prevention & the Judicial System	5
Safe House	4
Role of Recreation In Crime Prevention	4
Tour of Police Memorial Building	3
Crime Statistics	3
Exchange of Project Descriptions by Member Organizations	2
Programs & Activities of the Fourth Dimension	2
Community Posse	1
Youth Services	1
Victimization	1
Clergy Volunteers for Counseling	1
Role of Religious Institutions in Crime Prevention	1
Staffmember's Departure & New Role	1
Did Not Recall	3

Of the 20 individuals who have attended Crime Prevention Council meetings, only one organization representative indicated that the Council as a group had taken specific action to resolve issues or problems in crime prevention. This respondent indicated that Council members collectively had made it known that the (crime) problem existed. According to the project director, however, at its inception members of the Crime Prevention Council did not indicate a desire to select and maintain Council officers; they did not wish to keep records of the crime prevention activities of member organizations or to keep records of events transpiring at Council meetings, nor did they wish as a group to take any specific actions.

One-half of the 20 individuals in attendance at prior Crime Prevention Council meetings indicated that an exchange of ideas or information about member programs had taken place. Seven of these 10 individuals either provided no comment about or did not recall the manner in which program

ideas were exchanged. Three of the 10 respondents noted that the exchange took place within small, informal group meetings either immediately before or after the Crime Prevention Council meeting.

Regarding the coordination of council member activities, 17 of the 20 persons attending Crime Prevention Council meetings indicated that they were unaware of program coordination among Council members. The remaining three respondents felt that some member organizations of the Council coordinated their crime prevention activities. In clarifying the role of the Fourth Dimension Project in this coordination, one of the three respondents advised the interviewer that the project facilitates the coordination of activities by the periodic convening of Crime Prevention Council meetings; another respondent replied that the Fourth Dimension Project provides technical assistance, is a resource for data-gathering methodologies and participates in the school attendance center program. The third respondent expressed no comment.

Twenty-seven (27) of the 59 survey respondents provided suggestions related to the Fourth Dimension Project. The remaining respondents either did not feel sufficiently knowledgeable of the project to make suggestions or had no comments to offer. Fourteen (14) of these 27 respondents had taken part in the Crime Prevention Council.

Approximately 40 distinct suggestions were made. The evaluation team has categorized the suggestions by type and frequency, appearing in the table to follow. The Appendix contains a listing of suggestions as expressed by respondents. See page 81.

Most often suggestions urged greater interaction and cooperation by the project with other agencies and community groups. While making this type of recommendation, the respondent often suggested that project staff

become more familiar with the programs of other organizations, public and private.

TABLE 15

RECOMMENDATIONS BY SURVEY RESPONDENTS

<u>Fourth Dimension Project Should:</u>	<u>Crime Prevention Council</u>	<u>Other</u>	<u>Total</u>	<u>Percent</u>
Provide More Salesmanship of Crime Prevention	0	2	2	5.0%
Develop Greater Visibility	4	3	7	17.5%
Develop More Interaction and Cooperation With Other Agencies and Community Groups	8	5	13	32.5%
Assume A Coordination/Leadership Role	3	2	5	12.5%
Other*	7	6	13	32.5%
Total:	22	18	40	100.0%

*All recommendations and comments are contained in the Appendix, pages 81 to 83. For additional information on "Other" comments, see page 82.

OBJECTIVE 7: To determine if Fourth Dimension Staffmembers have worked with local community groups in any specific areas of the city, in addition to city-wide activities.

Staffmembers noted that the project has served the entire city but indicated that the following areas of the city had received more indepth attention during the grant period which terminated in December 1978: the Springfield and Southside areas of the city, Moncrief, Brentwood, Woodland Acres, and the Oakwood Villa Apartment Complex. It was not possible to obtain information on the amount and types of crime prevention services provided with the exception of the following information about services to Oakwood Villa Apartment Complex excerpted from quarterly and final reports. The final report, submitted in January 1979, indicated that a staffmember of the Fourth Dimension Project had met with the manager of the complex and the Community School Coordinator at the Woodland Acres School to determine what crime prevention efforts could be implemented in the complex and surrounding neighborhood. A "Crime Prevention Day" was held to recruit volunteers to mobilize their neighborhoods in crime prevention activities. A presentation was made to residents of the Oakwood Villa Apartment Complex; home security information and "Go-Whistles" were distributed; and youngsters were educated in property security. Statistics on reported offenses in the Oakwood Villa area, provided by the Fourth Dimension, have been extremely useful to the Community Posse in attracting the attention of residents, according to one volunteer with the Posse.

It had been noted in 1976 progress reports that Crime Prevention Specialists with the project in 1976 had also assisted the Community Posse in its efforts to establish a Neighborhood Watch Program; and a crime prevention committee, comprised of residents of the Oakwood Villa Apartment

complex, had been formed.

Although it is not possible to determine a cause-and-effect relationship between crime prevention activities at the complex and a 70 percent decline in reported Part I crimes, citizen awareness may have been linked, to some extent, with this reduction in reported index crimes. The information presented in Table 16 for 1977 and 1978 was provided by project staff; and data for 1975 and 1976 was extracted from earlier reports of project activities.

TABLE 16

REPORTED PART I OFFENSES IN OAKWOOD VILLA APARTMENTS 1975-1978

	<u>Homicide</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Breaking & Entering</u>	<u>Larceny</u>	<u>Vehicle Theft</u>	<u>Total</u>
1975	0	2	0	0	24	15	0	41
1976	0	0	0	0	11	16	2	29
1977	0	0	0	1	11	1	0	13
1978	<u>0</u>	<u>1</u>	<u>0</u>	<u>1</u>	<u>8</u>	<u>0</u>	<u>1</u>	<u>11</u>
Total:	0	3	0	2	54	32	3	94

OBJECTIVE 8: To determine the existing interrelationship between the staff of the Fourth Dimension, the Police Planning and Research Division, and the CAPS Project (Crime Analysis for Patrol Strategy). In addition, an effort will be made to assess future plans in the Sheriff's Office for utilizing target areas and target crimes in crime prevention.

There was consensus among professional staffmembers that the Fourth Dimension had cultivated a positive relationship with the Crime Analysis for Patrol Strategy (CAPS) Project and with the Crime Analysis Unit of the Police Planning and Research Division. Respondents indicated there had been a healthy exchange of information, ideas, and sharing of resources. One staffmember of the Fourth Dimension serves as a member of the Steering Committee for the CAPS Project. Project staff indicated they regularly request information from the Crime Analysis Unit. The CAPS Project Director noted that statistics on crimes committed by juveniles, crimes against the elderly, and sexual offenses are given to the Fourth Dimension routinely each month. In addition, statistics on reported offenses for specific reporting areas and other types of data are provided upon request. There is sharing of information by the Fourth Dimension with the Crime Analysis Unit as well: a map of backroads in a rural area of the county, provided to the Crime Analysis Unit by the Fourth Dimension, was instrumental in the apprehension of a kidnapping suspect.

The Sheriff expected that prevention of rape and crimes against the elderly would be targetted in the future. The Chief of the Public Services Division anticipated that the Fourth Dimension will concentrate more of its efforts in target areas. Another staffmember indicated that personnel in the Sheriff's Office are extremely interested in crime prevention and look to the Fourth Dimension as a resource for crime reduction through problem identification and resolution. This implies an

expectation that crime prevention will become more integrated with police operations.

OBJECTIVE 9: To survey administrators in the Sheriff's Office on their awareness and assessment of the activities and products of the Fourth Dimension.

The following persons in the Sheriff's Office were selected by evaluators to be interviewed about the Fourth Dimension because of their positions and knowledge about the Fourth Dimension Project: the Sheriff; the Chief of the Public Services Division; the Chief of Community Relations; one sworn officer and one civilian planner in the Planning and Research Division; one sworn officer with the Crime Analysis Unit; the CAPS Project Director; three sworn officers in the Public Services Division; and the Public Information Officer for the Sheriff's Office.

All of those interviewed were cognizant of and able to recall at least one activity or product of the Fourth Dimension Project. The Newsletter was cited by eight of the eleven respondents; Safe House by seven; Crime Statistics and/or Research by five; Holiday Crime Tips by three; and two each mentioned the Rape Prevention Brochure, the Recreation Study, the Anti-Robbery Campaign; Seminars on Juveniles, and Vials of Life for the Elderly.

Six of the eleven respondents indicated they or their units had requested technical assistance from the Fourth Dimension; all indicated they had been pleased with service provided by project staffmembers.

Ten of the eleven considered themselves very familiar with crime prevention activities, one noted awareness but indicated a desire to learn more about crime prevention. Some of the projected outcomes of crime prevention activities anticipated by respondents, included: reduced burglary rate, increased citizen awareness, improved image of law enforcement personnel in the community, increased cooperation with law enforcement personnel in the community, and increased reporting of crime

by citizens. Seven of the respondents indicated they were kept aware of crime prevention through ongoing personal contacts in the Sheriff's Office. Other means of communication cited included: staff meetings, the Fourth Dimension's newsletter, and bulletins circulated through the Sheriff's Office. All except one of the eleven interviewed indicated awareness of crime prevention activities in other areas of the state.

Table 17 summarizes the rank ordering of five approaches to crime prevention by the eleven respondents in the Sheriff's Office. The opinions of respondents were sharply divided. The following two categories were ranked highly by four respondents: voluntary participation by citizens in crime prevention measures and efforts by major local institutions to combat root causes of crime.

TABLE 17

RANKING OF FIVE CRIME PREVENTION APPROACHES
BY LAW ENFORCEMENT PERSONNEL

	Low	Moderately Low	Moderate	Moderately High	High
Voluntary participation by citizens in crime prevention measures resulting from the dissemination of crime prevention strategies through such means as the media, lectures, and printed materials.	2	0	4	0	4
Organized athletic and recreation programs for youth.	0	6	1	1	2
Specific crime prevention programs for target populations such as escort programs for the elderly or the Safe House Project for youth and others in need.	2	2	0	5	0
Efforts by major social institutions (education, religious, human services, employment, recreation, etc.) in the community to combat some of the root causes of crime such as poverty, illiteracy, unemployment and the like.	3	1	2	0	4
Target-hardening approaches such as Neighborhood Watch, Project Identification, security surveys of residential and commercial premises, and surveillance cameras for banks and other business establishments.	2	1	3	3	1

N=11 (Two responses of two individuals were omitted because they had been assigned the same ranking)

56

OBJECTIVE 10: To compare the types of crime prevention activities performed by the Fourth Dimension with those in other areas of Florida.

During 1978 the Bureau of Criminal Justice Assistance contracted with Arthur Young and Company to provide description information about seven of the State's crime prevention programs. The study indicated that comparative analysis had revealed the programs differed in scope, intent, approach and duration. Six of the programs had been related to law-enforcement agencies at the time the study was conducted; and the Fourth Dimension has since been transferred to the Sheriff's Office. Four of the jurisdictions reported reduction in crime which exceeded the State's overall 4 percent reduction when the 1977 crime rates were compared with the five-year mean: 19

Largo	- Minus 12 percent
Jacksonville	- Minus 8 percent
Orlando	- Minus 6 percent
Clearwater	- Minus 5 percent
Gainesville	- Minus 4 percent
Winter Haven	- Plus 4 percent
St. John's County	- Figures were not comparable

Most of the programs, it was reported, had evolved from community relations efforts and focused on opportunity-reduction approaches with the exception of the Fourth Dimension. The Fourth Dimension was reported to be acting "as a catalyst to the solution of social problems that cause crime." 24

With regard to the Fourth Dimension Project, evaluators with Arthur Young and Company noted that there had not been effective coordination of the overall crime prevention function, prior to transfer of the project to the Sheriff's Office; moreover, it was reported that:

"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...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 cause when they are situated within the Sheriff's Office." 25

The study also stressed that the crime prevention program in Jacksonville has potential for development through utilization of crime analysis with direct patrol and crime prevention strategies and presents an opportunity to test the effectiveness of a mixture of short-range and long-range crime prevention solutions.

Comparative analysis of the seven programs yielded the following findings: crime prevention programs reviewed appeared to be most effectively directed by law enforcement agencies, evidenced strong support of the chief administrator, and had had a positive impact on citizen involvement and law enforcement agencies in their respective jurisdictions. Evaluators in comparing the data gathered on the seven programs found that the programs manifested the following characteristics:

- 1) Many of those involved in crime prevention lacked formal crime prevention training;
- 2) The crime prevention projects reviewed operated "at the initial level of sophistication";
- 3) Crime analysis had not played a major role in crime prevention programs; and
- 4) There had not been a good use of distinct target areas. 26

On the basis of these findings, it was recommended that future projects should strive for higher level of sophistication in crime prevention (than those currently evaluated) and that the Bureau should fund some demonstration

crime prevention projects to accomplish this end. Suggested demonstration projects include the following:

- 1) 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.
- 2) 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.
- 3) A project which would involve the development of a model security ordinance for Florida cities or counties or both.
- 4) Other projects that would demonstrate, in their application to the Bureau of Criminal Justice Assistance, recognition of the need to expand crime prevention activities well beyond a "public relations" approach. 27

The Bureau of Criminal Justice Assistance has utilized the study's findings to upgrade requirements for reporting data on various types of crime prevention activities in the Public Education and Awareness Category funded by L.E.A.A.

Some of the professional staff with the Fourth Dimension Project expressed misgivings about the Young study primarily because of narrowness in scope. In addition, the project staff considered the design of the Young study inappropriate for an assessment of project activities since the Fourth Dimension Project differed in objectives from the other projects studied. Furthermore, according to the staff, the roles which economic conditions and other factors may play in the reduction of reported offenses were not considered.

FINDINGS

The following statements summarize findings based on data collected and analyzed by the evaluation team regarding the Fourth Dimension Crime Prevention Project in the Sheriff's Office.

- The Sheriff's Office has evinced a strong commitment to crime prevention and has developed an array of resources geared toward reduction of crime in the community. The Sheriff's Office has combined the efforts of uniformed officers, civilian professionals, and hundreds of dedicated volunteers under the leadership of an administrator who has had extensive experience in the area of crime prevention; and it has support services from the Division of Police Planning and Research; the Crime Analysis Unit; and the Crime Analysis for Patrol Strategy (CAPS) Project. The addition of the Fourth Dimension Project strengthens the existing program considerably. If the above noted elements can be coordinated into an overall strategy, Jacksonville has the potential for developing a comprehensive crime prevention program, which could provide overall coordination of citizen action groups and utilize crime analysis with direct patrol and crime prevention strategies, target crimes and target areas, and a combination of short- and long-range crime prevention solutions implemented by uniformed police officers, civilian professionals, and volunteers.
- According to information provided by project staffmembers of the Fourth Dimension and knowledgeable persons in the Sheriff's Office, the project's transition to the Sheriff's Office has been accomplished with a minimum of disruption. The project has developed good relationships with the various components of the Public Services Division, the Crime Analysis Unit, the Crime Analysis for Patrol Strategy Project (CAPS), and other divisions of the Sheriff's Office.
- Project Staff and knowledgeable persons in the Sheriff's Office, including the Sheriff and the Chief of the Public Services Division, have rated the project favorably.
- The Fourth Dimension's accomplishments since transfer in July 1978 include: the community-wide implementation of the "Safe House" Program, in conjunction with the Duval County Schools; an expanded newsletter; the addition of opportunity-reduction activities; and the collection and analysis of data on reported offenses and incidence of victimization in specific reporting areas for use by the project and the Community Posse.

- Although it cannot be attributed with any degree of confidence, cooperation extended by the Fourth Dimension (and its predecessor) to the Community Posse in its large-scale effort to enroll residents of Oakwood Villa Apartment Complex in a Neighborhood Watch Program during 1976-1978 may have contributed toward the reduction in reported Part I crimes at the Complex greatly exceeding the City's overall reduction during the period 1974-1978. (Part I crimes include: homicide, rape, robbery, assault, breaking and entering, larceny and vehicle theft).
- During the transitional period from July 1978 to December 31, 1979, professional staff time was reported to have been allocated to the following activities, which are listed below in descending order:
 - Technical Assistance to Organizations & Individuals
 - Crime & Statistical Analysis
 - Administrative Reports
 - Crime Prevention through Community Recreation
 - Newsletter
 - Crime Prevention through Police Athletic League
 - Safe House
 - Mobilizing Agencies & Resources for Crime Prevention Efforts
 - Victimization Analysis
 - Crime Prevention School Curriculum Development
 - Inservice Training
 - Studies/Surveys
 - Crime Prevention Materials (Inventory Control & Distribution)
 - Media Presentations (Radio & TV)
 - Public Education Meetings (Including Preparation)
 - Crime Prevention Council
 - Development of Crime Prevention Materials
- The project's record-keeping and reporting procedures have improved considerably since transfer; however further improvement is warranted. The accomplishments of community institutions in implementing crime prevention measures have not been documented in project reports; data on staff-time spent in specific project activities has not been recorded; information on the number of persons and description of target groups in attendance at public presentations by project staffmembers has not been reported; and a record of accomplishments of member organizations of the Crime Prevention Council in the area of crime prevention has not been kept.

- A telephone survey was conducted of representatives of approximately 60 organizations having frequent or recent associations with the Fourth Dimension Project. Findings of the survey include the following:
 - 1) Survey respondents most frequently learned of the project through the initiative of the project staff;
 - 2) Approximately 80 percent of individuals surveyed were aware of services provided by the project. Of these persons aware of project services:
 - a) Approximately 91 percent indicated that they had shared with others information received from the project;
 - b) Approximately 46 percent indicated that their organizations had initiated or strengthened crime prevention efforts as a result of project association, and
 - c) Twenty-seven individuals provided suggestions or comments related to the project - most often the suggestions urged greater interaction and cooperation by the project with other agencies and community groups.
 - 3) Approximately 20 percent of individuals surveyed were not aware of project services.
- Accomplishments of the Fourth Dimension Project prior to transfer have been difficult to identify because information in quarterly and final reports has generally been lacking in detail; moreover, evaluators have been unable to obtain some documents referenced in reports. A review of former grants and progress reports suggests that the Fourth Dimension (and its predecessors) have operated without the benefit of a long-range plan. The project's measurable objectives have concentrated on increasing public awareness of long-term solutions to societal problems thought to be correlated to crime. To date, little or no resources have been directed toward community crime prevention through legislative measures (dealing with environmental design of buildings, dwellings, and public areas), through public agency policy change or through planning agency/community group cooperation; i.e., through cooperation with organizations which have demonstrated interest and capability in effecting significant change in the community.
- Fiscal audits, conducted by the Bureau of Criminal Justice Assistance and an internal auditor prior to transfer, revealed no fiscal problems or shortcomings.

- A comparative analysis of the Fourth Dimension Project (and six other crime prevention projects in Florida) revealed that effective coordination of the crime prevention function had not existed in Jacksonville prior to transfer to the Sheriff's Office; moreover, many of the project's accomplishments were considered to reflect an orientation to planning rather than to crime prevention, per se. Nevertheless, when comparing the 1977 crime rates against the five-year mean, Jacksonville and three other jurisdictions were found to have experienced a reduction in reported criminal offenses which exceeded the state's overall 4 percent reduction. Reductions in reported offenses cannot, be attributed solely to such projects. The analysis was conducted by Arthur Young and Company.
- It would appear that the increased public awareness (through public meetings, media presentations, the newsletter, and the clearinghouse) in addition to technical assistance have prepared the way for the Fourth Dimension Project to move into a more active role of coordination and leadership in the "development of a coordinated crime prevention system", a goal cited in present and past project grant applications.

RECOMMENDATIONS

The following recommendations are offered to increase the effectiveness and efficiency of the Fourth Dimension.

- The Fourth Dimension Project should continue to be funded with LEAA funds during the transitional period so that the Sheriff's Office may be given ample opportunity to weigh its effectiveness and to consider the question of institutionalization of the project.
- It is recommended that the Chief of the Public Services Division, the Project Director, project staff and other knowledgeable persons in the Sheriff's Office reassess past accomplishments, current community needs, and crime prevention resources to develop a comprehensive plan to achieve realistic goals and objectives in the future. If substantive changes are required, a grant revision may be submitted.
- If it is determined that the project should continue to work toward the goal expressed in the grant application of providing "leadership and guidance in the development of a coordinated crime prevention system", it is recommended that project staffmembers should:
 - 1) Carefully weigh the needs, suggestions, and recommendations made by its constituency during the telephone survey such as working to increase visibility and exposure of project staff through attendance at neighborhood and community meetings, assumption of indepth involvement, participation, and coordination with community organizations in the area of crime prevention, and provision of more leadership;
 - 2) Assess the feasibility of conducting a current needs assessment of community crime prevention and working to achieve long-term institutional change through action planning, direct community involvement, and advocacy directed to identified needs;
 - 3) Devote more effort to working with the Crime Prevention Council. (This forum could be structured so that member organizations could be scheduled to make presentations on their crime prevention accomplishments. Meetings could include opportunities to discuss issues, raise questions, and

discuss coordination of activities to achieve greatest impact. Minutes should be kept of all meetings; information in the minutes could be useful in reporting on-going progress made by institutions and community groups in implementation of crime prevention recommendations in quarterly and final reports and the newsletter);

- 4) Direct attention to cost-benefit analysis of the estimated time spent in routine activities, the relative effectiveness of such activities, and alternative approaches to deployment of staff to achieve greater efficiency;

- 5) Continue its efforts to improve record-keeping and reporting procedures by:

Reporting in quarterly and final project reports recommendations made in the area of crime prevention and progress made in implementing recommendations by institutions and community groups; and

Collecting and reporting data such as that requested by the Bureau of Criminal Justice Assistance's 1980 Plan regarding crime prevention programs including, but not limited to: total number of public presentations by subject matter and number of persons in attendance; man-hours, and/or a percent of time expended in specific crime prevention activities, and other information related to project productivity.

- 6) Develop methods to obtain feedback on activities in order to ascertain on an on-going basis their effectiveness so that decisions on future actions may be made upon objective rather than intuitive bases; and
- 7) Revise present grant objectives in order to eliminate or define ambiguous terms; to add an objective to include direct participation in opportunity-reduction activities; and to consolidate three measurable objectives regarding technical assistance into one objective to simplify reporting procedures.

FOOTNOTES

1. National Criminal Justice and Statistics Service, Trends in Expenditure and Employment Data for the Criminal Justice System 1971-1976 (Washington, D.C.: Law Enforcement Assistance Administration, 1978), p.4.
2. National Advisory Commission on Criminal Justice Standards and Goals, Community Crime Prevention (Washington, D.C.: Government Printing Office, 1973), p.1.
3. Ibid, pp 1-2.
4. Ibid, p.1.
5. Written copy of Speech by Mac Gray of the National Crime Prevention Institute to the Crime Prevention Conference at the Turtle Inn in Jacksonville Beach, Florida, on December 11, 1975.
6. Ibid.
7. Ibid.
8. Proceedings of the above noted Conference, p.2.
9. Ibid, p.3.
10. Report for Grant 75-AS-11-E403 entitled, "Summary of Activities of Crime Prevention Unit", dated January 1977, p.2.
11. Grant application, 76-A1-11-AE02, revised January 13, 1977, p.1.
12. Grant application, 77-A4-11-AE01, Part II, p.3.
13. Law Enforcement Assistance Administration, Two Year Evaluation Plan FY 1979 - FY 1980 (Washington, D.C.: U.S. Department of Justice, 1978), Appendix E, p. E2.
14. Statistics provided by the Police Planning and Research Division of the Sheriff's Office in January 1979.
15. Quarterly Report to Grant, 76-A1-11-AE02, dated January 7, 1977, p.1.
16. Grant application 77-A4-11-AE01, Part II, p.2 and grant application 78-A4-11-AC01, Part II, p.1.
17. Letter of April 12, 1978 from James Stevens, CPA, Internal Auditor, to Donald R. McClure, Director of Human Resources Department, City of Jacksonville.
18. Bureau of Criminal Justice Planning and Assistance monitoring report by Curtis Vaughn, January 23, 1977, p.1.
19. Bureau of Criminal Justice Planning and Assistance monitoring report by Curtis Vaughn, January 24, 1978, p.1.

20. Grant application 77-A4-11-AE01, Notice of Grant Adjustment, Number 4, June 22, 1978 by Bureau of Criminal Justice Planning and Assistance.
21. Revised Equipment Schedule to Grant 77-A4-11-AE01 submitted to Bureau of Criminal Justice Assistance September 20, 1978.
22. Arthur Young and Company, Crime Prevention Program Evaluation, Final Report, (Tallahassee: Bureau of Criminal Justice Assistance, 1978), p. IV-7.
23. Ibid, p. III-3.
24. Ibid, p. II-5.
25. Ibid, p. II-6.
26. Ibid, pp. IV-1 - IV-9.
27. Ibid, p. V-2.

Selected References

1. Bureau of Criminal Justice Planning and Assistance. Standards and Goals for Florida's Criminal Justice System. Tallahassee: Bureau of Criminal Justice Planning and Assistance, 1976.
2. Christian, Alicia. The Community's Stake in Crime Prevention: A Citizens' Action Guide. Washington, D.C.: Community Crime Prevention Services Project, 1978.
3. Coffey, Alan R. The Prevention of Crime and Delinquency. Englewood Cliffs, N.J.: Prentice Hall, Inc., 1975.
4. Farrington, Faye and Wittenberg, Sheri. The Concord Achievement Rehabilitation Volunteer Experience: An Evaluation. Boston: Massachusetts Department of Corrections, 1977.
5. Gibbs, Lawrence A.; Bauer, Janice Linn; Zalent, Kim; and Geller, William A. Fourth Power In The Balance: Citizen Efforts To Address Criminal Justice Problems in Cook County, Illinois. Chicago: Chicago Law Enforcement Study Group, 1977.
6. Governor's Commission on Crime Prevention and Control. Eden Prairie: The Prioritized Premise Survey Program. St. Paul, Minnesota: Governor's Commission on Crime Prevention and Control, 1976.
7. Gray, Mac. Address at Crime Prevention Conference at the Turtle Inn, Jacksonville Beach, Florida, December 11, 1975. (Printed Remarks)
8. Law Enforcement Assistance Administration. Trends in Expenditure and Employment Data for Criminal Justice System 1971-1976. Washington, D.C.: National Criminal Justice and Statistics Service, 1978.
9. Law Enforcement Assistance Administration. Two Year Evaluation Plan FY 1979 - FY 1980. Washington, D.C.: U.S. Department of Justice.
10. McIntyre, Benjamin Broox. Skills for Impact: Voluntary Action in Criminal Justice. The Association of Junior Leagues, Inc. 1977.
11. National Advisory Commission on Criminal Justice Standards and Goals. Community Crime Prevention. Washington, D.C.: Government Printing Office, 1973.
12. Strasburg, Paul A. Violent Delinquents: A Report to the Ford Foundation From the Vera Institute of Justice. New York: The Ford Foundation, 1978.
13. Truesdell, James E. Evaluation of Help Stop Crime! Tallahassee: Bureau of Criminal Justice Planning and Evaluation, 1977.
14. Washnis, George J. Citizen Involvement in Crime Prevention. Lexington, Massachusetts: Lexington Books: D.C. Heath and Co., 1976.
15. Yin, Robert K. Evaluating Citizen Crime Prevention Programs. Santa Monica, California: The Rand Corporation, 1977.
16. Young, Arthur and Company. Crime Prevention Program Evaluation. Tallahassee: Bureau of Criminal Justice Assistance, 1978.

REPORT ON THE FOURTH DIMENSION PROJECT
SUBMITTED BY AN AD HOC COMMITTEE TO THE
METROPOLITAN CRIMINAL JUSTICE ADVISORY COUNCIL ON APRIL 19, 1978

FINDINGS*

1. Personnel of the 4th Dimension Crime Prevention Project have performed a commendable job in their data collection and analyses efforts, which represent a significant segment of the criminal justice planning process, e.g. the Jacksonville Beaches Community Attitudes on Obscenity and the Jacksonville Survey on Community Attitudes Towards Juvenile Delinquency.
2. There is a preponderance of evidence of overlapping, duplication and near-duplication of the objectives and the accomplishments of the 4th Dimension Crime Prevention Project and the Crime Prevention Program of the Sheriff's Office (S.O.) which is in contravention to Attorney General Bell's stated philosophy, to wit, "Improved management would be accomplished through the consolidation of organizations having similar functions and the elimination of overlap and duplication of effort."
3. There has been a minimum of meaningful coordination between the 4th Dimension Project and the S.O. Crime Prevention Program.
4. There is considerable doubt as to the efficacy of the Fourth Dimension Project in fulfilling its published purpose, to wit, "to organize and facilitate the development of a coordinated crime prevention system within the City of Jacksonville," e.g. the circumvention of the 4th Dimension Project by the Chamber of Commerce, the FBI and the S.O. in the planning and implementation of their City-wide Crime Resistance Program.¹
5. There has been an inordinate extended period of time in which the apparently key position of Project Coordinator (\$18,360 salary) of the 4th Dimension Project has been left unfilled which leaves some question as to why this position was not filled or as to the actual need for this position in the first place.

¹The aim of the Crime Resistance Program is to design and implement crime resistance programs that impact directly on the total community. The major emphasis of the program is on citizen participation in reducing their vulnerability to crime. It is committed to utilizing all available community, civic, professional, educational and media sources to accomplish its objective. It is targeted against specific crimes and toward preventative and educational programs. It is designed to implement programs that will reduce crimes against the elderly, women, children, business and residential areas.

APPENDIX A

6. The operation of two separate entities (the 4th Dimension Project and the Crime Prevention Program of the S.O.) targeted toward the same goal, with minimal coordination, contravenes fundamental management principles and results in a fragmented approach to, in this case, a serious problem.
7. The locating of the 4th Dimension Project in the Office of Criminal Justice Planning, both of which have the same Project Director, opens this situation to criticism from the standpoint that such a situation might be construed as positing the 4th Dimension Project in an unfair and advantageous position with respect to competing with other segments of the community for supportive funds.

RECOMMENDATIONS

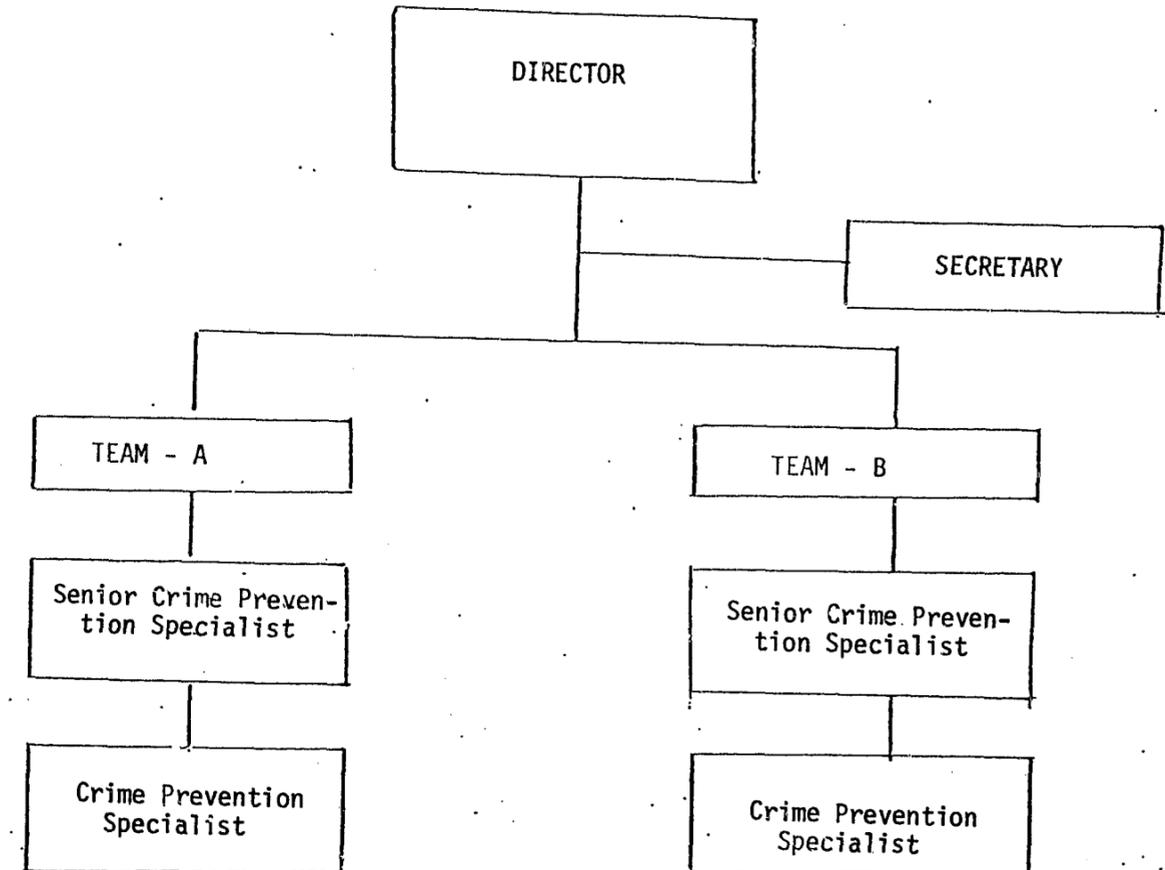
1. That the resources of the 4th Dimension Project be integrated into the Crime Prevention Program of the S.O. where coordination and optimal usage of the expertise of the personnel of the 4th Dimension can be maximized, as expeditiously as possible and no later than July 1, 1978.
2. That, prior to or coincidental to the integration of the 4th Dimension Project into the Crime Prevention Program of the S.O., an audit be conducted of the funds of the 4th Dimension Project to insure adherence to local, State and Federal guidelines.
3. That the Director of the Office of Criminal Justice Planning take the necessary steps to implement Recommendations 1 & 2.

The recorded voting on the foregoing issues was as follows:

Recommendation #1 - 4 Yeas, 1 Nay
 Recommendation #2 - 5 Yeas
 Recommendation #3 - 5 Yeas

* The recorded voting on the Findings was unanimously in favor of the findings with one caveat being suggested by Council Member McClure to wit, that a prefatory statement be included in the Findings such statement to reflect the history of the 4th Dimension Project. No objection was raised to Mr. McClure's suggestion. Mr. McClure has agreed to prepare this statement for Council's consideration.

OFFICE OF CRIMINAL JUSTICE PLANNING
 FOURTH DIMENSION-CRIME PREVENTION UNIT
 (Before Transfer to Sheriff's Office)



OFFICE OF THE MAYOR
CRIMINAL JUSTICE PLANNING

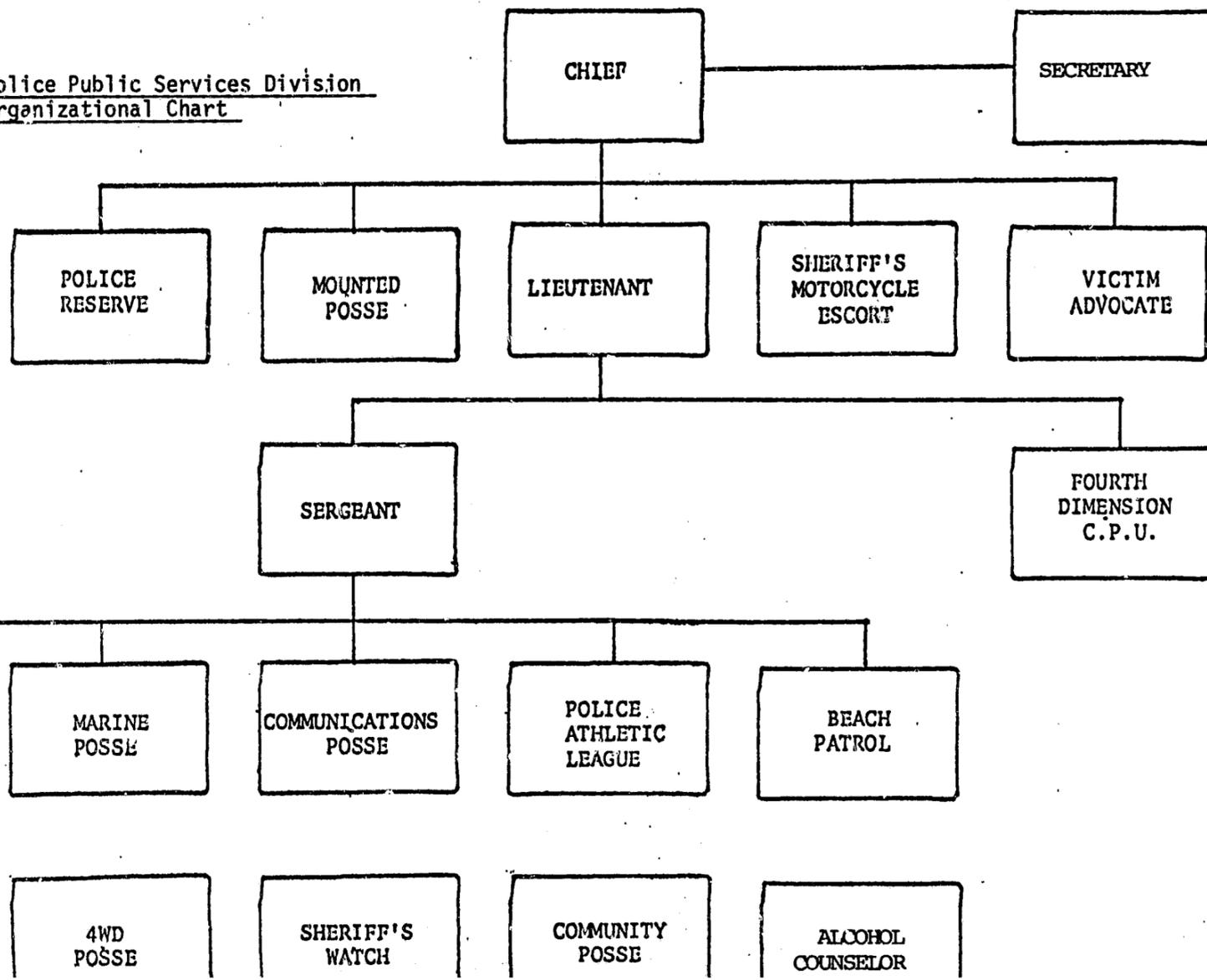


Dear Participant:

We at the Office of Criminal Justice Planning thank you for attending the Education Seminar for Professionals on _____, and hope it was of some benefit to you. Our plans are to continue the seminar throughout the year. We would like to design these seminars to fit your needs. If you would please give us your reaction to the seminar you attended, and tell us what future seminar or workshop you would like to attend. Your feedback will be greatly appreciated.

Please send your response to: The Office of Criminal Justice Planning
101 East Adams Street
Jacksonville, Florida 32202

Police Public Services Division
Organizational Chart



16Ju178

OFFICE OF THE MAYOR
CRIMINAL JUSTICE PLANNING



Dear Participant:

We at the Office of Criminal Justice Planning thank you for attending the Public Education Hearing on Crime Prevention, and hope it was of some benefit to you. Our plans are to continue the seminars throughout the year. We would like to improve on these seminars the best we can and would appreciate your reaction and opinion to the program.

Please send your response to: The Office of Criminal Justice Planning
101 East Adams Street
Jacksonville, Florida 32202

HUMAN RESOURCES DEPARTMENT
Office of the Director

April 12, 1978



APR 17 1978

77-44-11-AE01

MEMORANDUM

TO: Donald R. McClure, Director, Human Resources Department
FROM: James P. Stevens, CPA, Internal Auditor *J. Stevens*
SUBJ: Fourth Dimension - Crime Prevention Unit

Following your instructions, I have reviewed the records and procedures of the City of Jacksonville "Fourth Dimension - Crime Prevention Unit." My examination was made for the purpose of testing the adequacy of program records and procedures for fiscal transactions. To accomplish this, I used a standard accounting system survey. This approach provided for a quick but comprehensive review of available records and procedures. After using the survey, I did not find it necessary to perform a detailed audit of the fiscal records.

All fiscal transactions of the program are reviewed by Mr. James R. Jarboe, Jr., Director, Metropolitan Criminal Justice Planning Unit, Ms. Ruth L. Waters, Administrative Planner/Coordinator, Metropolitan Criminal Justice Planning Unit, Mr. Lewis L. Copley, Chief, Administration and Planning Division, and Mr. Robert Kangas, Accountant, City Accounting Division. Additionally, all fiscal transactions have to conform to established City policies and procedures concerning support documentation and are recorded in the City's accounting records. (The City's accounting records are audited each year by an "independent" accounting firm.)

Records and procedures to support fiscal transactions of the program were available and appeared to be adequate. No problems were noted.

JPS/ahs

cc: ✓ James R. Jarboe, Jr., Director, Metropolitan Criminal Justice Planning Unit



APPENDIX B

ORGANIZATIONS CONTACTED IN TELEPHONE SURVEY

Adult Services
Alternative School Program
Annie Morgan Elementary School
Arlington Heights Elementary School
Arlington Nutritional Site #10
Big Brothers of Jacksonville
Boy Scouts of America (Explorer Division)
Boys' Clubs of Jacksonville
Buckner Manor Foundation
Campfire Girls
Child Guidance
Citizens Against Crime
Clara White Mission
Community Education
Community Relations Commission
Consortium To Aid Neglected and Abused Children
Consumer Affairs
Duval Association for Retarded Citizens
Duval County School Board
Fairfield Correctional Institution
Federal Bureau of Investigation
Gateway Girl Scout Council
Girls' Clubs
Highland's Elementary School
Hogan Spring-Glen Elementary School
Hubbard House
Jacksonville Chamber of Commerce

ORGANIZATIONS CONTACTED IN TELEPHONE SURVEY - CONTINUED

Jacksonville Council on Citizen Involvement
Jacksonville Drug Abuse Program
Jacksonville Youth Employment Program
Jewish Family & Children Service
League of Women Voters
Metropolitan Criminal Justice Advisory Council
National Council of Christians & Jews
Neighborhood Operation
Northeast Florida Community Action Agency (formerly GJEO)
Oceanway Improvement Council
Parent Support Group
Phillips Mall Security
Recreation & Public Affairs (Recreation-Parks Area)
Royal Lakes Civic Association
Salvation Army
Sandalwood Junior-Senior High School (Sociology Department)
Sherwood Forest Elementary School
State Attorney's Office
Transient Youth Center
Urban League
Victim Advocate Program
Volunteer Jacksonville
Walnut House
Woodland Acres Elementary School
Young Men's Christian Association
Young Women's Christian Association
Youth Development Center for Boys
Youth Resources Bureau

COMMENTS BY SURVEY RECIPIENTS ON CRIME PREVENTION
EFFORTS AND RELATIONSHIP TO FOURTH DIMENSION

SUGGESTIONS REGARDING THE FOURTH DIMENSION BY SURVEY RESPONDENTS

Salesmanship of Crime Prevention

The importance of crime prevention should be emphasized.

The public should be made more aware of how important crime prevention is to everyone.

Visibility of Fourth Dimension Project

Higher visibility.

More visibility.

More publicity is needed.

More visibility in community is needed.

The Crime Prevention Office should become more visible, it's not reaching enough people.

More selling of the Crime Prevention Office is needed.

More appropriate media coverage is needed to reach public.

Interaction and Cooperation With Other Agencies and Community Groups

The Crime Prevention Office should get out to the community and to other organizations more.

More public exposure is needed in the community.

The Crime Prevention Office should be more community oriented - should go out to the community more.

Staffmembers should attend neighborhood meetings.

Should get into the community.

There needs to be more Crime Prevention Office productivity in the community.

The staff should be made available to get out more.

The Crime Prevention Office should take the initiative in making contact where it could be of assistance.

The Crime Prevention Office should go out to other agencies.

The Crime Prevention Office should have more interest in going to get contacts.

The Crime Prevention Office should be more aggressive in reaching out to agencies, diversion groups and community groups, and let it be known that technical assistance is available - in this way the Crime Prevention Office will create better recognition.

The Fourth Dimension should become more familiar with all crime prevention programs.

The Crime Prevention Office should work more closely with the youth-serving agencies in the community.

Coordination/Leadership Role

Urge lay people to become involved in crime prevention.

The Crime Prevention Office should coordinate activities of various crime prevention organizations, public and private.

There is no unity - there is a need for the Crime Prevention Office to coordinate more, to coordinate neighborhood advocates, to help groups more to help themselves, to be a catalyst.

The Crime Prevention Office should try to get more people involved in crime prevention activities.

Improve coordination with community agencies. Community needs a comprehensive approach to crime prevention.

Other Comments

Crime Prevention Office keeps us informed of innovation and new ideas in crime prevention.

The Crime Prevention Office should use existing facilities for LEAA programs; there are plenty of meeting places and programs now.

The Crime Prevention Office is doing a pretty good job.

The Crime Prevention Office is doing a good job. They need more publicity.

Needs more focus on institutions for elderly and disadvantaged persons.

None. Doing a wonderful job.

Should provide more information about status offenses.

There is usually internal resistance in law enforcement to crime prevention programs. In the Jacksonville Sheriff's Office there is some resistance, but generally there is support. The funding for crime prevention should be assured, such as by line-item in the city budget, and the Sheriff's Office should administer the program. Crime prevention truly should have the same, equal status as the other functional areas of the Criminal Justice System.

The most effective way to foster crime prevention is by direct conversion of groups. If the law enforcement authorities suggest that the best way to protect yourself is to lock everything up, create neighborhood watch programs, get a gun, etc. -- that's negative. The Crime Prevention Office should move to develop pride of neighborhood and pride in self -

this will keep the criminal away.

Increase early crime prevention with children.

It is my understanding that the Criminal Justice Advisory Council conveyed its suggestions when it recommended transfer of the Crime Prevention Office to the Jacksonville Sheriff's Office. I think they are doing a good job. Things are better organized over there.

Have in-service training in the organization of community action - become appraised of what motivates people - should be more investigation of the state of the art of crime prevention. When there is an ethnic or social program the meeting should take place in the affected community, e.g., when dealing with black crime, the Crime Prevention Office should meet on black turf. Also the Crime Prevention Office would be wise to learn from the perpetrators of crime. It would be valuable to have selected criminals participate in crime prevention presentations. There should be cultural interchange, e.g., how do blacks feel about white police? Not enough coordination of public and private programs. I have stopped attending the Crime Prevention Council Meetings but would return if I could be convinced of what I could do and if I could join with other organizations to make our efforts a civic and prideful thing. I feel the Crime Prevention Office is fishing for what to do with other organizations and programs. My impression is that the Fourth Dimension is very new.

Because Crime Prevention Council meetings must be targeted to everyone; they can't be meaningful to anyone.

TELEPHONE SURVEY OF INDIVIDUALS AND ORGANIZATIONS
WHO HAVE BEEN ASSOCIATED WITH THE FOURTH DIMENSION PROJECT

NAME _____ ORGANIZATION _____ PHONE # _____

Hello.

My name is _____ and I am with the City's Criminal Justice Evaluation Unit. I am calling you as part of a survey of approximately 100 persons who have participated in some activity related to the city's crime prevention program.

Your responses and those of other respondents will be reported collectively as part of the survey and will be treated confidentially. The survey will take approximately 10 minutes. If this is not a convenient time for you, would there be a more convenient time for you? If any questions are not clear to you, please ask for additional clarification.

1. Do you feel the crime problem in Jacksonville is:
extremely serious serious moderately serious minimally serious
2. Have you or your organization been encouraged to implement measures to reduce crime? Yes No
If yes, do you recall by whom?
3. Are you aware of the services provided by the Fourth Dimension Office of Crime Prevention? Yes No

The following questions refer to that Office's activities.

- 4a. How did you learn of the office?
- b. How long ago?
5. Of which programs or activities of the Crime Prevention Office are you aware?
- 6a. The Fourth Dimension Office of Crime Prevention utilizes many means of communication. Please indicate which of the following means of communication you are aware of:

Public Meetings	Aware	Not Aware
Radio Presentations	Aware	Not Aware
Television Presentations	Aware	Not Aware
Newspaper Coverage	Aware	Not Aware
Newsletter	Aware	Not Aware
Technical Assistance	Aware	Not Aware
Printed Materials	Aware	Not Aware

- b. In your opinion which of the following means of communication (interviewer: repeat all modes of communication) would be most successful in reaching the community for crime prevention purposes? _____
7. Have you shared information received from the Fourth Dimension Office

CONTINUED

1 OF 2

of Crime Prevention with others? Yes No With an individual? Yes No
With a group? Yes No

8. Has your involvement with the Fourth Dimension Office of Crime Prevention been principally as an individual or as part of an organization? If organization, please identify: _____
- 9a. Have you attended meetings sponsored by the Fourth Dimension Office of Crime Prevention? Yes No How many? _____
- b. Do you recall what topics were discussed? Yes No
- c. Would you please name them?
- d. Have you invited anyone to attend a meeting at which the Office of Crime Prevention made a presentation? Yes No
- 10a. Are you receiving the newsletter: Fourth Dimension Crime Prevention News? Yes No
- b. What do you like most about it?
- c. What do you like least about it?
- d. Generally, do you usually find time to read the newsletter? Yes No
- e. If yes, how much of the newsletter do you read? All 3/4 1/2 1/4 0 Scan
- f. Do you have any suggestions related to the newsletter?
11. Has your organization initiated or strengthened any crime prevention efforts as a result of your involvement with the Fourth Dimension Office of Crime Prevention? Yes No
- If yes, please explain:
12. Do you have any suggestions related to the Office of Crime Prevention?
- (For those respondents whose organizations are members of the Crime Prevention Council):
13. What do you see as the purpose of the Crime Prevention Council?
14. How many meetings of the Crime Prevention Council have you attended?
- 15a. What topics do you recall being addressed by the Crime Prevention Council?
- b. Do Council members regularly exchange ideas or information on their Crime Prevention Programs? Yes No If yes, please explain:
- c. How are topics selected?
- d. To your knowledge do the members of the Crime Prevention Council coordinate their Crime Prevention Activities in any way? Yes No
- e. What role does the Fourth Dimension Crime Prevention Office plan in

this coordinating?

16. Has the Council as a group taken specific action to resolve issues or problems in crime prevention? Yes No

If yes, please explain:

Your comments are greatly appreciated. Thank you for taking time to participate in the survey.

(If respondent requests a copy of survey results, verify mailing address).