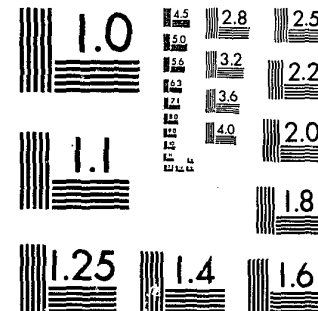


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4/7/81

A FOLLOW-UP STUDY OF JACKSONVILLE'S
FOURTH DIMENSION CRIME PREVENTION PROJECT

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Office of the Mayor
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June, 1980

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ACQUISITION

Part I

EXECUTIVE SUMMARY AND INTRODUCTION

During the period mid-December, 1978 through mid-March, 1979, a process evaluation was conducted of the LEAA-assisted project entitled: The Fourth Dimension - Office of Crime Prevention. As a result of that evaluation, 20 recommendations were advanced on the topics: Project Planning and Resource Management; Project Concept, Role and Direction; and Record-Keeping and Reporting Procedures.

The purposes of this follow-up study are to identify the outcomes of the earlier study and to assess, to the extent necessary, significant events which have transpired since the conclusion of the project evaluation, approximately 12 months ago. The follow-up study reviews the recommendations of the 1979 Evaluation Report and assesses their status; analyzes the measurable objectives of the recently-concluded, FY 78 grant; and examines the emerging emphasis of the Project, the major activities of the Project during the preceding 12 months, and the direction of the Project.

Sources of information for the study were limited to Project grant proposals for Fiscal years 1977, 1978, and 1980, to Project reports for the FY 78 grant period, and to interviews of three of the four professional staff members of the Project. The fourth professional staff member, on leave at the time of these interviews, kindly responded by mail to interview instruments.

Throughout the text of this report are contained conclusions and findings. A summary of these findings and a presentation of recommendations begin on the following page.

Two outstanding messages, not easily measurable but conveyed by study of the Project, have become evident to the evaluator. They are the immense value of such a program and the great dedication of this staff.

SUMMARY OF FINDINGS

1. The size of the Project staff has decreased, from 6 to 5 staff members, since the Project Evaluation in 1979. The Project directorship has become civilianized, with a transfer of administrative responsibilities taking place in a manner described as appropriate and non-disruptive by the Project staff. In addition, the estimated proportion of staff time necessary for Project administration has declined.
2. Since its transfer to the Sheriff's Office, the Project has placed a strong emphasis upon the encouragement of criminal opportunity reduction. Phases of the Project, prior to its transfer from the Mayor's Office, had sought crime prevention through the stimulating of long-term institutional change considered to be influential in diminishing the often-termed root-causes of crime.
3. Of the professional staff time devoted solely to crime prevention activities since the 1979 evaluation, (1) an estimated 50.7 percent of it was applied to the development and administration of Project-sponsored activities; (2) 25.8 percent was used to provide technical assistance to non-Project sponsored activities; (3) 20.9 percent was devoted to educational efforts not related to the forenamed activities; and (4) 2.9 percent was used to conduct victimization studies.
4. Since the Project Evaluation in 1979, the Crime Watch activity, an apprehension-oriented service, has been introduced into the Project work program. Although Crime Watch has considerable prospect for the furtherance of crime prevention goals, its apprehension element alone accounted for 10 to 18 percent of all Project expenditures during the recently-completed, FY 78 grant period.
5. The Project has implemented most measurable objectives of its recently-concluded, FY 78 grant.
 - a. Objectives 1, 2, 5, and 6, relating respectively to crime prevention materials, to public education, to technical assistance for citizen-group program development, and to the study and advancement of institutional efforts, have been implemented and in some instances far-exceeded. Objective 4, relating to technical assistance for the implementation of Project recommendations, has apparently been implemented, but the achievement has not been documented.
 - b. Objective 3 has not been fully-implemented. The objective concerns the systematic study and description of local crime prevention efforts, the development of recommendations for the furtherance of institutional efforts, and the preparation of appropriate documentation.
 - c. In addition to objectives mandated by the recently-concluded FY 78 grant, the Project has addressed a need not acknowledged by the grant proposal--the need for program development and administration by the Project itself. During the year intervening since the 1979 Evaluation, the Project has directed a substantial measure of its resources to the development and operation of Project-sponsored programs.

6. The Evaluation Report of 1979 recommended that 20 distinct practices be adopted by the Project. The recommendations applied to three program areas: (a) Project Planning and Resource Management (5 recommendations), (b) Project Concept, Role and Direction (9), and (c) Record-Keeping and Reporting Procedures (6).
- a. Regarding Project Planning and Resource Management, 2 of the 5 recommendations have been implemented; 2 have experienced no activity, and one, because of its prematurity, was not able to be implemented by the Project.
 - b. Of the 9 recommendations concerning the Project Concept, Role and Direction, 7 have been implemented; one partially implemented, and one experienced no activity.
 - c. Three (3) of the recommendations pertaining to Record-Keeping and Reporting Procedures have been implemented; one partially implemented; and 2 have experienced no activity.

In Summary, 12 of the 20 recommendations advanced in the 1979 Evaluation Report have been implemented; 2 have been partially implemented, and 6 have experienced no activity.

RECOMMENDATIONS OF THE 1980 FOLLOW-UP STUDY

1. Regarding the Project's Crime Watch activity, it is recommended that actions be initiated immediately to establish the activity as a Measurable Objective of the Subgrant. Further, it is recommended that, as part of the Programmatic Revision process, a Concept Paper be developed by the Project, describing the program, its crime prevention and other purposes, the process of and plan for its implementation, its intended measurable results, and the methods by which its crime prevention impact is to be assessed. The Concept Paper should also demonstrate the activity's compatibility to the Project work plan and its compliance with relevant State Criminal Justice Program Development Guidelines.

It is urged that the Project document all past expenditures on the activity, specifying the Project costs incurred by its apprehension and crime prevention aspects, throughout the three modes of its production. Moreover, it is recommended that such data concerning Crime Watch be maintained for the duration of LEAA assistance.

2. It is recommended that FY 80 Grant Objective 5, subject to some interpretation, be considered equivalent to Objectives 6 of the two preceding grants, in order to fulfill the intent of that former objective; that is, in order to assure the development of a single document summarizing local crime prevention services, describing the existing crime prevention system, synthesizing recommendations made to date, and prescribing actions necessary to correct deficiencies of the local crime prevention system.
3. In support of Resource Management and Project Planning, it is recommended:
- a. that records be maintained (and presented on a quarterly basis) of the man-hours or percent of time expended per staff member on specific crime prevention programs and other activities,
 - b. that the various feedback mechanisms employed by the Project for recurrent in-progress appraisal be defined by program and by activity, and that the outcomes of such activity-assessments be reported, and
 - c. that cost-benefit analysis be undertaken as part of a formal project planning process.
4. It is recommended that the Project proceed with the formal project planning process proposed by the 1979 Project Evaluation Report. It is suggested:
- a. that this work plan span a 2-5 year horizon and undergo an annual update,
 - b. that it test a proposed administrative policy of emphasis upon innovation and development, followed by program transfer upon successful operation, and
 - c. that the work plan include the following elements:
 - 1) an overview and prospectus of the local crime prevention system (to be realized by FY 78 Grant Objectives 3 and 6),
 - 2) a defining of Project goals, objectives and purposes (this defining of Project direction would emerge from study of problems, needs, resources, and opportunities),

- 3) a description of the Project's relationship to the crime prevention system (including an identification of Project constraints and opportunities),
- 4) a delineation of alternate courses of action to achieve Project purposes (alternate courses of action would set forth resource costs, timetables, and anticipated outcomes),
- 5) selection of programs and activities,
- 6) solicitation of input from higher authorities, potential cooperators and other interests,
- 7) planning for implementation (including Project resource assignments, cooperative arrangements and establishment of milestones),
- 8) execution of programs and activities, and
- 9) a system of monitoring and feedback.

It is recommended that the Project planning process be installed as an addendum to FY 80 Grant Objective 5 (an update of documents developed during the FY 77 and FY 78 grant periods).

5. It is recommended that the Project enhance its record-keeping and reporting practices by:
 - a. maintaining a record of crime prevention-related transactions taking place at each Crime Prevention Council Meeting,
 - b. reporting in a designated section of its quarterly and final reports, all recommendations made by the Project in the area of crime prevention, and
 - c. reporting the progress of institutional, community and other groups in implementing Project recommendations.

Part II

Project Overview

Description of the Project and the Division Structure

Project Setting

The Fourth Dimension - Office of Crime Prevention (later to be referred to as the Project) is one of three interrelated sections of the Police Public Services Division called the Crime Prevention Unit. The three sections are: (1) the Jacksonville Community Posse, (2) the Community Posse Coordinators, and (3) the Fourth Dimension - Office of Crime Prevention. Figure 1 places the Crime Prevention Unit and the Project within the context of the Police Public Services Division.

The three elements of the Crime Prevention Unit execute the Department's crime prevention program in a complementary fashion. They do so through inter-cooperative efforts designed to encourage citizen- and organizational-initiative in reducing the opportunities of potential offenders to commit crime and, in the case of the Project, to affect long-range behavioral changes.

The Jacksonville Community Posse. The Community Posse, a volunteer organization sanctioned by the Sheriff's Office, pursues crime prevention (1) through the fostering of citizen self-help activities such as its 60 neighborhood watch programs; (2) by the conducting upon request of residential and commercial security inspections, recommending practices and devices to make the facility more secure; and (3) by the offering of programs in defense-education to those highly vulnerable to assault and fraud, such as women and the elderly. The Community Posse has approximately 45 members, each contributing without compensation an average of 150 hours in public service per year.

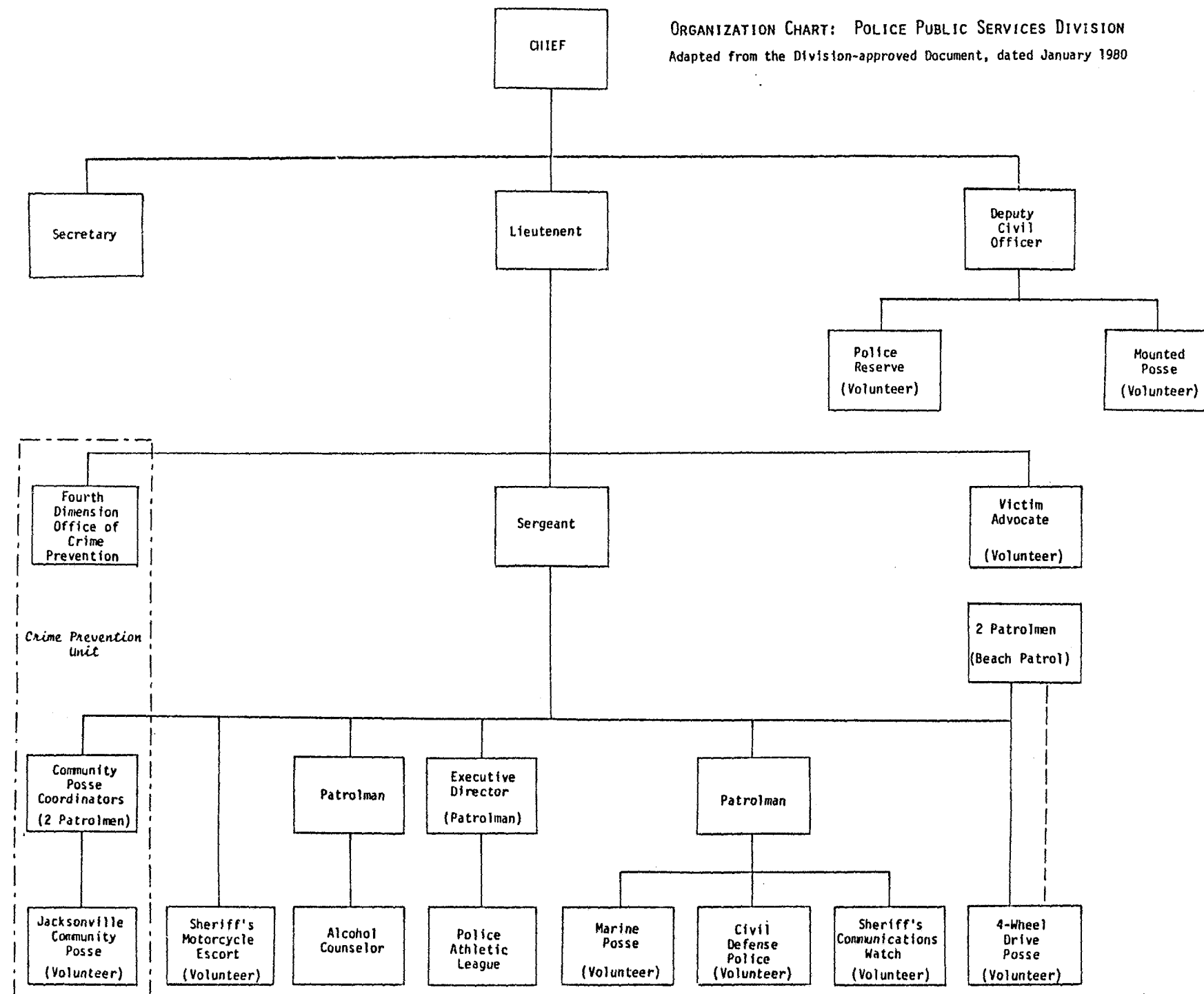


Figure 1

The Community Posse Coordinators. Two sworn officers, known as Community Posse Coordinators, are assigned full-time to crime prevention activities. In addition to their principal responsibility of directing the activities of the Community Posse, the Coordinators conduct for women instructional courses on defensive tactics and for retail establishments seminars on shoplifting prevention. The Community Posse Coordinators take part in each in-service training course for police officers, informing participants of the crime prevention services available through the Crime Prevention Unit.

The Fourth Dimension - Office of Crime Prevention. This crime prevention project participates in several coordinated, complementary ventures with the Community Posse such as shoplifting programs and crime prevention programs for the elderly. The Project also provides technical assistance to the Posse in support of its Neighborhood Watch and other programs. Most Project resources are directed to activities not existing in the Department at the time of the Project's transfer to it in July of 1978.

The Project

Apart from the Project's participation in other Crime Prevention Unit programs and activities, it has developed and now administers a program designed to provide refuge for children (and elderly persons) who feel threatened. The Project also provides considerable technical assistance to private and other public organizations, for the purpose of fostering non-Department crime prevention efforts. A most industrious community education program is administered by the Project, including the development and distribution of crime prevention materials, the publishing of a newsletter, the conducting of seminars for civic and commercial groups, and the undertaking of a mass awareness and education effort, employing the media of television, newspaper and radio.

Staffing and Personnel Changes

The size of the Project staff has declined since the conclusion of the 1979 evaluation. At that time the Project was staffed by 6 employees: the Project Director (the Division lieutenant), four full-time professional staff members (crime prevention specialists), and a full-time non-professional (the Project secretary). Although the Project Director was not compensated through Project funds, he contributed an estimated 60 percent of his total professional time to Project administration.

In May of 1979, the current Project Director (the Project's senior crime prevention specialist) was installed. The staffing level has since remained at 5 employees.

A professional vacancy, existing at the conclusion of the 1979 evaluation, was filled in March, 1979. The secretarial position, vacated in November, 1979, has yet, because of a shortage of eligible candidates, to be refilled.

The professional staff presently consists of two individuals having approximately three years of experience on the Project; one individual with two years of Project experience; and one crime prevention specialist having one year of experience.

The professional staff is highly dedicated. It is not unusual for each staff member to contribute without compensation many additional hours per week to the furthering of Project goals.

The succession in Project directorship has been described by the professional staff as an unbroken transfer of administrative responsibilities. As a result of staff reduction and the re-consignment of administrative tasks, some of the former duties of the new Project Director have been shifted to other staff members.

The selection of the present Project Director is considered by the staff to be advantageous to the Project and to the local crime prevention effort. Communication and cooperation with other Department units are said to have been expedited. The capabilities of the staff and the local potentials in crime prevention are considered to be thoroughly understood. Enhanced professionalism and supervision are attributed to the Project Director.

Project Emphasis

Grant objectives have permitted the Project a two-strategy approach to crime prevention: (1) the fostering, within institutions outside the criminal justice system, of programs and activities designed to lessen the desire or need of an individual to commit crime and (2) the fostering, within appropriate agencies and institutions, of programs and activities designed to reduce opportunities to commit crime.

The second strategy became a formal Project endeavor through a Programmatic Revision approved in May, 1979. This approach to crime prevention had become by practice, however, a significant occupation of the Project during its FY 77 grant period and began to emerge as the dominant aspect of its work program during the FY 78 grant period, beginning in January, 1979. During the past 12 months, the Project has been devoted principally to a mission of crime prevention through crime opportunity reduction. Employing this strategy, the Project has engaged in activities intended to encourage retail establishments, private and civic organizations, public agencies and individuals to take actions which would inhibit the criminal opportunities of those who would victimize them or others.

It is not suggested that either approach is more proper than the other. The Project, utilizing either strategy or a strategy mix, would be in compliance with relevant State Criminal Justice Program Development Guidelines. The Project emphasis is on opportunity reduction, and it is recognized as such.

Another approach to crime prevention, one now exercised to far less an extent by the Project, is the implementation of the premise that more efficient and responsive deliveries of services by public and private agencies and institutions outside of the criminal justice system would influence crime rates for betterment.

The National Advisory Commission on Criminal Justice Standards and Goals in its 1973 report on Community Crime Prevention recognized as contributors to crime and delinquency such conditions as alienation of citizens from government and from each other, poverty, illiteracy, unemployment, inadequate recreational and mental health resources, and drug abuse. The Commission and others have concluded that the promoting of economic and social well-being and thus the restoration or enhancing of quality-of-life would have great potential for crime prevention and could be achieved (1) by assuring government accessibility and responsiveness, (2) by assuring an equitable distribution and availability of public services, (3) by advancing the educational levels of youth, (4) by increasing job opportunities and skills and by manpower development, (5) by expanding recreational opportunities, and (6) by the development and betterment of drug abuse treatment and drug abuse prevention programs.

To implement such a premise would require, according to the Commission, broad-based community education, awareness and cooperation - a clear recognition on the part of such community organizations, agencies and facilities administrations that the degree of imagination, efficiency and energy that they bring to their efforts has a direct impact on crime prevention. Also required would be a coordination of services spanning the range of governmental, educational, social, rehabilitative and medical programs, without a redefining of the functions of the agencies and institutions themselves.

Again, the principal emphasis of the Project during the recently-concluded grant period has been upon the encouraging of criminal opportunity reduction, rather than on the stimulating of long-term institutional changes intended to bring about a diminishing of the often-termed root-causes of crime.

Staff Resource Allocation and Major Activities

During 1979, an estimated 86 percent of professional staff time was applied to crime prevention activities. The remaining professional resources, an estimated 14 percent of total professional staff time, were applied to in-service training (4.2 percent) and to administrative report preparation (10.2 percent). Table 1 page 9 presents a distribution of professional resources estimated to have been expended per activity during the period: March, 1979 through March, 1980. The distribution was developed from estimates prepared by each professional staff member of the Project, at the close of the FY 78 grant period.

Of the professional staff time devoted solely to crime prevention activities, (1) 50.7 percent of it was applied to the development and operation of Project-sponsored activities; (2) 25.8 percent was used to provide technical assistance to non-Project-sponsored activities; (3) 2.9 percent was used to conduct victimization studies, and (4) 20.9 percent of it was applied to educational efforts not directly related to the promoting of activities cited in categories (1) and (2). See Table 2 page 10.

Listed below are the titles of those Project activities which each consumed at least 5 percent of all professional resources applied to crime prevention efforts. Together these eight major activities received an estimated 84 percent of all Project resources applied to crime prevention. See Table 1 for titles of remaining activities.

Project Activities Allotted 5 Percent or More of Total Professional Staff Time Applied Directly to Crime Prevention Efforts During 1979

Activity	Percent of Crime Prevention Efforts
1. Crime Watch	20.5%
2. Technical Assistance to Other Public Agency-Sponsored Efforts	18.2
3. Safe House	13.2
4. Technical Assistance to Private Organization-Sponsored Efforts	7.6
5. Media Presentations on Topics Unrelated to 1-4 and 8	7.2
6. Public Presentations on Topics Unrelated to 1-4 and 8	6.4
7. Development of Crime Prevention Materials Unrelated to 1-4 and 8	5.8
8. Convenience Store Robbery Prevention Program	5.0
Total	83.9%

Table 1
Estimated Percent of Professional Staff Time Applied Per Staff
Member to Project Activities: March 15, 1979 - March 14, 1980

Activity	Contributions to Project Activities, by Staff Member				Percent of All Professional Staff Time	Percent of Staff Time Devoted Solely to Crime Prevention
	A	B	C	D		
1. Safe House	-	-	45	-	11.2%	13.2%
2. Crime Watch	-	-	-	70	17.5	20.5
3. Convenience Store Robbery Prevention Program	-	-	-	17	4.2	5.0
4. Shoplifting Prevention Program	5	-	-	-	1.2	1.5
5. Shopping Cart Theft Prevention Program	1	1	1	-	0.7	0.9
6. The Project's Crime Prevention Program for the Elderly	1	6	2	2	2.7	3.2
7. Instructional Course in Crime Prevention (in cooperation with the Duval County Community Education Program)	2	-	-	-	0.5	0.6
8. The Crime Prevention Council (including preparation time)	-	8	-	-	2.0	2.3
9. Crime Prevention through Environmental Design	-	-	-	-	-	-
10. Newsletter	10	-	2	-	3.0	3.5
11. Technical Assistance to						
a. The Community Posse, re:						
1) Its Crime Prevention Program for the Elderly	4	9	1	-	3.5	4.1
2) Defensive Tactics for Women/Rape Prevention	-	-	-	-	-	-
3) Residential and Commercial Security Inspections	-	-	-	-	-	-
4) Neighborhood Watch	-	-	5	-	1.2	1.5
5) Other Assistance	6	-	2	-	2.0	2.3
b. The Police Athletic League	7	2	2	1	3.0	3.5
c. The Juvenile Justice Task Force	-	5	-	-	1.2	1.5
d. Other Public Agencies, not principal participants in Activities 1 through 11	9	6	3	-	4.5	5.3
e. The Gateway Girl Scout Council	-	10	-	-	2.5	2.9
f. Other Private Organizations, not principal participants in Activities 1 through 11	9	5	2	-	4.0	4.7
12. Public Education Meetings (including preparation time), excluding meetings to promote Activities 1 through 11	7	10	5	-	5.5	6.4
13. Media Presentations, not related to Activities 1 through 11:						
a. TV and Radio Presentations/Interviews (incl. preparation)	1	5	2	-	2.0	2.3
b. Press Releases and Interviews (including preparation)	1	6	-	-	1.7	2.0
c. Public Displays	1	3	6	-	2.5	2.9
14. Development of Crime Prevention Materials, not related to Activities 1 through 11	1	2	12	5	5.0	5.8
15. Crime Prevention Materials Clearinghouse (including inventory development and maintenance and materials distribution), not related to Activities 1 through 11	1	2	1	1	1.2	1.5
16. Victimization Analysis, not related to 1 through 11	-	10	-	-	2.5	2.9
Subtotal (Professional Resources Devoted Solely to Crime Prevention Activities)					85.3	100.3%
17. In-Service Training	4	6	4	3	4.2	
18. Administrative Reports (including requisitions and monthly, quarterly and final reports)	30	5	5	1	10.2	
Total (All Professional Staff Time)	100%	100%	100%	100%	99.7%	

Table 2
Estimated Proportions of Professional Resources Applied
Solely to Crime Prevention Activities, Prior 12 Months

Activity	Percent of Professional Staff Time Devoted Solely to Crime Prevention
The Development and Operation of Project-Sponsored Activities	
1. Safe House	13.2%
2. Crime Watch	20.5
3. Convenience Store Robbery Prevention Program	5.0
4. Shoplifting Prevention Program	1.5
5. Shopping Cart Theft Prevention Program	0.9
6. The Project's Crime Prevention Program for the Elderly	3.2
7. Instructional Course in Crime Prevention	0.6
8. The Crime Prevention Council (including preparation time)	2.3
9. Crime Prevention Through Environmental Design	0
10. Newsletter	3.5
Subtotal	50.7%
The Providing of Technical Assistance to Non Project-Sponsored Activities	
11. Technical Assistance to:	
a. The Community Posse	7.9
b. The Police Athletic League	3.5
c. The Juvenile Justice Task Force	1.5
d. Other Public Agencies or Organizations	5.3
e. The Gateway Girl Scout Council	2.9
f. Other Private Organizations	4.7
Subtotal	25.8%
The Conducting of Victimization Studies	
16. Victimization Analysis	2.9
Subtotal	2.9%
The Undertaking of Other Public Education Efforts Not Directly Related to Activities Cited Above	
12. Public Education Meetings (including preparation time)	6.4
13. Media Presentations (including preparation time)	7.2
14. Development of Crime Prevention Materials	5.8
15. Crime Prevention Materials Clearinghouse	1.5
Subtotal	20.9%
Total	100.3%

Evolution of the Project Work Program

During the period of the 1979 Project evaluation, December 1978 through mid-March, 1979, the Project had been engaged in several activities which have since been discontinued. In addition, since the close of the evaluation period, other activities have been intensified, and still others have been newly-inaugurated. Below are listed these activities and, where appropriate, abbreviated explanations of their status.

Discontinued Activities

1. Crime Prevention Through Community Recreation
Formerly a significant Project activity, efforts ceased early in the FY 78 grant period with the departure of a crime prevention specialist having expertise in this area.
2. Instructional Course in Crime Prevention Offered Through the Community Education Program
The course was discontinued after one term. A teacher's guide, developed by the Project, is available should interest re-emerge.
3. Crime Prevention Clues (A Weekly Newspaper Series Intended to Teach and Foster Practices of Crime Prevention)
The series was terminated by publisher-decision early in the activity's implementation. After a passage of 10 months, many features of the concept have been reinstated through the weekly publication of a newspaper version of Crime Watch.
4. Participation in the Crime Prevention Task Force of the Chamber of Commerce
The Chamber of Commerce, the sponsor organization, has disbanded this task force.

Intensified Activities

1. Safe House
The program became fully operational in mid-1979, and continues to expand; volunteers presently number more than 1,000.
2. Girl Scout Crime Prevention Program
In addition to participating in an on-going educational program provided by the Project, the Gateway Girl Scout Council has accepted the Project's assistance in implementing a service project in crime prevention.
3. Crime Prevention Program for the Elderly
The Project has expanded its services to such potential victims by developing precaution-oriented literature addressing the vulnerabilities of these citizens, by increasing the numbers of public presentations to senior citizens and by taking part in a cooperative effort to inventory the security characteristics of high-density dwellings.

4. Shoplifting Prevention Program

The numbers of educational seminars and presentations have increased from 2 during the FY 77 grant period to 17 during the recently-completed FY 78 grant period. The participating audience has advanced from a score of individuals to more than 1,000.

5. Inter-Cooperation Between the Project and the Jacksonville Community Posse, Including Technical Assistance

6. Recruitment and Utilization of Volunteers

Principal advances have come about by the efforts of the Project through a developing Safe House Program, through volunteer contributions to the Crime Watch activity, through an anticipated liaison with the Retired Senior Volunteer Program of Volunteer Jacksonville, Inc., and through enhanced recruitment on behalf of the Jacksonville Community Posse.

Major New Activities

1. Crime Watch

2. Convenience Store Robbery Prevention Program

During the recently-completed first phase, all major convenience store chains were encouraged to participate in the program and to take part in a seminar on robbery prevention methods held in May of 1979. The Jacksonville Community Posse and the Project undertook security surveys of approximately 160 stores taking part in the program. The next phase of the program anticipates the identification of correlates. Crime prevention strategies are to be finalized. And a store alliance is expected to be established, relinquishing administration of the program to the alliance--the Project arranging meeting places and providing technical assistance and the Community Posse undertaking monitoring and security surveys and providing technical assistance.

Crime Watch and Its Significance Within the Project Work Program

Since the conclusion of the Project Evaluation in March, 1979, the Crime Watch activity has been introduced into the work program of the Project. The activity's emphasis on apprehension raises several issues regarding its compatibility to Project objectives and to related State guidelines for such crime prevention projects. However, the great potential of this activity for the furtherance of crime prevention goals may temper its installation and operation within the Project. Following a description of the activity, some of the issues surrounding guideline-accord are addressed.

Description

Approved by the Department in May, 1979, and, following start-up preparations, operational in August of that year, Crime Watch may be characterized principally as re-enactments through mass media of events surrounding recent, local felonies. Although the programming is chiefly apprehension-oriented, approximately 25 percent of productions, in the estimation of the Project, pertain to topics which traditionally would be considered crime preventative. In addition, 5 percent of apprehension-oriented productions are said to incorporate a crime prevention message.

The television version of Crime Watch, the initial program phase, continues to be aired one day per week within the two news broadcasts of the area's most widely-viewed news programming. A newspaper adaptation, beginning in January, 1980, is published once per week, within a weekday edition. Although this published version of Crime Watch is based upon the television script, it is often augmented by the journalist, using information and quotations obtained from sources other than the script. The radio version, a replication of the television script, was also inaugurated in January, 1980, and is broadcast each weekday by the City-owned radio station, 5 to 6 times per day. The advocacy of the program concept and the development of its various aspects are attributable to the initiative of the Project.

Issues

Crime Watch offers great potential for mass information and education. Its various forms have an aggregate local weekly audience of more than 200,000 individuals. Although the predominant function of the program is criminal apprehension, the Project maintains that crime prevention is the sole topic of more than 25 percent of Crime Watch segments. Thus, an extensive audience may be reached for achieving the crime prevention functions of the Project.

In the judgment of the Project, a crime prevention concept totally detached from reference to authentic, unsolved crime would not be salable to mass media. Although significant resources (targeted to crime prevention) are diverted to apprehension functions, the same audience, in extent and character, may be unapproachable using another vehicle(s), requiring equal or even greater expenditures of Project resources.

The contribution in public funds to this activity is matched manifold by its cooperators, the media. All costs other than Project staff time are borne by these patrons as a public service. However, substantial Project resources are consumed by this program, distracting from the achievement of specific objectives to which it is committed and to which it is accountable.

Substantial Project monies have been outlaid upon the criminal apprehension aspect of Crime Watch. It is apparent that 10 to 18 percent of total Project expenditures during the FY 78 grant period may have been attributed to the apprehension element of Crime Watch: crime selection, script authorship, crime site clearance, actor and other support material selections, production and direction, telephone information reception, and data collection form design. However, as suggested by the first and second paragraphs, it may be fact that the crime prevention gains achieved by Crime Watch can be realized only by alternatives which are more costly to the Project than this existing, operational program.

Although some apprehension-oriented episodes of Crime Watch convey by design a crime prevention message, most productions are formulated in such a fashion as to exclude an explicit crime prevention statement. It may be axiomatic that the introduction of a crime prevention message as a companion to a solicitation for aid in apprehension is counterproductive to the program's primary purpose, that it diminishes the entreaty for apprehension-related

information or that it disrupts the residual contemplation sought by the dramatization.

Although the program has been in the planning, developmental and operational stages for 10 months, the Project has not attempted as yet to establish the compatibility of Crime Watch to the principal guidance: (1) its FY 78 Subgrant; (2) Chapters 2 through 9 of the Report on Community Crime Prevention by the National Advisory Commission on Criminal Justice Standards and Goals; (3) State Criminal Justice Program Development Guidelines, Program Area CP-3; and (4) Standards CP 1.01 and CP 8.04 of the Standards and Goals for Florida's Criminal Justice System.

Project Direction

Continuity

A review of the FY 80 grant, guided by statements of the Project Director, indicates that the Project will continue to emphasize criminal opportunity reduction almost exclusively as its crime prevention strategy. In addition, the activities of the forthcoming FY 80 grant period, according to the Project staff, are expected for the most part to be continuations of the activities of the preceeding grant period. Changes are expected to occur in several continuation activities:

1. Convenience Store Robbery Prevention Program
This next phase anticipates the identification of correlates. Crime prevention strategies are to be finalized. And a store alliance is expected to be established, relinquishing administration of the program to the alliance--the Project arranging meeting places and providing technical assistance and the Community Posse undertaking monitoring and security surveys and providing technical assistance.
2. Girl Scout Crime Prevention Program
The service project in crime prevention will conclude in May, 1980, reducing significantly the assistance provided by the Project to the Gateway Girl Scout Council.

3. Inter-Cooperation Between the Project and the Sheriff's Community Posse

The Project is to provide assistance to the Community Posse in the start-up phase and administration of its grant to aid the elderly.

Should staff time become available, the Project may consider the development of additional crime prevention program(s) designed to protect children.

Planning

The Evaluation Team is in agreement with the Project's recognition of the need to transfer Project-developed programs to other organizational units or agencies, upon the maturation of the program.

The Project staff has an excellent capacity for innovation which should not be displaced by the lengthy administration of programs, once the programs have passed from the conceptual to the operational stage. The Safe House program is an example of an administration-intensive activity for which another implementing unit should be sought.

A most useful vehicle, employable by the Project, for the realization or testing of such a fundamental philosophy as that described in the first paragraph is the development of a project work plan. Such project planning would define future programs and activities, the responsibilities and authorities of participating organizations and the timetables for implementation and administration-transfer, and by the review process would assure the acceptability of the proposed or modified work plan by higher authorities and program cooperators.

Part III

The Status of Measurable Objectives

Table 3 below outlines the Measurable Objectives of Grant #78-A4-11-AC01, the grant under which the Project had been operating through March 15, 1980 and under which it was operating at the time of the March, 1979 evaluation. The table also provides an assessment of the current status of Project efforts toward the implementation of grant objectives.

Table 3

Summary of Grant Objectives and Status to Date

Grant Objectives	Status
1. To act as a local clearinghouse for crime prevention materials and to aid local groups in acquiring technical assistance in this area.	Implemented
2. To promote public education on crime prevention through the development and implementation of the following: a. At least four (4) television presentations on topics in crime prevention, b. At least six (6) radio shows on issues in crime prevention, and c. At least fifteen (15) public education seminars on topics within this area.	Implemented
3. (a) To determine the status of crime prevention efforts within the areas of education, recreation, employment, religion, and human services, and (b) to make recommendations for expansion of current efforts, remediation of unnecessary duplication and/or development of new programs within these areas.	Partially Implemented a) Incomplete b) No Progress
4. To provide technical assistance to groups within institutional areas studied for the implementation of recommendations.	Implemented
5. To provide technical assistance to local community action groups within the area of crime prevention for the development of effective grass-roots citizen action programs for crime prevention.	Implemented
6. To compile data collected during the grant period and develop a summary of local community crime prevention services and recommendations for future action necessary to correct gaps in the crime prevention system. (Summary document.)	Implemented

The narrative to follow summarizes the deliberations used to assess the status of each Measurable Objective. In most instances, objectives or their components have been deemed implemented.

In the implementation of Objectives 3, 4, and, therefore, 6, the Project has deviated somewhat from the language of the recently-concluded, FY 78 grant.

The evaluator notes that the languages of the FY 78 grant and of the succeeding, FY 80 grant are to some extent antiquated, in light of the Project's present setting and concept.

In summary, several Measurable Objectives have not been implemented precisely as intended, due to an altered concept of the Project, operating under language of a now-abandoned strategy. Both the FY 78 and FY 80 project proposals utilized progressive amendments of the FY 77 grant application--an application which envisioned a project concept dedicated to a strategy of crime prevention through long-term institutional change. The present project concept, although quite similar in purpose, differs markedly in strategy from that of the FY 77 project.

Objective 1: Implemented. This objective, related to crime prevention materials, has been fully implemented, as have Objectives 2, 4, and 5. An index of locally-available crime prevention materials has been developed and is regularly updated. Monthly and quarterly reports detail the names of organizations receiving such materials and the quantity of materials transmitted or distributed. During the grant period, more than 415,000 pieces of crime prevention literature have been distributed by the Project through the assistance of cooperators. In addition, approximately 6 new educational brochures or pamphlets have been developed by the Project.

Objective 2: Implemented. This objective, related to public education, is being implemented most industriously. By the close of the fourth quarter, nearly 3 times the target number of television presentations had taken place; more than 4 times the proposed number of radio presentations had been made, and nearly 4 times the target number of public education meetings had been held. See Table 4, page 22.

The measurements of most television, radio and newspaper audiences are economically prohibitive; the Project, however, has estimated the total attendance at its public presentations at 7,742. See Table 5, page 23. Three thousand (3,000) of this number were estimated to have received crime prevention presentations by Project staff members at a multi-day Girl Scout festival held during the fourth quarter. One of the Project's most intensive instructional efforts has been its Shoplifting Prevention Program. During the quarter of the Christmas season, the Project made 14 public presentations to a total of more than 1,000 merchants, retail store managers and store employees.

An emerging opportunity for mass education has been the Project's Crime Watch activity, a television re-enactment of events surrounding recent, local felonies. The primary purpose of Crime Watch is the apprehension of offenders; however, according to the Project, more than one-fourth of productions are either solely crime preventative or carry a crime prevention message. Inaugurated in August, 1979, Crime Watch segments are broadcast by one local television station within its 6:00 PM and 11:00 PM news programming. The average daily, Monday through Friday, viewing audiences for the 5-County Metropolitan Area were estimated by a market research agency at 84,000 households (148,000 individuals) for the 6:00 PM broadcast and 47,000 households (82,000 persons) for the 11:00 PM broadcast. Since January, 1980, a local newspaper has published once per week an augmented version of the television script. Readership per weekday of the newspaper has been estimated by the publisher's research director at 46,610 for Duval County and 50,125 for the Metropolitan area. In addition, a local radio station broadcasts an audio version of Crime Watch five days per week, five to six times per day.

Objective 3. Because of the close relationships between Objectives 3 and 6, they will be considered together. Objective 3 entails: (1) a determination of the status of crime prevention efforts taking place in the areas of education, recreation, employment, religion and human services; (2) the development of reports on crime prevention activities of local institutions and agencies, and (3) the preparation of recommendations for the expansion or improvement of current efforts, the remediation of unnecessary duplication and/or the development of new programs. Objective 6 would develop a single document summarizing local crime prevention services and describing the existing crime prevention system. The document would also summarize recommendations made to date and would prescribe actions necessary to correct deficiencies in the local crime prevention system. It is apparently the intent of Objective 6 to rely upon data collected and research undertaken during the first phase (first 11 months) of the grant period. Primarily, Objective 6 would, in a summary format, assemble data and research of the grant's first phase. Likely, the grant did not envision substantial new data collection or research efforts during the one-month summary-document preparation phase.

Progress made in accomplishing these two objectives is the following:

Objective 3: Partially Implemented. Although there is no question that the project staff is well acquainted with the crime prevention activities of local organizations, little of this information has been committed to

writing. The Project grant application states expressly that the status of crime prevention efforts by local organizations will be determined by the Project. Further, the application implicitly directs that the status of local crime prevention services be determined by means of data collection and on-going research, and that reports be compiled (presumably on an on-going basis) on the state of crime prevention activities of components of the local system. In addition, it is stated that the development of recommendations will be undertaken on an on-going basis and that records of them will be maintained. Project reports do not reveal a systematic effort to determine the crime prevention efforts of local organizations, nor has there been a methodical and on-going effort to develop recommendations for the expansion or improvement of current efforts, the remediation of unnecessary duplication and/or the development of new programs.

It should be emphasized that, although reporting may not be as that contemplated by the Project grant application, Project staff members are intimately acquainted with the missions and activities of other units contributing to local crime prevention services.

Objective 6: Implemented. The summary document prepared by the Project appears to satisfy the fundamental requirements of this objective. Had Objective 3 been fully implemented, however, the Project would have been presented the opportunity to summarize institution-specific recommendations and to identify in greater detail the needs of the local crime prevention system.

Objective 4: Implemented. The purpose of the objective is to assure that recommendations made by the Project receive the technical assistance necessary for their implementation. The objective narrows the field of recipients of such technical assistance to those organizations whose crime prevention activities have both undergone study by the Project and received recommendations for improvement. Implicit in the Project grant application is the following series of events necessary to Objective 4: (1) studies would be undertaken of the crime prevention efforts of local institutions and agencies; recommendations would follow (studies and recommendations presumably would be occasioned by another objective - Objective 3), (2) as a follow-up to recommendations, technical assistance would be provided in an effort to assist the implementation of Project recommendations, and (3) follow-up studies would be undertaken (but not necessarily in all instances) in order to determine the progress of agencies toward the implementation of recommendations.

The Project is undoubtedly providing technical assistance to those organizations whose crime prevention activities have been studied by the Project. A shortcoming of the Project in its realization of this objective has been the omission in disseminated reports of reference to the particular recommendation(s) leading to technical assistance. Any misunderstanding could be averted by the recounting in quarterly reports of Project notes on the progress of agencies in implementing its recommendations.

Objective 5: Implemented. The function of this objective is two-part: (1) to provide technical assistance to community action groups for the development of citizen action programs in crime prevention, and (2) to provide tech-

In the implementation of this objective, the Project has addressed a need not acknowledged with certainty by this or other aspects of the Project grant application - the need for program development by the Project itself. Not only has the Project succeeded very well in the providing of technical assistance to community action groups, individuals, and other public organizations, it has also developed and maintained programs sponsored principally by the Project.

Objective 6: Implemented. See Objective 3.

Table 4

Topic	Television				Radio				Newspaper				Public Presentation				Subtotal (Total)			
	Quarter				Quarter				Quarter				Quarter				Quarter			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Crime Prevention (Gen)	-	-	-	-	-	5	-	-	1	-	-	-	5	5	3	3	6	10	3	3
Shoplifting Prevention	-	-	-	1	-	-	-	-	-	-	-	-	2	-	1	14	2	-	1	15
Crime Prevention Tips - Seasonal and Special Event	-	1	2	2	-	2	1	4	1	1	-	2	-	-	-	-	1	4	3	8
Safe House / Child Safety	-	-	-	-	1	2	3	-	1	1	-	-	3	-	-	1	5	3	3	1
Girl Scouts and Crime Prevention	-	1	-	-	-	-	-	-	-	-	-	1	3	1	1	4	3	2	1	5
Crime Watch and Some Programs of the Community Posse	-	-	-	1	-	1	3	1	-	-	1	-	-	-	1	2	-	1	5	4
The Elderly and Crime Prevention	-	-	-	-	-	-	-	-	-	-	-	-	4	-	1	1	4	-	1	1
Shopping Cart Theft Prevention	-	-	-	1	-	-	-	1	-	-	-	2	-	-	-	1	-	-	-	5
Community School Course in Crime Prevention	1	-	-	-	1	-	-	-	1	-	-	-	-	-	-	-	3	-	-	-
Robbery Prevention	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	2	-	-
National Crime Prevention Campaign	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	1
"Help Stop Crime" Conference	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-
Flim-Flam and Crime Prevention	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Juvenile Justice Act	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-
Notices of Meetings or seminars on Crime Prevention	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	2	-	-	-
Subtotal (Total)	1	2	2	6	4	10	7	6	6	2	1	6	17	8	7	26	28	22	17	44

Source: Quarterly Reports of the Project

Table 5

Numbers of Public Education Presentations/Seminars
January Through December, 1979 By Quarter, including
Topic and Attendance

Topic	Numbers of Presentations				Total	Attendance				Total
	Quarter					Quarter				
	1	2	3	4		1	2	3	4	
Crime Prevention (Gen)	5	5	3	3	16	138	560	450	380	1528
Shoplifting Prevention	2	-	1	14	17	22	-	45	1022	1089
Safe House	3	-	-	1	4	335	-	-	100	435
Girl Scouts and Crime Prevention and The Girl Scout Service Project	3	1	1	4	9	315	59	75	3225	3674
Crime Watch / Crime Prevention	-	-	1	2	3	-	-	35	54	89
The Elderly and Crime Prevention	4	-	1	1	6	710	-	100	35	845
Shopping Cart Theft Prevention	-	-	-	1	1	-	-	-	12	12
Robbery Prevention	-	2	-	-	2	-	70	-	-	70
Subtotal (Quarterly)	17	8	7	26		1520	689	705	4828	
Total					58					7742

Source: Quarterly Reports of the Project

Part IV

The Status of Recommendations Resulting from the 1979 Project Evaluation

As a result of the 1979 Project Evaluation, approximately 20 recommendations were developed, directed to the Project and related decision makers.

The recommendations addressed aspects of the following subjects:

(1) project planning and resource management; (2) project concept, role and direction; and (3) record-keeping and reporting.

In the pages to follow, the 1979 format of the recommendations has been segmented for analysis purposes. Relationships exist between many of the apparently distinct recommendations; however, where a particularly significant interrelationship between recommendations exists, the fact is noted within the status section of the narrative.

Of the 20 recommendations advanced in 1979, 12 were being or have since been implemented by the Project; 2 have been partially implemented; and 6 have experienced no activity. See Table 6, below.

Table 6

The Recommendations of the 1979 Evaluation and Their Implementation Status

Project Planning and Resource Management		Project Concept, Role and Direction		Record-Keeping and Reporting Practices	
Reference Number and Status		Reference Number and Status		Reference Number and Status	
1a & 2c 1)	Implemented	2a	Implemented	2d 4)	No Activity
1b	No Activity	b 1)	Implemented	4a	Partially Implemented
3	No Activity	2)	Implemented	b	No Activity
4c 2)	No Activity	c 2)	No Activity	c 1)	Implemented
5	Implemented	d 1)	Implemented	3)	Implemented
		2)	Implemented	8	Implemented
		3)	Implemented		
		6	Partially Implemented		
		7	Implemented		
Subtotal	Implemented: 2 No Activity: 3	Subtotal	Implemented: 7 Partially Implemented: 1 No Activity: 1	Subtotal	Implemented: 3 Partially Implemented: 1 No Activity: 2
Total	Implemented: 12 Partially Implemented: 2 No Activity: 6				

The 1979 Recommendations and Their Status

Below and to the left are outlined recommendations resulting from the 1979 evaluation of the project: Fourth Dimension - Office of Crime Prevention. Beginning at a margin to the right is commentary on the status of each recommendation.

1. It is recommended that personnel of the Public Services Division (the Chief and the Project Staff) and other knowledgeable persons in the Sheriff's Office:
 - a. reassess past accomplishments in crime prevention, current community needs and crime prevention resources, and

To Be Implemented. These assessments, according to the Project, are of an on-going nature and will come about through the implementation of FY 78 Grant Objectives 3 and 6.

- b. develop a comprehensive plan to achieve realistic goals and objectives in the future.

Not Able To Be Implemented. To date the Project has not committed itself to a formal planning process. Responsibility, however, is incumbent upon both the Evaluation Team and upon the Project. The 1979 Evaluation Report did not define nor did the Project solicit clarification on the extent and institutional scope of the recommendation.

The Project interpreted the scope of the proposed planning to be system-wide, and a justified apprehension developed. By preparing a plan which would encompass the entire local crime prevention system, the Project, in its view, would place itself in a position of dominance and directorship over the crime prevention activities of other local organizations.

Such of scope of planning would, according to the Project, result in alienation of these organizations and an undoing of past achievements.

The Evaluation Team in its 1979 report envisioned, however, a less ambitious undertaking. What was foreseen was a multi-year work plan for the Project - the only occasion for a system perspective taking place when the Project in such a plan describes itself and its future activities within the context of the crime prevention system.

Despite differing understandings of the product to be developed, the forthcoming FY 80 grant period is very opportune for the preparation of such a work plan. By the close of its FY 78 grant period, the Project will possess data very useful to the development of such a multi-year work plan.

By the realization of FY 78 Grant Objectives 3 and 6, the following substructure would be available for Project planning: (1) an identification of all local crime prevention efforts and the roles of the organizations participating in such efforts, (2) a description of the local crime prevention system, (3) a delineation of problems and needs in crime prevention, (4) a determination of crime prevention resources, and (5) a development of recommendations defining actions necessary to mitigate the deficiencies of the local system.

The current evaluation team considers the FY 80 grant period very opportune for the development of a project work plan and, therefore, urges the Project to proceed with such a formal planning process.

2. a. It is recommended that a determination be made on whether the Project should continue to pursue the goal expressed in its grant application: "to provide leadership and guidance in the development of a coordinated crime prevention system."

Implemented. It is the conclusion of the evaluator that the local crime prevention system experiences an ever-increasing measure of intra-cooperation, principally through the efforts of the Project.

According to its staff, the Project fosters inter-agency communications and cooperation - it does so by actively identifying existing mechanisms and organizations able to effect change in crime prevention, by acting as a liaison among organizations and programs, by providing and urging forums for the exchange of information and ideas, and by encouraging participation by organizations and individuals in crime prevention activities. According to the Project's director, it is the only local project devoted solely to crime prevention, and more resources are applied formally to crime prevention by the Project than by any other local program, public or private. The Project is said to be the central and most competent local clearinghouse for crime prevention materials and technical assistance.

- b. It is recommended that the Project carefully weigh the needs, suggestions and recommendations made by its constituency during the Evaluation Team's 1979 telephone survey, such as:

- 1) working to increase visibility and exposure of Project staff through attendance at neighborhood and community meetings,

Implemented. The crime prevention activities of the Sheriff's Office have likely increased in visibility since this recommendation was offered in early 1979. Prior to the 1979 evaluation, the Project had resided within the Office of the Sheriff for two quarters (6 months). During the four quarters since release of the March, 1979 Evaluation Report, media and public presentations made by the Project have exceeded (per corresponding quarter) pre-evaluation achievements. The Project is pursuing a very diligent public education effort

Regarding visibility. The recommendation is presumably recognizing a perennial Project goal, predating the Project's transfer by one year and since transfer restated in both post-transfer grants: to "establish (the Project) in a position of prominence and visibility." This aim, however, may no longer be a relevant or advantageous goal within the Project's present setting. Both Project Directors since transfer have, in fact, actively sought a perception of the Project as an integral component of the Sheriff's Office.

- 2) assumption of in-depth involvement, participation and coordination with community organizations in the area of crime prevention and provision of more leadership.

On-Going Implementation. Since the 1979 evaluation, the Project has devoted an increased proportion of its resources to the development of crime prevention programs, to program operation, and to technical assistance to non-Project activities. The cause of more resources becoming program-applied

may have been an increased efficiency in Project administration. The estimated amount of total Project staff time applied to administration in 1979 represents a relative decrease compared to estimated resources consumed by this function during the transition period of 1978. This estimated reduction is 5 percent of total staff time.

Regarding cooperation, the recommendation implies, according to the Project Director, that such cooperative relationships had not occurred prior to the 1979 evaluation. The evaluator agrees that the recommendation does indeed mislead in this respect.

c. It is recommended that the Project:

- 1) assess the feasibility of conducting a current-needs assessment of community crime prevention, and

To Be Implemented. By the realization of FY 78 Grant Objectives 3 and 6 the Project will have (1) described all local crime prevention efforts, (2) defined and described the local crime prevention system, (3) delineated problems and needs in crime prevention, (4) identified crime prevention resources, and (5) developed recommendations for system improvement.

- 2) assess the feasibility of working to achieve long-term institutional change through action planning, direct community involvement, and advocacy directed to identified needs.

No Activity. Although the language of the Project's FY 78 and FY 80 grants would allow a strategy of crime prevention through long-term institutional change, the Project

has not to a substantial degree utilized such an approach. See Project Emphasis, page 6. The Project Director notes that language in Measurable Objectives referring to crime prevention through institutional change, although present in two preceding grants, has not been incorporated into the FY 80 Continuation Grant, in order to allow the Project to concentrate on more pragmatic approaches to community crime prevention.

According to the Project Director, crime prevention through opportunity reduction is more acceptable to local cooperators, because it can be fostered without encroaching upon the autonomy of other organizations.

The present emphasis of the Project undoubtedly produces per unit of input more immediate and recognizable results, and thus is more practicable for achieving the expectations of the grant and the Department.

d. It is recommended that:

- 1) the Project devote more effort to working with the Crime Prevention Council,

On-Going Implementation. It is the position of the Project that the effort it devotes to the Crime Prevention Council is in accord with the gains sought by it. (The Crime Prevention Council is a group of organizations having diverse affiliations with crime prevention. The spectrum of member affiliations includes: cooperative efforts with the Project, independent crime prevention programs, ventures which may deter or which may alleviate the motivation or necessity to commit crime, and organizations and individuals interested in

crime prevention and crime reduction.)

According to the Project Director, the extent to which the Project cooperates with or provides technical assistance to member organizations is commensurate with the needs of the organizations and the available resources of the Project. Efforts, therefore, vary throughout the grant period, as needs modulate.

Regarding the meetings of the Crime Prevention Council, the Project, according to its director, has contributed adequate time to the planning and execution of Council meetings. And staff time expended per meeting, prior and subsequent to the 1979 evaluation, has remained constant - approximately two man-days per meeting.

- 2) Council meetings be structured so that member organizations could make presentations on their crime prevention accomplishments,

Implemented. According to the coordinator of Crime Prevention Council meetings, one organization representative per meeting provides a thorough, 15-20 minute presentation on the organization's activities, identifying their bearing upon crime prevention. The practice has been instituted within the past 12 months.

The Council meeting coordinator indicates that, although the Project has remained apprised of all significant local crime prevention activities (activities being undertaken by a Council nucleus of approximately 15 of the nearly 40 member organizations), the current practice provides an exchange of information and a vehicle for motivation and cooperation not pre-

viously experienced.

Moreover, the Project Director notes that, although many organization representatives and individuals attending Crime Prevention Council meetings do not define their missions as crime preventative, all groups and individuals interested in the furthering of crime prevention are welcome. The Project and other organizations, according to the Project Director, are thus afforded the opportunity to seed new ground with the concepts of crime prevention.

- 3) Council meetings provide opportunities to discuss issues, raise questions and discuss coordination of activities to achieve greatest impact, and

Implemented. Regular presentations by Council members on their organizational activities have likely expanded the utility of these meetings by making them greater catalysts for interaction and coordination.

This, however, is postulation, not sustained by documentation. Project reports cite only the topics (usually speaker-topics) of Council meetings. The meeting coordinator has confirmed, however, that Crime Prevention Council meetings now provide greater discussion and coordination opportunities and on occasion bring about a cooperative venture. According to this staff member, a discussion on the topic: Neighborhoods and Crime Prevention at the January, 1980 meeting resulted in an expressed interest by Riverside Avondale Preservation in the participation of the Sheriff's Community Posse in that neighborhood association's forthcoming block meetings. At the same Council meeting, the Commu-

nity Posse Coordinators sought and arranged formal communications between the Community Posse and the Advisory Council of the Jacksonville Neighborhood Resource Center, an organization committed to City-wide neighborhood advancement whose present emphasis is on HUD Target Neighborhoods.

- 4) a record or minutes be kept of events taking place at Crime Prevention Council meetings.

No Activity. Project reports contain no documentation of records being maintained of events transpiring at Crime Prevention Council meetings. The Evaluation Team can find no reason to be dissuaded from the 1979 recommendation that records be prepared of Council meeting-related transactions. Such records would have served to facilitate the implementation of Measurable Objectives 3 through 6 of the Project's FY 78 grant and would contribute to the achievements of Measurable Objectives 3 through 5 of its FY 80 grant.

3. It is recommended that the Project undertake cost-benefit analysis in which the estimated resources applied to its various activities are compared to the relative effectiveness of the activities.

No Activity. Cost-benefit analyses have not been reported by the Project.

Cost-benefit analysis among programs *having dissimilar purposes* should not be a relative first priority for this type of project. However, such differential analysis among proposals *having comparable purposes* would be well-advised and should be undertaken.

To explain further, the multi-service scope of the Pro-

ject should not be narrowed because a given program may yield a more apparent productivity (and at no greater cost) than another program - for each program should have a different purpose and target group.

For a project which is program-oriented, the project would set about cost-benefit analysis in the following manner: First, the project would define its goals and objectives, then refine them through the development of statements of purpose. For each statement of purpose there would be developed alternative approaches for realizing it. Once an alternative were selected, using cost analysis, that alternative would become the program for realizing that purpose.

For this crime prevention project, such analyses should not first take place among programs having differing purposes but among alternatives proposed for the accomplishment of the same purpose or comparable purposes.

It should be remembered that it is not unusual for a project to be engaged in a multitude of activities, some apparently more productive than others. But, because some activities may be accomplished with relative ease and with relatively significant impact, others should not be considered ill-advised.

Moreover, it is incumbent upon administrators to use relatively objective and systematic means to select from among plausible alternatives the least costly program to fulfill an identified purpose.

It is noted that the implementation of this recommendation should be expected to contribute substantially to the

project planning process urged by Recommendation 1 b).

4. It is recommended that the Project continue to improve its record-keeping and reporting procedures by:

- a. reporting in quarterly and final Project reports recommendations made in the area of crime prevention,

Partially Implemented. On several occasions during the past four quarters, Project reports have included recommendations made by the Project in the area of crime prevention. Reporting efforts, however, have not been as diligent and methodical as prescribed by FY 78 Grant Objective 3 and envisioned by the collateral recommendation of the 1979 evaluation.

- b. reporting progress made by institutions and community groups in implementing Project recommendations, and

No Activity. The evaluator can find no evidence of reports by the Project on the status of Project recommendations to be implemented by institutions or community groups.

Undoubtedly, in the course of providing assistance to program development or other technical assistance, the Project had offered recommendations which were implemented by other organizations. The enumeration of these recommendations and the progress of organizations toward their implementation have not, however, been presented as such by the Project. Reporting procedures probably do not comply with the intent of FY 78 Grant Objectives 4 and 5.

- c. collecting and reporting data to include:

- 1) total number of public pre-

sentations by subject matter and number of persons in attendance,

Implemented. The Project Director reports that attendance figures have been incorporated into monthly and quarterly records, thus fulfilling the recommendation. He cautions, however, that attendance may not in many instances be a reliable indicator of impact.

- 2) man-hours and/or percent of time expended in specific crime prevention activities, and

No Activity. The Project maintains that, because of the diversity of its activities and the overlapping of programs, it is extremely difficult to determine staff time expended per activity or program.

- 3) other information related to Project productivity.

Implemented. According to the Project Director, such information has been and continues to be reported in quarterly reports.

5. It is recommended that the Project develop methods to obtain feedback on its activities, in order to ascertain on an on-going basis activity effectiveness, so that decisions on future actions may be made upon objective rather than intuitive bases.

Implemented. This recommendation had been advanced in 1979 to encourage increased objectivity in activity-related decision making. It urged the recurrent use of in-progress appraisals of activity effectiveness, so that preferential modes of operation might be detected methodically and that

midstream modifications might be made when practicable.

The implementation status of the recommendation is difficult to determine. There undoubtedly exist events which contribute in varying degrees to the Project's awareness of program and activity successfulness. The Project maintains that feedback systems are in operation. And the evaluator, by virtue of staff interviews, is cognizant of such systems for most programs and activities.

The existence of feedback mechanisms and the adequacy of their designs are not, however, being questioned. At issue is whether feedback systems are utilized in a conscious, preconsidered and methodical fashion for the purpose of self-appraisal.

Project records do not demonstrate such utilization. Although the recommendation has been existent for 12 months, the Project has not during the interval defined by program or activity the various feedback mechanisms to be employed - nor has it reported the outcomes of such activity assessments.

The evaluator concludes that the resolution of the issue is principally documentation-based--that efforts by the Project to define its feedback systems and to record their applications and outcomes would dispose of any apparent misunderstanding.

6. It is recommended that the Project revise its grant objectives in such a way as to eliminate or to define ambiguous terms.

Partially Implemented. The text of the FY 78 grant suggests that the Project will seek crime prevention through a two-strategy approach (institutional change and opportunity

reduction) and that substantial efforts would be directed toward each. The text of the FY 80 grant invites a similar interpretation. See Project Emphasis, page 6.

It should be noted, however, that the FY 80 grant narrative has resulted from the progressive amending of the FY 77 grant application--an application which proposed a project concept dedicated to a strategy of crime prevention through long-term institutional change. The present project concept, although quite similar in purpose, differs markedly in strategy from that of the FY 1977 project. Some confusion concerning the Project arises, therefore, due to the presence of language in the FY 80 grant which is remanent of that now-abandoned strategy.

7. It is recommended that the Project seek an additional grant objective permitting direct participation in opportunity-reduction activities.

Implemented. Achieved by the Project in May, 1979 by a Programmatic Revision.

8. It is recommended that three measurable objectives relating to technical assistance be consolidated in order to simplify reporting procedures.

Implemented. One of three measurable objectives of the FY 78 grant has been discontinued by the FY 80 grant.