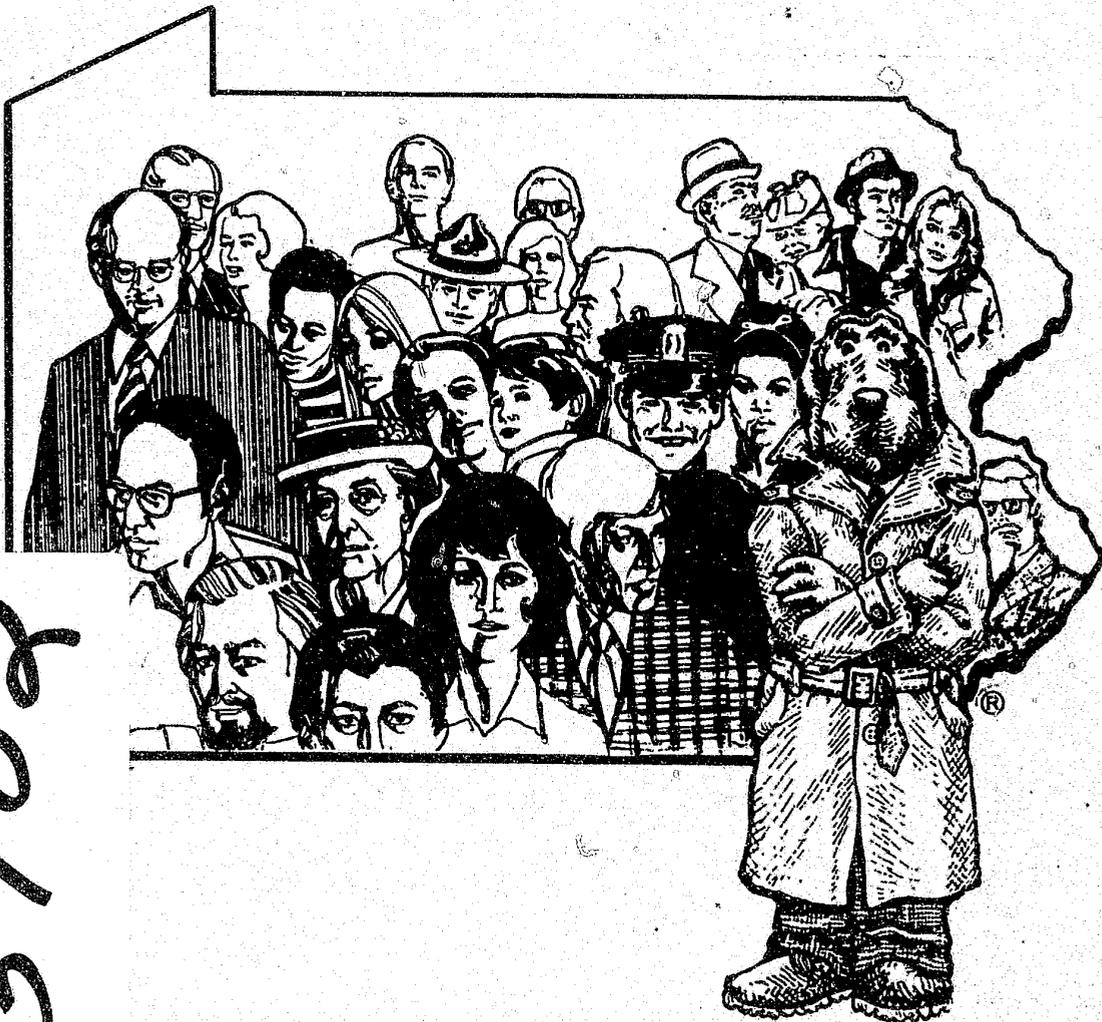


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# MODEL MUNICIPAL CRIME PREVENTION PROGRAM IMPLEMENTATION REPORT 1982 - 1984



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PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY

MODEL MUNICIPAL CRIME PREVENTION PROGRAM

IMPLEMENTATION REPORT

DECEMBER 1986

HARRISBURG, PENNSYLVANIA

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## PREFACE

The Pennsylvania Commission on Crime and Delinquency provides a variety of services to local governments in support of their efforts to develop and implement community crime prevention projects. These services focus on assisting the community in the planning, operation and evaluation of local programs designed to reduce criminal victimization through citizen education and neighborhood action. In supporting local efforts the PCCD has chosen to act as a facilitator through the provision of training, technical assistance and public awareness materials.

The Model Program Implementation Report provides an assessment of the roles and responsibilities undertaken by PCCD as it facilitated two demonstration projects of its Model for Municipal Crime Prevention Programs guidebook. The report examines the technical assistance efforts of the Commission for the City of Easton and Warminster Township (Bucks County) as these communities implemented the Model program's methodology. In addition to reviewing this technical assistance program, the report also analyzes the overall effectiveness of the management by objective approach utilized by the Model in organizing a community into a productive crime control mechanism.

While the report addresses only those activities directly related to the Model's implementation in the two demonstration communities, the insights into the complexity of community organization and its observations on the impact of technical assistance in these municipalities are applicable to a wide range of circumstances. It is the intent of this document to provide crime prevention practitioners and community organizers with a base of knowledge on crime prevention in general and PCCD's Model program concept in particular so they may profit from these experiences.

Should you have any questions or wish to discuss any of the points raised in the report, please call or write:

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## ACKNOWLEDGEMENTS

Implementation of the Model for Municipal Crime Prevention Programs demonstration projects in Easton and Warminster Township could not have occurred without the enthusiastic support provided by local officials in each community. Their efforts, both individually and collectively, contributed significantly to the successful implementation of these programs within each municipality. The Pennsylvania Commission on Crime and Delinquency would like to thank each of these communities for their willingness to participate in this endeavor and for their courtesy toward Commission staff during the entire project.

Special thanks are due to former Mayor Philip B. Mitman and Mayor Salvatore J. Panto, Jr.; Chief of Police William M. Cunningham and Crime Prevention Officer Donald B. English, for their dedication to the Model program project in the City of Easton. Their support, assistance and commitment to the project were instrumental in our selection of Easton as a demonstration site for the Model and in the overall impact which the project had in the City.

In a like manner, Mr. Edward V. O'Neill, Jr. of the Warminster Township Board of Supervisors, Chief of Police Elmer P. Clawges, and Officers Charles A. Cappuccio and Vincent O'Neill of the Warminster Township Police Department, made significant contributions to the Model Program's efforts in that community. Through their endeavors Warminster Township successfully implemented the Model, resulting in an increase in citizen-police efforts against crime.

The Commission on Crime and Delinquency's Bureau of Statistics and Policy Research, under the direction of Mr. Phillip J. Renninger, provided valuable technical assistance in developing and implementing the methodology for the citizen victimization survey utilized during the Model process. Additional thanks are due to Mr. Richard S. Morelli of the Bureau for his efforts in analyzing and reporting the results of these surveys.

## EXECUTIVE SUMMARY

Recognizing that many municipalities across the state were unable to generate successful community crime reduction efforts due to a lack of experience in managing a program, in 1981 PCCD developed a Model for Municipal Crime Prevention Programs. We also determined that a series of demonstration projects should be established to assess the Model's effectiveness so that local government leaders and police managers could have more confidence in using the Model. This report documents the methodology utilized by the Model to plan, implement, and evaluate two demonstration projects and assesses the impact of the Model's implementation. The sites of the demonstrations were the City of Easton and Warminster Township.

The results of these analyses indicate that the Model proved to be a valuable resource for each municipality to utilize in the planning, implementation, and evaluation of their community crime prevention initiatives. In addition, the report found that the support services and technical assistance provided by the Commission on Crime and Delinquency to both communities made a significant contribution to the final outcome in each municipality.

The demonstration projects also produced a variety of worthwhile findings regarding crime prevention, the Model, and technical assistance. The more significant observations noted in the report are:

- \* Despite considerable variance in the nature of the demonstration communities, crime prevention was accepted as a worthwhile strategy in both municipalities.
- \* Citizen volunteer leaders played a key role in the development and implementation of the community program.
- \* The endorsement of elected and appointed policymakers allowed each program to reach its potential.
- \* Given allowance for local perspective, there is a common process that is basic to community crime prevention organization.
- \* The concept of utilizing a guidebook is a valuable tool in community crime prevention programming.
- \* Successful utilization of the Model requires a concerned and motivated citizenry, a sense of community, and the ability of citizens to act effectively in a leadership role.

\* The Model presents an effective community crime prevention organization process.

\* Technical assistance efforts should be focused in the planning phase of the program.

Through the information contained in this report it is hoped that others involved in the establishment and management of community crime prevention efforts will be more effective in their endeavors.

# CHAPTER I

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY

A MODEL FOR MUNICIPAL CRIME PREVENTION PROGRAMS

A REPORT  
ON IMPLEMENTATION IN SELECTED PENNSYLVANIA MUNICIPALITIES

(1982 - 1984)

CHAPTER ONE  
INTRODUCTION

Responding to the needs of Pennsylvania's municipalities, the PCCD developed and assisted in the implementation of a guidebook for community crime prevention programs. The purpose of the Model for Municipal Crime Prevention Programs is to provide communities with a blueprint to enable them to establish, operate and evaluate a citizen-focused and supported strategy against crime. Between August 1982 and October 1984 PCCD provided technical assistance to field test the Model in two Pennsylvania municipalities which had agreed to act as prototypes.

This report analyzes the effectiveness of the Model approach in the planning, development and implementation of municipally-sponsored community crime prevention programs within the Commonwealth of Pennsylvania. It further reviews the support services provided by PCCD in order to ascertain their utility.

The crime data presented for both communities involved in the demonstration project has been analyzed and interpreted to serve only as an illustration of individual program differences and accomplishments; not as an evaluation of each project's effectiveness. Although the data presented could be utilized in preparing an evaluation of each program's operation, additional local information would need to be researched prior to developing conclusions regarding each municipality's efforts. The municipalities which agreed to participate are recognized for their willingness to undertake a new approach in crime prevention in order to better serve their citizenry.

The report is divided into chapters that provide an introduction to the Model and its development, describes the implementation in the two demonstration target areas, relates the operation to the Model activity steps, and, in the final chapter, presents findings for future initiatives.

## I. BACKGROUND

In response to interest expressed by Pennsylvania's law enforcement community, in 1978 the Pennsylvania Commission on Crime and Delinquency (PCCD) commenced a program aimed at supporting community crime prevention programs. Based on successful national, state and municipal precedents, it developed several strategies aimed at supplementing the efforts of police crime prevention practitioners.

The goal of the PCCD effort is to provide state of the art assistance in criminal opportunity reduction programming in a manner consistent with local perspectives. To that end, planning, operation and evaluation of community initiatives have been integral features of the Pennsylvania program since its inception.

The Basic Crime Prevention Course, first developed and presented in 1979 by PCCD to police crime prevention practitioners, allotted a considerable segment to instruct newly assigned practitioners on the intricacies of establishing and maintaining watch programs. Prior to the development of the Model Program, over 1,500 police officers attended the course during approximately 70 presentations.

Upon completion of the Basic Course, practitioners were provided technical assistance by PCCD staff in the form of on-site field consultations. These often took the form of meeting with elected and appointed policymakers and providing insights on how the program could best be implemented. Over 600 of Pennsylvania's 1,300 police departments in 1980 were noted as supporting community crime prevention programs through involvement in the Commonwealth Crime Prevention Program.

The Figgie Report Part IV (Reducing Crime In America - Successful Community Efforts) in 1983 commented on this strategy by stating, "The Pennsylvania Commission on Crime and Delinquency has sought to strike a balance between the features of a statewide program and local autonomous activities in crime prevention. It has tried to retain the best features and resources of each. The Commission uses a field network of technical assistants who bring training and information about crime prevention techniques and about the effective administration of crime prevention programs, directly to local police departments throughout the state. On-site training is always tailored to conditions and resources of the local police departments. It is also characterized by realism about the capabilities of crime resistance, about social and political conditions, and about the strengths and limitations of both state and local efforts."<sup>1</sup> With this philosophy PCCD met with the Commonwealth practitioner community in 1981 and proposed a significant programmatic modification.

<sup>1</sup>The Figgie Report Part IV: Reducing Crime in America, Successful Community Efforts, Willoughby, Ohio: Figgie International Inc., 1983.

This alteration was proposed after several observations came to light. Community Crime Prevention is a popular local government service in Pennsylvania. A June 1980 survey of 15,000 Commonwealth citizens by the Pennsylvania State University indicated this perception. When those surveyed were asked to determine their opinions on governmental preferences for the 1980s, it was found that "Crime Prevention and Police Services" was listed as the highest priority for local service. Approximately 72% of the respondents felt that they would like<sup>2</sup> officials to prioritize this service at a "higher" or "much higher" level.

One of the most notable reasons practitioners presented was that they felt that resources available at that time did not give them accurate insight on dealing with the social variables present in the community. They felt confident in delivering crime prevention services (i.e. Operation Identification, et al.) but had difficulty in developing and maintaining community programs.

In addition, they noted that often after an initial period of support, municipal officials took exception to the fact that community programs frequently did not prove their effectiveness according to the accepted principles of public administration. Other than a general assumption that crime prevention was producing positive results, program administrators often could not produce significant verifiable data. As a result, many lost municipal support and funding after a short period.

The first step to resolve this dilemma was to research current offerings on planning, operating, maintaining and evaluating community crime prevention programs. Through the assistance of the National Criminal Justice Reference Service and the National Crime Prevention Council, reference documents were made available and reviewed.

Particularly significant were documents by authorities in the criminal justice and community development fields. The Law Enforcement Assistance Administration published "A Program Guide - Comprehensive Crime Prevention Program" in 1980, which outlined the parameters of the federally funded Comprehensive Community Crime Prevention Program and was of invaluable assistance. Also, the American Planning Association's, "A Guide to Neighborhood Planning," served as a basis to guide municipalities in dealing with the dilemmas of community development programming.

In addition to these documents, staff visited a number of sites to realize how others had dealt with similar situations. A list of these resources is noted in the Model document.

Based on these experiences, staff proposed that the Commonwealth base its crime prevention efforts on a document that graphically provided the basis for community programming. The central tenet of the Pennsylvania program was and continues to be the advocating and support of community programs in order that crime prevention services cause citizen self-help initiatives.

<sup>2</sup> Pennsylvania: The Citizens' Viewpoint, University Park,  
Pennsylvania: The Pennsylvania State University, June, 1980.

It was decided that the Model for Municipal Crime Prevention Programs would be oriented to the unique needs of Commonwealth communities. Further, it was to be simple in approach, allowing for flexibility and ease of use. The myriad of social and legal factors inherent in Pennsylvania government were to be taken into account throughout the document. In that regard, the most valuable elements of the offerings available were capsulized and placed into a package that was uniquely Pennsylvanian in approach.

## II. MODEL FOR MUNICIPAL CRIME PREVENTION PROGRAMS

Based on recommendations from the state crime prevention community, a number of themes were incorporated into the guidebook. First, the accent was to be citizen involvement under police direction. The program was to be municipally-sponsored and involve elected and appointed policymakers in the decision-making process. Comprehensive programming through citizen involvement in a specific 'target' area would also be a key point.

If a community development program was already established under the auspices of a civic organization, the Model would be flexible enough to allow for crime prevention to be incorporated into their agenda. Research had established that many successful programs were community development in orientation and crime prevention was one of a number of topics that allowed citizens to take responsibility for their welfare in concert with the police and municipal government.

Though state, county and municipal government were involved as a partnership with each fulfilling a role that applied their unique resources, the emphasis was to be on the community. To that end, citizens were to be involved in decision-making and program development as much as possible. Also, each community is novel and it has agreed the process should account for flexibility in its composition and presentation.

Staff analyzed many methods for presenting the community development process and presented alternatives to the research team. The practitioners requested a manual that could be easily understood and would illustrate the relative progress of the program. In addition, given the differences inherent in each community, the document should be capable of acting as a 'building-block' where activities could be moved easily from one point in the sequence to another at the discretion of policymakers and local circumstances.

The narrative format commonly found in similar guidebooks available at that time was not considered compatible with the needs of the Commonwealth's practitioner community. A new approach structured along the lines of a flowchart was suggested to offer the advantage of simplicity and ease of use while being amenable to local perspectives.

PCCD, working with a representative sampling of the police crime prevention practitioner community, separated the basic functions of the community development process into activity steps. These activity steps were then delineated into planning, operations and analysis phases. The activity steps have been summarized in Exhibit 1.

Since the Model was developed in 1981, there have been a number of guidebooks produced. Exhibit 2 is a matrix that describes the relative similarities of each with the Pennsylvania effort. Since none of these illustrates the process in the same manner as the Model, it is difficult to translate these activities into the activity step format characteristic of the Pennsylvania guidebook. However, it is important to note that, no matter the method of describing each process, all have essentially common

features. The utilization of these activity steps in the prototype municipalities will be described in Chapter III.

PCCD staff noted that successful crime prevention programs took approximately three months to complete the planning phase. This was followed by approximately 40 weeks to develop the program with four weeks needed at the end of the first year to document results. With this in mind, the study team concluded that the Model would be limited to the first year of operation. While other guidebooks often do feature a detailed explanation of time frames for implementation, most focus on the first year as being crucial.

The document itself is separated into activity steps with each headed by a symbol explaining, in data processing terms, the portion of the flowchart being reviewed. Additionally, it consists of a narrative explaining the nature of the operation and any forms or reference materials that are needed by the practitioner. The theme is self-containment of each activity and facility of use.

The Model for Municipal Crime Prevention Programs was reviewed by the Pennsylvania crime prevention community and, with their concurrence, was ready for field testing in February 1982.

### III. TECHNICAL ASSISTANCE

Prior to the implementation of the Model, the PCCD had provided extensive technical assistance to municipalities involved in crime prevention programming.

To prepare for their role in advocating and assisting in the implementation of the Model, PCCD staff were provided a series of in-service training sessions. They were introduced, through instructional sessions, to the dynamics of municipal government administration as applied in Pennsylvania municipalities.

In this manner, staff were given the training and expertise needed for field consultations in support of the Model for Municipal Crime Prevention Programs. The technical assistance plan called for PCCD staff to be catalysts for local programs. They were to monitor relative progress of each initiative as it applied to the model document and assist when needed. A staff person was to be assigned to each municipality and assisted as needed. This eventually took the form of two days each week being on-site.

On occasion, when required, it was planned that specially tailored staff project teams would be assigned. This would occur when field victimization surveys were conducted.

Staff were required to complete a work plan when assigned to the project. A guide for developing that document is Exhibit 3. Further, the PCCD staff program monitoring report had to be completed each week. A copy is noted as Exhibit 4.

As PCCD staff were trained and the document received final approval, the program moved to its next phase -- the selection of the communities for field testing.

#### IV. MUNICIPAL SELECTION

Once the decision had been made to field test the Model, the project team scrutinized and proposed the localities within the Commonwealth best suited to offer realistic demonstrations.

In December 1982 staff surveyed 45 municipal crime prevention programs thought by the practitioner community to offer the optimum location for the Model Municipal Crime Prevention Program. These municipalities were reviewed in light of those criteria noted in the Model which included the commitment of local officials, relative incidence of crime and size of the municipality and its police department. Additional factors, such as stability of the municipal budget, community support and future crime prevention plans were also considered during the screening process.

The results of this survey indicated that four municipalities possessed many of the factors deemed essential to a demonstration community. These municipalities are noted in Exhibit 5. They are presented in no specific order. Further analysis of these communities led staff to recommend that the City of Easton (Northampton County) and Warminster Township (Bucks County) be designated as the initial field demonstration sites of the Model for Municipal Crime Prevention Program.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

EXHIBIT 1

ACTIVITY STEP SYNOPSIS

PLANNING PHASE

Activity Step #1 - Crime Prevention Training

Tasks:

1. Attend Advanced Crime Prevention Course.
2. Attend Municipal Officials Seminar.
3. Determine applicability of program to municipality.
  - A. Crime data (primary factor).
  - B. Citizen interest (secondary factor).
  - C. Justification for program based on expected results. Cost vs. benefits to community.

Activity Step #2 - Model Program Initiation

Tasks:

1. Meet with local police chief (if applicable) to obtain support for program.
2. Schedule meeting with municipal officials to propose involvement in program.
  - A. Select date/time/location.
  - B. Recommend attendees to program.
  - C. Draft agenda.
  - D. Conduct meeting.
3. Provide officials with sample letter of acceptance for program.

Activity Step #3 - Municipal Task Force

Tasks:

1. Determine task force membership from local officials.
2. Develop staff support for task force.
3. Review task force membership with municipal executive.
4. Provide sample letter of appointment for task force members.
5. Develop proposed functions for each task force member.
6. Schedule first task force meeting.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
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EXHIBIT 1

ACTIVITY STEP SYNOPSIS

PLANNING PHASE

Activity Step #4 - Planning Procedure

Tasks:

1. Select date/time/location for first task force meeting.
2. Draft agenda.
3. Review agenda with municipal executive.
4. Conduct meeting.

Activity Step #5 - Needs Assessment

Activity Step #6 - Community Analysis

Activity Step #7 - Crime Analysis

Tasks:

1. Assist planning agency in completing community profile report form.
2. Complete crime analysis report form.

Activity Step #8 - Needs Profile

Activity Step #9 - Needs Review

Tasks:

1. Meet with planning agency to review completed community and crime reports.
2. Develop preliminary recommendations for program.
3. Schedule task force meeting to review results of crime and community reports.
  - A. Select date/time/location.
  - B. Draft agenda.
4. Conduct task force review of preliminary recommendations.
5. Obtain decision from municipal executive to continue with program.

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EXHIBIT 1

ACTIVITY STEP SYNOPSIS

PLANNING PHASE

Activity Step #10 - Statement of Intent

Tasks:

1. Assist in drafting municipal statement of involvement.
2. Review statement with municipal executive.

Activity Step #11 - Advisory Group Formulation

Tasks:

1. Recommend candidates for Advisory Group.
2. Screen Advisory Group candidates.
3. Review selection list with municipal executive.
4. Draft letter of appointment of Advisory Group.
5. Schedule first Advisory Group meeting.
  - A. Select date/time/location.
  - B. Draft agenda.
6. Conduct first Advisory Group meeting.
7. Instruct group in function of researching potential resources for program.

Activity Step #12 - Program Preparation

Tasks:

1. Provide crime and community data to task force for selection of target area for program.
2. Assist task force in selection of target area.

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EXHIBIT 1

ACTIVITY STEP SYNOPSIS

PLANNING PHASE

Activity Step #13 - Initial Strategy Selection

Tasks:

1. Provide task force with information on available strategies to address crime:
  - A. Personal Security.
  - B. Community Action.
  - C. Target Hardening.
  - D. Environmental Design.
2. Assist task force in determining initial strategy for program.

Activity Step #14 - Resource Analysis

Activity Step #15 - Materiel Analysis

Activity Step #16 - Budget Analysis

Activity Step #17 - Manpower Analysis

Activity Step #18 - Resource Forecast

Tasks:

1. Research information for material forecast form.
2. Complete material forecast form.
3. Research information for manpower forecast form.
4. Complete manpower forecast form.
5. Review forecasts with task force.
6. Obtain municipal approval for utilization of local resources.

Activity Step #19 - Victimization Concerns Survey

Tasks:

1. Schedule date for Victimization Survey.
2. Determine local resources for conducting survey.
3. Training survey takers in appropriate duties.
4. Conduct Victimization Survey.
5. Analyze data from survey.
  - A. Coordinate with Pennsylvania Commission on Crime and Delinquency.

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EXHIBIT 1

ACTIVITY STEP SYNOPSIS

PLANNING PHASE

Activity Step #20 - Community Resources Forecast

Tasks:

1. Schedule Advisory Group meeting.
  - A. Date/Time/Location.
  - B. Draft agenda.
2. Conduct meeting.
3. Assist Advisory Group in assigning local resources to meet needs expressed in resource forecast.

Activity Step #21 - Resource Review Report

Activity Step #22 - Final Strategy Selection

Tasks:

1. Assist task force and municipal executive in determining final strategy selection for program.

Activity Step #23 - Action Plan

Tasks:

1. Complete Action Plan Narrative.
2. Complete Project Task List.
3. Complete Project Time Schedule.
4. Complete Action Plan to include:
  - A. Project Task List.
  - B. Project Time Schedule.
  - C. Material Forecast.
  - D. Manpower Forecast.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
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EXHIBIT 1

ACTIVITY STEP SYNOPSIS

OPERATIONS PHASE

Activity Step #1 - Community Organization

Tasks:

1. Coordinate recruitment of citizens for program by Advisory Group.
2. Develop training program for citizens.
3. Monitor training sessions for citizens in program tasks.
4. Instruct at citizen training sessions.

Activity Step #2 - Program Commencement

Tasks:

1. Develop media packet for program commencement.
2. Assist in planning, scheduling, and conducting the program commencement activities.

Activity Step #3 - Personal Security

Activity Step #4 - Target Hardening

Activity Step #5 - Community Action

Activity Step #6 - Environmental Design

Tasks:

1. Specific tasks for this section will be dependent upon which of the four strategies is selected by the task force.

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EXHIBIT 1

ACTIVITY STEP SYNOPSIS

OPERATIONS PHASE

Activity Step #7 - Performance Monitoring

Tasks:

1. Complete monthly report of Crime Prevention activities.
2. Complete Quarterly Project Time Schedule.
3. Complete Quarterly Narrative Report.

ANALYSIS PHASE

Activity Step #1 - Performance Data

Tasks:

1. Performance Analysis.
  - A. Community Action.
  - B. Target Hardening.
  - C. Personal Security.
  - D. Environmental Design.

Activity Step #2 - Victimization Concerns Profile

Tasks:

1. Pre/Post Survey Analysis.
  - A. Victimization Concerns Profile.

Activity Step #3 - Performance Report

Tasks:

1. Evaluation.
  - A. Program Efficiency and Effectiveness.
  - B. Comparison with Victimization Concerns Profile.
  - C. Impact on Future Target Area Planning.
  - D. Revisions.
  - E. Annual Reports.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
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EXHIBIT 2

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK ANALYSIS\*

Program Activity Steps	P1	P2	P3	P4	P5-7	P8-9	P10	P11	P12	P13	P14-18	P19	P20	P21-22	P23	01	02	03-6	07	Analysis Phase	A1	A2	A3	
Planning Phase	Crime Prevention Trng.	Model Program Initiation	Municipal Task Force	Planning Procedure	Community/Crime Analysis	Recommendations	Statement of Intent	Advisory Group Formulation	Program Preparation	Init. Strategy Selection	Needs Forecast	Victimization Concerns Sur.	Community Resources Forecast	Strategy Selection	Action Plan	Community Organization	Program Commencement	Strategy Implementation	Performance Monitoring	Performance Data	Victimization Con. Profile	Performance Report		
<b>Program Planning Guides*</b>																								
1. A Safe Place To Live (Insurance Information Institute and Crime Prevention Coalition)		X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
2. We Can Prevent Crime! (Iowa Crime Prevention Coalition, Inc.)	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
3. Comprehensive Crime Prevention Program (Law Enforcement Assistance Admin.)			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
4. Partnerships For Neighborhood Crime Prevention (National Institute of Justice)				X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
5. Standards For Law Enforcement Agencies Standard 45 (Crime Prevention) (Commission on Accreditation for Law Enforcement Agencies, Inc.)					X	X		X		X			X	X	X	X	X	X	X	X	X	X	X	
*Since guidebooks utilize a narrative format, comparison is for research purposes only.																								

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
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EXHIBIT 3

TECHNICAL ASSISTANCE  
WORK PLAN GUIDE

PURPOSE

The technical assistance work plan is a guide for the staff person responsible for assisting a municipality in implementing a successful municipal crime prevention program. The plan provides an outline of the activities required of the lead person to effectively accomplish the role of consultant to the municipality. It should be remembered that the focus of the document reflects the staff person's role, not the activities of the municipality, in attaining program goals. The actions described are to be completed by the staff person as he/she facilitates the local program.

FORMAT

Although the work plan format is patterned after the Action Plan found in the Model Municipal Crime Prevention Program, it differs slightly in that the Project Task List and Project Time Schedule are replaced by a section entitled: Activities for Achieving the Objectives. This section includes headings for both activities and proposed time frames. The format should follow this outline and be as complete as possible:

- Objective.
- Past and Current Situation.
- Forecast of Needs.
- Activities for Achieving the Objective.
- Follow-Up.
- Responsibility.

The work plan should cover a period of approximately three months. Since it is difficult to accurately project staff responsibilities over an extended period of time, additional work plans will be required for subsequent parts of the Model's lifespan.

## OBJECTIVE

This section will state in action terms the expected results of your involvement in the model community's crime prevention effort. The objective(s) described here should reflect those actions which you as a consultant will perform to assist the municipality in enacting their program.

## PAST AND CURRENT SITUATION

In this portion of the plan you will describe the past and present crime prevention programs/activities operating in the municipality. This review should include possible problem areas associated with past/current activities, deficiencies noted in the program which will have to be addressed via the new program, areas of successful activity, and a general evaluation of the crime prevention program's impact/effectiveness.

## FORECAST OF NEEDS

This statement will describe in a detailed manner the estimated resources which you will require to complete this work plan's objectives. The requirements listed here are those which you, as the technical assistance consultant, will need to accomplish your tasks, not those needs which the municipality may require.

## PROGRAM FOR ACHIEVING THE OBJECTIVE

Describe in this section the major activities which you must accomplish to complete a specific Activity Step or series of activity steps. This description should include the proposed action(s) to be taken by you, the estimated time to accomplish that task, and the projected completion date for your work as well as that Activity Step.

Remember that as a consultant to the municipality, your work assignments may differ markedly from the operational tasks of the crime prevention officer or other individuals. Generally, activities such as researching data, writing advisory documents, instruction, review of materials generated by crime prevention officers or advisory groups, meetings with municipal officials or citizen groups, evaluator of program activities, and providing planning assistance to the crime prevention officer or municipality are examples of staff roles in the Model. Other activities, as deemed appropriate, may be added to this list dependent upon local needs for a municipality.

FOLLOW-UP

The attached checklist of staff activity will be utilized by the lead person in describing his/her work in relation to a specific activity step or series of steps. This document will be completed weekly and forwarded to the Regional Coordinator for review and comment.

RESPONSIBILITY

Unless otherwise noted in the text of this Work Plan, all of the duties outlined in the Plan will be the responsibility of the staff person assigned to support the municipal program. Staff is reminded to utilize other individuals' expertise in program areas to support lead person's role in the local program.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

EXHIBIT 4

TECHNICAL ASSISTANCE  
MONITORING REPORT

Time Schedule Week #: \_\_\_\_\_

Date: \_\_\_\_\_

A. Municipal Actions:

1. List Activity Step(s) completed by the municipality during this period.

Step(s):

2. Describe the task accomplished by the municipality to complete each Activity Step noted above.

Step:

Tasks:

(If more space is needed, use reverse of form.)

3. List the Activity Step(s) which the municipality had ongoing during this period.

Step(s):

4. List those Activity Step(s) which the municipality plans to implement during the next report period.

Step(s):

B. Consultant Actions:

1. List the Work Plan Step(s) completed during this period.

Step(s):

2. List the Work Plan Step(s) which were ongoing during this period.

Step(s):

3. Check each type of service performed which assisted the municipality in completing the Activity Step(s) noted in A-1.

TA-1 Researching

TA-5 Consulting

TA-2 Writing

TA-6 Meeting With

TA-3 Instructing

TA-7 Planning

TA-4 Reviewing

TA-8 Other

4. On reverse, describe how each service checked above assisted the municipality in accomplishing the Activity Step(s) noted in A-1.

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Staff Person Completing Form

COMMONWEALTH OF PENNSYLVANIA  
 COMMISSION ON CRIME AND DELINQUENCY

MODEL FOR MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

Municipal Nominations\*

EXHIBIT 5

	POPULATION	BURG.	CRIME STATS**			MUNICIPAL BUDGET STATUS	SIZE OF DEPT. & STABILITY	COMMUNITY SUPPORT CW	PAST C.P. INVOLVEMENT	FUTURE C.P. INVOLVEMENT	ELECT MUN. SUPPORT
			RCBB.	LARC.	MVT						
South Whitehall Township (Lehigh Cty.) (1st class township)	15,919	135	4	479	16	Increase +	19 Full Comp./ Hiring 3 Full-Time	Positive-- Does not follow Model at this time	No trained CPO until recently	Positive-- Wants Full-Time CPO	Very Positive-- (C.P. priority)
Warminster Township (Bucks Cty.) (2nd class township)	35,919	349	15	981	81	Increase +	42/Steady	Very Positive-- Following Model at this time	Very good-- 2 full-time CPOs	Positive-- Want Model Program	Extremely Positive-- (Letter of Support to C.P. Program)
Lower Providence Township (Montgomery Cty.) (2nd class township)	18,559	166	6	447	22	Increase +	22/Recent Increase in force complement	Good--Will follow Model without PCCD inv.	Fair--calls for C.P. program/1 part-time CPO	Wants Model Program	Interested
Easton City (Northampton Cty.) (3rd class city)	25,982	611	67	963	55	Stable =	48 Full Complement/Stable	Very good-- Will follow Model without PCCD inv.	Very good-- 1 full-time CPO has done extensive Program Act.	Will implement Model Program	Interested

\*1982.  
 \*\*1981.

# CHAPTER II

## CHAPTER TWO MUNICIPAL PROGRAM IMPLEMENTATION

Once the two test municipalities were selected, plans were made for staff and municipal government to work closely in the implementation of the Model program. Throughout the course of the initiative, a sense of joint partnership between municipal government and the PCCD was a positive characteristic contributing to progress.

This chapter describes the operation of the Model program in the City of Easton and Warminster Township. The focus is on the operation from the perspective of the practitioner. The narrative, modified to fit the format of this report, has been drawn from municipal reports.

The first municipality presented the opportunity to implement the program was Warminster Township (Bucks County) followed by the City of Easton (Northampton County). The program was limited to these municipalities because of the experimental nature of the Model.

### I. WARMINSTER TOWNSHIP

#### INTRODUCTION

The Township of Warminster has a long history of involvement in crime prevention through police-directed programming. The municipality has a full-time crime prevention program under the direction of a trained crime prevention practitioner. The police chief was a supporter for the program, having attended several seminars on the subject, and served on several national and state advisory groups. With the advent of the Model program, the municipality displayed interest in implementation at an early stage.

Before reviewing the specifics of the Warminster program, some details on the municipality's characteristics are of value. Once this data has been reviewed, the Model experience will be reviewed in chronological order as noted in Exhibit 6. It will be presented in phases as noted in the Model document.

The municipality is located in Bucks County in southeastern Pennsylvania near, but not adjoining, the City of Philadelphia and the Township is bordered by several other townships including one in adjoining Montgomery County. Warminster is approximately ten square miles, containing a resident population of approximately 38,000 which increases to 52,000 during the work day due to the presence of a Department of Defense facility and several large civilian employers. There are over 500 industrial, commercial and business establishments within the confines of the Township as well as 11,000 single family dwellings and 1,750 apartment units. The municipality has several significant demographic features as noted in Exhibit 7. Most notable is the fact that a considerable amount of the residences are single family dwellings.

Warminster functions under the Pennsylvania Second Class Township Code. Operating under a council-manager form of government, five supervising council members elected at large appoint a manager to administer the municipality.

The Police Department in 1982 had 41 sworn police officers, including the Chief of Police, one Patrol Lieutenant, one Administrative Lieutenant, three Detectives, and one Traffic Safety Officer, in addition to the aforementioned Crime Prevention Practitioner. The remaining officers, at the time of the Model program, were assigned to patrol duty. Each squad is headed by a sergeant with five assigned officers to patrol the four sectors of the Township. Each squad contained officers acting as specialists in the following areas: Juvenile AID, Breathalyzer/Intoximeter, Accident Investigation, Crime Scene Investigation or K-9.

At the time of the commencement of the Model Program, the municipality had been able to gather an extensive amount of crime data for analysis as a result of an in-house computerized system. Exhibit 8 summarizes the serious crime for 1982 and illustrates that the municipality had a high incidence of crimes that could be reduced through opportunity reduction techniques. Specifically, there were a total of 386 residential burglaries reported for 1982 of which 257 were perpetrated against residences. In addition, there were 903 larcenies during the same time span. These two crimes, burglary and larceny, accounted for 90.2% of the Part I crimes reported to police in Warminster.

#### PLANNING PHASE

Through a mutual interest in the Model and community crime prevention, Warminster and the PCCD laid the foundation for the program. On August 30, 1982 the Warminster Police Department sponsored PCCD's Crime Prevention Awareness Seminar for municipal officials in Warminster and surrounding townships. It was extremely well received as municipal, county and state representatives expressed their interest in this effort.

This was followed by a later intensive briefing for five Township Supervisors in November. Staff had formulated a strategy for the police department which focused on the planning phase. This was well received as a formal request was presented in January for assistance for the Commission's staff in supporting the Crime Prevention Unit's efforts in implementing the Model Program.

On February 15, 1983 the PCCD notified Warminster Township that it had been selected to field test the Model Municipal Crime Prevention Program. The decision was based upon the conviction that the municipality had displayed commitment to crime prevention, had a problem that crime prevention strategies could impact upon, that the resources would be available to support the program and that elected officials, the police chief, and representatives of the community had a demonstrated interest in the program.

Following the acceptance of an agreement between the two entities, a municipal task force was appointed by the Warminster Township manager to assist with the program planning and to support the program in ways unique to each department. Exhibit 9 lists these participants and their functions.

In order to increase understanding and interest in the program, all municipal employees were invited to attend a three-hour orientation session on June 8 and 17, 1983. This session, jointly instructed by the PCCD and the Township crime prevention practitioner, reviewed the concept of crime prevention, community programming and the Warminster initiative.

This theme was carried to the police department. Though 14 officers had attended the PCCD Basic Crime Prevention Course, a significant proportion of the officers did not have an understanding of the program. In June, a training effort, similar to the one for civilian employees, was held for the entire department utilizing a police-oriented version of the same curriculum.

One of the first efforts of the practitioner centered on conducting a thorough analysis of crime in the community. Taking the figures previously illustrated, indicators and patterns which might indicate the form and strategy most effective for the Model Program were determined. Exhibit 10 describes the reported burglary patterns by patrol sector for the three years prior to the study. Exhibit 11 delineates these patrol sectors on a map of the Township.

Sector 2, the focus of previous crime prevention efforts, experienced a decrease in incidence of burglary over the three-year period. Based on the relatively high number of burglaries occurring in Sector 4, it was apparent that this area should receive consideration for the Model implementation target area.

In choosing a neighborhood where the initial community organization would take place, the task force reviewed the criteria described in the Model. These included a crime rate at least equal to or above that in the municipality, a size that can be realistically organized within the nine month operational time frame, and a sense of "community" among the citizens.

Since Patrol Sector 4 had the most incidence of crime, the task force recommended that the area be divided into two sections with the southern half selected as the target area and the north section designated as the control area. This proposal was discounted due to an opinion that it was too large to be organized effectively during the Model tenure.

As a result of these concerns, the task force had the Crime Prevention Unit further divide Patrol Sector 4 along neighborhood lines into areas of approximately 250-300 households and determine the burglary rate for each area. Based on this information, the Task Force decided to target a neighborhood as shown in Exhibit 11 of 356 households that had a burglary rate of one in 22 households. This compared to a Township rate of one in 37 households.

Another significant decision by the task force was the membership of an Advisory Group envisioned to be composed of community leaders and representatives. It would be the "citizens' voice" in the development of the program.

The Task Force chose an Advisory Group of 15 community leaders representing a broad spectrum of interests. They were affiliated with business and industry, schools, libraries, youth organizations, business and civic

organizations and the Community Action Townwatch organization which had an ongoing crime prevention program within the municipality.

The first meeting was held in May of 1983 and after an orientation on crime prevention the group was informed of the selection of the target area. Though in a later session the Group endorsed the selection of the proposed target area, they requested that the selection process in the future be a joint Task Force/Advisory Group effort.

A survey was conducted to determine citizen perception of the crime problem, actual victimization versus reported crime and the extent of use of crime prevention techniques. The pre-survey was conducted in May 1983. A copy of the survey instrument is contained in the Model for Municipal Crime Prevention Programs document. PCCD staff conducted the initial survey with assistance from the crime prevention office. The results of this and the post-survey are reviewed later in this report.

The Model emphasizes the importance of developing an action plan synthesizing the planning process into a comprehensive format for final review by the Task Force, Advisory Group and Township Supervisors. The approved document, which is the culmination of the insights gathered during the planning process, serves as the guide for program implementation.

In Warminster, the Crime Prevention Unit prepared an action plan titled, "Residential Crime Prevention Plan for Target Area." Major sections of the plan included the goal and objective statement that incorporated the crime prevention strategies for the program. It delineated the tasks to accomplish the goal and objectives, time-framed the tasks, and forecasted the personnel and material needs to support the program. The action plan document also summarized the past and present crime prevention efforts in Warminster, the crime analysis, community profile and target neighborhood information as described elsewhere in this study.

The goal of the program was to reduce the incidence of burglary and theft in the targeted area of Warminster Township by 25% in a nine-month period commencing on September 1, 1983 and terminating May 31, 1984. The objective was to establish 21 streets with a neighborhood watch organization with a minimum of 50% of the residents participating in such activities as street meetings and operation identification. The task list specified enlisting four district organizers and 42 street captains, conducting 21 Neighborhood Watch meetings and conducting 21 residential security surveys.

The criteria for a block watch group, as noted in the action plan, was that it be limited to 15-18 residences in a given block. Further, residents were required to attend two neighborhood watch meetings with a minimum of 50% participation at each session. The requirements were that one-half must participate in a security survey and the remainder must use Operation Identification. Participant stickers, as well as Operation Identification stickers, must be displayed on doors and windows. Each block was required to have a block captain and each district was to have an organizer responsible for a minimum of four blocks. The block captain was responsible to the district organizer who in turn reported to the Crime Prevention Officer.

In forecasting manpower needs, a realistic assessment was made of the time frame needed to accomplish the implementation of the plan including time for administration and coordination activities. It was estimated that 684 Crime Prevention Unit hours and 3,746 hours of volunteer time would be needed. Considerable crime prevention material was available since the unit had been in operation for many years. The estimated value of these items was approximately \$7,000. An additional \$641 was requested for 35 crime watch street signs, postage and office supplies. The budget was approved by the Township Supervisors when they endorsed the action plan in July.

With the approval of the action plan, as noted in the Model, the Planning Phase was completed.

#### OPERATIONS PHASE

Community organization is oriented to the perspective of the citizens who reside and work in a given area. For that matter, the guidebook restricts the number of activity steps (i.e. 7) and allows them to be broadly interpreted. This was true in the implementation of the Warminster program; however, some major tenets of the Model were modified.

Before the program is to be inaugurated, the Model calls for citizen volunteers to be recruited, trained and ready to organize the target area. The recruiting of volunteer leaders was begun in August but was not finished until early September. In addition, their training was not held until a month after the start of the official program. The Action Plan, endorsed by the Township, had specified four district organizers and two block leaders for each participating block. Instead of following this plan, teams of district organizers were recruited for five districts with a total of 12 individuals for this role.

In September 1983, the formal public announcement was made by Warminster Township commencing the program. At a meeting of the Board of Supervisors on September 6, a proclamation was read to that effect. In the target area on September 10, a Crime Prevention Fair was attended by approximately 50 citizens, formally beginning the program.

The initial list of possible organizers was provided by the Advisory Group. From this list, seven citizens agreed to assist in organizing the target area. An additional five persons were recruited by the Crime Prevention Unit through various other sources. They were all invited to a briefing in the Police Station at the Crime Prevention Office on October 6. At that time they learned about the program, duties of district organizers and received an overview on the training they were expected to attend. Those who still expressed an interest received their assignments and training dates. Exhibit 12 illustrates the target area districts with the organizer assignments.

Eight of the 12 district organizers received training by the Police Crime Prevention Unit in two evening sessions held on October 12 and 20, 1983. This course was also attended by 12 district organizers from watches established in other areas of Warminster.

In Warminster, the target area was divided into 23 blocks of 10 to 15 families. Block watchers were expected to attend two block meetings and receive awareness instruction on neighborhood watch, personal security, home security (with a survey, if requested), property marking, and the Warminster Township Crime Prevention Program. The program stressed citizens acting as the "eyes and ears" of the police and not to take part in any patrolling operations.

The first target area block watch meeting was held the evening of October 6, 1983, in the block designated as #10. At this meeting the Police Crime Prevention Practitioner instructed the 10 residents in attendance on how to determine and report suspicious and criminal activity, how to protect their property through a security survey of their homes, and how to engrave their valuables. Also, at this first meeting, which was typical of the others to follow, neighbors completed the block map and received other information on how the neighborhood watch program works. This block held their second meeting on November 10 when the Crime Prevention Practitioner explained personal security techniques. He also elaborated more fully on the Warminster Crime Prevention Program procedures, the importance of receiving information on crimes occurring in the area and holding quarterly block meetings.

By December 31 of that year, 11 of the 23 blocks had held their first block meetings and three of the 23 had held second sessions. During the month of December only two meetings were held early in the month due to the holiday season.

In January only three block meetings were held with none in February. To rekindle interest and increase program momentum, a meeting of the district organizers and interested block leaders was held on February 2, 1984. The dilemma was discussed in detail and alternatives for resolution were discussed.

It was on this occasion that a clarification of the definition of the goal of 50% participation by block residents was made. The group decided that at least half of the same households should attend both the first and second meeting. Also, they should engrave their valuables and conduct a home security check.

At the request of the district organizers, a letter was sent to all target area residents later in February informing them of the program's status and the expectation that 50% participation by a block would make them eligible for a street sign. The letter also included a map of the target area with the district organizers identified so that any resident not in a block watch could contact their respective organizer.

These efforts met with some success. By April, 14 of 23 first meetings and nine of 23 second meetings were held.

To remedy the problem, the police crime prevention practitioner and an experienced civilian volunteer organizer began canvassing the unorganized blocks to set up meetings and identify block leaders. This resulted in the scheduling of the first meetings in all but three of 23 blocks targeted for organization.

Exhibit 13 illustrates the level of program participation by June 30, 1984, the conclusion of the operation phase. Of the 23 blocks, seven block watches had 50% participation in the first two meetings, property identification and a security survey. Overall, 156 or 42% of the households in the target area had attended at least the first block meeting.

#### ANALYSIS PHASE

After the program establishes itself the Model envisions a period in which the results of the program are tabulated for review by policymakers. This takes the form of scrutinizing performance and victimization data as noted by administrative reports and victimization surveys.

This phase was accomplished in Warminster in October of 1984, four months after the last block was organized. There was a post-survey of 168 respondents to the May 1983 pre-survey. Of these 168 citizens, 131 were available for a resurvey with a set of 40 randomly chosen households selected for interview so that the sample size would be large enough to determine changes in victimization rates. Of these 40, a total of 30 households were represented in the final group of completed surveys.

The same survey instrument was used in the second initiative so that changes could be assessed after the neighborhood was organized and had received program information.

Appendix A documents the results of the victimization survey in Warminster Township. Highlights of this effort are the following:

1. The percent of households affected by the crimes studied fell from 29.2 to 23.6 per hundred households -- a decline of 19% in the area targeted by the program.
2. Forty-four percent of those surveyed had joined a neighborhood crime prevention group. Members were far more likely than non-members to have a home security survey, engrave their valuables, and install additional window locks; and were generally more likely to take other household crime prevention measures.
3. People who had a home security survey (whether group members or not) were far more likely than others to install alarms and additional door locks, and somewhat more likely to add outside lighting and window locks.
4. Perceptions about crime and attitudes about the community generally changed for the better. While crime was actually decreasing, 30% of those interviewed before the program thought crime was increasing. After the first year of the program, only 6% thought crime was increasing. The proportion who thought their risk of attack and theft was "going up" was 22% and 45% before the program. One year later, these proportions were cut in half.

Prior victimization was less likely to result in perceptions of generally increasing crime rates after the crime prevention program. Victims seemed more inclined to view their experiences as an isolated event or part of the normal level of crime.

5. Perceptions about crime trends and neighborhood safety before the program were statistically unrelated to whether a person joined a neighborhood crime prevention group. Group joiners were somewhat more likely to have been previously victimized, were somewhat younger, and were generally better educated than non-joiners. Housewives and retirees were less likely than others to join a group.

#### SUMMARY

On the basis of this data, the Model process did facilitate the organization of block watches and reduce to some degree the incidence and fear of crime. However, the Action Plan goal of 25% reduction of burglary and theft was not met. Several factors may have contributed to these findings indicating only a modest reduction in the number of incidents of criminal activity. The most obvious consideration is that the neighborhood was not organized at the 50% participation level. Only seven or 30% of the 23 blocks in the survey neighborhood had 50% of the households fully participating in the program. Further, the goal set of having the police crime prevention practitioner conduct a residential security survey of at least one home on each block was not met. Since the program was not fully implemented as proposed by the Model, this experience can not be used to fully evaluate the Model.

Another factor which may have contributed to the program results was the timing of the second survey which was conducted only four months after the last block group was organized. A follow-up survey in another eight to 12 months might have shown a different picture. As an additional factor in assessing program results, the sample size may have been too small to make accurate assumptions about the effect of the program on reducing crime.

While the program goal of 50% of the households fully participating in the program was not met, nevertheless significantly more households were involved in a crime prevention meeting during the year the program was instituted (57%) than the prior year (8%). This would indicate the importance of focusing block watch organization in a limited area for a specified period of time.

During this program, the PCCD provided 86 man-days of on-site technical assistance consultation. All parties have concluded that this effort was instrumental in maintaining program progress.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

EXHIBIT 6

WARMINSTER TOWNSHIP  
CHRONOLOGY

<u>DATE</u>	<u>EVENT</u>
August 1982	PCCD presents crime prevention seminar for Township officials and representatives of local citizens groups.
November 1982	PCCD briefs Township Supervisors on the Model Program.
January 1983	Warminster formally commits itself to initiating the PCCD Model for Municipal Crime Prevention Programs. The Township also requests technical assistance in implementing the program.
February 1983	Warminster Township Manager appoints a Municipal Task Force.  First Task Force meeting. Program introduced in orientation session.
March 1983	Second Task Force meeting discussing progress to date and input of the community's concerns and problems.  Third Task Force meeting presented an analysis of the crime problem in Warminster, discussed probable target and control area for Model Program and decided a Crime Prevention Advisory Group would be formed.
April 1983	Fourth Task Force meeting where proposed target area was adopted and membership for Advisory Group was decided.  PCCD holds second part of presentation briefing supervisors on Model Program.  Advisory Group appointed.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

EXHIBIT 6

WARMINSTER TOWNSHIP  
CHRONOLOGY

<u>DATE</u>	<u>EVENT</u>
May 1983	First Advisory Group meeting: members were introduced to the concept of crime prevention, target area was confirmed and a statement of intent suggested by the Model was adopted.  Fifth Task Force meeting: reported on Advisory Group, reviewed responsibilities of Task Force.  First Neighborhood Survey of target area.
June 1983	Second Advisory Group meeting: developed an Action Plan.  Township employees serving on Task Force attended two three-hour training sessions to better understand crime prevention and its techniques.  Third Advisory Group meeting: status reports and plans to begin the Model Program.
July 1983	Sixth Task Force meeting: training and Advisory Group reports, guidelines for district organizers of Neighborhood Watch programs and further plans to begin Model Program.  Action Plan and Budget receive approval.  Fourth Advisory Group meeting: reports on Program progress, crime prevention services and prospective district organizers.
August 1983	Fifth Advisory Group meeting: final plans for implementation of program.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
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EXHIBIT 6

WARMINSTER TOWNSHIP  
CHRONOLOGY

<u>DATE</u>	<u>EVENT</u>
September 1983	Township Supervisors met announcing the commencement of the Crime Prevention Program, a ceremony with neighborhood representatives followed.  Crime Prevention Fair for residents of target neighborhood.
October 1983	District organizers briefed on Crime Prevention Program and their prospective duties and necessary training.  Training sessions for district organizers in two evening training sessions.  First Block Watch meeting.
November 1983	Sixth Advisory Group meeting: organized target neighborhood and reviewed special Crime Prevention program.  Status report submitted to Township Manager.
January 1984	Seventh Task Force meeting: target neighborhood organization, crime prevention projects and next possible target site.  Seventh Advisory Group meeting: first target neighborhood status and information on next possible site.
February 1984	Meeting of district organizers and block watch leaders completely organizing target area needs.
March 1984	Eighth Advisory Group and Task Force meeting/buffet: selection of second target area.  Meeting of Township Supervisors: status report and briefing on Program for new members.
June 1984	End of first target area community organization phase.
October 1984	Second Target Neighborhood Survey.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
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EXHIBIT 7

SELECTED POPULATION AND LAND USE  
 CHARACTERISTICS FOR BUCKS COUNTY  
 AND WARMINSTER TOWNSHIP

<u>CHARACTERISTICS</u>	<u>BUCKS COUNTY</u>	<u>WARMINSTER TOWNSHIP</u>
POPULATION	479,211	35,543
AGE BREAKDOWN		
0-14	24	26
15-24	18	21
25-34	16	14
35-54	24	26
55 +	18	13
SEX (15 Years & older)		
Male	49	47
Female	51	53
INCOME (Family)		
-0- - \$ 9,999	11	10
\$10,000 - \$14,999	11	10
\$15,000 - \$24,999	30	29
\$25,000 - \$49,999	41	44
\$50,000 -	7	7
RACE		
White	96	95
Black	2	.5
Oriental	0	3
Other	2	2
<hr style="border-top: 1px dashed black;"/>		
Spanish Origin	2	3
LAND USE		
Single Family	66	85
Multi-Family	15	14
POPULATION DENSITY	791.0 sq. mile	3,558.0 sq. mile

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
 IMPLEMENTATION REPORT

EXHIBIT 8

WARMINSTER CRIME PREVENTION PROGRAM

POLICE DEPARTMENT

CRIME ANALYSIS REPORT FORM

January - December 1982

CRIME TYPE SUMMARY

Burglary	<u>386 #</u>	<u>27</u>	% of all Part <u>1</u> crimes
Residential	<u>257 #</u>	<u>18</u>	%
Commercial	<u>129 #</u>	<u>9</u>	%
Robbery	<u>12 #</u>	<u>.8</u>	% of all Part <u>1</u> crimes
Armed	<u>8 #</u>	<u>.5</u>	%
Strong-arm	<u>4 #</u>	<u>.3</u>	%
Larceny	<u>903 #</u>	<u>63.2</u>	% of all Part <u>1</u> crimes
Auto Theft	<u>90 #</u>	<u>6.3</u>	% of all Part <u>1</u> crimes
Auto	<u>67 #</u>	<u>4.6</u>	%
Commercial	<u>12 #</u>	<u>.8</u>	%
Motorcycle	<u>11 #</u>	<u>.7</u>	%
Murder	<u>0 #</u>	<u>0</u>	%
Rape	<u>5 #</u>	<u>.4</u>	%
Assault	<u>32 #</u>	<u>2.2</u>	%

TOTAL NUMBER OF PART 1 CRIMES: 1428

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EXHIBIT 9

WARMINSTER TOWNSHIP  
MUNICIPAL TASK FORCE

DUTIES AND RESPONSIBILITIES

Police Department

Management of the crime prevention program.

Warminster Township Planning Commission

Incorporate crime prevention in Township planning.

Fire Marshall

Review crime prevention environmental design proposals  
in light of fire safety.

License and Inspections

Review new construction including additions to existing structures  
with Crime Prevention Officer to identify security weaknesses.

Study the feasibility of including crime prevention considerations  
relative to the existing building codes and new code requirements.

Train Code Enforcement Officers to identify security risks and  
bring the matter to the attention of the owner.

Municipal Authority

Train authority personnel to detect and report suspicious activity  
while driving through the Township.

Train meter readers to bring security risks to the attention of  
property owners.

Library

Produce and distribute a list of resources available for crime  
prevention through the library.

Promote community crime prevention awareness by utilizing displays  
in the library.

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EXHIBIT 9

WARMINSTER TOWNSHIP  
MUNICIPAL TASK FORCE

DUTIES AND RESPONSIBILITIES

Public Works

Conduct a feasibility study to determine if metal crime watch signs can be attached to existing poles on residential streets.

Develop Utility Watch program.

Parks and Recreation

Conduct engraving program to identify all department equipment.

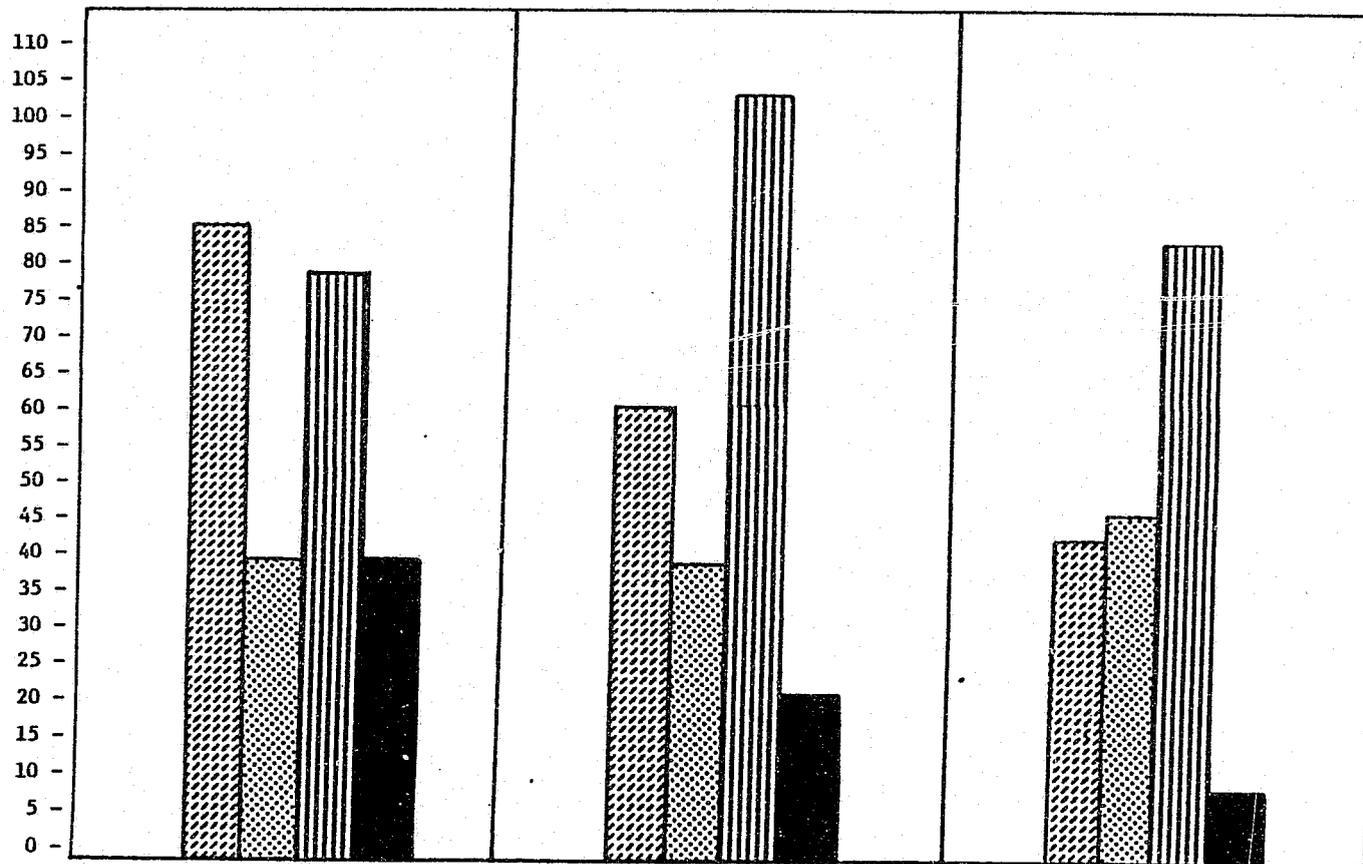
Provide information to all sports and recreational organizations, and the general public during department sponsored activities.

In addition to these municipal departments, the Bucks County Planning Commission was also represented on the Task Force to provide detailed maps and data for a community profile.

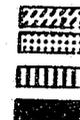
PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
 IMPLEMENTATION REPORT

EXHIBIT 10

RESIDENTIAL BURGLARIES BY  
 PATROL SECTOR FOR 1980, 1981 AND 1982



SECTOR 2 - bordered by Countyline, Valley, Bristol and York Roads  
 SECTOR 3 - bordered by Countyline, York, Bristol and Jacksonville Roads  
 SECTOR 4 - bordered by Countyline, Jacksonville, Bristol and Davisville Roads  
 SECTOR 5 - Warminster Heights

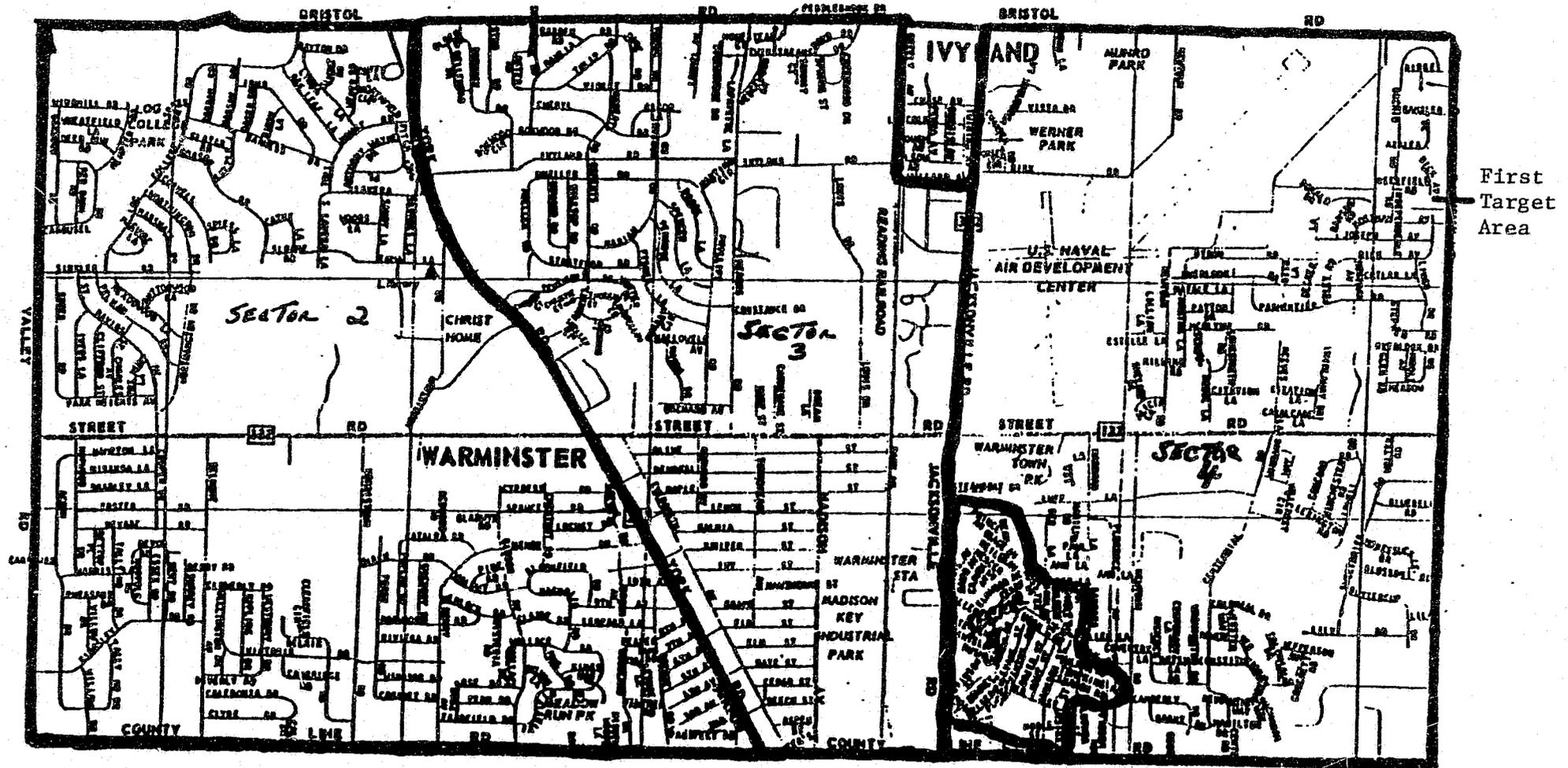


PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT.

EXHIBIT 11

WARMINSTER TOWNSHIP (BUCKS COUNTY)  
POLICE PATROL SECTORS

38



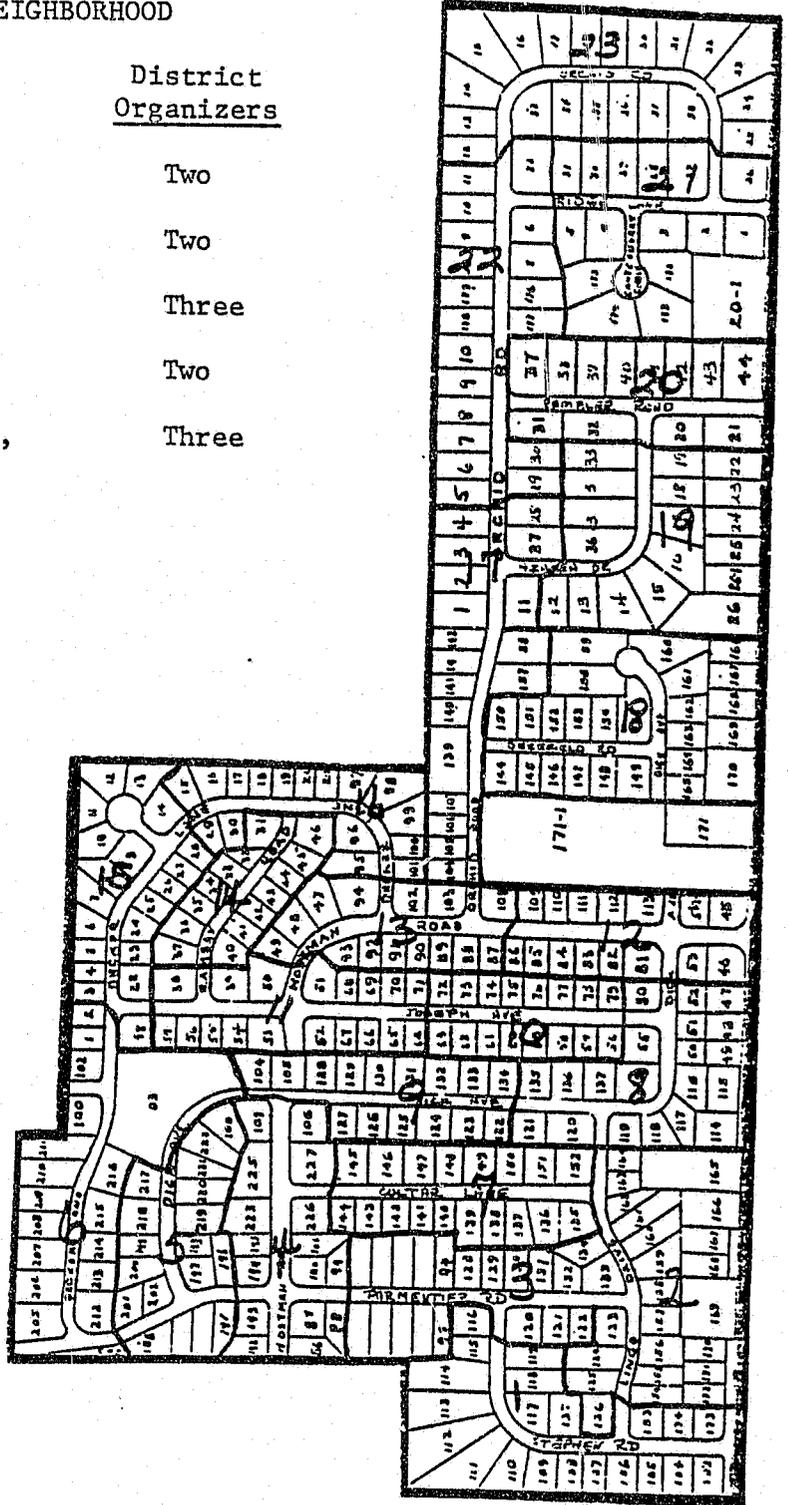
First  
Target  
Area

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
 IMPLEMENTATION REPORT

EXHIBIT 12

WARMINSTER TOWNSHIP COMMUNITY CRIME PREVENTION PROGRAM  
 TARGET NEIGHBORHOOD

<u>Districts</u>	<u>District Organizers</u>
Blocks 1, 2, 3, 7	Two
Blocks 4, 5, 6, 9	Two
Blocks 8, 10, 11, 12	Three
Blocks 13, 14, 15, 16	Two
Blocks 17, 18, 19, 20, 21, 11, 23	Three



PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
 IMPLEMENTATION REPORT

EXHIBIT 13

WARMINSTER CRIME PREVENTION PROGRAM  
 FIRST TARGET AREA  
 PROGRAM PARTICIPATION  
 JUNE 30, 1984

Block Number	Number of Homes	Meeting No. 1	Meeting No. 2	Engraver	Security Survey
1	22	7	3	4	0
2	17	11	-	0	0
3	17	5	-	1	0
4	16	8	9	4	2
5	16	8	12	8	8
6	15	6	8	6	10
7	18	-	-	-	-
8	15	5	-	3	0
9	15	8	7	2	-
10	16	11	8	8	8
11	18	10	9	9	9
12	15	8	8	8	8
13	14	7	7	9	7
14	14	10	-	10	-
15	20	-	-	-	-
16	16	3	-	-	-
17	16	-	-	-	-
18	20	8	6	-	-
19	12	9	7	6	6
20	12	6	7	1	5
21	11	5	5	-	-
22	18	11	9	9	9
<u>23</u>	<u>20</u>	<u>10</u>	<u>7</u>	<u>4</u>	<u>4</u>
	373	156	112	92	76
		42%	30%	25%	20%

7 Block Watches met the criteria of 50% participation in each aspect.  
 13 Block Watches had 50% participation in the first meeting.  
 20 Block Watches held at least one meeting.

## APPENDIX A

### CITIZEN VICTIMIZATION SURVEY WARMINSTER TOWNSHIP (1983-1984)

#### Purpose

The primary purpose of this survey is to evaluate the effect of a crime prevention program on Warminster Township, Bucks County. Surveys were conducted before and after the program, with the first survey providing the baseline information for comparison with the results of the second survey. Analysis is focused on both the level of participation in crime prevention activities and the impact on crime and attitudes about crime.

#### Methods

A survey form was developed by the PCCD to be a part of the Model Crime Prevention Program. For the first survey, staff of the PCCD, assisted by citizens from the Township, visited 168 randomly selected households from the 368 households in the area targeted by the Crime Prevention Program in Warminster Township. Surveys were conducted in May 1983. A scientifically selected individual in each household was interviewed so that the survey results would not be biased toward the type of individual likely to be at home when the interviewer first arrived. Approximately one year later, during October 1984, 131 of the original 168 households were re-interviewed. Since 37 households were not available to be interviewed for the second survey, 30 households not included in the first survey were added to the second survey group, bringing the second survey total to 161 households. Analysis involving overall changes in crime or in attitude will use all data from each of the two samples. However, analysis involving age, race and sex or analysis matching first responses with second responses will use the 131 households in both sample groups.

Sampling, while saving time and money, results in a certain amount of error when generalizing about the full 368 households. Fortunately, the sampling error can be scientifically estimated. In interpreting results, when the proportion of households responding in a certain way is near 30%, (for example, if 30% of interviewed households were to report being victimized) the sampling error is  $\pm 4\%$ ; when it is near 15%, the error is  $\pm 3\%$ ; and when it is near 5%, the error is  $\pm 2\%$ . (Two-tailed test, 90% confidence level.)

#### General Characteristics of Households and Interviewees

The 168 households surveyed the first year contained 395 persons age 18 and older for an average of 2.35 adults per household. Of the 395, 202 (51.1%) were males, 193 were females. The average age of those 18 and older was 41.2 years. (Among the 168 persons interviewed, 57.1% were male; and the average age was 43.8 years.) Racially and ethnically, 98.2% of the respondents were white and not of hispanic origin. Eighty-three percent of the respondents were married, 8% were never married, 5% were widowed, 4% were divorced or separated, and 1% were living as a couple. With respect to education, 32% were college graduates, 27% had some college, 35% were high

school graduates, only 4% had some high school and 2% did not finish high school. The median family income was slightly in excess of \$30,000 for the 77% who were willing to reveal their income. Only 5% of the respondents had lived in the community for less than three years; 17% for three to five years; 42% for six to fourteen years; and 35% for 15 years or longer. (Since 81% of the second survey consisted of the same people, the above information was not re-tabulated.)

#### Neighborhood Likes and Dislikes

Respondents were asked to select from a list of things they liked about their area. In the first survey, the reason selected most often (60%) was the price of housing. This reason was followed most closely by "location - close to work, school, relatives, friends" at 56%. Other major reasons were "good schools" (51%); "neighborhood characteristics" (49%); and "property characteristics" (45%). The following year, the follow-up survey revealed that "neighborhood characteristics" was the most common reason (88%) followed by the price of housing (62%). Other major reasons in the follow-up survey were "location" (60%) and "close to shopping" (44%), and "low crime" (42%). (The lists of choices in the first and second surveys were not identical. The common items were: neighborhood characteristics, price of housing, and location. It should be noted also that the question in the first survey asked for reasons why you selected to live in the area, while the question in the follow-up survey asked what you like best about the area.) While the questions on the two surveys were slightly different, it is worth noting that while only 49% of the neighborhood, 88% after the crime prevention program, liked the characteristics of the neighborhood. Much of this change may be due to the presence of the crime prevention program, which involved neighborhood organization.

Respondents were also asked to decide things they did not like about the area in which they lived. The reason most frequently cited (by 36% of the residents) in the first survey was "inadequate public transportation." This was followed by "other" (which we have not analyzed) (27%); and "crime and the fear of crime" (16%). The second year the most frequent reason was still "inadequate public transportation" (44%), which was followed by "other" (30%) and "traffic/parking" (21%). "Crime and fear of crime" dropped only slightly to 13%. Overall, there was little difference in the reasons given for disliking the area.

## VICTIMIZATION

### Incidence of Crime

Respondents in the survey were asked to indicate whether or not their household, they themselves, or another member of the household were victimized in the past year in each of certain offense classes (using easy-to-understand definitions of the crimes). The survey form did not request information on the number of times that a household, respondent, or other individual may have been victimized. Therefore, we can determine only the percentage of households that have been touched by each of certain crime categories, but we cannot determine how many criminal incidents there were. Table 1, below, shows the percent of individuals or households that had been victimized during a one-year period prior to implementing the crime prevention program and the one-year period following implementation.

Table 1: Victimization Rates (including attempted crimes)  
for Crimes Occurring in the Area by Percent of Households Affected

	<u>Before</u>	<u>Percent*</u> <u>After</u>	<u>Change</u>
1. Any offense (or attempt) against a person or household	29.2	23.6	-5.6
2. Any offense (or attempt) against any person in the household	12.5	9.9	-2.6
a. Robbery	0.0	0.0	0.0
b. Assault (no weapon) incl. threats	1.8	2.5	+0.7
c. Confidence	10.7	7.5	-3.2
1. Consummated	1.2	1.2	0.0
2. Attempt only	9.5	6.8	-2.7
3. Any offense against the household	20.8	18.0	-2.8
a. Burglary - consummated	4.2	4.3	+0.1
b. Burglary - attempted only	2.9	3.7	+0.8
c. Theft from outside house (not auto)	5.4	4.3	-1.1
d. Auto theft (including attempt)	1.2	3.1	+1.9
e. Part of auto (including attempt)	7.1	6.2	-0.9

\*Detailed offense may not total to aggregate groups due to multiple victimizations.

We can see from the above table that the more common type of offense was against a household rather than directly against an individual. Among offenses against the person, only about 2% were of a violent nature, and none of those involved a weapon. The bulk of the offenses against a person were of the property type; specifically, confidence offenses.

The data reveals a decrease in crime between the two years. The percent of households touched by crime dropped from 29.2% to 23.6%, a change of 5.6%. It is necessary at this point to examine whether the result may be due to sampling error and whether the change was also experienced outside the target area. We know statistically that a certain degree of variation can occur between samples due to the fact that only a sample of the community was surveyed. The estimated error of the figure 29.2% of households touched by crime in the first survey is  $\pm 4.3\%$  at the 90% confidence level. That is, the odds are 90% that the actual percent reported in the survey would have been between 24.9% and 33.5% if every household had been surveyed. Since the rate reported in the second survey was 23.6%, and since this is below the range we might expect by chance, it is reasonable to conclude that the recorded drop was not due entirely to chance.

#### Victimization According to Personal and Household Characteristics

Households in which the average age of adults is under 40 years were more likely to be victimized by household crimes than were households with a higher average age. Of the households with an average age below 40, 27% were touched by household crime during the first year, compared to only 18% for households with an average age above 40 for adults. During the second year, the above percentages fell to 24% and 12% for the two age groups, respectively -- a slightly greater decrease for the over-40 age group. Survey data suggests that confidence victimization also (including attempts) may be a function of age. Among respondents in the first survey below 40 years of age, 15% reported confidence offenses compared to only 7% for respondents over 40 years of age. Results the second year were more nearly equal at 6% and 5%, respectively. While few in number, the victims of violent crime the second year -- assaults without a weapon -- had an average age of 28.5 years compared with an average of 46 years for those not victimized. The relationship between age and other offenses, if any, could not be determined due to the small number of offenses involved.

There was no statistically significant relationship between victimization and the sex of the respondent. There was also no relationship between household offenses and length of residence in the community. Similarly, there is no indication of a relationship between household victimization and family income.

#### Patterns of Victimization

Households that reported being victimized the first year seemed more prone to being victimized the second year than those not earlier victimized. Of the households reporting some form of victimization (including attempt) during the first survey, 42% reported victimization during the second year compared to only 13% of those households not reporting victimization during the first year. (This difference is highly significant statistically.) Along the same lines, while the numbers are small, it is worth noting that

two of the respondents who were interviewed in both surveys reported assault-related victimization in the first year. Both of those two respondents, and no others, reported assault-related victimization in the second year. (It is possible, however, that one or both people reported the same incident twice.)

#### PERCEPTIONS OF CRIME

Respondents were asked, "Within the past year or two, do you think that crime in your neighborhood has increased, decreased or remained about the same?" Responses were as follows:

	<u>Before</u>	<u>After</u>
Increased	30%	6%
Decreased	10%	35%
Same	46%	45%
Don't Know	13%	14%

While a near majority felt both years that crime has remained about the same, of those who think it has changed, there has been a substantial shift from a feeling that crime has generally increased, to a feeling that crime has decreased. Those feeling that crime has increased dropped from 30% to 6% while those believing crime decreased has changed from 10% to 35%. The perceptions of men and women were somewhat different in that 4% of the men in the second survey thought crime had increased, while 9% of the women thought crime had increased. As previously discussed, our data show a decrease in crime; but since rates have been relatively low throughout the two-year period, it is not surprising that a small decrease would go relatively unnoticed.

In reviewing perceptions of crime trends before and after the implementation of the crime prevention program, it was found that of those who thought crime was increasing during the first year, only 11% still thought crime was increasing the second year and 40% thought crime was decreasing the second year. Of those who thought crime was decreasing the first year, none thought crime was increasing, and 71% thought crime was still decreasing. Perceptions during the second year of those who thought crime was the same during the first year were about average -- 5% believing crime increased and 37% believing crime decreased. It can be concluded from these results that regardless of prior perceptions of crime trends, perceptions after the crime prevention program were generally in the direction of decreasing crime. It should be noted here that some of the reported change in perception may be due to the desire by some respondents to tell the interviewer what he or she thinks the interviewer wants to hear, but this effect cannot be measured.

Perceptions about whether crime is increasing or decreasing are unrelated to the age or length of residence of the respondent. As one would expect, perceptions of crime trends were related to whether or not the respondent was a victim of crime within the past year. However, the magnitude of the relationship changed the second year. During the first year, among the 29% of respondents whose households were touched by crime in some respect, over half (51%) felt crime was on the increase and 4% thought it was decreasing. During the second year, of the 24% who were touched by crime, only 11%

thought crime was on the increase and 40% thought crime was on the decrease -- somewhat greater than the 35% overall who felt crime is on the decrease. The change in the effect of victimization on attitude is, therefore, striking. It is possible that the presence of the crime prevention program, including participation in block organizations, has resulted in victims feeling that their brush with crime was more likely an isolated incident rather than evidence of a general increase in crime.

Respondents were also asked, "In your opinion, which of the following statements best describes your chances of being a victim of a personal attack." In addition, they were asked, "In your opinion, which of the following statements best describes your chances of being a victim of a theft." The responses of all surveyed are:

<u>Response</u>	<u>Attack</u>		<u>Theft</u>	
	<u>Before</u>	<u>After</u>	<u>Before</u>	<u>After</u>
Going up	22%	11%	45%	23%
Going down	4%	11%	7%	15%
Have not changed	64%	62%	45%	53%
No opinion	10%	16%	3%	9%

For both offenses and both years, a majority or near majority feel that their chance of becoming a victim has not changed. However, for both offenses, the proportion who believe their risk of victimization has gone up is reduced by about half; while the proportion who feel their risks have gone down has more than doubled. It is interesting to note that the change in attitude about risk of victimization did not change as much from the first to the second survey as did attitudes about crime trends in general. With respect to attack, after the program, the same number, 11%, feel that their risks have gone up as feel that their risks have gone down. With respect to theft, the percent who feel that their risks have gone up is still significantly greater than those who feel their risks have gone down. It appears, then, that the program has had more of an effect on people's perception of crime trends in general than on their perception of their own risk of victimization. For both types of offenses, women were more likely to respond "going up" with the exception of theft the second year. With respect to attack, 29% and 13% (before and after) of women and 17% and 9% of men thought their chances of being a victim have gone up; and for theft, 51% and 21% of women and 40% and 24% of men thought their chances had gone up. The change in risk perception was generally greater for women than for men. The most dramatic example is theft: the percent who thought their risk was going up dropped from 51% to 21% of the women surveyed. Perceptions on risk of victimization do not appear to be related to age or length of residence.

Again as would be expected, for both surveys those whose household had been touched by crime during the previous year were more likely to believe their chances of being a victim have gone up compared to those who were not victimized. The percentages of "personal attack" are 31% and 32% (before and after) for victims and 19% and 5% for non-victims; and for "theft," 67% and 45% for victims and 35% and 16% for non-victims. Belief in an increasing risk of victimization dropped by the second year for all groups except victims' perceptions of their chances of a personal attack. Perhaps

fears for personal safety are harder to shake than fears of property crimes when recently affected personally by crime.

Comparing individual responses of those surveyed before and after implementation of the crime prevention program, we see that of those who believed their risks were going up the first year, nearly half changed their opinion to "no change" in perceived risks the second year. These figures are shown in the tables below. Note also that for both offenses, of those who first thought their risks were increasing, about a third still felt their risks were increasing after the second year.

Changes in Perceived Risk of Attack:  
First vs. Second Survey Responses

"Before" Survey	(N*)	"After" Survey				Total
		Up	Down	No change	No Opin.	
Going up	(27)	37%	11%	48%	4%	100
Going down	( 6)	33%	0	33%	33%	100
Have not changed	(87)	3%	13%	72%	12%	100
No opinion	(11)	0	18%	36%	46%	100
All	(131)	12	12	63	14	100

\*Number of respondents of the 131 persons interviewed twice.

Changes in Perceived Risk of Theft:  
First vs. Second Survey Responses

"Before" Survey	(N*)	"After" Survey				Total
		Up	Down	No change	No Opin.	
Going up	(61)	31%	15%	49%	5%	100
Going down	( 8)	25%	38%	25%	13%	100
Have not changed	(60)	8%	15%	72%	5%	100
No opinion	( 2)	0%	0%	(50)	(50)	100
All	(131)	20	16	58	6	100

\*Number of respondents of the 131 persons interviewed twice.

In a third set of questions involving feelings of personal safety, respondents were asked: "How safe do you feel, or would you feel, being out alone in your neighborhood at night?" A similar question was asked about their feelings during the day. Responses were as follows:

Feeling	Night		Day	
	Before	After	Before	After
Very safe	37%	39%	82%	85%
Reasonably safe	50%	46%	17%	15%
Somewhat unsafe	11%	14%	1%	1%
Very unsafe	2%	2%	0%	0%

Unlike the perceptions discussed previously, there is no significant change in feelings about being alone in the neighborhood in the second year, beyond what one might expect from chance variation in the survey results. Perhaps the primary difference in this set of questions is that it deals with feelings rather than cold estimates of crime trends and risks. Another factor that could be considered is that relatively few people feel somewhat or very unsafe even at night. Therefore, there is relatively little room for improvement.

Among those whose households had been touched by crime in the first year, 18% felt somewhat or very unsafe at some time compared to 11% of non-victims. These percentages were nearly equal in the second year: 15% and 16% respectively.

As with other attitudes about crime, men typically feel more secure than women (at least, their responses would so indicate). The first survey showed that among women, 21% feel unsafe at some time during the day or night compared to only 7% of the men. Comparable figures from the second survey were 31% of women and 2% of men - an increase for women and a decrease for the men. While the results are not highly significant statistically, there was more of a tendency in both surveys for older age groups than younger groups to feel less than "very safe" at some time during the day or night. The same general tendency is true for "length of residence" as for age--especially in the second survey.

#### CRIME PREVENTION ACTIVITIES

Respondents were read a list of crime prevention measures relating to themselves and their household and were asked to identify those taken during the last 12 months. Among household prevention measures, the biggest change between the two years occurred in the proportion engraving their valuables - jumping from 6% to 34%. The program encouraged this activity and made engraving equipment readily available. In the area of personal prevention, the proportion joining a neighborhood crime prevention group increased from 4% to 44%.

The following table shows the results for all surveyed, before and after the crime prevention effort in the community. In addition, the table shows percentages of those who reported in the second survey that they had joined a neighborhood crime prevention group.

Table 2: Percent of Respondents Taking Prevention Measures:  
Before vs. After, and by Neighborhood Group Membership and Security  
Surveys

<u>Item</u>	<u>Percent</u>					
	<u>All Responses</u>		<u>"After" Survey</u>			
			<u>Neighborhood Group Membership</u>		<u>Household Security Survey</u>	
	<u>Before</u>	<u>After</u>	<u>Yes</u>	<u>No</u>	<u>Yes</u>	<u>No</u>
<u>Household Prevention Measures</u> (In order of decreasing frequency, second survey)						
Engraved valuables	6	34	59	14	N/A	N/A
Installed additional door locks	36	30	35	27	46	27
Installed additional outside lighting	21	17	23	13	27	16
Had a home security survey	*	14	27	3	XX	XX
Installed additional window locks	13	13	24	4	18	12
Installed alarms	7	9	10	8	23	7
Other (not analyzed)	9	7	13	2	-	-
Purchased watch dog	8	5	4	6	5	5
None	45	40	27	51		
ANY HOUSEHOLD PREVENTION MEASURE	55	60	73	49		

\*Not included in first survey.

Personal Prevention

Joined a Neighborhood Crime Prevention Group	4	44	XX	XX		
Other (not analyzed)	3	8	7	8		
Purchased a repellent such as mace	5	4	3	6		
Purchased firearm	4	3	3	2		
Only leave house day or night with a friend	2	3	3	2		
Learned self-defense tactics	2	1	1	0		
None	81	47	XX	XX		
ANY PERSONAL PREVENTION	18	53	XX	XX		

Crime Prevention Meeting

Attended a meeting	8	57	94	27		
Heard of a meeting (no attendance)	24	35				
ANY PREVENTION MEASURE	60	80	88**	52**		

\*\*Not including joining a group or attending a meeting.

Upon counting the total number of crime prevention measures taken, either relating to the household, to the individual, or attending a crime prevention meeting, the following results were obtained:

<u>Number Prevention Measures</u>	<u>Percent of Households</u>		<u>N'hood Group Members*</u>	<u>Non-Group</u>
	<u>Before</u>	<u>After</u>		
<u>Members*</u>				
0	40	20	23%	48
1	26	19	18	28
2	16	20	21	13
3	11	9	18	7
4	5	14	6	2
5 to 8	4	18	14	2

\*Not including joining a group or attending a meeting.

The percent in the community who did nothing in the way of a crime prevention activity was reduced to half - from 40% to 20% after the program. (Note that joining a neighborhood group or attending a meeting counts as an activity.) In addition, a fairly high percentage in the community took three or more steps towards crime prevention: 20% in the first survey vs. 41% in the second survey.

Interestingly, households touched by crime in the prior year were not significantly more likely to add to their crime prevention than households not touched by crime. However, there was a difference between victims and non-victims with regard to the number of prevention measures taken. Among households reporting victimization in the first survey, 33% took three or more prevention measures during the previous year compared to 13% taking three or more measures among non-victimized households. The difference between victims and non-victims the second year was less dramatic: 50% of victimized households, compared to 38% of non-victimized households, took three or more prevention measures. This change could be due to the program, which emphasized to all the value of prevention measures.

We will turn now to the effects of perceptions about neighborhood crime and fear of crime on prevention measures. The first survey showed that those who thought crime to be increasing were slightly more likely than average to implement a household prevention measure (61% vs. 55% average), while those who thought crime to be decreasing were below average (at 35%). The second survey revealed somewhat different results. Nine of the ten (90%) who believed crime to be increasing took some form of household crime prevention measure; and 68% of those who thought crime was decreasing took some form of prevention measure. Both of these groups are more likely than average to take crime prevention steps - the average being 60%. Those who thought crime rates were unchanged or who had no opinion were below average in crime prevention measures.

Households that had implemented one or more household prevention measures during the year prior to the program were more likely than the average household to take additional household prevention measures during the first year of the crime prevention program. Apparently the motivating factors that were in effect prior to the program were still working after the program. One would expect that at some point a person or household would reach a saturation point at which all or most reasonable prevention measures had been taken, but apparently such saturation had not been reached in the households that had added to their security before the program.

Of those households taking one or more crime prevention measures before the program, 72% took another household measure the next year compared to only 42% of those who did not take a prevention measure the first year. Looking at the same figures another way, of those who took a crime prevention measure during the first year of the program (i.e., on the second survey), 67% had taken some household crime prevention measure the prior year compared to 37% of those who took no crime prevention measure during the first program year.

#### Prevention Activities and Neighborhood Group Membership

Several types of household crime prevention were much more common among those who joined a neighborhood crime prevention group than among those who did not, as can be seen from Table 2. Activities especially related to group participation include: engraving valuables (59% vs. 14%), having a home security survey (27% vs. 3%); and installing additional window locks (24% vs. 4%). Installation of additional door locks and additional outside lighting is also related to group membership, but because the percent of group members conducting those activities is similar to the percent of all community members before the crime prevention program, it is likely that group membership did not have an effect on this activity. It is likely, however, that those people inclined to think about home security problems would be inclined to join a group as well as to install door locks and outside lighting even without the group. No doubt this factor is to some degree responsible for other differences observed between those who joined and those who did not join a group, but the degree of this effect cannot be measured.

As previously stated, Table 2 shows that 27% of those joining a crime prevention group had a home survey and only 3% of non-group members had a survey. Eighty-six percent of the people taking the home survey were members of neighborhood groups. Taking the home security survey seemed to be an important factor in the installation of alarms and additional door locks. For these prevention measures, taking the survey seemed to be much more of a factor than simply being a member of a neighborhood group. Of those with security surveys 23% installed alarms compared to only 7% of those with no survey; and 46% of those with surveys installed door locks compared to 27% of those who did not take the survey. Installation of outside lighting was also related to taking a survey, but no more so than

the relation to neighborhood group participation. Comparisons between the effects of group membership and the home security survey on each of the prevention measures can be seen in Table 2.

#### WHO JOINS A NEIGHBORHOOD GROUP?

Persons who were available to respond to both surveys were divided analytically into two groups: those who joined a neighborhood group and those who did not. The groups were compared with respect to attitudes, demographic variables, and victimization variables to determine differences between them. Responses to the first survey were used since we want to look at factors existing prior to the decision to join a group, not attitudes, etc. that may have been a product of group membership. Results are shown in Table 3. It should be noted that results of this random sample may vary somewhat from any records that may have been kept of all group members due to sampling error.

Of the factors analyzed, there seemed to be few major differences between those who joined and those who did not join the group. Joiners were no more likely than non-joiners to feel that crime has increased or to feel unsafe outside alone at night.

Group joiners are only slightly more likely to have been victimized by crime during the prior year - about a third of joiners were victims and about a quarter of non-joiners were victims. Any pre-conception that neighborhood crime prevention groups are composed primarily of people who have been victimized or who are highly afraid of crime and/or feel crime is greatly on the increase, should be dispelled by the above figures.

With respect to demographic data, joiners and non-joiners are very similar with the following two exceptions: First, joiners are generally better educated than non-joiners. Forty-three percent of joiners are college graduates and only 23% of non-joiners have college degrees. Second, group members tend to be slightly younger than non-group members.

One might theorize that because they have time available, housewives and retired people might be more likely candidates for crime prevention groups. However, the data are contrary to this expectation - only 18% of group members are housewives or retired compared to 31% of non-group members.

Table 3: Percent of Prevention Group Joiners and Non-Joiners Responding to First Survey Items on Perceptions, Crimes and Demographics

<u>First Year Responses</u>	<u>Percent of Joiners (N=58)</u>	<u>Percent of Non-Joiners (N=73)</u>
<b>Perceptions</b>		
Crime Has Increased	31	26
Crime Has Decreased	14	8
Crime Unchanged	43	52
Feel Unsafe Outside Alone at Night	9	15
Risk of Personal Attack Gone Up	24	18
Risk of Personal Attack Gone Down	5	4
<b>Victimization</b>		
Victim of Household Crime Only	28	18
Anyone Victim of Personal Crime	14	12
Any Victimization - Household or Person in Household	35	26
<b>Demographics</b>		
Male	59	53
Female	41	47
High School Grad. or Less	28	47
Some College	29	30
College Grad. and Beyond	43	23
Married	93	89
Employed Full-Time	69	53
Employed Part-Time	7	11
Housewife	16	25
Retired	2	6
<b>Family Gross Annual Income</b>		
Under \$20,000	10	13
\$20-29,999	19	22
\$30-34,999	12	10
\$35,000 and up	40	36
<b>Age of Respondent</b>		
Under 40	45	35
40-49	31	33
50-59	17	18
60+	7	15

## CONCLUSION

After one year of operation, the crime prevention program in Warminster Township, Bucks County, has likely resulted in more widespread use of household crime prevention methods, especially the engraving of valuables and the addition of locks on windows and doors. The use of deterrence to personal violent crime, such as carrying mace, remains low even among those who joined crime prevention groups. This is not surprising since the rate of violent crime in the township remains low.

The level of participation in neighborhood groups, as measured by those who responded that they had joined one in the second survey, is a respectable 44%. A full 92% of those surveyed said they had at least heard of a crime prevention meeting, so publicity was apparently effective.

While crime rates were only reduced to the degree experienced in other parts of the county, there is a strong indication that residents surveyed feel more positively about their community. Perhaps because of the greater sharing of information about the rates of crime in the community and the support from other members of crime prevention groups, those who were victimized seemed less likely to feel that crime was on the increase in the neighborhood - that is, they were more likely to take a more realistic view that theirs was an isolated incident, and that the community is still a relatively safe place in which to live.

It should be recognized that the second year survey can only measure, at best, program results after one year of operation - and that year was the year the program was getting off the ground. What has happened and will happen after the first year of implementation will depend on the follow through of the community in participating and encouraging participation in the program.

## II. EASTON

### INTRODUCTION

Crime prevention is an integral part of the Easton Police Department's efforts to reduce criminal activity. A full-time practitioner has directed the City's crime prevention program since 1978. Following exposure to the Model program's concept at a PCCD Workshop for Municipal Officials, the City expressed an interest in emulating this approach.

In preparing to review Easton's program it would be beneficial to briefly detail some of the City's characteristics. As with the previous section, Easton's efforts will be presented in chronological order based on the three phases of the Model concept. Exhibit 14 provides this chronology.

Easton lies at the extreme eastern edge of Northampton County at the confluence of the Lehigh and Delaware Rivers. Although not the largest municipality in the County, it serves as the county seat and is the focal point for most business, commercial, and civic activities. Easton is bordered by several smaller boroughs and townships to its north, west, and south while Phillipsburg, New Jersey lies across the Delaware River to the east. Easton covers approximately eight square miles with a resident population of approximately 26,000. Single family units account for approximately 60% of the City's housing with the remaining 40% comprised of multi-family units. Exhibit 15 provides an overview of demographics for both the City and Northampton County. Several items are noteworthy in this illustration, especially the income breakdown, the housing mix, and the population density.

Easton is governed under the provisions set forth in the state's Third Class City Code and has adopted a mayor-council form of administration. This form of government consists of a mayor and, in this case, five council members elected at large.

The Easton Police Department had a complement of 50 sworn officers in 1983 including the police chief, field services and staff/auxiliary services captains, a criminal investigation unit, records division, parking enforcement and crime prevention units. The remainder of the Department's personnel were assigned to patrol duties in one of three platoons.

Selected crime data for the City during an 18 month-period immediately preceding the initiation of the Model Program indicated that many of the crime types reported within Easton could be effectively addressed utilizing the strategies presented in the Model. Exhibit 16 provides a summary of this data. Of particular interest to the municipality were the property crimes of burglary and larceny. Specifically, there were 567 burglaries reported during the period of which 419 were residential. Additionally, the crime summary notes that 130 of the 179 attempted burglaries were reported as residential while 639 of the 1,290 thefts recorded during that period were also targeted at residences. Of the five crime categories analyzed by the municipality in Exhibit 16, burglary and theft account for 87%.

## PLANNING PHASE

Initiation of the Model concept in Easton came as a result of a PCCD sponsored workshop for locally elected officials in the Allentown-Bethlehem-Easton area during the fall of 1983. This workshop, attended by City officials and police department representatives, laid the foundation for the municipality's interest.

Following that workshop the City requested that PCCD provide a briefing for the Mayor and Council on the Model and its applicability to Easton. This program was presented on March 24, 1983 at a special seminar for municipal officials, city administrators, and representatives of community groups. The presentation was well-received with the City formally committing itself to the Model Program and requesting assistance from the Commission to support Easton's efforts to implement this program. Designation of Easton as the second municipality selected to field test the Model Program's methodologies was based upon the City's demonstrated interest in and commitment to community crime prevention.

Subsequent to its designation as a Model Program community, the Mayor appointed a Municipal Crime Prevention Program Task Force to coordinate the City's involvement. Composed of administrators of various City departments, the Task Force was charged with assisting in the development of the Easton program and supporting its efforts in their areas of responsibility. The Task Force's members and their responsibilities are described in Exhibit 17.

Once the Task Force became organized its efforts centered on developing crime and community profiles as a basis for understanding its crime problems. Utilizing the data contained in the Crime Analysis Report, Exhibit 16, the crime prevention officer noted that in the area of Sector 4 the amount of residential burglary and attempted burglary exceeded all other patrol sectors for the City. In addition, this sector reported the highest amount of theft from residences and the second highest number of robberies. Based on these figures Sector 4 was further analyzed to determine the nature of crime in that area. Mapping of the crimes reported in that sector indicated that a two square block area bounded by 10th Street on the east, 12th Street on the west, Northampton Street on the north, and Lehigh Street on the south, showed a concentration of criminal activity.

Having identified a potential area for the program's implementation, the Task Force met to review this recommendation in light of the general criteria contained in the Model for a target area. Based on the crime rate, size, and the community characteristics, the Task Force selected the area in Sector 4 for its target area. Exhibit 18 is a map of the City with the target area highlighted.

In an effort to generate community support for the crime prevention program, the Mayor appointed a Citizen's Advisory Board comprised of community leaders. The Board was comprised of 18 civic leaders. Members included business, civic, religious, governmental, and educational representatives plus leaders of the City's elderly community. The initial Board meeting took place in June 1983 with an orientation to the Easton Municipal Crime Prevention Program. Through resignations and membership changes the Board eventually contained 15 active members.

In July the Task Force approved the program's goals and objectives and discussed the selection of crime prevention strategies for use in the target area. This process was based on the crime figures previously reviewed and the nature of the community.

During the latter part of July, five PCCD staff and 15 citizen volunteers conducted a random survey of households in the target area. The survey determined the perception of crime as measured against reported crime and the current level of citizen participation in selected crime prevention activities. This data was collected to provide a base line of information for comparison at the conclusion of the effort. The survey instrument utilized in Easton mirrored that used in Warminster.

One of the principles of the Model's approach to community crime prevention programming is the formulation of a plan of action. Easton's plan, developed by the crime prevention practitioner and founded on the information gathered during the planning phase of the program, was designed to guide their efforts during the operations phase. The goals were to reduce targeted crimes (burglary, theft, attempted burglary, and criminal mischief) by 30%; to reduce personal crime victimization by 20%; to increase the reporting of target crimes and to decrease the fear of crime during the 12-month period commencing October 1, 1983. Program objectives included the organization of ten block watch groups in the target area with a minimum of 40% of the households on that block participating, to have 45% of the block watch households involved in Operation ID, and to provide a training session for each block organization on personal safety, target hardening, and crime reporting.

Implementation costs for the program in both manpower and materials were determined by assessing the tasks involved in initiating the program. It was estimated that the crime prevention practitioner would need to devote 865 hours and approximately 2,650 hours of volunteer time would also be needed. Materials were estimated to cost \$3,580; however, due to the availability of items already in stock in the crime prevention office, or available from the PCCD at no cost, the actual expenses requested by the program totalled \$1,500. These expenses included crime watch signs for participating blocks, 35mm slide programs for training sessions, a McGruff costume, and miscellaneous office supplies.

Acceptance of the action plan occurred during the September Task Force meeting with a program commencement date set for October 20, 1983. Based on the Task Force's endorsement, the planning phase of the Model was completed in September.

#### OPERATIONS PHASE

Easton's efforts during the Operations Phase of the Model were focused toward organizing the pilot area into a number of block watch groups. These groups would provide a neighborhood approach to observing and reporting crime to police. Although the Model document provided a seven-step sequence for operating the program, it was understood that some altering of these steps would occur when a municipality implemented their program.

The primary objective of the municipality's program was the organization of ten of the 16 blocks of the pilot area into watch groups. These ten groups would be under the leadership of four sector coordinators who would act as liaisons between the police crime prevention officer and the block watch leaders. Recruitment of the sector coordinators was accomplished utilizing citizen volunteers from two community groups which were already in place in that area of the City. Due to the small number of blocks to be organized the action plan was modified to recruit only two sector coordinators. A second change to the plan occurred when the recruitment of the ten block captains for the program could not be accomplished prior to the program's commencement date. As a result, the action plan's activity steps were modified to schedule the block captain recruitment effort after the program was initiated. This change was predicated on the belief that the commencement of the program would stimulate citizen interest in the pilot area and, in turn, spur residents of the neighborhood to participate as block captains.

Easton's municipal crime prevention program had its debut at a public ceremony on the evening of October 10, 1983. The formal public announcement of the program's initiation was made by the Mayor during ceremonies conducted at a neighborhood church. More than 200 area residents, invited guests, and dignitaries attended this event.

Utilizing names from attendance lists recorded during the commencement program, recruitment of block captains was initiated with the first training session in mid-November. However, when it became apparent that the sector coordinators had been unable to recruit a single block captain, the starting date for the community organization effort was rescheduled to January. This change was based on the need for more time to recruit leaders, the disruptions of the holiday season in November and December, and the benefit to the recordkeeping process of a January 1 start date. To insure that recruitment of block captains was accomplished prior to the rescheduled start date, the crime prevention officer assumed that responsibility.

The initial training classes for block captains and sector coordinators were conducted on December 21 and January 4 with a total of 13 individuals attending. During March a third training class was presented by the crime prevention officer for two additional citizen leaders from the pilot area and six others representing watch groups in other parts of the City. Training classes for the block captains/sector coordinators were conducted at the police department utilizing a two-hour program which included presentations on how the police department responds to crime; the block watch program and what its purpose is in the neighborhood; a review of the job descriptions for coordinators, leaders, and watchers; and an explanation of the support materials utilized in the program.

Upon completion of the two-hour training session, block captains were instructed to begin organizing the residents on their street. Although one block held an organizational meeting in November, prior to the selection of a captain, the remaining blocks were organized as a result of the block leader training conducted in December 1983 and January 1984.

Completion of the Operations Phase of the Easton project occurred on September 30, 1984 (nine months after the actual initiation of the community

organization effort). At that time ten blocks had conducted their organizational meetings and instituted the property identification component of the program. Of this group six blocks conducted a second meeting dealing with crime reporting while four blocks completed all four meetings.

#### ANALYSIS PHASE

Upon completion of the community organization activities contained in the Operations Phase, the Model provides for a series of tasks designed to summarize the program's efforts and impact within the target community. Crime and victimization data provide a basis for evaluating the program's impact while effort is monitored via administrative reports which measure performance against the action plan's objectives. Information collected during this process can then be reviewed by municipal decision-makers in assessing the program.

Assessment of the target community's perception of crime and victimization patterns occurred in Easton during October 1984. A post-survey was conducted of the 177 households which had been interviewed during the pre-program survey in July 1983. During the 15 months separating the surveys, a number of residents departed from the target area thereby reducing the post-survey size to 140 households or 79% of the original respondents. Conduct of the post-survey was accomplished utilizing a survey instrument nearly identical to that employed in the pre-project interviews.

Appendix B documents the results of the victimization survey in Easton. Highlights of the information collected during the surveys are:

1. The percent of households affected by the crimes studied (robbery, assault, burglary, theft, confidence) fell from 46.3 to 32.9 per hundred households -- a decline of 29%. While serious crime was generally decreasing over the time period under study in the City of Easton, the number of reported offenses City-wide fell no more than a third as much in any one year as compared to the target area. In other words, crime in the target area fell at least three times as fast as the decline City-wide.
2. Thirty percent of those surveyed had joined a neighborhood crime prevention group. Members were far more likely than non-members to engrave their valuables -- 48% vs. 8%; but membership seemed to have no effect on other crime prevention activities.
3. The percent of households taking some form of crime prevention measure (including joining a group or attending a meeting) increased from 60% to 69%.
4. Victimization among households is not random: of the victims of household crime the first year, 51% were victimized the second year compared to only 16% of the households not victimized. This suggests that efforts at preventing repeat victimizations might have a greater effect than efforts directed at all households equally.

5. Perceptions about crime and attitudes about the community changed somewhat for the better. While crime was actually decreasing, 32% of those interviewed before the program thought crime was increasing. After the first year of the program, 19% thought crime was increasing. The proportion who thought their risk of theft was "going up" was 40% before the program. One year later, this proportion was cut in half. Perceived changes in the risk of attack and fears about being out alone at night were not changed.
6. Those who joined a neighborhood crime prevention group were, in general, only slightly different from those who did not join. Group joiners tended to: feel less safe outside alone at night; be a prior victim; be more educated; be married; be employed and have a higher income; and be slightly younger. Housewives and retirees were not more likely to join.

Crime data for the program during the period January through December also indicates that the pilot project area was successful in reducing crime in its neighborhood. Exhibit 19 depicts reported crimes for selected crime types in each of the City's patrol zones for 1983 and 1984 with percent changes. Also included in the Exhibit are City-wide statistics for these years and figures for the pilot project area. These figures indicate that although reported crime in the City had decreased by 5% during the time frame analyzed, crime in patrol zone 4, which contains the pilot project area, fell 18% and crime in the pilot project area was reduced by more than 30%.

#### SUMMARY

Victimization information and reported crime data for the pilot project area indicate that the Model process was successful in reducing the incidence of selected crimes and changing citizens' attitudes regarding their vulnerability. As noted earlier, the Action Plan set goals of reducing targeted (burglary, theft, attempted burglary, and criminal mischief) property crimes by 30%; of reducing targeted personal crimes (purse snatching, mugging, and armed robbery) by 20%; and decreasing citizen perception and fear of crime by 25%. Based on the crime incidence report depicted in Exhibit 19 the goals for reducing targeted crimes were exceeded for both property and personal crimes. Additionally, citizen perceptions of crime in the pilot area changed somewhat for the better with the number of residents who thought crime was increasing reduced from 32% of those interviewed before the program to only 19% after the first year's effort. This constitutes a 41% (13 percentage points) decrease.

It is worthwhile to note that the three major goals of the Easton program were accomplished even though several of the specific objectives established in the Action Plan were unmet. Although each Block Watch group was to have a minimum of 40% of the households participate in the program, this was not realized in every block. Similarly, the objectives to conduct four residential security surveys each month in the pilot area and to provide

training sessions to each block group on personal safety, target hardening and crime reporting were not fully attained. A factor which may have contributed to this situation was the difficulty experienced by the program in recruiting leaders for the block watches. As this problem caused several delays in implementing the community organization component, many block groups did not have sufficient time during the operations phase to complete all of their training.

Based on the information provided by the City's own crime figures and the results of the PCCD victimization/attitude surveys the methods espoused by the Model for organizing a community into an effective crime deterrent were successfully implemented in Easton. A precipitating factor of this result, as noted by the program's leaders, was the provision of 90 days of on-site technical assistance support from the Pennsylvania Commission on Crime and Delinquency at an estimated cost of \$11,500. This roughly approximates the expenditure of resources in the Easton effort. This support coupled with the efforts of the crime prevention practitioner and the many citizens who volunteered their time and resources to the program, aided immeasurably in the results of this program.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

EXHIBIT 14

CITY OF EASTON  
CHRONOLOGY

<u>DATE</u>	<u>EVENT</u>
January 1983	The City Council endorses the presentation of a PCCD seminar on community crime prevention programming.
March 1983	<p>PCCD presents a crime prevention seminar for City officials and representatives of local citizens groups.</p> <p>Easton formally commits itself to initiating the PCCD Model for Municipal Crime Prevention Programs. The City also requests technical assistance in implementing the program.</p> <p>Mayor establishes Municipal Crime Prevention Program Task Force.</p>
April 1983	<p>Task Force conducts initial meeting including orientation session to the Model Program and Easton's involvement.</p> <p>City Planning Bureau and Crime Prevention Officer complete data collection for crime analysis.</p> <p>Second Task Force meeting reviews crime and demographic data, adopts program continuation statement, and discusses establishment of a Citizens Advisory Board.</p>
June 1983	<p>Task Force adopts strategy area for program in the West Ward Section of the City and screens nominees for Citizens Advisory Board.</p> <p>Mayor appoints members of Advisory Board.</p> <p>Citizens Advisory Board conducts orientation meeting for members.</p>

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

EXHIBIT 14

CITY OF EASTON  
CHRONOLOGY

July 1983

Task Force meets to approve program goals and objectives and to discuss crime prevention activities for use in the West Ward strategy area.

Citizen Advisory Board meets to discuss the area selected for the program, adopt program goals and objectives, and develop a statement of intent for the Board.

PCCD staff and citizen volunteers conduct victimization survey of strategy area.

August 1983

Citizens Advisory Board receives presentation on crime prevention from PCCD.

Crime Prevention Officer and PCCD conduct in-service training program for police department on the concept of crime prevention and the Easton program.

September 1983

Citizen Advisory Board meets to review preliminary results of victimization survey and proposed plan for the strategy area.

Task Force approves Action Plan and budget for the program. October 20, 1983 selected as commencement date.

October 1983

Citizen Advisory Board adopts principles of the Action Plan and discusses methods for encouraging citizen support for program.

Program commences in strategy area of the West Ward.

Sector coordinators selected for program.

December 1983

Recruitment and training of citizen block watch leaders is initiated.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

EXHIBIT 14

CITY OF EASTON  
CHRONOLOGY

January 1984	Inauguration of new Mayor. Pilot project receives endorsement from new Administration.
January - March 1984	Block watches are initiated in 50% of the pilot project area.
June 1984	Action initiated to designate area for 1985 project. Crime analysis project completed using 1984 data.
October 1984	Citizen volunteers conduct post project victimization survey.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
 IMPLEMENTATION REPORT

EXHIBIT 15

SELECTED POPULATION AND LAND USE  
 CHARACTERISTICS FOR NORTHAMPTON  
 COUNTY AND THE CITY OF EASTON

<u>CHARACTERISTIC</u>	<u>NORTHAMPTON COUNTY</u>	<u>CITY OF EASTON</u>
POPULATION	225,418	26,027
AGE BREAKDOWN		
0-14	20%	20%
15-19	9%	11%
20-44	35%	35%
45-64	23%	19%
65+	13%	15%
SEX (15 yrs. & older)		
Male	49%	48%
Female	51%	52%
INCOME (Family)		
-0- - \$ 9,999	25%	41%
\$10,000 - \$14,999	15%	16%
\$15,000 - \$24,999	30%	27%
\$25,000 - \$49,999	27%	14%
\$50,000 -	3%	2%
RACE		
White	96%	90%
Black	2%	8%
Oriental	---	---
Other	2%	2%
-----		
Spanish Origin	3%	2%
LAND USE		
Single Family	79%	60%
Multi-Family	21%	40%
POPULATION DENSITY	594 sq. mile	3,250 sq. mile

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
 IMPLEMENTATION REPORT

EXHIBIT 16

CITY OF EASTON  
 CRIME ANALYSIS REPORT PERIOD  
 JULY 1981 TO DECEMBER 1982

<u>Crime Type</u>	<u>Sector 1</u>	<u>Sector 2</u>	<u>Sector 3</u>	<u>Sector 4</u>	<u>Sector 5</u>	<u>Totals</u>
Attempted Burglary	15	34	42	70	18	179 (8% of reported crime)
Residential	13	32	20	53	12	130
Other	2	2	22	17	6	49
Burglary	82	76	166	189	54	567 (27% of reported crime)
Residential	62	67	113	146	36	419
Other	20	9	53	43	18	148
Rape	4	7	8	9	2	30 (1% of reported crime)
Robbery	7	8	37	22	0	74 (4% of reported crime)
Armed	1	4	10	6	0	21
By Force	6	3	24	14	0	47
P/S	0	1	3	2	0	6
Theft	198	200	443	315	134	1,290 (60% of reported crime)
Residential	<u>116</u>	<u>141</u>	<u>140</u>	<u>220</u>	<u>82</u>	<u>639</u>
TOTALS:	306	325	696	605	208	2,140

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

EXHIBIT 17

CITY OF EASTON  
ADMINISTRATIVE TASK FORCE

MEMBERSHIP AND RESPONSIBILITIES

- MAYOR - Acts as the Chairman of the Task Force, directs the overall effort, provides public leadership for the program, and designates duties to members as appropriate.
- BUSINESS ADMINISTRATOR - Provides budget assistance in planning program, directs inventory and identification of City property, coordinates with Crime Prevention Officer in developing security specifications for municipal purchases.
- HOUSING AUTHORITY - Studies the feasibility of a security program for Authority property, studies feasibility of training Authority personnel to conduct security surveys, and develops plan for inventory and identification of Authority property.
- COMMUNITY DEVELOPMENT - Provides assistance in identifying neighborhood organizations to participate in program.
- PUBLIC SERVICES - Trains City employees in observing and reporting suspicious activity, conducts inventory, and identifies bureau property.
- CODE ENFORCEMENT - Trains enforcement personnel to conduct security surveys and studies feasibility of developing comprehensive inspection procedure with police and fire departments.
- PLANNING AND DEVELOPMENT - Provides demographic data on City for program planning, studies feasibility of incorporating crime prevention strategies into City projects, and develops a review process for security requirements for new construction/renovation/rehabilitation of structures in the City.
- CITY CLERK - Provides liaison with City Council.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

EXHIBIT 17

CITY OF EASTON  
ADMINISTRATIVE TASK FORCE

MEMBERSHIP AND RESPONSIBILITIES

POLICE

DEPARTMENT -

Provides management of the program, allocates departmental resources to support program, advocates for program with public, and provides crime data.

FIRE

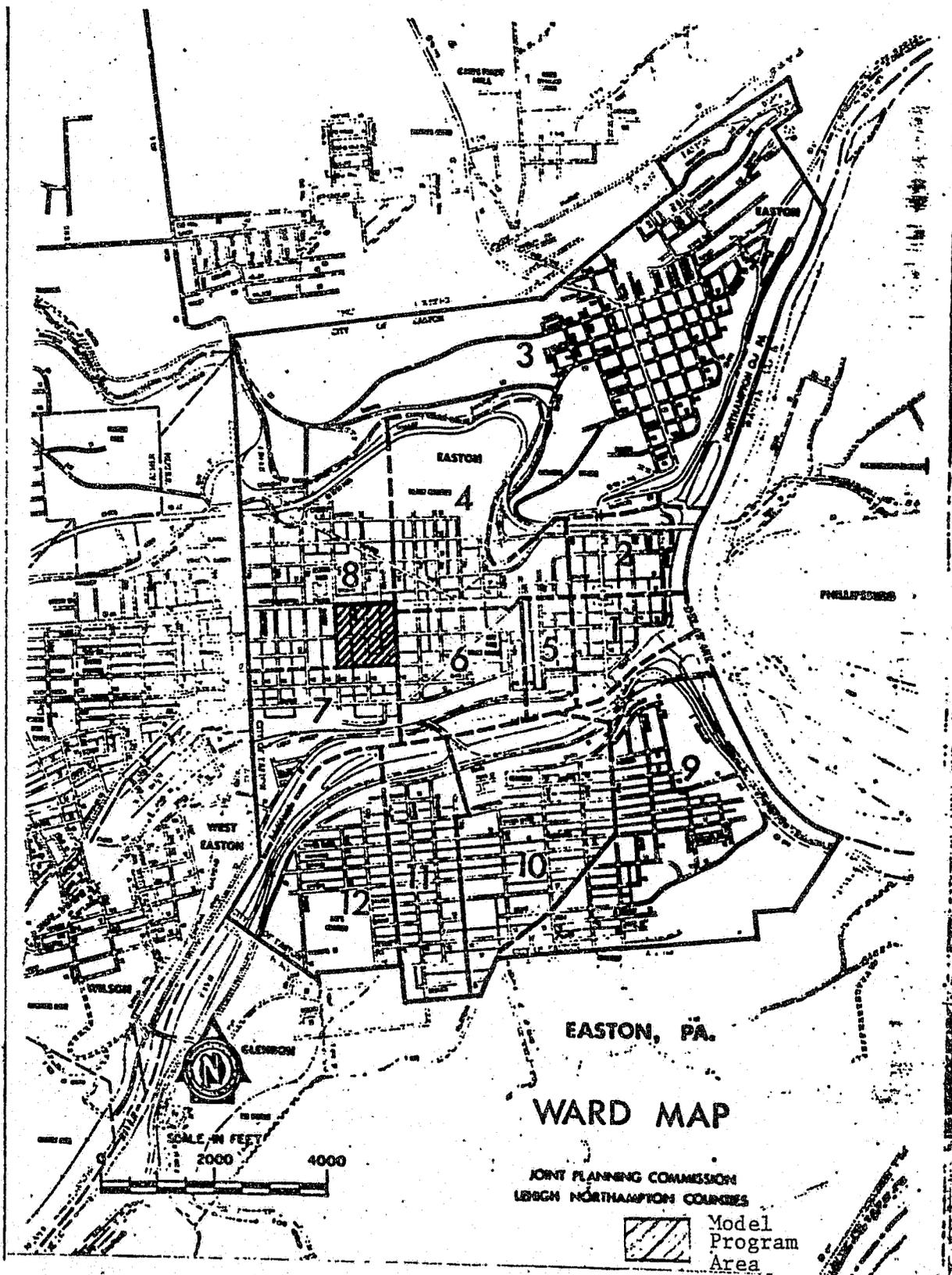
DEPARTMENT -

Trains personnel on security inspection procedures to provide both safety and security recommendations for home owners and businesses, coordinates with Crime Prevention Officer to develop reporting procedure for security deficiencies, inventories and identifies all fire department property, and assists in studying feasibility of a comprehensive municipal security code.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
IMPLEMENTATION REPORT

EXHIBIT 18

MUNICIPALITY WITH MODEL PROGRAM AREA



PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
 IMPLEMENTATION REPORT

EXHIBIT 19

CITY OF EASTON  
 1983 - 1984  
 12-MONTH PERCENTILE GAIN/LOSS  
 BY SECTOR/BY CRIME TYPE

<u>Sec. #</u>	<u>Att. Ent.</u>	<u>Burg.</u>	<u>Crim. Mis.</u>	<u>Rape</u>	<u>Robb.</u>	<u>Auto Theft</u>	<u>Other Theft</u>	<u>Total Incid.</u>
1 (83)	6	28	98	1	5	7	96	241
(84)	<u>10</u>	<u>17</u>	<u>99</u>	<u>1</u>	<u>3</u>	<u>5</u>	<u>110</u>	<u>245</u>
	+67%	-39%	+1%	0	-40%	-29%	+15%	+2%
2 (83)	9	43	104	2	5	3	95	261
(84)	<u>9</u>	<u>11</u>	<u>136</u>	<u>2</u>	<u>5</u>	<u>9</u>	<u>119</u>	<u>291</u>
	0	-74%	+31%	0	0	+200%	+25%	+11%
3 (83)	24	91	244	5	41	14	246	665
(84)	<u>17</u>	<u>74</u>	<u>234</u>	<u>9</u>	<u>18</u>	<u>16</u>	<u>292</u>	<u>660</u>
	-29%	-19%	-4%	+80%	-56%	+14%	+19%	-1%
4 (83)	23	89	309	4	15	15	205	660
(84)	<u>17</u>	<u>79</u>	<u>234</u>	<u>2</u>	<u>10</u>	<u>13</u>	<u>185</u>	<u>540</u>
	-26%	-11%	-24%	-50%	-33%	-13%	-10%	-18%
5 (83)	4	31	97	0	0	5	121	258
(84)	<u>4</u>	<u>20</u>	<u>76</u>	<u>1</u>	<u>2</u>	<u>5</u>	<u>131</u>	<u>239</u>
	0	-35%	-22%	+100%	+200%	0	+8%	-7%

CITY-WIDE SUMMARY BY CRIME TYPE

(83)	66	282	852	12	66	44	763	2,085
(84)	<u>57</u>	<u>201</u>	<u>779</u>	<u>15</u>	<u>38</u>	<u>48</u>	<u>837</u>	<u>1,975</u>
	-14%	-29%	-9%	+25%	-42%	+9%	+10%	-5%

WEST WARD PILOT PROJECT

(83)	7	16	77	1	5	1	36	143
(84)	<u>4</u>	<u>17</u>	<u>46</u>	<u>0</u>	<u>3</u>	<u>3</u>	<u>26</u>	<u>99</u>
	-43%	+6%	-40%	-100%	-40%	+300%	-28%	-31%

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
 IMPLEMENTATION REPORT

EXHIBIT 20

ACTIVITY STEP SEQUENCE

PROGRAM ACTIVITY STEPS				
P1	Crime Prevention Training	1	1	
P2	Model Program Initiation	6	2	
P3	Municipal Task Force	2	3	
P4	Planning Procedure	3	4	
P5-7	Community/Crime Analysis	4	5	
P8-9	Recommendations	5	6	
P10	Statement of Intent	8	7	
P11	Advisory Group Formulation	9	8	
P12	Program Preparation	7	9	
P13	Init. Strategy Selection	12	10	
P14-18	Needs Forecast	11	12	
P19	Victimization Concerns Sur.	10	11	
P20	Community Resources Forecast	13	14	
P21-22	Strategy Selection	14	15	
P23	Action Plan	15	13	
01	Community Organization	17	17	
02	Program Commencement	16	16	
03-6	Strategy Implementation	18	18	
07	Performance Monitoring	19	19	
A1	Performance Data	20	20	
A2	Victimization Con. Profile	21	21	
A3	Performance Report	22	22	
		Warminster Township	Easton City	

## APPENDIX B

### CITIZEN VICTIMIZATION SURVEY

#### CITY OF EASTON

##### Purpose

The primary purpose of this survey is to evaluate the effect of a crime prevention program on the City of Easton. Surveys were conducted before and after the program, with the first survey providing the baseline information for comparison with the results of the second survey. Analysis is focused on both the level of participation in crime prevention activities and the impact on crime and attitudes.

##### Methods

A survey form was developed by PCCD to be a part of the Model Crime Prevention Program (see Appendix A). For the first survey, staff of the Pennsylvania Commission on Crime and Delinquency, assisted by volunteers from the City, visited 177 randomly selected households from the 331 households in the area targeted. Surveys were conducted in July 1983. A scientifically selected individual in each household was interviewed so that the survey results would not be biased toward the type of individual likely to be at home when the interviewer first arrived. Approximately one year later, during October 1984, 140 of the original 177 households were re-interviewed. Thirty-seven households were not available to be interviewed for the second survey. Analysis involving overall changes in crime or in attitude will use all data from each of the two samples. However, analysis involving age, race and sex or analysis matching first responses with second responses will use the 140 households in both sample groups.

Sampling, while saving time and money, results in a certain amount of error when generalizing about the full 331 households. Fortunately, the sampling error can be scientifically estimated. In interpreting results, when the proportion of households responding a certain way is near 40%, (for example, if 40% of interviewed households were to report being victimized) the sampling error is  $\pm 4\%$ ; when it is near 15%, the error is  $\pm 3\%$ ; and when it is near 5%, the error is  $\pm 2\%$ . (Two-tailed test, 90% confidence level.)

##### General Characteristics of Households and Interviewees

The 177 households surveyed the first year contained 343 persons age 18 and older for an average of 1.94 adults per household. Of the 343, 149 (43.5%) were males, 194 were females. The average age of those 18 and older was 44.4 years. (Among the 177 persons interviewed, 35.6% were male; and the average age was 46.3 years.) Racially and ethnically, 93.8% of the respondents were white and not of hispanic origin. Forty-nine percent of the respondents were married, 16% were never married, 16% were widowed, 15% were divorced or separated, and 3% were living as a couple. With respect to education, 3% were college graduates, 9% had some college, 49% were high school graduates only, 26% had some high school and 12% had no high school. The median family income was approximately \$12,000 for the 83% who were

willing to reveal their income. Fifteen percent of the respondents had lived in the community for one or two years; 11% for three to five years; 18% for six to fourteen years; and 42% for 15 years or longer. Another 14% had lived in the community "all their lives." The average was 20.8 years. (Since 79% of the second survey consisted of the same people, the above information was not re-tabulated.)

#### Neighborhood Likes and Dislikes

Respondents were asked to select from a list of things they liked about their area. In the first survey, the reason selected most often (54%) was the price of housing. This reason was followed most closely by "location - close to work, school, relatives, friends" at 37%. Other major reasons were "property characteristics (size, quality, room)" (26%); "always lived in neighborhood" (26%); "only place housing could be found" (22%); and "neighborhood characteristics" (19%). The following year, the follow-up survey revealed that "location" was still the most common reason (63%) followed by "availability of public transportation" (53%). Other major reasons in the follow-up survey were "neighborhood characteristics" (35%), "price of housing" (26%), "close to shopping" (26%), and "low crime" (11%). (The lists of choices in the first and second surveys were not identical. The common items were: neighborhood characteristics, price of housing, and location. It should be noted also that the question in the first survey asked for reasons why you selected to live in the area, while the question in the follow-up survey asked what you like best about the area.) While the questions on the two surveys were slightly different, it is worth noting that while only 19% of the residents chose to live there because of the characteristics of the neighborhood, 35% after the crime prevention program liked the characteristics of the neighborhood. Much of this change may be due to the presence of the crime prevention program, which involved neighborhood organization.

Respondents were also asked to decide things they did not like about the area in which they lived. The reason most frequently cited (by 54% of the residents) in the first survey was "traffic/parking." This was followed by "Environmental: trash, noise, overcrowding" (32%); "crime and the fear of crime" (26%); "bad elements moving in" (24%); and "problems with neighbors" (16%). The second year the most frequent reason was still "traffic/parking" (62%), which was followed by "environmental problem" (41%), and "bad elements moving in" (31%). "Crime and fear of crime" remained at 26%. Overall, there was little difference in the primary reasons given for disliking the area, but the percent listing the major reasons increased somewhat.

## VICTIMIZATION

### Incidence of Crime

Respondents in the survey were asked to indicate whether or not their household, they themselves, or another member of the household were victimized in the past year in each of certain offense classes (using easy-to-understand definitions of the crimes). The survey form did not request information on the number of times that a household, respondent, or other individual may have been victimized. Therefore, we can determine only the percentage of households that have been touched by each of certain crime categories, but we cannot determine how many criminal incidents there were. The following Table, Table 1, shows the percent of individuals or households that had been victimized during a one-year period prior to implementing the crime prevention program and the one-year period following implementation.

Table 1: Victimization Rates (including attempted crimes)  
for Crimes Occurring in the Area by Percent of Households Affected

	<u>Before</u>	<u>Percent*</u> <u>After</u>	<u>Change</u>
1. Any offense (or attempt) against a person or household	46.3	32.9	-13.4
2. Any offense (or attempt) against any person in the household	12.4	7.9	-4.5
a. Robbery	2.8	1.4	-1.4
b. Assault (no weapon) incl. threats	7.3	5.0	-2.3
1) Knife or gun	1.7	0.0	-1.7
2) Weapon (not knife or gun)	2.8	2.1	-0.7
3) Threat with weapon	2.3	1.4	-0.9
4) Threat - no weapon	4.0	4.3	+0.3
c. Confidence	5.1	2.9	-2.2
3. Any offense against the household	42.4	30.0	-12.4
a. Burglary - consummated	8.5	6.4	-2.1
b. Burglary - attempted only	11.3	8.6	-2.7
c. Theft from outside house (not auto)	20.9	17.1	-3.8
d. Auto theft (including attempt)	2.3	2.9	+0.6
e. Part of auto (including attempt)	16.4	7.1	-9.3

\*Detailed offense may not total to aggregate groups due to multiple victimizations.

We can see from the previous table that the more common type of offense was against a household rather than directly against an individual. However, among offenses against the person, the majority were of a violent nature, and most of those involved a weapon.

The data reveal a decrease in crime between the two years: the number of households per hundred touched by crime dropped from 46.3% to 32.9%, a change of 13.4 per hundred households or 28.9%. It is necessary at this point to examine whether the result may be due to sampling error and whether the change was also experienced outside the target area. We know statistically that a certain degree of variation can occur between surveys due to the fact that only a sample of the community was surveyed. The estimated error of the figure 46.3% of households touched by crime in the first survey is  $\pm 4.2\%$  at the 90% confidence level. That is, the odds are 90% that the actual percent reported in the survey would have been between 42.1% and 50.5% if every household had been surveyed. The rate reported in the second survey was 32.9%. (Since the sample was smaller, the estimated error is slightly greater:  $\pm 5.0\%$ .) Since 32.9% is well below the range we might expect by chance if crime rates were really the same (i.e., below 42.1%), it is reasonable to conclude that the recorded drop was not due to survey sampling.

#### Victimization According to Personal and Household Characteristics

In the first survey, households in which the average age of adults is under 40 years were more likely to be victimized by crimes than households with a higher average age. In the second survey, the reverse was true. Of the households with an average age below 40, 51% were touched by crime during the first year, compared to only 33% for households with an average age above 40 for adults. For households averaging between 30 and 39 years, 62% were victimized. During the second year, the percent of younger households victimized fell to 22%, while older households remained at 33%. Survey data suggests that assault and confidence victimization (including attempts) also may be a function of age. While the number of victimizations was small, none of the victimized respondents in the first survey was over age 50 even though 31% of the respondents were over 50. In the second survey, there were too few cases of these offenses for analysis. Also, the relationship between age and other offenses, if any, could not be determined due to the small number of offenses involved.

Those who lived in the community less than five years were twice as likely to be victimized in the second year (49%) as those who lived there five years or more (24%). There is no statistically significant relationship between victimization and the sex of the respondent. Similarly, there is no indication of a relationship between household victimization and family income.

### Patterns of Victimization

Households that reported being victimized the first year seemed more prone to being victimized the second year than those not earlier victimized. Of the households reporting some form of victimization (including attempt) during the first survey, 51% reported victimization during the second year compared to only 16% of those households not reporting victimization during the first year. This is almost entirely due to repeat "household" victimization, and not to crimes against a person in the household.

This suggests that efforts directed at preventing repeat victimizations might do more to reduce household crime rates than prevention efforts directed at all households equally.

### PERCEPTIONS OF CRIME

Respondents were asked, "Within the past year or two, do you think that crime in your neighborhood has increased, decreased or remained about the same?" Responses were as follows:

	<u>Before</u>	<u>After</u>
Increased	32%	19%
Decreased	6%	14%
Same	57%	65%
Don't Know	5%	3%

While a majority felt in both years that crime has remained about the same, of those who think it has changed, there has been a shift from a feeling that crime has generally increased, to a feeling that crime has decreased. Those feeling that crime has increased dropped from 32% to 19% while those believing crime decreased has changed from 6% to 14%. The perceptions of men and women were somewhat different in that 24% of the men in the second survey thought crime had increased, while 16% of the women thought crime had increased. As previously discussed, our data show a decrease in crimes committed; and while perceptions have shifted in this direction, they still do not fully reflect the realities.

In reviewing perceptions of crime trends before and after the implementation of the crime prevention program, it was found that of those who thought crime was increasing during the first year, 35% still thought crime was increasing the second year and 18% thought crime was decreasing the second year. Of those who thought crime was decreasing the first year, 10% thought crime was increasing, and 50% thought crime was still decreasing. Perceptions during the second year of those who thought crime was the same during the first year were mostly unchanged -- 11% believing crime increased and 7% believing crime decreased, but 80% still believing crime had not changed. It can be concluded from these results that the largest change in perception was among those who first thought crime was increasing: nearly half changing to "same," and 18% changing to "decrease." It should be noted here that some of the reported change in perception may be due to the desire

here that some of the reported change in perception may be due to the desire by some respondents to tell the interviewer what he or she thinks the interviewer wants to hear, however, this effect cannot be measured.

Perceptions about whether crime is increasing or decreasing are unrelated to the age or length of residence of the respondent. As one would expect, perceptions of crime trends were related to whether or not the respondent was a victim of crime within the past year. During the first year, 44% of victimized respondents and 22% of non-victims believed crime was increasing. By the second survey, both percentages had dropped: to 28% of victims and 14% of non-victims. However, victims remained twice as likely as non-victims to perceive an increase.

Respondents were also asked, "In your opinion, which of the following statements best describes your chances of being a victim of a personal attack." In addition, they were asked, "In your opinion, which of the following statements best describes your chances of being a victim of a theft." The responses of all surveyed are:

<u>Response</u>	<u>Attack</u>		<u>Theft</u>	
	<u>Before</u>	<u>After</u>	<u>Before</u>	<u>After</u>
Going up	21%	19%	40%	21%
Going down	2%	6%	5%	9%
Have not changed	57%	64%	49%	66%
No opinion	20%	11%	7%	5%

For both offenses and both years, a majority or near majority feel that their chance of becoming a victim has not changed. However, for theft, the proportion who believe their risk of victimization has gone up is reduced by about half; while the proportion who feel their risks have gone down has nearly doubled. Still, for both offenses, the percent who feel that their risks have gone up is significantly greater than the percent who feel their risks have gone down. The proportion who saw their risk of attack going up stayed about the same (unlike perceptions of theft), yet the proportion who saw their risk going down still increased (as it did for theft). Thus, there appears to be a greater change in perceived risk of theft than of attack. Perceptions of risk of victimization do not appear to be related to age, sex or length of residence.

Again as would be expected, for both surveys those whose household had been touched by crime during the previous year were more likely to believe their chances of being a victim have gone up compared to those who were not victimized. The percentages of "personal attack" are 28% and 26% (before and after) for victims and 15% and 15% for non-victims; and for "theft", 50% and 30% for victims and 31% and 16% for non-victims. Belief in an increasing risk of victimization dropped by the second year for all groups except non-victims' perceptions of their chances of a personal attack (which was unchanged).

Comparing individual responses of those surveyed before and after implementation of the crime prevention program, we see that of those who

opinion to "no change" in perceived risks the second year. These figures are shown in the tables below. Note also that for both offenses, of those who first thought their risks were increasing, about a third still felt their risks were increasing after the second year.

Changes in Perceived Risk of Attack:  
First vs. Second Survey Responses

<u>"Before" Survey</u>	<u>(N*)</u>	<u>"After" Survey</u>				<u>Total</u>
		<u>Up</u>	<u>Down</u>	<u>No change</u>	<u>No Opin.</u>	
Going up	(29)	28%	10%	55%	7%	100
Going down	( 3)	0%	67%	0%	33%	100
Have not changed	(80)	15%	3%	71%	11%	100
No opinion	(28)	21%	7%	57%	14%	100
All	(140)	19%	6%	64%	11%	100

\*Number of respondents of the 140 persons interviewed twice.

Changes in Perceived Risk of Theft:  
First vs. Second Survey Responses

<u>"Before" Survey</u>	<u>(N*)</u>	<u>"After" Survey</u>				<u>Total</u>
		<u>Up</u>	<u>Down</u>	<u>No change</u>	<u>No Opin.</u>	
Going up	(53)	34%	11%	55%	0%	100
Going down	( 7)	14%	14%	71%	0%	100
Have not changed	(70)	14%	4%	71%	10%	100
No opinion	(10)	0%	20%	80%	0%	100
All	(140)	21%	9%	66%	5%	100

\*Number of respondents of the 140 persons interviewed twice.

In a third set of questions involving feelings of personal safety, respondents were asked: "How safe do you feel, or would you feel, being out alone in your neighborhood at night?" A similar question was asked about their feelings during the day. Responses were as follows:

<u>Feeling</u>	<u>Night</u>		<u>Day</u>	
	<u>Before</u>	<u>After</u>	<u>Before</u>	<u>After</u>
Very safe	14%	16%	57%	61%
Reasonably safe	37%	38%	38%	36%
Somewhat unsafe	28%	29%	5%	1%
Very unsafe	22%	17%	1%	1%

Unlike the perceptions discussed previously, there is no significant change in feelings about being alone in the neighborhood in the second year, beyond what is expected from chance variation in the survey results. The primary

difference in this set of questions is that it deals with feelings rather than cold estimates of crime trends and risks.

As with other attitudes about crime, men typically feel more secure than women (at least, their responses would so indicate). The first survey showed that among women, 60% feel unsafe at some time during the day or night compared to only 32% of the men. Comparable figures from the second survey were 55% of women and 31% of men - about the same as the first year. There is also a clear tendency for older age groups compared to younger groups to feel unsafe out alone at some time during the day or night. Among those age 60 and over, 77% and 63% feel unsafe compared to 42% and 38% among other age groups. The age group that felt the safest was 30 to 49, with those in their 20's responding close to the averages of 50% and 46% unsafe.

Among those whose households had been touched by crime in the first year, 54% felt somewhat or very unsafe at some time compared to 46% of non-victims. The second year these figures were 41% and 49% respectively -- a decrease for victims but not for non-victims. The data therefore suggests that the neighborhood organization reduced the effect that victimization had on creating or supporting fears for personal safety.

Responses to the first and second surveys show that while some people's fears of being out alone in the neighborhood decreased (27%), about the same proportion reported increased fears (24%). At the extremes, of the 22% who felt very unsafe in the first survey, 28% reported feeling always very safe or reasonably safe; and of the 14% who first reported feeling very safe, 14% changed to feeling somewhat or very unsafe at some time -- probably at night.

#### CRIME PREVENTION ACTIVITIES

Respondents were read a list of crime prevention measures relating to themselves and their household and were asked to identify those taken during the last 12 months. Among household prevention measures, the biggest change between the two years occurred in the proportion engraving their valuables - increasing from 3% to 16%. The program encouraged this activity and made engraving equipment readily available. The percent installing additional door locks increased slightly from 25% to 31%. There was little or no change evident in the other types of household prevention measures. In the area of personal prevention, the proportion joining a neighborhood crime prevention group increased from 3% to 30%.

It should be noted that when comparing percentages before and after the crime prevention program, one must keep in mind that the same households were surveyed in most cases. Therefore, people who made a purchase of locks, for example, in the first year may have less incentive to buy locks again in the second year. In general, one can conclude that with the exception of engraving valuables and joining a neighborhood crime prevention group, there seems to be little difference in crime prevention activity after the program as compared to before.

The following table shows the results for all surveyed, before and after the crime prevention effort in the community. In addition, the table shows percentages of those who reported in the second survey that they had joined a neighborhood crime prevention group.

Table 2: Percent of Respondents Taking Prevention Measures:  
Before vs. After, and by Neighborhood Group Membership and Security  
Surveys

<u>Item</u>	<u>Percent</u>		<u>"After Survey Neighborhood Group Membership</u>	
	<u>All Responses</u>		<u>Yes</u>	<u>No</u>
<u>Household Prevention Measures</u> (In order of decreasing frequency, second survey)				
	<u>Before</u>	<u>After</u>		
Installed additional door locks	25	31	24	34
Engraved valuables	3	16	48	8
Installed additional window locks	11	14	12	15
Installed additional outside lighting	9	8	2	10
Purchased watch dog	10	6	7	6
Other (not analyzed)	10	6	2	7
Installed alarms	1	3	2	3
Had a home security survey	*	3	5	2
None	56	52	31	61
ANY HOUSEHOLD PREVENTION MEASURE	44	48	69	39
*Not included in first survey.				
<u>Personal Prevention</u>				
Joined a Neighborhood Crime Prevention Group	3	30	XX	XX
Only leave house day or night with a friend	10	19	19	18
Purchased a repellent such as mace	5	4	2	5
Other (not analyzed)	9	3	2	3
Purchased firearm	3	1	5	0
Learned self-defense tactics	2	1	5	0
None	71	53	XX	XX
ANY PERSONAL PREVENTION MEASURE	29	47	XX	XX
<u>Crime Prevention Meeting</u>				
Attended a meeting	9	37	83	33
Heard of a meeting (no attendance)	24	50		
ANY PREVENTION MEASURE	60	69	76**	47**

\*\*Not including joining a group or attending a meeting.

Upon counting the total number of crime prevention measures taken, either relating to the household, to the individual, or attending a crime prevention meeting, the following results were obtained:

<u>Members*</u>	<u>Number Prevention Measures</u>		<u>Percent of Households</u>	
	<u>Before</u>	<u>After</u>	<u>N'hood Group Members*</u>	<u>Non-Group</u>
0	40	31	24	53
1	30	15	45	16
2	17	19	14	11
3	9	19	7	12
4	4	9	7	4
5 to 7	1	7	2	3

\*Not including joining a group or attending a meeting.

The percent in the community who did nothing in the way of a crime prevention activity was reduced - from 40% to 31% after the program. (Note that joining a neighborhood group or attending a meeting counts as an activity.) In addition, a fairly high percentage in the community took three or more steps towards crime prevention: 14% in the first survey vs. 35% in the second survey.

Households touched by crime in the last year were somewhat more likely to add to their crime prevention than households not touched by crime. Among victims, 66% and 76% (first and second surveys) added a prevention measure compared to 55% and 65% of non-victims. There was also a difference between victims and non-victims with regard to the number of prevention measures taken. Among households reporting victimization in the first survey, 18% took three or more prevention measures during the previous year compared to 9% taking three or more measures among non-victimized households. The difference between victims and non-victims the second year was comparable: 43% of victimized households, compared to 31% of non-victimized households took three or more prevention measures.

We will turn now to the effects of perceptions about neighborhood crime and fear of crime on prevention measures. The first survey showed that those who thought crime to be increasing were somewhat more likely than average to implement a household prevention measure (56% vs. 46% average), while those who thought crime to be decreasing were below average (at 40%). The second survey revealed somewhat different results. Fifty-four percent of those who believed crime to be increasing took some form of household crime prevention measure; and a slightly higher proportion -- 63% -- of those who thought crime was decreasing took some form of prevention measure. Both of these groups are more likely than average to take crime prevention steps - the average being 48%. Those who thought crime rates were unchanged or who had no opinion were below average in crime prevention measures.

Households that had implemented one or more household prevention measures during the year prior to the program were more likely than the average household to take additional household prevention measures during the first year of the crime prevention program. Apparently the motivating factors that were in effect prior to the program were still working after the program. One would expect that at some point a person or household would reach a saturation point at which all or most reasonable prevention measures had been taken, but apparently such saturation had not been reached in the households that had added to their security before the program.

Of those households taking one or more crime prevention measures before the program, 78% reported taking another household measure the next year compared to only 45% of those who did not take a prevention measure the first year. Looking at the same figures another way, of those who took a crime prevention measure during the first year of the program (i.e., on the second survey), 58% had taken some household crime prevention measure the prior year compared to 24% of those who took no crime prevention measure during the first program year.

#### Prevention Activities and Neighborhood Group Membership

Of the household crime prevention measures, only engraving valuables was significantly more common among those who joined a neighborhood crime prevention group than among those who did not, as can be seen from Table 2. Non-group members participated in the other activities to an equal or greater extent (though the numbers are generally too small for statistical significance).

Those who were in crime prevention groups seemed no more likely to take any of the personal crime prevention measures than those who did not join groups. However, this is somewhat difficult to assess due to the small percent of the community choosing to take any of these measures.

#### WHO JOINS A NEIGHBORHOOD GROUP?

Persons who were available to respond to both surveys were divided analytically into two groups: those who joined a neighborhood group and those who did not. The groups were compared with respect to attitudes, demographic variables, and victimization variables to determine differences between them. Responses to the first survey were used since we want to look at factors existing prior to the decision to join a group, not attitudes, etc. that may have been a product of group membership. Results are shown in Table 4. It should be noted that results of this random sample may vary somewhat from any records that may have been kept of all group members due to sampling error.

Table 3: Percent of Prevention Group Joiners and Non-Joiners Responding to First Survey Items on Perceptions, Crimes and Demographics

<u>First Year Responses</u>	<u>Percent of Joiners (N=42)</u>	<u>Percent of Non-Joiners (N=98)</u>
<b>Perceptions</b>		
Crime has increased	38	30
Crime has decreased	5	8
Crime unchanged	57	56
Feel Unsafe Outside Alone at Night	62	45
Risk of Personal Attack Gone Up	24	19
Risk of Personal Attack Gone Down	2	2
<b>Victimization</b>		
Victim of Household Crime Only	57	40
Anyone Victim of Personal Crime	7	15
Any Victimization - Household or Person in Household	57	46
<b>Demographics</b>		
Male	38	38
Female	62	62
Elementary School	5	14
Some High School	19	30
High School Grad	64	43
Some College and Beyond	12	13
Married	64	49
Non-White	5	5
Employed Full-Time	43	35
Employed Part-Time	10	11
Housewife	14	16
Retired	21	22
<b>Family Gross Annual Income</b>		
Under \$10,000	32	39
\$10-19,999	35	37
\$20-29,999	19	21
\$30,000 and up	14	3
<b>Age of Respondent</b>		
Under 40	42	43
40-59	30	22
60+	28	35

Of the factors analyzed, there seemed to be few major differences between those who joined and those who did not join the group. Joiners were only slightly more likely than non-joiners to feel unsafe outside alone at night. Also, group joiners are only slightly more likely to have been victimized by crime during the prior year - 57% of joiners and 46% of non-joiners were victims. Any pre-conception that neighborhood crime prevention groups are composed primarily of people who have been victimized or who are highly afraid of crime and/or feel crime is greatly on the increase, should be dispelled by the above figures.

With respect to demographic data, there are a few differences between joiners and non-joiners. First, joiners are generally better educated than non-joiners. Seventy-six percent (76%) of joiners are high school graduates and only 56% of non-joiners have high school diplomas. Second, group members tend to be slightly younger than non-group members, with more of the 40-59 age group and fewer of the 60+ age group. Third, joiners are more likely to be married; and fourth, joiners are more likely to be employed and have slightly higher incomes as a group. There are no differences with respect to sex and race.

One might theorize that because they have time available, housewives and retired people might be more likely candidates for crime prevention groups. However, the data show no significant difference - 35% of group members are housewives or retired compared to 38% of non-group members.

#### CONCLUSION

After one year of operation, the Crime Prevention Program in the City of Easton, Pennsylvania has apparently reduced the incidence of serious crime to a level well below what would have been expected based on data for the City as a whole. If the program is responsible for a large portion of the crime reduction, it would seem to be more likely due to an awareness by would-be offenders that "something has happened" in the target area to make it a less desirable area for crime. The addition of new measures to prevent crime (e.g., adding locks, buying mace) seems to have changed very little except for the 16% that reported engraving their valuables; and thus such steps cannot reasonably account for the drop in crime. Perhaps the ingredient added by the program is a new community spirit that has been conveyed to potential offenders who, in all likelihood, live mostly in or very near the target area.

The programs, and perhaps the actual drop in crime, had the effect of reducing the feeling that crime was on the increase. In addition, only half as many in the second survey thought their risk of theft had increased. Even though just as many feel unsafe outside alone at night, there seems to be some overall positive effect of the program on perceptions and attitudes.

CHAPTER III

## CHAPTER THREE

### MODEL ANALYSIS

This Chapter will review the implementation by activity steps of the Model in the demonstration communities. Each activity step is highlighted through a short description of the step and its relationship to others within a phase, the time forecast for its completion and what actually transpired in the demonstration projects. The final point in the review of each step is recommendations for future efforts of this nature.

In order to realistically characterize the program, activity steps of a similar nature are grouped together. Since many occurred at the same point in sequence, presentation in this manner provides a worthwhile perspective on community programming.

Several exhibits are referred to continuously in this Chapter. Exhibit 20 describes the actual sequencing of activity steps as they occurred in the demonstration projects. In addition, Exhibits 21 and 22 depict in flow-chart form these steps by municipality. The time it actually took to implement the program in Easton and Warminster is illustrated in Exhibits 23 and 24.

#### I. PLANNING PHASE

The activity steps in this phase provided the program the opportunity to gain support and acceptance, determine needs, develop strategy and allocate resources. In both municipalities the activity steps closely followed the steps listed in the Model; however, there were significant changes in sequence. In addition, several steps were combined as circumstances warranted.

##### Activity Step 1 (Crime Prevention Training)

This Activity Step provides police practitioners and policymakers with an understanding of crime prevention and expertise in program administration. These are fundamental traits listed by authoritative references as a prerequisite to community crime prevention programming.

Both municipalities had long-standing established programs with experienced trained practitioners acting as administrators. Thus, this requirement was fulfilled prior to commencement of the planning phase.

This Activity Step was the first one completed by each municipality and was reported as being completed the first week of the planning phase.

Completion of externally-taught courses of instruction require the presence of resources such as those provided by the PCCD to develop and present curriculums for police and municipal officials. Availability of these curriculums often is a dilemma not within the ability of municipalities to resolve. One resolution posed by practitioners is to change the Model narrative to set the standard and not delineate a specific course of action. In this case, the activity step would read that practitioners possess the

expertise and not specifically require attendance at a course.

Activity Step 2  
(Model Program Initiation)

During the first years of the Pennsylvania program many municipal police practitioners expressed concern that policymakers were not involved in crime prevention initiatives and, therefore, not able to provide necessary support. This Activity Step requires that the decision to initiate the program be made by the principal policymaker.

The Model lists this activity to occur within the first week of the planning phase commencement. In Easton, the decision was made during the first week of the initiative and completed as the second step. The Warminster program, due to administrative factors, had this step being completed during the twelfth week as the sixth activity step in sequence.

Practitioners, who are often responsible for regular administration of the community crime prevention program, have found this step as being somewhat difficult to accomplish. Their direct supervision lies in the mid-management of the police department. Thus, the practitioner finds it difficult to communicate directly with high-level policymakers.

Further, policymakers see it as an unnecessary burden when they have previously given verbal approval. As with activity step one, setting a standard and allowing the municipality to determine the most feasible alternative would rectify the predicament.

Activity Steps 3-4  
(Municipal Task Force, Planning Procedure)

Community crime prevention programs, during the planning phase, have need for analytical skills and associated resources often available within municipal government but outside of the police department. Unfortunately, these are often not brought to bear on the issues due to a lack of understanding on the part of the supervisors of these work units.

For that reason the Municipal Task Force was advocated to assist in the planning of the community crime prevention program. Activity Steps 3 and 4 state that the group should be oriented to address local needs. Special emphasis is placed on the possible contribution of the planning and budget units since they have the community development/fiscal expertise needed for long-term program operation.

Warminster developed the Task Force as the second activity step in sequence while Easton did the same as the third step. The Model calls for the Task Force to be developed during the second week of the planning phase. Warminster formulated the Task Force and held the first meeting during this week. Easton named the Task Force during the first week and held a meeting the second week of the planning phase.

The Task Force in Warminster met on six occasions and attended a three-hour training session. Each departmental representative defined their respective

crime prevention tasks and as a group participated in a review of the crime and community data. Using this information, they decided on where to target the neighborhood program and on the membership of the Advisory Group. In Easton, the Task Force performed in a similar manner.

In both communities there was a period at the start when members did not share an understanding of crime prevention and its applicability to their work units. Thus, it has been recommended that training should be conducted prior to the commencement of their work. This training should include concept and practice of crime prevention and how the Model will be implemented. Further, a practical reporting system should be developed to monitor the status of municipal departmental crime prevention activities.

Activity Steps 5-7  
(Needs Assessment, Community/Crime Profile)

A significant concern of many practitioners is to allocate their limited resources in the manner where it can have the greatest impact. Furthermore, it has been found that, for a community program to be effective in reducing crime there must be application of a degree of service higher than that normally available. For that reason, practitioners have focused on targeting service areas based on interest and need.

Staff, when researching this process found that in successful programs, the first step is to look at the nature of the community and incidence of crime. This needs assessment is often composed of the community and crime profiles providing characteristics that give insights on strategies of proven value.

A major function of the Municipal Task Force is to determine the nature of the local problem utilizing the expertise and resources available to local government. The Community Profile is designed to provide perspective on citizens who frequent a potential target area. The Crime Profile illustrates the nature and frequency of criminal incidents so that indicators and trends may be developed.

These activities were calculated to occur by the completion of the fourth week. Easton completed Activity Steps 5-7 as forecasted while Warminster reached this point by the end of the sixth week. These activity steps were completed fourth in sequence by Warminster and fifth by Easton.

In addition to many varied and novel municipal work units, practitioners utilized the resources of local planning departments to compile the community profile. In both cases, this turned out to be a mutually enriching experience since the community development process utilized by these departments was very similar to the Model. However, the form recommended in the guidebook was somewhat limited in that it did not present a perspective on the community in the detail often utilized by planning agencies. In both cases it was supplemented by planning department formats that provided much more relevant information.

Crime profiles were developed in the target municipalities by a combination of volunteer and police resources. These followed the guidelines set by the Model. Their usefulness was also limited but it did prove helpful in explaining later decisions to the public.

Activity Steps 8-10  
(Needs Profile - Review, Statement of Intent)

These activity steps have as their intention having the chief municipal policymaker (i.e. Municipal Executive) placing in written form commitment to the Model Program. If this occurs, it will become an effort sponsored by the municipality for the community. This solid foundation will lead to support and through that will result in success.

The needs profile and consequent review is in theory to be placed in a format that is in line with those usually reviewed by the Municipal Executive.

By the sixth week of the program both of these steps were to be accomplished according to the Model. In fact, Warminster completed steps 8-9 by the end of week 10 and Easton reached this juncture by week 5. This was the fifth activity step in the Warminster program. Easton completed it as the sixth activity step.

The statement of intent was completed in Warminster on week 15 and was eighth in sequence. Easton completed the step in week 5 and it was the seventh step reached. The Model called for its completion by the end of the sixth week.

There was a continuing dilemma on how the Municipal Task Force should report to the municipal executive since the Task Force was operating outside of normal reporting channels. In addition, municipalities found the statement of intent to be, since they felt it awkward to express in writing, what had been essentially resolved at the commencement of the planning phase. In many respects, consideration of these functions as a series of separate activity steps was considered duplicatory.

Though the Model called for regular decision making to be conducted at the executive level, it was in fact conducted at the police chief level. It has been recommended that at this juncture the narrative accompanying the Activity Step state that the concurrence of the executive has been granted.

Activity Step 11  
(Advisory Group Formulation)

Virtually all community development projects allow for citizen input during the planning phase. The Citizen Advisory Group is designed to allow for the citizen perspective in the formulation of the action plan.

Warminster selected the Citizen Advisory Group during the 16th week while Easton selected the citizen advisors during the 11th week. It was envisioned in the guidebook that this would occur in the seventh week. In the municipalities it was the 9th and 8th, respectively, activity step completed.

The Advisory Group in Warminster was selected and utilized in a manner very similar to Easton. It was composed of sixteen community leaders who met five times during the planning phase. They discussed and confirmed the work done prior to their appointment asking that they be more fully involved in

future planning. Appropriately, they made suggestions about community events to mark the initiation of the neighborhood organization phase of the projects. They also assisted in identifying prospective district organizers and block leaders.

In reviewing the timing of appointments, composition, and functioning of the Advisory Group, several recommendations for future utilization have been proposed. The group would have been more effective if used earlier in the planning process. Further, the practitioner would have had more utility if allowed to serve in an advisory capacity rather than the chairman. Finally, additional representation from the target area would have allowed for ease in programming.

The Statement of Intent adopted by the Advisory Group had been extracted from the Model. Utilization of a document developed by the Advisory Group, with the Model as a guide, would have resulted in a more localized charter.

#### Activity Step 12 (Program Preparation)

At this point in the development of the program, selection of the target area was to be made. The data gathered by the Task Force was to be presented to the Advisory Group. This is considered a critical point in the program since it has long-term ramifications.

The Model forecasted that this decision would be made by the Municipal Executive on the advice of the Advisory Group by the seventh week. In fact, in Easton it was the ninth step completed in the 14th week. Warminster reached this point as the seventh step in the 12th week.

The Model specifically advocated the active involvement of the Advisory Group in the determination of the target area. This caused some consternation in Warminster since the Advisory Group was presented with a tentative decision by the Task Force. However, in Easton when confronted with the same situation, the members of the Advisory Group concurred with the earlier proposal with no comment on the process.

#### Activity Step 13 (Initial Strategy Selection)

For the purposes of the Model program the term 'strategy' is meant to formulate objectives. At this point, with the Advisory Group in place and profiles defining the needs completed, it is envisioned that strategies, consistent with police and community goals, be formulated. These are framed so as to be feasible within a predetermined time frame.

The Model charts this step to be completed by week 11. In fact in Easton it was completed during week 14 as the tenth step. Warminster set their objectives as the 12th step during the 21st week of the planning phase.

In both communities it was found that inadvertent setting of objectives occurred early in the planning phase as needs were defined. Rather than a distinct activity step, this function was blended in the general impetus of program planning.

The objectives themselves became an issue as the program was developed. It was found to be extremely difficult to base distinct strategies on needs assessments. In both municipalities, there were social variables that transcended community and crime profiles.

In Easton, the objectives focused on organizing blocks in the target area. However, this proved to be extremely difficult. There was a perceived assumption that the citizens would be willing and eager participants once the benefits of the program had been explained to them. This proved not to be the case. In addition, the assumption of a strong network of active civic leadership in the community ready to make the effort a high personal priority also turned out to be premature.

In Warminster, there were concerns of a similar nature. The objective also focused on neighborhood organization. Program principals planned for levels of participation that proved to be troublesome to obtain due to a number of factors in the community.

Strategies, once established, were difficult to change since they gathered a momentum of their own. The Model called for this step to be a tentative setting of objectives based on needs established by profiles and the advisory group. In fact, once they had been developed by these groups, the objectives were for all practical purposes, set. The inherent weakness in this process was that the community itself had not played a strong hand in defining these objectives and, thus, apparently did not feel a sense of responsibility to implement them.

In any future utilization or modification of the Model this fact should be noted. Charting of objectives should wait until the citizens have the opportunity to decide for themselves what is to occur in their neighborhood.

#### Activity Steps 14-18 (Resource Analysis/Forecast)

At this stage, in five activity steps the Municipal Task Force takes stock of what it is going to take to effectively and efficiently meet the crime prevention goals and objectives in the target area. Specifically, materials, budget, and manpower expenditures are tabulated utilizing sample forms in the guidebook.

In Warminster this step was completed prior to the determination of objectives (Activity Step 13) as Step 11. Easton completed this as the twelfth step.

The Model proposed that these activity steps be completed within the 8th to 10th week in the planning phase; however, it took much longer. Easton completed these steps by week 19 while Warminster developed these forecasts by the 20th week.

As with Activity Step 13, completion of the resource forecast in the manner proposed in the Model caused some consternation in Warminster and Easton. This was due to the fact that it was difficult to predict needs of a program before actual implementation. In both communities, having several years of experience in establishing community programs, analysis of material,

manpower, and budget needs was easier to accomplish than it would have been without this perspective.

While practitioners feel it important to forecast resources, involvement of citizens is crucial. In that manner, any future initiatives of this type should include the target community in the resource forecast.

Activity Step 19  
(Victimization Concerns Pre-Survey)

The citizen's perception of the nature of incidence and fear of crime is a major determinant of strategies that will be effective in community crime prevention programs. For that reason, a survey of the proposed target area was advocated by the Model to measure attitudes of residents in target areas regarding frequency and types of crime as well as utilization of crime prevention strategies.

Staff researched similar survey methodologies which had been implemented in a similar manner at state and municipal levels. The survey form was made up of a composite of previously utilized survey forms. A copy of the sample survey is noted in the Model for Municipal Crime Prevention Programs.

The initial survey took place in Warminster in week 18 as the 10th Activity Step. Easton conducted the victimization survey as the 11th Activity Step during week 17. In the Model, the time-phased plan of implementation forecasts the survey to take place in the 11th week.

During the last week of May 1983, PCCD staff conducted the initial effort by a random sampling of 168 of the 356 households in the target area. The 11 staff conducted the surveys by going door-to-door during hours when residents had the greatest chance of being home.

The first effort was entirely administered by the PCCD. The Easton survey, conducted in July 1983, took a different approach. A team of five PCCD staff were complemented by 15 local citizens who agreed to assist on a voluntary basis. Usage of the volunteers was preceded by a day-long training program.

Tabulation of results was accomplished by the PCCD. The initial results were reviewed by program principals for utilization in the development of strategies. Local tabulation of the results is recommended in the future since the Action Plan was well developed by the time the results of the survey were known.

Activity Step 20  
(Community Resources Forecast)

The police crime prevention unit, working in concert with the advisory group, is tasked at this point to provide a listing of local agencies, both public and private, which can be effectively utilized to bolster the local crime prevention effort. Having ascertained the program's needs and the municipal resources available to support them, this step is to gauge the community's willingness to volunteer their assistance.

Warminster completed this Step in the 24th week as the 13th Activity Step. Easton compiled this data in the same week. The Model set this Step for the 11th week.

The community resource forecast was, in fact, developed on an ongoing basis as part of several functions. It was set as the program reached the point where implementation was becoming a concern late in the planning phase.

Activity Steps 21-22  
(Resource Report, Final Strategy Selection)

These two steps, in many respects, were completed in tandem by the prototype communities. The Resource Report was meant to allow the Municipal Executive the opportunity to scrutinize the fiscal aspect of the program. This decision had a major influence on the final selection of strategies. Thus, the two steps were inextricably brought together.

The strategies that were to be the focus of the program were ranked on the potential impact in the target area, availability of local resources (i.e. Resource Report), and the concerns of the target community.

The Model called for the Resource Report to be compiled and presented in the 11th week of the planning phase. The final strategy selection was to occur the following week. In Warminster this was the 14th Step and was completed in the 25th week. Easton finished the step in the 24th week as the 15th one in this phase.

These steps are important building blocks in the overall process of developing a program. The difficulty in developing the Resource Report is taking the time to adequately appraise the ability of the community and municipality to support the program. In actuality, it is difficult to estimate when program administrators do not have a wealth of practical experience in this task.

Final strategy selection is often intertwined with other factors. A principal lesson is that the target community should be involved especially at this point in program development. It was found that unless citizens perceive the program as their own they will not support it during the operations phase.

Activity Step 23  
(Action Plan)

This step is the final one in the planning phase. It calls for the municipal executive to endorse the blueprint for the program's implementation. It should be noted that the narrative in the Model for this Activity Step calls for the municipal task force and citizen advisory group to be consulted in the development of this document.

The Action Plan was the 13th step attained in the Easton program. It was completed prior to the community resource forecast and the final strategy selection. In this program it was set on the 21st week of the planning phase.

The Model called for the Action Plan to be compiled and acted upon in the 12th week. Warminster completed the Action Plan in the 25th week as the 15th step.

The concept of the Action Plan called for it to be a document that could be endorsed and acted upon by all parties in the program. In particular, it was anticipated that community leaders would utilize it as a means to justify their efforts and provide a basis for their community organization. For a number of reasons, this did not occur. The document was utilized as an administrative basis for the program, and its primary purpose was to secure policymaker endorsement. In that regard it was extremely successful.

On the other hand, citizens did not understand or utilize the document. This resulted in some confusion within the target communities as to the purpose of the program.

## II. OPERATIONS PHASE

This is the period when the community is given the chance, with the assistance of the police department and support of municipal government, to organize itself through an educational awareness program. The planning phase sets the stage for the targeted area to have appropriate strategies established with resources allocated to impact on issues defined by the community.

The Model highlights the unique nature of Pennsylvania's communities. In this phase detailed activity steps, like those found in the planning phase, are not methodically laid out. In essence, the Model proposes that as long as the community adheres to the guidelines established by the municipal government and works toward program goals and objectives, it should be implemented.

### Activity Step 1 (Community Organization)

The first step in the Operations Phase accents enlistment and training of citizens by the crime prevention unit in order for them to carry out program goals and objectives. The intent is to transfer responsibility for program implementation to target area residents while the police crime prevention unit assumes a role that stresses coordination and assistance.

Community organization was envisioned to occur during the 13th through 15th weeks of the program. In fact, it transpired during the 35th week in Warminster and the 40th week in Easton.

Both of the demonstration projects held the first activity step after the program's commencement. This was out of pace with the Model. The guidebook stressed community organizers being recruited, trained and in place throughout the target area prior to program commencement. In that way, as citizens became aware of the crime prevention program, a local advocate would be able to easily develop neighborhood watch efforts.

In Easton recruitment of block leaders was delayed until the program's commencement. This was done so that interest would be stimulated in the program and citizens would then come forward. Interest and commitment to the program was an ongoing concern during the development of the Watch program.

Later, after the formal commencement, when no citizens came forward by the November 1983 deadline, the crime prevention officer systematically telephoned residents. This led to a total of three training classes being held for block leaders with a total of 21 citizens in attendance. These individuals eventually became the foundation for the community program within the target area.

The training of volunteers before the initiation of the neighborhood program was also not achieved in Warminster. The recruiting of volunteer leaders began in August but was not finished until early September. Additionally, their training was not held until a month after the official start of the neighborhood program. Furthermore, the Action Plan had specified four district organizers and two block leaders for each participating block. Instead of this occurring, teams of district organizers were recruited for five districts for a total of 12 individuals. These individuals were prepared for their responsibilities in a manner prescribed by the Model in two evening sessions in October of 1983.

It's clear, given what transpired in the demonstration communities, that the Model should be amended to allow for recruitment and organization of community programs after formal commencement. In the target areas interest was only generated after the program was available to serve the citizens.

#### Activity Step 2 (Program Commencement)

Implementation of the municipal crime prevention program begins with a formal announcement coupled with an appropriate ceremony by the municipal chief executive. The intent is to inform the public about the goals and objectives of the initiative in a style that promotes citizen participation and support.

Both demonstration municipalities inaugurated their programs as the 16th Activity Step in sequence. Easton completed this Step in the 27th week of the program while Warminster commenced their program in the 32nd week. The Model called for this to occur in the 16th week of the program.

Warminster sponsored kick-off ceremonies both in the target area and the municipal building. They invited a number of elected and appointed policymakers from state, county and local government to a special session of the Township Board of Supervisors meeting. The following weekend saw a similar ceremony outside in the target area. At both sessions the Advisory Group and Task Force discussed the program and promoted participation.

The kick-off in the Easton effort was similarly successful. It was held in October 1983 at a church hall located in the center of the target area and attended by over 200 area residents. The lists of attendees served as the basis for a recruitment campaign for block captains.

Judging from these experiences, the commencement activity step was an integral feature in the success of the program implementation.

#### Activity Steps 3-6 (Strategy Implementation)

Activity Steps 3-6 focus on the implementation of the strategies of the community crime prevention program. Organization of neighborhood watch, personal security, target hardening and environmental design initiatives were recommended as the basis of the program. However, as needed, other strategies appropriate to addressing the local crime problem could be implemented during this period.

The community action strategy is the focus of the municipal crime prevention program. Without the active commitment and participation of the residents of the target area, the complementary programs (i.e. target hardening, personal security, environmental design, et al.) are noted in the Model as having little chance of long-term impact.

The underlying premise of community action is that if the citizens assume the responsibility of working with the municipal police to make their neighborhoods safe, it will follow that a reduction in the incidence of crime will occur. In that regard, through a series of local meetings citizens will become aware of the nature of the local crime problem and will learn strategies that will prepare them to reduce their chances of victimization. The Model advocated at least 50% participation in the program by attendance of at least one-half of the block residents at two of the sessions. Further, it noted that communities implementing the Model should plan on spending at least nine months in the implementation of the program in a given target area.

Warminster utilized the strategies of neighborhood watch, personal security education, home security surveys, property marking (i.e. Operation Identification), and community awareness as the basis of their program. The standard set for successfully implementing the program was for residents to attend two meetings. During the period between October 1983 and June 1984 of the 23 blocks, seven block watches had 50% participation in the first two meetings, which covered property identification and security surveys. Overall, 156 or 42% of the households in the target area had at least attended the first block meeting.

As a result of this experience a number of recommendations have been proposed by program officials. They relate to the whole area of recruiting, training, and utilizing citizen volunteers. In general, citizen volunteers should be recruited and trained in a timely manner. The Model called for these individuals to be trained prior to the commencement of the program. This proved to be unfeasible given the necessity to generate interest in the target area prior to recruitment of volunteers. Given this predicament, it is doubly important that their duties be clearly outlined and discussed with the crime prevention practitioner.

A mutual understanding of performance expectations should be reached between the volunteer and the crime prevention practitioner. This will give both

parties the opportunity to assess whether they have the time and ability to participate as a leader.

In Easton, the program began with an organizational meeting in November 1983 prior to the selection of a block leader. All in all, ten blocks held an organizational meeting and instituted the Operation Identification project, fulfilling the primary objective. Of these, six blocks held a second meeting dealing with the crime reporting topic. Four blocks followed through with third and fourth meetings covering home and personal security. Two of the four blocks which completed the instructional program also opted for a fifth meeting which consisted of a tour of the police station.

Two blocks experienced changes in leadership due to factionalism and internal disputes and four other block leaders quit due to lack of resident interest. Two of these four had held an initial meeting but with poor citizen response.

An internal program for City employees in operation at the same time achieved significant results. During the planning phase, every City department, the Housing Authority, and the Redevelopment Authority, were asked to implement the Operation Identification project. By December 31, 1984 all departments and the Housing Authority reported that 50-95% of all tools and equipment were marked. In addition, 87 City employees and 10 Housing Authority employees, whose normal duties took them in contact with the public, received crime prevention instruction.

Difficulties in the recruitment, training, and commitment of volunteers caused problems in both demonstration municipalities. This may be an indication of variables inherent in the target communities rather than the Model itself.

#### Activity Step 7 (Performance Monitoring)

During the course of the Operations Phase, it was envisioned that the police crime prevention unit would monitor the progress of the program through an administrative reporting system. Given the active involvement of citizen volunteers, much of the work would be handled by block leaders and other program officials.

Though the Model recommended certain forms and procedures, the guidebook placed emphasis on reporting the efficiency and effectiveness of the program in a manner commensurate with established procedures.

In both demonstration municipalities, regular reports were completed on the progress of the program using the form dictated by local officials.

### III. ANALYSIS PHASE

The last phase of the Model program was to begin in the 52nd week of the program and allow four weeks for the development and presentation of a report to the Municipal Executive on the results of the program. Tabulating the efficiency and effectiveness was to be accomplished by two methods. A

post-program victimization survey was to be administered to target area residents with the results being compared to the initial survey. Further, the monitoring reports were to be condensed and determination made of trends and indicators for future direction.

Accomplishment of these steps proved to be difficult in the time frame established within the Guidebook. With PCCD assistance both municipalities were able to complete reports that gave each community an understanding of what they accomplished in reducing the fear and victimization of crime.

Activity Step 1  
(Performance Data)

This step required that the police crime prevention unit keep monthly and quarterly reports on the status of the program. By strategy measures the efficiency of the initiative was to be tabulated and indicators of progress were to be noted for planning and modification purposes.

Both Warminster and Easton kept this information in a format conducive to acceptance in their respective municipalities. It was tabulated by the police crime prevention practitioner with the assistance of citizen volunteers when available.

Activity Step 2  
(Victimization/Concerns Survey)

The impact of the program was to be gauged by an examination of the difference in perception by the citizens in the target area towards crime. In both communities, the administration of the survey was primarily the responsibility of the PCCD.

Significant in the post-survey was the utilization of citizen volunteers. They were recruited by the local crime prevention practitioner and trained by PCCD staff. These individuals polled the residents and assisted as needed in other capacities. Without their interest and involvement the program would not have been able to meet the dictates of this Activity Step.

The pre-program survey was conducted in Easton during July 1983. This was followed by the post-survey in October of 1984 approximately 10 months after the formal commencement in January of that year.

Warminster followed a somewhat different chronology. May 1983 saw the pre-survey with the formal commencement in September of that year. The post-survey was conducted in October 1984.

The surveys were well received by all program officials. However, there were some problems. It became apparent, after the first round of surveys, that it was not cost-efficient for Commission on Crime and Delinquency staff to act as the surveyors. Utilization of volunteers was cost-efficient and allowed the instrument to be perceived as community-focused. The fear that local citizens would inject bias into their efforts did not appear.

In addition, given the nature of the survey form, tabulation was difficult. Thus, local residents were not appraised of the results in a time frame that could boost program efforts. Revision has been made of the form for ease of use by local officials.

The time frame, as advocated by the Model, was not utilized in either community. This is another instance of the flexibility that the guidebook should portray.

### Activity Step 3 (Performance Report)

This step calls for the police crime prevention unit to develop a report for the municipal executive and, in turn, the community on the results of the program. The Model called for the presentation of this report to be a significant event, preferably before the Municipal Executive and the local legislative body.

While there was not a formal presentation of a report in either community, the results of the program were presented to the policymakers in a manner commensurate with local procedures. A report was developed by the practitioner in Easton for utilization in the development of this report. Warminster personnel acted as partners in the formulation of their section of this document.

#### IV. SUPPLEMENTAL OPERATIONS PHASE

If a decision was made to continue the program in the target area, this Phase called for a review of the results of the first year and to modify the program to fit local needs. Given the interest and results of the program both communities decided that the Model had further utility in their municipalities.

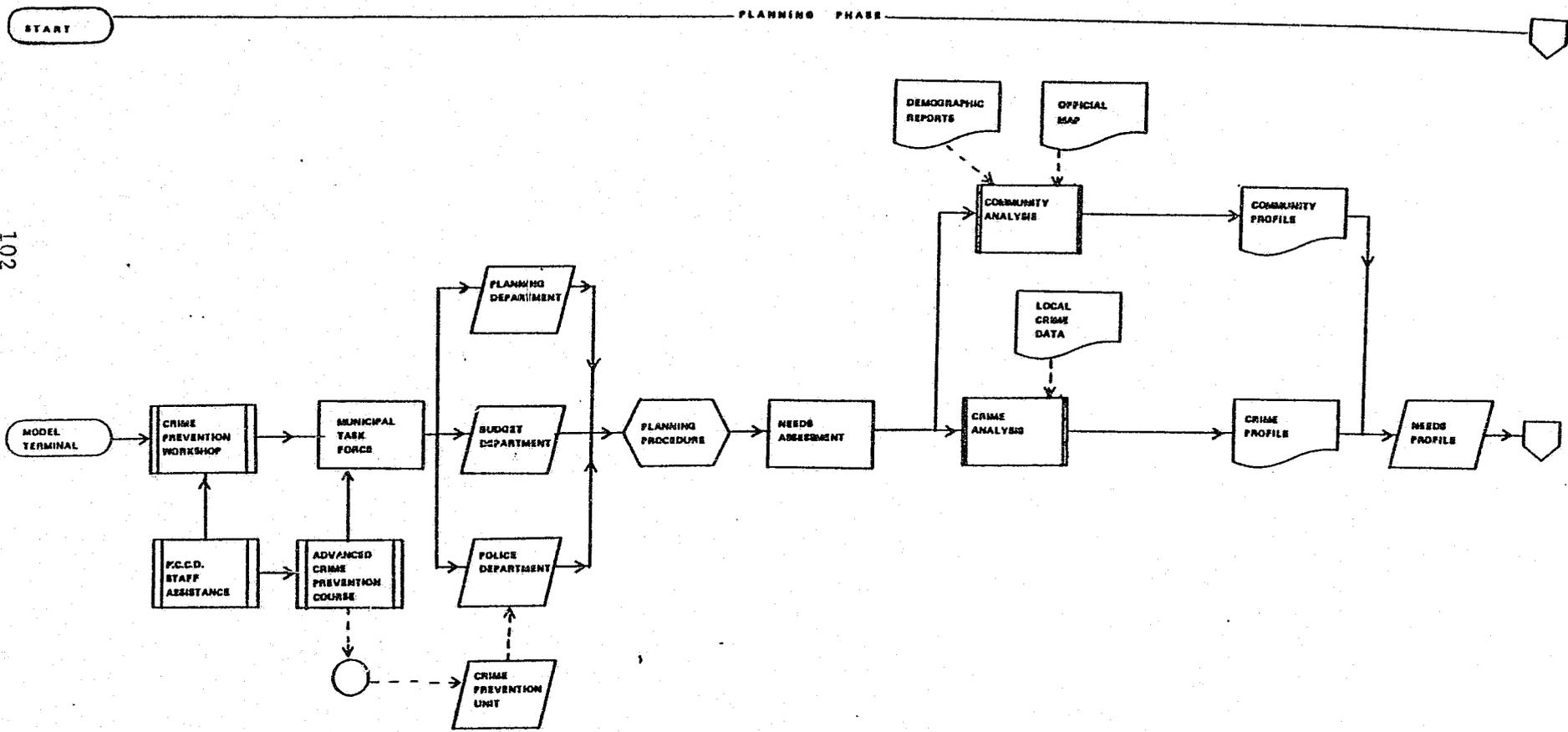
Both communities have continued the utilization of the Model in the development and implementation of their community crime prevention programs. Warminster has employed it in the selection and implementation of programs in several additional target areas.

Easton has found the Model to be useful as a general guide in the overall development of the City program.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
 IMPLEMENTATION REPORT

EXHIBIT 21

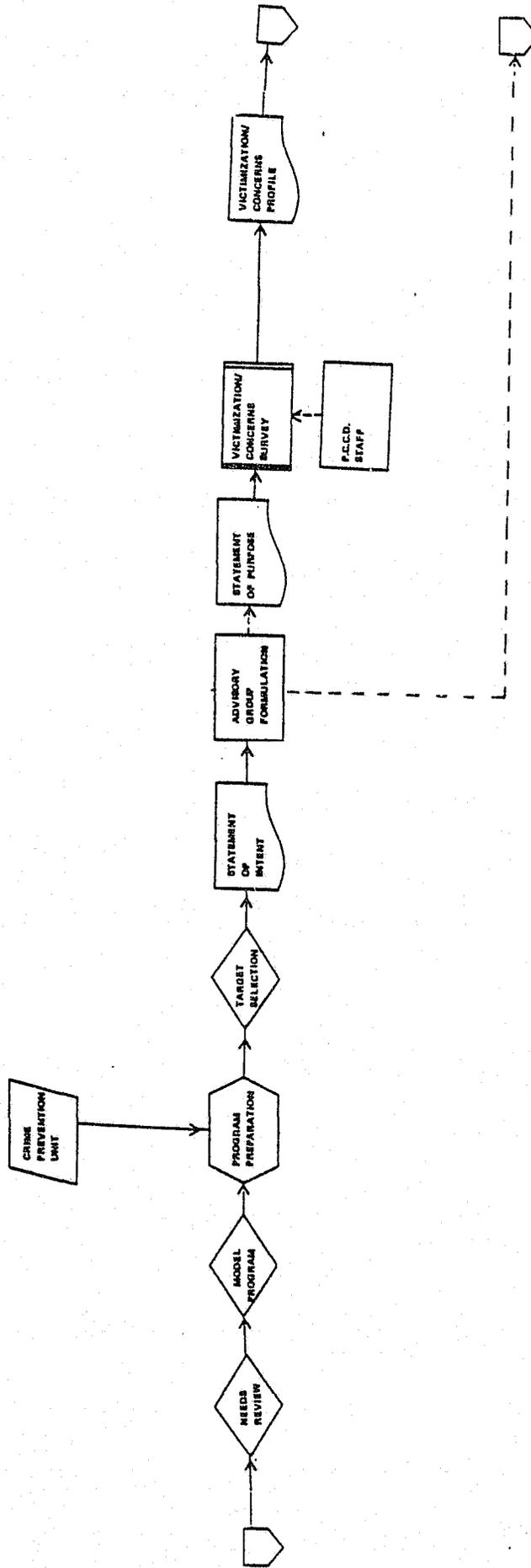
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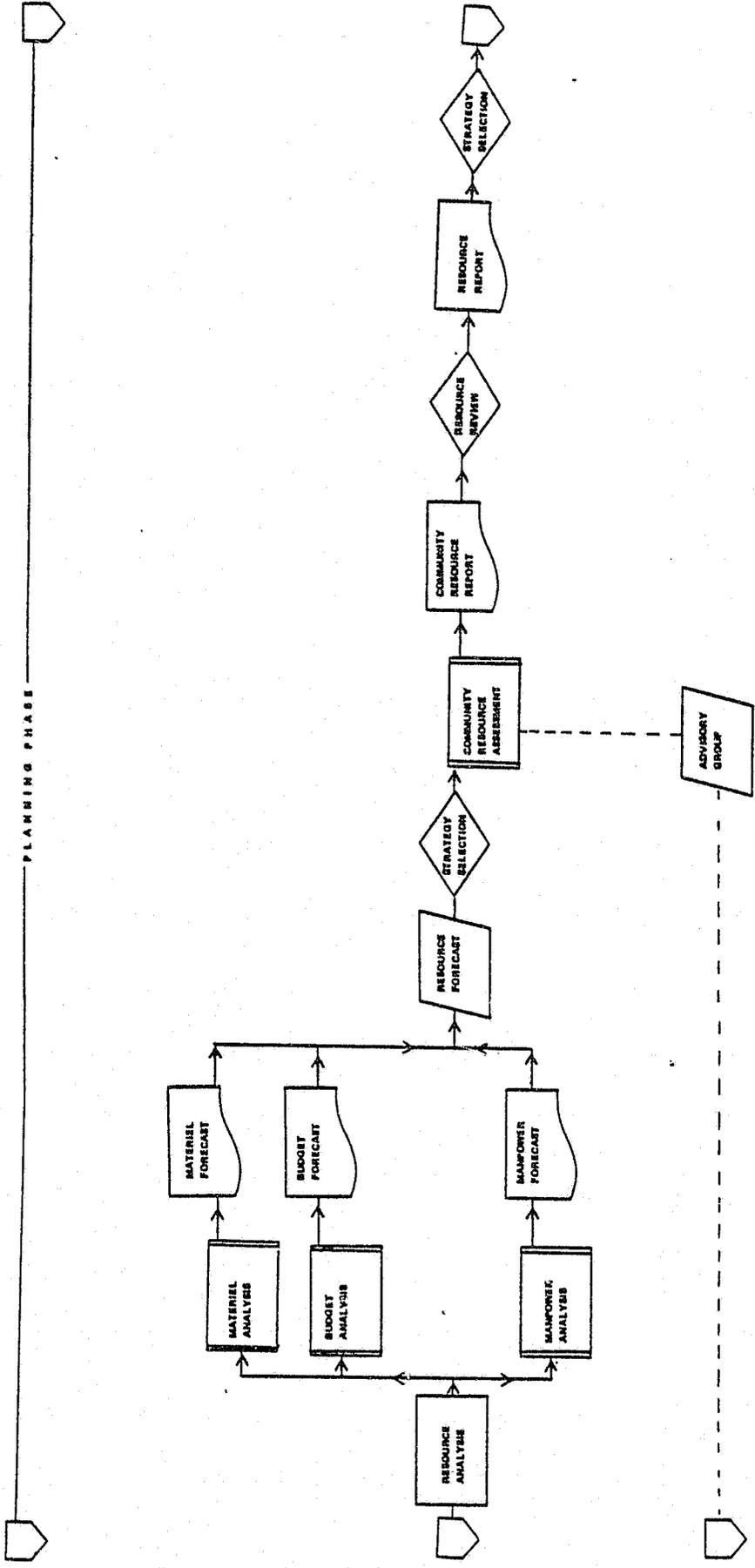
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WARMINSTER 2

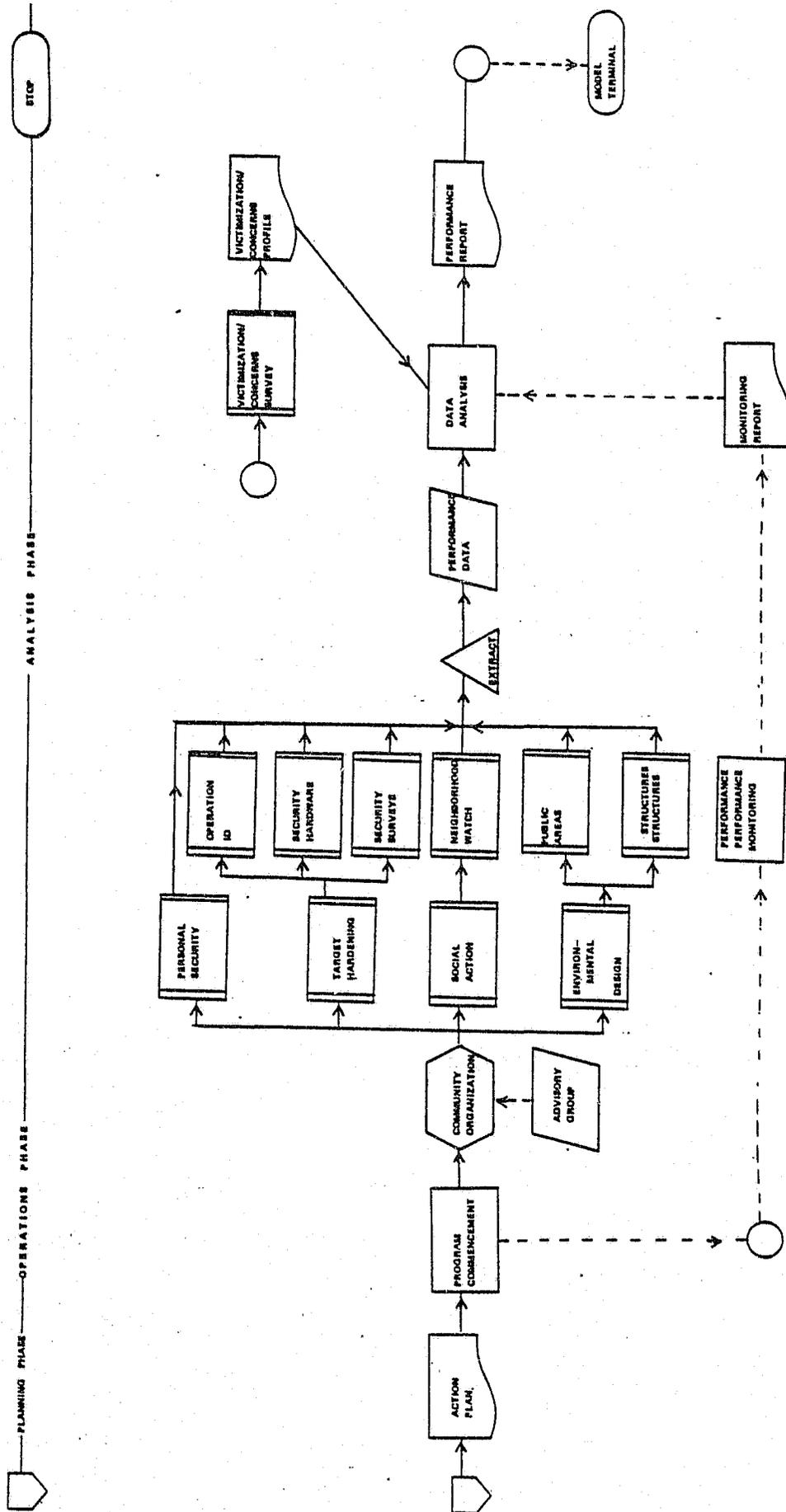
PLANNING PHASE



WARMINSTER 3



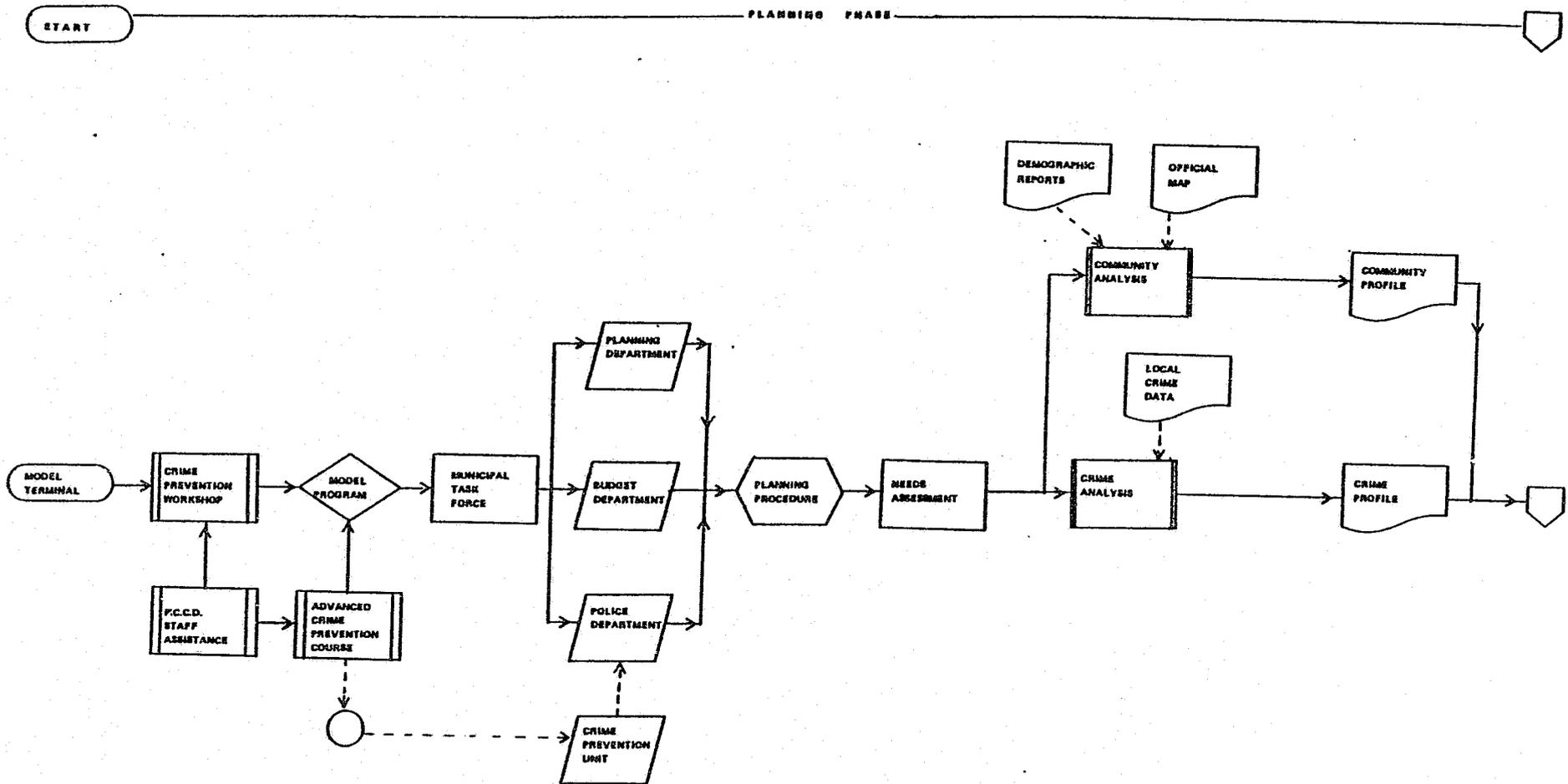
WARMINSTER 4



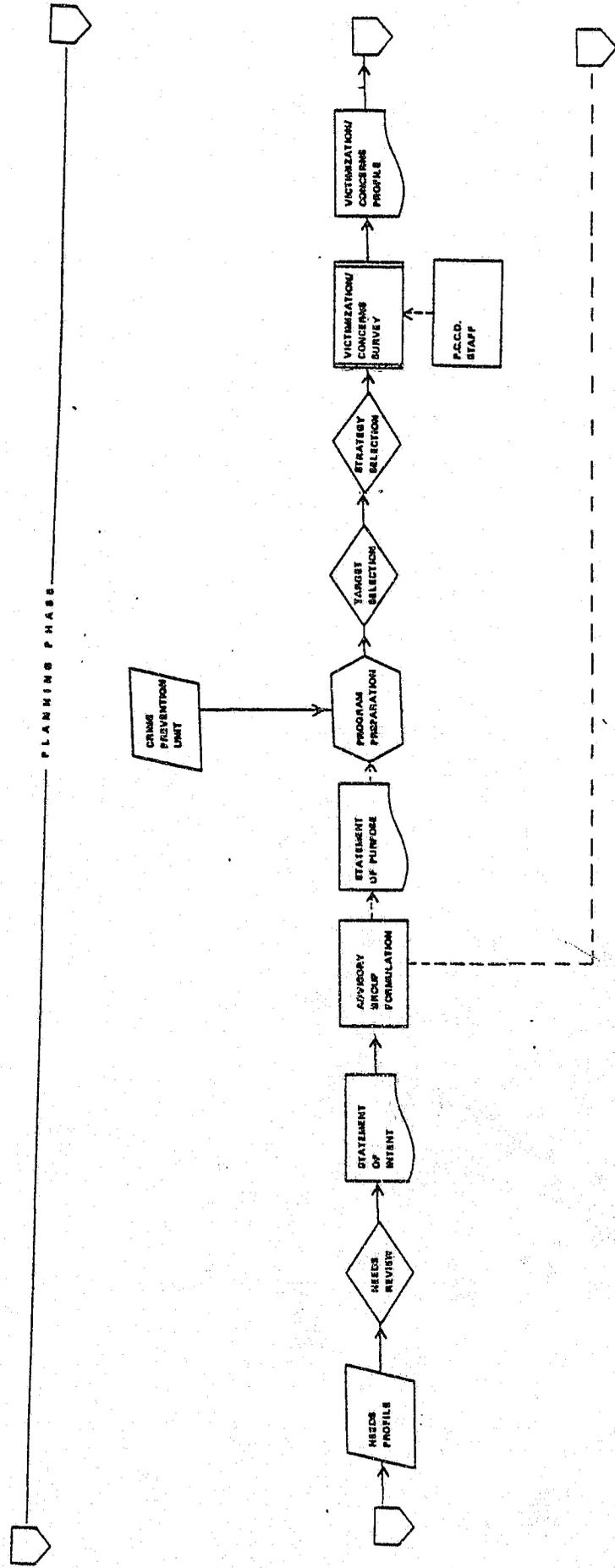
PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
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EXHIBIT 22

CITY OF EASTON PROGRAM FLOWCHART

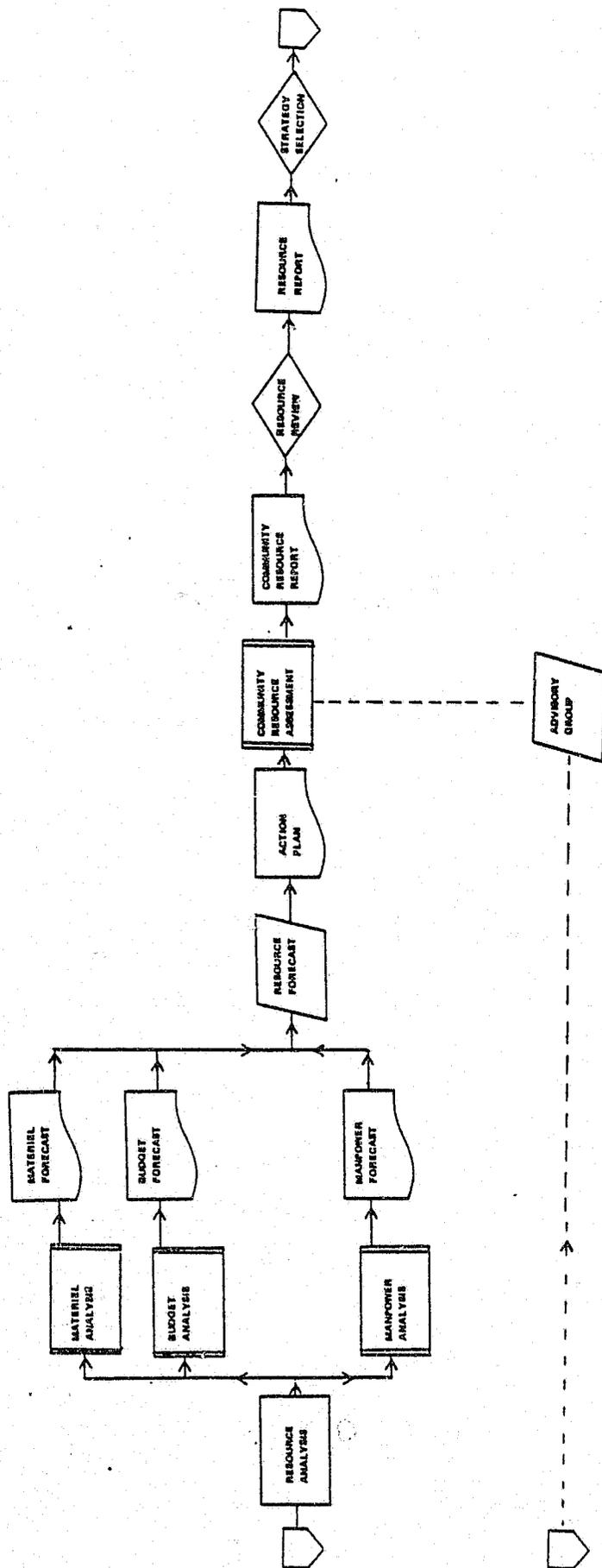


EASTON 2

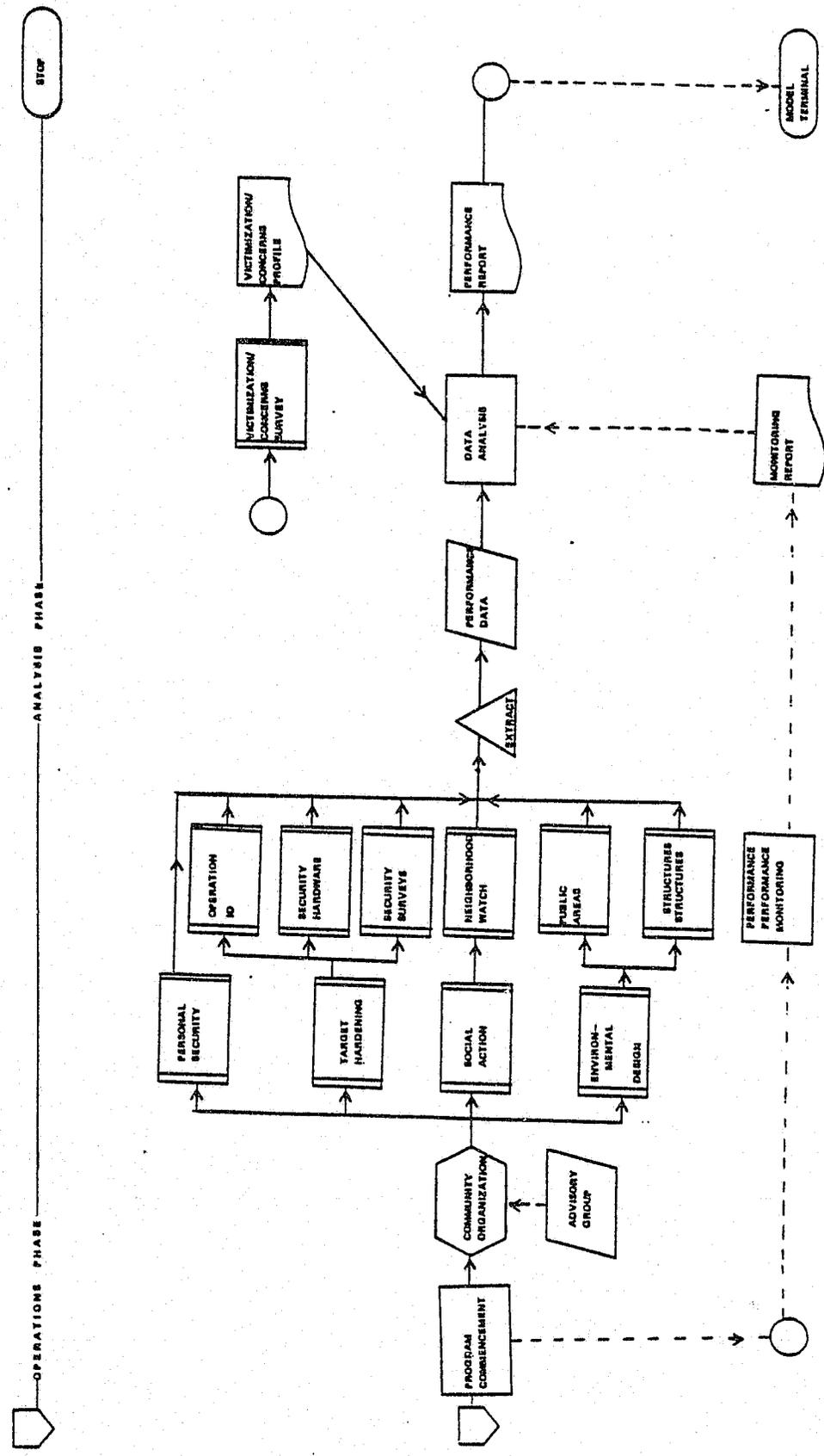


EASTON 3

PLANNING PHASE



EASTON 4











# CHAPTER IV

## CHAPTER FOUR

### PROGRAM OBSERVATIONS AND RECOMMENDATIONS

The programs in the demonstration communities of Warminster and Easton produced multiple findings that should be of service to those charged with developing and assisting citizens in their efforts in community crime prevention.

The chapter is divided into three sections for ease of understanding. The first segment reviews the impact of the programs on the concept and practice of crime prevention. The Model for Municipal Crime Prevention Programs is then scrutinized on its usefulness in these programs in the development and implementation of a community crime prevention program. Finally, the role of the Pennsylvania Commission on Crime and Delinquency in its support of the programs through on-site field technical assistance is reviewed.

### CRIME PREVENTION

In both communities the focus was on the interpretation of crime prevention as being a proactive strategy aimed at increasing awareness through a community education program. The effort was directed by the municipal police department with an emphasis on residential community crime prevention through strategies jointly developed by the police and community.

The target areas of the crime prevention programs in Easton and Warminster were, in many respects, very different. This was especially the case with respect to average family income, education, housing density, and crime rates. The apparent outcome of the two programs also seemed to be quite different with respect to participation and the concurrent drop in crime relative to surrounding areas. While one cannot make conclusive generalizations based on comparisons and contrasts between only two program experiences, especially when so many factors are involved in affecting crime and attitudes, it is reasonable to outline some of the differences and speculate about some of the factors that affected program outcome.

\* DESPITE CONSIDERABLE VARIANCE IN THE NATURE OF THE DEMONSTRATION COMMUNITIES, CRIME PREVENTION WAS ACCEPTED AS A USEFUL STRATEGY IN BOTH MUNICIPALITIES.

Although there were long-standing crime prevention programs in each municipality, there was no special effort to convince the citizenry of the value and benefit of the program prior to initiation of the Model. Nonetheless, in general, program goals and objectives were achieved. This was primarily due to considerable flexibility in approach and modification of program elements.

This endorsement was carried over to the municipal government and police departments. With considerable localization of approach the concept of community involvement through crime prevention was well received.

\* PARTICIPATION WAS SOMEWHAT GREATER IN WARMINSTER.

In broad terms, Warminster Township is a relatively affluent suburban community where serious crime rates are generally low, and violent crime even lower. Fears for personal safety were generally lower than in Easton as noted on the victimization surveys. For a variety of unknown reasons people in Warminster were more willing to join neighborhood crime prevention groups (44% versus 30%). They were also more inclined to engrave their valuables and to have a home security survey which are likely by-products of involvement in neighborhood groups.

\* IMPACT ON CRIME WAS CONSIDERABLY MORE IN EASTON.

The urban nature of the target area offers the best insight as to increased impact in the City of Easton. The fact that there is greater housing density and consequent interaction among the population probably allowed for increased program impact.

\* BOTH PROGRAMS FOCUSED ON THE STRATEGIES OF NEIGHBORHOOD WATCH, PERSONAL SECURITY, OPERATION IDENTIFICATION, AND SECURITY SURVEYS.

In recent years crime prevention has expanded to include a number of strategies encompassing a wide range of criminal-related problems. In particular, they have stressed youth and senior citizen involvement. In both Warminster and Easton, the community decided to focus on basic strategies rather than innovating to meet special needs. This might have had some impact on participation especially when members of certain groups with unique problems decided whether there was personal advantage to joining the program.

\* CITIZEN VOLUNTEER LEADERS PLAYED A KEY ROLE IN THE DEVELOPMENT AND IMPLEMENTATION OF THE COMMUNITY PROGRAM.

In both municipalities citizen volunteers served in roles that allowed the community to become partners in the process. Through their participation as Advisory Group members, block leaders, and in other significant roles, they became the advocates for the program in the target areas.

The degree of interest shown by these persons had a direct impact on the program's progress. In both Easton and Warminster when citizen leaders were not available to organize sections of the target area the program's momentum slackened considerably.

\* THE ENDORSEMENT OF ELECTED AND APPOINTED POLICYMAKERS ALLOWED THE PROGRAM TO REACH ITS POTENTIAL.

A key feature of the Model was to present crime prevention community programming in a manner that policymakers could relate to in the context of the other municipal services that they administered. In that regard the planning process incorporated the major features of the management by objectives approach.

Utilization of a seminar to acquaint these officials with the main features of the program proved to be extremely valuable. When incorporated into scheduled meetings their interest and commitment rose measurably.

\* THE TARGET AREA COMMUNITY SHOULD BE INCORPORATED IN ALL ASPECTS OF PROGRAM PLANNING.

Due to the necessity of involving a wide cross section of municipal leaders in the development of the program, in both municipalities, significant segments of the target area community were not involved to the extent needed. This caused some difficulty when the program was in the operational phase. The fact that affected citizens perceived that they had a diminished role in the formulation of goals, objectives and strategies caused them not to support the program to the optimum level. Any further efforts should focus on their active involvement at the earliest possible stage.

\* CITIZEN VOLUNTARY ASSOCIATIONS SHOULD INCORPORATE CRIME PREVENTION AS A SEGMENT OF A LARGER COMMUNITY IMPROVEMENT INITIATIVE.

In both municipalities the Model spawned community organizations that had as their single purpose the implementation of the Model program. The fact that there was some difficulty recruiting volunteers and gaining citizen interest might have to do more with the citizens having difficulty relating this to the overall improvement of the community than any other factor.

For this reason, in order to gain support from a wide cross-section of the community and to maintain interest, the program should look to including crime prevention on the agenda of already established groups.

\* GIVEN ALLOWANCE FOR LOCAL PERSPECTIVE, THERE IS A COMMON PROCESS THAT IS BASIC TO COMMUNITY CRIME PREVENTION ORGANIZATION.

The problem-solving process is common to many endeavors and many citizens have been introduced to it. Thus, by incorporating the needs and aspirations of the local community, crime prevention can be successfully organized and implemented.

#### MODEL FOR COMMUNITY CRIME PREVENTION PROGRAMS

The fundamental premise for developing a guidebook for municipal crime prevention programs was to provide a series of benchmarks that would allow program participants the opportunity to realize their progress at any point in the planning, development, and analysis of the initiative. To this end the participants in the effort have blended their insights into the following observations.

\* THE CONCEPT OF UTILIZING A GUIDEBOOK IS A VALUABLE TOOL IN COMMUNITY CRIME PREVENTION PROGRAMMING.

All participants felt that the initiative needed a basis for relating program progress. In this end having a document that was the epitome of similar efforts in the past was valuable from their viewpoints.

\* THE MANNER OF PRESENTING THE PROGRAM SCENARIO MUST BE CONCISE, EASILY UNDERSTOOD, AND TAKE INTO ACCOUNT LOCAL VARIABLES.

The Model document uses a combination of flowchart symbols and narrative coupled with forms and exhibits to present the programming message. This was a different tact from the other guidebooks available which used a narrative format.

Segmenting the scenario into phases and activity steps was well received by the practitioner community. However, usage of flowchart symbols stymied acceptance due to a lack of practical experience with this method. Practitioners felt that these added an element of technology that was out of line with the "people" perspective so critical to success.

Further, the flowchart was sequential to the point where practitioners had difficulty adjusting their program progress when local variables required that activity steps be completed out of sequence or in conjunction with others. This caused unnecessary apprehension and impeded program progress.

\* THE TIME-PHASED PLAN OF IMPLEMENTATION ADVOCATED IN THE MODEL DID NOT PRESENT AN ACCURATE DEPICTION OF THE PROGRAM'S DEVELOPMENT.

As described in earlier chapters the program took much longer than forecasted to complete. Further, the successful completion of the activity steps required significantly more time than that allotted in the Model. For that reason, the time-phased plan caused unnecessary concern on the part of program administrators and should either be altered to reflect what actually occurred or be eliminated entirely from any future revision. A composite of the time-phased plan of implementation, as it actually transpired, is contained in Exhibit 25.

\* THE SUCCESSFUL IMPLEMENTATION OF THE MODEL REQUIRES COMPLETION OF A SPECIALLY DEVELOPED TRAINING SESSION.

During the development of the program in the demonstration municipalities it was found that program participants, who had not attended the Commission on Crime and Delinquency Advanced Course, had a difficult time understanding the elements of the various phases. This was particularly so when discussing program progress with citizen leaders and participants from the target areas. Future endeavors should require that a simplified guidebook be developed and oriented to the volunteers expected to carry out program objectives.

\* SUCCESSFUL UTILIZATION OF THE MODEL REQUIRES THE PRESENCE OF A CONCERNED AND MOTIVATED CITIZENRY, A SENSE OF COMMUNITY, AND THE ABILITY OF CITIZENS TO ACT EFFECTIVELY IN A LEADERSHIP ROLE.

The Model proved to be an effective tool only if there was a social fabric that served as the foundation. In both Easton and Warminster there were concerns about the willingness and ability of citizens to act as the primary agents of the program. However, without their active commitment, the initiative has proven to have little chance of long-term impact. Careful analysis and understanding of the process should be a primary consideration of policymakers before committing the municipality to implementing the Model.

\* THE MODEL AS PRESENTLY PORTRAYED IS A SOUND DEPICTION OF THE COMMUNITY CRIME PREVENTION ORGANIZATION PROCESS.

Despite variance in time scheduling and the completion of several activity steps at the same time, the activity steps of the Model were found to be the foundation of community crime prevention programming. All were completed in essentially the same sequence and led to the development of community support and involvement in programs that impacted on the crime problem. A composite of the flow of activity steps as they actually occurred is contained in Exhibit 26.

The significant point of concern was the first step in the Operations Phase. The recruitment and training of volunteers as advocated in the Model was to occur prior to the formal program commencement. Both communities found it difficult to arouse interest in target communities without the commencement. In turn, they found it equally arduous to serve the community after the commencement with these individuals not recruited, trained, and serving the target area.

Any future efforts of this type should realize the importance of citizen volunteer leaders and considerable dialogue should take place in the planning process as to the optimum method of organizing the community given local variables.

#### TECHNICAL ASSISTANCE

As noted earlier in this report, the Pennsylvania Commission on Crime and Delinquency assigned a staff person to each municipality to facilitate the progress of the Model. These persons were incorporated into the administration of the program as consultants and were on the scene as the program demanded. This usually took the form of weekly trips to the municipality.

Before being assigned to the municipality the staff person received in-service training on the function of field consultant. In addition, their selection for the assignment was based, as much as possible, on their experiences in similar projects and their involvement in the development of the Model.

\* TECHNICAL ASSISTANCE WAS INSTRUMENTAL IN THE MODEL'S IMPLEMENTATION.

The PCCD "consultant" proved to be an advisor and trainer with each police department. They communicated with all elements of the community and became a catalyst for program development. By stressing their role as a facilitator, they were not perceived as auditors or managers, which would have been detrimental to the overall outcome.

PCCD staff developed their role by meetings with the program administrators at the onset. Open lines of communication were established between the police crime prevention practitioner, the police chief, and other policymakers to discuss, define, and resolve potential problems. In that regard, the PCCD "consultant" provided the impetus and insight needed to resolve the dilemmas that are an integral component of community initiatives.

\* THE PLANNING PHASE SHOULD BE THE FOCUS OF THE TECHNICAL ASSISTANCE EFFORT.

Practitioners in both demonstration communities did not have a significant amount of experience in program planning. For that reason, the input from staff consultants proved to be helpful in the development of the action plan which is the key feature of the planning phase.

Once the program commenced, staff also proved to be helpful as facilitators in the training of citizen volunteers. Given the demands imposed at that juncture on the police practitioners and program officials, the usage of staff was particularly appropriate.

\* PCCD PROGRESS REPORTS OFFER VALUABLE INSIGHTS FOR PROGRAM MONITORING.

On a weekly basis, through written and verbal reports, PCCD staff briefed program administrators on their perceptions. These progress reports allowed for those immersed in the details of the operation to adjust the program to meet the needs of the target area.

### CONCLUSIONS

The Model for Municipal Crime Prevention Programs proved to be a valuable tool in the development and implementation of the demonstration communities' initiatives. With allowance for local modification, the guidebook offers a foundation for municipal governments to utilize as they formulate initiatives that reduce the incidence and fear of crime.

In addition, the training and assistance offered by the Pennsylvania Commission on Crime and Delinquency also contributed greatly to the outcome of the effort.

As a result of this program crime prevention has been accepted as an integral part of the services offered by both municipalities. In addition, the guidebook, with modification for local perspectives, has served as the keystone for development of the program in other target areas.

The lessons learned from the initiatives in Warminster and Easton have been incorporated into practitioner training curriculums offered by the Commission on Crime and Delinquency. Through this medium the experiences of these municipalities are now being utilized as the basis for similar efforts by approximately 3,500 community crime prevention practitioners. To that end it served the Commonwealth and the national crime prevention community in our partnership to "Take A Bite Out Of Crime."

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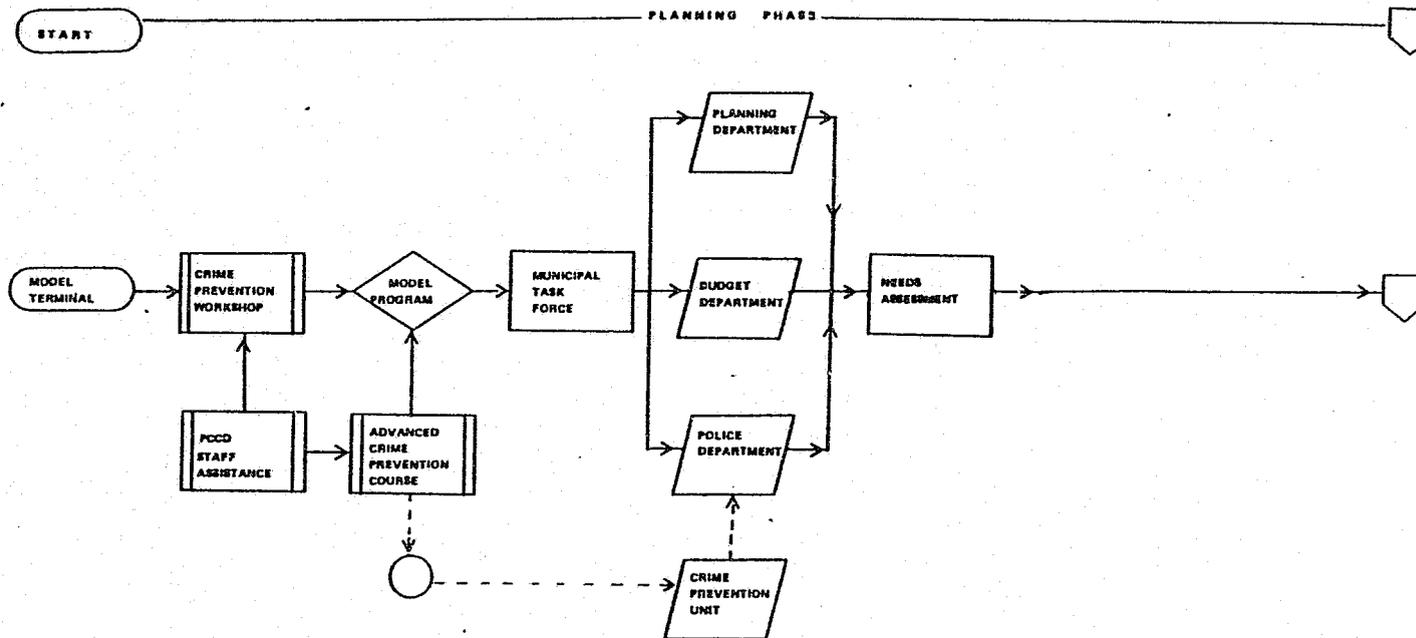
EXHIBIT 25

TIME PHASE PLAN OF IMPLEMENTATION  
 AS COMPLETED IN DEMONSTRATION COMMUNITIES

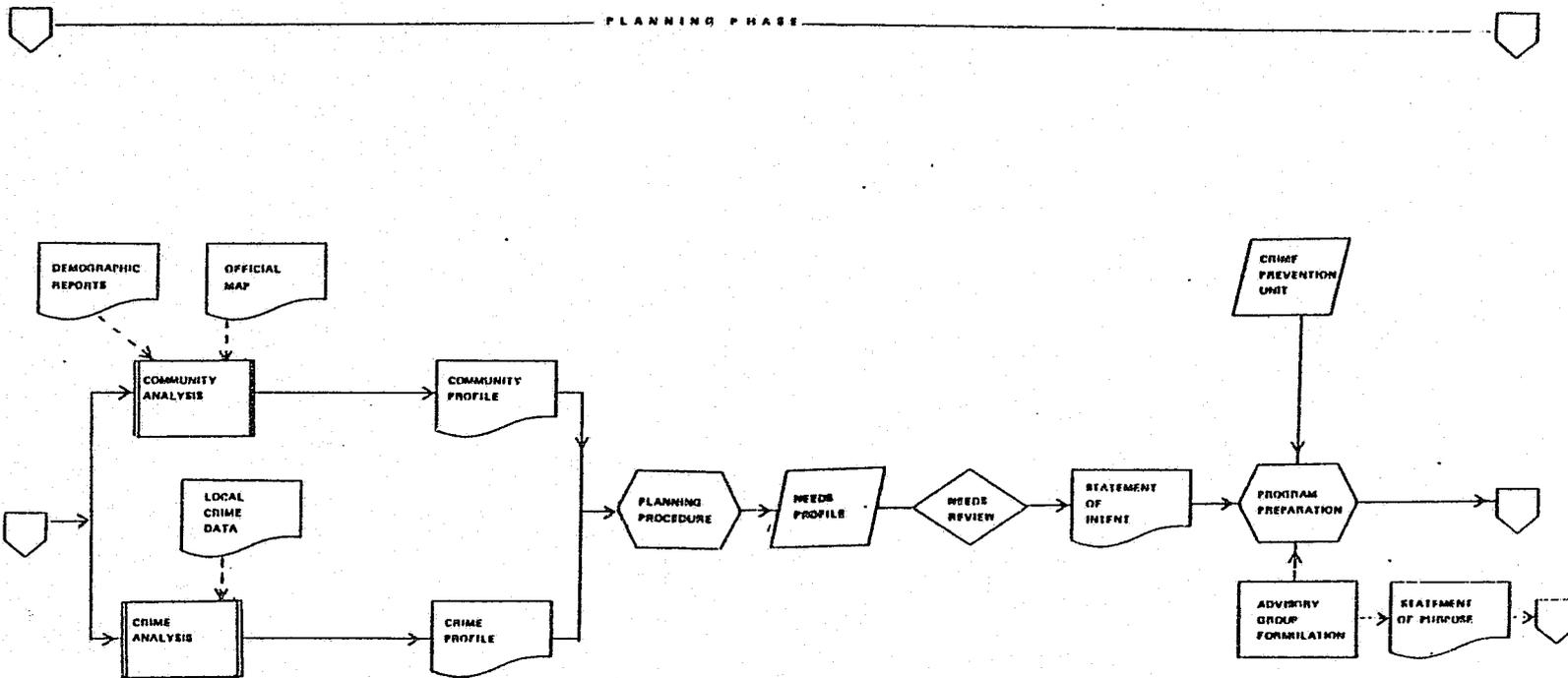
EXHIBIT 20	Week 1	Week 2	Week 5	Week 7	Week 10	Week 13	Week 14	Week 16	Week 18	Week 20	Week 22	Week 23	Week 25	Week 29	Week 40	Week 52	Week 60	Week 61	Week 62
<u>Planning Phase Activity Steps</u>																			
1 C/P Training	X																		
2 Program Initiation	X																		
3 Task Force		X																	
Community/ 4-6 Crime Analysis			X																
Planning 7 Procedure			X																
Needs 8 & 9 Profile/Review				X															
Statement 10 of Intent					X														
11 Advisory Group Program						X													
12 Preparation							X												
13 Initial Strategy								X											
14-18 Needs Forecast									X										
19 Survey										X									
Community 20 Resource Forecast											X								
Strategy 21 & 22 Selection												X							
23 Action Plan													X						
<u>Operations Phase Activity Steps</u>																			
Program 1 Commencement														X					
Community 2 Organization															X				
Strategy 3-6 Implementation																X			
7 Monitoring																		X	
<u>Analysis Phase Activity Steps</u>																			
1 V/C Profile																X			
Performance 2 Data																	X		
Performance 3 Report																		X	

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EXHIBIT 26

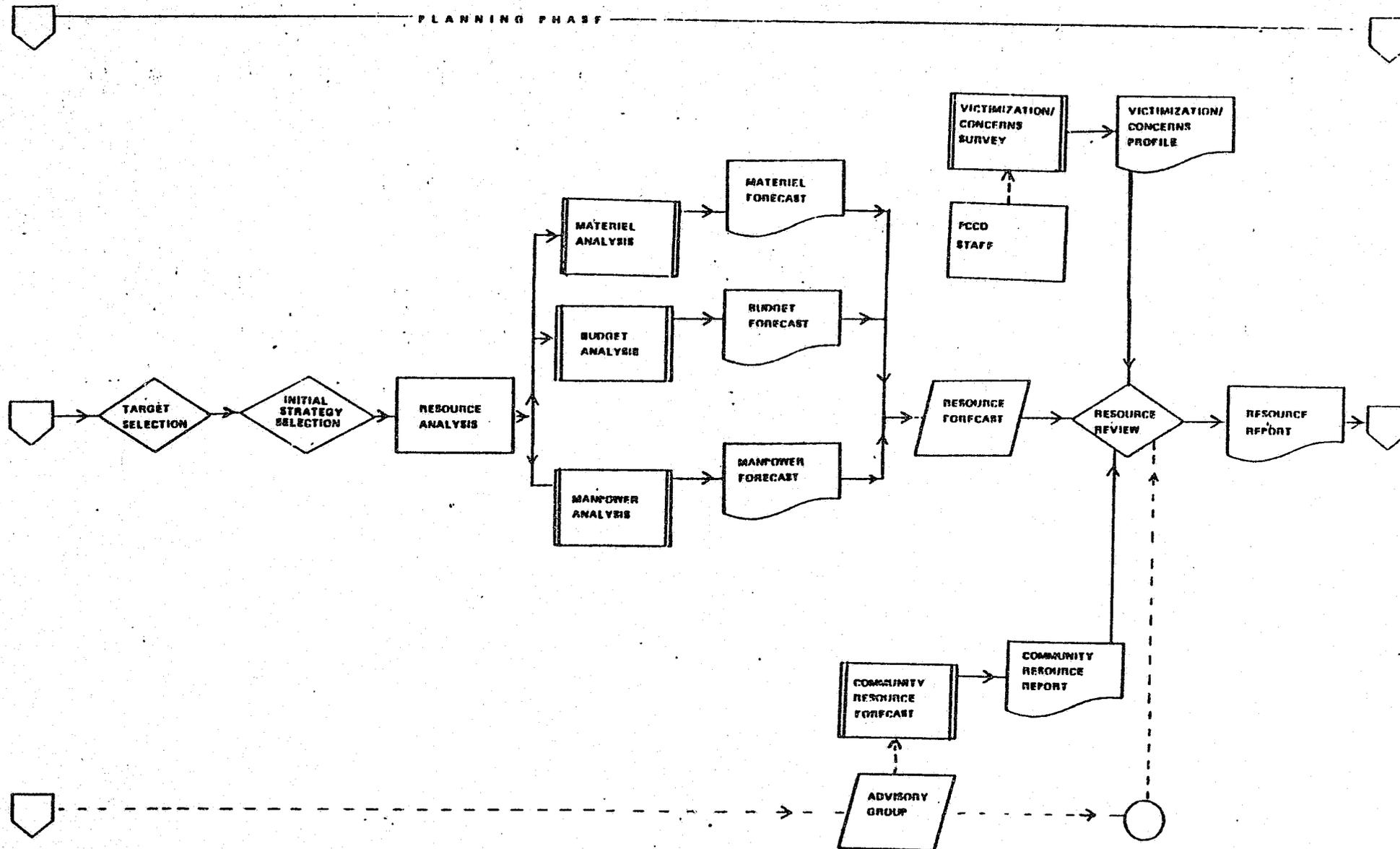


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MODEL MUNICIPAL CRIME PREVENTION PROGRAM  
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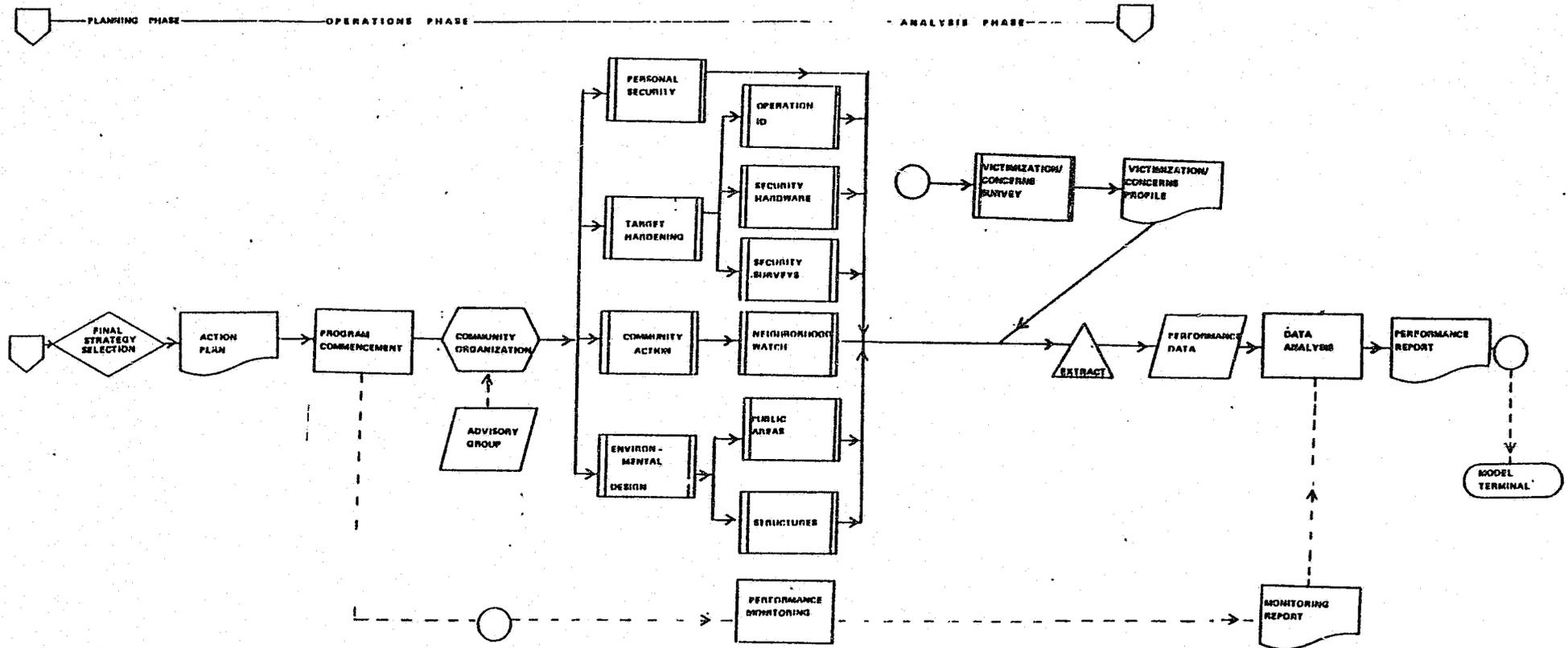


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PLANNING PHASE



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## SOURCES OF DATA

Information contained in this report was extracted from project files maintained by the Pennsylvania Commission on Crime and Delinquency on the demonstration projects in the City of Easton and Warminster Township. Local crime data presented in the document was produced by the police departments of the respective communities. Data presented in Appendices A and B was collected during surveys conducted by the PCCD in the demonstration municipalities and analyzed by the Bureau of Statistics and Policy Research. Additional information sources included:

The Figgie Report Part IV: Reducing Crime in America,  
Successful Community Efforts, Figgie International, Inc.

Pennsylvania: The Citizens' Viewpoint, The Pennsylvania  
State University.

A Safe Place To Live: The Insurance Information Institute  
and the Crime Prevention Coalition.

We Can Prevent Crime: Iowa Crime Prevention Coalition.

Comprehensive Crime Prevention Program: Law Enforcement  
Assistance Administration.

Partnerships For Neighborhood Crime Prevention: The  
National Institute of Justice.

Standards of Law Enforcement Agencies: Commission on  
Accreditation for Law Enforcement Agencies, Inc.

The Bureau of Crime Prevention, Training and Technical Assistance,  
Pennsylvania Commission on Crime and Delinquency, has developed a variety  
of instructional programs and programming manuals over the past years.  
Copies of the following listed publications can be provided upon request:

A Model Municipal Crime Prevention Program: Pennsylvania  
Commission on Crime and Delinquency.

Community Crime Prevention Programs - Their Value and  
Impact for Pennsylvania's Municipalities: Pennsylvania  
Commission on Crime and Delinquency.

Police Crime Prevention Practitioners' Course Book:  
Pennsylvania Commission on Crime and Delinquency.

Police Crime Prevention Practitioners' Instructor  
Development Workshop: Pennsylvania Commission on Crime  
and Delinquency.

Police Crime Prevention Practitioners' Resource Book:  
Pennsylvania Commission on Crime and Delinquency.