

***“Working Together to
Reduce Crime”***
**A Guide for Developing and
Maintaining Community
Crime Prevention Programs**



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PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY

"WORKING TOGETHER TO REDUCE CRIME"

A GUIDE FOR DEVELOPING AND MAINTAINING
COMMUNITY CRIME PREVENTION PROGRAMS

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COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

PREFACE

This is a guidebook about planning, operating, analyzing and maintaining community crime prevention programs in the communities of the Commonwealth of Pennsylvania. Drawing upon contact with a wide number of efforts of this kind in operation in Pennsylvania and throughout the country, it lays out the most important considerations for municipalities seeking to enhance public safety and to reduce the fear of crime in urban, suburban and rural settings.

More specifically, this book is about community crime prevention, a term used to designate certain kinds of citizen crime prevention efforts. Community crime prevention has several characteristics:

1. It is designed for individual communities, their citizens, physical makeup and the specific crime problem they are encountering.
2. It is a proactive, citizen awareness initiative utilizing public education in a concerted manner enabling participants to reduce the opportunity for criminal victimization on an individual and community level.
3. It is carried out by means of a working partnership between government in the form of the law enforcement agency and existing community organizations or institutions.

These features appear to be necessary for the viability and success of collective action to prevent crime.

This guide is specifically addressed to municipal governments, police and existing community organizations. Many law enforcement agencies in the Commonwealth already have crime prevention officers but their mission and relationship to the rest of the agency and community often need to be clarified. Other municipalities face the growing realization that citizen help would enhance their ability to maintain order and safety, yet they do not know how to enlist their support. Community organizations have taken on issues such as housing, economic development or public improvements, but often have hesitated to involve themselves in crime prevention, even though crime and fear of crime are widely recognized local problems. Organizing for crime prevention purposes is often thought to be difficult and the close working relationships demanded between citizens, police, community organizations and municipal governments considered too demanding for local resources.

In part, the purpose of this book is to show how working relationships between the key community elements can be established and provide the basis for an effective crime prevention program. Residents of communities can and do act as individuals to protect themselves, their homes, businesses, public places and families. However, many of their actions involve increased isolation and withdrawal from public places and other people, which tends to increase their fear and the opportunity for criminal activity. By contrast, participation in a

well thought out and managed crime prevention program provides for greater community safety and security and has been shown to be associated with less fear.

This document outlines those activity steps found to be essential in organizing a community crime prevention program. While the optimum method is to redirect the efforts of an existing community organization, these activities can be utilized by an organization that wishes to develop strictly along the lines of community crime prevention. It should be noted that pre-existing groups have usually been the primary vehicle for community crime prevention efforts. In times of economic restraint they are better able to mobilize scarce resources, because they have a track record, as well as established leadership and organizational structures. Broader resident participation and greater cooperation among multiple local groups can be achieved within this framework.

These groups are shown how they can focus their efforts for maximum impact. Crime prevention can target segments of the population (e.g. senior citizens) to confront problems that focus on them or geographic areas (e.g. neighborhoods plagued with a burglary problem). The document outlines a method of organizing that would be mutually beneficial under either circumstance. Under either scenario, the program is directed by local government with the police crime prevention practitioner being the administrator. It incorporates the fundamental features of management by objectives in order to merge this effort with other more traditional forms of institutionalized municipal services.

Community crime prevention has as its primary goal the reduction of the fear and incidence of crime. This is accomplished by reducing criminal opportunity through responsible citizen volunteer self-help action on the individual and group levels. Citizens act as the "eyes and ears" of the police and report suspicious activity. The first step in developing a program is to develop watch groups on the community level. Citizens are instructed on suspicious activity normally associated with criminal incidents and taught the proper method of reporting to the police. Once this perspective is applied to the community and there is a consequent stronger bond between citizens, individual crime prevention strategies can be applied.

Community crime prevention is an important means of reducing fear of crime, which can be a very potent influence on citizens' feelings and actions. The level of fear may bear little relationship to rates of crime. Whether or not it is factually founded, fear must be treated as part of the crime problem and taken into account in planning community crime prevention.

It should be noted that often program structure and maintenance tend to be neglected in the burst of enthusiasm or energy that first gets community crime prevention underway. Many programs start on an ad hoc basis without much planning. However, long-term effectiveness and durability can be impaired if programs do not address two crucial areas: building an organizational structure which makes the best use of resources; and developing techniques to maintain participants' interest and commitment.

No one model of program structure is best for crime prevention efforts. Community-based crime prevention programs will have very different organizational concerns than others in different settings. More specifically,

a program's structure must be adapted to the local environment, needs, and political context. This Model attempts to deal with these points in an appropriate manner.

Issues

Organizers of community crime prevention efforts face a series of choices or decisions. This manual is intended to provide guidance about these choices on the basis of prior research and contacts with operating programs. There are several primary issues addressed:

- Why should community organizations, municipal government and police get involved together in community crime prevention?
- How can community crime prevention be tailored to specific areas or segments of the population?
- How can law enforcement agencies and community organizations build support for crime prevention?
- How can a strong and durable program be built?
- What kinds of resources are needed for community crime prevention?
- What kinds of information and procedures are needed to tell whether the program is having its intended effect?

For each of these issues, experience and research suggest that there are various options, with advantages and disadvantages that stem from differences in the community context, the initiating organization, and the specifics of the crime problem. Therefore, this guidebook attempts to provide sufficient detail to assist readers in determining what options can work in their own situations.

Acknowledgements

This document is intended for local practitioners and the experiences of those who have made community crime prevention an accepted strategy both in Pennsylvania and throughout the country over the past decade have been incorporated in its development. It is a modified version of a similar document, "Model for Municipal Crime Prevention Programs - The Pennsylvania Approach," developed in 1981 by the Pennsylvania Commission on Crime and Delinquency for utilization by practitioners throughout the Commonwealth.

Between 1982 and 1984, this guidebook was field-tested in two Pennsylvania municipalities. The Township of Warminster (Bucks County) and City of Easton (Northampton County), working with Commission on Crime and Delinquency staff, emulated the principles in community target areas. The lessons learned from this initiative were documented in "Model Municipal Crime Prevention Implementation Report 1982-1984" and applied in this revised edition.

This document also draws heavily upon similar efforts by a number of sources developing similar programs throughout the country. This is particularly the case in the explanation of concepts and practices that are found at the preface to each phase. In particular, "Partnerships for Neighborhood Crime Prevention; Issues and Practices" by the National Institute of Justice and "We Can Prevent Crime" by the Ohio Crime Prevention Coalition Inc. were utilized. In addition, the other contemporary guidebooks on community crime prevention, "A Safe Place to Live" by the Insurance Information Institute, "Comprehensive Crime Prevention Program - Program Guide" by the Office of Community Anti-Crime Programs, U.S. Department of Justice were also a major assistance in the formulation of this document. Standards for law enforcement agencies by the Law Enforcement Accreditation Program served as a major resource, as well as "A Guide to Neighborhood Planning" by the American Planning Association. Each of these sources, as well as many others, are listed in the bibliography at the end of the document.

Significant to note is that the guidebook is the result of the efforts of countless Pennsylvanians who have volunteered their time in the support of community crime prevention since the early 1970's.

Organization

This document is divided into 12 activity steps incorporating the principles of planning, operations, analysis and maintenance of a community crime prevention program. To illustrate the sequential nature of the process, a flowchart utilizing accepted data processing symbols is utilized and is presented as Exhibit B on page 61.

Many communities will be required to utilize certain activities out of the sequence noted in this flowchart. The flowchart is merely a general guide and only provides a systematic direction for determining progress. Thus, it should not be considered completely definitive but more as a guide to be altered as appropriate.

Each community is constrained by a number of factors in its ability to plan and implement a community crime prevention program. For that reason, it has been found to be unfeasible to apply a time-phased plan of implementation.

Communities should expect that it will take 12-18 months to progress through the steps outlined in this guidebook. However, if it takes longer, as long as the community is in agreement, there should be no concern as to relative progress.

There are four phases and each is noted by an introduction which explains the concept and practices to be applied. The document is meant to be an instructional tool and these sections are for background use. In each phase there are a number of activity steps which apply more specific guidance.

Given the subjective nature of community crime prevention, this document does not mandate specific actions. However, each activity step provides goals and objectives along with directions for completion. These are to be utilized for general guidance. The guidebook also attempts to provide flexibility given the wide disparity in the nature of Pennsylvania communities.

The ability of a community to implement the goals and objectives of the guidebook's activity steps is frequently determined by the size of the municipality. Larger communities, those with a population base of 50,000 or above, would normally be expected to implement more of the guidebook's tasks than smaller units of government. While communities may apply all of the objectives noted under a goal, the text provides a suggested implementation plan by noting whether the objectives should be viewed as optional or recommended tasks based on community size. To provide a uniform classification of municipalities all those exceeding 50,000 in population are considered as large, while those under that figure are categorized as small communities.

The program is a learning experience for all involved and maximum communication between all parties will make the format the center of a problem-solving process, developing a program appropriate to the area and community being served.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

PLANNING PHASE

Community programs may be spawned from a series of criminal incidents or a perception that the quality of life is being affected by the fear of victimization. Often, citizens stimulate the process by contacting others to discuss mutual needs and brainstorm strategies.

The first steps in organizing a neighborhood crime prevention program can make all the difference in its success. Crime is not an easy issue to organize around because fear and suspicion divide people and make it harder for them to work together. It is difficult to show rapid results in terms of crime reduction, although impact on fears and feelings about the neighborhood can be almost immediate.

No matter what the problem and the manner in which the impetus is begun, once an individual or group determines that community crime prevention has potential as a viable strategy, there is a common series of activity steps that communities have found effective in developing community crime prevention coalitions. This phase reviews those steps in the expectation that citizens and police can utilize them as a general guide to providing the foundation for an effective effort.

These steps utilize a number of tenets that are present in successful efforts. The first is that the program must build strong support in the neighborhood and the law enforcement agency. Also, if feasible, it starts with existing community organizations and establishes linkages not only between police and residents, but also among other community organizations, service groups and government agencies.

During the planning phase, the law enforcement agency establishes specific policies, goals and objectives with the community through a coalition approach. In addition, no matter what the nature of the service area, the law enforcement agency should come to the realization that all officers and components must bear responsibility for achieving agency crime prevention goals and assist others as needed.

Without a written plan that serves as the foundation for the joint efforts of citizens and police, communities have found that their efforts were plagued by a lack of communication and consensus of purpose. Thus, the central figure of the planning phase is the formulation of this document. It embodies the policy perspectives of the elected officials responsible for the service area, the legal parameters set by local, state and federal statutes, the needs of the citizens and the resources available both in terms of manpower and materials. It should be developed based on data indicating the types of crime that pose the greatest threat to the community and where (geographically) criminal activity of this type is most prevalent. The plans behind specific crime prevention programs should be designed with evaluation in mind. More importantly,

programs should be evaluated annually to determine if they have been effective in achieving stated goals.

Central to the effectiveness of the prevention approach is influencing the perspectives of as many citizens as possible. Through a police-directed educational campaign, citizens decide individually or as groups that they can reduce their chances of victimization through increased dialogue with the police and incorporating precautions into their daily routine. This is accomplished by the formation of groups that capture the spirit of the community and, in turn, provide their viewpoint into the document. These advisory groups must be composed of a truly representative sampling of the service area that will be organized. The community must feel that the document captures their feeling; if this occurs, the initiative will have a foundation for success. If this theme is not an integral component of the program's plan, then its utility will be negligible.

Finally, from the onset, a maintenance plan should be established. Central to this initiative is continued support of citizens participating in the program and utilization of existing organizations.

There are eight Activity Steps in the Planning Phase. Each sequential step is important to the overall success of the Planning Phase. Following is a list of them along with a brief description of what each step focuses upon:

Activity Step One

Program Preparation

Defines the purpose of the program and the role of each of the participants.

Activity Step Two

Program Feasibility

Explains the initial commitment and support that is necessary from participants for a program to be workable.

Activity Step Three

Coalition Task Force

Discusses the need to establish a temporary organizational structure to support the required program and development process.

Activity Step Four

Community Needs Assessment

Describes the importance of gathering and assessing information in order to determine the needs of the community.

Activity Step Five

Goal Statement

Expresses the need to develop a written statement which clearly states what the participants desire to accomplish with the program.

Activity Step Six

Advisory Group

Explains the need to identify optimum strategies which may be implemented to address community needs and to achieve program goals.

Activity Step Seven

Project Selection

Describes the process of selecting the optimum strategies for local implementation.

Activity Step Eight

Action Plan

Describes the significance for formulating a viable plan to guide the progress of the program.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Planning Phase

ACTIVITY STEP ONE

(Program Preparation)

GOAL:

Allow program officials to understand the principles and practice of crime prevention so that they can plan and develop the program utilizing proven strategies in a cost-effective manner.

OBJECTIVES:

1. To allow each elected and municipal official having a policymaker/administrator role the opportunity to receive an orientation on the program;
2. To familiarize all police officers on the concept and practice of crime prevention as it applies to their current duties;
3. To orient citizens, who have assumed a leadership role, on the principles of community organization as applied to crime prevention;
4. To designate at least one individual in the law enforcement agency whose responsibilities will include planning and coordinating crime prevention activities; and
5. To initiate dialogue with similar programs on the local, state and national level in order to maximize the inclusion of successful precedents.

All objectives noted above are recommended for implementation by both large and small municipalities.

Commentary

The primary responsibility of program leaders is to define the purpose of the community crime prevention effort. This can only be accomplished if there is a clear understanding of what crime prevention is and its potential in the community. No coalition initiative can be effective unless the purpose is clearly defined and well understood by all participants at the onset.

This orientation helps to build commitment and understanding. This is not the kind of program in which services are "delivered" to passive consumers. In community crime prevention, the citizens and police will be working together to define the problem and develop the strategy to deal with it.

Objective 1.1
(Elected Officials)

Elected officials and senior administrators have unique roles in developing policy and determining the budgetary priorities for service areas. Their orientation must be flavored by their viewpoint and take the form of the administrative procedures for program planning, development and evaluation currently in place for other municipal services.

The elected executive(s) should involve themselves, as a matter of high priority, in setting goals, policies, and objectives. This may be difficult given the fact that they are accustomed to dealing with citizen complaints and requests along with administrative decisions prompted by staff. Yet, if they are to make any firm imprint on the future of the program, they must begin to think of the program as theirs and attempt to guide it. A clear understanding of crime prevention is the first step.

Objective 1.2
(Police)

No single force motivates law enforcement agencies and their personnel to make the commitment to work with communities. Involving citizens in crime prevention makes sense as a means of keeping up with population movement and sharing the job of maintaining public order. For individual officers, crime prevention can be the answer to the unending frustration of only reacting to calls, complaints and hostility. Once approached by the community, the law enforcement agency can see how cooperation could assist in defining target crimes and accent vulnerable parts of the service area.

In spite of different situations, there are common threads in the manner in which law enforcement agencies build internal support for crime prevention. In virtually all cases, a shift is made out of the reactive mode to proactive policing. Individual police are offered a way to become part of the community and, if properly introduced to an agency method of operations, career incentives are altered to motivate these changes and encourage personal commitment to the service areas. Because police have been trained in the reactive mode, many of them resist the practice of proactive policing. This style requires the active cooperation of sworn personnel at all levels of command. Such commitment is encouraged by: executive leadership that makes neighborhood crime prevention a top priority; basic and in-service training that defines crime prevention as an essential part of police work; clear priorities and lines of authority with respect to how crime prevention duties fit with duties of other personnel; and, clear promotion paths that reward crime prevention work.

In addition to career enrichment and rewards, there is another motivation that works to draw police support. Proactive efforts in the service area let officers meet the public on a person-to-person basis thus amounting to humanizing police work.

This activity step has as one of its principal features building police support for crime prevention. It may be a slow process to create such a change and provide the incentives demanded by executive leadership, but the intent should clearly be defined. To that end, law enforcement agencies should not feel that they must resolve all these issues before implementing a program.

Objective 1.3
(Citizens)

Strong, dynamic leadership is often the critical factor in the success of a community coalition. In the initial, informal stages of developing the program, careful consideration must be made to identify and orient such leadership. In some cases, a temporary leader is identified to help the group through necessary organizational processes. In other cases, a strong leader emerges at the onset of informal discussions and continues to act in that role through the entire program.

It is important to consider the fact that nearly all citizens in the community initiative will be volunteering their skills without compensation. No matter what, the same careful consideration of "matching" volunteer skills with responsibilities should be given to the non-paid volunteer as paid staff. These attributes include: having proven leadership and program skills; be on equal status with other coalition groups; be given adequate authority and resources to carry out responsibilities; be able to delegate authority; and, work to keep all members actively involved.

The orientation given to these individuals should include both the concept and practice of crime prevention so they will have a clear understanding of what will be expected if the program is to be successful. This can be accomplished through a variety of formal and informal means.

Objective 1.4
(Police Crime Prevention Practitioner)

The fact that an agency is small does not exempt it from seeking a reasonable balance between its reactive and proactive crime prevention functions. Small agencies may actually be better equipped to prevent crime owing to their officers' close personal ties with the community. The person responsible for crime prevention should possess a wide general knowledge of crime prevention theory and practice, therefore attendance at a formal course of instruction is highly recommended.

This officer will be the administrator of the program with responsibilities that include facilitation of the planning process, implementation of the action plan and evaluation of program results. Answering to the agency head, this officer reports to the public and policymakers on the progress of the program.

In many respects, the police crime prevention practitioner is the catalyst for the program and is instrumental in its success.

Objective 1.5
(Dialogue)

The experience of community crime prevention programming has been shared by innumerable groups on the local, state, national and international levels in both the public and private sectors. Realizing that these initiatives offer newly developed programs invaluable opportunities for learning, every effort should be made to review and incorporate relevant components into the local program.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Planning Phase

ACTIVITY STEP TWO

(Program Feasibility)

GOAL:

Determine whether the initiative should progress to the development of a needs assessment.

OBJECTIVES:

1. To determine whether there is sufficient municipal commitment to justify continued development.
2. To establish whether police personnel will support the formulation of a citizen initiative.
3. To verify community support for citizen self-help criminal opportunity reduction programs.

All objectives noted above are recommended for implementation by both large and small municipalities.

Commentary

The first task of those involved in charting a community crime prevention program is to resolve that the program has potential. This initial appraisal is made by the diverse group of citizens, police and policymakers who were prompted to propose the initiative and participate in the orientation on community crime prevention. Once the policymakers, in concert with the community, determine that the program may be workable, the foundation for developing and charting the parameters of the program has been set. As this purpose becomes formalized, it will dictate the structure and function of the coalition and will eventually assume a clearly defined and well-understood form that can be endorsed by all participants.

It must also be established that, although a community crime prevention program may be launched by a few interested citizens, or by an established organization such as the law enforcement agency or community organization, it must, if it is to be successful, incorporate all interests. A key ingredient of programs that are comprehensive in approach is that care is taken to insure that purpose(s) are constantly reviewed and, in turn, ratified.

Objective 2.1
(Municipal Commitment)

The elected chief executive and legislative body should assume the role of making the decision to continue the process of program formulation. This should result from a meeting with interested citizens and police officials in which all parties have the opportunity to express their concerns and opinions on program potential. It should clearly be noted that this decision is not one that binds the municipality to the planning, development and implementation of a program. It merely recognizes the potential of such an initiative and calls for the pursuit of a needs assessment.

Upon the decision to continue the effort, similar programs have found it helpful to appoint a representative from the municipal decision-making body to act as the liaison to the community program.

Objective 2.2
(Police Involvement)

It has been found that without the support of the law enforcement agency head a comprehensive community crime prevention program cannot be successfully established. The decision to continue research on the feasibility of a program must be thoroughly reviewed within the police agency. If the agency head's support cannot be gained, the program's purpose should be carefully analyzed and modified, if at all possible. Further, the agency's police officers should be drawn into the process as much as feasible. The impact of the program should be discussed and their endorsement requested, so that as many officers as possible become involved in crime prevention duties.

Objective 2.3
(Citizen Resolution)

The citizens of a community represent the single most important resource in any crime prevention effort. Tapping this resource is critical to the success of these programs since they stand to benefit most from the development of a closer, safer community.

Those persons who first requested the program should, at this juncture, have a clear picture of the demands that this proactive, self-help effort will require. They must resolve that there is enough sense of a community in the service area for citizens to assume the major share of the workload in the development and implementation of the program. If this commitment is not present, the police and municipal officials should ascertain whether the program should continue to the needs assessment stage.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Planning Phase

ACTIVITY STEP THREE

(Coalition Task Force)

GOAL:

Establish a temporary organizational structure to support the detailed program planning and development process.

OBJECTIVES:

1. To incorporate within the organizational structure representation from policymakers including elected officials and civil administrators.
2. To delegate to the police crime prevention practitioner responsibility for supporting the administrative needs of the Task Force.
3. To seek committed citizen volunteer representatives from established community organizations representing businesses, geographic areas and socioeconomic ranges potentially affected by the program.
4. To develop, as a first order of business, a written directive establishing the community crime prevention program, defining issues, relationships and linkages between all organizational elements and requiring liaison with interested parties.

All objectives noted above are recommended for implementation by large municipalities. Objectives 1, 2, and 3 are recommended for small communities while objective 4 is optional.

Commentary

A critical element of the comprehensive approach to crime prevention is the ability of people in a community to organize themselves. Essential to this process is focusing on a specific problem. The targeted dilemma must be narrowly defined, specific, feasible and measurable. In addition, the problem should be within the scope of community interests and resources. To that end, a temporary organizational structure must be established to support the required program planning and development process. The Coalition Task Force is the instrument that the municipality utilizes to accomplish this work. It is a planning committee composed of representation from the police, businesses, municipal government and citizen groups constituted, as much as possible, of established community organizations. The individuals chosen to lead the coalition effort must have proven leadership and program skills, possess equal status with leaders of the various groups represented, provide adequate authority and resources to carry out responsibilities effectively, exhibit ability to delegate authority, and work to keep all members actively involved.

Members should have influence in the community, possess needed skills, be willing to make a long-term commitment and have time to adequately address the issues.

The formal aspects of developing a Task Force may not be feasible in smaller municipalities. For that reason, though the principle is valid in all communities, the development of written directives are optional in municipalities that have a population of less than 25,000 citizens.

Objective 3.1
(Municipal Policymakers)

Community crime prevention coalitions need a broad base of representatives from the total community to achieve success. In structuring their membership it is absolutely necessary to seek committed participants from policymakers such as elected officials and government administrators.

Specifically, the law enforcement agency head, planning department and budget administrators should be included on the Task Force. The law enforcement executive is critical since the agency serves as the focal point within government for the program, and understanding and endorsement from this person is crucial. Likewise, community development, which this process in many respects emulates, is the bailiwick in many governmental organizations of the planning agency. For this reason, since much of the process is interchangeable with similar programs already in place, the community planners should participate in the planning and development of the crime prevention enterprise. Since this program competes with all other projects for resources from governmental funds, the budget administrator should be involved in and made aware of all developments involving municipal funds. While much of the work will be done by volunteers, the program will still need the support of the budget administrator.

In all cases, the involvement of government administrators and policymakers will make a crucial difference in garnering long-term enforcement. All municipalities should, therefore, consider involvement of policymakers. Naturally, the size of the municipality will make a considerable difference in the nature of their involvement. However, their advice and consent are vital.

Objective 3.2
(Police Crime Prevention Practitioner)

The central figure in the crime prevention program planning process is that police officer designated by the law enforcement agency head as being responsible for supporting the administrative needs of the Task Force. This officer should have attended crime prevention courses that provide the expertise necessary to plan and administer a community program.

The police crime prevention practitioner serves as the principal advisor to the Coalition Task Force. Recommendations for Task Force nominations are solicited from community organizations, policymakers and program officials by this officer and passed on to the appropriate authorities. In addition, liaison with the community is a function of this position and, in turn, all matters relating to the composition of the program are staffed by this official.

It is recommended that every community developing a crime prevention program be served by a police crime prevention practitioner. It should be stressed that this officer will usually serve on a part-time basis assisting organizations only when requested. For that reason, citizen assistance is extremely important.

Objective 3.3 (Community Organizations)

Past and current experience has shown that the most sustained anti-crime efforts begin within existing organizations. These groups tend to have a broad focus on community revitalization, improvement, and/or stabilization. While few groups are solely organized around the issue of crime and crime is seldom the first issue addressed, prevention activities often become part of an organization's agenda because it is perceived as a problem. For this reason the representation and active involvement of community organizations with histories of achievement is important in the composition of the Coalition Task Force. Further discussion of their potential is helpful since they will provide the citizens' viewpoints and, over time, prove to be a principal element in garnering their support.

Crime prevention activities have a greater chance of being effective when there is strong participation by the community. Because existing community-based organizations can be highly attuned to the needs and concerns of people in their areas, they provide a structure within which collective responses can be organized and carried out. In addition, an existing community organization with strong neighborhood support has already established a system of community which can serve as a vehicle for informing citizens about crime prevention. Often, it has leaders who are known and respected by community members and have experience in making maximum use of local resources.

The most important contribution of an existing community organization is durability. Experience has proven that many community groups come and go, as the challenges facing the community change over time. Single issue organizations are the most fragile, since their existence is justified only by progress or achievements on that issue. When it is one without easy progress, like crime, the effort cannot always be sustained long enough to illustrate results. An organization with a proven reputation of service in other areas is a more promising vehicle for community crime prevention because its successful reputation will help keep the program going.

It should also be noted that there are potential problems in choosing existing organizations to be the advocates of community crime prevention. In some service areas, there are competing groups with differing agendas and/or memberships. Unless the Coalition includes all local organizations and contacts are completely uniform, there is the risk that one group will take exception to what they perceive as police favoritism. Where polarization is strong, it may be preferable for a more neutral organization or institution to be chosen. However, part of the program development effort should be directed toward involving the competing groups. Despite these concerns, ultimately the strongest crime prevention program will be the one that joins the energies of law enforcement and as many community organizations and institutions as possible into a working alliance against crime.

All communities should realize the importance of the points raised in this objective. No matter the extent of the formal organizational aspects of the Coalition, it should relate to as many components of the community structure as possible in the planning and development of the crime prevention program.

Objective 3.4 (Directive)

The focus of the initiative should be spelled out at the onset. A firm commitment by the policymakers and other members of the Coalition will define the scope of the activity so that the program and its approaches will best suit community needs. In addition, preventing crime is an integrated, coordinated effort and for it to meet its goals, it should maintain close ties with those components that support and make possible the furtherance of the crime prevention effort.

Crime prevention's relationship to other issues and services should be defined at this point. Explanation of the ties to community crime prevention will clarify this relationship and point out the extremely significant advantage to working on crime prevention within an established organization. Anti-crime efforts on other issues can complement and strengthen a community program and vice-versa.

Community Issues

Some community issues bear a clear connection to the causes of crime or to conditions that encourage crime and disorder. Through crime prevention, many law enforcement agencies are active in special services aimed to improve the welfare of youth in school and at home, senior citizens, government services, housing and employment. Crime prevention, if well-defined, is strengthened in a number of ways by becoming part of a multi-issue agenda. It improves credibility, can share staff and resources and incorporate broader citizen participation.

While concern about crime may lead some residents to become active in their community for the first time, there are also those who place a higher priority on other issues. A mixed agenda may be the only way to get them involved in crime prevention efforts.

A final advantage to joining crime prevention to other issues is the enhanced capacity to mobilize resources. At first, volunteer or staff resources developed for other issues can be applied to planning and commencing prevention efforts. Later, the support the organization gains from its crime prevention work can benefit other activities.

Linkages

The creation of working relationships among various elements in the community and government helps groups meet mutual needs, accomplish common goals and makes the most of scarce resources. Linkages need to be established between the police and community, and with other organizations and institutions. The linkages between police and community organizations are essential for crime prevention. At a minimum, the community needs the police to carry out enforcement, and the police need the community as a source of information about

the source of problems in the area. In turn, person-to-person contact and mutual respect brought about by increased neighborhood involvement are as essential for community groups as they are for police.

Effective working relationships seldom arise by themselves. An important question is, therefore, how to start creating linkages for crime prevention. For police departments, the first step is to find out who in the community has the knowledge and interest to get a program going. There are several ways to do this. Existing community organizations, in addition to their own leadership, tend to have contacts in other groups. Police officers who live or work in the community are likely to be able to identify interested citizens. Contacting community leaders may also help. No matter which approach is utilized, as long as the police have solid contacts in the community, a great deal of information may follow.

Forming linkages can be a delicate matter, requiring understanding of the concerns and capabilities of the community organizations. Law enforcement agencies that develop working ties with community organizations must be careful to establish the relationship as one of alliance rather than attempting to make the group an agent of the department. Similarly, community organizations should stress their interest in cooperating with police and providing reciprocal help rather than demanding increased services. A law enforcement agency that is not yet organized to participate in community crime prevention may be concerned about being tied to one group or one area to the neglect of others. Even the concept of targeting may seem hard to reconcile with serving the entire municipality. These concerns are natural at a time when police resources are stretched as tightly as those of community groups. However, recognizing issues like these may make them easier to overcome. The recommended method of clarifying the relationships between the police department and the community organizations is to write down their understanding of each organization's responsibilities at this point. Then the sets of perceptions can be compared and differences worked out. In this way, misunderstandings can be avoided and each will know that success depends upon the actions of each participant.

This objective has been classified as optional for communities with a population under 25,000 citizens. The fact that the written directive might prove to be unworkable should not discount the importance applied to creating linkages and developing working relationships with other organizations and efforts being made to confront similar issues.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Planning Phase

ACTIVITY STEP FOUR

(Community Needs Assessment)

GOAL:

Gain understanding of the community as a system as a means of determining its most pressing needs.

OBJECTIVES:

1. To assess community needs in terms of demographic data.
2. To collect data illustrating the nature of crime incidence.
3. To discern citizen opinions and attitudes on the nature of the crime problem and its impact on the quality of life.

All objectives noted above are recommended for large municipalities and optional for small communities.

Commentary

A key to success in any program involving people is addressing the challenge of identifying the underlying causes of problems. A needs assessment assembles facts, figures and opinions on the problems and resources relating to crime in the community. It is a means to an end. The purpose is not just to collect information, but to gain an understanding of the community as a system and to determine its most pressing needs.

Specifically, a needs assessment focuses attention on the citizens' perspective, the physical make-up of the service area, determining precisely what the crime problem is and how best to approach it in the context of this program. This effort provides insight into the locale within the community where the program will be targeted. It is the opposite of designing from the top down. It means: Involving residents from the program area in determining what the problems and options are; adapting strategies from other places which are useful and appropriate to the situation; and identifying problems or situations for which new approaches must be developed.

The Coalition Task Force, the agent for this process, should realize that each community is unique in terms of the urgency and extent of their problems. Members should realize that it is not possible to know intuitively what is most needed in their community. Superficial knowledge of community problems and concerns often results in simplistic solutions that rarely work. Crime prevention programs are tremendously affected by the people involved. This includes their personalities, politics, conflicts, and policies. Tailoring

programs and activities to local needs and resources rather than phantom problems requires a thorough assessment of each community.

On the positive side, assessing community needs also: assists in developing contacts; verifies the interest and dedication of the Coalition; provides documentation for reports; generates interest, support and community involvement; and, allows for identification and establishment with other community-based organizations.

Each member of the Task Force should keep in mind that this activity step is the commencement of a process that develops priorities for action. Based on pertinent data, gathered at this juncture, the community will decide which crime type presents the greatest problem; where the problem is most severe or where crime prevention activities could be most productive; and what type of programs would be the most effective. After a thorough evaluation of both the quantitative and qualitative elements of the needs assessment, a decision should be made whether the initiative should remain functioning as is, should be modified, or should be discontinued.

While similar communities may not have the resources to formally complete all objectives of this activity step, the methodology described is useful in developing a strong foundation for further programming efforts. Thus, no aspect of this activity step should be arbitrarily discounted because of community population.

Objective 4.1 (Community Profile)

The first step is to gain an appreciation of the concept of community. The word conveys a number of things including a physical dimension (defined space, recognized boundaries) and a social one (neighborly ties, structures). They often have a historical continuity that is derived from a pattern of growth and change as citizens moved to and from the area. But, in any specific place, each of these dimensions may be more or less predominant.

Keeping in mind that for the purpose of crime prevention, the most important defining characteristic is the existing institutions and organizations, three aspects of a community are salient to planning. These are citizen characteristics, physical characteristics and overall conditions. The community profile aims at gathering systematic information on these topics.

Citizen Characteristics

Demographic characteristics include the mixture of age (especially youth and the elderly), ethnicity and household composition. Socio-economic factors related to crime prevention include income, education, housing tenure mix (i.e., owners and renters) and mobility. They influence crime and fear and what can be done about them. For example, many older areas have significant proportions of elderly who may be especially fearful but also have a significant commitment to the area. Cultural differences related to ethnicity can be important factors especially with newly arrived immigrants.

The mix of renters and owners in a service area is often said to be the most single important factor in organizing crime prevention activity. This is

because renters are seen as being mobile or "transient," and may not develop a strong interest in an area. Since the primary evidence on what brings about collective action against crime points to the individual's concern and participation in other voluntary action, tenants pose a challenge in terms both of organizing and of targeting crime prevention.

In essence, the citizen's ties are a reflection of their commitment to the area and their option for living elsewhere. The stake may be economic, affective, or a combination and will significantly contribute to the composition of the program.

Physical Characteristics

The physical layout of a neighborhood's streets and housing forms the basic setting for fear, crime and prevention. Type of structures (i.e., size and configuration), density, boundary characteristics, commercial/industrial activity and major thoroughfares all should be scrutinized.

The nature of an area's boundaries can be important in several ways. First, such features as railroad tracks, expressways, or parks form natural boundaries and contribute to a shared definition of territory. Second, it influences crime patterns. Physical features that prevent or limit passage can serve to dissuade crime opportunities. On the other hand, sometimes a feature may serve as an escape route.

Mixed land use and major thoroughfares are significant for crime prevention planning, primarily because they increase the legitimate presence of strangers in the community. Smaller businesses and local shopping streets do not tend to have this effect, but they may also be vulnerable to crime and need to be involved in crime prevention efforts.

Overall Community Condition

While the population and physical characteristics can offer special challenges and opportunities for focusing crime prevention efforts, the overall condition of a community can be a powerful influence on citizens' fear and willingness to participate in collective activity.

In general, declining areas are marked by reduced satisfaction and increased out-migration. Financial resources and maintenance of structures are on the decline. Citizens cease to feel as if they can affect how their community is used or its appearance. Under these circumstances, it is harder to believe that voluntary action can be effective in dealing with any of these problems. In many respects, decline carries a self-fulfilling prophecy in that when citizens cease to act, the social and physical fabric will break down.

Nonetheless, the belief that crime prevention can make a positive impact is important. The critical link is to recognize or identify the ways that community characteristics shape what needs to be done. The manner which a municipality decides to accomplish this objective is based on a number of local issues. However, the Coalition Task Force should have an appreciation of citizen, physical and overall characteristics of the community before making further progress. Exhibit A is a listing of potential sources of information to determine the community profile.

Objective 4.2 (Crime Profile)

The exact nature of a service area's crime problem might not be obvious. Actual crime, perceptions of crime and non-criminal but disorderly conditions or events all contribute to the problem. It is difficult to get information about these factors from one source. Some of the information is available from police statistics, some from citizen perceptions and observations. Often an accurate picture of a community's crime problem is only put together after the program has begun.

Law enforcement agencies often use crime analysis as a decision-making tool for enhancing crime suppression and apprehension efforts. Deciphering patterns allows for police to identify likely targets and take appropriate preventative action. Community crime prevention programs need this same understanding of crime patterns in order to identify crime opportunities and take appropriate responsible strategies for prevention.

Crime analysis information helps define the problem, and thus provides the foundation for developing strategies that address the problem. In addition, it provides specific information that supports program activity by matching specific problems or conditions with appropriate action. This type of information provides guidance in implementing selected strategies. Without a detailed analysis of crimes and the conditions under which they occur, the program will only superficially address the problem. Finally, the information obtained through crime analysis can be valuable in public education efforts. It is important for citizens to understand the crime problem in their community so that an appropriate response can be initiated.

PROCESS AND CONCEPTS

The law enforcement agency compiles statistics which are the obvious first source of data. However, there are two issues that frequently cause potential difficulty. The issues of confidentiality and geographic matching can be addressed by utilizing only these five categories of information: mix of crime types; whether the crimes were actual or attempted (by crime type); patterns by time (day, week, month); patterns by location (streets, residential/commercial property, etc.); and whether burglaries were forced.

There is another issue that often complicates public access to police data. Departments may express concern that community organizations will misunderstand or misuse the information. The core question is the use of information and a clear line of communication between the police and public. The Coalition Task Force is the vehicle to accomplish this.

A useful method of portraying this information is to plot crimes on a wall map. A colored pin or spot is used to show the location of each crime and the time it occurred. By reviewing the wall map, the public can see when and where crimes are occurring. Once a crime pattern is spotted, such as daytime residential burglaries, further information can be gathered and incorporated into a crime prevention initiative.

Objective 4.3
(Citizens)

Police statistics are by no means the only source of information useful for targeting crime prevention efforts. Victimization surveys, observation and citizen communication should also be utilized. Identifying the crime problem is a task for both the public and police. It is an effort that draws upon both factual and perceptual information from a number of sources. Combined with a knowledge of the community, it can provide a firm basis for development of effective activity.

A victimization survey is a simple questionnaire that asks residents whether they or other members of their household have been victims of crime during a specific time period. If the answer is affirmative, a few details (type of crime, location, time) may be requested and the respondent is asked whether the crime was reported to the police. Usually, the resident is also asked about fear of crime. The main value of a victimization survey is that it can provide information on actual, in contrast to reported crime levels, thus going beyond police data. It is also a method of getting data to match neighborhood boundaries precisely. To be credible, the survey should be carefully administered and the results tabulated in a statistically credible manner.

Systematic observation by citizens can determine areas which are potential problems and could be targeted for crime prevention strategies. This and informal discussion with residents can contribute to a program that impacts on fear of crime in a manner conducive to citizen concerns.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

EXHIBIT A

CHECKLIST FOR COMMUNITY RESEARCH

SOURCE	INFORMATION
I. <u>City Government</u>	Citywide plans and proposals for the community
City Council member (councilmanic system) or council member most familiar with community (at-large system)	Assessment of community problems and issues History of community politics List of community organizations and leaders
Operating Agencies Human Services Police and Fire Manpower Public Assistance (caseworkers) Board of Education Parks and Recreation Engineering Public Works, Streets and Sewers Community Development Economic Development	Plans and proposals for the community Existing projects and budgets Service delivery - record of need for improvement Distribution of and targets for development funds History of relations with community groups Major community problems
Planning Department City plans and reports Census data and R.D. Polk reports updating census information Other planners, departmental staff	Basic community data, e.g., size, racial-ethnic makeup, class composition, population trends, economic status Community maps and graphics showing current as well as past layout of area Undocumented information, such as community politics, relationship with adjacent areas, contacts and resource persons Assessment of community problems and issues
Municipal Reference Library Clipping files Documents and reports	Historical portrait of community Current issues and community concerns Current census data (if not available from planning dept.)

SOURCE

INFORMATION

II. Media and Public Interest Groups

Newspaper, radio and television; libraries and neighborhood reporters
Citizens' Housing and Planning Council, Urban League, and similar citywide organizations
Citywide networks or coalitions organized around a specific issue, such as housing or community development

Historical background of community
Current community issues and concerns
Community politics, organizations, and leaders

III. The Community

Organizations

Membership and base of support in the community
Relations with council member and city line agencies
History of organization, including major accomplishments, alliances with other organizations, controversies and conflicts
Current activities, projects, areas of concern
Assessment of community issues and problems
Kind of assistance the organization can provide: publicity, organizing, research
Additional contacts

Merchants: Business and Industrial Leaders
(Note: Although not all persons operating businesses in the area will be residents, it is important to learn the perspectives of nonresident businesspersons, too.)

Perception of the area and assessment of community problems and issues
Interest in a community plan; ways they will be willing to help
Degree of cooperation or suspicion between businesses and community residents; history of major problems and suggestions for resolving them
Additional contacts

Local Offices of City/Governmental Agencies

Assessment of delivery of services in the area: problems, decrease or increase in services, plans for improvement
Representative cases that typify agency's involvement in the community
Undocumented information, such as personal experiences, that will shed light on community problems and politics

SOURCE

INFORMATION

	Issues that can be dealt with by the planning process Additional contacts
Newspaper Editor and Reporters	Willingness to publicize planning effort Assessment of community problems and issues Additional contacts
Institutions: Schools, Hospitals Churches, Temples, Community Service Centers	Institution's role in the community; kind of services and activities it provides Assessment of community problems and issues Kinds of community problems and issues Kinds of assistance the institution can provide to planning process: meeting space, publicity; volunteer staff Additional contacts

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Planning Phase

ACTIVITY STEP FIVE

(Goal Statement)

GOAL:

Develop a written statement that expresses the desired outcome of the program in a meaningful, achievable manner.

OBJECTIVES:

The Coalition Task Force, after deliberation as a body, will endeavor:

1. To develop a prioritized list of community crime problems.
2. To express these issues in a written problem statement.
3. To formulate a goal(s) statement that represents a consensus on the matters to be addressed.

All objectives noted above are recommended for implementation by both large and small municipalities.

Commentary

During the needs assessment stage, whether the community has conducted a systematic fact-finding effort or less formal review of issues, a multitude of problems will be uncovered. No organization or group has the resources to deal with all of these at once. The Coalition Task Force must establish a workable base to be effective. The aim is to pursue the achievable, not the ideal.

This activity step initiates a process of tailoring the project to a point where the community is able and willing to assume responsibilities in the form of projects. It is very important to have all members of the Coalition involved, especially those from potential service areas that will be affected. This process can be very informal; as a matter of fact facilitators should make every effort to have the Task Force feel comfortable and provide a setting where they can participate freely. Formal meetings might hamper the communication between members and can serve as a major impediment as the program commences.

Objective 5.1

(Prioritization of Community Crime Problems)

The first task is to prepare a concise listing of the major crime concerns, issues and problems in the community that may be potentially impacted upon by the program. This can be accomplished by the police crime practitioner in concert with the Coalition leadership. Next, the above listing should be

considered by the entire Coalition membership. The entire group should be involved in ranking the priority problems. One method for arriving at a consensus of opinion on order to prioritize problems is the "nominal group process." In this process, each member is given an opportunity to assign problems a priority according to their opinion without group discussion. All scores are then collected and added together to identify a group consensus.

Clarifying Problems

If the group is having difficulty selecting a target problem, then it would be appropriate to engage in a clarification process. This involves the following:

1. Who benefits from the problem? How?
2. How significant do others view the problem?
3. What groups have responsibility to solve the problem? Do they recognize this responsibility and are they unwilling/unable to discharge this responsibility?
4. Who will favor or oppose change and how will they show it?
5. What has already been done or is being done about the issue? By whom? With what results? Does the Coalition want to work with them and, if so, how?
6. If there are already community groups concerned about the dilemma, how are they working on it? Does the Coalition want to work with them and, if so, how?
7. What additional information is needed? Who can contribute knowledge toward the solution?
8. What resources will be needed to take action?
9. Why does the Coalition want to solve this problem?

The effort spent in careful consideration and deliberation during the early stages will save untold effort in the later stages of the program. In addition, caution must be utilized so as not to fit a problem to an ill-conceived project or activity. After the group settles on prioritizing problems, they are capable of going to the next step, developing a problem statement.

Objective 5.2
(Problem Statement)

Once the Coalition has selected the priority problem(s), the next step is to prepare a brief statement on the issue. This statement should be specific, concise and summarize the group's conclusions. This problem summary will be very useful when:

1. making public presentations prior to a proposed project;
2. attempting to gain interest and support of other groups;
3. evaluating or assessing activities; and
4. making decisions or funding activities.

Scope

It is vitally important to establish the scope of the Coalition's involvement in order that the effort be focused. Scope is determined by two types of considerations. These are the problem area selected and the organization's resources, member interest and restrictions. In more germane terms, the Coalition weighs outside needs against inside capabilities and interest to determine the feasible segment of the problem to be addressed.

It will help the group if the following questions are answered:

1. What type of action is needed?
 - a. Alleviation, i.e. action directed toward making the problem more endurable, lessening its consequences?
 - b. Control, i.e. action directed toward increased detection and occurrence of the problem and enforcement of sanctions against the issue?
 - c. Correction, i.e. attempts to cure those who commit the problem?
 - d. Prevention, i.e. attempts to alter the social structure, opportunity structure which leads to the problem?
 - e. Other?
2. Where is the intervention needed?
 - a. Individual offender?
 - b. Community?
 - c. Criminal justice agencies or institutions?
 - d. Legal structure?
 - e. Other?

The community program fits into the fabric of society and the initiative should fit into the overall social web in the service area. Thus, crime prevention cannot be presented as a self-contained strategy. It must fit into the local perspective and other community programs already in place. In that regard, the Coalition should make every effort not to oversimplify. Many problems will fit into several of the action and intervention strategies.

The interests and resources of present and potential Coalition members are vital in determining the scope of involvement. Keeping in mind that the effort is primarily voluntary, restrictions should be imposed by citizens from the onset so as to preclude possible overcommitment during the implementation stage.

The questions asked by Coalition members should include the following:

- Does the group want a short-term or on-going involvement in community crime prevention? How long do they wish their initial involvement to last? If they are interested in on-going involvement, do they prefer a series of discreet projects, or a major project which will require their attention for a longer period of time?
- Does the group wish to have sole responsibility and sponsorship of a project, or do they want to co-sponsor an activity with one or more groups? If they want a long-term project but a short-term commitment, or if the interest is great but the resources limited, co-sponsorship might be the best choice. On the other hand, if one organization has sole responsibility for an activity, control will be greater and administrative structure will be simpler.
- Does the Coalition want to rely on their respective resources or do they want to seek funds and other resources from other organizations? Outside funding can impinge on autonomy.

The most effective voluntary involvement is long-term or on-going and is based on the collaboration of many groups; no one group alone has the strength or resources to resolve community crime problems.

Objective 5.3 (Goal Statement)

After the Coalition has selected and analyzed the target problem and reviewed the various restrictions on crime prevention involvement, it is ready to determine the program's goals. This means simply stating the situation as the members would like it to be - what the group wants to accomplish. The goal statement will be a yardstick by which to assess action or project alternatives.

The goal should describe a desired outcome and not refer to the process. The Coalition should be cautioned to not attempt to deal simultaneously with goals and activities designed to meet the goals. The group may decide that it doesn't want to restrict itself to one goal but needs several. Some might relate to the target problem and others to the Coalition's well-being and advancement. The fewer goals expressed, the easier it will be to plan the activities. If the program has several goals, then they must be listed by priority or by indicating

which are primary and secondary. If there are several categories, they must be listed according to priority. Most important, they must be written in a manner easily communicable to members of the potential service area. Answering the following questions may make the difference in convincing the citizenry of their relevance:

- Does each member of the Coalition understand the goal?
- What will be the evidence that the goal has been attained?
- Is the goal realistic, practical and timely?
- Does the Coalition have the skills and resources to complete it alone or should they cooperate with others?
- Is the goal something that each Coalition member believes in and wants to accomplish?

This activity step is crucial in determining the best possible direction for the program. The critical features are citizen involvement noted by effective dialogue focusing on the findings of the needs assessment.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Planning Phase

ACTIVITY STEP SIX

(Advisory Group)

GOAL:

Incorporate the citizen perspective in the development of projects that impact positively on the program goal(s).

OBJECTIVES:

1. To develop a list of all existing community organizations that will be affected by the program goals.
2. To formulate a list of organization leaders that is a representative sampling of the community to be served by the program.
3. To request that citizen leaders serve on Advisory Groups organized for the successful achievement of these goals.
4. To indoctrinate each Advisory Group on the concept and practice of crime prevention and the nature of the community's problem(s) as it affects them and their organization.
5. To structure a mechanism which facilitates Advisory Group development of an effective and appropriate strategy for each goal.

All objectives noted above are recommended for large municipalities. Objective 5 is recommended for small communities while objectives 1-4 are considered optional.

Commentary

A commonly-accepted practice in community development is to incorporate the viewpoint of those affected by a program in the formulation of objectives. For that reason, this activity step attempts to develop a vehicle for their input.

Once goals have been developed by the community-at-large, strategies must be constructed that are implementable and have the endorsement of the citizens. Thus, this step must be utilized either formally or informally if the program is to have a chance of success. Though communities with populations under 25,000 have not been charged with formally developing these initiatives they should incorporate the approach into the overall program planning process.

Objective 6.1
(Community Organizations)
and
Objective 6.2
(Organization Leaders)

The Coalition Task Force should separately list each endorsed goal and note the segment of the community that would benefit most from its successful implementation. This includes existing organizations from both the private and public sectors representing segments of the populace, as well as geographic areas. The Task Force then would attempt to list each organization's leadership and a method of contacting their Chief Executive.

Objective 6.3
(Advisory Groups)

The member of the Coalition Task Force with the most affiliation with a particular segment of the community then should contact that organization and request a personal interview. This is extremely important since it has been found, time and time again, that a personable one-to-one contact often results in the most promising conclusions. At the meeting, the Coalition Task Force member requests that the organization volunteer to serve on the Advisory Group developed for the planning and implementation of a given goal. After an endorsement from the community organization steering committee (or the equivalent) a representative is nominated to serve. If resources are available, a letter of nomination from the Coalition Task Force would add greatly to the impact of this nomination. The Municipal Chief Executive would be the likely agent for this correspondence.

Objective 6.4
(Indoctrination)

Each member of the Advisory Committee should have the opportunity to be trained on the concept and practice of crime prevention as it applies to the prospective program. This should serve as the first order of business as each group meets. Members should be informed of the needs assessment process and the method utilized to develop the goals that serve as the basis for the program. No action should be taken on the development of any target objectives or program projects until each individual is in a position to thoroughly understand crime prevention and be given the opportunity to add his/her perspective and talents to the program.

Objective 6.5
(Mechanism)

The key for each Advisory Group is to have each member volunteer for a role in the development of a project. In that regard, the Group should select a volunteer as its chairperson and keep records of its proceedings.

The succeeding activity steps will highlight the work that each of these Groups will accomplish in the development of strategies aimed at formulating self-help community initiatives.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Planning Phase

ACTIVITY STEP SEVEN

(Project Selection)

GOAL:

Identify citizen-endorsed self-help strategies that will impact positively on the needs of the community as expressed in program goals.

OBJECTIVES:

Each Advisory Group will:

1. Categorize each goal according to its impact on persons or property.
2. Identify applicable opportunity reduction strategies and determine their potential for certain segments of the community or geographic areas.
3. Identify the target for each goal.
4. Formulate objectives that express each project in measurable terms.

All objectives noted above are recommended for implementation by both large and small municipalities.

Commentary

By incorporating a maximum of citizen input, this activity step defines exactly what shape the program will take in those segments of the community in which it will be operating. While the formalized aspects of this procedure might be waived, given local circumstances, every community that initiates a crime prevention effort should go through a process of selecting the optimum strategies for local implementation.

After selecting a target problem and determining the primary goals, the program can go in many directions. There are numerous alternative projects, all directed toward fulfilling the goal and thereby resolving the problems as expressed in the needs assessment. The importance of clearly defining what the group wants to accomplish is a demanding one. However, it is important for each Advisory Group to get fresh project ideas and not to evaluate them initially. To be effective, the following points should be incorporated in brainstorming sessions:

1. Inform participants of the problem and goal.
2. Meet in a comfortable room and have a flipchart and/or chalkboard available.
3. Include no less than four and no more than twelve in a session.
4. Have a combination leader/recorder who begins the session and documents the ideas.
5. Encourage the group to suggest ideas; the more the better.

Following the session, the Group should review the suggestions and decide how to organize them. In determining what projects to consider for development, they should look at those which support the priority goal. Rather than thinking in terms of what proposals are good or bad, the group should review the advantages and disadvantages or assets and liabilities of each project being considered.

General guidelines to consider when selecting a project are:

1. Seek as much participation and input as is feasible.
2. Learn from the experiences of previous and existing programs.
3. Start small and consider beginning with a pilot approach to the ultimate goal.
4. Select a project with a high probability of success.
5. Avoid duplication of efforts and counterproductive rivalry between existing groups and programs.
6. Avoid causing more problems than resolved.

Objective 7.1
(Criminal Victimization)

Although there are many community initiatives designed to improve criminal justice services, the Advisory Group should differentiate between these and proactive opportunity reduction projects. The first step is to look at the crime problem as noted in the needs assessment and consequent goals. After reviewing these, the potential victimization pattern is noted.

Crime Prevention Practitioners usually categorize crime in terms of crimes against persons or property. They then differentiate between the ages of victims (Pre-School, Elementary School, Teenager, Young Adult, Adult and Senior Citizen) when addressing crimes against persons. For crimes against property the structure being victimized is usually the focal point of the practitioner. The categories in this case are much broader. They include single household, multi-household, apartment, condominium, small business, large commercial, industrial, institutional and shopping malls. The first step in developing a project is to relate the crime to victimization in order to determine the focus of the program.

Objective 7.2
(Strategies)

Police crime prevention practitioners receive instruction in the application of a wide number of crime prevention strategies aimed at reducing opportunity. These include activities that can be utilized at both the individual and community levels.

At this point, the practitioner and Advisory Group take the goal and relate it to the victimized segment of the population. They then review the feasibility of various strategies among segments of the population where the program has the greatest chance for success. This process is characterized by open deliberation. With crime prevention now encompassing a considerable number of strategies, each participant should have a significant grasp of the methodology of each potential strategy. At the completion of this objective, each goal will be accompanied by a written list of potential crime prevention strategies that will be impacting on a specific segment of the population.

Objective 7.3
(Target)

At this juncture, the Advisory Group for each goal will designate the focus for its projects. Whether they are segments of the community or geographic areas, all target areas must exhibit a sense of community or collective sharing. The target must be selected with the idea that the citizens in this area will assume the major share of the program's operation. Community crime prevention is a self-help initiative and collective citizen acceptance is critical.

Objective 7.4
(Objectives)

An objective is a statement of specific results to be achieved. Objectives achieve goals; activities achieve objectives. Objectives state what will be different, by when, and how that difference will be measured. By focusing on results, objectives imply a range of alternative activities. A key feature of Management By Objectives (MBO) is the allocation of resources according to desired results rather than on the basis of the methods by which one hopes to achieve them. Otherwise, the program can be so obsessed with activities that they, in effect, will determine the objectives.

Simplicity is the key to well-stated objectives. An objective should state in the simplest possible terminology the result the program hopes to achieve. Objectives state the following in specific, measurable terms:

1. What one intends to accomplish.
2. How much and/or how many one intends to do.
3. Where it will be done.
4. By when it will be done.

The Advisory Groups will be able to identify many more objectives than the community can possibly hope to achieve, and for each objective there will be

more possible steps and activities than are absolutely essential to achieving the objective. Such situations demand priority setting if resources and time are to be used to their best advantage. To fully appreciate the magnitude of activities involved in the project, the community organization should keep lists which lay out what should be accomplished in a given time period. It is not crucial to complete every item on the list, for it is only a tool to assist the program in being more effective. Its purpose is to encourage the optimum use of time, which means doing the most important things first.

Priorities must be set and updated as the program progresses. Grounds for setting priorities should be:

- How serious is the item? Is it costly?
- How urgent is it to complete an item? Can it be delayed?
- Does the item have growth potential for becoming a more difficult item to complete?
- Is successful completion of an item required before other matters can be addressed by the program?

Objectives will serve as the primary barometer on program effectiveness and, thus, will be critical to maintaining the initiative after the commencement period.

This activity step has taken the general directions outlined by the Coalition Task Force and applied them to projects. Citizen Advisory Groups composed of individuals will be expected to carry out these activities. The key is citizen involvement and commitment.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Planning Phase

ACTIVITY STEP EIGHT

(Action Plan)

GOAL:

Provide a blueprint for the program that will serve as a guide to charting progress.

OBJECTIVES:

1. To state the program goals as defined by the Coalition Task Force.
2. To express the objectives utilized to attain each goal as formulated by Goal Advisory Group(s).
3. To have each Advisory Group to develop tasks/activities for each objective.
4. To compose a milestone chart that realistically expresses the time needed for accomplishment of program objectives.
5. To review and modify as appropriate the Action Plan in terms of available resources (i.e. Material, Manpower, Indirect/Direct Administrative Costs).
6. Utilizing available resources, formulate a budget.
7. To fix accountability for the attainment of program objectives.
8. To develop and implement a mechanism that charts program progress.

All objectives noted above are recommended for large municipalities. Objectives 7 and 8 are recommended for small communities while objectives 1-6 are considered optional.

Commentary

Due to the fact that the objectives in this activity step are developed through a comprehensive sequential process, review of separate objectives would hinder the description of their formulation. For that reason, the commentary will describe in detail what should be accomplished in the formulation of a viable action work plan that serves as a foundation for program implementation.

The Action Work Plan is simply a blueprint to guide the progress of the community crime prevention program. It should be easily understood by all parties and oriented to the citizen volunteers who will be instrumental in achieving program success.

This document is the key to realizing whether the program is working. In addition, the plan is an instrument to monitoring and evaluation which are means of examining efforts to reduce crime, disorder and fear in the community. Monitoring means keeping track of the crime prevention activities being performed. Evaluation means asking whether the activities are having the effect that was intended and are meeting the program's goals. The information gathered can pinpoint trouble spots and suggest more effective ways to operate the program. Together, with a clear description of goals expressed in the action plan, the information also provides the details needed for policymakers to appropriate resources.

Unfortunately, many community programs have expressed difficulty incorporating monitoring and evaluation components in their programs. They are seen by these communities as expensive and time-consuming. Experience has shown that the effort that goes into developing an action work plan is amply rewarded by the program's greater effectiveness and credibility.

An action plan and consequent monitoring and evaluation are important for a number of reasons. First, they convince policymakers of the program's value and, in turn, mobilize resources. This is because they provide documentary evidence of what is being done. The value of volunteer time and other resources are measured to provide a benchmark of what is accomplished. Action plans show what goals are being met and, where necessary, help in making goals more realistic and they establish the program's overall track record.

These tools also assist in improving the program by illustrating what is successful and where modification is needed. This occurs because there is a thorough flow of information about all parts of the program, coupled with information about what difference each part is making. Also, they provide some of the information needed to assess which program components work in particular settings, and guide the development of schedules and budgets.

Good records and the tracking of progress toward goals insure program continuity when the people involved (i.e. leaders, volunteers, etc.) move to other pursuits. The more there is a written record of how the program is actually functioning, the easier it will be for new participants to perform effectively. The adjustments and improvements that can be made on the basis of monitoring and evaluation strengthen a program and make it more likely to endure.

It is critically important that each goal, objective and task are accompanied by the appropriate organization or individual responsible for implementation. Fixing accountability is often overlooked and serves as the cause for many community crime prevention projects to not realize their potential. Incorporating citizens who will experience the impact of community crime prevention initiatives will alleviate much of the burden of assigning tasks on volunteers and other community workers.

Components

There are three elements essential for monitoring the progress of a program: an action work plan, which charts progress as well as delineating time and budget; periodic reports, which convey the degree of achievement to program participants; and project management through which reports are reviewed and appropriate adjustments are made.

Action Work Plan

The action work plan is a statement of what the program proposes to accomplish translated into individual steps or tasks arranged in a logical sequence. The work plan contains both a time schedule and a budget, each arranged so that progress can be measured and costs can be attributed to the output(s).

The work plan should, therefore, be a breakdown of natural work units, called 'tasks.' In some cases, it may be desirable to carry this breakdown to a finer level of detail, i.e., to 'subtasks.' In either case, it is advantageous to use a regularized numbering scheme to identify tasks and subtasks.

Sequence of Development

The decision to initiate a program work plan usually follows a simplified sequence. The goals developed by the Coalition and objectives from the various advisory groups are noted and each group is tasked to formulate a task list. Tasks and subtasks are natural divisions of work representing units over which program officials have control. They must measure progress.

Each task list is reviewed in the context of material requirements available through public and private sector resources. Contributions from the public should be utilized whenever possible. A significant feature is that the groups who will be expected to carry out the tasks will be the principal architects.

When the task list has been completed, it should be converted into a time-phased schedule. If a definite starting point for a project is known, the schedule can be immediately stated in terms of calendar days; otherwise elapsed days should be used, and related to calendar days at a later point.

The time schedule is meant to assist program officials at the community level, as well as the municipal policymakers. It is necessary to be able to provide summary information to program management without distorting or preempting the detailed information needed by community advocates. Consequently, subtasks and tasks must be carefully stated so that they are comprehensive, but not overlapping, so that they may be aggregated simply.

After the task list and time schedule have been completed, the material and manpower requirements may be derived. These two lists form the input to the budget.

The budget should be reviewed periodically according to locally acceptable practices. Common practices are that the budget is reviewed: monthly for compliance with estimates; at the sixth and ninth month of the fiscal year for possible reassignment of funds; and at the end of each work element, especially those lasting more than one year, for recapture of funds.

Project Reports

The essence of monitoring is a series of regular, periodic reports that convey progress, status, problems, solutions, and required action to each appropriate level of management. All program participants should have access to details on request; and summary information should be provided to the elected and civil

policymakers. The police crime prevention practitioner should determine the appropriate level of summarization.

The frequency of reporting should be adjusted to the size, complexity, and duration of the individual activity. A monthly reporting cycle is often utilized, but need not be a fixed requirement. A quarterly cycle may be adequate for ongoing projects, while a two-week reporting interval may be necessary for short-term projects or those of high public interest.

Input to the reports comes from two separate tracks:

- time-oriented from the police crime prevention practitioner or designee; and
- budget-oriented from either the municipal budget officer or program comptroller.

Obviously, it will be necessary to ensure that adequate records are kept, information appropriately communicated; and processing delays minimized. It should be noted that these two tracks must be combined to be most useful to the program.

Reports on the program's activities should:

- be self-contained and self-explanatory;
- relate to the action work plan;
- explain all significant variations to the work plan;
- describe any corrective actions taken;
- identify any need for action by policymakers, describing alternatives and presenting recommendations; and
- be timely, accurate and concise.

It should always be noted that what will be monitored will end up defining what the program is doing and what can be learned from it. Programs have often utilized data such as number of meetings, security surveys, requests for information, watch groups organized and other pertinent information in similar programs. No matter what the program decides is relevant, this is an important segment of program building.

Management and Control

The final authority rests with the elected policymakers of the municipality. In turn, their appointed law enforcement administrator, specifically the agency head, is responsible for day-to-day operation of the community crime prevention program. The police crime prevention practitioner is the administrator of the program and is responsible for oversight on a regular basis.

This officer is assisted by the Coalition Task Force and it is expected that these individuals, with their respective goal advisory groups, will perform much

of the work developing reports, making recommendations and implementing the program as needed.

In each of the areas being served, citizens will be expected to serve as the primary advocates for community crime prevention. Their active involvement will spell the difference between success and failure.

The municipal budget officer serves as a controller. It is this person's responsibility to monitor the expenditure of resources to see that practices meet legal requirements and policy guidelines. Reports should note the expenditure of funds in a manner conducive to proper accounting.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

OPERATIONS PHASE

This phase centers on building the program in the community. Organizing crime prevention focuses on involving citizens and setting up a program structure that makes the most of volunteer activity. The primary issue that faces the program focuses on the most productive way to involve citizens and, in turn, developing the community organization structure that can best channel their efforts.

Participating means taking part in or having a share of some activity. For crime prevention, the core of that sharing is joint responsibility for making the program work and bringing about desired changes. It is more than just benefiting from others' efforts; people who receive program services, such as home security surveys, without taking part in related activities are simply consumers. No give and take, no return to the neighborhood as a whole, results from that service having been provided.

For community members, volunteer effort is the central means of sharing responsibility for crime prevention. One of the clearest lessons learned from the experiences of countless participants is that volunteers have a key place in virtually every sustained crime prevention effort. In part, this is because their donated skills and time fill the gaps left by fluctuations in funding. More broadly, volunteers are essential to many of the most widely used crime prevention strategies, and they can extend the reach and scope of program activities despite budget limitations.

Citizens should understand from the start, that they will not be passive consumers of police services. In exchange for special targeting by the police, it should be made clear that shared responsibility for program activities is expected. It is equally important that police officers support volunteer efforts and realize, through open communication between the practitioner and the remainder of the law enforcement agency, that citizens are supplementing officers' efforts, not taking away their jobs.

The central feature of the operational phase of the community program is the development of a unit of organization. The most important structural issue is the development of this component. Virtually all crime prevention programs seem to include a watch initiative of some kind and each watch becomes a component of the main group. Experience indicates that watches are best based at the block or similar level. Creation of a community feeling begins with the smallest unit - the household - and spreads from immediate neighbors or associates throughout the community. This concept is not limited to built-up areas for it can be applied wherever there is a sense of common purpose.

When gathering together the component parts of the community organization structure, it is important to create a means for sharing thoughts and setting goals democratically. Community meetings bring residents together to create awareness through educational efforts, define issues and priorities for future activity.

With these points placed in perspective, the operation commences with the organization of a network of citizen volunteers, trained in the concept and practice of crime prevention, who will then act as advocates for the program. Their recruiting efforts are aimed at creating watch groups in the service areas where they live, work and play. In turn, this is followed by education, awareness and community crime prevention initiatives on the individual and group levels.

By formulating a strong foundation, the program has the optimum chance for success. Activity Steps Nine and Ten detail the process:

Activity Step Nine

Community Preparation

Focuses upon the importance of developing a network of citizen volunteers, from within the targeted community, to act as program advocates.

Activity Step Ten

Community Action

Discusses the need to promote crime prevention awareness among citizens in an effort to reduce the fear and incidence of crime.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Operations Phase

ACTIVITY STEP NINE

(Community Preparation)

GOAL:

Develop within the targeted community a citizen volunteer advocacy network that will serve as the foundation for program implementation.

OBJECTIVES:

1. To recruit a representative sampling of the service community as citizen advocates and area coordinators for the program.
2. To familiarize area coordinators with the concept and practice of community crime prevention as applied to the target program.
3. To provide each area coordinator with the materials and supplies needed to recruit citizen program participants.
4. To have the police crime prevention practitioner assist each coordinator in the development of an area service plan.
5. To coordinate the implementation of these service plans in a comprehensive manner.

All objectives noted above are recommended for large municipalities. Objectives 1, 2, 3 and 5 are recommended for small communities while objective 4 is optional.

Commentary

Experience has proven that community programs, whether they be targeted on a service area or segment of the total population, have the best chance for success if built on the premise that there should be in place a network of motivated and trained citizen volunteers who will act as program advocates. These persons hold the key to widespread acceptance and participation since they will personally request their fellow citizens to become involved, attend meetings, keep records and, generally, facilitate the initiative.

These volunteers are the foundation for the program. By utilizing an existing community organization, their recruitment and training should be greatly

enhanced. Many community organizations utilize this practice in other improvement programs and may easily apply the same principles to crime prevention.

An important feature is that the program, through citizen representation on the Coalition Task Force and advisory groups, should have taken the form most acceptable to the people being assisted. This perspective is extremely important, and should be utilized as a significant attribute to the public.

There is no one optimum method of organizing a community. Thus, formulas for number of coordinators per households or population do not in practice signify the most efficient or effective way to implement the program. However, coordinators should keep in mind that the program must retain a personalized perspective and, in light of that, should allow for participants to communicate on a one-to-one manner.

This activity step aims at organizing a watch component in the service area as a first step in introducing crime prevention methodology to the community. As noted in the introduction to the operations phase, programs that have been proven to be effective first develop a watch infrastructure and follow that with detailed crime specific prevention indoctrination. The watch program develops a sense of togetherness or community. This, in turn, allows citizens to be inclined to accept and practice additional training.

Objective 9.1 (Area Coordinators)

As noted in the commentary, citizen volunteers drawn from existing community organizations represented on goal advisory groups are to serve as the foundation for the program. If the initiative is oriented toward a community-wide issue aimed at a segment of the population or a geographic area, these volunteers are essential to endorsement and implementation.

The police crime prevention practitioner may choose to present an orientation on community crime prevention to the community organization. This will be followed by a request for volunteers.

Often concern is raised that individuals with backgrounds or personalities unsuitable to the program will volunteer. It is important that the orientation bring out the nature of the program and the fact that it is a democratic effort operating under the direction of the police department. Further, the fact that watch enterprises are limited to responding to suspicious activity as the "eyes and ears" of the police has been proven to discourage those with the wrong temperament.

If the police practitioner determines that a volunteer has the wrong characteristics for work as a coordinator, many times another role has been found. Every effort should be made to channel volunteer efforts in a mutually productive manner.

Once an individual expresses interest in the program, he/she should be shown every courtesy. Program leaders administratively record their interest and invite them to an orientation session. Often they receive a personal visit

or telephone call from the police practitioner or program leader. Exhibiting appreciation will set the stage for a long mutually rewarding and productive relationship.

No matter the size of the target population, this step is vitally important for long-term program success. Practitioners and program leaders should not be concerned about form so much as they endeavor to reach out to the community.

Objective 9.2 (Familiarization)

Citizens who volunteer for community crime prevention efforts often do not have a formal background dealing with criminal justice matters. For that reason and the fact that crime prevention has a specialized orientation, police crime prevention practitioners with program leaders should present an orientation on the concept and practice of crime prevention to these citizens before the actual commencement of operations. This training should be oriented as much possible to the citizen perspective and be informal and comfortable in every possible respect.

Practitioners or program leaders should personally contact each person prior to the session and, if possible, reinforce the invitation with correspondence. They should be greeted and be offered the opportunity to introduce themselves at the start of the session. If they bring families or friends, these citizens should also be offered the opportunity to express themselves.

On occasion familiarization sessions have been plagued by issues that are not crime prevention in orientation. By allowing individuals to express their concerns and offering them information on where to focus their efforts, program leaders have been able to redirect their attention to crime prevention. It should be noted that crime prevention is part of a larger initiative aimed at community improvement. Thus, it is not a unidimensional effort and other similar programs should be offered the chance to profit from program experiences and components.

The sessions themselves should include a discussion on the concept of crime prevention. In addition, practitioners should allow citizens who have experienced the value and benefit of crime prevention in other segments of the community to express what it means to them. A program that incorporates formal segments of instruction with candid discussions among experienced citizens and new program coordinators provides an invaluable instructional equation.

The practice of crime prevention should include how it is practiced and what the program means in terms of citizen improvement. Coordinators should be shown exactly what the program demands in terms of their commitment. If they determine that the enterprise will be too demanding, citizens should be thanked and allowed to terminate their relationship in an agreeable manner.

After each has an understanding of opportunity reduction the program should be outlined to each participant. The planning process should be described with special emphasis on the reason why the program has targeted their area or segment of the population. Special emphasis should be placed on the crime problem and how the initiative blends into the overall community improvement initiative.

Once the session is completed (it often takes no more than two to four hours), each volunteer should receive formal recognition for their effort. A letter or certificate has proven to be a popular method of noting their commitment to the community. If a municipal policymaker or law enforcement agency head presents these certificates, the citizens will be especially appreciative.

Objective 9.3
(Material and Supplies)

Program leaders should have on hand a sufficient quantity of crime prevention brochures, pamphlets, stickers, signs and specialized hardware such as engravers so that the community can be acquainted with the program and share with their families, friends, associates and neighbors the opportunity reduction message. The exact numbers, like so many other aspects of community development, are a factor of available resources and budget. Nonetheless, there should be enough so that every household has at least one item per strategy.

These items are available from a vast number of sources both public and private. No matter the source, prior to program inauguration, a delivery system should be in place that allows expeditious transfer to area coordinators for further presentation to citizens. They should be distributed only after the strategy has been explained to the watch group in a training session held locally.

The police crime prevention practitioner is the usual coordinator of crime prevention material and supplies. They are usually stored at the police department or at the community organization which has taken the responsibility of procuring and storing material and supplies. The allocation and utilization of materials/supplies should be administratively recorded and compiled as part of the monitoring process.

In addition to having access to an appropriate amount of materials and supplies, prior to program commencement a "sales kit" should be prepared by the program leaders. This should contain program descriptions (to be given to each citizen contacted) and a copy of each brochure, pamphlet and piece of equipment that will be utilized in the campaign. These will not be given to citizens contacted, but serve as illustrations of program services.

It is equally important to keep records of all program activities including initial contacts. The area coordinator will be responsible to keep these records and note operations from the program's commencement. These forms should be prepared in a manner that allows their input to be incorporated into administrative reports that monitor program impact. The coordinators should be provided an ample amount of these throughout their tenure.

Supporting area coordinators is an important factor in program success. Thus, program leaders should make every effort to provide materials and supplies in a productive manner.

Objective 9.4
(Area Service Plan)

Citizen coordinators serve as volunteers in areas that are well-known to them. The emphasis is on dialogue with their fellow citizens. Thus, informality is the rule and not the exception.

However, it is important that all members of the community be contacted and be given the opportunity to become partners in the program. Coordinators should meet with program officials and discuss the community and their method of contacting citizens. Making certain that the entire community has access to service is the first step to success.

In concert with the police practitioner, the coordinator should develop a strategy for providing services to the community. After contacting each individual, they should be invited to a meeting where community crime prevention will be discussed. They will then be introduced to the local problem and the reason for the program being presented to their area. Then, in a series of educational awareness sessions, crime-specific prevention strategies will be explained to the group.

Once the community is aware of the problem and their concerns addressed, presentation of the crime prevention strategies should result in a closer, cohesive safer community. The standards considered for recognition as an 'organized' group and presentation of signs or other emblems should be set at this point.

The area service plan can be an extremely informal discussion between the practitioner and coordinator. In some cases, it may be more formal and be a written document. No matter the method chose, there should be a clear understanding between the program officials, practitioner, and coordinator before the commencement of activities.

Objective 9.5 (Coordination)

The ability of the program to operate in a coordinated manner that comprehensively assists the community is important to long-term success. Practitioners, program officials and coordinators must ensure that the program operates in a manner depicted in the action work plan utilizing resources expeditiously.

Coordination implies constant communication either in writing or verbally between all program members. Utilization of newsletters, telephone banks, print or broadcast media and other methods should be planned and utilized at the operation's commencement.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Operations Phase

ACTIVITY STEP TEN

(Community Action)

GOAL:

Facilitate community crime prevention awareness among target area citizens so that there is a reduction in the fear and incidence of crime.

OBJECTIVES:

To allow each citizen in the area or segment of the target population the opportunity to be:

1. Made aware of the services offered by the program.
2. Invited personally by an area coordinator to participate in community activities.
3. Oriented on the concept and practice of crime prevention.
4. Introduced to the community program through a discussion of the local crime problem and the goals and objectives of the program.
5. Organized with their fellow citizens into a watch group.
6. Taught crime prevention strategies impacting crime plaguing their community.
7. Recognized on an individual and group basis for their achievements.

All objectives noted above are recommended for implementation by both large and small municipalities.

Commentary

The implementation of the program at the community level is the most important segment of the program. If citizens do not find the program worthwhile and consequently participate enthusiastically, the efforts made by program officials to this point will be to no avail.

Each community is a composite of the citizens who live, work and frequent the area. For that reason, this guidebook can only present a general overview of community implementation. The objectives are merely a summary of activities that many programs have found worthwhile. If they are not useful, given local conditions, program officials should reconsider their use. This step implies

that organization of a watch group is a necessary prerequisite to community action on the group and individual level. In addition, there is an accent on education through local meetings. Utilization of the network of local coordinators will assist immeasurably in reaching and influencing the community.

It should be reiterated that the program is very much a citizen self-help effort. Police practitioners and program officials should be cautioned that, no matter how intense their interest and effort, if the community does not respond appropriately, the program should be reconsidered and postponed until interest justifies the effort.

Objective 10.1
(Citizen Information)

Every citizen in the target area or segment of the population selected for intensive assistance should be given the opportunity to learn about the program and what it offers to them. This is often a problem given the nature of our society with the population being mobile and segmented in a number of categories. It is extremely important to reach that section of the community most fearful of crime. This often implies senior citizens who are physically handicapped living on a fixed income not having access to local print and broadcast media.

Strategies to reach every person are, by their very nature, local in nature. In many cases, the area service plans developed by coordinators are designed to reach all citizens who live, work and frequent the area. All program officials should consider it a priority to utilize all available means to inform the community of the program. This may include a commencement ceremony attended by policymakers and other interested parties. Also, reports in the broadcast and print media might also be of assistance. Posters and information in community centers might also be utilized. Some programs request that volunteers who make home visits to shut-ins include program information in their conversations. There is a wide variety of methods that may be useful; however, program officials should consider it a priority to reach as many citizens as possible prior to the commencement of program services.

Objective 10.2
(Invitation)

Authorities in the community development field have observed that citizens respond best to personal invitations by their neighbors to join local initiatives. In that regard, the advocacy initiative by local coordinators should include meeting each household or local group and requesting their participation. This can be preceded by a written invitation but should never strictly be correspondence.

These meetings should be recorded and submitted to the police crime prevention practitioner. Systematically reaching the target will lead to stronger and more comprehensive programming as the program takes shape.

Objective 10.3
(Orientation)

Objective 10.4
(Program Introduction)

Objective 10.5
(Watch Group)

Most groups decide on local meetings as the first step in developing a local watch group. This informal gathering allows people to get to know each other and break down the communication barriers that might be in place. Usually held at a comfortable site in an informal manner, it is hosted by the area coordinator and takes about one hour's time.

The area coordinator greets each attendee and records his/her presence. In addition, notes are kept on what occurs and any decisions made. These are passed along to the police crime prevention practitioner for incorporation in progress reports.

The crime prevention practitioner usually is present for this session and opens with a discussion of the local crime problem and the reasons for the program. The development of the community crime prevention program is noted with a discussion of the Coalition Task Force, advisory groups and the action work plan. In addition, the service plan for their area is discussed.

It should be noted that the group is informed that they will have a role in deciding the future of the watch initiative. Each citizen should feel that they have a say in the proceedings and, though considerable planning has been undertaken, the local group is very much determined by their attitudes and opinions.

After this overview on the program, a training session is presented on the concept and practice of crime prevention. This is accompanied by a brochure/pamphlet and a slide/tape or film presentation. At the end of the first session, each participant should be made to feel that their involvement is important in a comprehensive community program. Further, a solid understanding of crime prevention will set the stage for a strong local initiative.

The last order of business in this first session is a discussion of the importance of "watch" groups and their role in acting as the "eyes and ears" of the police. The organization of a local watch group is discussed and they are asked if they wish to further pursue the organization of a community crime watch. If this cannot be pursued in the first meeting, it is added as the first order of business in the second session.

Objective 10.6
(Strategies)

Each community is confronted by its unique set of crime problems. These should be listed prior to the program's commencement in the action plan and noted by the area coordinator. Once the group has decided to organize as a watch group,

they should be instructed on crime prevention strategies that have proven to be effective in reducing the chances of victimization. These sessions can be held in subsequent meetings of the watch group. In most cases, the police crime prevention practitioner will be present and making the presentation. However, there might be cases where the area coordinator will present the instruction.

At each session brochures, pamphlets and other materials pertinent to the topics being discussed should be distributed and explained. Further, detailed minutes should be kept on all events.

If the group wishes to discuss other community improvement matters, area coordinators should incorporate these topics in the overall agenda. The more the program takes a community flavor, the greater the chances of endorsement and, in turn, success.

Objective 10.7
(Recognition)

The voluntary nature of the work being performed by citizens in a community crime prevention programs demands special attention to recognize their efforts. This means that achievements should be properly documented and every effort be made to note their achievements in an appropriate manner.

This can be performed through a multitude of ways. An awards ceremony during which volunteers receive attention from the media and their fellow citizens is often well-received. In addition, watch groups that have achieved the standards for being formally organized should receive acknowledgement by means of certificates, stickers or signs. All these have proven to both reward efforts and insure long-term commitment and accomplishment.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

EVALUATION PHASE

Evaluation is the ongoing process of obtaining and assessing information to judge decision alternatives. Through evaluation an attempt is made to determine if one activity, situation, or process is better than another (real or conceptualized). Evaluation may also include determining how much better one event is than another and why. Thus, the focus of evaluation is on comparisons (e.g. one action alternative with another, action outcomes with standards or criteria for acceptable performance, program benefits to costs, outcomes to the conditions existing before an action was taken, etc.).

The procedures by which the program is going to be evaluated should be planned before initiating action. Evaluation depends upon systematic information collection; without an evaluation plan program officials will not have any idea of what data to collect and keep. Through evaluation one can preserve and enhance what works and drop or improve that which has not proven worthwhile.

Evaluation and Monitoring

While monitoring answers the question, "What is the program doing?", evaluation asks the question, "Is this what should be happening?" To answer these questions, evaluation can focus on different types of goals.

Most organizations embarking on crime prevention efforts tend to have overly ambitious goals. The most common aim is to reduce crime. However, it is very difficult to show actual reductions in crime rates, especially in the short term, and without other ways to demonstrate progress, people may become frustrated and lose interest. Measuring progress against a specific set of program goals can guard against this frustration. For purposes of demonstrating success, two types of goals are useful: process goals and impact goals.

Process goals refer to organizational objectives. They are usually easy to track through monitoring, although sometimes other information is needed. Impact goals refer to the effect the program seeks to have on crime problems or on the target area's ability to cope with crime. They are more difficult to achieve and typically have a longer time frame. Impact goals such as increasing the ability of citizens to work together or reducing the fear of crime require a different approach to seeing if they are being achieved. Evaluations tend to review impact rather than process.

The second difference between monitoring and evaluation is that evaluations require frequently more information than monitoring can provide. Monitoring records will be the source of program activity information, but facts about citizens and their responses are also likely to be needed.

Information Sources

There are a number of different methods or sources that can be used to gather the additional information required to evaluate a crime prevention effort. The following is a summation of the main features of each.

Police incident reports are collected on a regular basis. They typically provide figures on the number of reported crimes, by type, for a certain time period. Attempted crimes and crimes-in-progress are usually tabulated separately. These statistics will be useful for evaluation whenever program goals focus on crime reporting, crime rates, or increasing the proportion of thwarted crimes. Their advantages include: regular collection; long history of collection; and, low cost. Disadvantages include: not all crime is reported; reporting practices can change; police recording of incidents can change; reporting units may not match community program boundaries; and, some conditions that cause concern and fear in the community are not considered crimes for statistical reports.

A crime prevention program can sponsor a survey of residents to gather information on their attitudes and feelings about the community, crime and disorder, the police, and the efforts being made to improve local conditions. A survey need not be given to everyone in the community; a small sample can provide valuable data, although it should be selected carefully to ensure that no parts of the population are left out. It is especially important to survey residents who have not participated in crime prevention activities. Advantages of resident surveys include ability to: assess progress on goals that concern fear and other attitudes; gather information on behavior related to crime and prevention; measure how much (and what parts) of the community the program is reaching; and, no large sample needed. Disadvantages include: some resources are required to plan, carry out and analyze the survey; people may report more crime prevention-related activity than they actually made; and progress toward goals that focus on changing attitudes cannot be assessed unless a survey is done before the program begins and then after it is underway.

A victimization survey is a survey of residents aimed specifically at measuring crime in the neighborhood, regardless of whether it is reported to police. Reporting practices are often a topic. Programs with crime reduction and reporting goals are the ones who will need this evaluation source. The types of attitude questions found in a resident survey can also be included in a victimization survey, but a resident survey costs less: a much larger proportion of residents must be surveyed to gain accurate estimates of crime rates than for purposes of gathering information on attitudes. Advantages of victimization surveys include: ability to assess resident exposure to disorderly conditions as well as crime; best source data for evaluating program impact on crime; and it is possible to see if program participation affects victimization. Disadvantages include: specialized skills necessary to design a reliable victimization survey; cost of large sample; and, the actual data collection is best done by an outside unbiased group.

Issues

It is widely agreed that proving a program's impact is very difficult. So many factors affect crime and community conditions, and crime prevention employs a number of strategies, that the task of connecting activities to changes in crime and disorder is a considerable dilemma.

One very common approach is to compare facts about crime with the same items in another time or for another group of people. Before and after (or pre-post) comparisons in the target community are often made, although they require the evaluation work to begin before the program activities commence, and there are always other things happening in the community that could make a difference to the results. It is also possible to compare crime prevention with non-participants in the community, or all residents in the target area with citizens residing in another area in the same municipality. It is helpful to consider the following when making a choice.

A participant/non-participant comparison is useful for activities that affect individual households, while comparisons of communities yield more information on the impact of activities in the area as a whole.

With strategies affecting individual households, a participant/non-participant comparison is especially informative if the program has reached a relatively small percentage of households in the target area.

If the commencement of a crime prevention program has coincided with other changes, such as increased law enforcement activity, a participant/non-participant comparison can suggest what effect the crime prevention program is having beyond the other area-wide changes.

No matter how difficult it might be to carry out an evaluation that provides valid insight into the program's impact, it is highly recommended if the program is to have long-term survivability. There is only one Activity Step in the Analysis Phase:

Activity Step Eleven

Evaluation

Stresses the necessity of incorporating an evaluation component into the program in order to assess its effectiveness.

COMMUNITY CRIME PREVENTION PROGRAM GUIDEBOOK

Analysis Phase

ACTIVITY STEP ELEVEN

(Evaluation)

GOAL:

Assess the impact of the program in relation to the expectations noted in the work action plan.

OBJECTIVES:

Program officials will, during the course of the program, endeavor to:

1. Have an appreciation of what impact the program intends to make on the local crime problem.
2. Determine how program will be illustrated.
3. Develop a methodology for this process.
4. Incorporate accessing information into program operations.
5. Determine chronological milestones that will be utilized for ascertaining relative impact.
6. Formulate and distribute reports of findings.
7. Have conclusions reviewed by program participants, advisory groups, task forces in terms of making modifications to operations.

All objectives noted above are recommended for large municipalities. Objectives 1-5 and 7 are recommended for small communities while objective 6 is considered optional.

Commentary

Evaluation is an integral part of program planning and operations and, as such, must be incorporated into the course of events from the program's inception. While it is noted as a separate phase, in fact, it is not. Evaluation is a component that is intertwined in the activities that make up planning and operations.

The work action plan must be developed with impact in mind. As noted in the preface to this step, it is difficult to decipher the intended results of programs involving crime in the community. However, if the program is to have long-term implications, evaluation must be considered. Further, the

quantitative aspects of this tool could easily surpass the ability of program principals to effectively utilize them. For that reason, in many instances, data will be gathered by program participants but formal evaluation will, most likely, be developed through technical assistance resources.

Many programs, after the first twelve months of operations, will be requested to develop an evaluation document. If the data has not been collected on a regular basis, failure to produce a valid document could lead to a loss of commitment on the part of policymakers and others who provide resources. For that reason, individuals who are commencing a community crime prevention program should seriously consider incorporating this element into their activities.

Finally, this activity step cannot provide a methodology that applies to all circumstances. For that reason, the criteria are deliberately subjective in nature. Community programs that desire to incorporate evaluation into their activities should consult precedents set by similar-sized initiatives. This will assist them in determining what is optimum for their service community.

Objective 11.1 (Impact Appreciation)

The natural inclination is to think of program progress in terms of easily understandable terms. Often program officials are inclined to express program success in terms of efficiency rather than effectiveness. This often is translated to mean the numbers of meetings held or individuals who attended. While this information is important, it does not translate into impact.

Impact implies the effect the program has made on the relative ability of the community to deter the opportunity for incidence and fear of crime. The difficulty in procuring this information is noted earlier in this step; however, program officials must realize that somewhere during the course of the program's operation participants as well as policymakers will be asking this question.

For that reason, from the onset, the subject should be addressed openly. This should occur in the deliberations of the Task Force and advisory groups and incorporated into the work action plan. Realizing that it cannot be completely resolved, the fact that all have a comprehensive understanding of natural limitations will, over the course of the program, lead to a more solid foundation and better service to the community.

Objective 11.2 (Description)

Once there is an understanding of what the program is attempting to achieve, the next step is to gain an agreement among program officials and the community as to how they want the progress reported. Some communities would like a formal documented report with charts and graphs. Many others, especially those with little resources for this type of effort, would like results discussed at meetings held within the community. With all of the other demands on the time of volunteers involved in the program, this point might be overlooked. Later, once the course of events has taken its toll, the fact that program impact was not discussed could lead to a perception on the part of the community that it was misled.

As with many other facets of community crime prevention, the key is communication and joint understanding. Once this has been accomplished, the program can meet its expectations.

Objective 11.3
(Methodology)

Once there is an understanding of what the impact is and how it is going to be reported, the next step is to develop procedures for gathering the information. There are a number of methods that can be utilized including citizen surveys and review of police, census and other appropriate data.

Program officials must look at the information readily available in light of resources which, for the most part, will be voluntary. Further, this data must be analyzed and developed into charts, graphs and other visual aids for public consumption. Needless to say, it will be a somewhat challenging task.

For that reason, it is highly encouraged that program officials seek technical assistance from sources who have a background in this area. Local colleges and universities may be of assistance as well as local, regional, state and national crime prevention agencies. The key to methodology should be to formulate an effective strategy in light of public expectations and available resources.

Objective 11.4
(Accessing Information)

Once the methodology has been defined, program participants should be indoctrinated on how they can procure needed information during the course of program operations. Municipalities might have a team of volunteers who have special interest or ability in this field and are willing to give their time for this project. In many cases, area coordinators will also be utilized, especially in the case of conducting victimization surveys.

No matter how the community decides to gather information or who is tasked to procure it, the procedure should be well-defined, understood and endorsed by all involved as being an integral part of program operations and necessary for long-term success.

Objective 11.5
(Milestones)

At designated points in the program's operation, the public will wish to know the relative progress of the initiative. It is important that these points be defined before commencement and, once set, be an occasion where all can meet and review results.

Many programs operate with municipal funds and are required to justify budget requests based on the municipal fiscal year. For that reason, their natural milestone coincides with public hearings on the community program. If this is the case, the program should be developing information well before the appointed date and have the necessary exhibits in place prior to the policymaker meeting.

Other initiatives operate strictly on volunteer time and resources. For those, the presentation should be held at the completion of an activity or in terms of

public meetings on community improvement initiatives. Whatever the occasion, all should be involved in the determination of when and where the program's progress will be reported to the public.

Objective 11.6
(Reports of Findings)

Many communities, especially those utilizing public funds, are responsible for developing formal reports that document progress in relationship to expenditure of taxpayer funds. Others, for research purposes, utilize reports that can be dissected by professional social scientists. Most communities simply want to illustrate where they are in relation to the efforts and expenditures made by their citizens. No matter what, it is important to document what has occurred.

All these initiatives must be gauged in terms of what the public desires. In most cases, a small newsletter will suffice. This would show simply what was accomplished during a certain period in light of what was planned. Recognizing and praising the volunteer efforts of citizens in this manner will be an important feature of maintaining interest over the initial programming period. In all circumstances, each community member should be made aware of program results whether or not they have had a major part in the program's operation to that point.

Objective 11.7
(Modifications)

Once the progress has been charged and the public informed, the next step is to modify operations to make them more effective. This should involve the advisory groups developed for each goal and the Coalition Task Force. As soon as possible, the changes in program operations should be incorporated into the community program.

Once these operational changes have been made, the reporting system should be modified accordingly. Mid-course corrections will be an important element in long-term maintenance of operations.

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MAINTENANCE PHASE

A community crime prevention program can be effective only as long as citizen participation is maintained. Watch signs and Operation Identification stickers do not prevent crime. These outward signs of citizen participation may have a deterrent effect initially, but if they are not backed up by individual and group awareness, it will take little time for a criminal to determine that no one is really watching the community. Alarms do not function in a void either. They will be of no use to the victim if citizens are not trained to take proper action when they hear them, or if concern for helping each other is not maintained.

Crime prevention programs must, therefore, be structured for durability. Even if crime and disorder are reduced in the community, they will recur without continuing efforts toward prevention. Crime prevention activity by itself is difficult to maintain. People become bored with watching. The more successful the program is at reducing crime, the more difficult it will be to keep people involved. Once the problems of crime lessen, people begin to feel secure, to feel that the problems will not return to their community, and thus they slacken their efforts. Community crime prevention efforts must, therefore, have other activities and events structured into them, making maintenance techniques an integral part of the program.

Interest

All community programs can offer all participants recognition. The usual rewards for volunteer effort lie mostly in satisfaction for a job well done, at small changes in the community, at occasional thank-yous from people helped. One very important function for any program is to increase those rewards, recognizing volunteer efforts more publicly through awards certificates, an annual dinner, or a party. Events co-sponsored by the police department and the community to acknowledge volunteer work are a real boost to morale and continuing involvement. This makes them so valuable as a resource.

Another technique is to have the Task Force and advisory groups meet with the law enforcement agency head on a regular basis to discuss problems and solutions. This can be followed up with the agency head and representatives from groups holding community meetings on a regular basis to give out awards for volunteer work. These meetings can have an impact on the way crime prevention is viewed within the department. Police supervisors who attend the sessions often gain enthusiasm about the value of crime prevention and the program's benefit.

Community events are an enjoyable and effective means of maintaining interest. Fairs, parties, and suppers keep people involved in community activities and help them to get their neighbors better acquainted. These events can also be an occasion for recognizing the efforts of active volunteers.

Informal events like these can make a difference in sustaining citizen enthusiasm and keeping a program going. There are also more formal means of maintenance which can become part of the program's structure.

Maintenance Techniques

In terms of program activities, community crime prevention is an ongoing effort rather than a set of activities which are started and completed. The nature of many crime prevention activities demands continuing volunteer commitment. Even when crime, fear and disorder are noticeably reduced by citizen involvement, the passage of time and the demands of ordinary life seem to erode volunteer effort. In addition, people move and new neighbors must be recruited. As a result, it is universally recognized that crime prevention programs must have a way to help maintain participation and support active components to keep them alive and working.

Probably the most basic maintenance technique is to revitalize the community advocate network. After a period of time determined by the citizen participants, new coordinators should be selected, trained and placed into position. In addition, during the course of the program, contact should be maintained on a regular schedule. All watchers should be contacted and their input and impressions recorded. Especially when they first become involved, citizens have a 'wait and see' attitude about whether the effort will be serious. Frequent contacts will encourage their greater commitment. Later, additional contacts are needed to refresh their interest.

Some other techniques are to establish a reporting initiative in which the group formally presents its progress to program officials on a regular basis. A telephone chain utilizing either data processing equipment or regular equipment can also heighten interest as well as improve crime reporting efficiency and effectiveness. Patrol law enforcement officer involvement will also greatly assist interest and impact.

Many programs experience an initial interest span of approximately 12-18 months. This, in turn, causes a detrimental impact on crime limited to that period of time. A maintenance program centered on coordinators utilizing these techniques might prove to be helpful:

1. A short questionnaire to help the coordinator identify problems and areas needing follow-up (e.g. Number of households that actually made home security improvements).
2. Personal visits to coordinators by the police crime prevention practitioner to talk about issues regarding turnover, training or leadership and to help develop solutions to them.
3. A network of coordinators, to introduce them to those on adjacent areas or to ask their aid in organizing those areas.
4. A community-wide meeting of coordinators, to acquaint them with each other and with police personnel serving them.

Although a questionnaire may seem somewhat formal, it can help locate problems. This, when coupled with support in creating solutions, may well be a more effective kind of maintenance for the long term than simply steady recontacting.

Other methods that have proven to keep interest among citizens are: attendance at a crime prevention training course tailored to their needs, socializing and advanced training in specialized areas.

Community programs can sponsor meetings at which speakers or films are presented on related subjects. Fire safety and the criminal justice system are some topics used. Watches can meet to share information on events or activities. However, too regular a schedule of meetings or only short intervals between them seems to exhaust energies early rather than sustaining them for the long run.

Community program newsletters can be a helpful maintenance tool, since news and information about program activities, and especially accounts of program achievements encourage further effort. If coordinators deliver the newsletters, it provides a natural occasion for keeping in touch with participants and recruiting new ones.

Finally, blending crime prevention with work on other community issues may be the most important maintenance technique of all. As mentioned earlier in the Model, a broad agenda helps sustain interest and generates many more opportunities for community impact.

Whatever the techniques or group of strategies utilized, the importance of keeping the program community-oriented is paramount. These activities should, for the most part, be undertaken by volunteers. By keeping this citizen-perspective, the program can be ensured a long-lived and successful effort. Activity Step Twelve addresses this important aspect of the program.

Activity Step Twelve

Maintenance

Emphasizes the importance of maintaining citizen interest and participation in the program during the entire term of the program.

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Maintenance Phase

ACTIVITY STEP TWELVE

(Maintenance)

GOAL:

Facilitate the presentation of community crime prevention services as long as the incidence and fear of crime justify the effort.

OBJECTIVES:

1. To incorporate a maintenance perspective in the program.
2. To utilize proven maintenance techniques, as warranted.
3. To keep the program citizen-oriented.

All objectives noted above are recommended for implementation by both large and small municipalities.

Commentary

As noted in the opening remarks to this phase, there is no one way to insure that citizen interest and consequent participation will be insured by the inclusion of set strategies. However, the key is to insure that participants are kept involved and informed about the program's progress. In turn, they will feel that they have a vested interest in its outcome and will provide the insight needed to sustain the effort as long as feasible and worthwhile.

Rather than present a list of activities, this activity step attempts to apply the maintenance perspective to the planning, development, implementation, analysis and modification of a community crime prevention program throughout its first stages. Keeping in mind that experience has shown that the most durable programs are those associated with community improvement issues that transcend crime prevention and are affiliated with existing community organizations, practitioners and program officials are advised to look beyond the initial period of program development. If they incorporate the citizen perspective, as noted in earlier activity steps in this Model, the chances for a strong, durable program will be greatly enhanced.

Objective 12.1 (Maintenance Perspective)

Program planners, from the first planning efforts, should realize that after the first 12 to 18 months, the program will naturally lapse into a downward trend in citizen interest. If they build an extensive citizen advisory component into the program, participants will, when faced with this dilemma, develop a series

of initiatives that will correct the problem. If this is not addressed quickly, chances are the program will face a possibly serious dilemma.

Objective 12.2
(Maintenance Techniques)

The community crime prevention experience has been shared by innumerable programs throughout the country for well over a decade. Maintenance has been an ongoing concern of most of them and the techniques stated earlier in this section have an excellent track record. For that reason, sustaining interest and participation is not an inexact science. Such initiatives as publishing newsletters, holding meetings on community improvement issues, reporting on impact of the program all have proven to be valuable in keeping programs alive.

For that reason, practitioners and program officials are advised to review carefully the Maintenance Phase section and, as applicable, apply them to their community program.

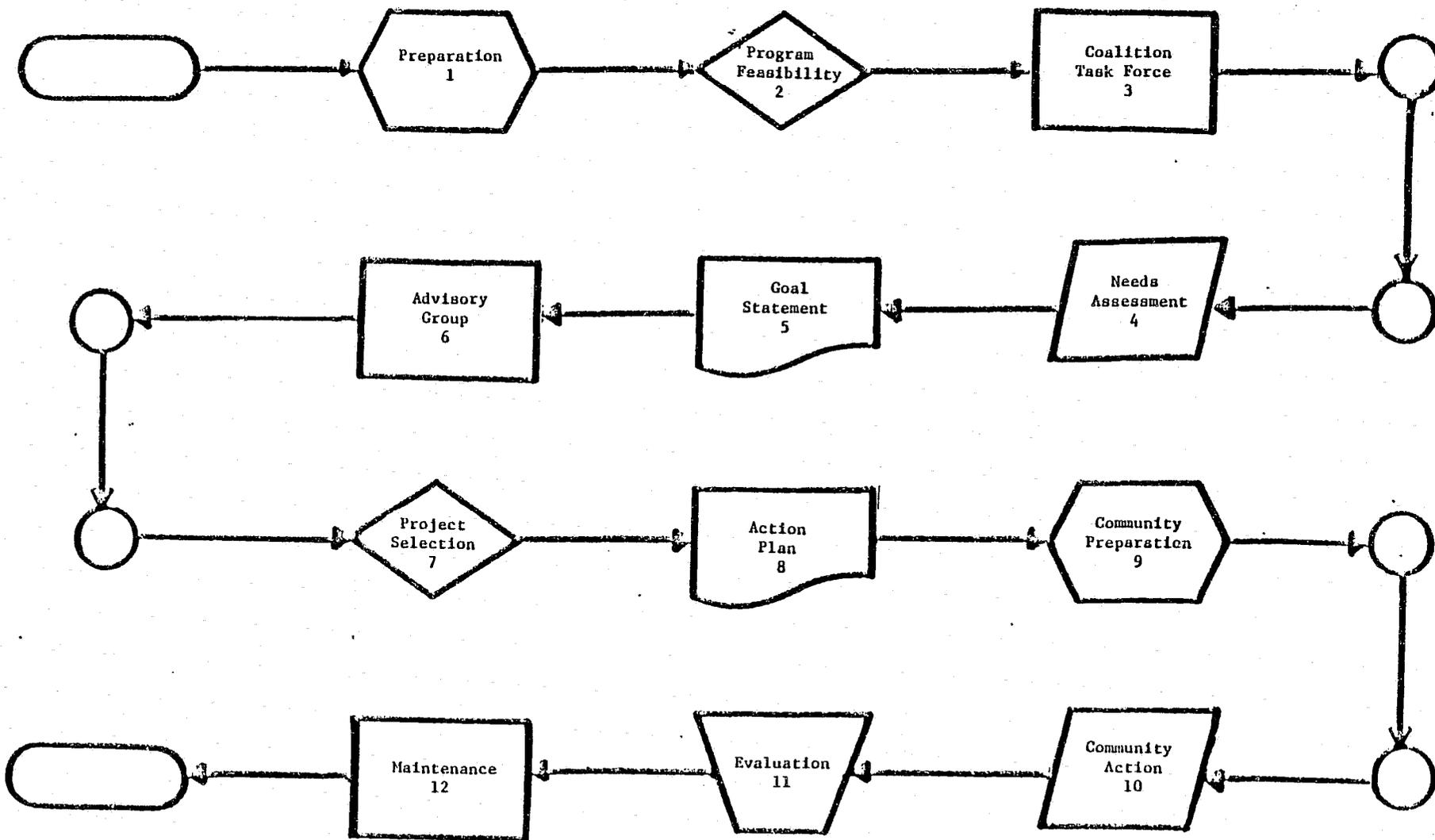
Objective 12.3
(Citizen Perspective)

The importance of involving citizens in all aspects of programming is paramount if they are to be requested to continue involvement after the initial programming period. This point has been stated many times in the document and should be a paramount concern of all involved.

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EXHIBIT B

SEQUENCE OF ACTIVITY



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