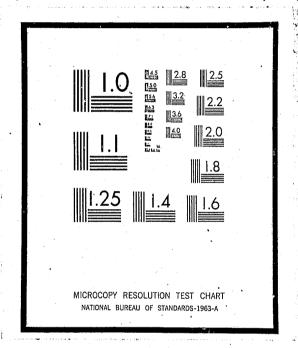# NCJRS

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16688 EVALUATION

M I N N E S O T A   C R I M E   W A T C H

THE LAW ENFORCEMENT

CRIME PREVENTION PROGRAM

A Preliminary Evaluation Report

prepared by

PROJECT EVALUATION UNIT

Governor's Commission on Crime Prevention and Control

May, 1974

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I. INTRODUCTION.

The Law Enforcement Crime Prevention Program, otherwise known as Minnesota Crime Watch, was first funded by the Governor's Commission on Crime Prevention and Control in June of 1973 with $112,605 turned back from 1970 allocations. The program subsequently received a grant of $169,407 from the Commission's 1973 funds. The project is sponsored by the Governor's Commission on Crime Prevention and Control, but it is carried out by local participating police and sheriff's departments. Since this grant is in its first year of operation, major accomplishments cannot yet be documented. Nevertheless, the project has made progress toward its goals during its first months of operation. This report will attempt to evaluate the project's success in meeting these objectives and to document the steps taken toward achieving the other stated long-term goals and objectives.

The rationale for a program such as Minnesota Crime Watch is that the problem of crime must be attacked by the entire community and that citizens cannot rely solely on the established criminal justice agencies. Minnesota Crime Watch attempts to translate citizen concern about crime into action to prevent it. It is an underlying assumption of the entire program that, in most cases, the victim of a crime contributes to his or her own misfortune through ignorance by not taking the basic security measures which would protect person or property.

The major aim of Minnesota Crime Watch is to prevent crime by reducing the opportunities for criminal occurrence which are created by the victim. The focus is on mechanical methods of crime prevention which place obstacles

in the path of the would-be offender in order to make committing the crime more difficult. Crime prevention is defined as "the anticipation, the recognition and the appraisal of a crime risk and the initiation of action to remove or reduce it."

The model upon which Minnesota Crime Watch is based was extensively utilized and evaluated in California. California's crime-specific prevention program attacked the problem from five different perspectives: (1) public education, (2) improved security measures, (3) improved patrol, (4) improved investigation, (5) decreasing receiver market. The first two approaches have proven effective in reducing crime, while the third and fourth were inconclusive according to the evaluation conducted. Minnesota Crime Watch relies heavily on public education in its first year of funding.

The project was designed to provide the participating law enforcement agencies with the necessary resources and support materials to be used in their communities to carry out crime prevention activities, including educating citizens in the prevention of specific crimes. According to the manual sent out to police and sheriff departments,

> It is vital to recognize . . . that this is a local program in its execution and implementation. The participating local law enforcement agencies will provide the manpower and leadership to implement the program within their own community. It is incumbent upon law enforcement to take leadership in its community to develop the level of awareness and knowledge about specific precautionary measures to spark widespread citizen involvement in crime prevention activities. For Minnesota Crime Watch to succeed, each participating agency must put its wholehearted support and effort into the job.

There are many forms of crime which might be attacked through such a crime prevention program. Phase I of the Law Enforcement Crime Prevention Program deals with the prevention of residential burglary. This initial emphasis was chosen both because burglary is a highly visible crime which affects large numbers of families and because it has proven resistant to the usual methods of crime solving. A number of communities, such as Los Angeles, California; Wichita, Kansas; Greensboro, North Carolina; and Montreal, Canada report considerable progress in decreasing the incidence of property crimes through reliance upon mechanical methods of crime prevention.

Crimes against property constitute the overwhelming majority of reported Part I crimes in Minnesota (see Table 1, displayed on the following page). In 1972, these crimes represented 92.2% of all Part I crimes which were reported to the police. Of the crimes against property, burglary is the largest single representative, accounting for close to fifty percent of all reported Part I crimes against property. This pattern is fairly uniform across Minnesota; burglary constitutes between 37.4% and 50.2% of all Part I crimes in the seven criminal justice planning regions.

TABLE 1

REPORTED 1972 PART I CRIMES BY REGION

Region	CRIMES AGAINST PERSONS No. of Crimes	Percent Of 1972 Total Part I Crimes	CRIMES AGAINST PROPERTY No. of Crimes	Percent Of 1972 Total Part I Crimes	BURGLARY No. of Crimes	Percent Of 1972 Total Part I Crimes	Percent Of 1972 Part I Crimes Against Property
A	46	3.1	1,423	96.9	623	42.4	43.8
B	235	4.1	5,518	95.9	2,901	50.4	52.6
C	47	2.3	2,011	97.7	831	40.4	41.3
D	115	2.7	4,184	97.3	2,031	47.2	48.5
E	50	2.9	1,684	97.1	648	37.4	38.5
F	198	3.2	6,022	96.8	2,358	37.9	39.2
G	6,114	9.2	60,142	90.8	26,638	40.2	44.3
STATE TOTAL	6,805	7.8	80,984	92.2	36,030	41.0	44.5

Aside from the sheer volume of burglaries committed, their numbers have been rising rapidly in recent years. Table 2 indicates that over the last ten year period, the incidence of burglary has increased at a higher rate than all other crimes -- an average of 19.3% per year as compared to 15.1% for all Part I reported crimes. At the same time that it was rapidly increasing in importance as a crime, the clearance rate for burglary has decreased much more dramatically than it has for other Part I crimes. The clearance rate on all reported Part I crimes dropped from 25.1% to 20.6% over this ten year period, but burglary clearances fell from 23.2% to 11.2%. It is clear

from these statistics that traditional police crime-solving activities are inadequate to deal with the problem of residential burglary.

TABLE 2

CHANGE IN THE INCIDENCE AND CLEARANCE OF PART I CRIMES

IN MINNESOTA -- 1962 - 1972

	1962	1972	Percent Change 1962 - 1972
REPORTED INCIDENCE OF CRIMES Total Part I Crime*	52,125	130,623	+151
Burglaries	12,295	36,063	+193
CLEARANCE OF CRIMES Total Part I Crime*	13,105	26,862	+105
Burglaries	2,853	4,038	+ 42
PERCENT OF CLEARANCES All Part I Crimes	25.1%	20.6%	
Burglaries	23.2%	11.2%	
AVERAGE INCREASE IN INCIDENCE OF CRIME All Part I Crimes*	15.1% per year		
Burglaries	19.3% per year		

*Includes negligent manslaughter, larceny under $50.00, but excludes simple assaults.

It was felt that the increased incidence of this crime, along with the marked decrease in the rate of clearance, had created great public awareness which, with the proper educational campaign, could be easily translated into community activity. The original grant proposal states: "Because of the

enormous rise in residential burglaries, and the intense public concern
about the threat this crime represents to each citizen in his own home, the
first subject selected for concentrated effort is the prevention of residen-
tial burglary." Such an assumption, however, is not entirely supported by
the state-wide survey which the project commissioned. The interviews con-
ducted by Oliver Quayle and Company in August, 1973 show that 34.0% of the
855 people contacted thought crime was a serious problem, but only 17.4%
named burglary as the most common crime. This percentage increases to 53.0%
if stealing and theft, break-ins, bicycle theft and petty theft are aggre-
gated with burglary. (The program addresses each of these crimes.) These
data suggest a large part of the public is unconcerned about crime as well
as uninformed about the frequency of burglary. Thus, it is unrealistic for
the program to expect, during its initial phase of operation, to receive
widespread public cooperation.

Although a number of Minnesota communities were already marginally fa-
miliar with one type of crime prevention -- property numbering systems (43%
of the 148 police and sheriff departments which returned the 257 question-
naires sent out by the project director had such programs operating in the
communities which they served) -- it was thought the public lacked crime
prevention information and that such a program could only succeed if attack-
ed vigorously and over as wide an area as possible. Data presented later
in this report supports the suspicion of an uninformed public. The state-
wide approach was necessary in order to counteract the displacement effect
of many crime prevention programs -- when one community becomes involved in
crime prevention activities, its crime rate decreases because crime is simply

displaced into the surrounding communities. For this reason, a state-wide
effort was chosen rather than a concentration of activity in one or two
communities.

II. THE GOALS AND OBJECTIVES OF MINNESOTA CRIME WATCH

In the original grant proposal the Law Enforcement Crime Prevention Program delineated three long-range goals, five major objectives of Phase I, and three specific objectives relating to citizen awareness of steps that can be taken to prevent residential burglary. These are listed below.

GOALS:

1. To effect a reduction in the incidence of specific crimes with major emphasis on crimes against property (and particularly residential burglary) in Minnesota;

2. To bring about a reorientation within police departments toward crime prevention activities and to provide training for law enforcement agencies as to what they can do before crimes occur, as opposed to simply responding after the crime has occurred;

3. To improve the relationship and the cooperation between the police and the community.

OBJECTIVES:

1. To provide Minnesota law enforcement agencies with the training and materials necessary to educate citizens in the specific measures they can undertake to prevent specific crimes from occurring to their property or their person;

2. To increase the citizen's awareness of the problems of residential burglary;

3. To educate and train citizens in the specific measures they can undertake to prevent residential burglary;

4. To involve organized citizen and youth groups in crime prevention activities as well as using them to inform and involve others in the community;

5. To secure long-range changes through legislation and community planning for security designed to improve the crime prevention capabilities of Minnesota citizens.

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SPECIFIC SHORT-RANGE OBJECTIVES:

1. To tell the citizen how to make his home less inviting as a target for the burglar;

2. To tell the citizen how to make his home less accessible should it be chosen as a target;

3. To tell the citizen how to participate in Operation Identification, making his personal property less desirable to the burglar.

Progress toward these goals and objectives during the first year of funding has varied tremendously. This is due to the fact that the impact of a number of these goals will not be felt until some future date as well as to the lack of measurability of certain goals and objectives. In the following discussion, an attempt will be made to evaluate the achievements of Phase I of this project.

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III. THE PUBLIC EDUCATION FUNCTION OF MINNESOTA CRIME WATCH

Phase I of Minnesota Crime Watch attempts to increase public awareness of the widespread existence of residential burglary. Such awareness includes dispelling misperceptions about the time of burglaries, the nature of burglary, etc. The program also aims to educate the public about steps which can be taken to prevent burglary, such as joining Operation Identification and implementing other precautions to make its residences less accessible and inviting to would-be burglars.

The specific aims and activities of this phase of Minnesota Crime Watch are stated in Objectives 1 through 4 and in the three short-range objectives. The degree to which the project achieved each of these objectives during its first months of funding will be discussed separately below.

A. THE PROVISION OF TRAINING AND MATERIALS TO LOCAL LAW ENFORCEMENT AGENCIES

In order to properly implement Crime Watch, it was first necessary to carry out Objective 1, i.e., "to provide Minnesota law enforcement agencies with the training and materials necessary to educate citizens in the specific measures they can undertake to prevent specific crimes from occurring to their property or their person." Before local police and sheriff's departments could be expected to educate their communities in the specific steps the citizens could take to prevent crimes from occurring to their property, the participating project officers themselves had to be trained and provided with the proper materials.

To achieve this objective, a number of training sessions were organized

for project officers and police chiefs. The first orientation and training session was held from July 9 to 12, 1973 at Alexandria. This session was limited to all police departments over 10,000 population and all sheriffs serving a rural population of 25,000. Sixty-four of the sixty-six departments invited attended the conference. The instructional personnel included the Director of the National Crime Prevention Institute, law enforcement officials from other cities which already had established crime prevention programs, and experts on such areas as locks and burglar alarms, home and business construction, and lighting.

The distribution of participating police and sheriff's departments by criminal justice region is given in Table 4 (located on page 1). Consistent with the distribution of the state's population, 62.5% of the agencies which attended came from Region G which contains almost 50% of the total population, and another 14.1% of the departments were located in Region F, the region with the second greatest population concentration.

Five additional three-hour orientation sessions were held in September, 1973 in Grand Rapids, Bemidji, Fergus Falls, Marshall and Shakopee for local law enforcement agencies which had not been involved in the Alexandria training meetings. All police and sheriff's departments in the state were invited. The purpose of these meetings was to provide information on crime prevention methods and techniques, to explain the Crime Watch program and to invite departments to join.

A total of 64 police and sheriff's departments received training in crime prevention techniques at Alexandria. The remaining 116 departments

which were participating in Minnesota Crime Watch as of April, 1974 (see Table 4, page 1 for their distribution by criminal justice region) received only the information which was presented in the brief orientation sessions. Those that attended these sessions received the printed information given participants in the Alexandria session, although the oral presentation was obviously much abbreviated. Thus, only slightly more than one-third of the police and sheriff's departments in the program have had any "in-depth" training in crime prevention techniques. Most of these departments were located in Region G which has the greatest population concentration.

Aside from training sessions, a number of public education materials were prepared under the auspices of the Minnesota Crime Watch committee of the Governor's Commission on Crime Prevention and Control to assist local police departments in implementing Crime Watch. These are available without cost to all law enforcement agencies which have joined the program. Included among these materials was a Crime Prevention Training Manual, which included all crime prevention materials presented at the Alexandria conference, one Minnesota Crime Watch Manual which describes the program and provides suggestions for local implementation, and a slide film and speech outline on the prevention of residential burglary. Along with these materials, each department received home burglary prevention brochures, Operation Identification brochures, Operation Identification stickers, Minnesota Crime Watch posters, and engravers. All of these are either distributed to local citizens or, as in the case of the engravers, lent out for a specified period of time.

B.   THE ASSURANCE OF A STATE-WIDE EFFORT

Although not specifically mentioned as an objective of Minnesota Crime Watch, it is the program's philosophy that to mobilize the maximum number of citizens in the prevention campaign, it is necessary to enroll as many departments as possible. The degree to which the project has been able to achieve this implied objective during its first six months of funding can be discerned by comparing the information in Tables 3 through 5.

Table 3 (displayed on the following page) provides the reader with basic demographic data for each of the seven criminal justice planning areas. To be successful in reaching the most possible people, the project needs, at a minimum, the cooperation of law enforcement agencies in Region G since 49.3% of the total population resides in this area according to figures from the 1970 census. Region F, with another 16.5% of the state's population and 10 of the 54 municipalities with at least 10,000 residents, is the next most important target area of any campaign to mobilize the citizens of Minnesota.

Table 4 (displayed on the following page) and Table 5 (displayed on page 15) record the extent to which Minnesota Crime Watch has been able to mobilize law enforcement agencies to participate in the program. Table 4 shows the actual numbers of police and sheriff's departments by criminal justice region which joined the program at various times during its first six months of operation. The core of participating departments consisted of those 57 police departments and 7 sheriff's departments which attended the Alexandria training session in July, 1973. By the time the project began operation in October, the number of member departments was 137. By April, 1974 the total had risen to 180.

TABLE 3

DEMOGRAPHIC INFORMATION ON MINNESOTA'S CRIMINAL JUSTICE PLANNING REGIONS

Region	Number Of Counties	Number Of Municipalities	No. Of Large Municipalities (Over 10,000)	Population Distribution (1970 Census)
A	12	374	1	149,273
B	7	236	3	329,503
C	9	334	2	185,430
D	14	487	2	363,123
E	18	479	2	273,880
F	20	499	10	628,891
G	7	189	34	1,804,455
TOTAL	87	2,598	54	3,804,455

TABLE 4

INCREASING PARTICIPATION BY LOCAL LAW ENFORCEMENT AGENCIES
IN MINNESOTA CRIME WATCH -- JULY, 1973 TO APRIL, 1974

	NUMBER OF PARTICIPANTS						Number of Agencies Serving Communities Over 1,000 Populations Plus All Sheriff's Depts.)	
	July '73 (Alexandria Meeting)		October '73		April '73			
Region	P.D.	S.O.	P.D.	S.O.	P.D.	S.O.	P.D.	S.O.
A	1	-	4[2.]	7	7[2.]	9	5	12
B	1	2	5	4	7	6	17	7
C	3	1	7[2.]	3	7[2.]	5	7	9
D	2	2	6[2.]	5	13[3.]	6	20	14
E	3	-	16[1.]	4	18[1.]	5	21	18
F	8	1	15	5	24[1.]	8	31	20
G	39	1	51	5	58	7	62	7
TOTAL	57	7	104	33	134	46	163	87

[1.] Includes one police department serving under 1,000 population.
[2.] Includes two police departments serving under 1,000 population.
[3.] Includes four police departments serving under 1,000 population.

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For the purpose of evaluation, the degree to which the project achieves this unstated objective will be indicated by enrollment of all sheriff's departments and police departments in communities over 1,000 population. The two right-hand columns of Table 4 (previous page) show the total number of police and sheriff's departments which meet this population criterion.

Table 5 provides basically the same information as Table 4, but by percentage. In interpreting Table 5, it must be remembered that the percentages refer to the degree of police and sheriff's department participation and not to actual citizen involvement.

TABLE 5

PERCENTAGE PARTICIPATION OF REGIONAL POLICE* AND SHERIFF'S DEPARTMENTS
IN OPERATION IDENTIFICATION -- OCTOBER, 1973 TO APRIL, 1974

Region	POLICE		SHERIFF	
	October, 1973	April, 1974	October, 1973	April, 1974
A	40.0	100.0	58.3	75.0
B	29.4	41.2	57.1	85.7
C	71.4	71.4	33.3	55.6
D	20.0	45.0	35.7	42.9
E	71.4	81.0	22.2	27.8
F	48.4	74.2	25.0	40.0
G	82.3	93.5	71.4	100.0
TOTAL	68.3	82.2	37.9	52.9

*Includes only those police departments serving communities with populations greater than 1,000.

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The data in Table 5 indicate the Minnesota Crime Watch has been success-
ful in mobilizing law enforcement agencies to join the program. In Region G,
100% of the sheriff's departments and 93.5% of the police departments were
enrolled as of April, 1974. This, of course, does not necessarily mean that
the local project officers had actually begun to carry out their public edu-
cation functions. It can be assumed, however, that the longer a department
has been a participant in the program, the greater the likelihood that it has
been involved in some educational activities. Even as far back as October,
1973, when the program first began on a state-wide basis, 82.3% of all police
departments in Region G serving communities of more than 1,000 population had
become participants. The level of participation in Region G is higher than
that for any other region as late as April, 1974, except for Region A which
has only five police departments whose communities meet the size criterion.
Overall, the project has enrolled 82.2% of the police departments serving
communities over 1,000 and 52.9% of all the state's sheriffs.

Focusing on one component of the Crime Watch program, Operation Identi-
fication, data in Table 6 (following page) presents a different picture of
the project's impact. Table 6 examines the number of new Operation Identifi-
cation efforts, controlling for previous such programs which existed in com-
munities prior to the inception of Minnesota Crime Watch. This table includes
data which show the number of police and sheriff's departments attending the
Alexandria training session and currently participating in Minnesota Crime
Watch, which operated their own identification programs prior to the incep-
tion of the state-wide effort. Information in Table 6 on previous Operation
Identification programs is based on responses to a preliminary questionnaire
mailed to all sheriff's departments and to all police departments serving
populations of more than 1,000.

TABLE 6

DEGREE OF PREVIOUS INVOLVEMENT IN OPERATION IDENTIFICATION PROGRAMS

AMONG AGENCIES PARTICIPATING IN MINNESOTA CRIME WATCH

| Region | Participants In Alexandria Training Session July, 1973 | | | | Current Participants In Minnesota Crime Watch April, 1974 | | | |
| | POLICE | | SHERIFF | | POLICE | | SHERIFF | |
	Total	Previous Op. ID	Total	Previous Op. ID	Total	Previous Op. ID	Total	Previous Op. ID
A	1	--	--	--	7	--	9	--
B	1	--	2	--	7	--	6	--
C	3	--	1	--	7	--	5	--
D	2	--	2	--	13	--	6	1
E	3	--	--	--	18	1	5	1
F	8	2	1	1	24	2	8	1
G	39	24	1	--	58	34	7	--
TOTAL	57	26	7	1	134	37	46	3

According to the material presented in Table 6, among those departments
which attended the Alexandria training session, almost one-half already had
their own programs and the percentage rises to 61.5% in Region G. After six
months in operation, Minnesota Crime Watch has been able to recruit many new
departments with no previous experience with property identification programs.
Among the 137 police departments participating, for example, only 37, or 26.6%
of the total had previous familiarity with Operation Identification programs.
In Region G, however, even with the addition of 19 new departments, 58.6% of
all participating departments had prior programs.

These figures suggest that while Minnesota Crime Watch has amassed some impressive statistics during its first six months, the actual impact of the program in terms of Operation Identification is less than one first believes. Many of the police departments which joined the state-wide effort had existing identification programs operating in their communities which presumably had already enrolled at least some residences. Many of the departments which did not have prior programs serve the smaller communities in the state. These factors -- the small populations of the more recent entrants and the large populations served by departments with previous programs -- lead to the conclusion that the potential new audience for the Operation Identification campaign was considerably smaller than it would appear from Table 4 and Table 5.

Even with these limitations, Minnesota Crime Watch training and materials could still improve the technique of these local prevention programs as well as increase their numbers. And, of course, these presentations cover crime prevention topics beyond Operation Identification. In any event, the project has achieved its implicit objective of coordinating all existing and new Operation Identification projects into a single state-wide program.

C.   THE SENSITIZATION AND EDUCATION OF THE CITIZENRY ON CRIME PREVENTION

The three specific short-term objectives of Phase I of Minnesota Crime Watch are to tell citizens how to make their homes less inviting, their homes less accessible, and their property less desirable to would-be burglars. In order to determine the degree to which the program has achieved these short-range objectives, it is only necessary to measure the volume of the project's activities.

The simplest indicator of the project's success in achieving these

objectives is the volume of materials distributed within the communities. Although there is no direct information on the extent to which these materials have been distributed within the individual communities (unless the project officer reorders) the project has maintained records of the amount of material which has been sent to law enforcement agencies. Viewed in this light, Minnesota Crime Watch has certainly been active. In its first four months of actual operation, over 650,000 of each of the home burglary prevention brochures and the Operation Identification brochures have been printed and sent to participating police and sheriff's departments. In a number of departments, the brochures were either mailed or distributed directly to every resident in the community. Over 750,000 large Operation Identification stickers have been individually printed with the department's name and 750,000 small stickers have both been mailed out to 166 participating law enforcement agencies. Each department received enough stickers for approximately 50% of the premises in its area, based on a rough estimate of two stickers per house, and four departments have already reordered. If it is correct to assume that Operation Identification stickers were given to citizens after they had engraved their personal property and returned the engraver to the police department, this information suggests that, at least in these four communities, citizens are responding very favorably to the public education campaign. Over 1,500 of each of two types of Minnesota Crime Watch posters were printed and mailed, and these have already been reordered.

Another measure, similar to the volume of materials distributed, is the amount of coverage Minnesota Crime Watch has received from the mass media. As of January, 1974, over 120 newspapers throughout Minnesota have run more than two hundred of the Minnesota

Crime Watch advertisements as a public service, and more than 175 individual news articles have been counted by the project director. Over the same period, almost all the radio stations in the state had used Minnesota Crime Watch spots, and the television stations were cooperating. Although it is impossible to document the intensity of the coverage in all participating communities, a few anecdotal examples can be cited. Within the metropolitan area WLOL ran more than 122 radio spots in November and December, 1973, and the four television stations included Minnesota Crime Watch in their advertisements on the average of five to six times per week. In addition, a number of law enforcement personnel have appeared on local radio and television programs to discuss crime prevention. There are also at least sixty Minnesota Crime Watch billboards throughout the state, and MTC buses have had posters both inside and outside.

Another mechanism for educating the public about crime prevention is the use of public presentations by project officers to live audiences. Based upon the responses of 100[1]. of the 180 participating police and sheriff's departments (these are listed in Appendix A) to the telephone survey of March, 1974, 1,020 public presentations of slides and lectures had been given by local project officers. The departments estimated that they reached approximately 54,470 people in this manner. Such lectures were also used as an opportunity to distribute burglary prevention and Operation Identification literature.

The public education messages discussed above relate directly to the

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[1]. Only 94 of the 100 departments which responded actually provided information on the subject of numbers of presentations and persons reached.

short-range objectives. The posters, speeches and media spots tell people how and why to protect their homes, and why to participate in Operation Identification. Marking property, turning on lights, stopping delivery of mail and newspapers, etc. are all messages covered in the mass media and in officer presentations. While it is not possible to document the frequency with which various messages are presented, Operation Identification seems to have received the most publicity.

In addition to the public presentations, participating departments are encouraged to conduct for community residents "premise surveys" in order to identify major strengths and weaknesses of residences and businesses. Although no information is available, participating agencies are probably less active in this area than they are in public education and Operation Identification. Becuase premise surveys are time-consuming, departments will have to devote a great deal of time to implement this crime prevention measure.

The public education campaign, as measured by the volume of its activities, seems to have increased the number of times and ways in which citizens throughout parts of Minnesota, at least, are hearing about crime prevention measures, including Operation Identification. But what effect is all this having on those who hear the message? Do people listen to these pronouncements? If they do, does it affect their behavior in any way? The answers to these questions will document the degree to which Minnesota Crime Watch is achieving Objective 2 (to increase the citizen's awareness of the problems of residential burglary) and Objective 3 (to educate and train citizens in the specific measures they can undertake to prevent residential burglary).

A good indicator of the success of the public education campaign is a comparison of citizen knowledge before the initiation of Minnesota Crime Watch and after it has been in operation for a certain period of time. Toward this end, Oliver Quayle and Company was commissioned to conduct a state-wide survey to measure Minnesotans' attitudes toward crime and the police as well as to tap their knowledge of various crime prevention techniques. This survey was conducted during August, 1973, two months before the beginning of Minnesota Crime Watch. It is intended that another follow-up survey be commissioned which will yield basically the same information so that some objective measures of the effectiveness of the public education effort can be generated.

Because the follow-up survey will not be completed for several months, it is impossible to determine the impact of the campaign. One can, however, get an idea of the situation prior to the initiation of the state-wide program from the original Quayle survey as well as from a preliminary questionnaire mailed to all police and sheriff's departments serving populations of over 1,000 during the fall of 1973. Thirty-five percent of the 855 interviewed by the Quayle pollsters knew that some form of personal property identification was available in their communities, and 17.4% claimed to have actually marked their property. However, when asked if they had ever seen or received any information about protecting their residences against burglary, only 9.5% were aware of Operation Identification, suggesting that people mark their personal property in methods less formal than Operation Identification and for reasons other than burglary prevention.

Of the 148 questionnaires returned to Minnesota Crime Watch from police

and sheriff's departments around the state, 88% of the responding law enforcement agencies had heard of Operation Identification and 43% had programs operating within their communities. Most of the programs, however, were of relatively recent origin. Of the 64 departments which fell into that category, 22, or 34% had begun their programs in 1973 and another 31, or 49% had no program before 1972. Using about 592 engravers, these departments had managed to enroll over over 20,200 residences and 300 businesses during their periods of operation of the property identification program. All these figures suggest that while knowledge of Operation Identification was relatively widespread among law enforcement agencies, few were aggressively pursuing campaigns of public enrollment, as citizen knowledge and participation was low.

There are two other measures of the public appeal of Operation Identification -- the degree of responsiveness of citizens as indicated by the demand for engravers, and the number of residences enrolled in the program as a direct result of the public education campaign. Unfortunately, it is impossible to determine exactly the extent of the first measure. It is known, however, that compared to 592 engravers in use in the 64 communities which responded to the preliminary questionnaire, Minnesota Crime Watch distributed 2,200 to participating departments. One engraver was included for every 500 Operation Identification stickers requested. Most departments reported that local organizations and groups in the community had donated additional engravers, and many project officers were forced to institute waiting lists because citizen demand for engravers was greater than the available supply.

More impressive documentation of the degree of appeal of Operation Identification can be provided by the number of residences which joined the program as a result of the public education campaign. As part of the telephone survey of participating police and sheriff's departments, project officers were asked to provide the total number of residences and businesses which were enrolled in Operation Identification as of February 28, 1974. In order to measure the number of residences which enrolled since the start of Minnesota Crime Watch, those residences which had joined local property identification programs prior to the inception of the state-wide public education campaign were subtracted. Of the 44,506 residences and 1,586 businesses currently protected by a property marking system, 24,270 and 1,286[1] respectively were enrolled since the current state-wide public education campaign began. Thus, the number of residences joining Operation Identification has doubled during this period (October through February).

The 38 departments with previous programs serve the largest population and thus account for 11,648 of the 24,270 residences enrolled in the program since the inception of Minnesota Crime Watch. It is not known how many of these 11,648 residences enrolled due to the public education campaign of Crime Watch, but clearly 13,000 participants in communities with new programs are a direct result of Crime Watch.

So far in this section, the data presented to measure the degree of achievement of Objectives 2 and 3 has been limited to Operation Identification.

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[1] These figures are not completely accurate. Where departments did not distinguish between residences and businesses in their reports, the total was included under "residential."

There are, however, other actions which people can take to prevent residential burglary, and the project attempts to educate the public about these other forms as well. According to the Quayle survey, 82.2% of the 855 interviewed felt that they could take steps to deter burglary and 88.2% actually took some steps. Table 7 (displayed on the following page) shows the different actions which were recognized as preventing burglary. Respondents tended to take certain steps to prevent burglaries more frequently than they actually believed their actions would deter burglars. Thus, for example, while only 55.4% thought locking their doors would protect their residences, 81.2% actually took this step. This relationship is reversed only for the installation of alarm systems or special locks and the use of watchdogs. The likely explanation for the reversals is that these three steps all cost money to accomplish. One conclusion which can be drawn from Table 7 then, is that techniques which are not expensive are much more likely to be accepted.

Table 7 also suggests that Minnesota Crime Watch is correct in placing greater emphasis on broad crime prevention resources beyond just Operation Identification, since the public is ignorant of other steps which can be taken. With the exception of locking doors when leaving the house, none of the other available techniques of making one's home less accessible to the would-be burglar are very well known, and none are employed that frequently. Even such a simple step as locking the windows to prevent a possible break-in is only followed by 39.1% of the respondents.

One possible explanation for the public's failure to take precautions to prevent burglaries is that only 6.5% of the respondents' residences had been burglarized within the last year and only 22.1% had ever been burglarized.

In addition, the public is generally unaware of what specific steps they can take to prevent burglary.

TABLE 7

DEGREE OF KNOWLEDGE AND UTILIZATION OF TECHNIQUES

TO PREVENT RESIDENTIAL BURGLARIES

Steps To Deter Burglary	Percentage Who Were Aware This Step Could Deter Burglary	Percentage Who Took This Step To Deter Burglary	Percentage Who Recalled Media Mention Of This Step To Deter Burglary
Lock Doors	55.4	81.2	--
Lock Windows	24.4	39.1	--
Tell Neighbor That Gone	10.6	29.2	6.0
Alarm System	10.8	3.3	12.0
Outside Lights On	3.9	8.5	15.2
Inside Lights On	15.9	27.0	15.2
Close Drapes	--	6.0	--
Special Locks	7.1	3.7	--
Automatic Timers	4.8	5.7	4.9
Operation ID	7.4	--	9.5
Watchdog	8.2	6.1	--
Keep gun	1.6	--	--
Stop Paper And Mail	3.0	--	8.8

SOURCE: Oliver Quayle State-wide Survey, August, 1973.

D. THE INVOLVEMENT OF COMMUNITY GROUPS IN CRIME PREVENTION ACTIVITIES

Aside from disseminating information about burglary prevention directly to the public, live presentations by local project officers serve another function. They are utilized as a mechanism for recruiting community organizations to actively participate in the public education campaign. To the extent that local law enforcement agencies have been able to generate such community group activity, they are achieving Objective 4 (to involve organized citizen and youth groups in crime prevention activities as well as using them to inform and involve others in the community). Such involvement augments the intensity of the public education campaign both by increasing the volume of activities and, hopefully, by reaching more citizens within the community.

The only data on the degree of organized community group involvement in Minnesota Crime Watch activities come from the telephone survey of participating departments conducted in March, 1974. Project officers were asked the following questions: "Aside from groups you have spoken to, are any other groups, clubs, associations or individuals in the community involved? What is the nature of involvement?" The departments which responded reported receiving $11,309.50 in financial contributions from groups and individuals as well as varying degrees of participation in activities associated with Operation Identification or other forms of crime prevention. Sixty community organizations were helping to enroll members, thirty-seven were distributing literature, thirty-three had purchased engravers, twenty-one had donated other materials, four were providing publicity, and one group of student

interns at the University of Minnesota was assisting with presentations to groups of citizens. For a breakdown of the type of involvement of specific community groups, see Table 8.

TABLE 8

COMMUNITY GROUP INVOLVEMENT IN CRIME PREVENTION

| Type of Community Group | Enroll Members | TYPE OF COMMUNITY GROUP INVOLVEMENT | | | |
		Distribute Literature	Purchase Engravers	Other Donations	Publicity
Banks	35	3	4	9	3
Insurance Companies	--	2	11	3	1
Jaycees	3	3	6	2	-
Lions	-	--	5	3	--
Rotary	-	--	-	2	-
Chambers of Commerce	--	3	-	-	-
Mrs. Jaycees	--	5	-	-	--
Welcome Wagon	-	3	-	--	-
Boy Scouts	-	6	-	--	-
Police Reserves	--	4	-	--	-
Libraries	12	--	-	- -	-
Other	10	8	7	2	-
TOTAL	60	37	33	21	4

NOTE: This table is based on responses of 89 departments to a telephone survey in March, 1974.

Although it is impossible to determine the effect of this activity on citizen participation, one of the assumptions of the entire crime prevention program is that police cannot solve these problems without active citizen involvement. The data do suggest that most citizen-sponsored activity relates to Operation Identification.

It was anticipated that each participating community would establish a Crime Prevention Committee whose co-chairman would be the chief law enforcement officer in that community. This committee was to be a mechanism by which citizens were informed of and involved in the program, and it was to act as the coordinator of a concerted community effort. However, few such formal committees have been formed.

IV. THE IMPLEMENTATION OF LEGISLATIVE CHANGES

TO IMPROVE RESIDENTIAL SECURITY

Objective 5, "to secure long-range changes through legislation and community planning for security designed to improve the crime prevention capabilities of Minnesota citizens," is the only objective not directly related to the public education campaign. It is also much harder to determine the degree to which it has been achieved during the first six months of the project, since legislative changes generally take much longer to accomplish and all the preparations might not yield the desired effect.

There are, however, two steps which the project has taken to secure long-range changes. The project director and four National Crime Prevention Institute graduates have drafted a model security code. They hope to present it at a public hearing on the State Building Code to be held sometime in 1974. The second preliminary step has been the recent creation of a subcommittee of the Minnesota Crime Prevention Officers Association to examine other areas of needed change. It is, however, too early to measure the effect of these projects on this objective.

V. THE LONG-RANGE GOALS OF MINNESOTA CRIME WATCH

A. THE REDUCTION OF CRIMES AGAINST PROPERTY

The ultimate goal of Minnesota Crime Watch is to reduce the incidence of property crimes in Minnesota. This obviously is a long-range goal. In attempting to achieve this goal, the project originally anticipated that its mass media campaign directed toward residential burglary would last only a few months, at which time other property crimes would be addressed. For example, in its original plan, the project was to terminate its residential burglary program after five months and move to commercial burglary. Local agencies would continue to emphasize residential burglary as well as other property crimes. Shortly after start-up, the project determined that the media campaign must be a long-term endeavor and thus has continued its public education of residential burglary throughout the year. This campaign is expected to continue in succeeding years. The low information which the public has with respect to residential burglary suggest that a continuous educational effort is needed.

Instead of shifting all of its attention to new property crimes, the project now anticipates continuing its mass media campaign against residential burglary while at the same time developing materials for use by local agencies relative to other crimes.

There is some data which suggests that one component of the Crime Watch program, Operation Identification, is reducing burglaries. Data to measure the degree to which Operation Identification has decreased the burglary rate

come from those local law enforcement agencies which responded to the telephone survey. Information from the Bureau of Criminal Apprehension shows an average burglary rate of 54.6/100,000 persons/month for the first quarter of 1974. This compares with a total burglary rate of 81/100,000 for the one hundred communities for which we have Operation Identification data. The rate for these communities should be higher since most of them come from Region G which accounts for 26,638, or 73.9% of the 36,030 reported burglaries throughout the state in 1972. But even though these communities tend to have more burglaries than the state as a whole, enrollment in Operation Identification seems to serve as an effective deterrent. Among those residences and businesses participating in Operation Identification within these one hundred communities, the burglary rate drops to 18/100,000 persons. Thus, the burglary rate for those residences in Operation Identification is 4.5 times less than for the community as a whole. Within these communities only 27 burglaries were reported during February, 1974 in residences or businesses participating in Operation Identification, and one of the premises did not have a sticker displayed.

B. THE REORIENTATION OF POLICE DEPARTMENTS AND THE
PROVISION OF TRAINING IN CRIME PREVENTION

The second long-range goal is to change the orientation within law enforcement agencies toward crime prevention activities and to provide minimal training in crime prevention. This is perhaps the project's most important goal. The project's philosophy holds that crime is a local problem, and hence the responsibility for crime prevention rests with the local community. Thus, the project must first train and, through training, reorient law

enforcement agencies if the concept of crime prevention is to be implemented.

The second part of this goal is merely a restatement of Objective 1 and it has been discussed above. However, it is assumed that through training, reorientation will occur. While it is too early to expect the project to have had much impact on this reorientation, there is limited data which bears on this issue.

One indication of the reorientation toward crime prevention is the number of crime prevention units established in police departments. The project summary of the second year grant application states: "Many departments have gone far beyond the minimum requirement for participation of eight hours per week spent on crime prevention activities. At least twelve departments have created full-time crime prevention bureaus or units of between one to four officers. . . " Prior to the inception of Minnesota Crime Watch, only two or three departments in the state had full-time programs in operation. Of the 87 law enforcement agencies which responded to this question in the telephone survey, fourteen had established official units or bureaus within their departments to deal with crime prevention activities. Of these, only one-half had officers assigned to them on a full-time basis.

Another indicator of this reorientation is the number of man-hours spent by the department on crime prevention activities. The average number of hours per month for all 87 respondents was 47. Participation in Minnesota Crime Watch originally required departments to designate a project officer who would spend a minimum of eight hours per week on the program. Thus, the average of 47 hours per month is 11 hours above the minimum requirement of 36.

This figure, however, is somewhat inflated by departments who have full-time officers in crime prevention. These seven departments spend at least 180 hours per month on such activities. St. Paul alone, with four full-time police officers, inflates this average even more. The eight hour requirement has since been dropped as smaller departments join the program.

At this point we do not have data on the activities of these departments. It may be that many departments, because of orientation and limited resources have a narrow range of activities (e.g., Operation Identification). Presumably, increased training would alleviate the problem of limited perception of a crime prevention program. Limited resources at the local level are beyond the program's direct control, but are a crucial factor in the reorientation. Ultimately, the reorientation of departments depends upon a departmental and local committment to reallocate resources. Successive evaluations will provide greater detail of the crime prevention activities among participating agencies.

Another limited indicator of the reorientation is the number of officers who have attended the four week crime prevention program at the National Crime Prevention Institute, Louisville. Prior to Crime Watch there were three officers in the state who had attended the program. Since Crime Watch, five more officers have attended.

Finally, departments belonging to Minnesota Crime Watch have formed a state-wide Association of Crime Prevention Officers. To the extent to which associations indicate an interest and commitment to a cause, this may be taken as an indicator of reorientation.

In order to really reorient law enforcement agencies toward crime prevention rather than crime solution, retraining of the entire police force is required. Such an endeavor is certainly beyond the scope of this project. Although the project summary included with the second-year grant proposal states that ". . . others are attempting to reorient their entire patrol force toward crime prevention whil on patrol duty" we have no data on the extent to which this has occurred or the efficacy of this method in actually bringing about the desired results.

C.   THE IMPROVEMENT OF THE RELATIONSHIP BETWEEN POLICE AND THE COMMUNITY

The final long-range goal of Minnesota Crime Watch is to improve the relationship and cooperation between the police and the community. The achievement of this goal will be measured primarily by a comparison of pre- and post-project attitudes of Minnesotans toward the police. Objective 4, the involvement of organized citizen and youth groups in crime prevention, is a partial indicator of the degree to which the police and the community are cooperating, but it can provide no measure of the improvement of the relationship.

Although the second survey of attitudes toward the police has not yet been conducted, certain inferences can be drawn from responses to the original survey. Of the 855 interviewed, 827, or 96.7%, reported that they would call the police if they had been burglarized or saw a burglary in progress. This information suggests that the respondents, at least generally, had some faith in the abilities of their local law enforcement officials. Among a subsample of urban residents in the metropolitan area, 96.7% stated they would call the police, indicating a uniformity of response throughout the state.

In the original Quayle survey, citizens were asked to rate the job being done by the police in their community. The ratings given by the entire sample and by the subsample of urban metropolitan residents are presented in Table 9. There is very little difference in how Minnesotans see their police officers. Over fifty percent in both samples think law enforcement personnel are doing either excellent or very good jobs, and only about three percent rate them a poor or worse. These data suggest that Minnesotans already think very highly of their local police officers and that they would and do utilize their services in an emergency such as during or after the occurrence of a burglary.

TABLE 9

CITIZEN RATINGS OF THE POLICE

| Rating | TOTAL SAMPLE | | URBAN, METROPOLITAN SAMPLE | |
	Number	Percentage	Number	Percentage
Excellent	146	17.1	91	20.3
Very Good	279	32.6	149	33.2
Good	269	31.5	141	31.4
Fair	112	13.1	45	10.0
Poor	18	2.1	10	2.2
Very Poor	6	.5	1	.2
Terrible	2	.2	2	.4
No Response	25	3.0	10	2.3
TOTAL	855	100.0	449	100.0

SOURCE: Oliver Quayle state-wide survey, August, 1973.

One other set of questions needs to be analyzed, however, to get a clearer picture of attitudes toward the police. When asked to describe the activities of the police in their communities, 23.3% characterized their jobs as catching criminals, 61.3% as enforcing the laws, 37.3% as giving traffic tickets, 57.4% as helping people, and 22.1% as stopping crimes before they occur. This information suggests that either the police are not really active in crime prevention or that the public does not percieve them in this light.

VI. SUMMARY

The Law Enforcement Crime Prevention Program, known as Minnesota Crime Watch, is sponsored by the Governor's Commission on Crime Prevention and Control but carried out by local police and sheriff's departments. The rationale for the project is that crime prevention is a local problem and must be attacked by the community. The program attempts to translate citizen concern about crime into action to prevent it. The project, through its public education campaign, stresses mechanical crime prevention which places obstacles in the path of the would-be criminal which make the crime more difficult to commit. The first phase of the program deals with the prevention of residential burglary. It was decided to focus on this problem initially since burglary is a highly visible crime affecting large numbers of citizens which has proven difficult to solve with the usual methods available to law enforcement agencies.

The project is structured to provide local law enforcement agencies with the resources and support materials to enable them, in conjunction with concerned citizens and community organizations, to educate their populations in the steps which can be taken to prevent specific crimes. Phase I centers around teaching the public to make its homes less inviting to would-be burglars.

The results of this preliminary evaluation of the goals and objectives of Minnesota Crime Watch are limited. Partly, this is due to the fact that the program is only in its first year of operation and major accomplishments cannot yet be documented. The other reasons for the inconclusiveness of the evaluation relate to the type of data available for analysis. Since a large part of the program is education oriented, measurement of a number of the objectives is dependent on a comparison between the first public opinion survey and the follow-up, which will be conducted this October. The remaining data which come from participating law enforcement agencies tend to be incomplete. Thus, although 180 departments had joined Minnesota Crime Watch as of April, 1974, only 66 had ever sent in monthly reports of local activities and crime statistics, and not all of them responded every month. In an attempt to gather more representative statistics, the project director conducted a telephone survey in March, 1974. Responses from 100 departments which had joined prior to January provided much of the data for this analysis.

The project has made some strides in achieving its goals and objectives./ One hundred and eighty law enforcement agencies have joined Crime Watch. This represents 82 percent of police departments serving communities over 1,000 and 52 percent of the sheriff's departments. These departments cover all of the states major population centers. In the metropolitan area, the figures are 93 and 100 percent respectively.

Among these participating departments, the project has provided 4 days of crime prevention training to 64 of the largest police and sheriff departments in the state. Other participants in Crime Watch, however, have received only a brief three-hour orientation session and printed crime prevention materaisl. The current grant contains provision for additional training.

The project is responsible for preparing and distributing crime prevention materials to law enforcement agencies. It is in this area of its

operation as well as in arranging mass media coverage that the project has been most successful to date. The project has prepared and distributed hundreds of thousands of pieces of crime prevention material to participating departments as well as supplying departments with engravers. We do not know to what extent these materials have reached the residents of local communities. In addition, there seems to have been fairly extensive media coverage both via ads and news stories.

At the local level, among the 100 reporting participants, approximately 1,000 presentations have been made by crime prevention officers. Some limited use has been made of local community organizations to assist in the public education campaign. These activities are centered on activities related to Operation Identification. Local "Crime Prevention Committees" have not been formed as had been originally anticipated.

One aim of the public education campaign is to inform the public about the frequency and nature of burglary and to educate them in the ways which they could prevent it. Judgment as to the project's ability to achieve this goal must wait until a state-wide survey later this year. However, a preliminary survey indicates that the task will be extremely difficult as the public is relatively uninterested in crime, and unaware of steps it can take to prevent it.

One component of the program which has caused considerable interest has been Operation Identification. Since Crime Watch, there have been 140 new Operation Identification projects (forty property identification projects, mostly within the metropolitan area, were already in existence). Both new

and existing programs have been unified in one compatible, state-wide program. Since Crime Watch, the number of participants in Operation Identification has more than doubled from 21,000 to 45,000. Of these 23,000 new participants, slightly more than half can be directly attributed to Crime Watch as they occurred in communities with no prior programs.

Despite this large increase (from October to March) the number of residences enrolled represents only 2.8 percent of the residences in participating communities. These statistics suggest that a public education campaign like this one cannot have any great effect in such a short period of time. In order to enroll a substantial proportion of residences in Operation Identification it will take years of activity rather than months. After almost two years of operation, only about one-tenth of the residences have been included in the property identification program in St. Paul.

Despite the small proportion of residences enrolled to date, the burglary rate among participants as compared to non-participants is 4.5 times less within the 100 communities responding to the telephone survey. This is a rough estimate as it assumes that enrollment in the program is distributed throughout the community in the same proportion as the burglary rate. Nonetheless, these figures suggest that affiliation with Operation Identification has substantially decreased the number of burglaries among participants.

A final and major area of project concern is the reorientation of police departments toward crime prevention. This reorientation is essential if the concept of crime prevention is to succeed beyond the life of this

project. Indicators of this reorientation are sketchy. A dozen departments have established crime prevention bureaus, one-half of which are staffed with full-time officers. Participants are spending approximately 47 hours per month in crime prevention activities, although clearly some larger departments spend much more (and hence other departments less). It is unknown if these activities include the broad range of crime prevention activities or if local agencies are concentrating on a single aspect of crime prevention. The ultimate in reorientation is retraining of entire departments and a reallocation of existing resources. This requires a commitment at the local level which is beyond the control of Crime Watch.

APPENDIX A

PARTICIPATING LAW ENFORCEMENT AGENCIES

BY REGION AND PREVIOUS OPERATION IDENTIFICATION PROGRAMS

WHO RESPONDED TO TELEPHONE SURVEY, MARCH, 1974

REGION A	REGION B	REGION C
(N = 6)	(N = 4)	(N = 6)
Bemidji	Aitkin County	Alexandria
Fertile**	Itasca County	Clay County
Mahnomen County	Koochiching County	Detroit Lakes
Norman County	Virginia County	Fergus Falls
Polk County		Moorhead
Roseau County		Otter Tail County

REGION D	REGION E	REGION F
(N = 7)	(N = 10)	(N = 15)
Cass County*	Appleton	Albert Lea
Chisago County	Big Stone County	Dodge Center
Sauk Rapids	Chippewa County	Fairmont
St. Cloud	Hutchinson	Faribault
Staples	Luverne	Mankato*
Todd County	Madison	Mower County
Wright County	Morgan	New Ulm*
	Marshall	Northfield
	Wilmar	Olmstead County*
	Worthington	Plainview
		Red Wing
		Sibley County SO
		St. Peter
		Wabasha
		Waseca

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*previously had Operation I.D. program

**Police Department serving town under 1,000 population

REGION G

(N = 52)

Anoka County	Mound Spring Park
Anoka County Police Department	Mounds View
Apple Valley	New Brighton*
Blaine*	New Hope*
Bloomington	New Prague
Brooklyn Center*	North St. Paul*
Brooklyn Park*	Oakdale*
Burnsville*	Plymouth*
Carver County	Prior Lake*
Columbia Heights*	Richfield
Coon Rapids*	Robbinsdale*
Cottage Grove	Roseville
Crystal	Scott County
Dakota County	South St. Paul
Eagan*	South Lake Minnetonka
Eden Prarie*	Spring Lake Park
Edina*	St. Louis Park*
Farmington	St. Paul*
Fridley*	University of Minnesota
Golden Valley*	Washington County
Hastings*	West St. Paul*
Hopkins	White Bear Lake*
Inver Grove Heights*	Woodbury*
Lakeville*	
Maple Grove*	
Maplewood*	
Mendota Heights*	
Minneapolis	
Minnetonka	

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*previously had Operation I.D. program

END