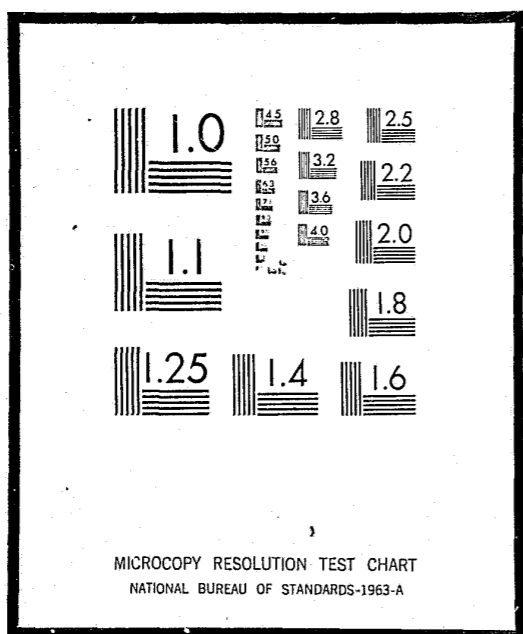


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PHILADELPHIA NEIGHBORHOOD ANTI-BURGLARY PROJECT:
FINAL EVALUATION REPORT
(UAB)

R. E. KIRKPATRICK
J. H. BIGELOW

Reference: Project (PH-122-72A)
Philadelphia Regional Planning Council
Governor's Justice Commission

March 1, 1974

bfb associates
1613 Park Overlook Drive
Reston, Virginia 22090

23060
EVALUATION LOAN

bfh associates

1613 PARK OVERLOOK DRIVE, RESTON, VA. 22090
• 703-471-5347

March 1, 1974

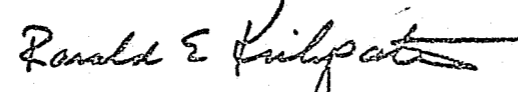
Governor's Justice Commission
Philadelphia Regional Planning Council
218 Stephen Girard Bldg.
21 South 12th Street
Philadelphia, Pa. 19107

Attention: John T. Snavely, Regional Director

Dear Sir:

In accordance with the directions of Dr. K. J. Reichstein the final evaluation for Project PH-122-72A, the Neighborhood Anti-Burglary Project is submitted herewith. Copies are being transmitted simultaneously to Dr. Reichstein and to Mr. Ian Lennox at the Crime Commission. Because our instructions make no mention of sending copies directly to the Governor's Justice Commission in Harrisburg, we will leave this for you and Dr. Reichstein to decide.

Sincerely yours,



Ronald E. Kirkpatrick

cc: Dr. K. J. Reichstein, w/enclosures

FOREWORD AND ACKNOWLEDGEMENTS

The Neighborhood Anti-Burglary Project is approaching the end of its first year's operation. Sponsored by the Philadelphia Police Department, conceived and conducted by the Crime Commission of Philadelphia, ably abetted and steered by an interested and influential group of citizens, the project has made significant improvements in citizen awareness, in police-community relations, in motivating citizens to take anti-crime, preventive action, and in important political relationships. It is too soon to measure definitively the actual impact upon the target crime--burglary--but the available indications of change are encouraging.

The authors would like to take this opportunity to express gratitude to project staff who have cooperated fully, listened patiently to lectures, offered constructive criticism, and above all have continued to improve the project's effectiveness, to learn how to make it reach more people and cause more significant change to occur, throughout the nine months of operation.

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PHILADELPHIA NEIGHBORHOOD
ANTI-BURGLARY PROJECT: FINAL EVALUATION REPORT

I. SUMMARY OF EVALUATION REPORT

PROJECT OBJECTIVES AND MAJOR ACTIVITIES

"The major objective of the Neighborhood Anti-Burglary Project (NAB) is to demonstrate within a selected target area that major burglary preventive resources are within the capacity of each citizen"* and each neighborhood and when used to complement police efforts will result in a reduction of this crime. Clearly stated, the major objective is to reduce burglaries and the project was expected originally to validate the assumption that such an approach would in fact reduce the incidence of burglary.

The project activities designed to accomplish this objective include a Philadelphia Police Department contract with the Crime Commission of Philadelphia to join in and conduct a year long project involving the use of community volunteers, presentations by project staff, distribution of appropriate literature, community presentations and publicity through all available channels, police surveys of security requirements of homes and businesses in the project area, and follow-up contact to see if security recommendations have been carried out, all designed to

*Application for Subgrant, Neighborhood Anti-Burglary Project

reduce the vulnerability to, and incidence of, burglaries in the demonstration area, the Third Police District in South Philadelphia. Special committees were to be utilized, volunteers selected, trained, and used in field contacts, police personnel were to be trained in security survey operations, and used when requested by community residents and businessmen, and related public relations and public education activities were to be carried out to insure the attainment of project goals and objectives.

MAJOR RESULTS, FINDINGS, AND RECOMMENDATIONS

Overall results in the ninth month of project activity are still inconclusive due to the delay in acquisition and processing of some types of data. However, there are significant indications that a reduction of burglary has taken place in corridors within the Third District impacted by surveys.* Refined statistical analysis to support or refute this tentative conclusion are not possible at this time because of the unavailability of police statistical input.

The major finding of the evaluation is that an innovative and potentially very fruitful program of prevention has been successfully implemented by the Crime Commission and the Police Department.

*Crime Commission News, February 1974. "Not a single burglary has occurred on South Street between the Delaware River and Broad St. in the month of December (1973). And only one burglary took place on Ninth St." (NOTE: Businesses and residences along these two streets received special attention via police and volunteer visits early in the project because of the high historical rates of burglary in these locations. The first intensive security survey activity was along these two streets.)

Good administrative relations have been worked out, many start-up problems have been encountered and solved, and all personnel now are operating at high effectiveness due to good training, positive motivation, and sound administrative and organizational support. Much real learning has taken place, which is as it should be in pilot programs. The lessons of the experience have been and are being applied incrementally in thoughtful and creative solutions to the difficulties encountered, and in the planning and design of the proposed second year's operation.

The evaluators recommend that the program be continued, expanded, and improved along the lines currently being planned by project staff, the Crime Commission, and the Police Department. Briefly, this involves four new locations within the city, additional mobilization of community organizations, increased participation by the police, and a coordinative, somewhat advisory role for the very experienced staff of the Crime Commission.

II. PROJECT ACTIVITIES

ORIGINAL GOALS AND OBJECTIVES

The original goal of the project was to implement and measure a community-based approach to the reduction and control of burglary, using volunteers and project personnel in a sustained public information effort to educate the public in the types of actions they can take to reduce their vulnerability to burglary. In addition, these personnel originally were to be used to solicit residents and businessmen to request that a security survey of their premises be conducted by specially trained and assigned members of the Philadelphia Police Force. At the conclusion of the security surveys, reports were to be made out, and copies given to the citizens who requested the survey, giving in writing the recommendations of the police security specialists, based on their survey of the premises. All of this was expected to achieve a reduction in the incidence of burglary in the target district.

PROJECT ACTIVITIES SUMMARY

The project was under the direct management of the Crime Commission staff, and police personnel were assigned to them for use in the project. Two of the police officers were sent to a special course in crime prevention at the University of Louisville, Kentucky by the Department in preparation for the assignment,

and these officers in turn trained other personnel on the job, as they were assigned to the project. All police personnel were experienced Police Community Relations Officers. A civilian project coordinator and an administrative assistant were selected, each having special qualifications for the project (e.g., experience in community development, familiarity with the 3rd District, etc.) in addition to the normal requisites.

Forms were devised and printed for all phases of the project, and systematic records were kept on all important activities; this record system was built along the guidelines set down in the original evaluation plan. Follow-up questionnaires were developed and utilized later so that project personnel could discover what actions were being taken in response to the recommendations they were making for the installation of various security devices, and other changes in operations at the surveyed sites. Also information was solicited on the reasons why those surveyed might not be implementing the recommendations, or, alternately, the numbers and percentage of those who were partially or completely adopting the recommendations of the police survey specialists. Record keeping, scheduling, follow-up, and feedback of information became strong points of the project as it became operational.

Throughout the year a broad based, multi-media approach to public information and communications was carried out by project administrators with the cooperation of all the media, and of neighborhood and community organizations, churches, schools, and

civic groups. Throughout the project, evaluation activities were carried out both by independent evaluators, and by project personnel with the advice and assistance of the consultant evaluators.

Specific project activities to February 20, 1974, based on project records, forms, and analysis, include the following:

From the beginning of the project year to the middle of February 1974, 60 presentations were given to individual civic, fraternal and business organizations* in the 3rd Police District in South Philadelphia. An additional 20 presentations are scheduled for the next few months. These presentations generally have been well received. Approximately 10,000 households or about 1/3 of the total population in the 3rd district has been reached at this point.

In the same time period 400 business and residential crime prevention surveys were completed. As a result of these surveys: 98 percent of the individuals responding to questionnaires indicated the survey was beneficial for their needs; 94 percent commented favorably on the project; and 98 percent indicated that they would recommend the survey to their friends and relatives.

The NAB project has been spotlighted on the following television and radio programs:

*A complete listing is included as Appendix A.

a. A one-hour television broadcast on burglary prevention on television station WPHL-TV, (this was televised twice, one original taping plus a rerun).

b. A news spot on television station KYW-TV was shown on the 6 o'clock news, the 11 o'clock news and the next day's noon news broadcast:

c. A half-hour burglary prevention program and a discussion on Channel 29 WTAF-TV.

d. Public presentation of the C. Schmidt & Sons award to Mrs. Marlene Romani by Mayor Rizzo for her outstanding volunteer efforts on the NAB program.

e. A feature spot on the Frank Ford show, WPEN radio.

f. A public affairs presentation on radio station WCAU.

g. Short fifteen second radio spots on several AM radio stations in the city.

Coverage of these programs was citywide. Numerous requests for literature and a few requests for surveys have been received as a result of this effort.

While only 30 volunteers* have been recruited and trained, far below original expectations, they have for the most part succeeded in doing a very good job. One individual in particular accounted for almost 40 survey requests.

*A partial listing of volunteers is included as Appendix B.

Beginning in February Mrs. Ellie Wegener, executive director of CLASP (Citizens Local Alliance for a Safer Philadelphia) began block organization efforts in several sectors of the 3rd District. This highly promising program, pioneered in West Philadelphia, will include distribution of NAB literature and recruitment of volunteers. The purpose of the cooperative venture is to see whether or not the NAB program will benefit by being associated with a broader based neighborhood mobilization effort.

If the project is continued a second year a definite effort will be made to work through existing community groups in the dissemination of all NAB material. This will involve such groups as Citizens Local Alliance for a Safer Philadelphia (CLASP); Americans United against Crime; and the Northeast Chamber of Commerce. Preliminary contacts have been made with these organizations, and definite interest has been expressed by them. In meetings with the police department, there appears to be keen interest both in this revised approach and also in extending the area of project coverage.

In the first weeks of the project the police department assigned two experienced Community Relations Officers to the project (Officers Gray and Mercurio). They attended a one month training program at the National Center of Crime Prevention in Louisville, Kentucky. In addition these officers observed the anti-burglary project of the New York police for three days.

In mid-July the police department was informed verbally of the need for more officers and three policemen were assigned to the project on a part-time basis (Officers Flaherty, Centanni and Thomson). These men, also all community relations officers, distributed literature and solicited requests for surveys. In mid-November, Officer Lucas was assigned full time to the NAB project and was given 3 weeks intensive on-the-job training to qualify him as a third security survey man. In addition, he accompanied other Philadelphia police officers to New York City to receive specialized training from the New York Police Department in their burglary prevention program. He is now conducting surveys along with Gray and Mercurio.

In January Officer Thomson was assigned full time on this project and Officer Mazzola replaced him as a part timer. Officer Thomson was given responsibilities for community organization and for developing alternative approaches for literature distribution. All of the officers have shown great enthusiasm for the project. On their own initiative they have contributed numerous suggestions as to ways of improving the program.

There has been real difficulty in obtaining complete and accurate statistics from the Police Department. The only data that has been regularly available has come directly from the 3rd Police District and is based on unrefined incident reports collected daily. Anyone familiar with police records knows the risks inherent in using "crimes reported but unfounded" as

compared to the confirmed counts eventually submitted to the F.B.I. Due to a recent policy of the police department not to release burglary statistics without F.B.I. verification project staff is unable to secure more timely information. The project evaluation plan was based on full availability of police crime incident reports at the sector (sub-district) level, and it was expected that by comparing the period of effective project activity against previous years' experience for the same monthly periods, sector-by-sector, that one could draw reasonable inferences regarding effects of the project activity and regarding displacement of burglary, if any. These data are known to be available in the department's data bank, but staff has been unable to obtain them since the one and only run was obtained early in October. These data are included as Appendix C. By using the available statistics on a sector-by-sector basis to locate the higher burglary areas, staff is using the three part-time officers to do block-by-block canvasses of each sector offering burglary surveys. In this manner, sector P-318 has been fully canvassed and sector K-313 is currently underway. Observations of the project's pin map of burglaries and surveys shows that survey distribution in sector P-318 is far more uniform than in any other sector, probably due to the mode of approach rather than to other factors. Experience thus far indicates that while individuals are willing to accept the survey from the police

III. EVALUATION ACTIVITIES

officer at the initial contact, they change their minds once the officer leaves. In order to rectify this situation, staff is implementing currently a new program whereby a survey officer will go door-to-door in target sectors so as to be able to conduct an on-the-spot survey.

Regarding the administrative history of the project, the actual direction of the project was vested in the project coordinator from April 1st to July 1st. During the first few months it became apparent that the project was much too comprehensive for one person to handle alone. Therefore after Labor Day the assistant director of the Crime Commission was given responsibility for administrative details leaving public presentations and the conduct of the volunteer programs in the hands of the project coordinator. In addition, responsibility for the survey aspect of the project including supervision of the police officers making the surveys was given to the assistant director. Staff meetings became routinized once a week and coordination between field personnel and office staff improved notably. Also, measures of effectiveness were implemented in accordance with the evaluation plan including the design of reporting forms and procedures, and data acquisition efforts were initiated. Typical forms are included as Appendix D.

With the addition of Officer Thomson there has been a dramatic increase in the amount of literature and information being disseminated to the community. The Crime Commission Executive Vice President has maintained overall control of the project throughout.

EVALUATION ACTIVITIES

Initial evaluation activities were undertaken in May when the original project evaluator R. E. Kirkpatrick, met with project personnel to discuss project activities and appropriate evaluation techniques and requirements. Following this working introduction to the project, it was decided that the effort could benefit by securing the services of a second evaluator, someone with a social science background, preferably in community development activities because of the heavy project emphasis on the utilization of target area personnel and resources in various phases of the project and also because of the large component of work in arousing public interest, without which there seemed little hope of success. Accordingly, Dr. John Bigelow was enlisted to fill this need and the evaluation team was formed and became operational early in June, 1973.

From the very first meetings with staff the project evaluators took pains to define their role not only as being purely objective judges of project progress but also as one of providing assistance to project management personnel in defining objectives and evaluating their own efforts, thereby creating a situation in which project personnel would be learning useful information about evaluation techniques and practices, and also insuring their involvement and learning in the day to day activities and feedback obtained therefrom. The evaluators submitted a proposed

evaluation approach to be discussed, modified and adapted by the project personnel with the advice and suggestions of the evaluators. This plan, included as Appendix E, was adopted for use by staff in August, 1973.

At this stage, June, July and August, several things created difficulty for the project, and the evaluation segment of it. The evaluators sensed the growth of at least two related problems: (1) police officers assigned to the project were becoming demotivated towards the operation, and (2) necessary groundwork for evaluation was not being created in spite of their repeated, detailed, and documented efforts to assist in getting this vital component into being. It became increasingly apparent that project leadership was proving much too complex for the single individual then assigned. At the same time, it was evident that the volunteers referred to in the original planning of the project existed only on paper, that is, the expected large pool of volunteers from which individuals could be recruited and trained for use in the project did not exist. Other approaches were called for. Through the end of the first quarter's work* also, staff had had no success whatsoever in obtaining the police statistics which were a fundamental evaluation requirement. The evaluators themselves made an effort directly to the proper police department to solve this problem but with no apparent success.

*See progress report submitted on September 17, 1973; this is contained as Appendix F.

To make matters further difficult for the evaluators' role, the state and regional Governors' Commission staff had become involved in some sort of administrative difficulty with the federal funding agency, and there was serious doubt as to whether the evaluators would be paid for any work accomplished after the first of October. At the time, the two evaluators had invested some three month's effort, were still working with no formal contract, had no assurance even that their daily consultant rates were going to be approved, and then were told by the regional office that that office probably would have to terminate their services prior to October 1, 1973. In cooperation with the regional office, the evaluators agreed to take two steps in the interest of the NAB project because of the impending termination. First, the evaluation report for the first quarter was written as a "termination of contract" report so that it could also have served as the basis for a final report on the part of the evaluators. Secondly, the evaluators made a special effort to provide the NAB staff with as much guidance as possible during this period for their use in conducting the remainder of the project without benefit of outside evaluation. Substantively, the report dealt with a number of the start-up difficulties which the project was undergoing, and served to alert Crime Commission top personnel to some of the administrative and staff problems which the project was also struggling with. Partially because it was an unusually thorough progress report, this document was

subsequently accepted as fulfilling the contractual requirement for an Interim Report.

The Crime Commission made changes in allocation of personnel and resources, and with the advent of the fall, things began to get moving in the right direction. In addition to the preparation of the report and in accordance with the desires of the regional office, the evaluators spent considerable time also with the NAB Project staff and Crime Commission staff, helping them in understanding the nature of some of the difficulties they were facing, and pointing out some appropriate steps to take to overcome these difficulties. These were quickly implemented, and the first year's operations soon were moving more rapidly and much more effectively in the direction of desired objectives. However, as a result of the comparatively massive input of consultant evaluators' time at this juncture, their budgetary allocations obviously were greatly unbalanced towards the first quarter's activity. Once the contractual and administrative problems were cleared up, evaluation activities returned to a more even pace. In no sense was any of this problem the fault of the project personnel or the prime contractor, the Philadelphia Police Department, but rather it resulted directly from administrative details far removed from the NAB project, presumably at the federal and state level. That there were repercussions at the project level cannot be denied.

Throughout the project, the evaluators have maintained contact by letter and telephone, and visited the project periodically. A schedule of visits is provided through February, 1974 in Table 1.

TABLE 1
Schedule of Visits to Philadelphia;
NAB Evaluation

	<u>Kirkpatrick</u>	<u>Bigelow</u>	<u>Contacts</u>
May 31	x		Crime Commission, Reg. Office*
June 13	x	x	NAB Staff, Reg. Office
June 18	x	x	NAB Staff, Police, City Plng.
August 22	x	x	NAB Staff, Police (3rd District), Reg. Office
August 23	x	x	NAB Staff, Police (Detectives)
August 29	x	x	NAB Staff
August 30	x	x	NAB Staff, Reg. Office
September 5	x	x	NAB Staff
September 12	x	x	NAB Staff
November 7	x	x	NAB Staff
January 23	x	x	NAB Staff, Reg. Office
February 20	x	x	NAB Staff

*Governor's Justice Commission, Philadelphia Regional Office (includes contacts with Eastern Office, Evaluation Management Unit)

It is indeed unfortunate that the crucial data needed for evaluation of the impact of the project, police statistics on the incidence of burglary, have not yet been obtainable due to technical difficulties apparently within the Police Department itself.

DATA AND INFORMATION USED IN THE EVALUATION

Despite the lack of the basically necessary data on the actual impact of the project, much information has been collected on

the actual conduct of the project, and the results of actions and activities carried out to date. The information is based on project records, project questionnaires, minutes of meetings, observations and information obtained by evaluators in the course of interviewing and working with project staff, and copies of media messages and activities such as radio and TV presentations. A tabulation is shown in Table 2.

TABLE 2
NAB MONTHLY ACTIVITIES SUMMARY, 1973-74

	AUG	SEPT	OCT	NOV	DEC	JAN	TOTAL
Literature Distributed (Packets)*	95	477	533	508	102	3749**	5464
Contacts							
Phone	80	114	112	92	72	144	614
Personal	85	300	491	419	101	2088	3484
Publicity Spots							
Radio	-	-	-	-	2	-	2
TV	3	-	-	-	2	-	5
Newspaper	3	1	1	-	-	-	5
Presentations	-	11	13	9	3	14	50
Volunteers							
Recruited	-	25	15	-	-	8	48
Trained	-	-	9	-	-	-	9
Surveys Conducted	10	39	63	70	70	89	341

*The packets include a variety of useful literature. The introductory letter from the Chairman of the NAB Committee is included as Appendix G.

**Includes Burglary Booklets in this month only.

Having available no firm statistical evidence of changes in burglary incidence rates as a function of NAB activity, the best measure of impact on the target district can be taken to be the numbers of surveys conducted. This is an indication not only of the degree of public interest but also, and perhaps more importantly, of a positive action on the part of the public. However passive, a commitment to permit a police officer to enter the premises, ask personal questions, peer and prowl into these private spaces, and to perhaps actually make some improvements in security is certainly an indication of progress. (NOTE: The experienced PCR officers who are involved in this project have expressed the strong feeling that it is a most authentic and effective police/community relations program, far more so than their own previous activities. In this sense, the number of surveys is an excellent measure of police/community relations as well.) With the addition of a third survey officer in January, the NAB team now can cover nearly 100 locations each month, a level at which they can now be expected to make headway against the backlog that has existed since the project first became operational.

Very limited data have been collected on another very important aspect of the project, that of the degree of implementation of the survey recommendations. This information

represents the first evidence* on a systematic basis (or any other, one suspects) that physical change has been made to increase the difficulty of a successful burglary at that location. Such data must be very complete, down to the specific opening, and it needs to be correlated with equally complete information from the police on the location and mode of entry in the case of a subsequent successful burglary and with similar information in the case of unsuccessful attempts. Without this degree of specificity, very fallacious conclusions can be reached. This project is beginning to provide this kind of information at the necessary level of detail and has opened the vital links of communication with the police which much be maintained in order to close the feedback loop.

The other elements of project activity are of interest as measures of work accomplished but have not been used in evaluating the project's impact. They do illustrate well the end result of the original plan for using volunteers, fewer than 30 people are involved after 9 months in operation.

*Some 46 follow-up visits to sites surveyed earlier had been accomplished through mid-January; of these, only three owners were found to have implemented all recommended changes and an additional 12 to have made some of the changes. Put another way, two-thirds of those who asked for surveys had made none of the changes specified as a result of the survey service. (NOTE: One obvious change that the authors suspect has occurred in many cases, however, is the prominent display of the Operation NAB window sticker, considered by many to denote in itself an assumed "safe" level of security integrity.) Reasons given for failure to implement changes range from "the landlord won't pay for the changes" and "it would cost too much" to "the survey convinced me that I'm safe enough as is"; about a third of this group simply said they hadn't had enough time to implement the changes as yet.

LIMITATION OF THE EVALUATION EFFORT

The prime limitation of the evaluation effort to date clearly is the inability to correlate project activity with the incidence of burglary, this because of the lack of burglary statistics in available and usable form. Presumably this will be rectified in the future, but at this writing we are unfortunately in no position to evaluate the actual impact of the project in terms of the rates of burglary within the pilot demonstration area. All other aspects of the project and its various activities can be described and evaluated, however. It may be that these other aspects are more meaningful at this point in this first year project but we can offer no statistical base to evaluate even this conjectural point.

RECOMMENDATIONS FOR FUTURE EVALUATION EFFORTS

The following are considered essential if the highest quality evaluation findings are to be obtained in the future:

1. Evaluation specialists should be involved at the earliest stage of project design, and should thereafter work continuously with project and administrative personnel.

2. As the authority on what the project actually is seeking to accomplish and being qualified to judge how well things are managed to achieve these ends, the evaluator becomes very involved in project management. We suggest that this is an important, desirable role and should be given proper regard in budgeting.

3. There should be a great deal more flexibility in budgetary allocations for evaluative activities, not just an arbitrary (and minimal) percentage of project budget figures. Because the degree of difficulty and complexity in project evaluation efforts obviously must vary widely from project to project, budgets should be based on actual evaluation activities associated with elements of the project and the design of such evaluation activities and budgets should be part and parcel of all grant applications.

4. Evaluators should not be responsible for compliance reviews, which is a line administrative responsibility. Evaluation contracts should carefully spell out from the outset all expectations and requirements to be made of outside contractors, should be signed expeditiously and simultaneously with initial planning stages of the project, with a provision for follow-on if the project is funded, and should not be amended without careful consideration of changes in the scope of contracted services which may result.

These will be recognized as very elemental points, but the authors are sensitive to the need for strict adherence to such basics.

IV. PROJECT RESULTS

PROJECT RESULTS AND HOW THEY DIFFER FROM ANTICIPATED RESULTS

The utilization of volunteers in the manner which was originally envisioned in the planning stages of the project, and as spelled out in the Subgrant Application, of course did not materialize. However, it was possible to recruit, select, and train two groups of volunteers, totaling some 30 in number, and they have been employed with positive results in the field as part of the project effort. Meantime, other approaches to informing the pilot community of various aspects of the project have been developed, and large numbers of residents and businessmen have been induced to request and take advantage of the security survey aspect of the program.

The project is well on the way to achieving the anticipated results of making all residents and businessmen of the district aware of ways to reduce burglaries. The number of surveys conducted so far and to be expected by the end of the project year should total 800-900, a very creditable accomplishment. The technique of having police officers canvass door-to-door, adopted as the volunteer program was seen to be floundering, has proven to be an excellent approach. First, the officers concentrated on the areas of highest burglary experience, South Street and Ninth Street, and then they began sector coverage; survey officers followed the initial contacts, obviously in the same areas. This follow-through on the part of the police in a rare preventive

role must have improved police/community relations greatly in these areas, one of the anticipated results.

However, reduction in burglary in the pilot area attributable to the functioning of the program cannot be measured at this time due to the technical difficulties in obtaining police statistics for this area and surrounding sectors. (NOTE: Subjective impressions of project staff are that there have been significant reductions in such crime; particularly in the commercial corridors where there were widespread surveys by project staff. See note on page 2.)

FACTORS LEADING TO RESULTS OTHER THAN THOSE ANTICIPATED

The prime factor leading to the under-use of community based volunteers in the operation of the project was the lack of really accurate lists of volunteers for the area. Given the realization of this and with the consent of the funding agencies, project personnel revised their plans and approach to the community, and proceeded to carry out all significant action elements of the program with alternative resources. Although some volunteers also were utilized in the effort, their role in the campaign to arouse public interest was very much smaller than originally conceived.

The Administrative Structure of the Project

The administrative structure of the project cannot be deemed to have contributed to the slightly different approach which was developed to attain project objectives. In fact, the

working arrangements between the police and the Crime Commission have been excellent, even under difficult circumstances. As understanding of the needs and requirements of the project have been recognized by project staff and made known to appropriate Police Department decisionmakers, all necessary and appropriate arrangements have been forthcoming. Logistics have presented no problem, and the police have made scarce uniformed personnel available as they could be effectively utilized in the project and further they have committed them to the direction, leadership, and control of civilian project personnel of the NAB staff. There naturally has been some resistance to such change but we believe it to be highly significant that a "watch dog" agency and a major, big city police department have in fact been able to function cooperatively and effectively in this highly innovative project, with its uniquely innovative command structure and other unusual program elements.

Operation and Management of the Project

At the early stages of the project, before personal capabilities and strengths were properly understood, and compounded by the "summer lull" under which this project was begun, there was some hesitancy about recognizing, defining, and dealing with some of the start-up problems, and with the volunteer question. Given some inputs from the evaluators, however, top management made appropriate decisions and changes in the allocation of responsibilities, and the project quickly resolved these problems, and proceeded forward.

Generally, it can be said that the operation and management of the project at the operational level have been of very high caliber, and that the results obtained in the first year of operations, given all the contingencies which have had to be dealt with, are a credit both to the Crime Commission and to the Police Department, and certainly to the NAB staff itself.

The Personnel Involved in the Project

Once proper personnel assignments were made, project staff has been capable, conscientious, and effective; working together, they have solved all significant operating problems. Police department personnel assigned have been highly motivated and fully competent. They are quick to suggest changes in procedure in the interest of more effective or quicker results. This is an excellent nucleus of personnel from which to expand the project.

The Evaluation Process

The evaluation process has in no way diluted results or caused any unanticipated changes in project outcomes or attainment of objectives. In fact, evaluators have been able to anticipate some operational problems and to help define and focus attention on some other problem areas somewhat sooner than others might have and, working with a receptive project staff, helped in overcoming these difficulties. The unavailability of basic crime data was totally unexpected and remains a great disappointment in the evaluation effort.

The Planning of the Project

Planning was somewhat faulty in that it assumed the ready availability of a pool of volunteers ready to be utilized on the project. Given the general quality of information available in such situations, however, this is not an unlikely event. The important factor is not the existence of this erroneous assumption in the data used by the original planner, but rather that the project staff overcame the difficulty, and also that plans for a second year of operation have been devised using known community groups and sources of support in other areas of the city which will guarantee more active citizen participation in appropriate phases of the project when and if it is funded for a second year.

The Basic Method or Approach Used to Attack the Problem

The basic approach to the problem is a sound one and with the modifications worked out in the course of the first year, successful implementation has proven its soundness. The revised approach to community participation planned for the second year of operation, incorporating more contact with and understanding of community organization processes and groups will improve greatly the chances for successful cooperative operation of the program in the future.

Inadequate or Poorly Timed Funding

Certainly funding has been a problem for the evaluators, although this situation has had little if any effect on project

results. The project itself has received adequate, well-timed funding, finding it necessary only to shift some small amounts from one area to another as the need became evident.

The Allocation of Resources or Project Activity

The only area in which there was some need for adjustment here was the need to shift resources from volunteer activities to printing and transportation. This was accomplished with the knowledge and consent of funding agencies. The assistant director of the Crime Commission undoubtedly spent more time as the project director than the 10 percent estimated in the application, but the Commission's flexibility accommodated this increased requirement internally. The evaluators feel that there was an exceptionally good fit between the budget and the activities as actually carried out--all in all, a very productive first year's operation. Plans for the future involving the use of more community resources, should lower somewhat the need for outside funds being used in the project.

PROJECT IMPACT ON PROBLEM AND ON THE JUSTICE SYSTEM

In summary of remarks throughout this report, no official data are available with which to measure the effect of the project upon burglary in the 3rd Police District of Philadelphia. The salutary results attained in terms of requests for police-conducted security surveys, on the other hand, are very encouraging and one can reasonably argue that this is solid evidence of an increased

awareness on the part of this segment of the public and solid evidence of improved relations between the public and the police and, finally, that the aggregate effect will be reduced burglaries in this area. No proof of this has been obtained at this writing.

Generally, the public education efforts of the project, as indicated by the recruitment of a number of volunteers, the requests for security surveys, and the adoption of security recommendations all indicate successful, positive impact of the project.

Perhaps one of the more important unanticipated consequences has been the ability of the Crime Commission, citizens, and the Police Department to work together effectively in a new and innovative, preventive program. All too few police departments display this flexibility and ability to innovate, all too few crime commissions show such good day-to-day working relations with the police, and all too few programs aimed at mobilizing citizens against crime even get started, let alone actually succeed in bringing householder and police officer together to try to prevent or deter the criminal.

CLEAR SUCCESS OR FAILURE

The results of the project as yet do not indicate clearly either success or failure. On balance, the evaluators feel that the project is headed towards a clear success, however, especially in terms of police/community relations.

COMPARISON OF PROJECT RESULTS

The evaluators know of no other projects comparable to NAB which use a similar method or approach. The well-known Oakland, California security program was based on a security ordinance, enacted by the city and enforced by the police department; the Cedar Rapids, Iowa burglary and robbery program uses an alarm system installed and operated by the police department; both of these programs aim predominantly at the business establishment. The burglary prevention project in Alexandria, Virginia now in its test phase, does cover residences, but it is very well controlled as regards the type and amount of security hardware employed, unlike NAB, and it is much smaller in scope, covering only 250 hardened sites.

Until the official results of burglary in the NAB target area are available, no comparisons of results are possible either with similar or dissimilar projects, or for that matter, even with what might have been expected in the absence of the project.

UNINTENDED CONSEQUENCES OF THE PROJECT

More learning occurred than was anticipated about community organizations and citizens groups and how to work with them in projected future phases of the project. Also, the very high motivation of all personnel, both police and civilian, came as a surprise. One gets the strong impression that the work really is interesting and highly motivating to all who have participated in it; they believe in the project and act as if it is an important, worthwhile, and productive effort.

V. CONCLUSIONS AND RECOMMENDATIONS

The NAB Project has shown that it is possible to create effective crime prevention teamwork between citizens and the police by means of a practical, step-by-step, campaign of advertising and literature distribution, personal contact, and by offering and delivering a valuable professional, preventive service to the citizenry. None of these steps is unique, none are innovative in themselves, but in the sequence and combination which has been involved in Project NAB there is a fresh, perhaps a truly innovative approach to crime prevention. The project has special merit because it utilizes police in a preventive role, rather than in the more conventional and universal reactive roles, detection and apprehension. The implications in terms of improved police/community relations appear to be highly significant; this project may very well have pointed the way to an entirely different structure of PCR activity and a different position with respect to other police functions in major cities.

Time and circumstances have prevented positive measurement of the impact of the project on burglary in the target area. Within the near future the necessary minimum information should become

*Experienced crime analysts know very well that the referenced data is only an overall measure, aggregating and thus masking numerous variables which are relevant in varying degrees to the incidence of crime. The evaluators refer here only to these overall measures, the number of burglary offenses reported and confirmed.

available through the proper police channels. It is, after all, essentially the same input as that which is used in the determination of the broadly publicized Uniform Crime Report's Crime Index. It is frustrating and hard to believe that the most recent confirmed burglary offense data for the 3rd District and surrounding sectors that the project staff has been able to secure was for July, 1973, prior to any significant project preventive activity. The evaluators conclude that this situation can and should be cleared up. It is basic that the citizens of Philadelphia, their Crime Commission, and federally financed anti-crime programs must have access to the city's crime data; this access does not need to be real-time, perhaps, but it does need to be rapid enough to be useful and current enough to permit some judgment as to its validity and reliability.

The project is endorsed strongly for continuation and expansion in the next year. Plans are being formulated by staff at the present time for such an extension of the effort. The basic organizational structure of the project has proven most effective and should be preserved, but Crime Commission staff should be used in less direct roles, instead they should devote their experience and expertise to coordination and direction of the entire program. In this way, the aggregate learning of the first year could be transferred best to others.

APPENDIX A
DATES AND PRESENTATIONS

DATES & PRESENTATIONS

<u>PRESENTATION</u>	<u>DATE</u>
Sons of Italy	6/1/73
3rd District	6/6/73
3rd District	6/22/73
624 S. 4th Street (3rd District Workshop)	6/26/73
3rd District	7/10/73
3rd District	7/25/73
3rd District	7/31/73
Annunciation BVM - Holyname	9/6/73
Horizon House	9/11/73
Hawthorn Community	9/12/73
St. Maron's Church	9/15/73
Home Presentation - 1010 S. 5th Street	9/19/73
Sacred Heart School	9/24/73
Parent Youth Aid	9/26/73
Southwark Civic	9/26/73
Church of Crucifixion	9/26/73
Bella Vista	10/1/73
St. Peter Claver Church	10/7/73
So. Phila Businessmen	10/9/73
Queen Village	10/11/73
So. Phila Conf of Agencies	10/15/73
Kirkbride School	10/17/73
Annunciation BVM - Home & School	10/17/73

PRESENTATION

<u>PRESENTATION</u>	<u>DATE</u>
Mt. Zion Baptist	10/19/73
St. George's Church	10/28/73
Operation Whistle	10/30/73
4th District Workshop	10/31/73
St. Rita's Home & School	11/5/73
Jefferson Medical Center and Broad Street Hospital	11/6/73 11/6/73
St. Casimir's Home & School	11/7/73
St. John's (two presentations)	11/13/73
Boy Scouts	11/14/73
So. Phila Conf of Agencies	11/19/73
St. John the Evang	11/26/73
So. Phila Lions Club	11/27/73
Jefferson School	11/29/73
Annunciation BVM, Senior Citizens	12/6/73
So. Phila Conf of Agencies	12/10/73
So. Phila Clergy Conf	12/11/73
Optomist's Club	12/13/73
So. Phila Clergy Conf	1/8/74
St. Stanislaus	1/9/74
New Light Buleah Baptist Church	1/12/74
St. Peter Lutheran Church	1/13/74
So. Phila Conf of Agencies	1/14/74
St. Rita's Senior Citizens	1/16/74
Community Baptist	1/18/74
Girl Scouts	1/21/74
Southwark Free Library	1/23/74

PRESENTATION

<u>PRESENTATION</u>	<u>DATE</u>
St. Peter Lutheran	1/27/74
P.H.A. Parents Association	1/28/74
Community Baptist	2/2/74
Passyunk Avenue Businessmen's	2/6/74
Washington School	2/7/74
St. Nicholas Home & School	2/7/74
Horizon House - So. Phila Conf of Agencies	2/11/74
So. Phila Clergy Conf.	2/12/74

APPENDIX B

VOLUNTEERS (PARTIAL LISTING)

VOLUNTEERS

1. Peggy Shaw
3031 Eansall Terr.
271-8354
DOB - 7/6/42
SS# - 159-34-7733
2. Mrs. Bea Guyon
2352 S. Lombert Street
DE 4-3527
DOB - 1/3/23
SS# - 205-28-6239
3. Phylis Cuschetti
1124 S. Sheridan Street
DE 6-7099
DOB - 6/27/35
SS# - 376-32-8343
4. Susan D'April
1404 S. 13th Street
HO 7-7287
DOB - 7/24/20
SS# - 164-30-0501
5. Sharon Raguso
1613 S. Iseninger St
HO 2-7017
DOB - 10/19/58
SS# - 164-52-8581
6. Maria Raguso
1613 S. Iseninger St
HO 2-7017
DOB - 2/5/53
SS# - 175-48-1031
7. Angela Raguso
1613 S. Iseninger St
HO 2-7017
DOB - 10/31/54
SS# - 175-48-1845
8. Maria Patricia Romani
1540 S. 13th Street
DE 6-1151
DOB - 8/21/57
SS# - 153-52-2576
9. Donna D'Agostino
1626 S. 15th Street
HO 2-5217
DOB - 9/1/59
SS# - 188-48-0076
10. Donna Angeleri
732 Dickinson Street
HO 5-7254
DOB - 5/24/55
SS# - 197-63-4279
/6
11. Belinda Fay
1213 S. 4th Street
DE 4-6421
DOB - 10/31/42
SS# - None PH# 586578
12. Sadie Alexander
401 Washington Avenue
Apt 503
FU 9-7159
DOB - 8/17/09
SS# - 205-14-8544

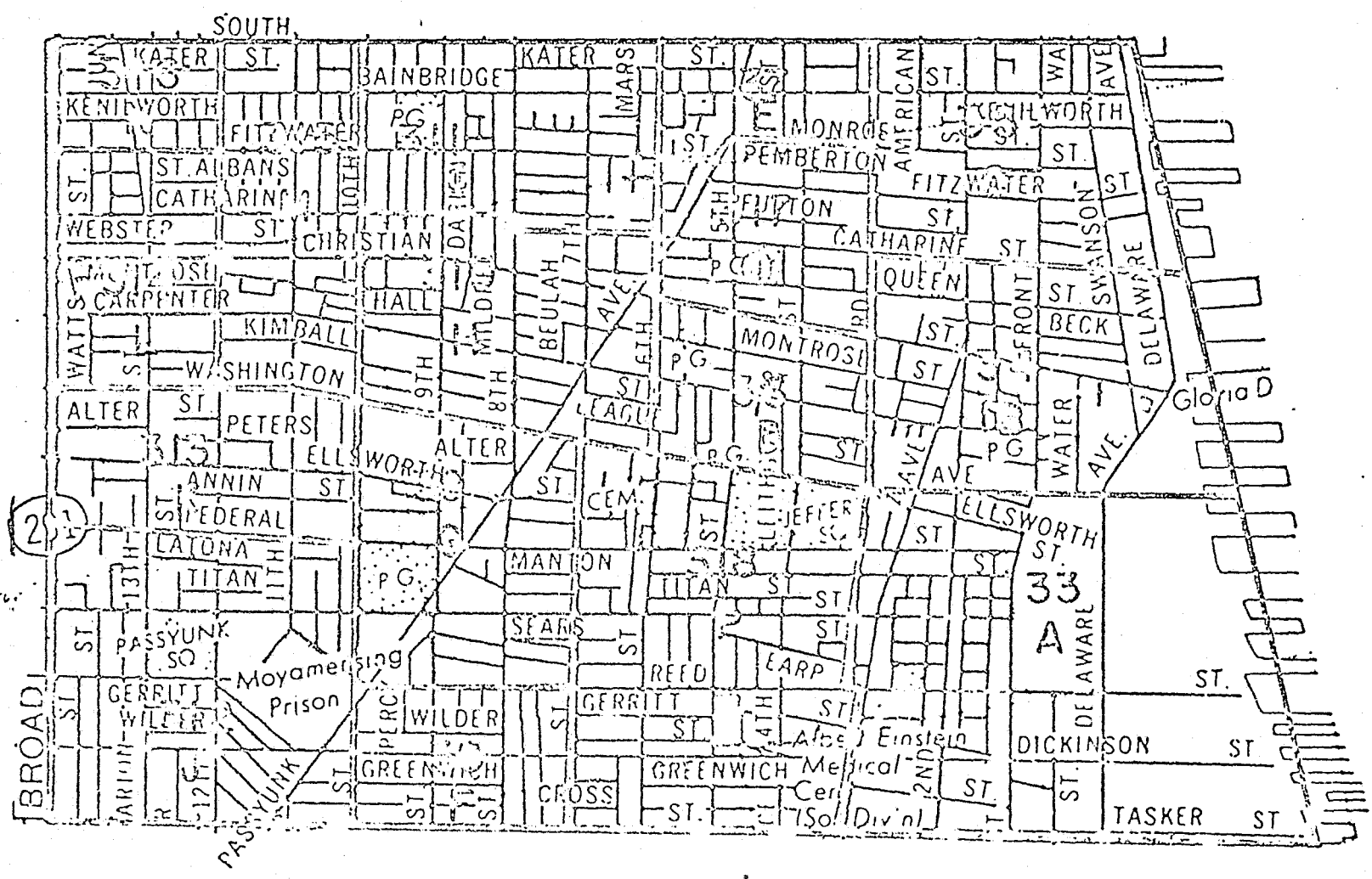
13. Elizabeth Perkins
426 Manton Street
HO 3-4535
DOB - 6/14/23²⁺
SS# - 269-48-5011
14. Elizabeth Hayes
503 Christian Street
1st floor
HO 7-1058
DOB - 5/19/37
SS# - 205-28-5933
15. Willie French
1821 S. 4th Street
Apt 2003
HO 8-1858
DOB - 6/30/39
SS# - 249-04-6570
16. Lillian Foxworth
1212 Christian Street
HO 3-1079
DOB - 1/7/42
SS# - 159-35-9411
17. Diana Capotrio
1323 Warrnack Street
HO 5-1867
DOB - 10/15/55
SS# - 175-48-9531
18. Denise Capotrio
1323 Warrnack Street
HO 5-1867
DOB - 10/15/55
SS# - 175-48-9574

POLICE BURGLARY STATISTICS,
DISTRICTS 3, 4, 6 AND 17

APPENDIX C

40

3rd DISTRICT 7/1/72

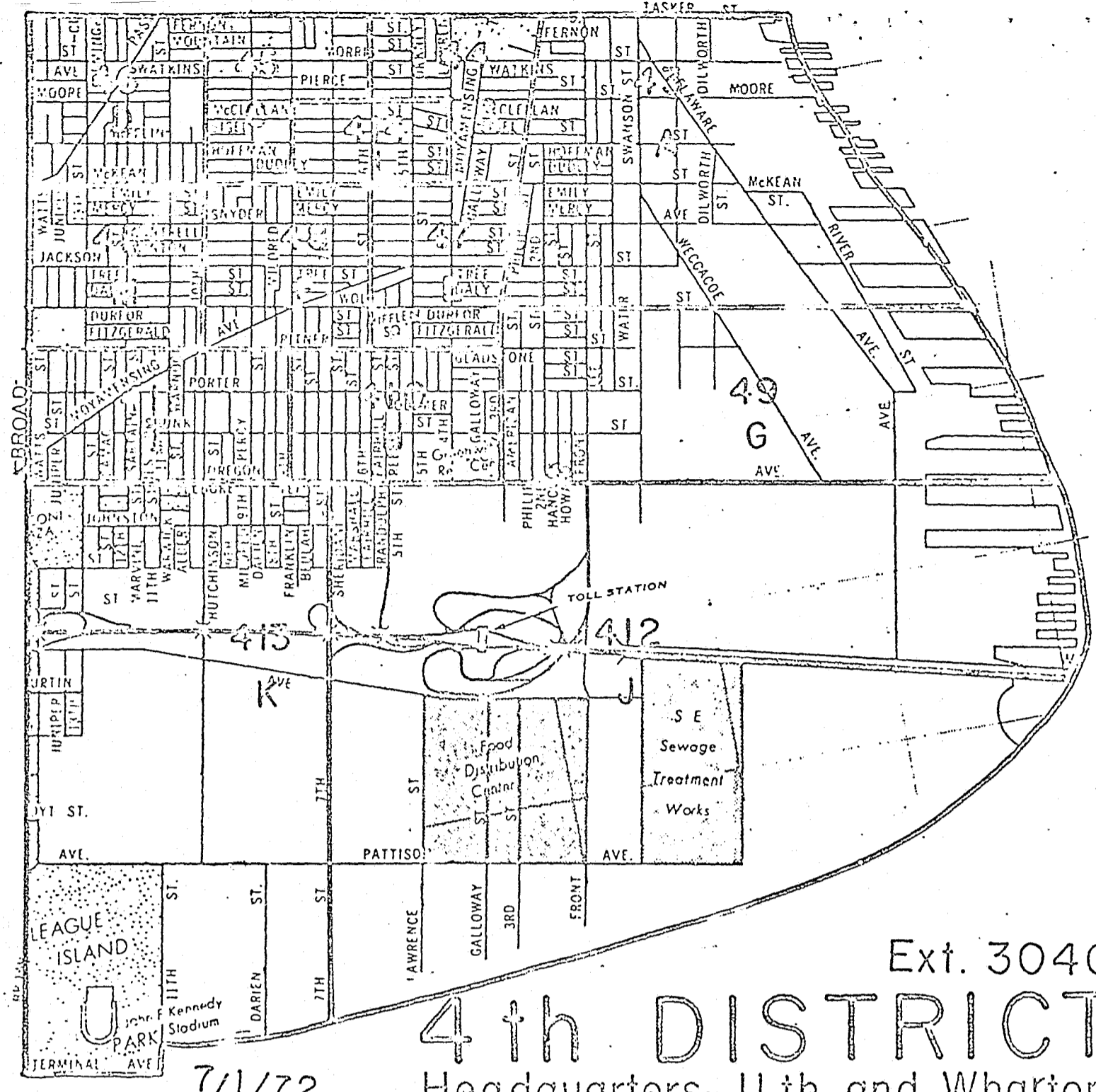


Headquarters
11th and Wharton

Ext. 3030

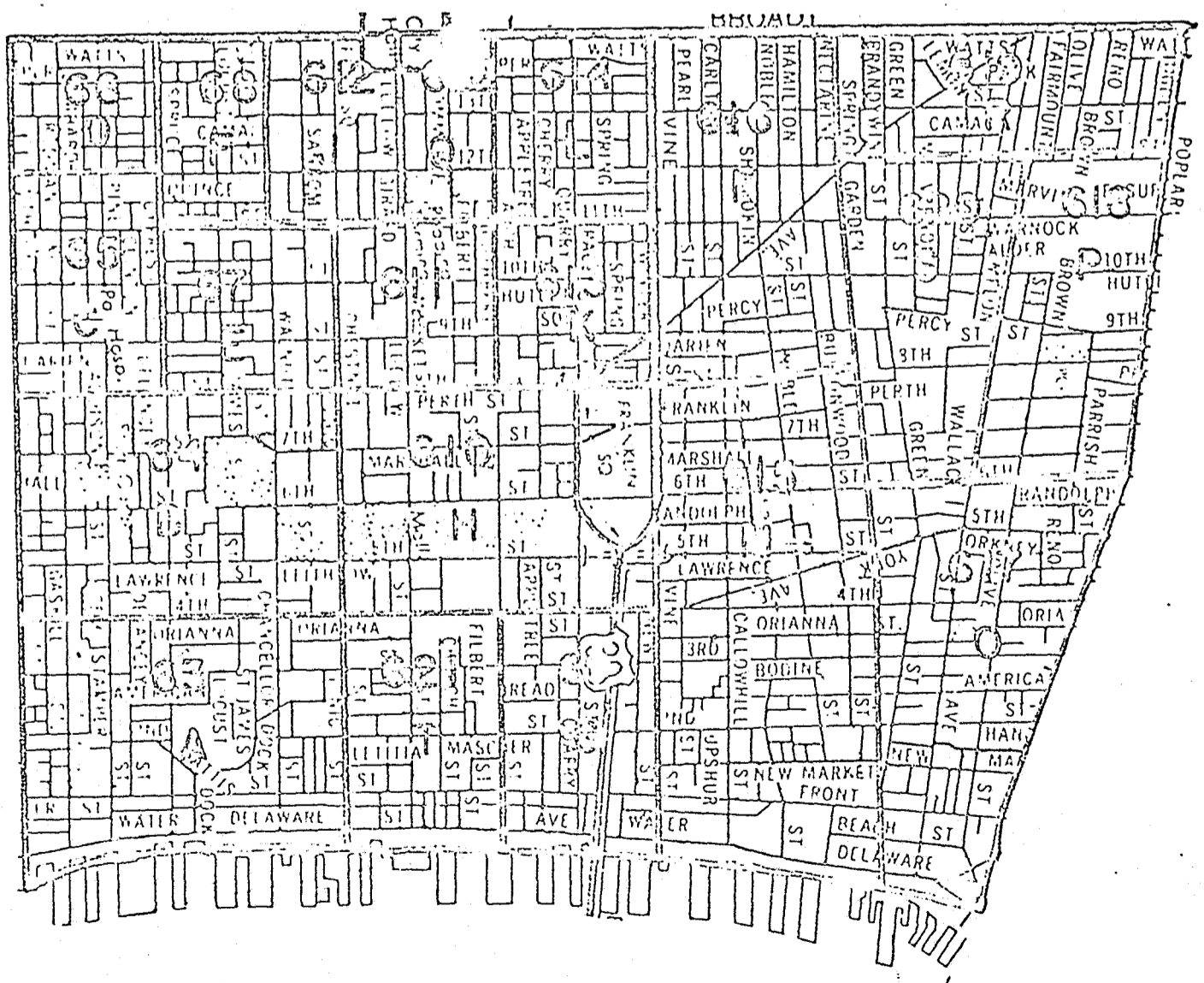
14

42



Ext. 3040
4th DISTRICT
 Headquarters- 11th and Wharton

43



Headquarters- 11th and Winter
6th DISTRICT
 Ext. 3060
 7/1/72

CITY OF PHILADELPHIA - POLICE DEPARTMENT																			DATE				
SECUR																			1971 & 1972				
Burglary																			4th District				
Annual, Y-T-D 1973																							
DISTRICT	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	Y	TOTA
JANUARY																							
FEBRUARY																							
MARCH																							
APRIL																							
MAY																							
JUNE																							
JULY																							
AUGUST																							
SEPTEMBER																							
OCTOBER																							
NOVEMBER																							
DECEMBER																							
1971	28	30	49	54																			161
1972	36	17	22	28																			103
Y-T-D 1973	22	14	12	14																			62
Y-T-D 1972	26	12	9	20																			67
TOTALS																							

75-736 (Rev. 10/61) (Reverse)

CITY OF PHILADELPHIA - POLICE DEPARTMENT																			DATE				
SECUR																			1971 & 1972				
Burglary																			6th District				
Annual, Y-T-D 1973																							
DISTRICT	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	Y	TOTA
JANUARY																							
FEBRUARY																							
MARCH																							
APRIL																							
MAY																							
JUNE																							
JULY																							
AUGUST																							
SEPTEMBER																							
OCTOBER																							
NOVEMBER																							
DECEMBER																							
1971	62	64	103	61																			290
1972	50	72	80	56																			258
Y-T-D 1973	38	49	50	44																			181
Y-T-D 1972	23	38	34	27																			122
TOTALS																							

75-736 (Rev. 10/61) (Reverse)

OFFENSES BY SECTOR CITY OF PHILADELPHIA - POLICE DEPARTMENT								CLASSIFICATION Burglary.										DATE 1971 & 1972 Annual, Y-T-D 1973					
DISTRICT	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	TOTAL
JANUARY																							
FEBRUARY																							
MARCH																							
APRIL																							
MAY																							
JUNE																							
JULY																							
AUGUST																							
SEPTEMBER																							
OCTOBER																							
NOVEMBER																							
DECEMBER																							
1971	70	53	40																				163
1972	37	20	19																				76
Jan. Y-T-D 1973	19	8	21																				48
Jan. Y-T-D 1972	17	17	9																				43
TOTALS																							

48

Jan. July

Jan. July

OFFENSES BY SECTOR CITY OF PHILADELPHIA - POLICE DEPARTMENT								CLASSIFICATION Burglary.										DATE 1973					
DISTRICT	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	TOTAL
JANUARY	3			1	3	1	3	1	1	2		1	3	1	1	7							28
FEBRUARY	2	1				1	2	1	1	1	1	1		1	1	2							15
MARCH	4		1	3	1			1		1		1	1			1							14
APRIL	2	1	1	1	2			2	2			1		1	1	2							16
MAY	4		1	2	1	1	1	2	3				4	2	2	2							25
JUNE			1	5	2	1	1	3		3	1	1	2		1	3							24
JULY	2		1	2	1			1	1		2		1	1	3	2							17
AUGUST																							
SEPTEMBER																							
OCTOBER																							
NOVEMBER																							
DECEMBER																							
TOTALS	17	2	5	14	10	4	7	11	8	7	4	5	11	6	9	19							139

49

OFFENSES BY SECTOR CITY OF PHILADELPHIA - POLICE DEPARTMENT								CLASSIFICATION Burglary											DATE 1973				
DISTRICT	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	TOTAL
JANUARY	4	1	4	4																			13
FEBRUARY		3	2	4																			9
MARCH	3	2	2	1																			8
APRIL	3	4	1	1																			9
MAY	5	3	2	2																			12
JUNE	2		1	1																			4
JULY	5	1		1																			7
AUGUST																							
SEPTEMBER																							
OCTOBER																							
NOVEMBER																							
DECEMBER																							
TOTALS	22	14	12	14																			62

50

OFFENSES BY SECTOR CITY OF PHILADELPHIA - POLICE DEPARTMENT								CLASSIFICATION Burglary											DATE 1973				
DISTRICT	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	TOTAL
JANUARY	3	6	10	2																			21
FEBRUARY	3	5	10	6																			24
MARCH	6	6	3	7																			22
APRIL	2	5	8	4																			19
MAY	11	8	8	9																			36
JUNE	4	8	3	6																			21
JULY	9	11	8	10																			38
AUGUST																							
SEPTEMBER																							
OCTOBER																							
NOVEMBER																							
DECEMBER																							
TOTALS	38	49	50	44																			181

51

OFFENSES BY SECTOR CITY OF PHILADELPHIA - POLICE DEPARTMENT								CLASSIFICATION Burglary												DATE 17th District		1973		
DISTRICT	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	TOTAL	
JANUARY	8	2	2																				12	
FEBRUARY	2	3	4																				9	
MARCH	3	2	3																				8	
APRIL	1		2																				3	
MAY	2	1	3																				6	
JUNE	1		2																				3	
JULY	2		5																				7	
AUGUST																								
SEPTEMBER																								
OCTOBER																								
NOVEMBER																								
DECEMBER																								
TOTALS	19	8	21																				18	

52

OFFENSES BY SECTOR CITY OF PHILADELPHIA - POLICE DEPARTMENT								CLASSIFICATION Burglary												DATE 3rd District		1972		
DISTRICT	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	TOTAL	
JANUARY	1		1	2	1	2	3	1	1	2	1	1	2	1		2							21	
FEBRUARY		1	2	1		1	1	2	1	1	2	1	3	1									17	
MARCH	1		1	1	2	2	4	1	2	1	1	2	1										19	
APRIL	1		1	2	1	1	2	2	1	1	1	2	3	1		2							21	
MAY		1	1	1		2	2	1	1	2	1	2	1										15	
JUNE					1		1	1	1	2	1	1	3	1		4							16	
JULY	1	3	1	3	1	2	3	1	2		2		1	1									21	
AUGUST		1	1	1	1	1	2	2	1	2				2		1							15	
SEPTEMBER	1		1	4			5	1		1	1			6		1							21	
OCTOBER	2	1	1	1		1	1	1	2	2		1		1	1	1							16	
NOVEMBER			1	1		1		5	1	2		1	1	1	1	2							17	
DECEMBER			1	3		3		1	1	1			2		4								16	
TOTALS	7	7	12	20	7	16	24	19	14	17	10	11	17	15	6	13							215	

53

OFFENSES BY SECTOR								CLASSIFICATION										DATE									
CITY OF PHILADELPHIA - POLICE DEPARTMENT								Burglary										4th District					1972				
DISTRICT	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	TOTAL				
JANUARY	6	3	1	3																			13				
FEBRUARY	3	2	1	3																			9				
MARCH	4	3	2	2																			11				
APRIL	5	2	2	1																			10				
MAY	5	1	2	2																			10				
JUNE	3	1		4																			8				
JULY			1	5																			6				
AUGUST	4	1	2	1																			8				
SEPTEMBER			1																				1				
OCTOBER				3																			3				
NOVEMBER	3	1	2	2																			8				
DECEMBER	3	3	8	2																			16				
TOTALS	36	17	22	28																			103				

54

OFFENSES BY SECTOR								CLASSIFICATION										DATE									
CITY OF PHILADELPHIA - POLICE DEPARTMENT								Burglary										6th District					1972				
DISTRICT	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	TOTAL				
JANUARY	3	6	4	3																			16				
FEBRUARY	2	5	3	2																			12				
MARCH	4	7	5	4																			20				
APRIL	3	4	5	5																			17				
MAY	3	5	5	4																			17				
JUNE	5	5	9	6																			25				
JULY	3	6	3	3																			15				
AUGUST	9	8	17	11																			45				
SEPTEMBER	5	14	13	3																			35				
OCTOBER	7	4	6	5																			22				
NOVEMBER	2	4	4	4																			14				
DECEMBER	4	4	6	6																			20				
TOTALS	50	72	80	56																			258				

55

RESIDENCE SURVEY

How did you hear about the survey?

V Newspaper Radio Other _____

Do you feel that you would have anything on premise that would entice a burglar?

How many persons living in home?

Is your home usually occupied? yes no sometime

Do you have a pet?

Do you have a telephone?

Have you received any questionable phone calls recently? yes no

Do you frequently have guests?

Do you leave printed messages for delivery men? yes no

Do you have good key control? yes no

Do you have a hobby? yes no If yes, explain.

Do you think locks and lights deter burglars?

P. I. E. OFFICER ONLY

Survey done in uniform, coveralls, plain clothes.

Likelihood of improvements being made?

BUSINESS SURVEY

1. How did you hear about the survey?
TV Newspaper Radio Other _____
2. Type of Business?
3. Hours of Operation?
4. How many employees?
5. Do you have good key control? yes no
6. Do you feel your business is particularly vulnerable to a burglary? yes no
7. Do you have community problems in relation to your business? yes no
8. Do you have a phone? yes no Is it used for business?
9. Do you have a safe? yes no
10. Do you keep large amounts of money in the safe? yes no
11. Do you make frequent bank deposits? yes no
When, Where, How?
12. Do you have a security animal?
13. Do you think locks and lights deter burglars?

SURVEY OFFICER ONLY

1. Survey done in uniform, coveralls, plain clothes.
2. Likelihood of improvements being made?

COMMUNITY CONTACTS

Personal - Phone

1. Name of organization?

2. Contact person?

3. Address -

4. Phone #

Home-

Office-

5. Request:

a. Survey? yes no

If yes approximate Day Date Time (AM/PM)

b. Presentation? yes no

If yes Day Date Time

6. What equipment is necessary? projector screen extension cord

REMARKS:

NAB OFFICER

DATE

TIME

APPENDIX E

EVALUATION PLAN: NEIGHBORHOOD ANTI-BURGLARY PROJECT

4 June 1973
NAB Project
Ph-122-72A

EVALUATION PLAN; NEIGHBORHOOD ANTI-BURGLARY PROJECT

The evaluation will be conducted by an independent consultant, Mr. Ronald E. Kirkpatrick, whose resume is attached.

The evaluation plan is illustrated graphically by the attached tabulation subdivided into two major project elements; A. Public Interest and B. Burglary Prevention.

Principle data sources are:

- (1) An activities log in which all contacts with neighborhood groups would be recorded. As a minimum this would include date and time, name of the organization, numbers of citizens attending, name of NAB speaker(s), nature of activity and highlights, and follow-up actions or results;
- (2) An inspections file in which would be recorded the results of every inspection conducted as a part of the project. As a minimum this would include date and time, address, type of premise, previous burglaries, results of survey, improvements recommended, reason for inspection, and follow-up actions or results. This data would be secured for each survey requested through the project (each of these would receive follow-up checks to determine compliance) and following any burglaries or attempted burglaries at each of these sites to determine whether security features recommended were installed, in use, were effective, were defeated, or whether entry was gained by unrelated means (e.g., cutting a hole through a wall);
- (3) Crime records of the police department relating to the 3rd District, surrounding districts or sub-districts, and for the city as a whole would be used to determine comparative rates of burglary, both attempted and successful, and also comparative rates of the closely-related offenses of robbery and forcible rape where illegal entry into the building was a factor. Police call and dispatch information would be needed also to evaluate the effect of the program on increasing citizen participation in reporting suspicious activities, crimes in progress, etc. and in looking for correlations of this data with increasing rates of apprehension, arrest, and clearance in such cases.

The base line of data on burglary, other index crimes, and other relevant crime data will be the 6 month's period beginning 1 November and ending 30 April. Data for this period over the past 3 years will be collected and used as the basis for determining the effects of the NAB project during the coming year. The period selected allows for the initial activity of the public interest campaign, for the accomplishment of initial surveys, and implementation of security improvements and allows about

30 days at the end of the period for final data acquisition and analysis before the project termination date, now projected as approximately 1 June 1974.

Further details of the evaluation plan will be established in cooperation with staff of the NAB project and the Philadelphia Police Department during the first few weeks of the project, and feedback of findings and recommendations will be continuous, the frequency depending upon project activity.

	Responsible Party	Scope and Description	Principal Data Sources	Indicator	Method	Frequency	Goal
A. Public Interest							
1. General Campaign (media, adv., displays, etc.)	Project Director	Narrative	Activities Log, Surveys	Public Response	Survey (phone)	Monthly	Knowledge of project, positive impression.
2. Recruiting, Training Volunteers	Project Director	Narrative	Activities Log	No. Solicited No. Recruited No. Trained	Number and Numerical Ratio	Monthly	40% of those solicited finish training.
3. Visits to Premises	Project Director	Narrative	Activities Log	No. Assigned No. Visited No. Req. Survey	Number and Numerical Ratio	Weekly	90% of assigned premises are visited. 25% request survey.
4. Security Surveys a. Initial b. Follow-up c. Post-Burglary	Police	Narrative	Inspections File	No. Visited No. Req. Survey No. Surveyed No. Complying with Rec'ns No. Burglarized	Number and Numerical Ratio	Monthly	Surveys conducted on 90% of those requesting.
B. Burglary Prevention							
1. Security Surveys a. Initial b. Follow-up c. Post-Burglary	Police	Narrative	Inspections File	No. Req. Survey No. Surveyed No. Complying with Rec'ns No. Burglarized	Number and Numerical Ratio	Monthly	50% Compliance with rec'ns.
2. Burglary Rates	Police	Narrative a. improved security premises	Police Records	No. Complying with Rec'ns. No. Burglarized 3rd Dist. Burglary Rate Adj. Dist. Burglary Rates	Number and Numerical Ratio, Compare 3rd District to Adjacent Districts.	Monthly	Burglary rate of improved premises 25% of District rate. 3rd District rate 75% of adj. districts.
3. Other Crime Data a. Index Crimes b. Arrests c. Clearances	Police	Narrative	Police Records	No. Index Crimes No. Arrests No. Clearances	Number and Numerical Ratio, Compare 3rd District to Adjacent Districts.	Monthly	3rd District index crime rate 75% of adj. districts

APPENDUM TO EVALUATION PLAN
NEIGHBORHOOD ANTI-BURGLARY PROJECT

11 June 1973
NAB Project
Ph-122-72A

1. It is expected that more than one approach will be employed in carrying out the campaign to arouse public interest, and that the effectiveness of such approaches will be different. In order to facilitate evaluation of this phase, each approach must be thoroughly defined by means of comprehensive descriptive material which will include details of the campaign plan: nature, methods used, target population, geographic boundaries (if any), frequency, etc. By use of such scenarios, and by tailoring the survey plan accordingly, it will be possible to evaluate the comparative effectiveness of at least two or three different campaign approaches within the scope of the project.
2. Characteristics of those requesting security surveys are of particular interest to the project especially as regards their reasons or motivations. Among the information to be sought are age, sex, race, ethnicity, occupation, source of income, source of information on survey availability, own or rent, length of occupancy, number of occupants of premises, business or residence, victim of crime in past year, in this building or elsewhere, reason for request, etc.
3. Survey instrument formats will be made machine-readable insofar as possible to facilitate processing by whatever ADP equipment will be available to the project.

EVALUATION OF THE PHILADELPHIA CRIME
COMMISSION/PHILADELPHIA POLICE DEPARTMENT
NEIGHBORHOOD ANTI-BURGLARY (NAB) PROJECT

FIRST QUARTERLY REPORT: June 1 - August 31, inclusive

Organizing the Evaluation Process

During the first quarter of the project the evaluation consultants have clearly defined their role for the rest of the program staff, that is, a role not as outside snoopers, nor yet as independent, self-contained evaluators, but as consultants to the project staff on the problems and solutions in the area of program evaluation. The consultants provided assistance, advice, and consultation in general to the program personnel, who in turn have final responsibility for program evaluation, as well as for all other aspects of program operation and management. In large measure the personnel involved accept this definition of the situation, and have already begun to add the burdens of tasks necessary for successful evaluation of the program to their other tasks and duties. They are participating meaningfully in the development of measureable goals, and the development of questionnaires and other data collection instruments (examples attached) necessary to carry forward the evaluation component of the project. We are off to a good start.

Start-Up Problems in the Initial Phases of the Program

A number of normal start-up problems have been faced in the first quarter of operations, and dealt with one way or another.

APPENDIX F

FIRST QUARTERLY REPORT: JUNE 1 - AUGUST 31, 1973

It should be kept in mind that many of these are not peculiar to this, or any similar program, and are much in line with what one would expect. Although not an inclusive listing, among these problems are the following:

- Beginning operations in the summer has resulted in a number of small difficulties, from coping with vacations and personnel not being available, to the more difficult problems of trying to work in the community when most community organizations and many key community leaders are not available, or working very inefficiently.

- There is a very real difficulty regarding the problematic status of the Police crime statistics. These are not yet available either to project personnel or to the evaluators. Such data are essential both for sound management of the ongoing project, as well as for any meaningful evaluation of the effort. This situation must be materially improved in the near future, or a radical revision in plans and evaluation will be necessary.

- It has been discovered that the volunteers assumed to be available to the project do not represent a readily-tapped resource, certainly not in such a manner that they can be easily contacted, recruited, selected, trained, and put into operation in the project. This is partly a result of over-optimistic reporting stimulated by departmental supervisors who wish to have a good record without, unfortunately, the substance of the reality being there. Project

staff, however, have developed alternate plans for stimulating requests for security surveys, and have also assigned one man full time to work on community contacts.

- There is some unfortunate lack of clarity with regard to the program and its relationship with the ongoing Police Community Relations Program. NAB is not PCR. Project staff must be relieved of all PCR responsibilities and commitments. Confusion of their role will impede the most successful conduct of the NAB project, and will cause harmful and unnecessary confusion in the evaluation effort.

- Coupled with other start-up difficulties and delays, the program has been understaffed. Now, however, the project is in a position to utilize the services of all five police officers promised in the grant contract, and the men should be assigned full time to the project forthwith.

- Related to the above, only two of the officers attached to the project have had the necessary intensive training in security survey work which is essential to maintain high quality work. The others, and possibly one or two reserves, should be sent to Louisville, Kentucky for the proper training. If this is impossible, provision for adequate on-the-job training should be made at once.

Project NAB Result to Date

At the close of the first quarter there were few if any results, in terms of impact on the rate of burglaries in the pilot District, and absolutely no data available on the basis of which

to make evaluative judgments. While one would not be surprised at the lack of measureable activity or effect at so early a stage in the program, the complete lack of any data base by which to manage or evaluate is, at best, discouraging. We can, however, see significant progress to date in the administration and initial conduct of project operations.

- The personnel assigned to the staff by both the Police Department and the Crime Commission are generally of high caliber.

- Most of the logistics problems are under control, although there is serious effort being made now to improve on the situation by securing a store front office in the District. Such problems as forms, decals, working space, and telephone service, all the essentials have been well taken care of.

- The motivation and training of the two police officers assigned full time is excellent, as is their ability to present themselves well to the public.

- Most important, the start-up phase is definitely just about over. The organizational and operational efforts have gotten to the place where the program can now be taken into the field, and meaningful and substantial efforts made to impact the rate of burglary in the pilot area. Coveralls are ready, decals prepared, pilot forms and questionnaires have been developed and prepared for use in the field, and the first few training surveys in the field in the City have been conducted. Project staff are

strongly motivated, and ready to really begin work on the program. Such problems as remain to be solved they are fully aware of, and they are in a good position to anticipate and deal with future problems as they may arise.

The Role of the Evaluators

Due to a series of administrative non sequiturs, the continued participation of the evaluation consultants has been in question. Due to sluggish activity this summer, they did not participate in as timely a manner as planned on the initial evaluation decisions. This, however, coincided nicely with other project developments so that no serious implications resulted. It is essential to sort out this contractual problem, however, so that evaluation work is not jeopardized in the future.

BUSINESS SURVEY

1. How did you hear about the survey?
TV Newspaper Radio Other _____
2. Type of Business?
3. Hours of Operation?
4. How many employees?
5. Do you have good key control? Yes No
6. Do you feel your business is particularly vulnerable to a burglary?
7. Do you have community problems in relation to your business?
8. Do you have a phone? yes no Is it used for business?
9. Do you have a safe?
10. Do you keep large amounts of money in the safe? yes no
11. Do you make frequent bank deposits? yes no
When, Where, How?
12. Do you have any other security problems?
13. Do you have a security animal?
14. Do you think locks and lights deter burglars?

SURVEY OFFICER ONLY

1. Survey done in uniform, coveralls, plain clothes.
2. Likelihood of improvements being made?

RESIDENCE SURVEY

1. How did you hear about the survey?
TV Newspaper Radio Other _____
2. Do you feel that you would have anything on premise that would entice a burglar?
3. How many persons living in home?
4. Is your home usually occupied? yes no sometime
5. Do you have a pet?
6. Do you have a telephone?
If so have you received any questionable phone calls recently?
7. Do you frequently have guests?
8. Do you leave printed messages for delivery men? yes no
9. Do you have good key control? yes no
10. Do you have a hobby? yes no If yes, explain.
11. Do you think locks and lights deter burglars?

SURVEY OFFICER ONLY

1. Survey done in uniform, coveralls, plain clothes.
2. Likelihood of improvements being made?

WEEKLY ACTIVITIES SURVEY

NUMBER	TYPE	COMMENTS
1. SURVEYS:		
2. PRESENTATIONS:		
3. CONTACTS:		
Phone		
Personal		
4. PUBLICITY:		
Radio		
TV		
Newspaper		
Other		
5. RECRUITING		
VOLUNTEERS:		
6. TRAINING		
VOLUNTEERS:		
7. LITERATURE		
DISTRIBUTED:		

APPENDIX G

INTRODUCTORY LETTER, CHAIRMAN, NAB COMMITTEE

Crime Commission of Philadelphia

12 SOUTH TWELFTH STREET PHILADELPHIA, PA. 19107 WALNUT 2-0980

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Dear Citizen:

The project Operation NAB (Neighborhood Anti-Burglary) is designed to inform citizens as to how they can protect themselves. This demonstration project will involve the use of selected neighborhood residents, businessmen and community leaders. It will utilize descriptive materials and have a general public educational program with displays of prototype security devices and police expertise in focusing the community resources on crime.

The object of this program is to demonstrate that burglary preventive resources are within the capacity and capability of each citizen and neighborhood and can be used to compliment police efforts to reduce crime in this area. The volunteers serving in this program have been recruited from all segments of the community. They have undergone a training program consisting of the discussion of goals of this project, basic information on security devices, the method of operation of the burglar and many helpful hints to protect your property which are available at little or no cost. The volunteers are not able to answer technical questions, as they do not have the necessary training. We have trained police personnel who will come into your home or business and do a complete security survey. This survey is available at no cost to you. Included in this folder is a return card which if you will fill out and return, one of our specially trained officers will be in contact with you.

-2-

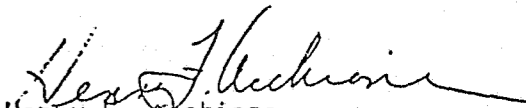
Included in the literature in this packet that has been prepared by the Crime Commission is a How-To-Do-It Anti-Burglary Program. This includes a description of several types of protective systems dealing with the hardware, manpower, installation procedures and so forth. It discusses the basic objectives of protective systems, techniques, deterrents, resistance, identification, apprehension and tracing and recovery of stolen merchandise.

One phase of the program that should be stressed is Operation Identification. We offer to you the citizen the loan of an etching tool with instructions as how best to mark your valuables for identification. We feel that this program, the identification of your valuables, is the most single important factor involved in the recovery and identification of stolen items.

Certainly our goal is not to conduct a scare campaign in order to make every home a Fort Knox. We feel that it should be pointed out that 90 percent of burglaries cannot be prevented by police patrols. However, better locking devices and more secure entryways will prevent 95 percent of these burglaries. In many instances a simple modification from a spring lock that can be easily opened to a double cylinder dead latch can be a simple solution to some of the homeowners security problems. Criminals being human beings prefer the easier way to apply their trade. Hence the pickings are usually easier when the attack is made on a building that is poorly secured. Burglary is truly one of the most preventable crimes. We hope that you will receive this program openly, apply the principles herein described, help us to achieve a lowering of the burglary rate, and provide yourself with a more secure home or business.

We feel that we have a valid program for presentation here. We request your help. If you would like to serve as a volunteer, or if you would like to have a neighborhood meeting held in your home for your community organization or church please advise this office. We will provide your group with a complete presentation on burglary prevention.

Yours truly,


Henry F. Acchione
Chairman, NAB Committee

END