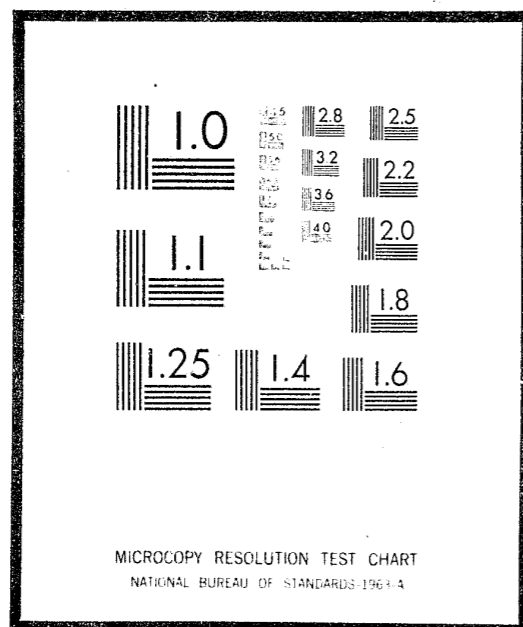


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## LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Delaware; Rural Investigative Needs Analysis  
REPORT NUMBER: 76-144  
FOR: Delaware Agency to Reduce Crime

CONTRACTOR: Westinghouse Justice Institute  
CONSULTANT: Terry W. Koepsell  
CONTRACT NUMBER: J-LEAA-003-76  
DATE: January 1977

FEB 3 1977

ACQUISITIONS

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FOREWORD

This request for technical assistance was made by the Delaware Agency to Reduce Crime (DARC). The requested assistance was concerned with reviewing alternatives regarding the ~~conduction~~ of criminal investigations by small, rural police departments in the State; and in particular, examining and providing recommendations regarding countywide or other cooperative methods whereby the investigative capabilities of small, rural law enforcement agencies could be augmented.

Requesting Agency: Delaware Agency to Reduce  
Crime, Ms. Christine M.  
Harker, Executive Director;  
Mr. Sam McKeeman, Police  
Planner

Approving Agency: LEAA Region III (Philadelphia),  
Mr. Edwin S. Schriver, Police  
Specialist

1. INTRODUCTION

This request for technical assistance grew from a problem noted by the Delaware Agency to Reduce Crime (DARC) as endemic to most of the smaller police departments in the State -- their inability to respond adequately to crime with investigations due to time and manpower limitations. DARC had recently addressed this problem by funding individual investigators in two small departments; however, because of its inefficiency, DARC was dissatisfied with that approach.

In addition, the Consultant was requested to review several rural departments, interview police personnel, and make recommendations about ways to provide an investigative capability with a cooperative venture.

During the course of this assignment, the Consultant met with the following persons:

- Ms. Christine M. Harker, Executive Director, DARC.
- Mr. Thomas J. Quinn, Head of Planning, DARC.
- Mr. Sam McKeeman, Police Planner.
- Chief of Police Calvin Adams, Millsboro Police Department and President of the Sussex County Chiefs' Association.
- Chief of Police Richard Carmean, Milford Police Department and Past-president of the Sussex Chiefs' Association.
- Chief of Police Harry J. Maichle, Jr., Rehoboth Police Department, retired from the Delaware State Police, and former commander of a statewide investigative strike force.
- Lt. Bobby Miller, Criminal Investigator, Seaford Police Department.
- Capt. James Spicer, Head of the Criminal Unit, Delaware State Police.
- Mr. Robert F. Stuart, Coordinator of DARC's State Aid to Local Law Enforcement Committee, and Delaware State Police, retired.

## 2. UNDERSTANDING OF THE PROBLEM

### 2.1 Objective

In the original task plan, time and manpower limitations were noted as the reasons why the small police departments in the State could not respond adequately to crime with investigations. This, combined with the State's dissatisfaction with the funding of individual local investigators, comprised the reasons for this technical assistance request. From discussions with DARC personnel, it was learned that interest in a cooperative investigative unit originated from within DARC in conjunction with its role as a "resource to achieve target goals," not at the local level. DARC's intentions also appeared to be oriented toward justifying the distribution of funds to rural departments where incidence data made it difficult to warrant additional Federal financial assistance.

These discussions further pinpointed the focus of the study toward the end that:

- The "alternative approaches" to be considered would, at a minimum, assess various types of major case squads.
- The TA effort would concentrate only on police departments in Sussex County.

Moreover, the purpose of the TA assignment was to examine the feasibility/appropriateness of a cooperative investigative unit to serve the small law enforcement departments in Sussex County, Delaware. If the approach was found to be feasible, the TA Consultant was to develop alternative approaches toward this end.

### 2.2 Internal and External Influences

The key internal influence on the assignment was its State-initiated basis. This, combined with the key external influence -- a longstanding but rarely discussed reticence on the part of local police departments to work cooperatively with the Delaware State Police<sup>1</sup> -- created a rather sensitive atmosphere within which to objectively assess the feasibility of an inter-agency or countywide investigative unit.

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<sup>1</sup> This was based primarily on the competitive atmosphere that was said to exist between the local agencies and the Delaware State Police, and the recent jurisdictional struggle between the New Castle County Police Department and the State Police.

### 3. ANALYSIS OF THE PROBLEM

Two primary methods of analysis were used in carrying out this assignment: Discussions with State and local law enforcement personnel, and analysis of available crime data. In addition, information concerning a number of cooperative investigation units was reviewed to obtain more detailed knowledge about their purpose, functions, and organization.<sup>1/</sup> The results of the primary methods of analysis are reviewed below.

#### 3.1 Interviews with State and Local Law Enforcement Personnel

As noted in Section 1, the Consultant met with a number of persons from DARC, the Delaware State Police, and local law enforcement agencies in Sussex County. The meetings were held individually, although one group session was held in Milford, at which representatives of DARC; the Delaware State Police; and the Police Departments of Milford, Millsboro, and Seaford participated.

During the meetings both information and opinions were sought concerning:

- The strength and general organization of existing law enforcement agencies.
- Operational and/or available methods of inter-agency cooperation being used in Sussex County.
- Existent legislation concerning mutual aid and interagency cooperation.
- Key criminal or related problems that interagency cooperation would help mitigate.
- Attitudes toward future interagency cooperation, particularly regarding cooperative investigations.

Based on information obtained through these interviews, the Consultant found the following:

- There are 18 local police departments in Sussex County, the largest of which are in Milford,

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<sup>1/</sup>For example, information on the following was reviewed: Tuscaloosa County Homicide Unit; Topeka Major Case; Polk County Major Investigative Team; Kansas City Area Metro Squad; St. Louis Major Case Squad; and the Mid-Monongohela Valley Council of Governments Regional Police Support Service.

Rehobeth, and Seaford, with 19, 18, and 15 sworn officers, respectively. These agencies, plus the Laurel and Millsboro Police Departments (which have 8 and 7 sworn officers, respectively) are the only five with full-time trained investigators.

- The Delaware State Police, based on an opinion of the Attorney General, is responsible for primary and followup investigation of all Part I offenses committed in jurisdictions that do not have full-time, trained investigators. In actuality, however, such investigations are performed only at the request of local chiefs or by a direct order of the Attorney General, although nearly all homicides, rapes, and robberies are handled by the State Police.
- As noted, homicides and rapes, as well as many robberies and serious assaults, are investigated either directly or with the assistance of the State Police. Because of a lack of manpower, as well as limited evidence and backup information, however, a large percentage of property crimes are followed-up by neither the State nor local police.
- Chapter 8, Section 801-802 of the Delaware State Code dealing with Home Rule, was said by DARC to allow for cooperative agreements between agreeing localities (e.g., regarding the establishment of a major case unit). Sections 1934-1935, dealing with Fresh Pursuit by County, Municipal Town and Other Peale Units, together with Sections 1941-1947, dealing with Police Mutual Aid Agreements was said to further augment this authority.
- In the opinions of those State and local law enforcement personnel interviewed, the need for cooperative efforts does not appear to focus on unsolved major crimes. In this vein, both the State Police and local chiefs interviewed indicated that current levels of cooperation are adequate. Moreover, current needs center on inadequacies in information exchange, particularly regarding MOs and other criminal intelligence, and the inability of local police to followup on the most common crimes in their communities -- burglary and felony theft (i.e., larceny).

• With regard to the potential use of a "major case squad," interviews with State and local police personnel produced far more negative reactions than positive. It was felt principally that a major case squad approach was ill-advised because:

- Current cooperative measures appear to be adequate, particularly regarding major person crimes.
- Closer cooperation between State and local agencies would have to be predicated, at a minimum, by the more effective joint use of the State Police's criminalistics van (the use of which has been less than spectacular according to several local sources.
- If it could be initiated at all, a major case squad would probably last only as long as DARC/LEAA financial assistance was available.
- Several city councils in Sussex County strongly opposed the use of their law enforcement personnel outside their jurisdictional boundaries, regardless of the reason.
- Experience with the former statewide Investigative Strike Force was mixed -- some Sussex County police departments found the benefits marginal, others were forced to pull their men out of the unit to cover pressing local needs.

### 3.2 Analysis of Available Crime Data

Relevant crime data for Sussex County are limited both in content and utility. For example, crime rate information is not particularly usable because of the heavy transient population in many Sussex County communities, particularly along the Atlantic coast. Sworn personnel per 1,000 population, another common indicator, suffers from the same problem (e.g., Rehobeth has a permanent population of less than 2,000 in an area of less than 2 square miles, but requires a permanent force of 18 persons, plus parttime personnel, to cover its transient summer population).

However, certain data are relevant in examining the need for a cooperative major crime unit. The first involves the incidence of Part I offenses within Sussex County communities. As indicated in Table 3-1, there has been no significant increase in the average number of Part I offenses per month from January 1974 through June 1976.



TABLE 3-1

Average Monthly Incidence of Part I  
Offenses in Sussex County Communities:  
January 1974 - June 1976 a/

Community	Average Monthly Offenses		
	1974	1975	1976
Bethany	4	5	3
Blades	*	3	2
Bridgeville	*	4	4
Dagsboro	*	*	*
Delmar	5	9	4
Ellendale	*	1	*
Fenwick Island	*	*	*
Frankford	*	*	*
Georgetown	*	4	*
Greenwood	*	*	*
Laurel	20	23	20
Lewes	20	19	17
Milford	14	15	17
Millsboro	7	7	4
Milton	14	13	9
Ocean View	*	*	*
Rehobeth	10	12	16
Seaford	33	33	30
Selbyville	*	1	*
South Bethany	*	2	2

a/ Derived from monthly offense reports prepared by each community as part of Uniform Crime Reporting procedures.

\* Less than one Part I offense per month.

Second, with regard to clearance rates of all Part I crimes, only two communities -- Bethany and South Bethany -- have had an average clearance rate over the past 30 months lower than the national average for rural jurisdictions. The remaining communities have equaled or substantially exceeded national averages (see Table 3-2).

A final data set concerns the total Part I offenses and cases cleared by arrest from 1974 through mid-1976 (see Tables 3-3 and 3-4). For example, over the past 2 1/2 years, six homicides and six rapes were known to police; five of each, or 83.3 percent were cleared by arrest. In rural areas nationally, only 80 percent of reported homicides and 70 percent of reported rapes were cleared. In only one offense -- robbery -- were clearances in Sussex County below national averages. Clearance rates involving all property crimes equaled or far exceeded national figures for rural areas.

TABLE 3-2

Part I Offenses and Clearance Rates  
in Sussex County Communities:  
January 1974 - June 1976 a/

<u>Community</u>	<u>Total Part I Offenses</u>	<u>Number Cleared</u>	<u>Percent Cleared</u> <u>b/</u>
Bethany	115	22	19.1%
Blades	45	26	57.8
Bridgeville	72	30	41.7
Dagsboro	18	4	24.4
Delmar	188	48	25.5
Ellendale	10	4	40.0
Fenwick Island	4	0	0
Frankford	8	3	37.5
Georgetown	63	22	34.9
Greenwood	0	0	0
Laurel	634	288	45.4
Lewes	571	192	33.6
Milford	440	165	37.5
Millsboro	192	73	38.0
Milton	368	125	40.0
Ocean View	10	3	30.0
Rehobeth	368	100	27.2
Seaford	975	437	44.8
Selbyville	1	0	0
South Bethany	33	2	6.1
Total	4,115	1,544	37.5% (avg.)

a/ Derived from monthly offense reports prepared by each community as part of Uniform Crime Reporting procedures.

b/ National clearance rate for rural areas for this period is approximately 24 percent.

TABLE 3-3

Part I Person Crimes and Corresponding Clearance  
 Information for Sussex County Communities:  
 January 1974 - June 1976 a/

Community	Homicide		Rape		Robbery		Assault	
	Offenses	Cleared	Offenses	Cleared	Offenses	Cleared	Offenses	Cleared
Bethany	0	0	0	0	1	0	6	2
Blades	0	0	0	0	0	0	13	10
Bridgeville	1	1	0	0	0	0	22	18
Dagsboro	0	0	0	0	0	0	4	1
Delmar	1	1	0	0	2	2	32	23
Ellendale	0	0	0	0	0	0	1	1
Fenwick Island	0	0	0	0	0	0	0	0
Frankford	0	0	0	0	0	0	2	1
Georgetown	0	0	0	0	0	0	6	6
Greenwood	0	0	0	0	0	0	0	0
Laurel	2	2	1	1	9	3	194	141
Lewes	0	0	0	0	7	1	85	54
Milford	2	1	0	0	6	1	68	51
Millsboro	0	0	0	0	2	1	38	28
Milton	0	0	0	0	5	2	67	41
Ocean View	0	0	0	0	0	0	1	1
Rehobeth	0	0	1	1	6	2	33	21
Seaford	0	0	4	3	9	2	151	122
Seobyville	0	0	0	0	0	0	0	0
South Bethany	0	0	0	0	0	0	0	0
Total	6	5	6	5	47	14	723	521
Percent Cleared	83.3%		83.3%		29.8%		72.1%	
National Rural Avg. <u>b/</u>	80.0%		69.8%		49.3%		72.1%	

a/ Derived from monthly offense reports prepared by each community as part of Uniform Crime Reporting procedure.

b/ Derived from Uniform Crime Reports, 1974 and 1975.

TABLE 3-4

Part I Property Crimes and Corresponding Clearance  
 Information for Sussex County Communities:  
 January 1974 - June 1976 a/

Communities	Burglary		Larceny		M. V. Theft	
	Offenses	Cleared	Offenses	Cleared	Offenses	Cleared
Bethany	23	4	83	14	2	2
Blades	14	7	14	6	4	3
Bridgeville	13	1	35	9	1	1
Dogsboro	4	2	10	1	0	0
Delmar	46	4	103	17	4	1
Ellendale	1	0	8	3	0	0
Fenwick Island	1	0	3	0	0	0
Frankford	2	1	4	1	0	0
Georgetown	20	5	25	9	2	2
Greenwood	0	0	0	0	0	0
Laurel	118	46	291	78	19	17
Lewes	132	28	335	103	12	6
Milford	87	7	258	94	19	11
Millsboro	37	10	111	33	4	1
Milton	63	13	222	62	11	7
Ocean View	5	1	3	0	1	1
Rehobeth	81	9	220	55	27	12
Seaford	161	40	628	257	22	13
Selbyville	0	0	1	0	0	0
South Bethany	<u>17</u>	<u>1</u>	<u>16</u>	<u>1</u>	<u>0</u>	<u>0</u>
Total	825	179	2,370	743	128	77
Percent Cleared		21.7%		31.3%		60.2%
National Rural Avg. <u>b/</u>		19.7%		17.6%		37.7%

a/ Derived from monthly offense reports prepared by each community as part of Uniform Crime Reporting procedures.

b/ Derived from Uniform Crime Reports, 1974 and 1975.

#### 4. CONCLUSIONS

A major case squad approach in Sussex County does not appear necessary or feasible at this time. The bases for this conclusion are as follows:

- Major case squads are designed essentially to respond to homicides, certain cases of manslaughter, rape, and certain "serious" assaults. As cited in Section 3, clearances of homicides and rapes since 1974, under the existing cooperative arrangements between State and local authorities, have exceeded national averages. Although the definition of "serious" assault is vague, clearances for aggravated assault in Sussex County over the past 2 1/2 years have amounted to 75.4 percent. The national average for rural areas for the same period was approximately 63 percent. Moreover, current cooperative arrangements in Sussex County appear to be meeting these investigative needs.
- Although the use of major case squads oriented toward robbery and burglary are limited, certain information is available. (Note: Robbery in Sussex County has experienced below average clearances; and while burglary clearances are above average, a large number of cases remain open). To be specific, in the Rand evaluation of the criminal investigations process, <sup>1/</sup> Miami's STOP Units (separate robbery and burglary major case units) and the Long Beach Suppression of Burglary (SOB) Unit were evaluated. <sup>2/</sup> In the first three years of the Miami anti-robbery unit, incidences declined while clearances increased. In its fourth and fifth years, robberies increased sharply, but clearances kept pace. Overall, however, Rand would only attribute 10 percent of the arrests to the special capabilities of the unit. <sup>3/</sup> In other words, it was felt that the regular investigation capability of the Miami Department of Public Safety would likely have cleared 90 percent of the cases without the special unit.

<sup>1/</sup> The Criminal Investigation Process, 3 Volumes, Rand, 1975.

<sup>2/</sup> Ibid, Vol. III

<sup>3/</sup> "The Criminal Investigation Process: A Summary of the Rand Reports for the Patrol Emphasis Program", Public Administration Service, (Chicago, 1976) p. 34.

• With regard to the Long Beach SOB Unit, which works more independently from the departments' regular investigative team (i.e., it does not rely on leads from regular investigators as does the Miami STOP Unit), certain success was documented in stopping outlets for stolen goods. In Rand's analysis, 27 percent of the unit's arrests were attributed to its special character.  
4/

• Moreover, Rand concluded that experimental projects intended to allow investigators more time to investigate cases (such as the Miami STOP units) have not shown a significant increase in arrest. Thus, the SOB-initiated arrests represent a real gain in the effectiveness of the department, both in suspects apprehended and property recovered. Whether or not this gain is enough to justify the expense of the unit and the unavoidable invasions of privacy resulting from its operation is a judgment each department and community must make for itself.  
5/

• Although crime rate data for Sussex County may be inaccurate due to the impact of transients on criminal activity, it is of interest to note that Part I crime rates in the County are well above averages for rural areas, and often approach or exceed national averages for all areas. Table 4-1 documents this fact. This appears to indicate that, if any cooperative venture is to be promoted, it should focus on opportunity reduction and crime prevention, as opposed to investigations. Furthermore, if such an effort is launched, it should focus on reducing larceny, burglary, and motor vehicle theft, although an antirobbery component should be built into the program as well.

During this assignment, two other problem areas were identified, neither of which could be mitigated feasibly through a major case squad approach. First, a major difficulty noted by the departments contacted was the paucity of criminal intelligence and related information concerning crimes or offenders that may effect more than one community. At present, no vehicle exists to resolve this matter.

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4/ Ibid

5/ The Criminal Investigation Process, Volume III, p. 146.

TABLE 4-1

Crime Rate Comparison for Part I Offenses  
(Rate per 100,000 Population)

<u>Offense</u>	<u>Average for Sussex County a/</u>	<u>National Average For b/</u>	
		<u>All of U. S.</u>	<u>Rural Areas</u>
Homicide	9.0	9.7	7.6
Rape	9.0	26.1	11.6
Robbery	70.7	208.8	20.4
Assault	195.5	214.2	111.5
Burglary	1240.8	1429.0	693.2
Larceny	3564.5	2473.0	808.3
M. V. Theft	192.5	209.6	93.8

a/ Derived from monthly offense reports prepared by each community as part of Uniform Crime Reporting procedures.

b/ Derived from Uniform Crime Reports, 1974 and 1975.



Second, the problem of inadequate followup of burglaries and larcenies was noted. Based on clearance information, it appears that adequate investigative followup is provided for homicides and rapes. However, because of the low clearance rate for robbery and the high number of unsolved burglaries, larcenies, and auto thefts, it may be that sufficient "followup" is lacking.

In a recent study it was found that "regular investigators are seldom able to make arrests in which the identity of the suspect is not readily apparent from the facts available at the time the incident report is completed." 6/ Therefore, a substantial increase in followup on cases for which limited information is available, and the corresponding increase in investigative costs, would likely result in good public relations (i.e., the police department "cares"), but probably would not increase apprehensions and clearances.

Through a coordinated crime prevention program, several objectives could be realized. First, the public could be educated in how to minimize criminal opportunities. This should have the effect not only of providing good public relations, but actually reducing incidence and investigative caseloads. Second, crime prevention/public information could instruct the public on how to properly report a criminal incident (i.e., through the proper observation and reporting of information relevant to an investigation). Through this tactic, investigators could effectively followup on more cases with increased potential of clearance.

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6/ The Criminal Investigation Process, Volume III, p. 146.

## 5. RECOMMENDATIONS

Although it may not be appropriate to establish a coordinated major crime squad in Sussex County, serious consideration should be given to the establishment of coordinated crime prevention and information exchange programs. Following are specific recommendations.

### 5.1 Coordinated Crime Prevention Program

Modern 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. 1/

Although this definition appears straightforward and reasonably simple, crime prevention still means many things to many people. The primary difference between traditional policing and modern crime prevention, however, relates to the point at which the law enforcement officer actively engages in the criminal justice process. This relationship is depicted in Figure 5-1.

As the chart indicates, traditional law enforcement in the United States has placed primary emphasis on the investigation and apprehension phases of crime control. Furthermore, the traditional approach has viewed all forms of police activity as preventative in nature. It is unfortunate that there remains some question about the validity of this position. Investigation and apprehension are, certainly, aimed at preventing crime by removing criminals from the streets. But the relatively low clearance rate of most property crimes (in 1975, the national clearance rate for all property crimes was less than 20 percent 2/), due partially to the inability of existing police resources to respond to the vast number of incidences, leaves some doubt about the preventative capability of these activities.

Another claim of traditional police theorists is that preventative patrol plays an important role in foiling criminal activity. Problems also exist with this line of thought. First, the amount of time that a law enforcement officer can actually devote to patrol is far less than most perceive. That is, when one discounts the time an officer must spend on other activities (e.g., making reports, appearing in court, responding to and dealing with calls for assistance), he has relatively little time left for patrol. 3/

1/ Home Office Crime Prevention Programs, p. 20.

2/ Federal Bureau of Investigation, Crime in the United States, 1973: Uniform Crime Reports (Washington, DC: US Government Printing Office, August 1976).

3/ In a recent study undertaken in Kansas City, Missouri, it was found that the average police officer spends only 30- to 35-percent of his time on police-related mobile patrol, which was defined to include observing from police cars, checking on premises and suspicious persons, serving warrants, checking abandoned vehicles, and carrying out similar activities. Source: A summary report of the Kansas City Patrol Experiment made available to news media and reported in the "Crime Control Digest", Washington Crime News Service (Annandale, VA), Vol. 8, No. 39, p. 3.

Traditional Law Enforcement

Minor Involvement through Preventative Patrol

Before a Crime Is Committed  
(Prevention)

After a Crime Is Committed  
(Investigation and Apprehension).

Contemporary Law Enforcement Based on Crime Prevention

Before a Crime Is Committed  
(Prevention)

After a Crime Is Committed  
(Investigation and Apprehension)

a/ Adapted and revised by Koepsell-Girard and Associates, Falls Church, Virginia, from Academic Guidelines for Security and Loss Prevention Programs In Community and Junior Colleges, a report prepared for the American Society of Industrial Security and the American Association of Junior Colleges (Washington, D. C.: A. S. I. S. Foundation, Inc., 1972), p. 3.

Figure 5-1. Police Involvement In the Crime Prevention Process:  
Comparison of the Traditional and Contemporary Approach a/

An even more revealing finding relative to the value of preventative patrol in reducing crime was cited recently in a study of the Kansas City Police Department. After a scientifically evaluated 2-year study, it was found that in the areas tested the absence, availability, or intensity of preventative patrol "had no significant effect on residence and nonresidence burglaries, auto thefts, larcenies involving auto accessories, robberies or vandalism -- crime traditionally considered to be deterrable through preventative patrol." 4/

Contemporary law enforcement, as illustrated in Figure 3-1, places prevention in the prime position. Investigation and apprehension remain as important steps in the process, but they are aided by direct action before an illegal act is committed through the reduction of criminal opportunity.

It is important to point out that this approach is not intended to imply that many traditional police functions do not prevent specific behavior or that the contemporary measures do not seek to investigate or apprehend criminals after acts have been completed. Rather, this definition and approach simply seeks to change the time and point at which the police become involved in the process. 5/

This clearly is not an easy task. While the concept is simple, its execution is more difficult. In fact, it can only be accomplished successfully with the help of all sworn officers.

#### 5.1.1 Reduction of Criminal Opportunity: A Strategy of Crime Prevention

In theory, community crime prevention is based on the belief that for a criminal act to be committed, two conditions must exist: The desire to commit the misdeed, and the feeling or belief that the opportunity to succeed is present. On one hand, social scientists continue to explore methods to reduce the "desire" to commit a misdeed. However, unfortunately, substantive progress has been questionable. On the other hand, "opportunity" has been found by criminologists to be a far more predictable and controllable variable. It is toward this end that community crime prevention has been directed.

Based on this approach, the role of the police becomes to anticipate that crime will occur when risks are high, to recognize when a high-crime risk exists, to appraise the seriousness of the particular risk, and finally, to initiate action to remove or reduce the risk. It is unfortunate that no matter what steps are taken, all criminal opportunity will not be eliminated; however, by conscientiously dealing with as many crime risks as possible, the numbers of actual crimes committed may be reduced to a point where law enforcement resources can cope more effectively with the crime problem.

4/ From a summary report of the Kansas City Patrol Experiment made available to the news media and reported in the "Crime Control Digest", Washington Crime News Service (Annandale, VA), Vol. 8, No. 39, p. 3.

5/ Academic Guidelines for Security and Loss Prevention Programs In Community and Junior Colleges, a report prepared for the American Society of Industrial Security and the American Association of Junior Colleges (Washington, DC: ASIS Foundation, Inc., 1972), p. 3.

### 5.1.2 Techniques to Reduce Criminal Opportunity

There are a variety of steps or techniques that can be taken in any given situation that can impact the criminal. However, three areas of action are recommended as the basis for a coordinated preventive program in Sussex County. These concern improvement to personal and property security, increased levels of surveillance on the part of the general public, and the implementation of crime prevention approaches by local police agencies.

- Criminal Opportunity can be Reduced by Improved Security Measures -- Crime prevention as an element of security is an approach to "self-defense" for use by individuals and organizations. Therefore, by taking particular steps an individual, young or old, may secure his environment in such a manner that the potential attacker will feel that it is ". . . so formidable that he does not believe his abilities will enable him to reach the single forbidden fruit." <sup>6/</sup> As recommended by the National Crime Prevention Institute, security measures refer not only to the ". . . installation and operation of more sophisticated locking devices, but more conscientious utilization of devices that are currently installed." <sup>7/</sup> For example, many sources have argued that a large volume of burglaries could be avoided if residents or businessmen utilized the locks and latches already installed (in 1975, nearly 20 percent of all burglaries were perpetrated without forced entry). <sup>8/</sup> In short, in all too many instances a perpetrator takes advantage of unlocked doors and windows as a means to enter and burglarize premises. If the owner would have simply locked his doors and windows, such an event might have been avoided; similarly, a child or adult might not have been molested or robbed if he had been aware that he should not walk through dark alleys or accept rides from strangers. Through media campaigns, presentations to civic and other groups, and the distribution of brochures and related literature, residents and businessmen can be easily instructed in these techniques. The use of specific programs, such as premises surveys and operation identification, may also add significantly to such a campaign.

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<sup>6/</sup> Ibid.

<sup>7/</sup> Ibid.

<sup>8/</sup> Crime In the United States: 1975, Uniform Crime Reports, p. 28.

• Criminal Opportunity can be Lessened by Increasing the Level of Surveillance on the Part of the General Public -- Another key element in the crime prevention formula is the general public. Although it is difficult to make some people believe, crime is truly a community problem and must be viewed as such by everyone if significant reductions are to be achieved. It is important to note, however, that the nature of citizen involvement necessary to markedly impact crime goes beyond the "support your local policeman" theory. Rather, it calls for law enforcement officers to "work with educational institutions, all segments of the criminal justice system, and with individuals in their homes and neighborhoods. Collective security cannot be achieved unless each individual is convinced that he must protect himself from crime and also be concerned with the protection of his neighborhood." <sup>9/</sup> In short, if a potential criminal feels that he may be seen, reported, and apprehended because steps have been taken by citizens or businessmen within a community, he may clearly be influenced not to commit an intended illegal act. If he does, the timing, nature, and quality of information provided to police is improved to sufficiently aid investigation. Programs such as "Neighborhood Watch" have been used in many communities to assist in this way. <sup>10/</sup>

• The Implementation of Crime Prevention Approaches by Police Agencies -- The theory of reducing criminal opportunity requires that the role of the police be one of preventing crime, not just detecting and apprehending an offender after a criminal act has been committed. Of course, it is important to maintain good investigation programs within every policing agency because prevention cannot effectively deal with the full array of criminal events that occur in the overall law enforcement process. It is also important to remember, however, that the individual police officer must view his role as that of assisting members of the community to help themselves reduce

<sup>9/</sup> National Crime Prevention Institute, Establishing A Crime Prevention Bureau, a report prepared under LEAA Grant No. 72-DF-99-0009 (Louisville, KY: National Crime Prevention Institute, undated), p. 6.

<sup>10/</sup> Note, a variety of free Neighborhood Watch materials can be obtained by writing the National Sheriff's Association, National Neighborhood Watch Program, 1250 Connecticut Avenue, NW, Suite 320, Washington, DC 20036.

the chances of victimization. No longer can the police serve as the exclusive protector of persons and property.

### 5.1.3 Implementing a Coordinated Crime Prevention Program

There are several approaches that could be used to implement a coordinated crime prevention program to serve Sussex County communities. (For example, each local police agency could establish individual programs, programs could be sponsored and coordinated through the three State Police Troops in the county). From discussions with local law enforcement personnel, coupled with a review of the nature and intensity of crime problems in the study area, however, a program coordinated through the Sussex County Chief's Association appears most appropriate.

The Chief's Association should apply for a DARC/LEAA grant to fund a coordinated crime prevention program within the context of the preceding discussion of the subject. The funds should be used to pay the salary and fringe benefits of one fulltime crime prevention coordinator trained in both crime prevention and general law enforcement. The funds should also be used to hire a secretary who not only has office skills but who is capable of dealing with the public. Finally, the funds should be sufficient to cover office expenses, transportation costs, and related costs.

The role of the crime prevention coordinator will be varied, but should include:

- Training one local liaison officer within each participating police department in the area of crime prevention. Such training need be no longer than 1-day in duration, and should cover such topics as physical security; implementing a crime prevention program; various crime prevention techniques; and the role of the police and the community. <sup>11/</sup>
- Assisting the liaison officers (whos crime prevention responsibilities would be parttime) in defining local crime problems and in designing locally tailored preventive programs. He would also assist the liaison officers in working with local groups and organizations and in launching local public information/education campaigns.

<sup>11/</sup> Instructional and student materials for a 1-day crime prevention training program are available through Motorola Teleprograms, Inc., 4825 North Scott Street, Suite 26, Shiller Park, IL 60176.

- Monitoring and evaluating the local programs so that each community can maintain the strongest and most relevant prevention effort. The ongoing evaluation should also be maintained so that at the conclusion of DARC/LEAA funding (which should be provided for at least 2 years), the participating communities will have an accurate and objective basis upon which to decide on the appropriateness of continued local support.

Office space for the crime prevention coordinator should be located in a community centrally located to participating departments. Such space may be leased through traditional sources or, if possible, could be located within the facilities of one of the involved agencies.

Because of the parttime nature of the local liaison officers, participating departments may wish to fully finance their efforts solely with local funds, although partial State support may be possible.

#### 5.2 Criminal Intelligence and Information Exchange

Although each police department in Sussex County maintains initial investigation reports and other criminal intelligence information, no established vehicle exists for its exchange with other neighboring departments. As a means of correcting this situation, the following is recommended:

- Records personnel, with the assistance of investigating officers when appropriate, should screen all reports and other pertinent information to isolate materials that warrant exchange.
- Copies of the information should be forwarded, either monthly or semimonthly, to the office of the crime prevention coordinator.
- The crime prevention coordinator, either alone or with the assistance of a parttime crime data analyst, should review the information to determine if any trends or patterns are developing.
- Within 2 weeks after receiving the information from the participating departments, the coordinator should reproduce copies of all materials received, including any of his own observations, and forward them to each local agency and the three State Police Troops.
- DARC/LEAA funding should be requested to cover the cost of the parttime data analyst, reproduction, and mailing.



- During scheduled meetings of the Sussex County Chiefs' Association, assigned time should also be established in the agenda to facilitate the discussion of special criminal intelligence by local officers or the crime prevention coordinator.

**END**