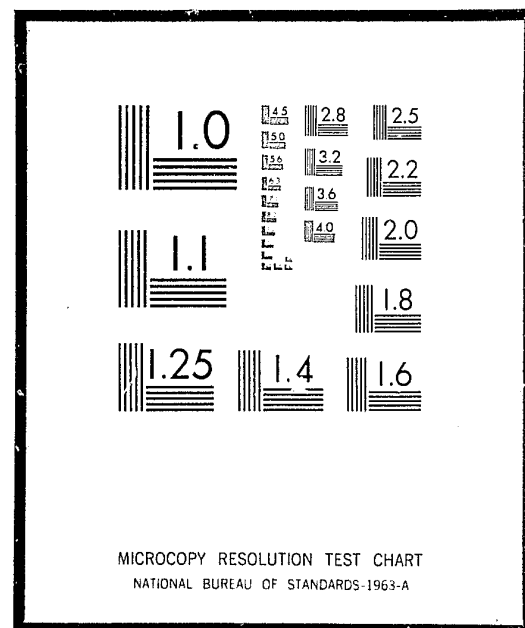


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CAT 1

High Impact Anti-Crime Program



Law Enforcement Assistance Administration

U. S. Department of Justice

I BACKGROUND

The Law Enforcement Assistance Administration (LEAA) was created by the Omnibus Crime Control and Safe Streets Act of 1968 for the purpose of improving the law enforcement and criminal justice system in the United States. Its principal means of fulfilling this task is through the award of grants to states, local agencies, private research organizations and universities. LEAA's FY 1971 budget, the bulk of which is devoted to grant activities, was well in excess of \$400 million; LEAA's FY 1972 budget amounts to nearly \$700 million. Of the funds available for action grants, 85% is given to the states according to their population ("block" grants). The remaining 15% is awarded by LEAA at its discretion. Additional funds (\$21 million in FY 72) are budgeted for research purposes.

In past years, LEAA discretionary funds have been awarded for numerous, relatively small projects. In 1971, there were forty-five discretionary grant programs and over 650 awards were made within those categories. In 1972 a new initiative against crime -- The Impact Program was begun. This new program channels a substantial portion of discretionary and research funds to meet problems which LEAA has determined to be of highest priority. The Impact Program involves every component of LEAA as well as the selected cities and the corresponding State Planning Agencies. For the first time, many of the different LEAA grant categories (e.g. discretionary, research, block) are being used in a large scale coordinated effort. The success of the effort depends upon the degree of coordination that can be achieved, the innovativeness of approach, and the availability of a wide variety of resources.

II THE SELECTION OF CRIME TARGETS

Funding of the Impact Program involves the concentration of substantial resources on two specific types of crime: stranger-to-stranger crime and burglary. The following definition is used for stranger-to-stranger crime: homicide, rape and robbery, as defined by the Uniform Crime Reporting Standards, when such crimes do not involve relatives, friends, or persons well known to the victim. Data on robbery is used as a surrogate for stranger-to-stranger crime.

These two types of crime were chosen because they are:

- A. Statistically a significant part of the total crime picture.
- B. Crimes that can be affected by a concerted effort of the criminal justice system.
- C. A major concern of the general public.

Robbery occurs most frequently of all violent crimes and 55% of all robberies occur in the street. Burglary is the most widespread of all serious crimes; there were slightly over 2 million reported burglaries in 1970. The total crime rate for index crimes is expected to rise 21% from 1971 to 1972. Of all index crime, the greatest increase in incidence rates will be in robbery (31%). Burglary is expected to increase 18% during the same period. Thus, in terms of reported crimes and the projected rates of increase, burglary and stranger-to-stranger crime (the latter measured by the robbery index) are very significant.

It is possible for the criminal justice system to take action against burglary and certain kinds of violent crime. Tactical analysis can provide

a basis for prevention and deterrence; improved police capabilities can increase detection and apprehension of offenders; adjudication and post-adjudication decisions can influence recidivism. Therefore, such target crimes are amenable to a concerted attack by the system and the community.

A number of studies have found that the public is most concerned with crimes of violence and that this relates specifically to a fear of strangers. Both robbery and burglary pose the threat of violence; sixty percent of all robberies involve an armed assailant.

III SELECTION OF TARGET CITIES

Urban areas were selected for the Impact Program because the highest proportion of crime victims live in cities. It is there that the incidence of crime continues to increase significantly. Burglary, for example, is about three times as prevalent on a per capita basis in large cities (250,000+) as in small towns (under 10,000). Robbery or street crime is even more an urban event. In 1970, the robbery rate per 100,000 for cities above 250,000 population was 595. For metropolitan suburban areas, it was exactly 1/10 of that or 59. Further, for small cities under 10,000 the robbery rate dropped to 24 per 100,000 population. It is clear that in order to make an impact on street crime, the target areas must be the relatively large central cities.

The first selection criterion, therefore, was that the cities be over 250,000 in population. Because of the limited funds available, it was unlikely that a significant crime reduction could be achieved in the nation's largest cities. The six cities over one million in population were, therefore, not considered. It was important to provide adequate

resources for the program (about \$20 million per city) so it was decided that eight of the fifty cities with populations between 250,000 and one million would be chosen. Selection was based on the following assumptions:

- (a) The greatest reduction could be achieved in those cities with the most serious robbery and burglary problems.
- (b) The program should have a broad geographic distribution.
- (c) Strong local administrative support could be expected.

Based on these criteria, Newark, Baltimore, Atlanta, Cleveland, Dallas, St. Louis, Denver and Portland were selected.

IV PROGRAM DESIGN

The National Institute of Law Enforcement and Criminal Justice, the research arm of LEAA, was responsible for the overall design of the program and for the development of a resource document, Planning Guidelines and Programs to Reduce Crime, for the use of the cities.

To assist the cities in developing their impact programs, a general analysis of the target crimes was made. Each city is to undertake its own specific crime analysis. The Institute's effort is simply a suggested approach for crime specific planning.

A. Problem Analysis

To provide a meaningful framework for addressing the problems of stranger-to-stranger crimes and burglary, it is necessary to define the key dimensions of the problem. The Institute staff used the following matrix to array the various factors that should be considered.

system response factors	Prevention	Deterrence Detection Apprehension	Adjudica- tion	Post Adjudica- tion
OFFENDER				
VICTIM				
ENVIRONMENT				

A listing of the relevant questions and major issues within each segment of the matrix was then undertaken. Many of the issues that resulted from this approach (eg., vocational training as a preventive program) are not directly related to the criminal justice process. They are, however, of major importance and must be addressed in any comprehensive attack on crime.

The next task was to determine which problems to address. The objective was to maximize impact by selecting those factors most amenable to influence and those most likely to have the greatest effect on the problem. To determine these factors, the following questions were asked:

- a. What statistical evidence is available on offenders, victims and the environment in robbery and burglary? Do these data provide a focus for an action program?
- b. Apart from statistical data, what are the informed judgements of experts in the field of criminal justice with regard to these two crimes?
- c. What research has been or is being undertaken that is relevant to those crime areas?
- d. What approaches to the problems have been taken by the criminal justice community? Have demonstration programs been funded under discretionary or block grant awards that have proved successful. Can models be developed from such programs for intensive use in combatting crime?
- e. Within a framework of the above criteria, what programs could be implemented, tested, and evaluated within the time and cost constraints of the demonstration?

Based on the above, the Planning Guidelines suggests the following "targets" to provide a common basis for action throughout the system:

- (1) Persons who have committed street crimes and burglary and are likely to be recidivists.

FBI data on repeaters by type of crime indicate that burglars

had a 76% recidivist rate and persons committing robbery had a 57% recidivist rate. A number of predictive strategies can be used to identify and define those offenders who are most likely to commit these crimes again. For example, a Philadelphia Birth Cohort Study indicates that less than 10% of the delinquent population is responsible for 60 - 70% of the serious offenses; these people are classifiable as chronic recidivists. A considerable amount of research has been done which demonstrates the feasibility of predicting delinquent behavior.

(2) Certain juveniles and young adults constitute "high risk" groups - drug addicts, the unemployed male and truants and dropouts.

Nearly half of those arrested for index crimes are under eighteen. In addition, there appears to be a rapid growth of juvenile crime. For example, in comparing arrest trends for different age groups between 1960 and 1970 the following major trends emerged: (a) for violent crimes juvenile arrests increased almost 3 times faster than adult arrests; (b) although drug arrests jumped for all age groups during the 1960's the increase exceeded 3,000% for juveniles under 18. With regard to recidivism, the FBI found that of the offenders under 20 released in 1965, 74% were rearrested by the end of 1968. This was the highest recidivism rate of all age groups. In addition, data on arrest by age and specific crime indicate that persons under 21 years of age account for 57% of the total robbery arrests and 70% of the total burglary arrests.

- (a) Drug addicts: While more research is necessary on the role of drugs in crime, there is little doubt that addiction causes a great deal of crime and that its reduction can be expected to reduce crime. A

New York City study, in 1967, revealed that "41% of those arrested for burglary were admitted users."

In addition, drugs and alcohol may provide a stimulus for crime; a study of armed robbers indicated that such was the case in 71% of the "spur-of-the-moment" robberies.

- (b) The unemployed young man: The able-bodied young man who is unemployed and unoccupied is a prospect for serious criminal activity. If he already has a criminal record, he is likely to be a recidivist. In two studies of convicted robbers by the Pennsylvania Board of Parole, it was found that 57% of those involved in the 1950 study and 74% in the 1965 study were unemployed at the time the robbery was committed.
- (c) Truants and dropouts. If the unemployed young adult is a probable offender, the truant child is a potential delinquent. National studies of delinquency emphasize the critical nature of a youth's educational experience in the development and avoidance of a delinquent and criminal career. Not only are school truants and dropouts overly represented in the delinquent population, but delinquents are far more likely to have had unsuccessful school experiences. Special efforts must be made to reach truants and school dropouts in order to provide learning and work experiences that will reduce the incidence of delinquent and criminal behavior.

(3) Those people who are most likely to be victimized.

There is a need to identify those people or businesses with

characteristics that make it more likely that they will be crime victims. Research findings and the judgments of law enforcement officials will contribute to a better understanding of victimization and provide a basis for deterrent action by law enforcement agencies.

(4) Those settings which are found to be "high risk" locations.

Several studies are currently underway that will contribute significantly to our knowledge of the settings of crime.¹ Mapping techniques can be used to determine crime patterns within a city to permit more effective resource allocations. Public housing projects are known high crime areas, and a series of Institute studies² have developed architectural design and target hardening techniques to reduce these crime problems.

B. Sample Projects

The Planning Guidelines includes a description of a number of projects that might be of interest to the impact cities. The list of projects is only one of the resources available to the cities for planning their program. The Guidelines contains programs in:

1. Prevention and Post-Adjudication
 - a. Adult and Juvenile Rehabilitation and Control Programs.
 - b. Narcotic Addiction Treatment
 - c. Vocational Rehabilitation of Unemployed Young Men
 - d. Truants and School Dropouts
 - e. Correctional Service

¹ Notably NI 72-002 "Burglary: A Study of its Character, Correlates, Correctives and Causes" and NI 71-026-142 - A joint LEAA-HUD study of Crimes in and Around Residences.

² NI 70-015, 70-082, and 71-127 "Physical Design for Improving Security in Residential Environments, New York.

2. Deterrence, Detection and Apprehension -- Community Action
 - a. Police-Community Cooperation
 - b. Hardening of Potential Targets
 - c. Non-Police Tenant Patrol
 - d. Emergency Assistance
 - e. Personal Property Identification
3. Deterrence, Detection and Apprehension -- Police Action
 - a. Police Patrol Allocation
 - b. Police Communication, Command and Control
 - c. Police Investigation
 - d. Criminalistics Laboratories
 - e. Police Department Organization and Management
4. Adjudication
 - a. Court Delay
 - b. Witnesses and Jurors
 - c. Court Recording
5. Impact Program Publicity Campaign

V PROGRAM DEVELOPMENT AND IMPLEMENTATION

A. Goals

The objective of the Impact Program is to affect a tangible reduction in the incidence of the target crimes in the selected cities. Specifically, the aim is to halt the increase in these crimes and to achieve a 5% reduction in two years and a 20% decrease in five years.

B. Management

The major responsibility for developing the impact program lies with the city. The basic data for planning, implementation and

evaluation will be developed by the cities.

The LEAA Regional Offices and the State Planning Agencies will play a significant role in the overall design of the program, in monitoring its progress and in evaluating its effects.

C. Crime Specific Planning

The program will focus on the three basic elements of any criminal act: the offender, the victim, and the crime setting. It will also stress development of an appropriate criminal justice system response in terms of prevention, deterrence, detection and apprehension, adjudication and post-adjudication processes. The target crimes will provide direction for the actions taken within the system.

To assist the impact cities in the indepth analysis of target crimes that is needed for program development, the Statistics Division of the National Institute has suggested the adoption of certain data collection and audit procedures. These recommendations include the following:

- (1) Incident data: information from incident reports and arrest records should be organized differently and in more detail than is generally done by police agencies. The first requirement is that the victim-offender relationship be determined. Second, the distribution and characteristics of specific criminal events are needed. It is useful to have data available for small geographic areas, and a precinct or police district is the minimum acceptable for planning purposes. Strategies will vary by the location of crimes;

the type of place in which off-street crime occurs, and the type of neighborhood. In addition, information on the number of offenders, apparent age, weapons, and apparent motive can also prove useful.

(2) Arrest data: characteristics of the arrestee should be examined along with the offense. These characteristics in aggregate can provide useful insights into the target population.

The Division is also suggesting formats that will facilitate the processing of incident and arrest data. It recommends that an independent audit of the statistics be carried out routinely since the maintenance of integrity and credibility of the statistics is essential.

VI EVALUATION

The Impact Program is designed to demonstrate the effectiveness of comprehensive programs to reduce stranger-to-stranger crimes and burglary. The value of this two-year effort depends on three elements: effective planning, consistent implementation and rigorous evaluation.

The National Institute will assist in the design of a comprehensive evaluation program that will measure the actual effect of the program on crime rates in the impact cities and the effectiveness of the action projects in achieving the program goals.

Three levels of evaluation will be required to adequately assess the program. Each project in the impact program will contain an evaluation component, and the cities will be responsible for this effort. The second level of evaluation will involve groupings of projects, both

within a city and across all eight cities. The Institute will perform these comparative evaluations. The final level is a "macroscopic" evaluation to determine the extent to which crime reduction goals are met. The latter will be accomplished by a large scale victimization survey conducted for the National Institute by the Census Bureau. Interviewing will take place in a probability sample of some 10,000 - 12,000 households in each city. The first survey will cover July 1971 - July 1972, the "before" measurement. A second survey will be conducted in January 1975 for the period January - December 1974. Evaluation of crime reduction will be based on victimization rather than reported crimes.

END