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ACQUISITIONS

TRI-CITY IMPACT PROGRAM

REFUNDING REPORT

SW-345-74

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2000 PITTSBURGH NATIONAL BUILDING
PITTSBURGH, PENNSYLVANIA 15222

Mr. William, L. Patterson
Director of Planning
Governor's Justice Commission
Southwest Region
Penn-Beaver Hotel
P. O. Box 191
Rochester, Pennsylvania, 15074

Dear Mr. Patterson:

We are pleased to submit our refunding report on the progress of the Tri-City Impact Program (SW/74/C/D1/8/345). This report is divided into the following sections:

- Section I: Executive Summary
- Section II: Project Activities
- Section III: Evaluation Activities
- Section IV: Project Results and Analysis
- Section V: Conclusions and Recommendations
- Section VI: Exhibits

This report supercedes our other report. If you have any questions concerning this report, please do not hesitate to contact us.



Pittsburgh, Pennsylvania
September 16, 1975

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SECTION I: EXECUTIVE SUMMARY

This summary covers the Project Activities, the Evaluation Activities, the Project Results and Analysis and our Conclusions and Recommendations concerning the Tri-City Impact Program.

PROJECT ACTIVITIES

The Tri-City Impact Program is a joint effort launched in October, 1974 by Arnold, Lower Burrell and New Kensington, Pennsylvania to achieve a more efficient and effective response to each community's respective crime problems. The project has several dimensions. It is an effort to reduce and clear crime, especially Part I person to person crimes and juvenile crimes, through the coordinated use of additional detectives and juvenile officers. It is a response to problems of high crime areas within the cities through the use of high intensity lighting and more intensive policing. It is also an approach to the pooling and coordination of police resources, including the centralization of records.

The overall goals of the project are "...the reduction of serious crime, maintenance of order and the continued cooperation of the elected officials and police officials of the three communities in providing the best possible law enforcement to the citizens of the Tri-City Area at the lowest possible cost."

To achieve the overall goals the grant set forth the following sub-goals.

1. The reassignment of four detectives to the Impact Program detective unit. The major function of this unit would be to investigate and clear crimes of violence, especially person to person crimes as indicated in the problem section of this application.
2. The reassignment of four police officers from the three communities to a foot patrol unit to achieve a greater degree of police visibility and accessibility in the designated high crime areas of the three communities.
3. The reassignment of two police officers from the three communities to specialize both in formal and informal juvenile crime problems.
4. The centralization of police communications and police record keeping for the Tri-City Area through a centralized center located in New Kensington.
5. The reassignment of an Impact Program Coordinator who will have the direct day to day responsibility for the functioning of the Impact Program under the policies and supervision of the three chiefs of police, the three mayors and the Governor's Justice Commission.

6. The provision of police officer training both basic and inservice, especially as it applies to crimes generally of a violent nature, both the apprehension and the prevention of this type of serious crime.
7. Institution of the high intensity street lighting in designated high crime areas of the three communities.
8. The continued informal and increased formal cooperation between the Tri-City communities as indicated in the municipal police cooperation agreement.

Source: Tri-City Impact Grant SW/74/C/D1/8/345, pages 6a-6g.

The principal activities of the project to date have included:

Fixing responsibility for the project.

Assigning the Impact Program Coordinator.

Maintaining records about the program and performing needed analysis.

Creating the Impact Force through reassignment of four detectives and two juvenile officers.

Reassigning four officers to the Impact Program foot patrol.

Hiring additional officers to replace officers reassigned to the Impact Force.

Designating the special high crime areas.

Installing high intensity mercury vapor street lighting.

EVALUATION ACTIVITIES

A number of evaluation criteria were examined to measure and evaluate program accomplishments against stated goals and subgoals. In some instances, these evaluation criteria are based on or utilize quantitative data (e.g., UCR statistics). In other instances, subjective evaluation data was used to supplement our quantitative data.

Quantitative Measure of Program Performance

Most of the measures were applicable to those program elements where it is possible to measure actual accomplishments versus planned accomplishments, or where it can be reasonably assumed that a cause and effect relationship exists between a program element and some type of broad indicator (e.g., change in crime rate, response time, etc.).

Subjective Measure of Program Accomplishment

A number of subjective evaluation measures have and will be utilized to supplement or complement the quantitative measures. These include:

Field visits and observations by consultant personnel.

Interviews with the police personnel in the three cities.

Questionnaires to be completed by the personnel and businessmen in the impact area, etc.

PROJECT RESULTS AND ANALYSIS

The primary objectives (anticipated results) of this project were to reduce crime in the Tri-City Area, as well as to improve the cooperation and coordination of the police forces of the three cities.

While the quantitative results of this project do not indicate a dramatic decrease in reported crime, we believe that the program has not been functioning for a sufficient period to expect major changes in the UCR statistics. However, there are some encouraging signs in the data recorded since the program began.

The number of Part I crimes cleared in the Tri-City Area increased between the first half of 1974 and the first half of 1975.

The incidence of reported acts of vandalism decreased between the first half of 1974 and the first half of 1975.

In addition, the intensity of investigation of major serious crimes appears to have increased. The Impact Force detectives have played a major role in increased investigative activities and improved clearance rates.

The program concepts, such as coordination and cooperation in the management of police resources, is one of the most important aspects of this program. When a major crime occurs in one of these three cities, the officials of that city are able to have the immediate response of a unit they otherwise could not afford.

CONCLUSIONS AND RECOMMENDATIONS

These cities have a unique arrangement, and this program allows them to work towards a greater formalization of this existing cooperation. The Impact Force is composed entirely of veteran officers, which is indicative of the commitment that all three cities have made to the program. Another positive indication is the willingness of the three communities to explore openly possibilities for improved cooperation and coordination.

While there is not sufficient reliable data to state whether the project has influenced the crime rate, we believe some encouraging signs indicate that the program should be refunded. Six months of data cannot provide an adequate

indicator as to this program's effect on the Part I crime rate. Nevertheless, the project should be continued for another year, assuming that further steps will be taken towards: 1.) achieving even more coordination among the departments, and, 2.) developing a plan for consolidation of certain auxiliary police services. The Tri-Cities project is a unique experiment in intergovernmental cooperation and coordination and the better use of police resources, which should provide police programs to the cities at a reasonable cost. Under this grant, each of the three cities can use the services of all the Impact Force officers. This program then permits these cities to have the benefit of a regional police department while maintaining their individual autonomy.

In the second year of the grant, we recommend that the following activities be performed by the Tri-City Impact Program officials, within a reasonable period of time:

Establish a plan and timetable for quantifying or developing standards of performance for the goals as outlined in the grant.

Develop a plan and timetable for the implementation of the fourth goal of the original grant, that is "the centralization of police communications and police record keeping for the Tri-City Area through a centralized center located in New Kensington.

Develop a formalized plan which would provide a clearer definition of the organizational structure of the Impact Force and its relationship to the three police departments.

This initial effort of cooperation and coordination that the cities of Arnold, Lower Burrell and New Kensington, entered during October of 1974, is only the beginning of a series of activities. These activities should explore all possible areas of cooperation and coordination to better manage the resources of the participating departments.

SECTION II: PROJECT ACTIVITIES

The Tri-City Impact Program* is a joint effort launched in October, 1974 by Arnold, Lower Burrell and New Kensington, Pennsylvania to achieve a more efficient and effective response to each community's respective crime problems. The project has several dimensions. It is an effort to reduce and clear crime, especially Part I person to person crimes and juvenile crimes, through the coordinated use of additional detectives and juvenile officers. It is a response to problems of high crime areas within the cities through the use of high intensity lighting and more intensive policing. It is also an approach to the pooling and coordination of police resources, including the centralization of records.

To provide a better understanding of the project, its goals and activities, this section of the report gives:

- Background information about historic crime rates, population changes, and local economic conditions.
- A statement of the problems which the grant is expected to help alleviate.
- Project goals and objectives which are the framework for the activities of the project.
- Project activities with special attention to administration and organizational steps required to implement the project.

BACKGROUND

Part I Crimes

The Tri-City Area, and especially New Kensington, had experienced relatively significant rates of Part I crime in recent years as compared

* This project is financed for 12 months operation by grant SW/74/C/D1/8/345 in the amount of \$192,616, supplemented by \$9,631 of local funds. The grant was awarded under Section D-1 of the Comprehensive Plan for the Improvement of Criminal Justice in Pennsylvania for 1974. This section of the State plan "concerns itself with the coordination or consolidation of police staff, field and auxiliary services."

to the rate for the Commonwealth of Pennsylvania. New Kensington, in particular, had experienced a Part I crime rate 50% higher than that for the Commonwealth of Pennsylvania. Tables 1 through 3 give more information about the nature and extent of crime in the Tri-City Area.

Table 1

Comparison of Part I Crime Rates per 100,000 of Population for the Tri-Cities and Pennsylvania for 1972 and 1973

<u>Type of Crime</u>	<u>1972</u>		<u>1973</u>	
	<u>Tri-Cities</u>	<u>Pennsylvania</u>	<u>Tri-Cities</u>	<u>Pennsylvania</u>
Criminal Homicide	2.4	6.0	2.4	6.3
Forcible Rape	2.4	15.2	-	14.9
Robbery	166.1	145.6	99.7	135.3
Assault	142.4	100.6	116.3	106.0
Burglary	659.7	742.3	899.3	766.6
Larceny-Theft	1,551.9	1,026.1	1,635.0	1,069.9
Motor Vehicle Theft	284.8	333.5	199.3	359.8
Total Part I Crime Index	<u>2,809.7</u>	<u>2,369.3</u>	<u>2,952.0</u>	<u>2,458.8</u>

Sources: Individual city UCR return submissions to the Pennsylvania State Police, and Crime in the United States 1973, Issued by Clarence M. Kelley, Director FBI, 1974.

Tables 2 and 3 give the reported Part I crimes by community for the Tri-City Area for 1972 and 1973, respectively.

Table 2

Part I Crimes Reported to the Police in the Cities of Arnold, Lower Burrell
and New Kensington for the Year 1972

	<u>Arnold</u>	<u>Lower Burrell</u>	<u>New Kensington</u>	<u>Total</u>
Criminal Homicide	--	--	1	1
Forcible Rape	1	--	--	1
Robbery	17	4	49	70
Assault	7	2	51	60
Burglary	38	92	148	278
Larceny-Theft	98	143	413	654
Motor Vehicle Theft	<u>28</u>	<u>17</u>	<u>75</u>	<u>120</u>
Total Part I Crime Index	<u>189</u>	<u>258</u>	<u>737</u>	<u>1,184</u>

Source: Individual City UCR return submission to the Pennsylvania State Police.

Table 3

Part I Crimes Reported to the Police in the Cities of Arnold, Lower Burrell
and New Kensington for the Year 1973

	<u>Arnold</u>	<u>Lower Burrell</u>	<u>New Kensington</u>	<u>Total</u>
Criminal Homicide	--	--	1	1
Forcible Rape	--	--	--	--
Robbery	10	1	31	42
Assault	5	14	30	49
Burglary	66	106	207	379
Larceny-Theft	93	165	431	689
Motor Vehicle Theft	<u>16</u>	<u>15</u>	<u>53</u>	<u>84</u>
Total Part I Crime Index	<u>190</u>	<u>301</u>	<u>753</u>	<u>1,244</u>

Source: Individual city UCR return submission to the Pennsylvania State Police.

Population Changes

The Tri-Cities are located in an urban industrialized area contiguous to one another along the Allegheny River, in the northwestern section of Westmoreland County. The county had a 6.9% increase in population from the 1960 census of 352,629 persons to the 1970 census of 376,935 persons. Since 1960 the Tri-City Area, however, has collectively experienced a decline in population.

New Kensington and Arnold's loss of population has more than offset the gains made by Lower Burrell.

Table 4

A Comparison of the Population Changes of the Cities of Arnold, Lower Burrell and New Kensington from 1960 to 1970 and Their Percent of the County Population

	<u>1960</u>	<u>1970</u>	<u>Estimated 1973</u>	<u>1960 to 1970 % Change</u>	<u>1970 to 1973 % Change</u>
Arnold	9,437	8,174	7,477	-13.4%	-8.5%
Lower Burrell	11,952	13,654	14,277	+14.2%	+4.6%
New Kensington	<u>23,485</u>	<u>20,312</u>	<u>19,057</u>	-13.5%	-6.2%
Total Tri-City	<u>44,874</u>	<u>42,140</u>	<u>40,811</u>	- 6.1%	-3.2%
County Total	352,629	376,935	381,444	+ 6.9%	+1.2%
Tri-City as a Percent of County by Population	12.73%	11.18%	10.70%	--	--

Source: U. S. Department of Commerce, Bureau of Census.

The three cities consist of 20.75 square miles. Westmoreland County consists of 1,024 square miles.

Table 5

Area in Square Miles of the Tri-Cities

<u>City</u>	<u>Area in Square Miles</u>
Arnold	.75 square miles
Lower Burrell	16.00 square miles
New Kensington	<u>4.00 square miles</u>
Total	<u>20.75 square miles</u>

Source: New Kensington Area, Statistics in Brief.

Economic Conditions

The composite unemployment rate of the cities of Arnold, Lower Burrell and New Kensington decreased from 9.6% in 1960 to 6.1% in 1970. A comparison

of Tables 6 and 7 indicates that this decrease was due to a reduction in the available civilian labor force which corresponds to the reduction in population exhibited in Table 4 of this report. Tables 6 and 7 show the Tri-City Area labor force for 1960 and 1970, respectively.

Table 6

1960 Labor Force of the Tri-City Impact Area

	<u>Arnold</u>	<u>Lower Burrell</u>	<u>New Kensington</u>	<u>Total</u>
Civilian Labor Force	3,582	4,090	8,694	16,366
Persons Employed	3,237	3,781	7,777	14,795
Persons Unemployed	345	309	917	1,571
Percent Unemployed	9.6	7.6	10.5	9.6

Source: U. S. Department of Commerce, Bureau of the Census.

Table 7

1970 Labor Force of the Tri-City Impact Area

	<u>Arnold</u>	<u>Lower Burrell</u>	<u>New Kensington</u>	<u>Total</u>
Civilian Labor Force	3,148	4,901	7,553	15,602
Persons Employed	2,862	4,668	7,126	14,656
Persons Unemployed	286	233	427	946
Percent Unemployed	9.1	4.8	5.7	6.1

Source: U. S. Department of Commerce, Bureau of the Census.

The reduction in New Kensington's civilian labor force from 8,694 to 7,553 in 1970 was one of the contributing factors to the overall reduction of the rate of unemployment in this area. Lower Burrell's increase in persons employed from 1960 to 1970 was 887 and indicates economic growth in this city.

The change in per capita income for the area is shown in Table 8.

Table 8

Monetary Income Per Capita of Population 1970 and 1972 Estimate

	1969 (Census)	1972 (Estimate)	Percent Change
Arnold	\$2,668	\$3,253	+21.9
Lower Burrell	2,878	3,633	+26.2
New Kensington	2,929	3,573	+22.0
Westmoreland County	2,848	3,441	+20.8
State of Pennsylvania	3,066	3,711	+21.0

Source: U. S. Department of Commerce, Bureau of the Census.

While the per capita income for the three cities is below that of the State of Pennsylvania, Lower Burrell and New Kensington had higher per capita income than the County of Westmoreland average in both periods.

PROBLEM

Crime statistics for 1972 and 1973 indicated a relatively high crime rate, especially in New Kensington, which was experiencing a crime index rate 50% higher than the Pennsylvania rate. In addition the grant application indicated the following problems as the basis for receiving category D-1 funding.

"...high street crime (sic)...in the inner city areas of Arnold and New Kensington."

"...criminal involvement of youth as evidenced in the rising petty crime and burglary rates of Lower Burrell."

"...overall high incidence of person to person crimes and Part I Index crimes...for the three communities..."

ORIGINAL GOALS AND OBJECTIVES OF THE PROJECT

The overall goals of the project were "...the reduction of serious crime, maintenance of order and the continued cooperation of the elected officials and police officials of the three communities in providing the best possible law enforcement to the citizens of the Tri-City Area at the lowest possible cost."

To achieve these overall goals the grant set forth the following goals.

1. The reassignment of four detectives to the Impact Program detective unit. The major function of this unit would be to investigate and clear crimes of violence, especially person to person crimes as indicated in the problem section of this application.
2. The reassignment of four police officers from the three communities to a foot patrol unit to achieve a greater degree of police visibility and accessibility in the designated high crime areas of the three communities.
3. The reassignment of two police officers from the three communities to specialize both in formal and informal juvenile crime problems.
4. The centralization of police communications and police record keeping for the Tri-City Area through a centralized center located in New Kensington.
5. The reassignment of an Impact Program Coordinator who will have the direct day to day responsibility for the functioning of the Impact Program under the policies and supervision of the three chiefs of police, the three mayors and the Governor's Justice Commission.
6. The provision of police officer training both basic and inservice, especially as it applies to crimes generally of a violent nature, both the apprehension and the prevention of this type of serious crime.
7. Institution of the high intensity street lighting in designated high crime areas of the three communities.
8. The continued informal and increased formal cooperation between the Tri-City communities as indicated in the municipal police cooperation agreement.

Source: Tri-City Impact Grant SW/74/C/D1/8/345, pages 6a-6g.

ACTIVITIES OF THE PROJECT

This section describes the principal project activities which have occurred since approval of the grant in October, 1974. These activities included:

- Fixing responsibility for the project.
- Assigning the Impact Program Coordinator.

- Maintaining records about the program and performing needed analysis.
- Creating the Impact Force through reassignment of detectives and juvenile officers
- Hiring additional officers to replace officers reassigned to the Impact Force.
- Designating the special high crime area.
- Installing high intensity mercury vapor street lighting.
- Reassigning officers to the Impact Program foot patrol.

Fixing Responsibility for the Project

A key activity has been the development of organizational responsibility for the project. Overall responsibility for the program rests with the three chiefs of police. The chiefs, in conjunction with their respective mayors, establish policy for the program. The chief determines where the various units of the Tri-City Impact Program will be assigned and once the unit is operating in a particular community, they are under the command of the chief of that particular community.

Assigning Impact Program Coordinator

The three cities appointed Lt. Joseph S. Mangione to serve as Impact Program Coordinator. The Tri-City Impact Program Coordinator, while being charged with the direct day to day responsibility for the functioning of the Impact Program, does not have command responsibility for the officers assigned to this program. The Impact Program Coordinator and his chief clerk and clerk, accordingly, function in an administrative role.

Maintaining Records and Performing Analysis

The Impact Program Coordinator and staff have established and maintained records pertaining to the operation of the Tri-City Impact Program. These records include files about:

- Offenses in each city's designated high crime area.
- Response time for all Part I offenses for each city.
- Part I offenses in New Kensington.
- Statistics used for project evaluation.

The coordinator and staff have attempted some analysis of crime statistics as planning support for the Impact Program. This analysis was primarily concerned with attempting to identify days of the week with a high incidence of crime.

The program coordinator and staff have been involved with the preparation of reports, maintenance of records, project accounting and attendance at meetings pertaining to the Impact Program grant.

Conducting Training Programs

The grant designates the program coordinator as the training officer. The coordinator initiated various basic and inservice training activities. A complete list of the training programs attended by members of the Tri-City Impact Force since the beginning of the program may be found in Table 9.

Table 9

Training Programs Attended by the Tri-City Impact Force

<u>Number of Officers Attending</u>	<u>Course</u>	<u>Length</u>
All Tri-City Detectives	Pittsburgh Finger Print Lab	2 days
3-Tri-City Detectives	Forensic Medicine/Dr. Wecht	3 days
2-Tri-City Detectives	Federal Narcotics Class at Thiel College	10 days
All Tri-City Officers	Police Science Course at Indiana University	2 days
All Tri-City Officers	Fire Arms Instruction	--
All Tri-City Officers	Finger Print Course	4 hours
8-Tri-City Officers	Criminal Evidence	4 hours

Source: Tri-City Impact Program Coordinator.

A number of police films were shown to the officers in the cities of Arnold, Lower Burrell and New Kensington. Table 10 contains a list of the films, the date shown and the number of officers attending.

Table 10

Training Films Shown to the Officers from the Tri-Cities

<u>Title</u>	<u>Date Shown</u>	<u>Officers Attending</u>		
		<u>Impact Force</u>	<u>All Other</u>	<u>Total</u>
Shoot/Don't Shoot	11/7/74	10	9	19
Domestic Disturbance Calls	11/7/74	10	9	19
Crime in Progress	11/7/74	10	9	19
Violent Crimes	11/7/74	10	9	19
Hand to Hand Techniques	11/7/74	10	9	19
What's a Cop?	11/7/74	10	9	19
Use of the Short Baton	11/7/74	10	9	19
There's an Addict in the House	12/16/74	10	27	37
Routine Patrol	12/16/74	10	27	37
Special Situations	12/16/74	10	27	37
Field Problems	12/16/74	10	27	37
Arrest Procedure	12/16/74	10	27	37
Pursuit Driving	12/16/74	10	27	37
Is It Always Right to Be Right?	4/7/75	10	13	23
Just Like You	4/7/75	10	13	23
It's Your Move Sergeant	4/7/75	10	13	23

Source: Tri-City Impact Program Coordinator.

Creating Impact Force

The Impact Force consists of four detectives and two juvenile officers with authority to operate in all three cities. The leader of the Impact Force detectives was selected by his fellow detectives. A similar procedure was used to select the leader of the juvenile officers. The three chiefs jointly exercise control over the Impact Force detectives and juvenile officers. These officers respond to a particular jurisdiction upon request.

Four veteran officers were reassigned to the Impact Force on October 15, 1974. These officers and their respective cities are listed in Table 11.

Table 11

Impact Force Detectives

<u>Name</u>	<u>Prior Position</u>	<u>City</u>	<u>Total Years Police Experience</u>
William Dlubak	Detective Sergeant	New Kensington	11
Daniel Antonacci	Detective Sergeant	New Kensington	7
George Carter	Corporal	Lower Burrell	15
James Dargenzio	Detective	Arnold	15

Source: Tri-City Impact Program Coordinator.

Two veteran juvenile police officers were reassigned to the Impact Force of October 15, 1974 to specialize both in formal and informal juvenile crime problems. These officers and their respective cities are listed in Table 12.

Table 12

Impact Force Juvenile Officers

<u>Name</u>	<u>Prior Position</u>	<u>City</u>	<u>Total Years Police Experience</u>
James Chambers	Juvenile Officer	New Kensington	5
John P. Migliorisi	Juvenile Sergeant	Arnold	20

Source: Tri-City Impact Program Coordinator.

Information about arrests made by Impact Force detectives and the disposition of those arrests is shown in Tables 40 through 43.

The Impact Force juvenile officers' reports indicate that they allocated their time in the following manner during the first and second quarters of 1975.

Table 13

Percentage Allocation of Juvenile Officers' Time During the First
and Second Quarters of 1975

	<u>1st Quarter</u>	<u>2nd Quarter</u>
Preventive (Including school visits)	15	14
Court Cases	5	13
Investigation	44	49
Training and Administration	<u>36</u>	<u>24</u>
	<u>100</u>	<u>100</u>

Source: Individual officer reports submitted to the program evaluator.

Information about arrests and disposition of cases for Impact Force juvenile officers is shown in Tables 14 and 15.

Table 14

First Quarter 1975 Arrests and Disposition of Cases
for the Tri-City Juvenile Officers

	<u>Tri-City Disposition of Arrests</u>					
	<u>Cases</u>	<u>Number Tri- City</u>	<u>Court</u>	<u>Dismissed</u>	<u>Fines Restitution Costs</u>	<u>Pending and Other</u>
Criminal Homicide	---	---	---	---	---	---
Forcible Rape	---	---	---	---	---	---
Robbery	1	1	1	---	---	---
Assault	2	---	---	---	---	---
Burglary	12	4	4	---	---	---
Larceny-Theft	16	16	16	---	---	---
Motor Vehicle Theft	<u>1</u>	<u>1</u>	---	---	---	<u>1</u>
Total	<u>32</u>	<u>22</u>	<u>21</u>	---	---	<u>1</u>

Source: Tri-City Impact Program Coordinator.

Table 15

Second Quarter 1975 Arrests and Disposition of Cases
for the Tri-City Juvenile Officers

	Tri-City Disposition of Arrests					
	<u>Cases</u>	<u>Number Tri- City</u>	<u>Court</u>	<u>Dismissed</u>	<u>Fines Restitution Costs</u>	<u>Pending and Other</u>
Criminal Homicide	---	---	---	---	---	---
Forcible Rape	---	---	---	---	---	---
Robbery	---	---	---	---	---	---
Assault	1	---	---	---	---	---
Burglary	5	---	---	---	---	---
Larceny-Theft	14	6	1	---	---	5
Motor Vehicle Theft	2	2	1	---	---	1
Total	<u>22</u>	<u>8</u>	<u>2</u>	<u>---</u>	<u>---</u>	<u>6</u>

Source: Tri-City Impact Program Coordinator.

Hiring Officers to Replace Reassigned Officers

The cities indicated they have hired personnel, as shown in Table 16, to replace personnel reassigned to the Impact Program.

Table 16

Replacements for Officers Transferred to the Tri-City Impact Force

<u>Name</u>	<u>Date Hired</u>	<u>Position</u>
<u>Arnold</u>		
Joseph Douth	December 15, 1974	Civilian Dispatcher
Casimar Gentile	December 15, 1974	Civilian Dispatcher
Ronald Hopkins	December 15, 1974	Patrolman
<u>Lower Burrell</u>		
Carl Baker	November 1, 1974	Patrolman
James Echon	October 15, 1974	Patrolman
<u>New Kensington</u>		
James Heymers	November 1, 1974	Patrolman
Frank Link, Jr.	October 21, 1974	Detective
John Moses	December 1, 1974	Patrolman
Charles Runco	December 18, 1974	Patrolman
William Snyder	November 21, 1974	Patrolman
Dennis Stankiewicz	October 31, 1974	Patrolman

Source: Tri-City Impact Program Coordinator.

Prior to the formation of the Impact Force, reassignment of Lt. Mangione and the addition of four patrolmen for the high crime areas, there were 51 full-time police officers in the Tri-City Area. The Impact Program resulted in 59 full-time officers for the three cities. Tables 17 and 18 show the complement of officers before and after institution of the program.

Table 17

Full-Time Police Officers by Position for the Cities of Arnold, Lower Burrell and New Kensington Immediately Prior to the Tri-City Impact Program as of September 30, 1974

	<u>Arnold</u>	<u>Lower Burrell</u>	<u>New Kensington</u>	<u>Total</u>
Chiefs	1	1	1	3
Lieutenants	1	1	5	7
Detective Sergeants	--	--	2	2
Sergeants	--	2	3	5
Detectives	1	--	1	2
Juvenile Officers	1	1	1	3
Corporals	--	1	--	1
Patrolmen	5	6	14	25
Patrolman Dispatchers	<u>3</u>	--	--	<u>3</u>
Total Police Officers	<u>12</u>	<u>12</u>	<u>27</u>	<u>51</u>
Civilian Dispatchers	--	--	<u>4</u>	<u>4</u>
Total	<u>12</u>	<u>12</u>	<u>31</u>	<u>55</u>

Source: Tri-City Impact Program Coordinator.

Table 18

Full-Time Police Officers by Position for the Cities of Arnold, Lower Burrell
and New Kensington with the Addition of the Tri-City Impact Force
as of December 31, 1974

	<u>Arnold</u>	<u>Lower Burrell</u>	<u>New Kensington</u>	<u>Tri-City Force</u>	<u>Total</u>
Chiefs	1	1	1	--	3
Lieutenants	1	1	5	1	8
Detective Sergeants	--	--	1	3	4
Sergeants	2	2	3	--	7
Detectives	--	--	1	1	2
Juvenile Officers	1	1	1	2	5
Corporals	--	1	--	--	1
Patrolmen	4	6	15	4	29
Patrolmen Dispatchers	--	--	--	--	--
Total Police Officers	<u>9</u>	<u>12</u>	<u>27</u>	<u>11</u>	<u>59</u>
Civilian Dispatchers	<u>3</u>	--	<u>4</u>	--	<u>7</u>
Total	<u>12</u>	<u>12</u>	<u>31</u>	<u>11</u>	<u>66</u>

Source: Tri-City Impact Coordinator.

In addition to these full-time officers, the cities of Arnold, Lower Burrell and New Kensington had 1, 2 and 18 part-time officers respectively as of September 30, 1974 and as of December 31, 1974.

Designating Special High Crime Areas

Officials of the three cities designated the following special high crime impact areas:

1. Arnold's area is the section of the downtown district bounded on the north by 19th Street (Drey Street), on the south by 13th Street, on the east by the Penn Central Railroad tracks, and on the west by the Allegheny River. The 39 high intensity mercury vapor street lights were installed in this section of Arnold.
2. Lower Burrell does not have a special high crime impact area. The city installed its lights along Route 56, the Route 56 bypass, Route 780 and Route 366.
3. New Kensington's area is the section of the downtown district bounded on the north by 13th Street, on the south by 5th Street, on the east by the Penn Central Railroad tracks, and on the west by the Allegheny River. The 40 high intensity mercury vapor street lights were installed in this section of New Kensington.

The high crime areas of Arnold and New Kensington are indicated in the map shown as Exhibit I, on page 68.

Installing High Intensity Lighting

Each city has installed high intensity mercury vapor street lighting in the high crime areas. The city of Arnold installed 39 high intensity lights. The city of New Kensington installed 40 high intensity lights. The city of Lower Burrell has several major shopping centers, which are lighted by private businesses. As the city of Lower Burrell does not have a downtown nor a high crime area to the extent that Arnold and New Kensington do, Lower Burrell used its high intensity lighting funds to replace 50 lights along the major roads through that section. The installation of lights for all three cities began on January 1, 1975 and was completed by January 31, 1975.

Reassigning Officers to Impact Program Foot Patrol

Four veteran police officers were reassigned to the Impact Program on October 15, 1974 as the foot patrol unit. Their purpose is to achieve a greater degree of police visibility and accessibility in the designated high crime areas of the three communities. These officers and their respective cities are listed in Table 19.

Table 19

Impact Program Foot Patrol Unit

<u>Name</u>	<u>Prior Position</u>	<u>City</u>	<u>Total Years Police Experience</u>
Ellwood McGregor	Patrolman	New Kensington	9
James Sicilia	Patrolman	New Kensington	20
Larry Tipton	Patrolman	Arnold	4
Harold B. Stubrick	Patrolman	Lower Burrell	15

Source: Tri-City Impact Coordinator.

These four officers patrol in their respective city's designated special high crime impact areas. In Lower Burrell, which does not have a designated special high crime impact area, as such, officers patrol problem areas as they develop and are designated by the Lower Burrell chief.

These four officers supplement their respective city's normal police efforts in the designated high crime areas. As such, they are part of their city's increased overall response to the problems posed by special crime areas.

SECTION III: EVALUATION ACTIVITIES

This section discusses the nature of the evaluation, including the extent and timing of the major evaluation activities. The various types of data used in the evaluation, as well as the scope and limitations of the evaluation effort, are discussed. The final portion of this section deals with project feedback developed during the evaluation effort.

NATURE, EXTENT AND TIMING OF EVALUATION ACTIVITIES

Because of the late date at which our contract was approved, the actual evaluation period involved only an eight month elapsed period of which "hard data" was compiled for a period of six months.

Our initial activity involved assisting the Impact Program Coordinator to develop an evaluation program involving the use of resources with both quantitative and subjective evaluation criteria. Significant problems are involved in attempting to measure and evaluate program performance, both in terms of the indicators themselves and the reliability of the data. Accordingly, those indicators were selected which, in our opinion, provided the most reliable data regarding program accomplishments.

Exhibit II is a flowchart which details how indicators can be used to draw conclusions about program accomplishments.

Since the initial meeting, we have met with the Tri-City Impact personnel during the course of this evaluation covering a broad spectrum of activities, including over 15 separate onsite reviews and meetings.

The first few meetings were primarily concerned with formulating the means of gathering historical data to establish base periods. Concurrent with this activity, we devised a system for reporting crime statistics that would generate sufficient data upon which to evaluate the program.

We also had the opportunity to participate in a public meeting where the Tri-City Impact Program Director and Coordinator presented an informational panel discussion on the activities of the Tri-City Impact Program.

The evaluation effort has not been limited to the collection of quantitative statistical data. We have conducted formal and informal discussions and interviews with the program director, program coordinator and some of the other officers involved in this program in an effort to supplement and better interpret quantitative data. Our discussions included other officers not assigned to the Tri-City Impact Program in order to obtain their reactions to the program as well.

Evaluation activities have also included a tour of the New Kensington Substation, located in the downtown section of that city. We visited the indoor firing range of that city and discussed the functions of the range with the program coordinator and a range officer.

Community attitudes regarding the program are important. The scope of this evaluation did not include any community surveys regarding opinions or support for this program. Since the program began to function in late October of 1974 and certain aspects of it, such as the street lights, were not operational until January 31, 1975, such a survey would have been unpractical. We did, however, develop questionnaires (Exhibits VI and V) which will be sent to the businesses in the high crime areas of Arnold and New Kensington, as well as victims of reported robberies, assaults and burglaries.

Excluded from our activities were evaluations of subgrant financial records, or compliance by the grantee with all federal and state regulations. We have not assumed any management responsibility for the program, nor responsibility for developing and collecting evaluation data. Our activities are limited to assessing the extent to which the project met its objectives and do not replace on-going grant monitoring activities of the Governor's Justice Commission.

GOALS OF THE TRI-CITY IMPACT PROGRAM

Three major goals were identified in the grant application, as follows:

- Reduce serious crimes
 - . In the three cities
 - . In designated high crime areas.
- Improve Tri-City police administration and performance
- Improve police visibility and accessibility

The goals were further subdivided into the following subgoals so as to conform with the grant application.

<u>Goal</u>	<u>Subgoal - Per Grant Application</u>
<u>Reduce serious crimes in the three cities, and in designated high crime areas:</u>	<ol style="list-style-type: none">1. Assign* four detectives to a special impact unit.2. Assign* two police officers to specialize in juvenile crime.3. Install high intensity lights in designated areas.
<u>Improve Tri-City Police Administration and Performance</u>	<ol style="list-style-type: none">4. Centralize Tri-City police communications and records.5. Provide full-time Impact Program Coordinator and support.6. Improve police officer training with regard to violent crime.7. Improve Tri-City police cooperation and coordination.
<u>Improve Police Visibility and Accessibility</u>	<ol style="list-style-type: none">8. Assign* four police officers to a special foot patrol.

The inter-relationships of each of these goals is shown in

Exhibit II.

* New positions. Personnel assigned to be replaced by new personnel, increasing total Tri-City police complement from 51 to 59, plus two additional clerks and civilian dispatchers.

EVALUATION DATA AND CRITERIA

A number of evaluation criteria were examined to measure and evaluate program accomplishments against stated goals and subgoals. In some instances, these evaluation criteria are based on or utilize quantitative data (e.g., UCR statistics). In other instances, subjective evaluations are required in the absence of valid quantitative evaluation data.

In some instances, valid data is available for a base period of several years. Actual data compiled during the project for comparative purposes was limited, however, to a six month period. In some instances, this is insufficient data on which to base valid conclusions regarding program performance.

The various evaluation indicators and criteria used in this project are summarized below, and then discussed in the succeeding section.

<u>Goal/Subgoal</u>	<u>Evaluation Criteria</u>
<u>Reduce serious crimes in the three cities and in designated high crime areas:</u>	<u>Level of Resources Applied vs. Planned</u> <ul style="list-style-type: none">● Number of police officers assigned to:<ul style="list-style-type: none">. Special Impact Unit. Special Foot Patrol. Juvenile Crime● Installation of high intensity lights.● Procurement of authorized equipment and supplies.● Establishment of position of program coordinator and staff personnel authorized.
	<u>Quantitative Measures of Program Accomplishments</u>
	Reduce Incidence of Crime: <ul style="list-style-type: none">● Reduction in Part I crimes in specific Tri-City Area - per UCR's.

Goal/Subgoal

Evaluation Criteria

- Reduction in Part I crimes in special impact areas - per UCR's.
 - . Day crimes
 - . Night crimes
- Reduction in juvenile complaints for vandalism - per Part II UCR's.
- Number of arrests for juvenile crimes made by Tri-City juvenile team.

Improve Prevention, Detection and Apprehension for Person to Person Crime:

- Improve response time - number of minutes.
- Improve clearance rates - number of arrests.
- Increase intensity of investigation - proportion of total special impact unit arrests and quality of arrests (number of convictions).

Subjective Measures of Program Accomplishments

- Questionnaires prepared by:
 - . Crime victims
 - . Businessmen in high crime areas
- Opinions secured by consultant interviews conducted with the special impact unit and other police personnel concerning program accomplishments.
- Field visits by consultant personnel.
- Time allocations by Tri-City special force personnel.

Improve Tri-City Police Administration and Performance:

Impact Program Management/Coordination:

- Establishment of position of program coordinator and staff as planned.
- Opinions secured by consultant from chiefs of police.

Goal/Subgoal

Evaluation Criteria

Centralization of Tri-City Police
Communications and Records

- Adequacy of plans for centralization/consolidation.
- Extent of actual centralization/consolidation of communications and records system.

Police Training

- Number of training sessions held vs. required and scheduled.
- Number of police officers completing training vs. scheduled.

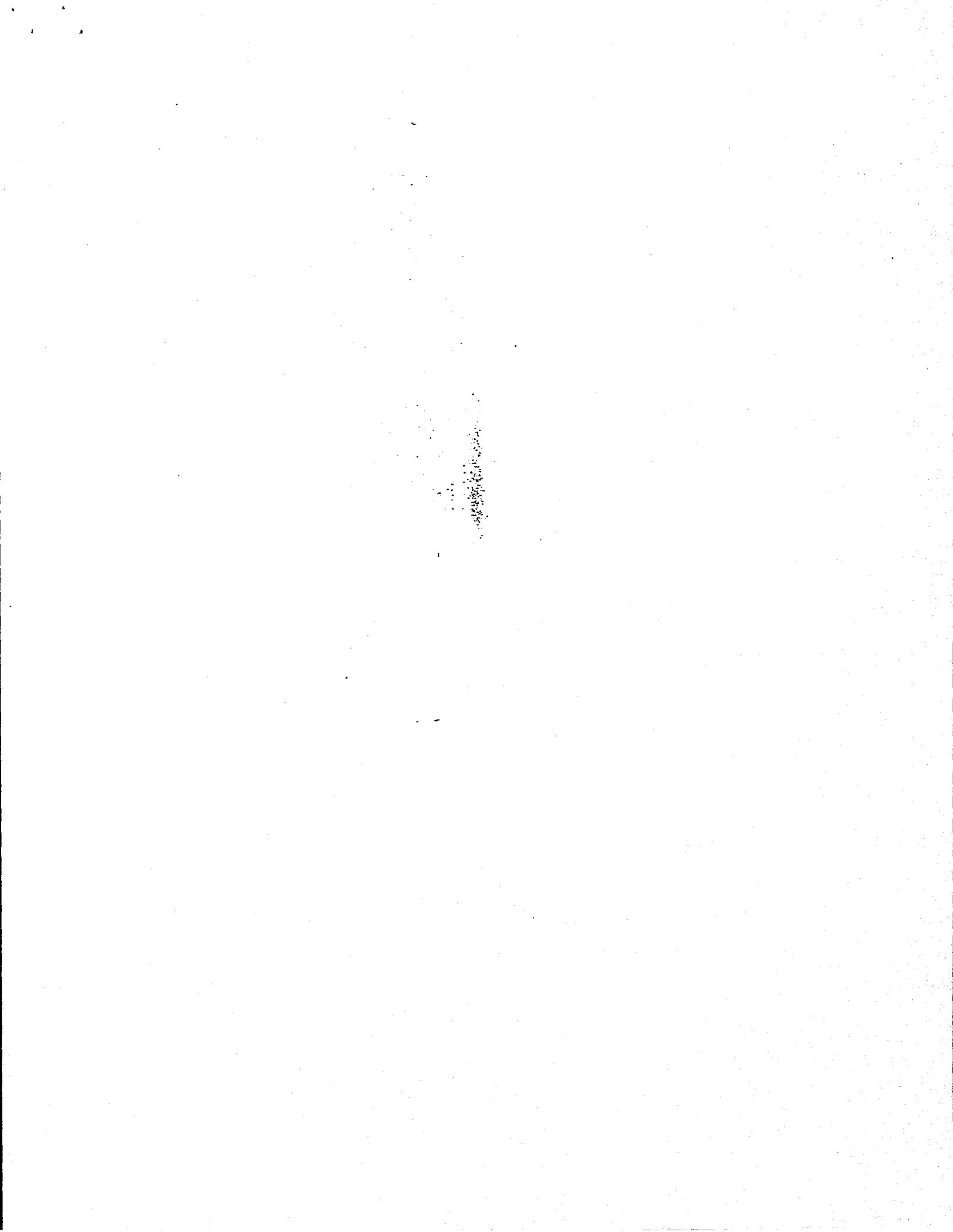
Improved Tri-City Police Cooperation
and Coordination

- Opinions secured by consultants from officials of the three cities:
 - . Police Chiefs
 - . Mayors
- Opinions secured from members of Governor's Justice Commission Regional Office.
- Improve response time for person to person crimes.
- Reduction in Part I crime rate in special impact area.
- Questionnaires prepared by small businessmen.

Improve Police Visibility
and Accessibility:

EVALUATION METHODOLOGY

A general discussion of evaluation concepts and methods and the source, validity, reliability and limitations of data are set forth subsequently for each indicator or category of indicators, grouped by category, as follows:



- Level of resources applied.
- Quantitative measures of program accomplishments.
- Subjective measures of program accomplishments.

Level of Resources Applied

This type of evaluation was conducted to determine whether:

- The project was organized and accomplished according to the plan.
- The resources (manpower, money, equipment, materials, etc.) were secured and allocated in accordance with the plan.

Quantitative Measures of Program Performance

Most of the measures were applicable to those program elements where it is possible to measure actual accomplishments versus planned accomplishments, or where it can be reasonably assumed that a cause and effect relationship exists between a program element and some type of broad indicator (e.g., change in crime rate, response time, etc.).

All of the quantitative indicators used in this evaluation are recognized and used by police departments as the best criteria available and include uniform crime statistics and arrest and clearance rates, by type, etc. It is not necessary, in our opinion, to present in this report any detailed justification or explanation of the use of such criteria. Problems, data inadequacies, etc. are set forth in Section IV. We have, however, briefly summarized below some of the procedures followed in developing this type of quantitative evaluation data.

UCR Data Re Person to Person Crimes

The specific indicators for which comparative data was compiled on a Tri-City and high impact area basis included:

- Part I UCR Data Per 100,000 Population
(Base vs. test period)

- . Number of robberies
- . Number of assaults
- . Number of burglaries
- . Number of rapes
- . Combined Part I rate

- Part II UCR Data Per 100,000 Population
(Base vs. test period)

- . Number of incidences of vandalism (juveniles)

We gathered Uniform Crime Reports (UCR) for the years 1972 to 1974 from the cities of Arnold, Lower Burrell and New Kensington to establish a base period by which the effectiveness of the program could be compared. The validity of the data submitted by the participating cities of Arnold, Lower Burrell and New Kensington during the first half of 1975 was tested by reviewing the complaint logs for all three cities for the months of January and June 1975. These files were the same records used in recording UCR data. We did not note any differences between departmental complaint logs and departmental files.

The departmental files were used to develop the number of reported homicides, rapes, robberies, assaults, burglaries, larceny-thefts and motor vehicle thefts for the months of January and June 1975. These statistics were compared with those reported on the UCR reports.

The statistics were compared with those reported on the UCR reports and some differences were noted. These differences were explained by departmental personnel as reclassifications resulting from further investigation.

Securing accurate data regarding juvenile crime poses some practical problems. A crime may be committed by either an adult or a juvenile. Unless that person is apprehended and charged, the crime is classified as an adult crime under UCR. One means of monitoring juvenile crime is the arrests and dispositions by the Tri-City juvenile officers.

An additional means is to observe the incidence of vandalism prior to the program as reported on the Uniform Crime Reports and to compare the activities of the juvenile officers with the reported incidence of vandalism. It may be possible to develop a relationship between the activities of the juvenile officers and the reported incidence of vandalism. However, this will require more than six months of data to determine if the activities of the juvenile officers have had any identifiable effect on the reported incidence of vandalism.

As with the other Impact Program activities, success, while clearly related to the activities of the juvenile officers, will also be contingent upon the other aspects of this program. This grant permits the cities of Arnold, Lower Burrell and New Kensington to have an additional number of officers available to serve the community, which must also have an effect on other program goals.

There is a consensus among the officials of the cities of Arnold and New Kensington that their downtown sections, as indicated on the map, Exhibit I, constitute the high crime areas of the Tri-Cities. These are the sections referred to earlier in this report as having received the special attention of the Impact Force foot patrol, as well as the sections where the high intensity mercury vapor street lights were installed. Crime statistics were not recorded for these particular sections. However, we requested that the departments gather this data for the period 1972 to the beginning of the grant. The departments complied, but upon review of this data we determined that it could not be reconciled to the overall UCR data supplied by the departments. Rather than having the departments attempt to reconcile these differences, we decided to forego initially this base period data because of the time which would be required for the departments to reconcile the data.

Therefore, this evaluation considers only crimes which have occurred since the inception of the grant in these high crime areas. Our analysis of crime statistics for the high crime special impact areas will consider whether a reduction in reported crimes in the designated high crime area indicates that reported crime has decreased or if it has possibly moved from this area to another section.

Response Time for Person to Person Crimes

A reporting system was developed to monitor the response time for person to person crimes. For the purposes of this report, response time is defined from the time the dispatcher receives a call until a police officer arrives at the scene of the incident to render service. Historical data was not available to permit calculation of response times prior to the grant. Response time, therefore, will be measured from the beginning of the first quarter of 1975. We must also consider the area in square miles of the three participating cities when making an evaluation of this type. Because of the differences in geographic size of each of the three cities, the response times could vary from city to city. Thus, one city may take longer to answer calls for person to person crimes due to a logistical rather than an efficiency factor.

Clearance Rates for Person to Person Crimes

The program coordinator submits monthly reports to us listing the total arrests by crime for the Tri-City Area, the arresting officer and the disposition of the arrest. These reports are compared to the reported crimes for the period as a measure of the activities of the detective unit in meeting the goals of the program.

Other Special Statistics Concerning Person to Person Crimes (Base period vs. test period)

- Day versus night crimes - Part I categories only
- Number of arrests by Tri-City Force

- Written reports of unusual cases
- Increased intensity of effort by detective personnel

Most of these indicators are conventional measures or comprise supplemental information regarding efforts to rate the person to person crime. The increased effort on solving major person to person crime by detective personnel is of particular interest. This item is being monitored by two methods; first, the efforts of the detective force, and, second, the results of these efforts. The four detectives will submit their time reports to the program coordinator, identifying the hours they spent on each case, when they commenced investigation, and the results. The program coordinator submits a report to us highlighting the arrest and disposition of major person to person crimes. Particular notice is given to any arrests resulting from a special training program that an officer or group of officers attended.

Subjective Measures of Program Accomplishment

A number of subjective evaluation measures have also been utilized to supplement or complement the quantitative measures used. These include:

- Field Visits and observations by consultant personnel.
- Interviews with the police personnel in the three cities and with other concerned personnel.
- Questionnaires to be completed by the personnel and businessmen in the impact area, etc.

Subjective evaluations play an important role in this project in the absence of:

1. Well defined quantitative criteria which can be applied to certain program elements.
2. The lack of valid quantitative data (the six months period is not sufficient to enable meaningful data or cost/benefit comparisons to be made).

These considerations are discussed further in Sections IV and V.

Other Data Limitations

There are a number of inherent limitations in the use of the quantitative and subjective performance evaluation measures identified in this program. A key limitation is the lack of well defined goals and evaluation criteria in the grant application. Under the terms of the grant, the overall objective of the Impact Program is "the reduction of serious crime, maintenance of order and continued cooperation of the elected officials and police officials of the three communities in providing the best possible law enforcement to the citizens of the Tri-City Area at the lowest possible cost."

These are broad goals which are not suitable for evaluation of program performance, and which, in turn, require greater reliance on subjective or non-quantitative measures.

As previously mentioned, data compiled from "users", e.g. residents of the three cities, can be meaningful for evaluation purposes if such a survey is properly structured and valid data secured. Such a survey is beyond the scope of this evaluation and would involve substantial expense. Guidelines for this type of evaluation are available and such techniques should be considered if a decision is made to refund the project.

EVALUATION FEEDBACK AND MODIFICATION

Our activities were closely coordinated with those of the program coordinator during the project. These involved primarily concepts and techniques for evaluation, not matters of organization, staffing or administration of the various program activities. However, we challenged the program participants with respect to various program activities, such as further consolidation or centralization of the three police forces, and explored with them the various alternatives.

During the course of our field visits, we also discussed the following items which will be covered in greater detail in the recommendations section:

- Placing all detectives and juvenile officers under the Tri-City Impact Force.
- Appointing a unit commander for the detectives and juvenile units.
- Establishing procedures for conduct and training of officers.
- Increasing crime analysis.

In particular, the program coordinator and the program evaluator have been using the statistical evaluation standards and criteria for evaluating the crime statistics during the program. This analytical effort should eventually permit improved scheduling of personnel based on the days and hours when crime occurs with the most frequency. Utilization and deployment of scarce police resources is an important implied goal of this program. Such an analytical effort could result in manpower savings.

SECTION IV: PROJECT RESULTS AND ANALYSIS

This section of the report reviews the results of the Tri-City Impact Program for a six month period, from January 1, 1975 through June 30, 1975.* We are unable to comment in depth on the project for the several months prior to January 1, 1975 because we were not associated with it.

ANTICIPATED VERSUS ACTUAL RESULTS

The primary objective (anticipated result) of this project was to reduce crime in the Tri-City and special impact crime areas through the deployment of the following primary resources:

- Assignment of four detectives and two juvenile officers to a special impact unit.
- Assignment of four officers to a special patrol.
- Installation of high intensity lights.

In addition, a new position of program coordinator was created, requiring replacement of eleven police positions, plus two new clerical positions, along with specified equipment and supplies.

Resources Applied

All of the resources, e.g., new positions, equipment, lights, etc., were established or procured in conformance with the plan.

QUANTITATIVE MEASURES OF PERFORMANCE

Data and information concerning the following measures of performance are set forth subsequently in this section of the report relative to reducing the crime rate:

* Where available, we have included fourth quarter 1974 crime statistics. Statistics since June, 1975 are not included because of the procedure adopted for this project of reporting on a quarterly basis.

- Reduce Part I person to person crimes in the Tri-City Area.
- Reduce Part I person to person crime in the high crime impact area:
 - . Day crimes
 - . Night crimes
- Reduce juvenile complaints for vandalism in the Tri-City Area.
- Install high intensity lighting in designated areas.
- Improve response time in the Tri-City Areas for person to person crimes.
- Improve clearance rates in the Tri-City area for person to person crimes.
- Increase intensity of investigation of major person to person crimes:
 - . Increase number of special impact unit arrests
 - . Increase quality of arrests

Analysis of this quantitative data for the six month period was inconclusive with respect to changes in UCR statistics which could reasonably be attributed to the program. This was due to two factors:

- Insufficient data, six month's data is insufficient on which to base valid conclusions.
- Difficulties inherent in attempting to establish meaningful relationships between an action program and related changes in such a broad indicator as UCR statistics on a short term basis.

The evaluation criteria used were selected because: (1) they represent the best available, notwithstanding the above limitations; (2) they are widely used and accepted by police departments; and, (3) some valid data is presented which can be used for improving program planning and management or for developing general trends for comparison with other indices.

Analysis of reported response time and crime clearance rates provides somewhat different comparisons:

- Response times were compiled by type of crime. The police departments did not previously compile this data and no base for comparison is available at this time. After sufficient data has been compiled, it should be possible to evaluate response times by type of crime and establish meaningful goals for evaluation and management purposes.
- Clearance rates of Part I crimes appear from preliminary analysis to have been increased based on UCR statistics for the Tri-City Area. The clearance rate for arrests by the special impact task force was higher than for the Tri-City Area as a whole.

The performance data relating to certain activities of the Impact Forces appears to be more meaningful:

- Juvenile complaints for vandalism appear to have been reduced during the six month period. It is not known whether this trend would apply to all juvenile offenses.
- The intensity of investigation has increased with respect to major crimes resulting in an apparently higher level and quality of arrests.

The following tables set forth applicable data and statistics for each of the two quarters, first and second quarter 1975, included in the program period on an overall Tri-City basis and by individual jurisdiction.

Reduce Part I Crimes

Results of reported and subsequently founded Part I crimes in the Tri-City Area for the fourth quarter 1974 and first and second quarters 1975, as well as comparable quarters from prior years, are shown in Tables 20, 21 and 22. Quarterly data is shown because of significant seasonal variations.

Table 20

Comparative Summary

Fourth Quarter Crimes for Tri-City Area

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>Increase (Decrease)*</u>
Criminal Homicide	--	--	--	--
Forcible Rape	--	--	--	--
Robbery	15	15	11	(4)
Assault	19	17	6	(11)
Burglary	98	96	75	(21)
Larceny-Theft	167	200	184	(16)
Motor Vehicle Theft	<u>30</u>	<u>21</u>	<u>32</u>	<u>11</u>
Total Part I				
Crime Index	<u>329</u>	<u>349</u>	<u>308</u>	<u>(41)</u>

* 1974 data compared to 1973 data.

Source: Individual city UCR return submission to the Pennsylvania State Police.

Table 21

Comparative Summary

First Quarter Crimes for the Tri-City Area 1972-1975

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>Increase (Decrease)*</u>
Criminal Homicide	--	--	--	1	1
Forcible Rape	1	--	1	--	(1)
Robbery	14	9	12	20	8
Assault	11	6	16	18	2
Burglary	49	125	103	99	(4)
Larceny-Theft	153	169	136	174	38
Motor Vehicle Theft	<u>41</u>	<u>23</u>	<u>18</u>	<u>26</u>	<u>8</u>
Total Part I					
Crime Index	<u>269</u>	<u>332</u>	<u>286</u>	<u>338</u>	<u>52</u>

* 1975 data compared to 1974 data.

Source: Individual city UCR return submission to the Pennsylvania State Police.

Table 22

Comparative Summary

Second Quarter Crimes for Tri-City Area 1972-1975

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>Increase (Decrease)*</u>
Criminal Homicide.	1	1	--	2	2
Forcible Rape	--	--	--	--	--
Robbery	23	5	7	4	(3)
Assault	10	10	8	9	1
Burglary	72	82	67	66	(1)
Larceny-Theft	167	167	171	234	63
Motor Vehicle Theft	<u>37</u>	<u>22</u>	<u>37</u>	<u>21</u>	<u>(16)</u>
Total Part I					
Crime Index	<u>310</u>	<u>287</u>	<u>290</u>	<u>336</u>	<u>46</u>

* 1975 compared to 1974 data.

Source: Individual city UCR return submission to the Pennsylvania State Police.

A review of this data indicates that there are increases and decreases in various crimes in each quarter. The data also indicates that there has not been a reduction in total Part I crimes for the Tri-City Area. Based upon these statistics, conclusions cannot be made about the apparent success or failure of the Tri-City Impact Program in relation to reductions in the crime rate. The Impact Program has not been in existence one year. Vital information is not available about changes in the patterns of victims to report crimes.

Tables 23 through 25 display the second quarter Part I crimes for 1974 and 1975 reported for the three cities:

Table 23

City of Arnold

Second Quarter Part I Crimes for 1974 and 1975

	<u>Second Quarter 1974</u>	<u>Second Quarter 1975</u>	<u>Increase or (Decrease)</u>
Criminal Homicide	--	--	--
Forcible Rape	--	--	--
Robbery	--	1	1
Assault	1	1	--
Burglary	9	13	4
Larceny-Theft	14	44	30
Motor Vehicle Theft	5	4	(1)
Total Part I			
Crime Index	<u>29</u>	<u>63</u>	<u>34</u>

Source: The city of Arnold UCR return submission to the Pennsylvania State Police.

Table 24

City of Lower Burrell

Second Quarter Part I Crimes for 1974 and 1975

	<u>Second Quarter 1974</u>	<u>Second Quarter 1975</u>	<u>Increase or (Decrease)</u>
Criminal Homicide	--	1	1
Forcible Rape	--	--	--
Robbery	3	--	(3)
Assault	1	6	5
Burglary	12	20	8
Larceny-Theft	31	50	19
Motor Vehicle Theft	10	4	(6)
Total Part I			
Crime Index	<u>57</u>	<u>81</u>	<u>24</u>

Source: The city of Lower Burrell UCR return submission to the Pennsylvania State Police.

Table 25

City of New Kensington

Second Quarter Part I Crimes for 1974 and 1975

	<u>Second Quarter 1974</u>	<u>Second Quarter 1975</u>	<u>Increase or (Decrease)</u>
Criminal Homicide	—	1	1
Forcible Rape	—	—	—
Robbery	4	3	(1)
Assault	6	2	(4)
Burglary	46	33	(13)
Larceny-Theft	126	140	14
Motor Vehicle Theft	<u>22</u>	<u>13</u>	<u>(9)</u>
Total Part I Crime Index	<u>204</u>	<u>192</u>	<u>(12)</u>

Source: The city of New Kensington UCR return submission to the Pennsylvania State Police.

This data indicates that the city of New Kensington has had a decrease in the reported incidence of robbery, assault, burglary and motor vehicle theft. There was an increase in the number of reported larceny-thefts, as well as a homicide during this period in that city.

The increase of the Tri-City Impact Force may have had an impact on these statistics.

The reported larceny-thefts for the cities of Arnold and Lower Burrell would appear to be one area for increased activity for the Tri-City Impact Force during the following year.

Reduce Part I Crimes in Special High Crime Area

The number of Part I crimes reported for the cities of Arnold and New Kensington for the first and second quarters of 1975 and the number that occurred in the special high crime impact areas are shown in Tables 26 through 29.

Table 26

City of Arnold

First Quarter 1975 Part I Crime and the Crimes
in the Special High Crime Impact Areas

	<u>Total Crime</u>	<u>Crimes in Impact Area</u>	<u>Percent of Crime in the Impact Area</u>
Criminal Homicide	1	--	--
Forcible Rape	--	--	--
Robbery	2	2	100
Assault	6	4	67
Burglary	19	9	47
Larceny-Theft	18	9	50
Motor Vehicle Theft	6	4	67
Total Part I			
Crime Index	<u>52</u>	<u>28</u>	<u>54</u>

Source: The City of Arnold Police Department.

Table 27

City of Arnold

Second Quarter 1975 Part I Crime and the Crimes in the
Special High Crime Impact Area

	<u>Total Crime</u>	<u>Crimes in Impact Area</u>	<u>Percent of Crime in the Impact Area</u>
Criminal Homicide	--	--	--
Forcible Rape	--	--	--
Robbery	1	1	100
Assault	1	1	100
Burglary	13	5	38
Larceny-Theft	44	23	52
Motor Vehicle Theft	4	--	0
Total Part I			
Crime Index	<u>63</u>	<u>30</u>	<u>48</u>

Source: The City of Arnold Police Department.

Table 28

City of New Kensington

First Quarter 1975 Part I Crimes and the Crime
in the Special High Crime Impact Area

	<u>Total Crime</u>	<u>Crimes in Impact Area</u>	<u>Percent of Crime in the Impact Area</u>
Criminal Homicide	--	--	--
Forcible Rape	--	--	--
Robbery	16	8	50
Assault	8	3	38
Burglary	60	20	33
Larceny-Theft	131	44	34
Motor Vehicle Theft	<u>18</u>	<u>7</u>	<u>39</u>
Total Part I Crime Index	<u>233</u>	<u>82</u>	<u>35</u>

Source: The Tri-City Impact Program Coordinator.

Table 29

City of New Kensington

Second Quarter 1975 Part I Crimes and the Crimes
in the Special High Crime Impact Area

	<u>Total Crime</u>	<u>Crimes in Impact Area</u>	<u>Percent of Crime in the Impact Area</u>
Criminal Homicide	1	1	100
Forcible Rape	--	--	--
Robbery	3	1	33
Assault	2	1	50
Burglary	33	21	64
Larceny-Theft	140	52	37
Motor Vehicle Theft	<u>13</u>	<u>6</u>	<u>46</u>
Total Part I Crime Index	<u>192</u>	<u>82</u>	<u>43</u>

Source: The Tri-City Impact Program Coordinator.

A comparison of Tables 26 and 27 of this report indicates a decrease in the percentage of burglaries and motor vehicle thefts in the high crime area of Arnold. The percent of robberies and larceny-thefts has remained relatively constant. Only the percent of assaults has increased, but when

this item is analyzed it shows that six assaults occurred in Arnold during the first quarter and four of these were in the high crime area. During the second quarter of 1975, only one assault occurred and it was in the high crime area.

A comparison of Tables 28 and 29 for the city of New Kensington indicates that the total number of reported crimes decreased while the total number of crimes in the Impact Area remained exactly the same.

Reduce Juvenile Complaints for Vandalism

The incidence of vandalism is an indicator that is used to measure the reduction of juvenile complaints in the Tri-City Area. The occasions of reported vandalism in the Tri-City Area for the fourth quarter 1974 and first and second quarters 1975, as well as comparable quarters from prior years are shown in Table 30.

Table 30

Tri-City Area

Occasions of Vandalism for Fourth Quarter of 1972 Through 1974 and First and Second Quarters of 1972 Through 1974

<u>Fourth Quarter Data as Reported on Individual Department Uniform Crime Reports</u>				
	<u>1972</u>	<u>1973</u>	<u>1974</u>	
Vandalism	211	262	326	
<u>First Quarter Data as Reported on Individual Department Uniform Crime Reports</u>				
	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Vandalism	92	179	281	173
<u>Second Quarter Data as Reported on Individual Department Uniform Crime Reports</u>				
	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Vandalism	168	177	149	161

Source: Individual city UCR return submission to the Pennsylvania State Police.

Table 30 indicates that the number of reported incidences of vandalism increased during the fourth quarter of 1974, decreased by 108 during the first quarter of 1975 and increased by 12 during the second quarter of 1975. While it is not possible to draw conclusions about the Tri-City Impact Program from this data, it does appear that the number of reported incidences of vandalism has decreased since the program began.

Install High Intensity Street Lights

Arnold and New Kensington have installed the mercury vapor high intensity street lights, as well as increased the number of foot patrols in the area designated as the high crime section. The city of Lower Burrell has several major shopping malls which are currently lighted. The city of Lower Burrell reports that it does not have a specific high crime section. Accordingly, Lower Burrell used high intensity lighting funds to replace the street lights along Routes 56, 366, 780 and the Route 56 bypass.

Tables 31 through 34 display the reported Part I crimes that occurred in the special high crime impact area for the first and second quarters, as well as the number of those reported crimes that occurred at night.

Table 31

City of Arnold

First Quarter 1975 Part I Crime in the Special High Crime Impact Area Occurring at Night

	<u>Crimes in Impact Area</u>	<u>Crimes at Night</u>	<u>Percent of Crime Occurring at Night</u>
Criminal Homicide	--	--	--
Forcible Rape	--	--	--
Robbery	2	2	100
Assault	4	4	100
Burglary	9	9	100
Larceny-Theft	9	8	89
Motor Vehicle Theft	4	4	100
Total Part I Crime Index	<u>28</u>	<u>27</u>	<u>96</u>

Source: The City of Arnold Police Department.

Table 32

City of Arnold

Second Quarter 1975 Part I Crimes in the Special High Crime
Impact Area Occurring at Night

	<u>Crimes in Impact Area</u>	<u>Crimes at Night</u>	<u>Percent of Crimes Occurring at Night</u>
Criminal Homicide	--	--	--
Forcible Rape	--	--	--
Robbery	1	1	100
Assault	1	1	100
Burglary	5	5	100
Larceny-Theft	23	20	87
Motor Vehicle Theft	--	--	--
Total Part I	--	--	--
Crime Index	<u>30</u>	<u>27</u>	<u>90</u>

Source: The City of Arnold Police Department.

Table 33

City of New Kensington

First Quarter 1975 Part I Crimes in the Special High Crime
Impact Area Occurring at Night

	<u>Crimes in Impact Area</u>	<u>Crimes at Night</u>	<u>Percent of Crime Occurring at Night</u>
Criminal Homicide	--	--	--
Forcible Rape	--	--	--
Robbery	8	7	88
Assault	3	1	33
Burglary	20	13	65
Larceny-Theft	44	33	75
Motor Vehicle Theft	<u>7</u>	<u>5</u>	<u>71</u>
Total Part I	--	--	--
Crime Index	<u>82</u>	<u>59</u>	<u>72</u>

Source: The Tri-City Impact Program Coordinator.

Table 34

City of New Kensington

Second Quarter 1975 Part I Crimes in the Special High Crime
Impact Area Occurring at Night

	<u>Crimes in Impact Area</u>	<u>Crimes at Night</u>	<u>Percent of Crime Occurring at Night</u>
Criminal Homicide	1	1	100
Forcible Rape	--	--	--
Robbery	1	--	0
Assault	1	1	100
Burglary	21	16	76
Larceny-Theft	52	28	56
Motor Vehicle Theft	6	6	100
Total Part I			
Crime Index	<u>82</u>	<u>52</u>	<u>63</u>

Source: The Tri-City Impact Program Coordinator.

The city of Arnold reported Part I crimes occurring in the high crime area do so primarily at night, as evidenced by Tables 31 and 32 of this report. More than 50% of the city of New Kensington reported Part I crimes occurring in the high crime area do so at night, as evidenced by Tables 33 and 34.

Various studies have been performed throughout the United States on the impact of street lighting on crime. Table 35 indicates the results in a number of cities when they installed improved or brighter street lights.

Table 35

Street Lighting and Crime

<u>City</u>	<u>Reported Effect in Areas of City Receiving Improved Lighting*</u>
St. Louis, Missouri	40% reduction in stranger to stranger crime 29% reduction in auto theft 13% reduction in commercial burglaries
New York, New York (Public Park)	50-80% decrease in vandalism
Detroit, Michigan	55% decrease in street crime
Washington, D. C.	25% decrease in robbery (compared to 8% decrease city-wide)
Chicago, Illinois	85% decrease in robbery 10% decrease in auto theft 30% decrease in purse snatching

* Time period over which decreases occurred was not given.

Source: Street Lighting, Energy Conservation and Crime, March 1, 1974; United States Department of Justice Law Enforcement Assistance Administration, Emergency Energy Committee, Washington, D.C. 20530.

The reason for noting these studies is two-fold. First, to indicate that they were accomplished in large cities. In a large city, the shift of one or two crimes may be statistically insignificant, but in a section such as the Tri-City Impact Area, the rate of incidence of a particular crime can be appreciably changed by one or two crimes. The second reason for noting these studies is that they deal primarily with the impact of additional street lights on a crime problem. The relationship between the street lights and the reduction in crime in the Tri-City Area is more complex. The fact that additional police officers were added to the police force of the communities of Arnold, Lower Burrell and New Kensington must be recognized as contributing to a reduction in crime, should a reduction occur.

Improve Response Time

Response times for purposes of this evaluation are defined as the time from when the police department receives a call for assistance until an officer reports that he has arrived at the scene of the crime. The response times for the Tri-City Area cities are in Tables 36 through 38. Any meaningful future analysis should consider differences in geographic area of the three cities -- Arnold has only .75 square miles, while Lower Burrell has 16 square miles and New Kensington has 4 square miles.

Table 36

City of Arnold

First Quarter 1975 Response Time

	<u>Homicide</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Burglary</u>
2-4 Minutes	100%	--	100%	100%	100%

Source: City of Arnold Police Department.

Table 36

City of Arnold

Second Quarter 1975 Response Time

	<u>Homicide</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Burglary</u>
0-2 Minutes	--	--	--	--	29%
2-4 Minutes	--	--	100%	100%	71%
Total	--	--	100%	100%	100%

Source: City of Arnold Police Department.

LOWER BURRELL

Data was not available for the first quarter of 1975.

Table 37

City of Lower Burrell

Second Quarter 1975 Response Time

	<u>Homicide</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Burglary</u>
0-2 Minutes	100%	---	---	60%	---
2-4 Minutes	---	---	---	20%	11%
Over 4 Minutes	---	---	---	20%	89%
Total	<u>100%</u>	<u>---</u>	<u>---</u>	<u>100%</u>	<u>100%</u>

Source: City of Lower Burrell Police Department.

Table 38

City of New Kensington

First Quarter 1975 Response Time

	<u>Homicide</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Burglary</u>
0-2 Minutes	---	---	33%	38%	18%
2-4 Minutes	---	---	60%	---	26%
4-6 Minutes	---	---	---	13%	14%
6-8 Minutes	---	---	---	25%	10%
Over 8 Minutes	---	---	---	24%	15%
Taken at H.Q. or Unknown	---	---	7%	---	17%
Total	<u>---</u>	<u>---</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

Source: Tri-City Impact Program Coordinator.

Table 39

City of New Kensington

Second Quarter 1975 Response Time

	<u>Homicide</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Burglary</u>
0-2 Minutes	100%	---	---	43%	26%
2-4 Minutes	---	---	---	---	10%
4-6 Minutes	---	---	---	14%	26%
6-8 Minutes	---	---	100%	29%	5%
Over 8 Minutes	---	---	---	---	13%
Taken at H.Q. or Unknown	---	---	---	14%	20%
Total	<u>100%</u>	<u>---</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

Source: Tri-City Impact Program Coordinator.

The response times are a comparatively new means of measuring police performance. However, applicable historical data is not available to present performance to be compared with that for periods prior to the grant.

As the program progresses, we anticipate that the trends which develop will permit the unit commanders to recognize problem areas as they develop. This situation may result in a reduction of the response times.

Improve Clearance Rates

Tables 40 through 43 display the first and second quarter adult clearances compared to the arrests of the Tri-City detectives.

Table 40

Tri-City Area

First Quarter 1974 and 1975 Adult Clearances Compared to the Number of
Adult Arrests Recorded by the Tri-City Detectives

	<u>UCR</u>	<u>Clearances</u>	<u>Tri-City</u>	<u>Tri-City</u>
	<u>First Qtr.</u>	<u>First Qtr.</u>	<u>First Qtr.</u>	<u>Percent</u>
	<u>1974</u>	<u>1975</u>	<u>1975</u>	<u>of</u>
			<u>Arrests</u>	<u>1975</u>
Criminal Homicide	--	--	--	--
Forcible Rape	1	--	--	--
Robbery	2	5	5	100
Assault	4	7	5	71
Burglary	15	6	6	100
Larceny-Theft	21	31	15	48
Motor Vehicle Theft	--	4	1	25
Total	<u>43</u>	<u>53</u>	<u>32</u>	<u>60</u>

Source: Tri-City Impact Program Coordinator and UCR statistics.

Table 41

First Quarter 1975 Arrests by the Tri-City Impact Detectives
and the Disposition of Those Arrests

	<u>Disposition</u>					
	<u>Cases</u>	<u>Court</u>	<u>Dismissed</u>	<u>Fines</u> <u>Restitution</u> <u>or Costs</u>	<u>Pending</u>	<u>Other</u>
Criminal Homicide	--	--	--	--	--	--
Forcible Rape	--	--	--	--	--	--
Robbery	5	3	--	2	--	--
Assault	5	1	1	1	1	1
Burglary	6	2	--	3	1	--
Larceny-Theft	15	5	--	8	--	2
Motor Vehicle Theft	1	1	--	--	--	--
Total	<u>32</u>	<u>12</u>	<u>1</u>	<u>14</u>	<u>2</u>	<u>3</u>

Source: Tri-City Impact Program Coordinator.

Table 42

Tri-City Area

Second Quarter 1974 and 1975 Adult Clearances Compared to the Number of Adult Arrests Recorded by the Tri-City Detectives

	<u>UCR</u> <u>Second Qtr.</u> <u>1974</u>	<u>Clearances</u> <u>Second Qtr.</u> <u>1975</u>	<u>Tri-City</u> <u>Second Qtr.</u> <u>1975</u> <u>Arrests</u>	<u>Tri-City</u> <u>Percent</u> <u>of</u> <u>1975</u>
Criminal Homicide	--	2	2*	100
Forcible Rape	--	--	--	--
Robbery	2	4	3	75
Assault	6	5	2	40
Burglary	6	5	5	100
Larceny-Theft	15	32	6	19
Motor Vehicle Theft	4	1	--	--
Total	<u>33</u>	<u>49</u>	<u>18</u>	<u>37</u>

* One was a criminal homicide and rape.

Source: Tri-City Impact Program Coordinator and UCR statistics.

Table 43

Second Quarter 1975 Total Arrests by the Tri-City Impact Detectives and the Disposition of Those Arrests

	<u>Tri-City</u> <u>Officers</u>	<u>Court</u>	<u>Dismissed</u>	<u>Disposition</u>		
				<u>Fines</u> <u>Restitution</u> <u>or Costs</u>	<u>Pending</u>	<u>Other</u>
Criminal Homicide	2*	2	--	--	--	--
Forcible Rape	--	--	--	--	--	--
Robbery	3	2	--	1	--	--
Assault	2	--	--	1	--	1
Burglary	5	5	--	--	--	--
Larceny-Theft	6	2	1	2	1	--
Motor Vehicle Theft	--	--	--	--	--	--
Total	<u>18</u>	<u>11</u>	<u>1</u>	<u>4</u>	<u>1</u>	<u>1</u>

* One was a criminal homicide and rape.

Source: Tri-City Impact Program Coordinator.

The four man detective unit was responsible for 62% of the first quarter 1975 and 37% of the second quarter 1975 arrests for the Tri-City Area as evidenced by Tables 40 and 42. This unit consists solely of veteran officers from the three cities; therefore, we would expect that their experience and network of information must be a contributing factor to this performance.

Improve Intensity of Investigation

The Tri-City Impact Program permits indepth investigations for major person to person crimes. The rape-homicide that occurred in Arnold on March 6, 1975 is such a case.

The Tri-City Impact detective unit and the District Attorney's office worked almost entirely on this case from March 6, 1975 until a suspect was arrested and charged with the crime on May 19, 1975. Two Tri-City detectives went to the FBI Crime Laboratory in Washington D.C. and to New York City to identify the manufacturer of a particular item during the course of the investigation.

SUBJECTIVE MEASURES OF PERFORMANCE

The evaluation design identifies a number of subjective measures of performance, including consultant observations, opinions of program participants and interested parties and data compiled by questionnaires.

The study does not, as previously mentioned, include any data secured through resident surveys, opinion polls, etc., as this type of evaluation is beyond the scope of this evaluation except for crime victims and certain businessmen.

Appropriate guidelines and criteria for identifying citizens reactions, and opinions regarding police programs and activities can be made available if such surveys are included in project evaluations, providing the project is refunded.

These subjective evaluations are of particular importance for purposes of this interim evaluation when considering the limitations inherent in quantitative data. Conclusions and recommendations set forth in Section V are based largely

on subjective opinions and assessments formed or secured during the project and, for these reasons, may be difficult, if not impossible, to support on a quantitative basis or in terms of costs versus benefits.

The more important of the subjective evaluations done by groups other than consultant personnel are summarized below.

Comments and Opinions of Involved Public Officials

The officials of the participating cities submitted letters expressing their views of the program to date. These letters may be found beginning on page 70 of this report. The consensus is that the program has their support and cooperation and is fulfilling an identified need in the community. While these letters may be viewed as self serving on the part of the public officials involved, we believe that they should participate directly in the evaluation process.

Informal channels also exist for these officials to express their opinions regarding the program:

- Consultation with or expressing opinion to the program evaluator.
- Consultation with or expressing opinion to the Governor's Justice Commission Regional Staff.

We were informed that these sources were not aware of any major problems by the local officials involved. In particular, during discussions with the Governor's Justice Commission Regional Staff no significant problems or complaints with this program were brought forth.

Resident Evaluations

During September questionnaires will be distributed to victims of person to person crime and the business community to secure opinions regarding the program. Copies of these questionnaires are shown as Exhibits IV and V at the end of this report. Our follow-up report will contain the results of the questionnaire.

In addition to the aforementioned evaluations, criteria relating to reduction of crime, accomplishments relating to two other broad goals were also included in the scope of the project: improve Tri-City police administration and performance, and improve police visibility and accessibility.

Improve Tri-City Police Administration and Performance

Most of the program elements involved must be evaluated on a subjective basis.

Project Administration

Establishment of the program coordinator and supporting clerical personnel has been an effective initial step in improving interdepartmental police planning and coordination. This subjective opinion is concurred with by the chiefs of police and mayors of the three cities.

Augmentation of the combined police forces by additional police officers has also, without question, enabled the three departments to provide residents with a better level of service. Hopefully, this conclusion can be confirmed on a limited basis through the questionnaires to be circulated in September.

Centralization of Police Communications and Records

Little has been accomplished to date regarding the physical centralization and/or consolidation of police communications and records of these cities.

Some progress has been made by the program coordinator in establishing a unified record system regarding the Tri-City Impact Force workload and investigation accomplishments.

It is reasonable to expect that a plan for consolidation or centralization be developed as a part of the project, but entirely unrealistic to expect any tangible progress thereto considering the many practical and political problems involved, as well as the scope of study and analysis that should precede such a determination.

Police Training

As previously discussed, training of police officers was conducted in conformance with the initial project schedules.

Improve Tri-City Police Cooperation and Coordination

There appears to be a high degree of enthusiasm and cooperation displayed by police officers and police officials of these cities regarding the project.

The fact that the program has been implemented to date without significant inter-city problems is prima facie evidence of this cooperation, with which we concur.

Improve Police Visibility and Accessibility

It has proved to be impossible to measure and evaluate this factor on a quantitative basis in terms of response time, reduction in crime rates, etc.

Data from the questionnaires may provide valid input. Augmentation of the combined police forces by additional officers must have had some positive input, however, on citizen/police relations and police visibility and accessibility, particularly in view of the media coverage of the program.

PROJECT IMPACT

The problems of high street crimes, Part I crimes and person to person crimes have remained relatively unchanged since the program was started. There have been, however, some encouraging signs about juvenile involvement in crime.

It is too early to determine, however, the impact of the program upon the problems or whether the programs will affect the problems appreciably in the future. For example, it is not possible, considering the present and probable future lack of meaningful data, to evaluate the comprehensive merits of increased street lighting versus increased patrol activities as a crime deterrent in the Tri-City Area.

In terms of resources applied to the "problem," the level and configuration of such resources allocated to the project appear to be reasonable in relation to the magnitude of the problem, particularly in relation to crime reduction. Beginning on page 61, there is a discussion of the cost benefit issue and an analysis of resources applied by program goals.

The project incorporates concepts pilot tested in other communities with presumed success. Results of this project are similar to other projects in law enforcement and other program areas where goals have not been precisely defined in advance and an adequate data base compiled. All evaluation criteria used in crime reduction are implied measures, not precise measures, and, as such, real difficulties exist in trying to evaluate project actions or results in terms of known indicators such as the UCR reports.

Significant potential for improvement lies in the actual consolidation of auxiliary services, such as communications and records which offer tangible benefits and savings, and from an initial step towards exploring additional areas for cooperation. Obviously, future projects should be planned so as to minimize the problems which made evaluation a more difficult process than usual.

SECTION V: CONCLUSIONS AND RECOMMENDATIONS

This section summarizes our findings and conclusions about the extent to which the project goals and subgoals have been fulfilled, cost benefit issues, and factors affecting project accomplishments and impact. This section also gives our recommendations concerning project continuation and improvements.

CONCLUSIONS ABOUT THE PROGRAM GOALS

The three major program goals, as identified in the grant application are:

- Reduce serious crimes
- Improve Tri-City police administration and performance
- Improve police visibility and accessibility

Reduce Serious Crime

The total Part I crimes for the three cities of Arnold, Lower Burrell and New Kensington has remained relatively stable between the first six months of 1974 and 1975, with the exception of increases in the number of homicides and larceny-thefts. Based on the criteria reported in Part I, crimes in the cities of Arnold, Lower Burrell and New Kensington have not been reduced. However, we believe that the program has not been functioning for a sufficient time to develop an impact on changes in the crime rate.

The number of reported incidences of vandalism has decreased significantly from 430 for the first half of 1974 to 334 for the first half of 1975. We are unable to determine whether the Impact Force juvenile officers have had an impact on the reduced incidence of juvenile complaints.

The total number of reported Part I crimes that occurred in the special high crime areas of Arnold and New Kensington accounted for approximately 40% of the Part I crimes committed in these cities. Additionally, of the crimes occurring in the special high crime impact areas, approximately 75% of them occurred

at night. Based upon crime data for a limited period of time, the street lights, which were installed January 31, 1975 have not as yet had an influence on the nocturnal person to person crimes.

The response time for calls for person to person crimes is a standard that is currently under evaluation. We will continue to monitor this item.

The Tri-City Impact detective force was responsible for approximately 81% of the adult arrests for robbery, assault and burglary that occurred in the cities of Arnold, Lower Burrell and New Kensington during the first half of 1975. The total number of Part I crimes cleared for the first half of 1974 was 135, while 156 were cleared during the first half of 1975. This unit was instrumental in solving the rape-homicide that occurred in the city of Arnold on March 6, 1975. Prior to the Tri-City Impact Program, such an intensive effort may not have been possible.

Improve Police Administration and Performance

The Tri-City Impact Program provides more extensive police resources, especially support services, to the departments than they could develop on their own. Activities of the Impact Force detectives and juvenile officers sustain this conclusion.

The Impact Program also provides an opportunity for the three departments to develop new methods for coordinating police services and to plan for the possible consolidation of auxiliary services. This aspect of the program is perhaps one of its major benefits, especially in the absence of "hard data" about reduction in crime. In this regard, officials of the three cities, officers involved with the program and officers not involved with the program have indicated that the program is needed and functioning properly.

While the Tri-City Impact Program Coordinator and his staff have directed their efforts towards establishing a record reporting, collection and storage system for the Tri-City Impact Force, the initial steps still have to be taken towards the centralization of records and communications, as called for in the grant.

Improved Police Visibility and Accessibility

It is not possible to measure this goal; however, there are some encouraging subjective signs about police visibility and accessibility. Response time appears to be within "acceptable limits", given consideration of terrain, distance and type of crime. There has not been a significant increase in crime in the special high crime areas where police visibility and accessibility is of special importance, suggesting that perhaps there has been a containment of crime problems in these areas. Police officers suggest that there is less "tenseness" among the citizens. Our survey may support this contention.

CONCLUSIONS ABOUT COST BENEFITS

The Tri-City Impact Program has not been functioning for a sufficient period of time to draw conclusions about its impact upon the crime rate, nor about the extent to which it has achieved its goals. This precludes meaningful cost benefits analysis. Moreover, there are questions as to what dollar values should be assigned to the prevention of homicides, assaults, robberies, and so on. Crime involves not only material loss, but emotional and physical loss, which is beyond measurable limits of quantification. For these reasons, we question the validity of cost benefits analyses for this type of project.

Despite these limitations and our reservations about the use of cost benefits analysis for this project, we have analyzed the project budget in terms of the three overall goals of the project. This analysis calculates the following annual project costs in terms of the overall project goals. This analysis provides cost information by goal and activity which should aid decision makers in evaluating

whether they believe the goals bear reasonable relationship to the project costs.

<u>Goals/Subgoals</u>	
<u>Reduce Serious Crime</u>	
Detective Unit	\$55,922
Juvenile Unit	24,795
Street Lights	<u>12,457</u>
	\$ 93,174
<u>Improve Tri-City Police Administration and Performance</u>	
Program Coordinator and Staff #42112	
Centralize Tri-City Records	
Improve Police Training	
Improve Police Cooperation	42,112
<u>Improve Police Visibility and Accessibility</u>	
Foot Patrol Unit	<u>52,330</u>
Subtotal	\$187,616
Evaluation	<u>5,000</u>
Total	<u>\$192,616</u>

FACTORS AFFECTING PROJECT RESULTS

Our evaluation has disclosed several factors which we believe have or could affect project results either positively or negatively.

Administration Structure

The Impact Force detectives and juvenile officers are a separate operational unit that is apart from the command structure of the three departments. While this arrangement provides additional flexibility to this operation, we believe a clearer definition of officer responsibilities would add to the operations of the Impact Force.

The division of detectives and juvenile officers between the Impact Force and the individual departments can create rivalries and hinder the concepts of coordination and consolidation underlying the grant; although we do not

have any evidence that this is happening.

Operation and Management

Improvements in project results might possibly be achieved by:

- Written procedures for the Impact Program and Impact Force officers.
- Policy of evaluating Impact Force officers under a formal and periodic evaluation program.
- Identification of training needs.

Personnel

It would appear that project success is in part the result of assigning experienced officers to the program. Conversely, this program could not have been launched with inexperienced officers.

Project Planning

The eight goals, as stated in the original grant request, espoused rather ambitious ends; however, the standards for judging the attainment of these goals were vague. There was no attempt to quantify the goals nor to establish a time frame for their accomplishment. The result was a lack of direction for the program. Moreover, goals were stated for the project which appeared to be clearly beyond the resources of the collective police agencies to influence. In other instances, there appear to be differences as to the meaning of certain goals.

Funding

The budget for the project contained several vagaries. For example, one automobile was provided for the collective use of the four detectives and two juvenile officers. A goal of the project calls for the centralization of records and communications; however, there is not a budgeting allocation for this expensive undertaking.

RECOMMENDATIONS

Our recommendations concern project continuation and opportunities for improving the project.

Project Continuation

To date, there is not sufficient reliable data to state whether the project has influenced the crime rate. Nevertheless, the project should be continued for another year, assuming that further steps will be taken towards: (1) achieving even more coordination among the departments and, (2) developing a plan for consolidation of certain auxiliary police services. The Tri-City project is a unique experiment in inter-governmental cooperation and coordination and the better use of police resources which should bring adequate police programs to the cities at a reasonable cost.

Under this program, each of the three cities can use the services of all of the Impact Force officers. This program then permits these cities to have the benefit of a regional police department while maintaining their individual autonomy. These three cities have a unique arrangement, and this program allows them to work towards a greater formalization of this existing cooperation. The Impact Force is composed entirely of veteran officers, which is indicative of the commitment all three cities have made to the program. Another positive indication is the willingness of the three communities to explore openly possibilities for improved cooperation and coordination.

Project Improvements

Our recommendations for project improvements fall into the following broad categories:

- Organization and management
- Measuring project performance
- Coordination and consolidation

Organization and Management

We recommend that the team develop a formalized plan which would provide a clearer definition of the organizational structure of the Impact Force and its relationship to the three police departments. In addition to other considerations, the plan should address the following issues.

1. Development of written policies for the Impact Force. The policies and procedures should be documented, understandable, properly explained, and timely. Policy is an action guide, whereas procedures are those definite rules and methods of step-by-step explanations of how policy will be initiated and enforced. Policy is established by the administrator, and it usually is up to management to prepare the procedures, while it is the duty of supervisors to see that those policies and procedures are followed. The procedures, rules and regulations should be concise, complete, indexed and current. There must be adequate provision for revisions, deletions, and additions. Items should be classified by subject matter, and there should be established distribution codes. All procedures should be channeled through one unit, preferably the Impact Program Coordinator, and there must be at least an annual review with updating as needed.
2. Consideration of steps for more formal control of the Impact Force. The project should distinguish between direction and control. Direction implies leadership and establishing policy. Control involves observation and inspection, coordination and personnel supervision. The administrator "directs", while the staff and supervisors "control." While the project has direction, more formal control of the Impact Force should be considered.
3. Institution of periodic evaluations of the Impact Force officers. The evaluations should be accompanied by interviews conducted by supervisory officers.
4. Exploration of including all the detectives and juvenile officers into the Tri-City Impact Force. This would prevent any rivalries between similar units and be a natural evolution of the concept under which the program is funded.
5. Institution of more formalized training during the next year. We suggest that the chiefs of police and the program coordinator review the training needs of all the area officers. These men should know the strengths and weaknesses of their own units, as well as the Impact Force. This would be the most knowledgeable group to determine the

type of training each Tri-City Impact officer should receive. This review process will prevent the duplication of specialties in the Tri-City Area. Once this needs analysis is completed, the men can be scheduled for these various training courses during the year. The evaluation effort would consist of comparing the proposed training for each man to the actual training he received.

Measuring Program Performance

The project team should establish a plan and timetable for quantifying or developing standards of performance for the goals as outlined in the grant.

More extensive planning is required to establish goals and objectives that reasonably reflect the ability of the departments to achieve. These goals should be quantified, reflect the existence of data to measure them and be time phased.

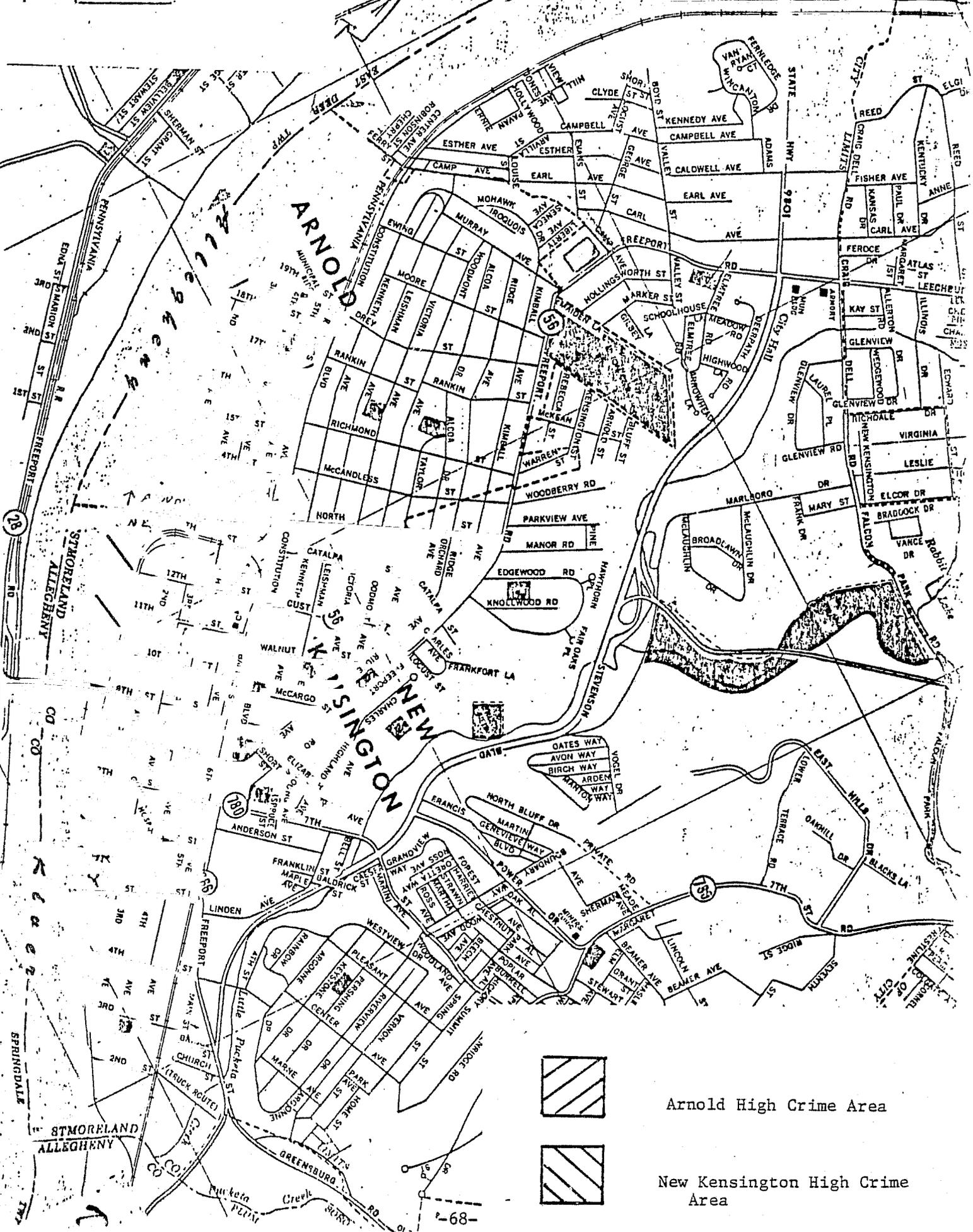
Continuous monitoring of the indicators established in Section IV of this report is urged. The information should be helpful, not only for evaluation purposes, but for project and logistical planning.

Coordination of Police Services

The project team should develop a plan, timetable and cost budget for the implementation of the fourth goal of the original grant, that is "the centralization of police communications and police record keeping for the Tri-City Area through a centralized center located in New Kensington.

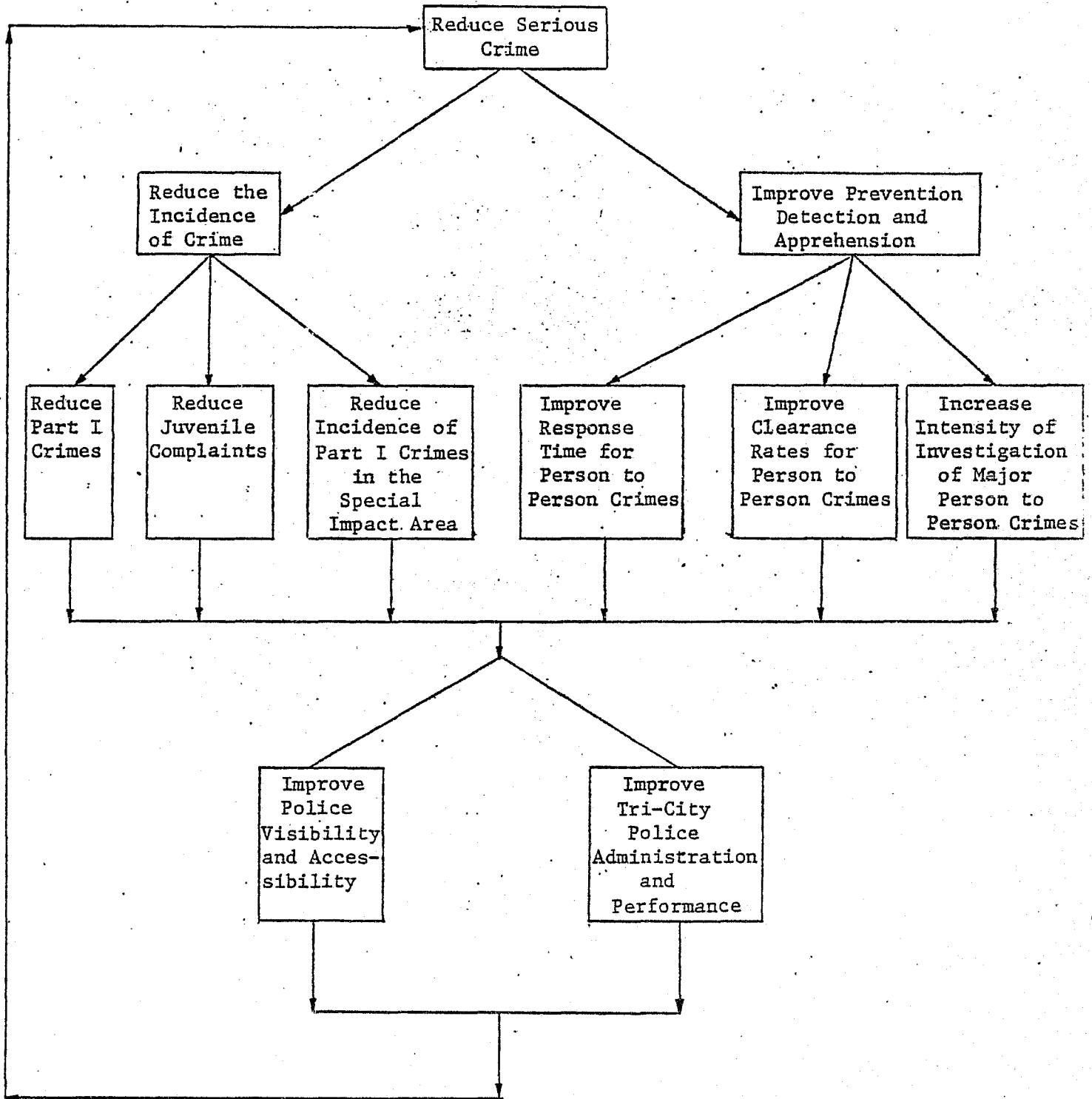
This recommendation is important because the principal reason for recommending continuation of the project is the opportunity for increased coordination of police services. The three communities have made great strides. However, they should be encouraged to seek other methods of coordination and to plan the possible consolidation of auxiliary police services, including the record and communications center.

SECTION VI: EXHIBITS



Arnold High Crime Area

New Kensington High Crime Area





BUREAU OF POLICE

ARNOLD, PENNSYLVANIA 15068



July 28, 1975

Mr. Thomas Timcho
Ernst & Ernst
2000 Pittsburgh National Building
Pittsburgh, Pa. 15222

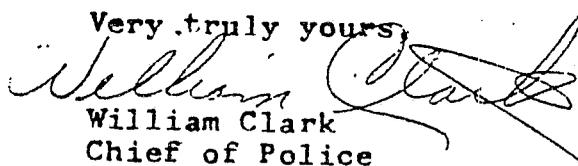
Dear Sir:

I am writing in reference to my feelings concerning the Tri-City Impact Program at this time. I feel the program is responsible for a number of improvements in the entire area. In regards to the City of Arnold, I feel that the following is happening.

1. Due to the increased foot patrol in the high crime area, citizens are feeling more secure.
2. There has been better investigation and follow up procedures in crime related cases.
3. A better communication exists between the three cities in the follow up of all types of crime.
4. The apprehension of juveniles has increased due to the cooperation of the juvenile divisions of the cities involved.

I am looking forward to a larger reduction in crime in the three cities and a better understanding between the members of the police departments and the citizens.

Very truly yours,


William Clark
Chief of Police

CITY OF LOWER BURRELL

INCORPORATED 1959

SCHREIBER STREET AND BETHEL AVENUE
LOWER BURRELL, PA. 15068

FRANK B. DUDA, City Clerk

Phones:

City Clerk: 335-9875

Police Department: 335-2800



EARL F. HILL, Mayor
Dept. of Public Affairs
WILLIAM D. HEAVNER, JR.
Accounts and Finance
JOHN FALDOWSKI, JR.
Streets and Improvements
ANTHONY FARINA
Parks and Public Property
JACK R. ANDERSON
Public Safety

ERNEST FIORINA
City Controller
JOSEPH WIDMER
City Treasurer
IRVING M. GREEN
City Solicitor
ALPHA ENGINEERING CO.
City Engineer
JOHN RESETAR
Chief of Police

July 23, 1975

Mr. Thomas P. Timcho
Ernst & Ernst
2000 Pittsburgh National Building
Pittsburgh, Penna. 15222

Dear Sir:

We wish to report that the Safe Streets or Impact Program, which was funded in October, 1974, in which the cities of New Kensington, Arnold, and Lower Burrell have participated, is still functioning extremely well.

One of the areas which I see has shown a big improvement is the detective unit. The gap between the three departments has almost been eliminated. They have been working as a real team leaving no stones unturned when investigating a crime.

Reviewing the police records for the first six (6) months of 1975, I found that the arrests have been increased approximately 20% as compared to the first six (6) months of 1974. I attributed this to more manpower and better street lighting.

Very truly yours,

Earl F. Hill, Mayor

EFH asm

City of New Kensington

2400 LEECHBURG ROAD, NEW KENSINGTON, PA. 15068
PHONE: (412) 337-4523 / 337-4525

VERLE N. BEVAN -- Mayor

MICHAEL SHAMEY
Accounts and Finance

JOHN J. MONACO
Public Safety

JOHN W. REGOLI
Streets and Improvements

RAYMOND J. ZIPPLER
Parks and Buildings

ALBERT A. BITTCHER
City Controller

WALTER A. SUROWSKI
City Treasurer

ANNA MARIE DOMENICK
City Clerk

IRVING M. GREEN
City Solicitor

KISKI ENGINEERING CO.
City Engineers

DANIEL W. JOSEPH
Chief of Police

JAMES E. KOPELMAN
Project Coordinator

GENAUR A. LEMON
Fire Chief

July 11, 1975

Thomas P. Timcho
c/o Ernst and Ernst
2000 Pittsburgh National Building
Pittsburgh, PA 15222

Dear Mr. Timcho:

I would like to take the opportunity to briefly highlight the activities of the Tri-City Impact Task Force.

There has been a definite improvement in the quality of workmanship performed by not only the Task Force members, but our members as well. Regular street police officers now seem more alert and conscientious about the performance of their duties. It is encouraging to note that the Task Force is well accepted by the members of our department.

An air of professionalism now exists. Morale has lifted and petty criticisms seems to have been eliminated. The majority of our men are being influenced by the work qualities of the Tri-City Detectives. An incentive has been created.

Furthermore, the Task Force has made it possible to have a follow-up on all offenses. By the existence of the Task Force, the additional manpower is utilized in the performance of a broader field of police services. Prior to the Task Force, we were often times bogged down with work thereby working the serious type cases which in turn caused the lesser type offenses to be set aside. Now it is possible to have an undisturbed crime scene.

The installation of a mobile unit in the private cars of each detective makes it possible for the detectives to respond to calls at any time. Secondly, the radio also provides these men

JUL 13 1975

Thomas P. Timcho
Page 2
July 11, 1975

with up-to-date information as it occurs. It is my hope that, in the future, perhaps each man in the department could be furnished with a mobile radio unit.

If I had to describe the success of the Impact Program to any one factor, I would say that the excellent cooperation and the calibre of each man is the main success factor. These men are dedicated. They work all hours, complain very little, and accomplish much.

Very truly yours,



DANIEL W. JOSEPH, Chief of Police
New Kensington Police Department

DWJ/nkp

EXHIBIT IV

Dear

Current police records indicate that you were the victim of

This questionnaire is sponsored in part by Federal Funds to determine how the police department responded to your problem. In the interest of improving the police services provided to the community, would you take the time to answer a few questions concerning your recent experience.

1. Briefly describe the nature of your problem.

2. When did you call the police?

A. Immediately _____

B. Other _____ (If other, please explain)

3. How long did it take until a police officer arrived in response to your call?

4. Were you satisfied with this response?

Yes _____ No _____ (If no, please explain)

5. Did the police officer handle your call in a professional manner?

Yes _____ No _____ (If no, please explain)

6. After taking the initial report, did someone from the police department keep you informed as to the status of your situation?

Yes _____ No _____

If you answered yes, please elaborate on the type of contact the police department had with you.

7. Are you aware of the Tri-City Impact Force that is functioning in your area?

Yes _____ No _____

If you answered yes, please elaborate on your impressions of the men in this unit.

8. What additional action could be taken to improve the police services currently being provided in your community?

Thank you for your comments on this matter.

Name

Please return this questionnaire to Ernst & Ernst, 2000 Pittsburgh National Building, Pittsburgh, Pennsylvania 15222, in the enclosed envelope as soon as possible.

EXHIBIT V

Dear

This questionnaire is sponsored in part by Federal Funds to determine your level of satisfaction with the police services offered by your community. In the interest of improving the police services in your area, would you take the time to answer a few questions.

1. Have you noticed an increase in the number of foot patrol officers in your section since December, 1974?

Have noticed great increase _____ Have noticed moderate increase _____ Have noticed no increase _____

2. Have the newly installed street lights increased your business during the evening hours?

Yes _____ No _____

3. Did you call the police force for assistance since January 1, 1975?

Yes _____ No _____

A. If yes, why did you call the police?

B. How long did it take for a police officer to arrive at your location?

C. Were you satisfied with the manner in which your call was handled?

Yes _____ No _____

If no, please explain.

4. Are you aware that a specially funded police unit known as the Tri-City Impact Force began to function in your area on October 15, 1974?

Yes _____ No _____

If you answered no to question number 4, please go to question number 7.

5. Do you believe that the Tri-City Impact Force is an asset to your area?

Yes _____ No _____

Please explain any thoughts you have on the performance of the Impact Force or its use in your area.

6. Do you know which officers are Tri-City Impact Officers?

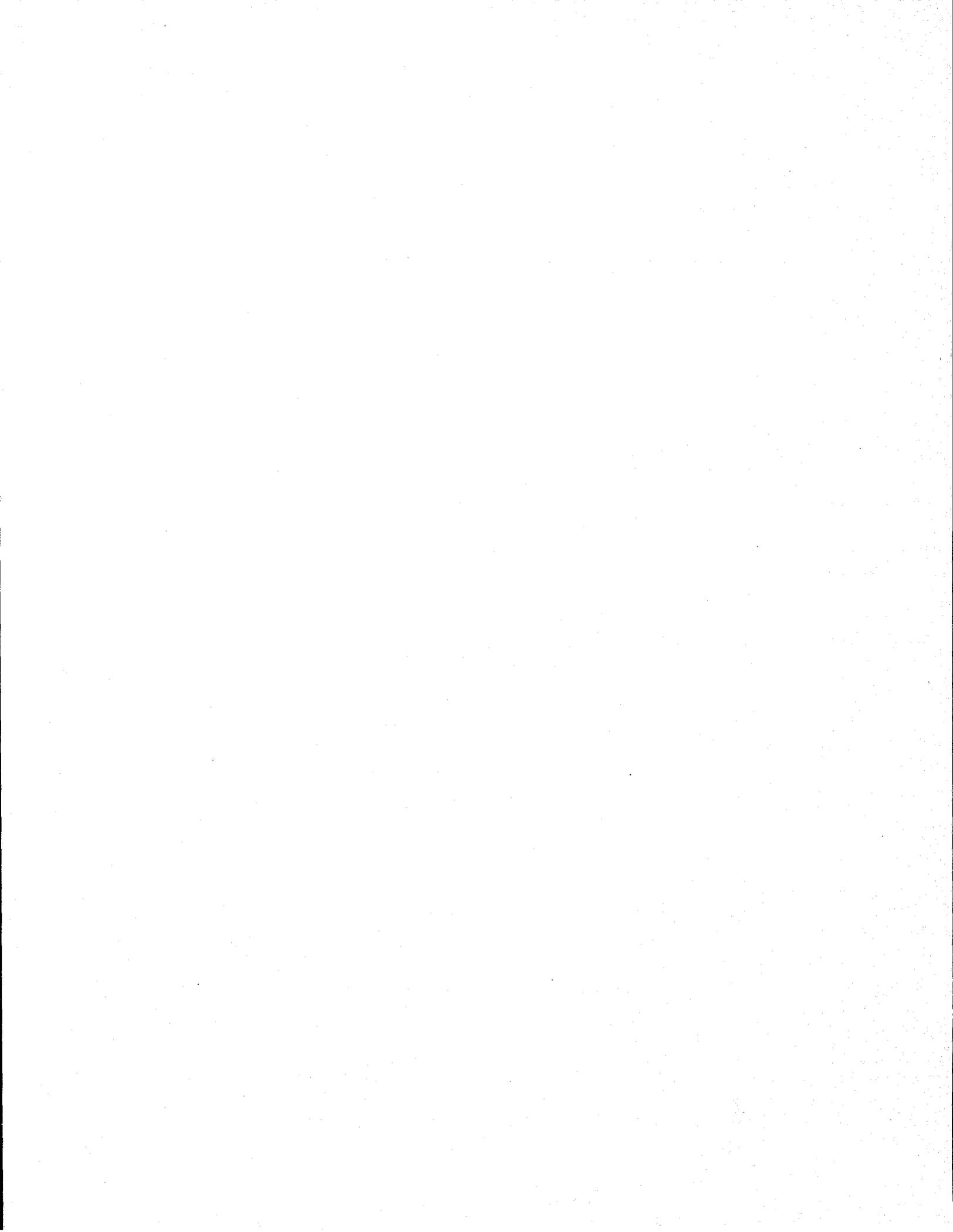
Yes _____ No _____

7. What additional action could be taken to improve the police services currently being provided in your community?

Thank you for your comments on this matter.

Name

Please return this questionnaire to Ernst & Ernst, 2000 Pittsburgh National Building, Pittsburgh, Pennsylvania 15222 in the enclosed envelope as soon as possible.



END