

ndp 4/27/79
RC 9.30.79

B

57858

AN EVALUATION
OF THE
X NEW HAMPSHIRE DEPARTMENT OF SAFETY
"Statewide Crime Prevention Program"

GRANT NUMBER

76/77/78-I-A-2165 B02/B02/B01

PROJECT PERIOD

June 1, 1978 to June 30, 1979

JAMES CAHILL
EVALUATION SPECIALIST

NEW HAMPSHIRE GOVERNOR'S COMMISSION ON CRIME AND DELINQUENCY

April 25, 1979

NCJRS

MAY 24 1979

ACQUISITIONS

SUB-GRANTEE

New Hampshire Department of Safety

PROJECT TITLE

"Statewide Crime Prevention Program"

PROJECT DIRECTOR

Richard M. Flynn, Commissioner, Department of Safety

GRANT NUMBER

76-I-A-2165 B02
77-I-A-2165 B02
78-I-A-2165 B01

GRANT PERIOD

June 1, 1978 to June 30, 1979

GRANT BUDGET

<u>Item</u>	<u>Total</u>	<u>Fed.</u>	<u>State</u>	<u>Local</u>
Personnel Services	\$29,780	\$26,802	\$2,978	0
Consultant Services (Audit)	1,311	1,180	131	0
Travel and Subsistence	1,000	900	100	0
Construction and Renovation	0	0	0	0
Rental	0	0	0	0
All Other (Office Expense)	2,000	1,800	200	0
Indirect Costs	1,704	1,534	170	0
Total Cost	<u>\$35,795</u>	<u>\$32,216</u>	<u>\$3,579</u>	<u>0</u>

PREVIOUS PROJECT HISTORY

<u>Grant Period</u>	<u>Total Funding</u>	<u>Fed.</u>	<u>Percentage State</u>	<u>Local</u>
75-A-558 D01 1/10/75 to 3/31/76	\$17,790	90%	10%	0
75-A-1066 D01 1/9/76 to 6/30/79	\$34,613	90%	10%	0

EVALUATOR: James Cahill

DATE: April 25, 1979

PROJECT DESCRIPTION

The grant application describes the objectives of this project as "...to introduce, implement, coordinate, and support crime prevention methods and programs throughout New Hampshire for law enforcement departments and to stimulate community leaders, along with individual citizens, to become aware and involved for (the) purpose of eliminating..." opportunities for the commission of crimes. The ultimate goal is described as being to "...substantially reduce serious crimes in New Hampshire through the adoption of crime prevention by an aware and involved citizenry working in partnership with the police". The method of service is basically two-pronged: first, to introduce a practical crime prevention program in the state and local law enforcement agencies, and secondly, to involve the public in an anti-crime program through projects of public education and public relations. The statewide crime prevention program now in existence is conducted by the Crime Prevention and Public Information Office, a separate office within the office of the Commissioner of Safety, not attached to any other division or bureau within the Department of Safety.

Among the activities conducted by the Crime Prevention and Public Information Office are the following:

a) Distribution of crime control literature to law enforcement officers and to schools, businesses, and homeowners; public appearances before citizen's organizations, civic groups, and business-related organizations;

b) Drafting and dissemination of press releases and other public relations announcements;

c) Presentations and lectures before law enforcement officers undergoing training conducted by the New Hampshire Police Standards and Training Council and the State Police Recruit Academy, and development of crime prevention and public relations curricula;

- d) Publication of a newsletter for crime prevention officers;
- e) Development of uniform administrative procedures and rules for dissemination of information to the press and the public;
- f) Legal and technical research and advice for the Department of Safety useful for the operation of the department and its various divisions and bureaus, including the state Fire Marshall's Office, the Bureau of Title and Anti-Theft, and the Boating Safety Office;
- g) Organization and maintenance of a library of crime prevention and public relations materials, as well as a collection of statutes, court decisions, and state and federal regulations, for use by the department and to be made available also to law enforcement agencies;
- h) Participation in the organization of a statewide crime prevention officers' professional association;
- i) Conduct of safety and security surveys of public and private buildings with a view towards lessening or eliminating the opportunity for property crimes such as arson, burglary, vandalism; and
- j) Communication with crime prevention projects in other jurisdictions.

The office as presently constituted was created by merger of the crime prevention office operated formerly by William Bibber within the Department of Safety and the crime prevention project formerly operated by the Crime Commission. When the two offices were merged in the summer of 1978, Robert Denz was put in charge of the new statewide crime prevention unit. Shortly thereafter, on November 3, 1978, R. Brian Snow replaced Mr. Denz as director.

Mr. Snow graduated from Boston College Law School in the class of 1978. Prior to attending law school he held various summer and part-time jobs in law enforcement administration. While in law school he interned as a police prosecutor with the Nashua Police Department, worked for a time as a staff attorney with the Massachusetts Attorney General's Office in its Criminal Division (White-Collar Crime Unit) and its Public Protection Division, and was a law clerk to the Chief Justice of the Appellate Division of the Municipal Court of Boston. He is presently a candidate for admission to the New Hampshire Bar.

Mr. Bibber has remained in the office as crime prevention coordinator. Between 1955 and 1972 he held various positions with the Boston Herald and Herald Traveler. During 1972 he was a public affairs officer with the United States Navy. He subsequently managed public affairs and advertising for the New Hampshire Division of the American Automobile Association. He holds an associate's degree in arts, a bachelor's degree in journalism, and is pursuing a degree in criminal justice at Saint Anselm's College. Immediately prior to becoming associated with the crime prevention office, he was the Community Relations Specialist for the Department of Safety, a position funded by a GCCD grant.

Barbara Harkness provides clerical help. Her services are shared with the Department of Safety data processing service.

PROJECT OPERATION

The operation of the project under Mr. Bibber's direction is discussed in an evaluation report submitted by John Mason in April, 1977. In that report, Mr. Mason noted some weaknesses and difficulties with the program, the most significant being that there appeared to be some overlap among the crime prevention activities conducted by the Department of Safety and those conducted by the Crime Commission. Mr. Mason's recommendation was that Messrs. Denz and Bibber jointly examine their efforts to determine whether a common course of activity might be more advisable. Accordingly, the Full Commission tabled an application to continue funding the GCCD project at its January 6, 1978 meeting (MINUTES at p. 3). On April 7, 1978, the Full Commission approved funding for the continuation of the Department of Safety project entitled "Statewide Crime Prevention Program", and the two projects were combined by moving the GCCD operation into the Department of Safety during the summer of 1978.

Activities under the prior grant are discussed in full in Mr. Mason's evaluation report of April, 1977.

The uncertainty of funding of the Department of Safety program precluded involvement in any long-term projects. Deputy Commissioner Sweeney notes that the Crime Prevention and Public Information Office ran on a "day to day" basis during the latter part of 1977 and early 1978 and that Mr. Bibber confined his activity to dissemination of crime prevention materials and to relations with the press. However, he did draft a proposal for a victim assistance program for the state Council on Aging during this period, as well as a proposed course outline on crime prevention for the Police Standards and Training Council.

During the summer of 1978, the office assisted the Farm Bureau Federation in operationalizing a statewide rural crime prevention program which featured identification and anti-theft methods for farm and construction equipment. The office also distributed pamphlets and other literature to several law enforcement agencies, private businesses, and citizens groups, and prepared articles on crime prevention in New Hampshire for the magazines Police Chief and Knight Stick in addition to producing a crime prevention newsletter. Mr. Bibber attended the first annual national meeting of crime prevention directors and assisted four organizations in making application for LEAA funds for community crime prevention projects.

With the hiring of Mr. Snow in November, 1978, the program's activities intensified significantly. Mr. Snow conceives of his activities as falling into three categories: crime prevention, public information, and special and ancillary projects. The crime prevention and public information categories are self-explanatory, and the activities falling into these categories are discussed in the PROJECT DESCRIPTION. Special and ancillary projects involve primarily legal research and drafting of

administrative rules and regulations for compliance with the state Administrative Procedure Act (RSA 541-A).

Crime Prevention Activities

In November, 1978, the office arranged to publish its news-letter material in the Police Standards and Training Council quarterly Probable Cause, in an effort to cut the operating costs of the office. This arrangement allowed the project to realize a savings of \$468.00 in postage alone. Also, in November, Mr. Snow began work on incorporation of the New Hampshire Crime Prevention Officers' Association as a not-for-profit professional organization. In December 1978, the office assisted the University of New Hampshire in initiating a vandalism and theft prevention program. Also, during that month Mr. Snow and Mr. Bibber met with officials of the Police Standards and Training Council to develop course outlines and test materials, and they provided technical assistance to the state Board of Alarm Installers. Other December activities included assembly of a compendium of lecture materials on crime prevention for presentation to schools and citizens' groups, and issuance of the crime prevention monthly newsletter for the last time.

During January and February, 1979, Messrs. Snow and Bibber taught crime prevention classes for a group of State Police recruits, and participated in a training seminar for part-time and special officers conducted in Nashua by the Police Standards and Training Council. Mr. Bibber became a member of a three-person committee to develop a uniform series of training seminars and a five-day special school for crime prevention officers. Also, during January, the office presented a seminar for the New Hampshire Fire Chiefs' Association on the subject of search warrants and arson investigations.

During February, the office taught five courses on crime prevention and court procedure for the Police Standards and Training Council, and

Mr. Snow agreed to write a syllabus and teach a course on Constitutional law to State Police recruits. Seminars on prevention were held for groups of businessmen in Marlborough and Keene and for members of the Contoocook Valley Credit Union. Packages of crime prevention materials were assembled and sent to the police departments of Bedford, Boscawen, Chesterfield, Conway, and Wakefield, to Senator Durkin's office, and to law enforcement officials in South Carolina.

In March and early April, Mr. Snow taught three classes on the subjects of crime prevention and court procedure to the Police Standards and Training Council. Final incorporation papers were prepared for the New Hampshire Crime Prevention Officers' Association during this period, as was a brochure for the Farm Bureau Federation describing their crime prevention program. Finally, the office submitted an article for publication in the Police Standards and Training Council magazine Probable Cause.

Public Information

The bulk of activity carried out in this category involves preparation of press releases and conduct of relations with the press. The office has assisted in the work of the New Hampshire Fair Trial-Free Press Committee and has developed a set of policies on public information and rules of procedure for dissemination of information to the press and the public. The office recently completed publication and distribution of a flyer on boating safety, and during March assisted WMUR Television in Manchester in the production of a one-half hour program on highway safety. The office has also taken on responsibility for publication of an intra-departmental newsletter and bulletin. The following table sets forth routine public relations matters handled in the office since regular workload records have been maintained.

PUBLIC INFORMATION AND PRESS

ACTIVITIES

<u>Month</u>	<u>Press Releases</u>	<u>Media Assistance (Occasions)</u>
November, 1978	14	N/A
December, 1978	24	16
January, 1979	18	9
February, 1979	7	5
March, 1979	11	5

Ancillary Projects

Mr. Snow's legal training and his background in law enforcement administration have made him available to conduct legal research and to perform other specialized tasks to support the public information and crime prevention efforts in the department. Primarily, his 'ancillary projects' have related to compliance by the Department of Safety with the state Administrative Procedures Act (RSA 541-A). Mr. Snow has written a series of "nutshell" memoranda explaining the law relative to administrative rulemaking, and a series of legal forms to be used for notice of proposed adoption, amendment, and repeal of administrative rules in the Department of Safety. These rules include all regulations, standards, or statements of general applicability adopted by the department, its divisions, or bureaus, which implement, interpret, or make specific the laws administered or enforced by the Department of Safety, or which prescribe or interpret agency policy, and which are intended to be binding on the department, the public, or other agencies.

At the time of this writing, the Department has been brought into full compliance with the state Administrative Procedure Act. Mr. Snow has also assisted in the drafting of rules issued by the department's Bureau of Title and Anti-Theft and the state Fire Marshall's Office. Copies of the nutshell memoranda and the legal forms developed by Mr. Snow were submitted with the most recent progress report.

Another activity undertaken by Mr. Snow has been to catalogue the library

collection at the department, especially to update the legal materials -- New Hampshire statutes and court decisions, and federal regulations. This function is of significant import, as public and press access to law enforcement information has become more and more the subject of federal regulation and legal controversy.

COMMENT

Mr. Snow has identified problems with the project in his monthly progress memoranda submitted to Deputy Commissioner Sweeney. The problems have been administrative in nature; there are no indications of programmatic lack of progress or failure. One problem has been that of identity, as the public and other agencies have from time to time suffered confusion as to the office's position in the department's organization, and the source of its authority. The lack of an office sign or adequate office space within the building appear to have exacerbated the problem. Mr. Snow reports having been inconvenienced by the lack of an additional telephone in his office. Deputy Commissioner Sweeney is confident that the proposed rearrangement of office space in the Hayes Building will ease the latter two problems. The problems of identity (or lack thereof) within the organization are slowly resolving themselves as the office carries on its activities with the public and with other agencies.

A more serious problem relates to clerical help. The secretary, Ms. Harkness, is shared with another office in the department, located in the ground level of the Hayes Building, two floors below the office shared by Mr. Bibber and Mr. Snow. Although Mr. Snow has some priority with respect to Ms. Harkness' time, during busy periods clerical work is often difficult to manage. The Commissioner's office workers have helped from time to time, but Mr. Snow reports this arrangement to be less than optimally efficient.

A third problem arises from funding levels. Money previously allocated to travel and office expenses was reallocated to accommodate the most recent state employee pay raise, making it necessary to cut back travel to local law enforcement agencies and to abandon some publications.

CONCLUSIONS AND RECOMMENDATIONS

The office has run at its present strength since late summer, 1978. Although it will no doubt be some time before analysis of crime statistics in New Hampshire will provide any indication of whether the project's efforts have had a significant impact on the crime rate, local police departments who have taken advantage of the practical crime prevention program report that property crimes have decreased in their towns (and risen proportionally in surrounding towns which have no crime prevention programs). The office has produced a substantial amount of work and maintained a favorable level of effort despite limited funds. Mr. Snow reports monthly and in detail to Deputy Commissioner Sweeney on his activities, the financial status of the grant, and difficulties which have arisen. He also outlines short and long range objectives and discusses progress toward them in the monthly reports. An immediate objective is the conduct of an anti-burglary campaign with the assistance of the Crime Prevention Officers' Association.

The writer concludes that if funds can be identified and allocated, every reasonable effort should be made to continue this project, consistently with established Commission policy.

END