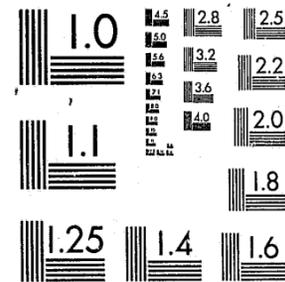


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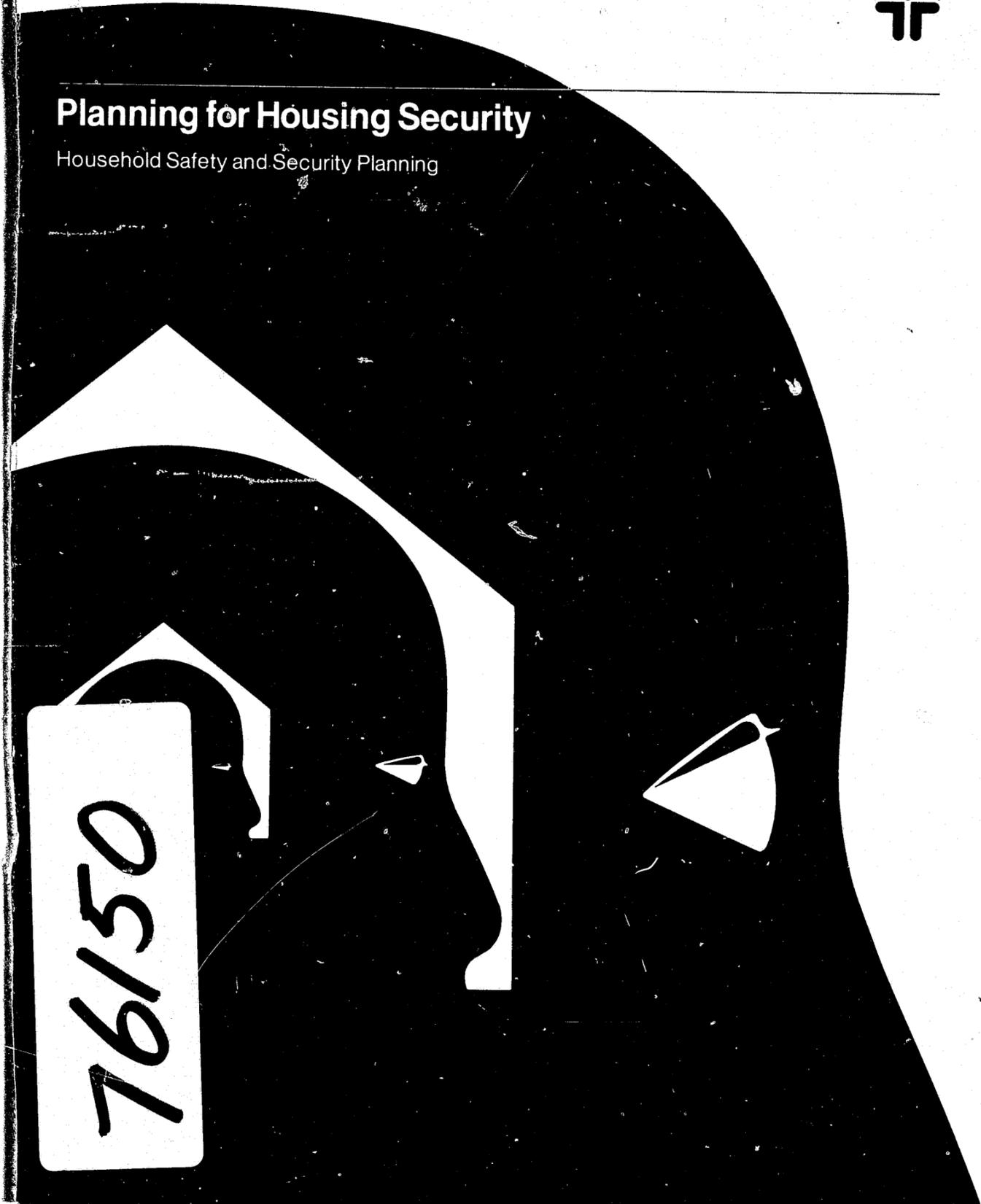
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U.S. Department of Housing and Urban Development
Office of Policy Development and Research



Planning for Housing Security

Household Safety and Security Planning



76150

Household Safety and Security Survey

Prepared for

U.S. Department of Housing and Urban Development
Office of Policy Development and Research

Under Contract Number: H-2249R

by

William Brill Associates, Inc.
Annapolis, Maryland 21401

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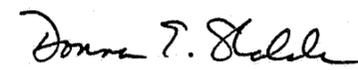
FOREWORD

This manual--the third in a series on the subject of comprehensive security planning for public housing--is an introduction to two survey instruments for assessing the crime problem. The surveys--one a short version of the other--are designed to provide information about the extent of crime in public housing, the fear of being victimized by that crime, and the degree to which people alter their behavior as a result of that fear. The survey instruments themselves are available in a separate appendix.

The surveys, which have been field-tested in numerous public housing projects, are essential for a comprehensive public housing security program. Correctly administered, they will provide project managers with invaluable information on the nature of the crime problem.

In publishing this series of manuals, HUD hopes for action. The goal is to reduce crime in public housing and to alleviate fear and loss.

Charles Gueli began this project, and Richard Burk has completed it. I commend their deeply committed and enthusiastic supervision.



Donna E. Shalala
Assistant Secretary
for Policy Development
and Research

The research and publication of this report were made possible through a research contract from the Office of Policy Development and Research of the U.S. Department of Housing and Urban Development. The findings presented in this report are those of William Brill Associates, Inc., and do not necessarily represent those of the United States Government in general or HUD in particular.

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Introduction

This manual is one of a series being produced by William Brill Associates, Inc., (WBA) on Comprehensive Security Planning, a security planning approach developed by WBA under HUD funding which has been applied to date in more than 10 housing projects in 10 cities across the nation.

One of the features of the Comprehensive Approach to Security Planning is the precise measurement of the crime problem on the site in terms of resident victimization rates, resident fear of crime, and the extent to which residents are altering their behavior because of their concern about crime. This information is gathered by administering the WBA Household Safety and Security Survey, the subject of this manual.

As described in the following pages and the three accompanying appendices, the survey provides accurate data on resident victimization, fear of crime, and altered behavior. These findings can be used as a baseline to measure the effect of improvements on a before-and-after basis. They can also be used to compare a housing site with other sites where the survey has also been administered. The findings on victimization can also be compared with national data and in many cases, city-wide data that have been gathered by the Law Enforcement Assistance Administration (LEAA) Crime Panel surveys.

The third use of the findings is as a planning tool in the preparation of a Comprehensive Security Plan. Because such information as where the crime is occurring, which areas and social situations are viewed most fearfully, etc. is

provided, the findings enable resources to be targeted at the most troublesome areas.

This manual explains the purposes and scope of the survey and the rationale for the questions. It provides guidance on how to analyze the results and how to best utilize the findings. The manual also includes some representative findings from cities where the survey has been applied.

The appendices include both the full and abbreviated versions of the survey instrument and present detailed guidance on how to administer them. They also include training manuals for both survey supervisors and interviewers as well as all required forms for the efficient management and control of the survey.

The Comprehensive Approach to Security Planning

In order to use this manual effectively and to make the best use of the survey instrument it describes, it is important to have a clear understanding of the overall approach of which it is a part.

The Comprehensive Approach to Security Planning has two major parts. The first, the Residential Vulnerability Analysis, examines those features of the site's social and physical environment that contribute to residents becoming victims of crime, cause them to be fearful about crime, or cause them to withdraw from their environment and

each other. While this withdrawing behavior seems rational to the individual, it does contribute to the crime problem because it surrenders the environment to outsiders and makes difficult the formation of the close relationships that are necessary if communities are to resist crime.

The second part of the Comprehensive Approach to Security Planning involves the preparation of a plan that is aimed at overcoming the environmental problems that were identified by the Residential Vulnerability Analysis. The purpose of such a plan is to reduce or eliminate the characteristics of the site that make residents vulnerable, as well as to encourage residents to work together and to acquire needed assistance from social service agencies, management staff, and the police, so that they can erect some of the social defenses against crime that generally go hand-in-hand with strong neighborhoods.

The plan is comprehensive because it addresses both physical and social factors. Equally important, the plan is synergistic because it strives for a mix of improvements that collectively can be expected to impact on the problem. The plan is not just a list of isolated improvements, but an organized approach so that the various improvements reinforce each other.

Although plans can be expected to vary depending upon the findings of the Residential Vulnerability Analysis, a good comprehensive plan usually includes recommendations designed to improve the physical environment, the delivery of social services, the management of the project, and to increase the strength of resident organizations.

Principles

The Comprehensive Approach to Security Planning has several operating principles which should be understood before this manual is used. These principles, which reflect the logic behind the material presented in the manuals, are as follows:

The Need to Understand the Vulnerabilities of the Site

This component of the planning approach involves identifying the characteristics of the project's physical and social environment that (1) contribute to the criminal victimization of residents, (2) contribute to their fear of crime, and/or (3) cause them to alter their behavior to such an extent that they limit their opportunities for interaction with their environment and fail to construct the social defenses against crime commonly found in strong, cohesive neighborhoods.

Projects may be vulnerable on several levels. The site may have physical characteristics that contribute to crime or fear of crime, or cause people to avoid interaction with

each other and their environment. There may also be patterns of interaction among residents that limit their ability to work together or look after one another with the result that residents, because they are isolated, are more likely to be victimized by crime or to be afraid of the possibility.

Projects may also be vulnerable because of the manner and extent to which they are served by police and other security-related organizations. If these services are not provided, or are provided in an insensitive or inefficient manner, resident vulnerability increases.

To analyze residential environments along these dimensions, WBA developed its Residential Vulnerability Analysis, a technique that permits the identification of the features of a development's social and physical environment that could contribute to a crime problem on a site.

This analysis consists of three parts. The first part is the Household Safety and Security Survey, the subject of this manual. This survey, administered to a sample of the resident population, provides data on actual victimization and measures residents' fear of crime and the extent to which residents are altering their behavior because of their concern about crime. This is an important planning tool because it shows exactly where victimizations are taking place and which areas are viewed most fearfully, allowing improvements to be targeted to the most vulnerable areas.

The second element of the Residential Vulnerability Analysis is the Site Security Analysis. This identifies the negative design and development features of the site that contribute to residents' vulnerability to crime. Criteria used include: (1) the **penetrability** of the site — how it can be entered and how these entry points are structured and controlled; (2) the presence of site features such as poorly defined front and rear yards that discourage the exercise of **territoriality** on the part of the residents; (3) the extent to which the site's design and development provide **opportunities for surveillance** — opportunities for the site and people using the site to be observed in a formal manner by police or more casually and informally by residents; (4) the amount and location of **unassigned space** — space that no one protects and which can easily be claimed by intruders; (5) the presence of **design conflicts** — situations where user groups are forced to compete over the use of the same facility or space; and (6) the extent to which **neighborhood influences** — intrusions by outsiders — affect security of the development.

The third part of the Residential Vulnerability Analysis examines the cohesiveness and organizational strength of a project's social structure. This analysis determines the extent to which residents have formed supportive relationships useful in resisting criminal intrusion or in controlling anti-social behavior of other residents. This part of the analysis also examines how effectively police and other security-related services are delivered to the project.

The Need for Evaluation

The Residential Vulnerability Analysis permits any plan that is prepared to be evaluated according to criteria that are both relevant and explicit. This can be achieved by re-applying the Residential Vulnerability Analysis or any of its dimensions, particularly the Household Safety and Security Survey, after improvements have been made. A resurvey of the population, for example, can determine in precise terms what shifts have occurred in resident victimization, resident fear of crime, and in the extent to which residents are limiting their use of the environment because of their concern about crime. The physical characteristics of the site and the social structure of the residents can also be analyzed on a before-and-after basis.

The Need for a Mutually Reinforcing Mix of Improvements

The third operating principle of comprehensive security planning is that an effective security program must present a mutually reinforcing mix of improvements. Experience has shown that many efforts to improve security in housing have failed at least partly because they are one-dimensional approaches to a multi-dimensional problem. It is not enough to install any one improvement, be it improved lighting, site improvements, residents' organizations, or even guards; a coordinated program that involves a reinforcing mix of improvements is necessary.

The Need to Create a Neighborhood

This principle has emerged from repeated analysis and observation by WBA staff on a number of sites all over the country. Time after time, especially in large projects, the Residential Vulnerability Analysis revealed that residents felt alone and unsupported, that they were not helping one another in a neighboring way, and that the physical environment reinforced this attitude by being anonymous and institutional in character. This institutional environment possessed a number of other characteristics that not only put residents at risk and increased their anxiety about crime, but also inhibited the development of the close, supporting relationships that are necessary to resist crime and control mischievous and anti-social elements within the community.

These findings led to recommendations in several cases that, wherever possible, large projects should be broken up into smaller neighborhoods of from 30 to 50 families so as to provide a social unit with which people could identify. To define these neighborhoods, as well as to organize private and semi-private areas within them, plans in these cases called for the use of architectural elements such as fencing, changes in grade, planting, and shared courtyards. These plans also called for socially reinforcing the new neighborhoods by organizing residents within them, a

task expected to be made easier by their new physical definition. WBA has also recommended in these instances that the delivery of social and police services be organized to connect directly to these neighborhoods as a way of further strengthening them and assuring, through such contact, that the services would be relevant and sensitive to resident needs.

This principle is important because it seeks to provide residents with a social unit with which they can identify and which will encourage them to build the neighboring relationships that are so important in controlling crime.

As can be seen from the foregoing, the Comprehensive Approach to Security Planning is both systematic and comprehensive. It is systematic because it applies precise research instruments to measure factors relevant to the crime problem. It is comprehensive in that it recommends a broad range of mutually reinforcing improvements that can be expected to substantially impact on the crime problem in residential environments.

Scope of the Manual

This manual deals with the Household Safety and Security Survey (HSSS) — the first part of the Residential Vulnerability Analysis and a tool that is useful in all phases of the comprehensive security planning process. The purpose and scope of the HSSS are first presented. This is followed by a discussion of how to analyze and use the findings. A final section of the manual presents representative findings from developments where the survey has been applied. There are three appendices to this manual.

The first, Appendix A, presents two versions of the HSSS. One is the full survey instrument, the other is a version designed for use by those without the need or the resources to apply the full instrument. Appendix B presents a supervisor's manual to be used by the individual, group, or organization responsible for administering the survey. This report discusses how to organize the survey effort, how to recruit and train interviewers, and how to assure that complete and accurate interviews take place. It also includes forms, sample letters, and check lists that are necessary to properly administer the survey. The third, Appendix C, consists of a training manual to be used by interviewers in learning how to administer the survey.

Related Material

Before beginning to administer the survey or even planning to do so, it is important to first become familiar with the other parts of the planning process in the Comprehensive Approach to Security Planning. These are presented in the other manuals of this series. A Site Analysis Manual explains how to analyze the features of a site's layout and design that contribute to a crime problem. The Site

Elements Manual discusses the architectural elements, such as trees, shrubs, walls, bollards, etc. that can be used to overcome any vulnerabilities identified by the site analysis. An additional manual, *Analyzing the Social Environment*, indicates how to assess human factors such as resident social relations, or the sense of community that exists in a development, so that ways in which residents can be encouraged to work more closely together, can be identified and developed into programs.

These manuals, as well as the appendices to this manual are important resources and should be thoroughly reviewed before proceeding with the survey. All of the materials discussed, the appendices to this manual and the other manuals in the series, can be obtained by writing to HUD - USER, P.O. Box 280, Germantown, Md. 20767.

Purpose and Scope of the Survey

The survey has three major purposes. First, it provides baseline data on the crime problem that can be used to measure change over time by applying the survey on a before-and-after basis. Second, by comparing the survey findings with Law Enforcement Assistance Administration Crime Panel data, it is possible to compare victimization rates on a site with city-wide and national rates at various income levels. Third, the survey findings reveal where on the site the crime is occurring, who is being victimized, and which situations and places residents are most afraid of. This information is invaluable in the preparation of the comprehensive security plan because it allows site improvements to be targeted to those areas that are the most frequent scenes of criminal acts or which the residents view most fearfully.

The utility of the survey as both an evaluation and planning tool is made possible by the scope and structure of the survey. The survey measures three things: victimization, fear of crime, and altered behavior — the extent to which people are pulling back from their environment or otherwise changing their behavior because of their perception of the crime problem. The survey thus provides an operational definition of the problem. It measures what happens to people — victimization; what their psychological reaction is to it — fear; and finally, what their behavioral reaction is to the problem — altered behavior. Moreover, the survey, as noted above does not just report rates, i.e., the number of victimizations and the amount of fear or altered behavior. It is also environmentally specific in that it relates these factors to locations and social situations on the site.

These three dimensions of the survey — victimization, fear of crime, and altered behavior — are discussed below.

Victimization

Three types of victimizations are measured by the survey:

1. **Personal victimization** — robbery, purse snatching, assault, and sexual assault suffered by residents.
2. **Victimization against the housing unit** — burglary, attempted burglary, and vandalism suffered by residents.
3. **Victimization involving personal property loss** — larceny, deliberate car damage, and mailbox break-ins suffered by residents.

For each type of victimization, residents are asked several questions. These include the number of times anyone in the household was victimized within the preceding 12 months. In the event the respondent reports one or more victimizations, he or she is then asked where the victimization(s) took place. Detailed data is then gathered on the last reported victimization. Questions relate to the time of day and date of victimization, injuries and property loss sustained, and whether police were called and, if not, why not.

These questions allow for an accurate count of victimizations on the site as actually experienced by resident households, not just those reported to the police. They also indicate where on the site the event(s) took place. The responses to the detailed questions on the last reported victimization provide an understanding of the environment and features of the site that might be associated with the victimization, such as a point of entry for a burglary, or a poorly designed entranceway that makes mailboxes vulnerable.

Fear of Crime

Several types of questions are used to measure fear. These include expectation questions where residents are asked to assess the probability — better than 50/50, 50/50, less than 50/50, almost no chance — that they will be a victim of a particular crime in the year ahead (question 25). The survey also asks residents to assess common features of their environment and relatively ordinary social situations on a safety-dangerousness scale. The items to be assessed are made specific to the site and thus vary from site to site. But they generally cover, as seen in question 19, such activities as walking across the site, waiting for public transportation at a particular place, using an elevator, talking with a friend in front of a resident's building, etc. They are all relatively usual events that people must or should experience in the course of living in a housing environment. The extent to which they are viewed fearfully or safely is thus a good indicator as to the quality of life provided by the environment from a security standpoint. It is also necessary to know the specific places and situations that are fear-generating settings as it makes it possible to focus on them in designing improvements for the site.

Other useful questions relating to fear are those that inquire about fear for children (questions 27-29). Here the respondent is asked how worried he or she is about children in the household being beaten up, robbed or forced to pay money to other children for protection in three settings: in the housing project, in school, or on the way to and from school.

Altered Behavior

Altered behavior refers to the extent people are changing or adjusting their behavior because of their perception of the crime problem. This is an important indicator of the crime problem in any community because such concern usually means that people are pulling back from their environment and from each other. As a result, the environment is surrendered to anti-social elements, residents experience less pleasure from their residential environment and, most important, opportunities to work together and to build a strong neighborhood with social defenses against crime are lost.

The HSSS includes a number of questions designed to measure altered behavior. It is the first dimension covered in the questionnaire, largely because at the beginning of the interview people have not yet focused on crime as they do later in the interview, and are thus likely to be more

natural in reporting their everyday behavior.

The questions on altered behavior are carefully structured so as not to elicit more altered behavior than is actually the case. The survey does *not* ask, for example: "Do you not shop at night because you are afraid of crime?" Instead, (see question 5) the respondent is asked: "Do you shop at night?" If the respondent answers "no", he or she is then asked "Why not?". It is only if crime is mentioned as the reason (as there could be other reasons) that the answer is then coded as an altered behavior response. Similar questions relate to other day-to-day events such as handling children, using transportation, visiting friends or going out at night. In each case the questions are structured so as not to lead the respondent into an answer and to make sure that the reason for the behavior is because of a concern about crime and not some other reason. It is only where the behavior could have no other meaning than being crime-related is the question asked directly. This is the case with question 10, which inquires as to whether the respondent has installed locks or other devices to protect his or her home, and with question 8, which asks whether the respondent has recently "gotten something to protect (themselves) with".

Assessment of the Quality of the Social Environment

In addition to questions dealing with victimization, fear of crime, and altered behavior, the survey also includes questions that relate to how residents feel about the safety of their environment and particularly how supportive they think other residents are. At several points the respondents are asked general assessment questions, such as "How safe do you think the project is?" (question 17), or "Do you think there is more or less crime than there used to be?" (question 16). The survey also includes a question that asks residents what they think would make the project safer (question 26).

The survey also includes direct probes into the extent that residents feel that they can turn to one another for help or that their values are shared by other residents (questions 100-104).

These questions, as well as the general assessment questions, probe along an extremely important dimension, because the comprehensive planning process is built around the concept that a strong sense of community is necessary if residents' security is to be improved. It is thus extremely important to know how residents assess their environment and the extent to which they feel they can turn to each other in a time of trouble.

Analyzing the Data

To properly analyze the data generated by the survey it is necessary to have the services of a data analyst and access to a computer. Arrangements should therefore be made at the outset of the survey to assure that the data can be processed quickly and efficiently. In most communities there are a number of private computer firms that can provide both the computer and the analyst. Another good source, one used by WBA, are computer centers at local universities. Generally, only a few hours of the analyst's time are required and he or she need not be enormously experienced or high priced. The calculations are not particularly complex and if the program that has been used by WBA, the Statistical Package for the Social Services (SPSS), is followed, an analyst with a general or basic knowledge of computers should not have any trouble as this program provides step-by-step instruction on how to put data on a computer. In any case, it is important to make sure that the computer system is compatible with the program selected as well as with the survey instrument coding.

Common Statistical Methods

The first step in analyzing the survey data is the generation of descriptive statistics from the raw data which are usually presented in the form of a table. For a report of the kind usually prepared by WBA*, a computer is most efficient. However, if only a part of the survey has been administered or if there is only an interest, at least initially, in the responses to just a few questions, then the data can be

pulled by hand and simple tables constructed.

Once the description or tabular data is available, however, there are usually a number of statistical tests that should be performed. The selection of the specific tests should be decided upon in consultation with the analyst and would depend on how elaborate an analysis was desired.

To provide background in discussing the analysis with the analyst, some of the more common statistical tests that could be utilized are outlined below:

Statistical Method	What it tells you:
Mean (\bar{X})	The average score of all responses to a particular question.
Frequency Distribution	How many (or what percentage of) respondents answered a question with a particular answer.

* See *Victimization, Fear of Crime and Altered Behavior: A Profile of the Crime Problem in William Nickerson, Jr. Gardehs, Los Angeles, California, Draft Report*, (Washington, D.C.: U.S. Dept. of Housing & Urban Development, 1976), *Victimization, Fear of Crime and Altered Behavior: A Profile of the Crime Problem in Arthur Capper Dwellings, Washington, D.C., Draft Report*, (Washington, D.C.: U.S. Dept. of Housing & Urban Development, 1976), and *Victimization, Fear of Crime and Altered Behavior: A Profile of the Crime Problem in Murphy Homes, Baltimore, Maryland, Draft Report*, (Washington, D.C.: U.S. Dept. of Housing & Urban Development, 1977).

Statistical Method**What it tells you:**

Standard Deviation

How much the responses on a given question differed from the average response (or mean).

Chi square (X^2), t-test, analysis of variance

How one subgroup of the sample compares with another subgroup (e.g., elderly vs. non-elderly) on any given characteristic, and whether the observed difference is significant.

Correlational Analysis

How much relationship exists between any two characteristics.

While each of these methods by itself supplies important information, using two or more statistical tests together will help prevent misinterpretation of the data. Further, the results of one test may well suggest additional analysis. The example below illustrates these points.

Example: Assume the survey is conducted at two projects (A & B), with 150 residents interviewed at each project. Calculation of mean response (i.e., the average score) to the dangerousness ladder (question 19) shows that both projects had an identical mean score of 1.0, or "safe". However, when the frequency distributions for each project are displayed, it is evident that the responses followed a very different pattern:

PROJECT A:

Response	Frequency of Response
Very Safe	0
Safe	1
Fairly Safe	2
Fairly Unsafe	3
Unsafe	4
Very Unsafe	5
	<hr/> 150
Mean = 1.0	

PROJECT B:

Response	Frequency of Response
Very Safe	0
Safe	1
Fairly Safe	2
Fairly Unsafe	3
Unsafe	4
Very Unsafe	5
	<hr/> 150
Mean = 1.0	

Had the analyst relied on the mean alone, the projects would have been considered to be quite similar in resident perception of dangerousness. The frequency distribution adds valuable information and suggests that further analysis should be performed with Project B data to compare the group of 100 residents (who thought the project was very safe) with the group of 50 (who thought the project was fairly dangerous). For example, analysis of variance would show if there were "significant" differences between the two groups of residents on such characteristics as location of the unit, age of respondent, prior victimization, and others. A "significant" difference (determined by consulting statistical tables found in most statistics books) means that the difference is so great that there is only a small chance (say, 1 in 100) that the difference would come about by chance alone.

As illustrated above, the results of one analysis may suggest further analysis. The area of interest will also dictate which questions will be scrutinized in greater detail. For example, if residents' perception of dangerousness is of utmost interest, then questions dealing with this subject may be dealt with in more detail than, say, those relating to victimization rates. The point here is that there is the flexibility to pick and choose which areas to explore in detail and those which will only be given cursory examination. It is important therefore to discuss with the analyst any issues which have special importance to you or your group.

Utilizing the Data

There are three major ways the data from the survey can be utilized once the basic analysis described in the previous section is completed. They are as follows:

- **As a baseline to measure change.**

One of the contributions of the survey is that it provides a profile of the crime problem in a given site according to explicit and quantifiable criteria: victimization, fear of crime, and altered behavior. The survey can be administered on a before-and-after basis to assess the impact of improvements on a site by using the "before" data as a baseline against which to measure change. Thus the HSSS is an integral part of the Comprehensive Security Planning Approach because it provides an important means to evaluate the success of the plan once it is implemented.

In constructing a profile of the crime problem on a site to be used as a baseline, it is advisable to consult those already prepared by WBA*. These reports present formats for the presentation of the data and explanations of the major variables. They provide tables such as Table 1 depicting resident assessment of their probability of being victimized, that can be used to organize the data from the survey.

* See WBA's *Victimization, Fear of Crime and Altered Behavior: A Profile of the Crime Problem in Capper Dwellings, Washington, D.C., Draft Report*, (Washington, D.C.: U.S. Dept. of Housing & Urban Development, 1976), *Victimization, Fear of Crime and Altered Behavior: A Profile of the Crime Problem in Murphy Homes, Baltimore, Maryland, Draft Report*, (Washington, D.C.: U.S. Dept. of Housing & Urban Development, 1976) and *Victimization, Fear of Crime and Altered Behavior: A Profile of the Crime Problem in William Nickerson, Jr. Gardens, Los Angeles, California, Draft Report*, (Washington, D.C.: U.S. Dept. of Housing & Urban Development, 1976).

- **As a planning tool**

This attribute of the survey stems from the fact that the survey yields data on where the victimizations are occurring, who is being victimized, and which areas and situations residents are most afraid of. This information can be presented and analyzed in map form. A great advantage

Table 1 — Victimization Probability
How respondents rated probability of future victimization
(Values shown are percents of total responses)

Type of victimization	Greater than 50/50	50/50	Less than 50/50	Almost No chance
Having your home broken into while you are away	20.8	62.5	11.3	5.4
Having your home broken into while you are at home	7.7	31.5	33.9	26.8
Being robbed in the project	19.8	54.5	13.8	12.0
Being beaten up in the project	13.2	47.3	25.1	14.4
Being sexually assaulted or molested ^a	16.6	23.8	44.4	15.2
Having your car deliberately damaged ^b	17.6	52.9	11.8	17.6
Having your home vandalized	15.5	53.6	18.5	12.5
Having your mailbox broken into	22.8	39.6	17.4	20.1

^aPercentage of women only.

^bHouseholds without cars were not asked this question (N=17).

Note — Totals may not add to 100 percent due to rounding.

over tables of addresses, because it allows the analyst to see the site as a whole and to be able to relate physical and social characteristics of the site to the data on the map.

For each of the plans prepared by WBA thus far, victimization maps have been prepared.* One of the maps is presented on the following page as an example.

- As a basis for comparing sites with each other and with other environments.

In the event there is a need to determine which of several sites has the most severe crime problem, or to compare the crime problem in projects with different characteristics —

* See "Pattern of Victimization," *Comprehensive Security Planning: A Program for Scott/Carver Homes, Dade County, Florida*, (U.S. Dept. of Housing & Urban Development, 1974) p. 1-15, and "Pattern of Victimization," *Comprehensive Security Planning: A Program for Arthur Capper Dwellings, Washington, D.C.*, (U.S. Dept. of Housing & Urban Development, 1977) p. 23, and "Pattern of Victimization," *Comprehensive Security Planning: A Program for William Nickerson, Jr. Gardens, Los Angeles, California*, (U.S. Dept. of Housing & Urban Development, 1977) p. 26.

high rise or low rise, for example, the survey can be useful. All that is required is to administer the survey in the various sites and to compare the data.

The survey's victimization data can also be compared with city-wide data, national data, and with data on various income groups generated by the National Crime Panel surveys being conducted by the LEAA. These surveys have gathered victimization data for most cities in the United States, and the data are generally broken down by income groups as well as presented on a national basis. This makes it possible to tell in precise terms whether or not residents of a particular site are experiencing more or less crime than the nation as a whole, and to compare their victimization rates with similar income groups across the nation and in the same city.

The following tables which are taken from one of WBA's crime profiles (William Nickerson, Jr. Gardens, Los Angeles, California) show such comparisons. Table 2 compares Nickerson Gardens with LEAA data in Los Angeles and the nation as a whole. Table 3 compares several projects in which WBA administered the HSSS.

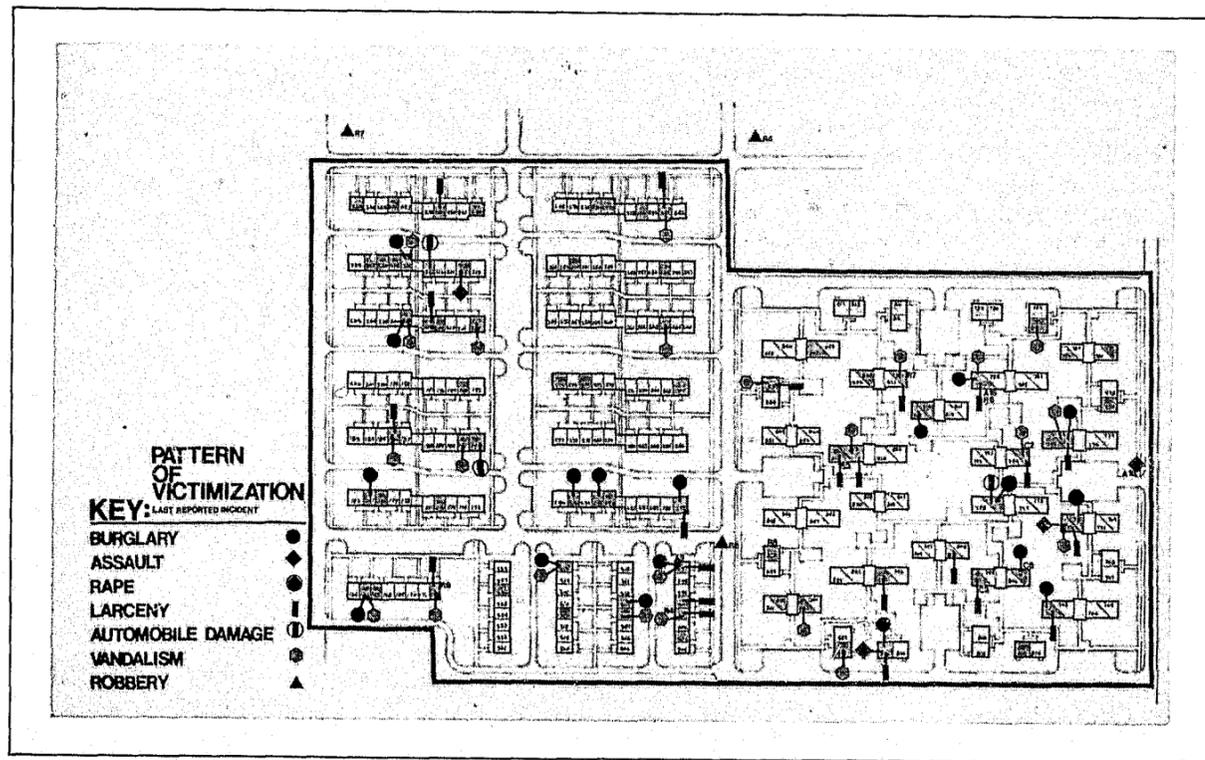


Table 2 — Comparison of Crime Rates (Per Thousand)

	LEAA				WBA
	National ^a		Los Angeles ^b		Los Angeles
	All incomes	Income less than \$7,500/yr.	All incomes	Income less than \$7,000/yr.	William Nickerson Gardens
Rate per 1,000 population 12 and older					
Robbery	6.9	8.9	16.0	24.0	62.2
Purse snatching	3.2	f	7.0	8.4	53.4
Assault	26.0	31.6	35.0	41.8	44.8
Sexual assault	1.0	1.6	2.0	f	6.8
Rate per 1,000 households					
Burglary	92.7	101.9 ^c	148.0	146.8 ^d	705.8
Successful	72.0	78.5 ^c	39.0	110.6 ^d	285.3
Attempted	20.7	23.4 ^c	109.0	36.2 ^d	420.5
Larceny	109.3	102.4	131.0	110.6	552.5

^aLaw Enforcement Assistance Administration, *Criminal Victimization in the United States: 1973 Advance Report, Vol. 1* (Washington, D.C.: Government Printing Office, 1975).
^bLaw Enforcement Assistance Administration, *Criminal Victimization Survey in the Nation's Five Largest Cities*, (Washington, D.C.: Government Printing Office, 1975).
^cData obtained in advance of publication. Law Enforcement Assistance Administration, *Criminal Victimization in the United States: 1973*, (Washington, D.C.: Government Printing Office, July 1976).
^dData obtained from unpublished tables prepared by the Law Enforcement Assistance Administration, Washington, D.C.
^eWeighted rate for all respondents regardless of length of residence.
^fData not available.

Table 3 — Crime Rates (Per Thousand) Compared, Nickerson Gardens and Other Public Housing Projects^a

	Boston Four Projects	Dade Co. Scott/Carver Homes	D.C. Capper Dwellings	Baltimore Murphy Homes	Los Angeles ^a Nickerson Gardens
Incidents per 1,000 population 12 and older					
Robbery	55.7	47.0	48.0	114.1	49.8
Purse snatching	d	d	10.6 ^b	36.0 ^b	28.0 ^b
Assault	23.1	35.4	16.0	33.0	49.8
Sexual assault	5.1	5.2	8.0	18.0	3.1
Incidents per 1,000 households					
Burglary	d	d	500.0	593.1	609.9
Successful	196.1	308.7	95.2	255.2	283.7
Attempted	d	d	404.8	337.9	326.2
Larceny	159.2	278.1 ^b	101.2	6.9	524.8
Mailbox break-in	12,183.3	161.1	226.2	20.7	0.0
Vandalism	1,673.6	1,241.6	119.0	103.4	241.1
Deliberate car damage ^c	d	50.3 ^b	35.7	20.7	127.7
		100.0	352.9	428.6	450.0

^aFigures relate only to households residing one year or more, to provide comparability to other projects.
^bData relates only to households victimized, not frequency of victimization.
^cUpper figure: base — all sampled households; lower figure: base — households owning a car.
^dData not available.

Representative Findings

As of November 1978, the survey discussed in this manual has been administered in more than 10 public housing projects across the country. Although the findings have differed from project to project, certain general findings about the crime problem in these housing projects did emerge. These findings are presented here briefly, both because of their general interest to people concerned about the crime problem in public and low-income housing and because they provide someone administering the HSSS with a potentially useful perspective.

Victimization

Generally, in the projects surveyed to date, the victimization rate was extraordinarily high. In some projects over half the households surveyed reported a victimization in the year covered by the survey. Comparisons between LEAA data on victimizations with HSSS findings revealed that crime in the public housing projects surveyed usually had victimization rates far higher than those for the nation as a whole and higher than similar income groups nationally. In Nickerson Gardens, California, for example, residents reported a robbery rate seven times that of low-income households nationally as reported by LEAA.

Fear of Crime

While victimization rates were high, fear of crime was more generalized and intense than any probability of victimization. In other words, while residents have an enormous amount of crime to fear, their reaction nevertheless was out of proportion to the threat. In most projects surveyed, more than half of the residents felt there was at

least a 50/50 chance of becoming the victim of a crime in the year ahead, and in Capper Dwellings in Washington, D.C., 74 percent of the respondents felt the chances of being robbed were 50/50 or better. The actual probability of being robbed in the project, based on victimization data, was 5 in 100.

The survey findings also revealed that large numbers of residents view their environment fearfully. Such everyday occurrences as waiting for a bus, walking down a hall, or entering the building in which one lives, frequently were viewed as dangerous experiences by the residents.

Altered Behavior

The survey findings consistently found high levels of altered behavior. It was not unusual for as many as 23 percent of the respondents to report that they felt restricted from visiting friends on the site because of their concern about crime. Significant numbers — between 30 and 40 percent — also reported that they did not shop at night because of a concern about crime. Some 5 to 10 percent also reported that they had obtained a firearm for protection.

While projects surveyed thus far generally show a severe crime problem, brighter pictures have appeared. In Millvale Homes in Cincinnati, for example, the survey revealed a statistically significant difference in victimization, fear, and altered behavior, between the half of the project which had been extensively modernized in terms of improved walkways, assigned space, lighting, changes in the facade of buildings, and the other half of the project which had received no attention at all. These findings,

which received national attention* show that improvements, if done properly, can make a difference and that the survey can determine such a difference.

It is hoped that in the future, the Millvale experience will become more frequent as more attention is focused on the problems of crime in public housing, and more planning tools such as the ones discussed here are applied. In any case, it should be kept in mind while reviewing the findings summarized above, that they are from projects that usually

have a history of difficulty and trouble. For the most part, WBA has been sent to these kinds of projects rather than to projects which are not experiencing serious problems. So while the comments in this section are representative, they reflect the projects WBA has surveyed to date. They are not representative of public housing as a whole, which includes many projects in which crime is not as severe. In any case, each project is different. The important thing is above all to understand the dimension and the nature of the problem in such a way that something can be done about it. Thus while the absolute rates have immense significance, equally important is the fact that the reality of the problem is known and measured, and that the results of efforts to improve the situation can also be accurately measured.

*Leslie Hand, "Cincinnati Housing Authority Builds Safety Into Project", *HUD Challenge*, Vol. 8, #3, March, 1977, p. 12-14. Also see "Redesign builds security into this low-income project", *House and Home*, July 1977, p.38 - 39.

Conclusion

If the procedures presented in this manual and the accompanying appendices are followed, an accurate measurement of the crime problem for a given site can be obtained as well as data useful for comparative purposes and the planning of comprehensive security programs. It is not an easy task, but the results can be invaluable. Instead of relying on hearsay, rumor, or only on crime reported to the police, the planner and management staff can now have precise and reliable information on not only criminal victimizations but also on such important aspects of the crime problem as fear and altered behavior. These findings

can help not only in the planning and evaluation of improvements, but if distributed properly they can bring attention in an accurate, unbiased way to the dimensions of the crime problem in a project. By contributing to the awareness of the public, local and federal officials, the findings can be helpful in generating support for the kinds of improvements that make up a comprehensive security plan and which are designed to alleviate some of the suffering and loss caused by the crime problem in residential environments.

END