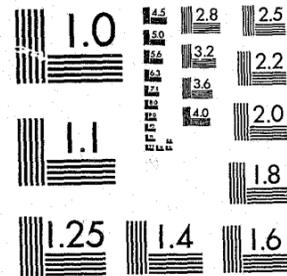


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Monographs

The Neighborhood Fight Against Crime:

The Midwood Kings Highway Development Corporation

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The Neighborhood Fight Against Crime: The Midwood Kings Highway Development Corporation

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PREFACE

The Midwood Kings Highway Development Corporation (MKDC) applied to the Exemplary Projects Program of the National Institute of Justice in 1980. Although the project had not conducted a rigorous evaluation to measure its impact and therefore could not meet the Institute's stringent criteria for the "exemplary" designation, the Exemplary Projects Review Board asked that this monograph be prepared to publicize MKDC's success in (1) developing broad-based citizen participation in anti-crime efforts, (2) linking crime prevention with neighborhood revitalization and leveraging funds from additional sources for that effort, (3) serving as a small "town hall" for handling citizen complaints about city services, and (4) developing cooperative relationships with police and other city officials. The experience of the Midwood Kings Highway Development Corporation demonstrates the value of taking a comprehensive approach to reclaiming neighborhoods plagued by crime and deterioration.

CHAPTER 1 COMMUNITY CRIME PREVENTION: AN OVERVIEW AND INTRODUCTION

1.0 Introduction

The Midwood Kings Highway Development Corporation (MKDC) in Brooklyn, New York, is a comprehensive neighborhood revitalization project. This organization's battle to save its neighborhood from crime and continued deterioration is conducted on three fronts. First, through its efforts to organize the community, thousands of Midwood residents have been enrolled in citizen car patrols, Operation Identification, block watchers, and other anti-crime programs. In addition, MKDC operates as a small "town hall" for Midwood residents and businessmen, giving the neighborhood a strong, clear voice for registering complaints and demanding services from police and other city officials. Finally, the Development Corporation has been successful in winning federal, state, and city financing for housing rehabilitation, commercial revitalization, youth recreation, education, and environmental projects.

This monograph describes the history and operations of MKDC. To set the stage for this discussion, we begin with a brief overview of the range of community anti-crime efforts mounted throughout the country.

1.1 Community Crime Prevention: The National Picture

For more than a decade, a wide variety of programs to prevent crime have been initiated by citizen action. These programs reflect the increasing recognition that, without the active involvement of the citizenry in crime prevention, the police have inadequate resources for protecting communities from the growing level of burglaries, assaults, and other crimes. While these programs were designed to reduce the rate of crime or its growth, they have, in many cases, accomplished much more. Community crime prevention programs have served to increase personal interaction among neighbors, create an appreciation for mutual assistance and self-help, and, in a word, restore a sense of "community." Moreover, citizen involvement in these programs has helped reduce the fear of crime.

Each community crime prevention program is unique to the community it serves and can be distinguished by its size, the source of the initiative for its development, funding sources, and, of course, the specific components of the program.

Some programs involve only a handful of neighbors who have joined together to protect their block or building from crime, but programs such as MKDC can involve thousands of citizens over a large geographical area. The initiative for these programs often has come from small groups of concerned neighbors or from local civic groups. Others, such as Operation Identification, have been sponsored by local police departments. National associations--such as Kiwanis, the Jaycees, the General Federation of Women's Clubs, and the National Retail Merchants Association--have started programs and encouraged their members to join in these efforts.

Financial support for many programs has come from state and local governments and, until recently, from the federal government. During the past decade, the Law Enforcement Assistance Administration (LEAA), through the Comprehensive Crime Prevention Program, the Community Anti-Crime Program, and the Urban Crime Prevention Program, supported dozens of community anti-crime efforts across the country. But there have been non-governmental sources of financial support as well: local savings and loan institutions have published crime prevention brochures and have enclosed them with customers' monthly statements; businesses have contributed rewards for information leading to the arrest of suspected criminals; and local business and service organizations have been willing to give small grants to neighborhood programs to underwrite crime prevention activities.

Just as the size, source of initiative, and funding sources for these programs have varied, so have their focus and the specific citizen actions they require. Programs have been designed to:

- reduce the opportunity for crime;
- improve the responsiveness of the criminal justice system; and
- provide assistance to local citizens who might otherwise turn to crime.

Comprehensive crime prevention programs, such as that of the Midwood Kings Highway Development Corporation, include activities designed to meet each of these objectives.

Reduction of Crime Opportunity. Among the most popular types of community crime prevention activities are those that are designed to reduce crime opportunity. Operation Identification, for example, encourages citizens to mark their personal belongings for easy identification in case of theft.

Citizen car patrols and block watcher programs seek to make citizens alert to suspicious behavior in their neighborhood and to report such behavior to police. Security surveys are conducted to advise homeowners and tenants on how they can protect their residences from break-in. Some programs provide security locks and burglar alarms to certain citizens. Most community crime prevention programs focus on reducing the incidence of home burglary, but some also aim at reducing the likelihood of robbery, rape, and assault (e.g., by providing escorts for the elderly or by distributing shriek alarms).

Crime opportunity can also be reduced through "environmental design." Environmental design strategies include a variety of approaches for modifying the physical environment in order to minimize the ease with which criminals can operate. Some environmental design efforts are fairly long-term and costly, such as changing vehicular traffic patterns or reconstructing building entrances. Financial investments to improve commercial or rental property can also be grouped under this category. There are, however, a variety of less costly actions dealing with the environment that citizens can consider, such as increased outdoor lighting or the use of fences, hedges, or other barriers that inhibit outside access and enhance residents' perception of a "defensible territory."

Improving the Response of the Criminal Justice System. Programs may also include activities designed to improve or complement the work of the criminal justice system. For example, some anti-crime groups monitor police response time, file citizen complaints against law enforcement agencies, and make demands for better service. Court watching programs, in which citizens attend court sessions and monitor the progress of certain cases, represent another effort to improve the criminal justice system's responsiveness.

Program activities may also address the needs of victims and witnesses. For example, crisis workers may respond to calls from the police in order to counsel victims, accompany them to the hospital, or provide other types of victim assistance. Citizens may also assist witnesses by reminding them of the court's location and trial dates, answering questions about what to expect in court, or even accompanying them to court.

Diverting Potential Criminals. The third category of program activities involves providing assistance to those persons who might otherwise turn to crime. Activities aimed at diverting potential criminals are not generally the province of neighborhood anti-crime efforts, but they have been installed in some communities as part of a comprehensive program. Examples of such activities include job placement and vocational training, drug rehabilitation, counseling for juvenile delinquents, and youth recreation programs.

1.2 Overview of the Monograph

The purpose of this monograph is to introduce a specific example of a comprehensive anti-crime and neighborhood revitalization program: the Midwood Kings Highway Development Corporation. While many communities across the country share the problems faced by the Midwood section of Brooklyn, each neighborhood is unique, in terms of the complexion of the crime problem and the resources available to combat it. Potential replicators of MKDC must first understand the social, economic, and political structure of their own communities and then adapt the Midwood approach to it. It is hoped that this monograph's review of the history and current operations of the MKDC program will spark the energy and imagination of citizens who want to take action to reduce crime and revitalize their neighborhoods.

Chapter 2 looks at the early history of the Midwood Kings Highway Development Corporation, the development of the anti-crime project, and the Corporation's organization and staffing. Chapter 3 describes MKDC's crime prevention activities, as well as activities designed to revitalize the area's commercial districts and improve the quality of rental property. This chapter focuses on MKDC's approach to organizing Midwood into block associations and serving as a small "town hall" for the Midwood community.

In Chapter 4, the Midwood example is used to highlight the major issues that replicators must address in setting up crime prevention programs in their own communities. A review of the MKDC program can be used to identify the major components of a comprehensive crime prevention and neighborhood revitalization effort, but each program must be tailored to fit the community it serves. Finally, Chapter 5 discusses the importance of recording the program's activities and assessing their impact. This chapter identifies several issues that planners should consider in designing an evaluation component.

CHAPTER 2 PROGRAM DEVELOPMENT AND ORGANIZATION

2.1 The Beginnings of the Midwood Kings Highway Development Corporation

Midwood consists of a 200-square block area in central Brooklyn, New York, bounded by the Long Island Railroad cut on the north, Avenue P and Kings Highway on the south, Coney Island Avenue on the west, and Nostrand Avenue on the east. Midwood's 64,000 residents are primarily middle income, and there is a high proportion of senior citizens. While approximately 80 percent of Midwood's geographic area is made up of one- or two-family homes, an estimated 70 percent of the community's population lives in apartment dwellings. Historically, Midwood had been a middle-class neighborhood, but prior to the formation of MKDC, the community had experienced an influx of poor and transient residents. Increased crime rates, coupled with mounting deterioration of Midwood's commercial and apartment buildings, had diminished the safety and desirability of living in the community. By 1976, Midwood residents perceived their neighborhood to be at a dangerous transition point.

In response to these unwanted changes in Midwood, the local Community Planning Board, at one of its open meetings, requested volunteers to serve on steering committees that would assess neighborhood needs. Ten separate committees were formed, devoted to topics such as housing, recreation, crime prevention, education, fund-raising, sanitation, youth, and the elderly. The Planning Board sought committee members with experience or expertise in the topics under investigation. The housing committee, for example, included landlords, homeowners, and residents who worked with the local housing agency. Some committees sought assistance from the New York City Planning Department and interested faculty members from nearby Brooklyn College.

Each committee was mandated to conduct a needs assessment and formulate recommendations. The housing committee, for example, determined that the future of the Midwood community depended on improvements in the quality and appearance of housing. In recommending restoration and building improvements, the committee targeted housing on busy streets that were highly visible to neighbors and visitors. The recreation committee found that the local parks were unused and in disastrous physical condition. One park was targeted for immediate improvement; the city's sanitation department was pressured to remove litter, money was raised for park beautification, and committee members convinced a local school horticulture department to tend

the plants. Once the condition of this park was improved, it was again frequented by community residents, thereby creating a demand for additional improvements.

With the recommendations from the steering committees in hand, the Planning Board formed a development corporation that could seek funding from outside the city to help implement the various improvements that had been recommended. The Midwood Kings Highway Development Corporation (MKDC) was incorporated as a non-profit, state chartered organization. The Planning Board sought activists with a long track record of service in the Midwood community to serve as volunteers on the MKDC board of directors. This board was comprised of approximately 40 Midwood residents, mostly professional and business people.

2.2 The MKDC Anti-Crime Project

2.2.1 The Need for an Anti-Crime Initiative in Midwood

As stated earlier, Midwood residents were becoming increasingly concerned with the area's rapidly increasing crime rate. Indeed, the Midwood area was ranked third highest in New York City in residential burglary and first in both automobile theft and grand larceny from automobiles. An attitudinal survey conducted shortly after the formation of MKDC revealed that many residents were moving or considering moving from the community because of the crime problem.

The New York Police Department's efforts to combat the rise in crime were greatly constrained by a series of manpower reductions. Since 1974, these reductions had brought down city-wide police strength by approximately one-third.¹ The NYPD did try to launch various community anti-crime efforts such as Operation Identification and home security surveys, but these efforts were scattered and uncoordinated. Similarly, some local civic associations comprised of Midwood homeowners were involved in anti-crime activities, but lacked coordination and widespread involvement of the community.

2.2.2 Coordination of the Proposal Effort

In August 1977, a meeting was held with various MKDC board members and Borough President Howard Golden to explore possible funding opportunities

¹ Midwood Kings Highway Development Corporation, "1979 Year End Report," Brooklyn, New York, 1980, p. 1.

² Ibid., p. 2.

for Corporation projects. During the meeting, attention was called to a recommendation by a local Congressman that MKDC apply for federal monies being made available for community crime prevention efforts. Discussion focused on a request for grant proposals that had been issued by the Office of Community Anti-Crime Programs (OCACP) of the Law Enforcement Assistance Administration (LEAA), U.S. Department of Justice. OCACP was interested in funding several community crime prevention programs nationwide that would involve volunteers, strengthen existing organizations' anti-crime efforts, improve citizen-police cooperation, and integrate anti-crime efforts with other community improvement activities. It was decided that a proposal would be submitted by MKDC to OCACP, outlining a comprehensive approach to combatting crime in Midwood.

The grant proposal was drafted by members of MKDC with assistance from local civic groups, the Borough President, Representative Elizabeth Holtzman, the City Justice Department, police captains of the 70th, 63rd, and 61st precincts, and other federal and city officials. The authors of the proposal examined the area's crime problem, crime prevention programs implemented by police and homeowners' groups, and possible modifications in these programs to increase their effectiveness in combatting crime. Ideas and information were sought from a variety of sources. After an initial draft was written, the proposal was submitted to the Center for Community Change in Washington, D.C., where it was reviewed by the Center's technical assistance specialist. The proposal was then revised and submitted to OCACP on October 31, 1977. The entire grant proposal cost MKDC \$500, with 55 volunteers donating some 1,000 hours to the effort.

2.2.3 Basic Goals of the Anti-Crime Project

MKDC articulated seven basic goals that guided the original grant proposal and subsequent operation of the anti-crime project.³ These goals are presented below in order of decreasing priority, as listed by the authors of the proposal:

1. Resident involvement. It was recognized that the success of all program components would rely upon the support and direct participation of large numbers of community volunteers.
2. Reduction in crime. Crime prevention and detection activities were aimed at a common goal: a decrease in the incidence of crime within the Midwood community. The three target crimes identified by project planners were residential burglary, automobile theft, and grand larceny from automobiles.

³ Ibid., pp. 2-5.

3. Reduction in the fear of crime. The future of a community is dependent upon public perceptions of crime and safety as well as the actual crime rate itself. MKDC's approach was to instill in residents the belief that the crime problem in Midwood was serious, yet controllable.
4. Ombudsman role. MKDC sought to provide Midwood residents with a place to turn for redress of various grievances about the local criminal justice system.
5. Police involvement. Without active police support of citizen anti-crime efforts, citizens could be expected to question the validity of such efforts and the importance of their own involvement in them.
6. Integration with other projects. From the outset, MKDC envisioned the integration of the anti-crime project with other projects aimed at community stabilization and improvement, such as housing and commercial revitalization.
7. Technical assistance to outside groups. After the anti-crime project was implemented, it was hoped that MKDC could provide technical assistance and advice to nearby communities interested in mounting similar anti-crime efforts.

2.2.4 Project Components

In the original grant proposal, several components of the anti-crime project were outlined. These components were not created or initiated by MKDC or the authors of the proposal. Rather, the anti-crime project was designed to expand, organize, and facilitate the operation of a number of citizen crime prevention activities that already existed in some form within the Midwood community. Many of these activities were originally undertaken by the NYPD, the local civic associations, and individual area residents; however, the effectiveness of these activities was being hindered by a lack of organization and low levels of community interest and participation.

The broad range of anti-crime project components can be grouped into seven general categories:

- resident organizing, including civic, block and tenant organizing and block watchers;
- patrols, including civilian car patrols, moped patrols, and tenant patrols;

- property protection, including home security surveys, Operation Identification, and automobile decals;
- equipment distribution, including intruder alarms, whistles and shriek alarms, and door locks for the elderly;
- public education, including a crime prevention newsletter and crime prevention education;
- youth services, including youth recreation and a "Helping Hands" program; and
- criminal justice system support, including court watchers and legislative surveillance.

Each of these project components is described in detail in Chapter 3, Program Operations.

2.3 Project Start-Up

On June 1, 1978, the Midwood Kings Highway Development Corporation received a \$156,750 grant from the Law Enforcement Assistance Administration to implement its community anti-crime program. MKDC's paid staff members were recruited, screened, interviewed, and hired by the board of directors. The original staff was composed of an executive director for overall MKDC administration, an anti-crime project director, an assistant director, a community organizer, a security specialist, and a youth recreation coordinator. Initial staff efforts were concentrated on publicizing the project throughout the community, developing relationships with various local groups from both the public and private sectors, and organizing Midwood residents and recruiting them as volunteers. In addition, staff sought input from local police in planning anti-crime activities. The development of a solid working relationship with police personnel by MKDC staff is discussed in Section 3.1.1.

After the first year of operation, the MKDC staff agreed that the number of hours needed to organize a community effort of this scope vastly exceeded their original projections. As community interest in the anti-crime project increased, staff members found themselves devoting many evening and weekend hours to MKDC activities. Due to their dedication, the participation of a massive corps of volunteers, and the assistance of police and other local groups, the MKDC anti-crime project was able to surpass all component objectives stated in the original grant proposal (e.g., form a new civic association, form 50 block and tenant associations, establish a car patrol base, expand car patrols to all sections of the neighborhood). In June 1979, MKDC was awarded a second grant by the LEAA Office of Community Anti-Crime

Prevention, in the amount of \$117,563, or 75 percent of the first-year grant. This reduction in funding was the result of federal budget cuts and an attempt to encourage increasing self-sufficiency and community responsibility for Midwood's anti-crime program components.

As LEAA had intended, its first grant to MKDC provided the impetus for a comprehensive approach to reducing crime and stimulating community redevelopment. After receiving its initial funding for the community anti-crime project, the Development Corporation was able to secure additional funds from a variety of federal, state, city, and private sources to implement separate projects on housing, commercial revitalization, youth and education, and the environment. Since its inception, MKDC has received approximately \$900,000 in direct grant awards and has channeled over 12 million dollars of federal, state, and city monies into building improvements throughout the Midwood community.

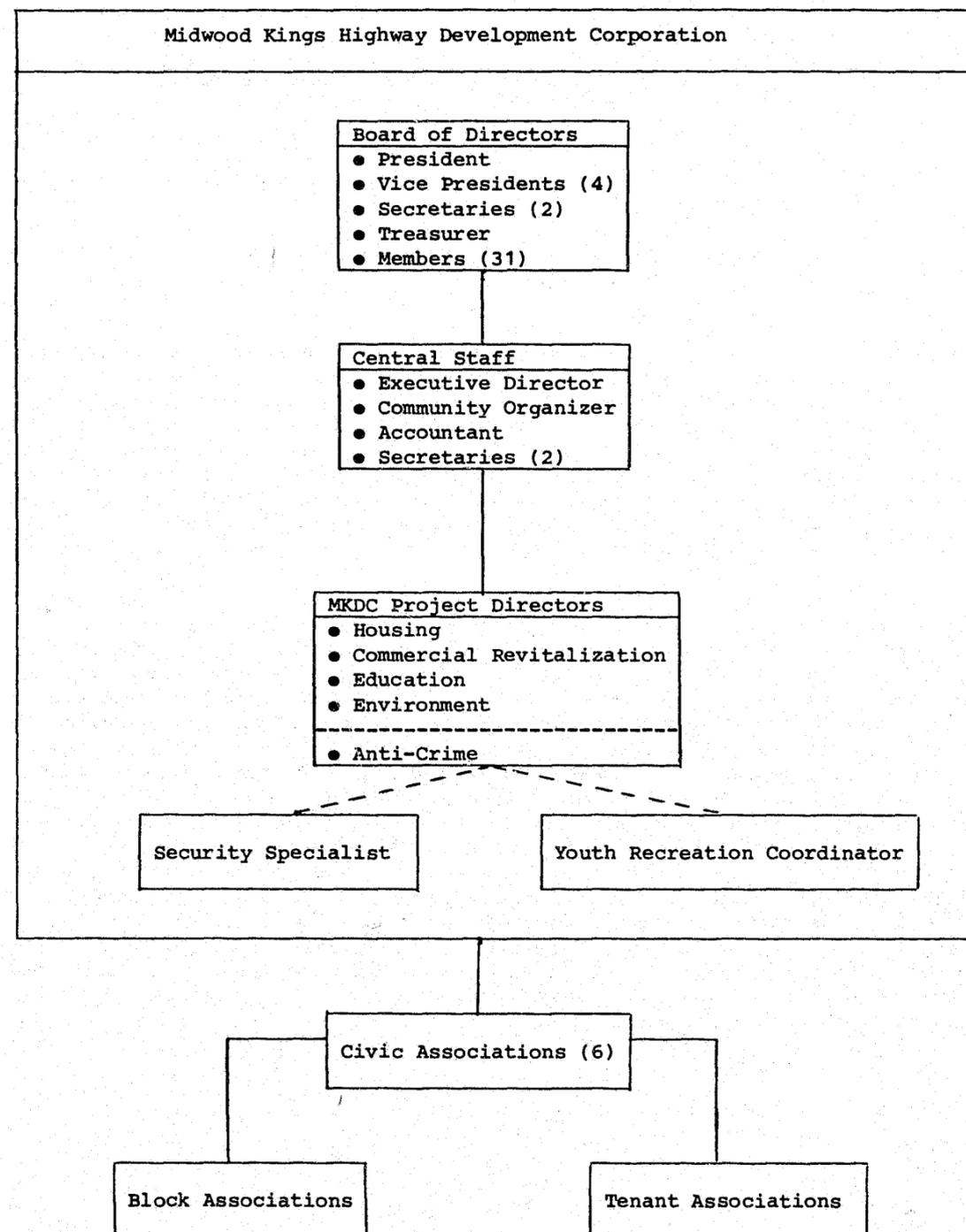
2.4 Organization and Staffing

MKDC's overall organization is illustrated in Figure 2.1. Major Corporation policies are determined by a 40-member board of directors that meets as a group approximately once per month. The board represents a wide range of interests, including civic associations, school boards, and parent associations. All board members reside in the Midwood community and serve MKDC as volunteers. MKDC and its board are headed by the Corporation's president, an economics professor at nearby Brooklyn College. The president visits the MKDC office regularly, is responsible for outreach to public officials, and represents the Corporation publicly. For example, during the week when Midwood was visited in preparation for this report, the board president met with MKDC staff at the Corporation's office and attended meetings with a local bank, the Borough President, civic associations, and the Planning Board of the City of New York. In addition to the president, four vice presidents, two secretaries, and a treasurer serve as the most active component of the board of directors.

The remaining 31 members of the board are divided into several committees. The board began with a small anti-crime committee, and, each time additional MKDC projects were funded, corresponding committees of the board were formed. In addition, *ad hoc* board committees are formed when a community problem arises that cannot be solved by the staff alone. For example, an *ad hoc* committee examined possible remedies to the impending foreclosure on a 215-bed nursing home in Midwood that was operating at full capacity. MKDC was eventually able to facilitate successful financial negotiations between a local bank and the nursing home.

In full operation, MKDC employs 12 regular paid staff members. Five central staff members serve all of the Corporation's major projects:

Figure 2.1
Midwood Kings Highway Development Corporation Organization



- an executive director, whose duties include overall administration, fund raising, public relations, coordination with the board of directors, and new project development;
- a community organizer, who is responsible for outreach in the community and the formation of block and tenant organizations as sub-units of each civic association in the Midwood area;
- an accountant, who handles bookkeeping and maintenance of project accounts; and
- two secretaries, who handle typing, filing, and miscellaneous other secretarial duties.

The remaining seven staff members are assigned to individual MKDC projects. Each of the major projects--anti-crime, housing, commercial revitalization, education, and the environment--is run by a project director who reports to the executive director. Project directors also confer frequently with the relevant committees on the board of directors, discussing day-to-day operations and problems that are faced. In addition to its director, the anti-crime project employs a security specialist, who assists in all phases of project activity, and a youth recreation coordinator, who oversees the youth recreation project component.

In screening applicants for MKDC staff positions, three requirements were established: residence in the target community; a history of community involvement; and flexibility in work hours, the latter being particularly important during the early stages of a project. Other desirable staff qualities cited by the executive director include good oral and written communication skills and the ability to handle several different tasks simultaneously. While no specific academic or vocational requirements were established, MKDC did seek staff with relevant vocational backgrounds. For example, the original project director was a former police detective; the current anti-crime project director has a background in retail security and is a former member of the Auxiliary Police, a citizen volunteer arm of the New York Police Department. MKDC's security specialist is also a retired police detective who helped set up car patrols in another section of Brooklyn before joining the Corporation. The executive director feels that the development of a positive relationship with local police is facilitated when a staff member has a police background or has, in some other capacity, established a rapport with the police department.

CHAPTER 3 MKDC OPERATIONS

The anti-crime project of the Midwood Kings Highway Development Corporation includes a number of standard crime prevention activities that can be found in dozens of similar efforts across the country. Two notable features distinguish the MKDC program. First, through its community organization efforts, MKDC has enlisted a remarkably high number of Midwood residents--40,000 people, nearly two-thirds of the neighborhood's total population--in the fight to save their community from high crime and continued deterioration. (The process of enlisting volunteers and organizing residents is described in Section 3.1.2.) MKDC has emerged as the hub of an effective communications network for Midwood and has given it a single, strong voice that gets the attention of government officials. Second, MKDC has been successful in integrating its anti-crime project with other projects devoted to housing, commercial revitalization, education, and the environment. Funding for these projects has been garnered from a variety of federal, state, and private sources. The efforts of MKDC to revitalize Midwood have infused residents with new hope and interest in the future of their community and created an atmosphere that discourages crime. In Section 3.1, the operations of MKDC's anti-crime projects are described in detail. The remainder of Chapter 3 provides an overview of the Corporation's other major projects--housing, commercial revitalization, education, and the environment.

3.1 The Anti-Crime Project

In the wake of high crime rates and decreasing police manpower, crime was a principal concern of many Midwood residents. Thus, residents were highly receptive to MKDC's premise that ordinary citizens can take actions to reduce the vulnerability of their neighborhoods to crime. The anti-crime project was the first to receive funding by MKDC, and its success provided the impetus for the funding and implementation of all subsequent Corporation activities. MKDC staff members feel that the anti-crime project was essential in mobilizing the community, generating interest in MKDC, and recruiting volunteers for direct program involvement.

3.1.1 Building a Relationship with Local Police

The mutual cooperation of citizens and police is the cornerstone of an effective community crime prevention program. In many instances, the success of a project's efforts depends completely on police cooperation. For example, the utility of a block watcher network is greatly diminished if police do not respond quickly when suspicious criminal activity is witnessed and reported by area residents. Moreover, the role of anti-crime projects is often to encourage citizen use of police-sponsored programs, such as home security surveys and automobile decals. Police personnel must be willing to respond to this increased demand for their services.

At the same time, citizens must have confidence in the competence and support of local police before they will invest their own time and money in crime prevention activities. Citizens may adopt a "why bother?" attitude when encouraged to participate in a particular program if they believe that local police are indifferent to the community's problems and do not respond promptly and courteously to calls for service.

In Midwood, community-police relations were at their nadir prior to the start-up of the MKDC project. In the words of the anti-crime project director, residents perceived the police to be "part of the problem, not part of the solution." The police, in turn, complained of the lack of citizen cooperation they sometimes experienced. MKDC staff believe that this situation has been turned around completely.

Three separate police precincts fall within the boundaries of MKDC--the 61st, the 63rd, and the 70th. Police department officials from each of these precincts were asked to provide input during the planning and drafting of the original anti-crime project grant proposal. Police input was solicited in this way so that local police departments would not view the project as a competitive effort. Once the project was funded, MKDC hired a former police detective as its first project director. With his first-hand knowledge of police department organization and practices, the project director was in a good position to continue to work for police acceptance and foster supportive community-police relations.

MKDC scheduled a meeting with all three police precincts shortly after project start-up to discuss various components of its anti-crime package. Project staff report that police attended this meeting somewhat reluctantly, but gave MKDC the opportunity to explain its philosophy and plans regarding citizen crime prevention. According to MKDC's executive director, this type of open discussion was very helpful in diminishing police resistance to the project. As one might expect, police had feared further manpower cutbacks as a direct result of citizen participation in crime prevention activities that were typically handled by police personnel. The anti-crime project director was able to convince police in the 63rd and 70th precincts that MKDC's

program sought to complement and not substitute for police efforts. It was not MKDC's intent to threaten police jobs in any way. In fact, MKDC emphasized to the New York Police Department early on that the existence of the anti-crime project and the work of volunteers could not be used to justify decreased police services within the Corporation's catchment area, and monitoring was conducted by MKDC staff to ensure that these services did not diminish.

Police now know that the community is behind them. According to Captain Arthur Deutsch of the 70th precinct, MKDC has helped raise police morale "500 percent." Police from the 63rd and 70th precincts have cited several ways in which MKDC has had a positive impact on community-police relations:

- Midwood residents are viewed by police as good complainants and reliable witnesses, being highly cooperative during both the investigation and criminal proceedings.
- MKDC uses its community organization to recruit large numbers of residents for the 70th precinct's Court Watchers program.
- Arresting officers sometimes receive letters of commendation from the MKDC project director.
- When known repeat offenders are back "on the street," citizens often report this to MKDC, which in turn reports this to the precincts.
- With MKDC help, neighborhood associations sometimes raise funds for special police needs (e.g., bullet-proof vests, patrol cars for the Auxiliary Police).
- Complaints about city services, which sometimes jam police switchboards and consume police time, can now be referred to MKDC.
- Police can notify MKDC of procedural or policy changes, relying on MKDC to notify Midwood residents through the block and tenant associations.
- Complaints about police services are often made to MKDC, which then calls its contacts at the precinct headquarters. This process reduces the number of individual callers that the police deal with and gives them a chance to work out these difficulties with people they know.

While MKDC has established superb working relationships with officers in the 63rd and 70th precincts, relations with the 61st precinct have not progressed. According to MKDC staff, the commanding officer at the 61st precinct is not receptive to citizen involvement in car patrols and does

not view the community organization as a help to his officers. This attitude, of course, sets the tone for the patrolmen and staff under his command. This underscores the fact that a good relationship between a community organization and the police is not something that develops naturally; both groups must be willing to cooperate.

3.1.2 Organizing Midwood Residents

● Civic, Block, and Tenant Associations. Prior to the start-up of MKDC's anti-crime project, five civic associations were in place throughout Midwood, and these groups were made up almost exclusively of homeowners. The associations focused more on neighborhood conditions than on crime, and there was little or no coordination between them. Only one association had any block associations, and those were few in number. MKDC's original project objectives were to: (1) form a sixth civic association in an unorganized portion of the project area; (2) form at least 50 block and tenant associations as organized sub-units of the civics; (3) coordinate crime prevention activities among the civics; and (4) facilitate the takeover of these activities by the civics so they could continue in the absence of federal funding.

When the project first began, staff members broke down the target area into six sections, five of which represented existing civic association jurisdictions. Neighborhoods and buildings with the worst crime problems were targeted for the first organizing activities. This decision stands in contrast to that of many other anti-crime projects, which first initiate their programs in areas with less severe problems in order to help establish their reputations.

Before contacting individual residents, MKDC staff met with the leadership of the five existing civic associations. Staff members report that these associations were highly competitive with each other and perceived MKDC as a threat because it might encroach on their membership. MKDC's executive director recalls that working with the civics required a lot of "smoothing of the waters" at first. MKDC stressed publicly that it was not a membership organization but, rather, sought to organize residents and interest them in joining civic associations and improving their community. MKDC's goal was to serve as the umbrella organization for Midwood's civic associations and the block and tenant groups it would organize within them, stepping in only when the civics needed assistance or a single, unified voice to represent them to city officials.

Initial resident outreach efforts were aimed at publicizing MKDC's anti-crime activities and encouraging participation in them. Outreach included the distribution of a newsletter called the Midwood Sentry (described in Section 3.1.6 and reproduced in Appendix A) to all community residents, and presentations by MKDC staff at general civic association meetings, urging

members to help organize groups of their neighbors into block and tenant organizations. When individuals expressed an interest in forming such groups, they were encouraged to invite their neighbors to an organizing meeting in their homes, at which MKDC staff could describe the range of the Corporation's anti-crime activities.

Early on, MKDC staff also canvassed the blocks and apartment buildings in Midwood, with the community organizer going door-to-door to talk with residents, examine possible problems in their neighborhoods, and ask about their interest in forming block or tenant groups. Once a resident expressed a willingness to host an organizing meeting, MKDC helped to schedule the meeting and prepared publicity flyers for distribution to that person's neighbors.

In anticipation of the organizing meeting, the community organizer developed a list of the problems, if any, that were mentioned by residents during her initial contact. While security problems were generally foremost in residents' minds, other types of problems were noted as well, such as poor sanitation, elevator manufacturing, or landlord-tenant disputes. This broad focus on neighborhood conditions is important, for improved physical and social conditions in a neighborhood serve to heighten citizens' sense of control over their environment. The community organizer also developed a map of the block, noting the condition of the housing and any special security measures that should be taken (e.g., pruning of shrubs near a house, increased outside lighting). Before meeting with a new tenant association, the community organizer conducted an inspection of the apartment building, again paying special attention to its security. A sample inspection report is contained in Appendix B.

The meetings themselves were typically attended by MKDC's community organizer, anti-crime project director, and security specialist. Each of the anti-crime activities available to residents through MKDC was discussed and residents were asked to sign up for the programs in which they wanted to participate. Security-related issues were the principal, but not exclusive, focus of the remainder of each meeting. A large portion of these meetings was devoted to an open discussion of participants' concerns, and specific problems previously identified by the community organizer were examined. At the conclusion of each meeting, a block or tenant steering committee, headed by a captain and a security officer, was elected to serve a more active role in the association, coordinate anti-crime activities, and communicate with civic association leadership when necessary. Copies of meeting attendance sheets were given to civic associations by MKDC, and minutes of all meetings were filed in the MKDC office; sample reports for both a block and tenant meeting are included in Appendix C.

The anti-crime project's original goal of organizing at least 50 block and tenant associations during the first year was easily met. By September 1978, just four months after project start-up, a sufficient number of block and

tenant associations was formed in the previously unorganized northeast section of Midwood to permit the creation of an additional civic association. As of September 1980, over 200 block and tenant associations had been organized in Midwood. All of the block and tenant groups are incorporated in their local civic associations, which report increased membership and participation as a result of MKDC's efforts.

After community awareness of MKDC and its anti-crime activities was increased during the early phases of the project, staff members no longer needed to drum up citizen interest in forming new block or tenant associations. Residents now take the initiative to call MKDC's office to request that its staff examine their block or building and attend an organizing meeting. MKDC's direct involvement in fledgling block and tenant associations does not go beyond the initial organizing meeting, and it becomes the responsibility of the block steering committee to sustain resident interest in the crime prevention activities. MKDC staff feel that the success of its anti-crime activities can be attributed in part to Midwood's large number of senior citizen volunteers. The involvement of retired persons can contribute significantly to this type of program. Because their schedules are relatively flexible, they can engage in volunteer activities during standard working hours.

- Block Watchers. Prior to the establishment of MKDC, the New York City Police Department had been largely unsuccessful in its efforts to recruit volunteers to participate in a network of block watchers. For example, after several years of operation, only about 700 people in the 70th precinct were enlisted in the program out of a population of roughly 125,000.

Each of the 235 block and tenant associations currently in place now has an operating block watcher network. At block and tenant association organizing meetings, MKDC stresses the "every-citizen-a-block-watcher" concept and the responsibility of all neighbors to be alert, help each other, and report suspicious criminal behavior to the police. At the end of the meetings, copies of the police department training manual for this program are distributed.

In conjunction with the block watch program, MKDC introduces the idea of a telephone alert chain. Civic associations distribute to each block and tenant association member a card to post by the telephone containing the names and phone numbers of three of that person's neighbors. Careful preparation of these cards enables an entire block or apartment building to be notified of an emergency within a few minutes. Participants are instructed to dial 911 to report the emergency to the police, turn on outside lights if it is nighttime, and, if they wish, respond to the scene of the emergency with at least three other neighbors. In one case where the telephone alert chain proved successful, a woman at home with her two children heard a break-in and called 911 and the three neighbors whose names were posted by her phone. Within minutes, several neighbors ran out of their houses to

confront the would-be burglar. The police then arrived on the scene, and the suspect was apprehended. The residents are advised to exert extreme caution in responding to the scene of a crime. Even in groups, this behavior can prove dangerous, particularly if the suspect is carrying a weapon.

3.1.3 Patrols

- Civilian Car Patrols. Prior to the LEAA grant award, two of the civic associations in Midwood had purchased cars and citizens band radio equipment and were operating their own civilian car patrols on an average of four nights per week. These two patrols functioned independently of each other, covering approximately one-fourth of the Midwood area. MKDC's original project goals were to add three new car patrols, enlist 500 additional patrol participants, expand the patrols to canvass the entire Midwood project area, and coordinate all of the patrols through a central communications center.

Car patrols were in operation by all six of Midwood's civic associations just four months after the MKDC project began. Each association is responsible for patrolling its section of Midwood. Residents have expressed a great deal of interest in volunteering for these patrols, which are viewed by them as visible proof of their own determination to protect and revitalize their neighborhoods. In its 1980 Year End Report, MKDC reported that over 1,500 citizens have become car patrol volunteers. Patrol services have been steadily increased to cover the 8:00 p.m. to midnight time slot seven days per week all year long.

Importantly, MKDC has established a patrol base at its headquarters to monitor and coordinate the patrols. This base is manned by a volunteer every night that the patrols are in operation. Citizens band radios provided by the Citizens Committee for New York City enable the patrols to communicate with the base operator, and the operator contacts the police when necessary. A log is maintained by the operators, indicating the reasons and actions taken for patrol-to-base communications. The number of reports made to the base station varies tremendously from night to night.

Three-hour training classes for new patrol volunteers are conducted by the anti-crime project director and security specialist in conjunction with police trainers. The four principal themes emphasized during these classes are: (1) patrollers should never get out of the patrol car; (2) the base operator should be obeyed; (3) the car should be "respected"; and (4) patrollers should cooperate with the public. Patrollers are also told to drive at a speed of approximately 10 miles per hour and instructed in the use of the CB radio. Finally, police department documents that explain regulations for civilian car patrols and the proper procedures to be followed are distributed.

Two problems anticipated by MKDC concerning civilian car patrols were vigilantism and participant boredom. Potential vigilantism was avoided by the screening of patrol volunteers. At a minimum, the personal recommendation of the block or building captain was required before an individual volunteer was allowed to participate in civilian patrols. In spite of this screening effort, however, a patroller occasionally had to be dismissed due to inappropriate patrol behavior. Potential participant boredom was avoided by assigning patrollers responsibilities that are not strictly related to security, but are of benefit to the community. Patrollers take note of neighborhood conditions, watching for potholes, broken street lights, poor sanitation, and non-functioning traffic lights. In addition, citizens often flag down the patrol vehicles to report complaints about neighborhood conditions. These complaints are recorded by patrollers or radioed to the base station operator and forwarded the next day to the appropriate city agencies for corrective action. Examination of the base station logs reveals that the bulk of reports to the operator concern these types of neighborhood conditions. While the original purpose of having the car patrollers make these reports was to help relieve their boredom, it is clear that this procedure has contributed to residents' feelings of control over the quality of their neighborhood.

Patrols are periodically checked by MKDC's security specialist to ensure that proper procedures are being followed. Records kept by the base operators are examined regularly, radio broadcasts are monitored, and sometimes the cars are surreptitiously followed by the security specialist as they make their rounds. Reports are also submitted to the security specialist by the patrollers on the number of miles covered and their total time on patrol. A copy of the form used for this purpose appears in Appendix D. The security specialist estimates that approximately 20 miles are covered by the patrol on an average night.

When MKDC first became involved in citizen car patrols, all car maintenance, insurance, and fuel costs were paid with LEAA funds. The Development Corporation has gradually turned over financial responsibility for the car patrols to the individual civic associations, which raise funds by asking members to pay a five dollar fee. Midwood residents are willing to finance the civilian patrols and have come to expect the presence of the patrol car during evening hours. In fact, the civic associations sometimes receive calls from their members if they do not see the patrol on a particular evening.

- Moped Patrols. Because police manpower reductions had severely restricted police patrols on residential streets during all hours, MKDC planned to organize local youths to patrol on mopeds during the afternoon and early evening hours, augmenting the civilian car patrols described above. However, this project component had to be dropped because of changes in New York State legislation mandating vehicle inspection and registration, insurance, and the possession of a driver license for moped operators. The mopeds purchased by MKDC were made available to the Auxiliary Police of the New York Police Department, with MKDC continuing to maintain and insure the motorbikes.

Unfortunately, when the Police Department was to assume these costs, they declined to continue using the vehicles. A decision was made by MKDC to sell the mopeds and use the money for other programs.

MKDC staff members view moped patrols as their only major project failure. They strongly suggest that other programs considering the adoption of this component examine the restrictions imposed by state and local rules of registration.

- Tenant Patrols. MKDC planned to establish tenant patrols in the lobbies of all apartment buildings where tenants were organized and where such patrols would be both feasible and useful. First, a building must possess a sufficient number of residents to be able to sustain a volunteer patrol effort. Secondly, a building must lack adequate existing security measures, such as a 24-hour doorman service or a buzzer and intercom system used by residents before permitting building entry.

Volunteer patrollers serve as lobby monitors, screening persons who seek entry to the building. Signs posted near the entrance of the building announce the existence of the patrol. When MKDC staff first helped to implement these patrols, they had to establish a mechanism whereby patrollers could communicate with building residents when nonresidents appeared to visit them. CB walkie-talkies did not work indoors, and the cost of installing lobby telephones was prohibitive. To solve this problem, residents on the ground floors of buildings were recruited to make their telephones available to lobby monitors if they needed to call another resident to verify the identity of someone seeking building entry. Lobby patrollers were also equipped with shriek alarms to permit emergency communication with building residents when necessary.

3.1.4 Property Protection

- Home Security Surveys. During a home security survey, a police official walks through and around a private home or apartment to identify security weaknesses and possible corrective measures for the residents. This information is recorded on a survey form, which is given to the residents for future reference as they make home security improvements.

As a general policy, the New York Police Department offered to conduct security surveys for area homeowners; however, MKDC discovered that surveys were conducted on individual homes or apartments only after they had been burglarized or otherwise victimized. As part of its anti-crime project, MKDC proposed to initiate and accept at least 250 resident requests for home security surveys that would serve a preventive function, in the absence of any prior burglary attempt. Survey requests would be initiated by MKDC

during block and tenant organizing meetings and through announcements contained in the crime prevention newsletter (see Section 3.1.6). These requests would then be turned over to local police precinct officers.

Over 2,000 survey requests have been registered with MKDC. However, problems were encountered in conducting the surveys once requests were made, as police manpower reductions have greatly affected their ability to handle this large volume of requests. Thus, MKDC's effort to register Midwood residents for the survey has created a huge backlog of requests in all three police precincts serving the project area. Unfortunately, according to MKDC staff, the problem of insurance liability precludes the possibility of the police training laypersons to conduct the surveys; the staff fears that homeowners might sue a survey administrator if their house were burglarized despite their compliance with the survey recommendations.

- Operation Identification. Operation ID, a program employed by many police departments throughout the country, involves the permanent engraving of personal property with an identifying number (such as one's social security number or motor vehicle registration number) and registration of the number and a list of marked property items with the local police. Door and window decals warn potential intruders that property is marked.

While the New York Police Department had initiated Operation ID, MKDC found that none of the police precincts serving Midwood had any engraving tools, and participation in the program was typically encouraged only after a person's home had been burglarized. The MKDC anti-crime project purchased dozens of engraving tools and police provided registration cards and decals to the project free of charge. These materials are distributed to residents through their block security officer, a procedure that MKDC believes can help generate interest in new block or tenant associations. After all interested individuals in a block or apartment building have had an opportunity to use the engraving tool, the block security officer returns it to MKDC for use by another association.

- Automobile Decals. Prior to project start-up, the 70th police precinct in Midwood had enrolled several vehicles in an auto decal program, in which autos display a decal with the precinct and sector of the owner's residence and a color-coded circle indicating the age and sex of the principal driver. As with Operation ID, MKDC sparked citizen involvement in this program by tying recruitment to its community organizing effort. Decal requests are turned over to the police precincts by the Corporation. MKDC reports that it has enrolled 1,500 auto decal registrants, with an estimated 500-600 more requests being received directly by the police precincts. All three police precincts now have the program in full operation.

3.1.5 Equipment Distribution

- Intruder Alarms. In its anti-crime project proposal, MKDC targeted residential burglary as a major problem and realized that homes and apartments are particularly vulnerable to illegal entry when left vacant for a period of time. Fifty "install-it-yourself" burglar alarms were purchased by the Corporation and distributed to the six civic associations in Midwood. As recommended by MKDC, the associations lend the devices out to vacationing members for a small fee, such as five dollars for one weekend's use. By charging a usage fee each time a device is loaned out, the civic associations are able to purchase additional alarms. As one would expect, the demand for these burglar alarms is heaviest during the summer months when there is a large number of vacationing residents.

- Whistles and Shriek Alarms. The need for a personal noisemaking device to alert others when trouble is feared was keenly felt by Midwood residents, particularly the elderly. The original anti-crime grant proposal included a provision for distributing numerous whistles to elderly Midwood residents. Soon after project start-up, 3,000 whistles were donated to the project by Citibank and distributed to these residents. Unfortunately, the devices proved inadequate for two reasons: first, their blast was not sufficiently loud to permit users to summon assistance from beyond the immediate vicinity; and second, they required considerable effort to blow and thus were unsuitable for use by the elderly.

In response to these problems, MKDC purchased over 1,700 "shriek alarms," freon-loaded devices that are hand activated to produce a piercing noise that can be heard for several blocks. The project describes public reaction to the distribution of these alarms as phenomenal, greatly increasing attendance at initial block and tenant association meetings where they were distributed free-of-charge to the elderly and tenant patrollers. Because of this high demand, MKDC exhausted the funds budgeted for the alarms within six months. At this time, the alarms are purchased directly by civic associations and distributed free to elderly residents, while others are required to pay for them at a price slightly above cost. With these payments, the associations can buy more alarms.

- Locks for the Elderly. Due to the constraints imposed by fixed incomes, some of Midwood's increasing elderly population could not afford adequate locks to secure their homes. During its first year of operation, MKDC installed 157 locks free-of-charge to elderly citizens who requested them and met the following criteria: over 60 years of age; living on a fixed income below \$5,800; residing in the Midwood area; and possessing inadequate door locks for security purposes. Over 450 senior citizens requested the free locks, but most applicants did not meet these four criteria and thus had to be refused this assistance.

3.1.6 Public Education

- Crime Prevention Newsletter. LEAA grant funds were used to establish a community-based publication, the Midwood Sentry, that could explain the Corporation's crime prevention and neighborhood revitalization activities, encourage volunteer participation in these activities, and inform readers about self-help security measures. As originally conceived by program planners, this newsletter would be published monthly; however, funds were available for only nine issues during the first year of MKDC operation, and in the second year seven were published.

All writing and photography for the Sentry is done by volunteers, although an editor is paid \$100 per issue to handle coordination of volunteers, copy editing, layout, galley proofs, and corrections. Midwood teenagers, many of whom are identified by MKDC as "emotionally handicapped," are paid \$1.25 per hour to deliver the Sentry to approximately 9,000 local residents, schools, and merchants. MKDC also mails the publication to over 1,000 "influential people and agencies" outside its boundaries, helping to establish the Corporation's reputation.

While early issues focused on announcing the goals of MKDC and the anti-crime project, providing crime prevention tips, and describing program success in community organization, later issues have covered broader issues. Articles boosting Midwood appear regularly, as do brief stories on Midwood's notable residents ("Midwood Faces") and community activities ("Midwood Places"). A copy of the November - December 1980 Sentry is reproduced in Appendix A of this report.

- Crime Prevention Education. Prior to the anti-crime project, the only available materials in Midwood on crime prevention techniques were pamphlets distributed by the New York Police Department. MKDC scheduled a weekly crime prevention course for community residents at the local high school with expert guest speakers from the local police precincts. This course was later abandoned for two reasons. First, MKDC described the invited speakers as difficult to schedule and generally ineffective in the delivery of their talks. Second, attendance at the course sessions by Midwood residents was poor. Because MKDC's block and tenant association organizing meetings were popular and well-attended, the crime prevention techniques that were to be introduced during the course became a central feature in the presentations of the anti-crime project staff at these meetings. Police department and other government documents describing crime prevention techniques are also distributed at the meetings and in response to individual requests.

3.1.7 Youth Services

- Helping Hands. The Helping Hands program involves the identification of "safe houses" where youngsters can turn if they encounter trouble of any kind on their way to or from school. MKDC introduced the idea to the parent associations of six local elementary and junior high schools, and these associations implemented the program. Residents register for the program and are screened and instructed in proper emergency procedures by parent association members. Red Helping Hands decals are prominently displayed in the windows of participants' houses so children can identify them easily. Over 4,000 Midwood houses presently display the Helping Hands decal.

- Youth Recreation. MKDC program planners wanted to sponsor a recreation center for youths at local Morrow High School. This center would serve the dual function of providing constructive group activities for youths and creating a busier community atmosphere in which crime is less likely to occur. To reduce the cost of the proposed center, the project applied for and was granted a waiver of high school opening fees from the New York City Board of Education, saving MKDC over \$4,700 in its first year alone. Further cost savings to MKDC were realized when the local Police Athletic League agreed to co-sponsor the center by providing recreation personnel at no charge to MKDC and extending its insurance liability policy to cover the center. Thus, the LEAA grant money slated for youth recreation could be devoted to paying the salaries of MKDC's youth coordinator and lobby monitors.

Initially, the recreation center was open two nights per week from 7:00 to 10:00 p.m. and, within two months, 350 Midwood youths aged 13 to 17 were registered with the center. With the impetus of the recreation center's original LEAA funding and the co-sponsorship of the Police Athletic League, MKDC was awarded a \$64,000 contract from the New York City Youth Board to expand the center. At present, the center is open five days per week from 2:30 to 10:00 p.m. and serves approximately 90 youths each day. Supervised afternoon and evening activities for youngsters include basketball, gymnastics, volleyball, and a print shop class. MKDC has made remaining high school space available at no cost to other non-profit community groups, such as civic and block associations, church groups, the Little League, and folk dancers.

3.1.8 Criminal Justice System Support

- Court Watchers. The presence of community residents at local courtroom trials exposes citizens to the criminal justice system and is believed to increase the public accountability of judges, police, and other key actors in the system. With the help of MKDC, the civic associations, and the community affairs officers of the Midwood police precincts, groups of residents have

been mobilized to monitor the progress of significant cases or those involving repeat offenders. Civic association organizers call their members in the evenings from MKDC headquarters to recruit court watcher volunteers.

To help spark interest in the court watcher program, MKDC began by paying court watchers a stipend amounting to \$1.25 per hour as well as bus transportation to court. The Corporation was able to eliminate the stipend without any evidence of decreased interest in court watcher participation. Soon afterward, transportation fees were also made unnecessary, as the 70th police precinct agreed to provide a free police bus and driver when needed by court watchers.

After the first year of court watchers in Midwood, MKDC estimated that approximately 15 cases were monitored, all requiring multiple appearances, and that 500 community residents had been exposed to the judicial system through the program. The community affairs officer of the 70th police precinct in Midwood observed that arresting police officers, as well as crime victims and witnesses, are heartened to see this evidence of community support.

● **Legislative Surveillance and Assistance.** By notifying the community about pending legislation through the Sentry and the civic associations, MKDC has increased both the accountability of legislators to their Midwood constituency and the number of Midwood residents providing input in the legislative process. For example, in November 1980, one of the civic associations, the Midwood Civic Action Council, took action to fight proposed state legislation to impose a 100 percent tax assessment on personal property. The association circulated petitions against the proposed laws and held rallies to express citizen views and formulate additional strategies for opposing the legislation. In addition, the Midwood Civic Action Council chartered a bus to the State Capitol in Albany to allow members to participate in peaceful demonstrations there to make their opposition known.

MKDC has also contributed to the legislative process by sharing its expertise in community crime prevention with legislative committees addressing crime-related issues. MKDC reports that its anti-crime staff members have delivered invited testimony on its project operations before the Sub-Committee on Crime of the U.S. House of Representatives Judiciary Committee, the New York State Senate Committee on Juvenile Justice, and the New York State Legislative Task Force on Criminal Justice.

3.2 Integration of Anti-Crime Project with Other MKDC Efforts

As noted earlier, an important feature that distinguishes MKDC from other community crime prevention programs is its integration of anti-crime activities with other efforts aimed at community improvement. With the impetus of

the anti-crime project, MKDC has been successful in obtaining funding for major projects in four other areas: housing; commercial revitalization; education; and the environment. These projects are all aimed at making Midwood a more desirable place to live, work, and do business. The projects are also designed to increase resident interest in revitalizing Midwood and volunteering for MKDC activities.

Each MKDC project has specific goals as well. By helping to upgrade the housing stock in the community, MKDC seeks to improve the physical appearance of Midwood's buildings, raise rents to a level that will discourage transients, and attract more permanent residents with greater interest in the future of the community. Commercial revitalization efforts are designed to increase the quantity of business done in Midwood. School conditions are also an indication of community health; MKDC has developed programs to service students with special needs and to enrich the educational experience for all students. Finally, improving the environment helps to make Midwood a more healthy and attractive community. The activities of each of these projects are described in the following sections.

3.2.1 The Housing Project

MKDC's housing project is concerned with the rehabilitation of multi-family buildings, aimed at making these buildings more secure and attracting less transient residents. The project began in 1978 with grant awards from the State of New York. At present, the major funding source for the project is the New York City Department of Housing, Preservation, and Development.

Buildings and neighborhoods are targeted for rehabilitation when deterioration and landlord disinvestment are apparent. First, MKDC sends a contact letter to all landlords of targeted buildings to describe the types of assistance for rehabilitation efforts available through the Development Corporation. The housing project director then approaches landlords in person to encourage them to apply for rehabilitation financing to make building improvements. As one would expect, some landlords are initially resistant to MKDC's suggestions in spite of the potential advantages of rehabilitation that are explained to them (e.g., tax deductions, easing or eliminating rent control restrictions, and greater heat efficiency). If a landlord remains opposed to rehabilitation, tenants are organized to press for it, sometimes by going on a rent strike if such drastic action appears necessary. MKDC encourages the tenants to develop a rank-ordered list of the building repairs and improvements that are needed. This list can be provided to the landlord to serve as a basis for landlord-tenant negotiations. When landlord resistance continues in spite of all these efforts, MKDC may contact city agencies that can exert further pressure, such as the New York City Code Enforcement agency. However, MKDC prefers to take this type of action only as a last resort.

When a landlord becomes interested in renovation, the housing project director examines the building from attic to basement, noting physical conditions that require improvement and the changes desired by tenants. A suggested rehabilitation schedule and cost estimate is developed by the project director and negotiated with the landlord. Suggested overall building improvements typically include lobby painting, upgraded electrical wiring, and new landscaping, windows, roof, plumbing, and boiler unit. Individual apartment units often receive new kitchens and baths. A rehabilitation plan is finalized after landlord consideration and adjustments. The MKDC housing project director also urges area bankers to make mortgage investments in these rehabilitation projects, determines the best loan package available based on landlord needs, and does most of the loan paperwork that is required.

MKDC involvement does not end once building improvements are underway. When tenant-in-place rehabilitation is conducted, some tenants, particularly the elderly, need help to prepare for rehabilitation and clean their apartments afterward. MKDC also helps landlords in establishing higher rent structures after rehabilitation is completed. All tenants generally receive a new two-year lease, and an effort is made to keep new rents as low as possible so they will remain affordable to tenants in residence.

In addition to direct involvement in building rehabilitation efforts, MKDC participates in other activities aimed at improving the overall quality of Midwood housing. For example, five free workshops for building superintendants were sponsored by MKDC in cooperation with the development corporations in two neighboring communities and the Cooperative Extension of Cornell University. Workshop topics included plumbing, heating, general electrical repairs, and weatherization; "hands-on" practice was included.

3.2.2 Commercial Revitalization

Businesses in Midwood have long been plagued by diminished markets, closings, and vandalism. To help turn this situation around, MKDC helped organize Boards of Trade on each of Midwood's three major commercial strips. MKDC works with these groups to make local businesses more aware of what they can do to attract customers and make their stores more secure.

The U.S. Department of Housing and Urban Development awarded a block grant to the City Office of Economic Development for upgrading of Midwood's Avenue J commercial district; as a subcontractor on the project, MKDC received \$45,000 in grant money. Trees were planted on the avenue and sidewalks were repaved with attractive red brick striping. Incentives were provided to Avenue J merchants for the improvement of their storefronts, gates, etc. For every five dollars spent by merchants to improve their facades, they received a one dollar reimbursement. Four area banks have also provided donations for the beautification of Avenue J.

Now that Avenue J has received this needed "face lift", the MKDC commercial revitalization project director is planning similar changes on the Avenue M and Coney Avenue commercial strips.

3.2.3 The Education Project

In 1979, MKDC secured a \$100,000 grant from the Department of Education to establish a "Community Centers of Interest Program" at a Midwood elementary school. As part of the program, help is provided to special needs students (e.g., learning or speech disabled) and their parents. A social worker and two school community workers observe these students in the classroom, conduct home visits, provide testing services, and arrange appropriate special needs placements in conjunction with teachers and principals.

An after-school enrichment center, available to all elementary school students, was also established through this grant. This center provides instruction to children in areas such as music, poetry, arts, crafts, and debating. The MKDC education project director believes that the presence of the enrichment program helps arrest "white flight" from the public schools.

3.2.4 The Environment Project

MKDC has been involved in several projects designed to beautify the Midwood community, including the rehabilitation of area parks. At present, the environment project is focused on a program to monitor and improve the condition of more than 8,000 street trees in Midwood. An inventory of all trees was conducted by community volunteers and the information was recorded and stored on computer files. Trees can now be readily identified for maintenance when it is required. Other MKDC activities to improve Midwood's urban forestry include:

- a street tree planting program in which MKDC and local civic associations offer homeowners special permits to plant street trees purchased at reduced rates from a contractor;
- co-sponsoring a street tree pruning and maintenance course; and
- developing instruction sheets on proper care of street trees for Midwood residents.

3.3 Summary

The Midwood Kings Highway Development Corporation is involved in several projects designed to reverse Midwood's escalating crime rate and rapid deterioration. Thousands of community residents have volunteered their time in anti-crime activities such as civilian car patrols, block watchers, and publication of a crime prevention newsletter. Other activities aimed at reducing crime and increasing resident safety have been implemented by MKDC in conjunction with local police, parent associations, and organized groups of community residents. Importantly, MKDC has integrated its anti-crime project with other projects aimed at community improvement. The following chapter provides a discussion of issues that should be considered by individuals seeking to replicate MKDC's comprehensive approach in their own communities.

CHAPTER 4 REPLICATION ISSUES

4.0 Introduction

A new spirit has emerged in Midwood since the advent of the Midwood Kings Highway Development Corporation. Thousands of Midwood residents are involved in the Corporation's anti-crime activities. There has been new investment in the area's commercial districts. Rundown housing is being rehabilitated and rented to less transient tenants. And the commitment of local residents and businesses to stay in the Midwood community is now strong.

MKDC's success is in large part due to the dedication and hard work of its staff, many of whom are volunteers. But it is also due to the political savvy of the MKDC leadership and their ability to work with police and other city officials. It is due to their knowledge of how their community works and their ability to take full advantage of its human resources.

As noted in Chapter 1, because each community is unique, other crime prevention and neighborhood revitalization efforts cannot wholly replicate MKDC's program. However, the MKDC approach--characterized by a high level of citizen participation, its integration of numerous anti-crime activities, its focus on securing government and private investment for housing and business improvements, and its emergence as a small "town hall" for the Midwood community--can be adapted to serve many neighborhoods faced with high crime and deterioration.

The purpose of this chapter is to highlight the major issues that communities must keep in mind as they attempt to replicate MKDC's comprehensive approach to crime prevention and neighborhood improvement. The impetus for this effort can come from individual organizers, civic associations, law enforcement officials, or municipal agencies. To simplify this presentation, however, these issues are viewed solely from the perspective of individual organizers who must try to marshal the resources of the community and work with existing civic associations, police, and government officials.

4.1 Defining the "Community"

Defining just what "community" is to be served by an anti-crime program is typically a relatively simple matter in rural areas, small towns, or suburbs. Most often, people will think of the county, the township, or some other governmental jurisdiction as their community. In an urban area, the type of area most likely to need a program such as MKDC, identification of the community is a more complex matter. A city may be divided into administrative sectors or police precincts, but these may not correspond to residents' perceptions of the communities within the city. Communities may be defined by other boundaries, both natural, such as rivers, and manmade, such as railroad cuts or highways. Or they may be defined by the ethnicity, age, or socioeconomic level of the residents. Inevitably, most urban programs will define the community to be served in a somewhat arbitrary manner. Because of both limited financial resources and the desirability of working with only a single set of city officials, MKDC defined the community to be served as the southern half of the Community Board 14 district. The program then had to work to cultivate a sense of community among the residents through development of block associations and distribution of the Corporation's newsletter, the Midwood Sentry. However, even in a community that appeared to be "homogeneous," the project found that creating and maintaining a sense of community in the face of long-standing internal divisions required continuous attention. Special effort was needed to reinforce residents' perceptions that they all were fighting the same battle.

4.2 Input from the Community

For a neighborhood crime prevention program to work effectively, it is crucial for the organizers to solicit input from (1) individual citizens, (2) the leaders of established civic groups, (3) local police, and (4) representatives from local government agencies and elected officials. There are practical limits to the number of persons who can be consulted, of course, but the planners must make sure that all important elements of the community are reached to help guarantee that the program is workable and accepted in the community. This section will review the contribution each of these four groups can make to the design and implementation of a crime prevention program and the special problems that may arise concerning their involvement.

4.2.1 Individual Citizens

Individual citizens are the bedrock of any community anti-crime program. In order to deter crime, such programs rely on the collective force of actions taken by individual citizens. At one extreme, citizen participation involves simple, self-protective measures such as engraving personal property. At the other extreme, it involves volunteer participation in time-consuming

activities that help the community as a whole, such as car patrols or court watchers.

Citizen input is crucial at the planning stage. Not only are local residents a valuable source of information about the nature of the crime problem in their neighborhood, but they also may have specific ideas about how to combat it. Moreover, contact with individual citizens can help the planners know what activities are impractical or unacceptable to the community. Planners must realistically assess how much time volunteers can be expected to devote to the program over a sustained period of time. In Midwood, large numbers of retired senior citizen volunteers devoted a great deal of time to MKDC activities, often during daytime working hours.

Strong efforts must be made in the beginning to encourage citizen participation in the program. MKDC launched an educational campaign during its first six months, using the Midwood Sentry to announce the anti-crime project. In addition, the community organizer did door-to-door canvassing to generate interest in block organizing meetings. Once a resident agreed to hold a meeting, MKDC printed announcements to distribute to that person's neighbors.

This effort to nurture citizen interest in the program cannot end after this initial stage of program implementation. "Burn-out" on the part of volunteers is an ever-present danger. The Midwood Sentry plays a key role in sustaining interest in MKDC's efforts by publishing stories on the successes of the anti-crime effort and the Corporation's involvement with neighborhood improvement projects. The project staff also take special care to acknowledge and thank the volunteers for their efforts. For example, after the project's first year of operation, certificates of appreciation were issued to hundreds of volunteer car patrollers in an awards ceremony.

The exact approach a program uses to generate interest and support among neighborhood residents will depend on the characteristics of the particular community. In some neighborhoods, for example, there may be identifiable community leaders whose endorsement is required for the project to succeed. MKDC found that elderly citizens' interest in the neighborhood organizing effort and the anti-crime program was piqued by the announced availability of free shriek alarms for them at the first block meetings.

Citizen interest in the anti-crime program is also sustained through their enrollment in block or tenant associations. Importantly, membership in the associations provided many Midwood residents with their first opportunity to meet their neighbors. Many of the program activities, such as block watchers, are conducted at the block or building level, giving the program the feel of a grass-roots enterprise. Finally, MKDC reinforces the block association structure by using the civic association presidents and block captains to communicate with Midwood residents. Special security devices, such as burglar alarms and engraving tools, are also distributed through the block and tenant associations.

4.2.2 Established Civic Groups

In most neighborhoods, there are a host of active community service organizations that can help the project staff initiate an anti-crime program: (1) church groups; (2) citizen advocacy groups, such as senior citizens' clubs and homeowners' associations; (3) trade and business associations; (4) fraternal or professional societies; and (5) labor unions. Early contact with such groups is important because the good reputations enjoyed by many of them can help a fledgling project gain recognition and the goodwill of the community. Also, members of these groups often possess good community organizing skills or useful political contacts. Finally, their accumulated experience can be helpful in planning a program that will be accepted in the community and well-suited to match its needs.

The program organizers must take steps to learn about these groups--the citizens that each one represents, the issues of particular concern to them, the background and experience of their leadership, and the interest each group might have in a crime prevention program. When more than one such group wants to be involved in the development of the program, consideration should be given to establishing an advisory board or steering committee so that the various interests and perspectives of these groups can be well represented.

It should be noted that some extant community organizations may view the anti-crime project as a rival or as an unnecessary duplication of their own efforts. As noted in Section 3.1.2, leaders of the five civic associations in Midwood were unenthusiastic about the MKDC program until it was made clear to them that MKDC did not want to take over their anti-crime programs or compete for their membership, but would work to increase membership in the associations and help stimulate and coordinate their crime prevention efforts.

4.2.3 Local Police

The police have an important part to play in a community anti-crime program. They can provide expert advice, help legitimize the project in the eyes of the community, and issue crime data to help the program monitor its effectiveness. Furthermore, many of the project's activities may be directed at fostering citizen use of existing police anti-crime programs. Establishing contact with the police department is important from the beginning, for failing to include them in the planning of the program could result in serious conflicts as the program is implemented.

The program organizers must anticipate that police personnel may view a citizen-organized crime prevention program, no matter how well-intentioned, as amateurish and ineffective. In communities such as Midwood, where the

police department has been under severe budgetary pressure and lay-offs of police personnel have been threatened or carried out, the reaction may be one of open hostility. This attitude is most likely to prevail regarding those program activities that most resemble traditional police work, such as citizen car patrols. Police officers may also be suspicious of the program if it has announced, as did MKDC, that one of its roles is to monitor police performance. Finally, the police may fear that a better organized community will be more demanding of police resources, forcing them to devote larger amounts of time to handle non-criminal complaints.

As discussed in Section 3.1.1, MKDC was able to achieve the cooperation of the police in two of the three precincts serving the Midwood area. In part, this cooperation was won by making sure that the police had an opportunity to contribute to the original grant proposal and were consulted during the early stages of program implementation. MKDC also hired a former police detective as its first project director. Understanding the problems faced by the city's police officers, he was able to convince them that MKDC was designed to complement and not substitute for police efforts. In short, the officers were made to understand that MKDC's goal was to make the police department's job easier. Police support for the program continued to grow as the officers saw first-hand what the program could achieve.

MKDC's effort to gain the cooperation of the local precincts was made easier by the police department's assignment of precinct community affairs officers who are responsible for fostering civilian participation programs and serving as liaisons with the community. When a program is being established in a jurisdiction where such an officer has not been identified, the organizers should try to interest the police department in appointing someone to carry out those duties. The neighborhood anti-crime effort is likely to enjoy greater success if there are police officers whose job it is to work with the neighborhood program and who can develop support for it with their colleagues. Of course, the program staff must also try to foster the support of the local precinct captains or police chiefs by consulting directly with them whenever possible.

At the same time, the program organizers should be aware that a project can become too closely identified with the police. In some neighborhoods, this perception on the part of residents could lead to a lack of support. A fine balance must be maintained between cooperating with the police to acquire their support and retaining citizen control over the program. The community affairs officers in the Midwood police precincts served in an advisory role to MKDC, facilitating the staff's efforts to bring the police department's anti-crime programs to Midwood residents. But those officers were asked to meet with new block or tenant associations only after the MKDC community organizer and security specialist had talked to the residents involved about the program and informed them of the police department's role in it.

4.2.4 Local Government Agencies and Elected Officials

Although the police play a singularly important role in helping neighborhood crime prevention programs, there are other government agencies or elected officials whose support is significant. As with the police, their support can help legitimize a new program in the eyes of potential participants. They can also help the program gain access to possible sources of funding in both the public and private sectors. Again, the program organizers must work to make sure that this support is not translated by local residents to mean that these agencies or officials control the program. In some communities, there may be a strong distrust of any program that appears to be government-sponsored.

Beyond helping to legitimize a new program, the cooperation of these same agencies or officials is important during the planning stages of the program. They can provide data on the characteristics of the neighborhood and its residents and on the nature of the crime problem. They can help the program organizers review current efforts to fight crime and revitalize the neighborhood, assess the usefulness of those programs or policies, and help determine how the new program should be structured to take advantage of or replace what is presently in operation.

Obviously, the development of a good working relationship with local government officials is vital if a program such as MKDC is to serve effectively in an ombudsman or "town hall" role. Of course, the fact that MKDC speaks for thousands of highly organized and politically active neighborhood residents does spur officials to respond to the staff's demands for better services. Clearly, program organizers must convey to government officials that good communication and cooperation will be mutually beneficial.

4.3 Planning the Program

The following three steps are critical to planning successfully a community crime prevention and revitalization program:

- identification of the nature of the crime problem and the neighborhood's needs in the areas of housing rehabilitation, commercial development, and city services;
- determination of goals, definition of short- and long-term objectives directed at achieving those goals, and fashioning of specific strategies for developing needed resources and accomplishing those objectives; and
- evaluation of the program as it is implemented, leading to modification of the program and continued monitoring of goal achievement.

This section reviews the first two steps in the planning process. A thorough review of evaluation procedures appears in Chapter 5.

4.3.1 Identification of Community Needs

Because any program's resources, both human and financial, will be limited, a careful assessment of the community's needs is required to make the most productive use of those resources. Even if the program organizers have planned to replicate a model program developed in another community, a needs assessment is an essential first step, for each program must be molded to fit the unique community it serves.

As reported in Section 2.1, the planning group for the Midwood Kings Highway Development Corporation organized ten steering committees to focus on specific needs of the community, such as crime prevention, problems of the elderly, housing, sanitation, and other city services. Surveys of neighborhood conditions were conducted to assess the quality of housing and local parks. Community leaders, government officials, and the police were included in these early discussions, helping the committees to understand the neighborhood's problems and what new programs were needed to deal with them.

An examination of police statistics also informed program planners about the crime problem in Midwood. The three most frequently committed crimes--residential burglary, automobile theft, and grand larceny from a motor vehicle--were targeted for special attention. Unfortunately, available police records did not offer the opportunity for a more detailed look at the nature of the crime problem, such as the characteristics of the crime victims or the time and location of each crime incident.

A more comprehensive look at the crime problem requires a survey of randomly selected residents of the community (see Chapter 5). Questions dealing with residents' past experience as victims of crime can be coupled with questions on a number of issues: (1) the residents' demographic characteristics, such as age, race, sex, and economic status; (2) the economic, physical, and psychological consequences of their victimization experience; (3) the adequacy of the police response to the incident; (4) their beliefs about the characteristics and motives of criminals; (5) their level of fear or concern about specific crimes; and (6) their views of the crime prevention programs presently in place. Of course, such a survey can be expanded to include a broad range of questions about community needs in any of the areas of concern to the program organizers. In addition, a survey of neighborhood conditions such as that conducted by the MKDC steering committees can be expanded to include an examination of environmental factors contributing to the crime problem such as traffic flow patterns, residents' disuse of public space, and inadequate street lighting.

Clearly, a detailed analysis of the community's crime problem and residents' perception of that problem not only can help planners devise a better program, but also can be used to educate the community and motivate them to participate actively in the block associations and anti-crime activities. This information must be presented skillfully. The crime problem must be described as serious, but controllable through appropriate action. These data, moreover, can be used to identify and rectify resident misperceptions about the crime problem. For example, through its meetings with new block and tenant associations, the MKDC staff learned that Midwood residents believed that crime in the area was being perpetrated almost exclusively by outsiders, a view not shared by the local police precinct captains.

If the resources are available, written reports on each community problem should be prepared, listing what is known about the extent and causes of the problem, its impact on the community, and the resources presently being devoted to its solution. The reports can then be used to help planners establish priorities and an agenda for a discussion of project goals and objectives.

In this initial stage of planning, reports and other relevant written materials devoted to the topic of community crime prevention should also be reviewed.¹ An examination of others' experiences in planning and implementing these programs can be highly informative. The National Criminal Justice Reference Service (NCJRS) Loan Program in Rockville, Maryland, provides such documents free of charge or on interlibrary loan.

4.3.2 Determining Goals, Objectives, and Program Strategies

The specific goals established by the program organizers will be shaped largely by the scope of the problems faced by the community, the size and diversity of the community, and the resources available to the program. Most

¹See, for example, U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, An Exemplary Project: Community Crime Prevention Program, Seattle, Washington, by Paul Cirel, Patricia Evans, Daniel McGillis, and Debra Whitcomb (Washington, DC: Government Printing Office, 1977).

U.S. Department of Justice, National Institute of Justice, Crime Prevention Through Environmental Design: An Operational Handbook, by Allan Wallis and Daniel Ford (Washington, DC: Government Printing Office, 1980).

U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, Reducing Residential Crime and Fear: The Hartford Neighborhood Crime Prevention Program, Executive Summary, by Brian Hollander, Francis X. Hartman, Rinda R. Brown, and Robert Wiles (Washington, DC: Government Printing Office, 1980).

²NCJRS Loan Program, Box 6000, Rockville, MD 20850, (301) 251-5500.

crime prevention programs, including that of MKDC, establish an actual reduction in the community's overall crime rate as their goal. In fact, it might be more realistic to expect a reduction in the rates of only certain targeted crimes, or to expect only a drop in the growth of the crime rate. It could also be argued that reducing the fear of crime and increasing residents' commitment to staying and working to improve their neighborhood are more realistic goals for such programs. The program organizers, with input from citizens, community leaders, the police, and other government officials, must decide what problems deserve immediate attention and what goals are realistic.

Statements of goals must be translated into objectives whose achievement can be readily measured. For MKDC, the immediate program objectives focused on creating new block and tenant associations, producing high levels of participation in the crime prevention programs, distributing certain numbers of anti-crime devices, and working to win government, business, and foundation financial support for housing rehabilitation and other programs. In turn, specific strategies for achieving the objectives must be spelled out. For example, MKDC approached the task of organizing the community by publicizing the availability of the community organizer through the Midwood Sentry and doing door-to-door canvassing.

Outlining the goals, objectives, and strategies of the program is important for reasons other than the need for effective planning. First, a formal statement of program objectives can inform the evaluation effort, helping articulate what data are necessary to measure the effectiveness of the program. Second, a careful delineation of the program's plan, its achievements to date, and the modifications that have been undertaken can help sell the program to government agencies, businesses, and foundations that may be interested in helping to underwrite the program.

4.4 Program Costs

The anticipated costs of a crime prevention and neighborhood revitalization program must be considered during every phase of planning. As demonstrated by the experience of the Midwood Kings Highway Development Corporation, which will be reviewed in this section, it is often difficult to anticipate actual costs, especially during a program's first year. Financial resources almost certainly will not match the aspirations of the project staff, and the need for tight monitoring of the program's budget is clear.

No one program's budgetary history can be used to inform potential replicators of what costs should be anticipated. Obviously, each program is unique, as is the community it is designed to serve. Costs depend on the scope of program activities and the availability of other community resources to the program. For example, the costs of organizing the Midwood community

would have been greater if there had been a need for more than one new civic association to be created.

Costs also depend on the extent to which a program can use volunteers. No program can rely exclusively on volunteers. A paid core staff is essential for the continuity of the program, but, at the same time, no program can function without volunteer efforts. The cost of producing the Midwood Sentry would be far greater if the writers and photographers did not donate their time. In the same way, the costs incurred by the program depend on the willingness of local businesses and civic groups to donate anti-crime devices for the program to distribute.

The economic status of the target community is also a factor in determining program costs. In Midwood, with a predominantly middle-class population, the program distributed shriek alarms to the elderly free of charge, but was able to sell them to others at cost-plus. Similarly, the civic associations charge their members a small fee for use of self-installed burglar alarm systems. Finally, faced with the termination of LEAA funding for the program, the civic associations imposed small membership fees to finance the continued operation of the car patrols.

Even though Midwood's operating budget cannot provide specific guidance to potential replicators, examination of MKDC's budget is instructive. Shown in Table 4.1 are the original budget estimates and actual expenditures for the first two years of MKDC's crime prevention program. This table reports only those expenditures applied against the grants from the Law Enforcement Assistance Administration. Several of the budget items warrant comment.

Salaries. MKDC discovered that its original budget estimate for staff salaries was unrealistically low. The level of staff compensation was not comparable to that for similar positions in private industry, government, or with other LEAA grantees. Moreover, the budget was based on the assumption of a 40-hour work week, but the workload often exceeded 60 hours per week. Normally, this state of affairs would result in high staff turnover, but the project was fortunate to have personnel who were highly dedicated to the program.

Office Supplies. The costs of printing the Midwood Sentry, the principal expense under this item, exceeded the program organizers' original estimate for the first year of operations. For the second year, outside funding sources were sought and successful efforts were made to enlist the aid of volunteers to work on the newsletter.

Equipment. MKDC was able to control equipment expenditures primarily because purchases of office equipment and anti-crime devices were one-time expenses and could be predicted accurately. The project staff notes that expenditures for office equipment could have been reduced had they known of

Table 4.1
BUDGET ESTIMATES AND ACTUAL EXPENSES
FOR MIDWOOD KINGS HIGHWAY DEVELOPMENT CORPORATION
CRIME PREVENTION PROGRAM

Budget Item	Fiscal Year			
	1978-1979		1979-1980	
	Budget Estimates	Actual Expenses	Budget Estimates	Actual Expenses
Salaries	\$60,000	\$59,640	\$57,365	\$61,884
Fringe Benefits	9,000	7,140	6,141	6,482
Rent	1,600	5,737	3,960	3,680
Telephone	2,000	3,908	3,384	3,974
Office Supplies	9,890	13,050	11,840	10,247
Electricity	480	1,054	2,160	1,782
Equipment	24,320	24,742	5,513	4,656
Travel	5,120	8,108	5,700	6,222
Contractuals	31,240	20,820	10,000	8,929
Insurance	7,100	6,187	6,500	5,057
School Rent	5,000	5,536	5,000	4,557
Maintenance	1,000	728	---	---
Security Deposits	---	100	---	---
Other	---	---	---	93
TOTAL	\$156,750		\$117,563	

SOURCE: Midwood Kings Highway Development Corporation, Year-End Reports, 1978-1979, 1979-1980, Brooklyn, New York.

the General Services Administration's sale of equipment through its excess property program. The equipment budget line was greatly reduced in the project's second year as a result of the planned cutback in LEAA funding. This cutback was designed to push the project to institutionalize the distribution of anti-crime devices and other program activities through the civic associations.

Travel. This expense exceeded the budget estimate during the first year of operations by over 50 percent, in large part because of the unprecedented rise in gasoline prices. In addition, the automobiles used for the car patrols required a larger number of repairs than had been anticipated.

Contractuals. In devising the original budget estimates for this item, the program organizers believed that area residents would have to be paid a nominal fee for their help with court watchers and other MKDC activities. The staff quickly discovered that they had underestimated citizens' enthusiasm for the MKDC's efforts, and estimates for this item were revised sharply downward.

During the first year of operations, because of the project staff's inexperience, the actual costs of office space rent, telephone, electricity, and fringe benefits were badly estimated. As shown in Table 4.1, by MKDC's second year, the staff had a better fix on what those costs would be.

4.5 Securing Outside Funding

Given the demise of federal categorical grant programs, federal support for new community crime prevention programs is uncertain. Thus, potential replicators of the MKDC must turn to an ever-widening group of alternative funding sources for their programs. As the program organizers begin their planning, they should immediately develop a list of possible sources of support. As mentioned earlier in this chapter, contact with established civic organizations, government agencies, and elected officials will help locate whatever federal, state, or local government funds are available. Such contacts can also be used to interest local businesses in contributing to the effort.

In addition, program organizers should concentrate on identifying private foundations that might want to fund the program, especially those based in their immediate vicinity. Many special-purpose, family, community, and corporate foundations are listed in two important publications: (1) The Foundation Directory; and (2) The Foundation Grants Index.³ These listings

³ The Foundation Directory, 8th edition (New York: The Foundation Center, 1981); and The Foundation Grants Index, 1980 (New York: The Foundation Center, 1981).

provide useful information about the foundations, including their total assets, their topic interests, and contact persons.

It is clear that program organizers will have to bring a great deal of imagination to the task of fund-raising for a crime prevention and neighborhood revitalization program such as the Midwood Kings Highway Development Corporation. Citizen volunteers can help defray the costs of the program. Fees can be collected in some communities from area residents. But a comprehensive effort to fight crime, implement neighborhood improvements, and stimulate business investment requires a dedicated paid staff and will need sources of outside funding.

CHAPTER 5
EVALUATING A NEIGHBORHOOD CRIME PREVENTION PROGRAM

5.0 The Need for Evaluation

Evaluation of program impact should be an integral part of any community anti-crime project. At a minimum, program staff should monitor its goal achievements, not only counting the number of households reached by the program, but also the number actually implementing the anti-crime measures recommended to them. A major goal of programs like that of the Midwood Kings Highway Development Corporation is to reduce the fear of crime and make residents feel that they can help turn around their ailing neighborhood. An evaluation effort should also assess whether those changes in attitude and belief have occurred.

Whether the evaluation should go beyond that to test the program's impact in reducing crime is a more complex issue. First, anti-crime programs usually have small budgets and must rely heavily on volunteers. Thus, there are few available resources for conducting an impact evaluation. Second, it might be argued that the intrinsic value of increasing citizen involvement with the community and reducing the fear of crime makes this kind of program worthwhile even when the impact on the incidence of crime is unknown or less than might be expected. Some programs will make this argument, but others will not be satisfied unless a real reduction in crime is accomplished. Early on, each program must decide on the scope of its evaluation effort so that an appropriate evaluation strategy can be selected.

The purpose of this chapter is to outline the options available to neighborhood crime prevention programs wishing to evaluate the impact of their activities. Following a discussion of preliminary questions that must be considered when the evaluation is being planned, the chapter reviews the range of outcome measures that are available and describes the advantages and disadvantages of each. Finally, the chapter lists the strengths and weaknesses of various research designs that can be considered. It should be noted that, unless program staff volunteers possess research experience, assistance from local research professionals should be solicited. This need not be an expensive proposition. In many jurisdictions, for example, a social science professor at a local college may be able to provide advice free of charge.

5.1 Approaching the Evaluation: Preliminary Questions

Among the general issues that must be addressed when the evaluation effort is being planned, the most important question is: What is the ultimate goal of the project? Is it to achieve a significant reduction in crime? Or is the project mainly concerned with making residents feel that their neighborhood is worth saving, enlisting them in the battle, and thereby renewing their sense of power and reducing their fear of crime? How a program answers this question will depend on a number of factors: the severity of the crime problem in the neighborhood; the amount and source of funding available; the number and kind of other resources in the neighborhood upon which the program can draw; and outside political pressures. The question is key to a successful evaluation design and should be addressed well before the evaluation is undertaken. Unfortunately, it often is not.

In addition, the usefulness of an evaluation to potential replicators will be severely limited if care is not taken to understand completely the nature and scope of program activities. For example, in what manner were volunteers recruited? Precisely what percentage of residents are receiving a particular service? What percentage of households actually have installed security locks, burglar alarms, and extra lighting? Exactly what physical improvements have been made in multiple-unit dwellings and commercial districts? One author has noted that five aspects of program operations must be defined operationally: (1) outreach efforts to recruit participants; (2) the program's organizational structure; (3) relationship with local police; (4) the process of program implementation; and (5) the actual conduct of program activities. Clear definition of these activities is necessary in order to draw meaningful conclusions about program outcomes.

Moreover, the crime prevention program may spawn independent efforts on the part of some residents. How do those interact with the formal elements of the crime prevention program? Understanding completely the demographic character of the neighborhood and how various elements of the population respond to the program is also essential, not only for the project itself as it seeks to modify its operations or expand into surrounding areas, but also for potential replicators who need such information to decide what program elements can be incorporated into their own anti-crime efforts.

A major decision to be made in developing the research design concerns the type of analysis that will be done. At a minimum, evaluators will want to compare the program's target area to other parts of the city, looking at

¹Robert K. Yin, "What is Citizen Crime Prevention?" in U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, How Well Does It Work? Review of Criminal Justice Evaluation, 1978 (Washington, DC: Government Printing Office, 1979), pp. 107-134.

gross, area-wide measures (such as the incidence of crime) or, perhaps, contrasting participants in the program with those living elsewhere. In addition, a comparison can be made between program participants and non-participants within the target neighborhood. Several factors affect whether this latter option is useful:

- Do most of the program's activities affect the neighborhood as a whole (e.g., car patrols, commercial revitalization), or do they affect only individual households (e.g., home security surveys, Operation Identification)? Many programs, of course, will have a mix of both types of activities. Obviously, if the activities affect the neighborhood as a whole, a comparison of program participants and non-participants within the neighborhood would be less fruitful.
- If there is a significant number of program elements implemented in individual households, is the number of households reached a large or small percentage of the target area's total number? If the percentage of households is relatively small, a comparison between program participants and non-participants within the neighborhood may be desirable.
- Has the program's implementation been accompanied by increased law enforcement activity in the neighborhood? Have there been other changes in the neighborhood that coincided with the start-up of the program? If so, a comparison between participants and non-participants within the neighborhood would be helpful.

Any time the analysis involves a comparison between participants and non-participants, whether or not those non-participants live within the targeted neighborhood, a decision must be made as to which households will be counted as "participants" in the program. Is a household that makes any security improvements to be counted, or only those that put in "high-priority" improvements, or those who implement a certain number of the recommended measures?

Similarly, the evaluators must be equally precise in defining the boundaries of the targeted neighborhood. Also, it is possible that the major impact of a particular crime prevention program might be to push the crime problem across the street into adjacent neighborhoods. The degree to which a program is concerned about such displacement effects may depend on whether the program staff or the funding agency has a city-wide or neighborhood perspective. In either case, however, it is important that the research design call for data collection from adjacent neighborhoods to control for area-wide trends (see Section 4.3).

Once these general issues have been addressed, decisions must be made about the specific research design to be used and the outcome measures to be collected. The evaluation methodology must be an integral part of the initial planning process. Attempting to study the program's impact after-the-fact makes before-after comparisons for most outcome measures impossible.

5.2 Outcome Measures

This section discusses the advantages and disadvantages of three classes of outcome measures that can be used in evaluating a neighborhood crime prevention program: (1) police crime statistics; (2) victimization survey data; and (3) observational measures and archival records. Each type of outcome measure introduces its own set of biases. Thus, it is recommended that evaluators use more than one type of measure. If multiple measures converge on a single finding, confidence in that finding can be strong. Each of these three types of measures can be adapted to any of the research designs described in Section 5.3.

5.2.1 Police Crime Statistics

In many jurisdictions, published police crime statistics will be available to program staff. MKDC, for example, has access to two types of reports from the New York City Police Department:

- Statistical Report: Complaints and Arrests. This document reports criminal complaint data for the City of New York, each of its five boroughs, and all 73 of its police precincts.
- Post Analysis Reports. These reports, designed primarily for internal police department use, show complaint totals for 16 felonies in each precinct sector and are issued monthly.

The availability of such reports enables a program to keep close tabs on complaint totals for both the program's target area, surrounding neighborhoods, and demographically comparable neighborhoods elsewhere in the city. In addition to tracking this information for the program's targeted crimes, evaluators can see whether the program's focus on one particular crime (e.g., residential burglary) has produced displacement to a non-targeted crime (e.g., robbery).

Police statistical reports have several limitations which restrict their usefulness to a program evaluator, however. The most obvious of these, of course, is that not all crimes are reported; it often has been estimated,

for example, that only about half of all residential burglaries are reported. Furthermore, reported crimes are not necessarily representative of those perpetrated. Whether a victim calls the police depends on such factors as the crime's seriousness (either in terms of dollar loss or extent of injuries), whether the perpetrator was known to the victim, whether a weapon was used, and whether the victim was insured. Another complication is that the program's crime prevention activities, in sensitizing residents to the need for vigilance and quick notification of the police, may lead to an increase in the number of reported crimes independent of any change in their actual incidence. In addition, whether the police themselves actually file a citizen's complaint depends on a number of factors: the seriousness of the crime, the complainant's social class, whether the victim knows the perpetrator, and the victim's wishes in the matter.²

These statistical reports may have other limitations to their usefulness as well. First, sometime during the study period, the official definition for a criminal charge may change. This is unlikely to occur for those crimes that are typically targeted by neighborhood anti-crime programs (e.g., residential burglary, auto theft), but may occur for other felonies of interest (e.g., weapons violations, criminal acts against police).

Second, the reports may not list a target crime of the program as a separate category. MKDC, for example, has grand theft from a motor vehicle as one of its targeted crimes, but the New York Police Department's Statistical Report: Complaints and Arrests, does not list that crime separately.

Third, in many cases, the police precinct boundaries will not coincide with those of the neighborhood targeted by the program. Because the Midwood neighborhood straddles three police precincts, the department's Statistical Report, which gives data at the precinct level, is of limited use to the program. Fortunately, the Post Analysis Reports, which the project director was able to obtain through his contacts in the police department, show the complaint data broken down by precinct sector, and data on the Midwood neighborhood can be assembled from those reports.

Fourth, unless a project happened to start up at the beginning of the calendar year, a report giving only a yearly total will not permit the evaluator to identify which crimes that year were committed before the program began and which came afterward.

Fifth, even when useful statistical reports are available to the evaluator, there may be restrictions on the kinds of analyses that can be carried out. Most evaluators will not have access to records that provide the name and

²D. Black and A. Reiss, "Patterns of Behavior in Police and Citizen Transactions," in Studies of Crime and Law Enforcement in Major Metropolitan Areas, Volume II (Washington, DC: Government Printing Office, 1967).

address of the complainant. Under such circumstances, the data obviously cannot be used to do comparisons between program participants and non-participants. If the program has concentrated on activities that do not affect the neighborhood as a whole, but only individual residences, this will be a severe limitation; it is unlikely that such a program could reduce the number of reported crimes for an entire district, especially if the percentage of residents reached by the program is small.

Finally, the crime statistics published by police typically do not take into account population changes in the precincts or other reporting areas. When crime rates are not reported, but only crime totals, the meaning of comparisons made across time or place is open to question. Unfortunately, in many jurisdictions, up-to-date census figures are not available.

In some instances, there may be an opportunity for collecting more sophisticated data from a police department. For example, the evaluators of the Seattle Community Crime Prevention Program were able to take advantage of the Seattle Police Department's computerized dispatch system and obtain data on the number of burglary-in-progress calls made from sectors in the program and comparison areas. The system automatically records all police calls, categorizing them by type of offense, place of the criminal activity, and location of the caller. Collecting this kind of information by manually examining police logs would be tedious and prohibitively expensive.

5.2.2 Victimization Survey Data

In view of the several limitations of police crime statistics in evaluating a community anti-crime program, data on unreported crime are usually essential for an accurate picture of how the level of crime in the target area has been affected by the crime prevention program. The best method for collecting this information is a victimization survey--a survey of residents from the target area and other neighborhoods on their experiences as crime victims. Implementation of such a survey affords numerous other advantages as well:

- When respondents are asked to identify which crimes they experienced during a specified time period, they can be asked whether they reported each incident to the police, thus providing an estimate of the crime reporting rate for each crime.
- The survey instrument can include questions on residents' fear of crime and how their behavior has been affected by that fear.
- Residents' attitudes toward their neighborhood and their belief in its future can be measured.

- The actual level of utilization of the anti-crime measures recommended by the project can be assessed.
- Respondents can be asked about their level of satisfaction with police and other services.
- Finally, this information can be related to respondents' demographic characteristics, the type and condition of their living quarters, family income, and other variables.

Copies of two sample victimization surveys appear in Appendix E. Not every program can afford surveys as extensive as these, but their example is instructive.

If project staff or volunteers are used to conduct the survey (which is likely, given the cost of hiring a professional survey group), the number of questions asked should be made relatively small. A briefer survey would also enhance the cooperation of potential respondents. Of course, staff members or volunteers conducting the interviews, whether in person or by telephone, must be trained to follow the written questions, to understand the definition of terms, and to be consistent in their approach. A pretest of the instrument with a small sample of respondents should be conducted to make sure that the questions are clear and do not make unreasonable demands on the respondents' memory and that the interviewers have been trained properly.

In formulating questions on the criminal incidents experienced by the respondents, the evaluators should describe those incidents in specific terms and avoid technical language. Also, the time period of interest should be specified by giving particular dates, and the respondents should be reminded of that time frame throughout the instrument. Care must be taken to make sure that respondents are not citing the same incident in response to more than one question. The following sample questions, taken from the National Crime Survey conducted by the Law Enforcement Assistance Administration, fit these specifications:

- Now I'd like to ask some questions about crime. They refer only to the last 12 months--between ____, 19__ and ____, 19__. During the last 12 months, did anyone break into or somehow illegally get into your (apartment/home), garage, or another building on your property?
- (Other than the incident(s) just mentioned) Did you find a door jimmied, a lock forced, or any other signs of an ATTEMPTED break in?
- Was anything at all stolen that is kept outside your home, or happened to be left out, such as a bicycle, a garden hose, or lawn furniture? (other than any incidents already mentioned)

Such questions should be asked regarding each of the crimes targeted by the anti-crime program. Questions about non-targeted crime can be added, too. For example, an anti-crime program focused on reducing residential burglary might find that its car patrols have also led to a reduced incidence of robbery.

It must be remembered that crime for any one person is a rare event. Even in a high-crime area, most residents will not be victimized during any brief period of time. Thus, a victimization survey is likely to detect only a small number of criminal incidents, and to discover any statistically significant changes in crime levels, large (and relatively expensive) respondent samples are required.³ Thus, to assess program impact, evaluators must include questions on respondents' fear of crime.

Questions on respondents' fear of crime are of two types: (1) measures of their concern about crime, and (2) measures of their perceived risk of being victimized by crime. If such questions are to be included in the victimization survey, it must be realized that the effect of the anti-crime program, by heightening awareness of the crime problem, might be to increase, rather than decrease, reported concern or perceived risk of victimization.

Measures of concern about crime typically ask the respondents to report their level of concern for their personal safety in particular places at particular times--e.g., "How safe do you feel or would you feel out alone in your neighborhood during the day--very safe, reasonably safe, somewhat safe, or very unsafe?" Victimization surveys typically do not include questions about concern over property crimes, but there is no reason why such questions could not be included. Other questions could ask the respondents to report how dangerous they believe their neighborhood is compared to others in the city, or to indicate whether the crime problem in their own neighborhood is prompting them to consider moving elsewhere.

In measuring respondents' perceived risk of being victimized by crime, evaluators can ask respondents to indicate on a scale how likely it is that they will fall victim in their neighborhood to specific crimes, with the scale's end-points labeled, "very likely," and "not at all likely." Alternatively, the respondents might be asked to report whether they believe their risk of being victimized has changed during a certain period of time; for example:

³ Wesley G. Skogan, "Community Crime Prevention Programs: Measurement Issues in Evaluation," in U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, How Well Does It Work? Review of Criminal Justice Evaluation 1978 (Washington, DC: Government Printing Office, 1979), pp. 135-170.

Which of the following statements do you agree with most?
(1) My chances of being attacked or robbed in my neighborhood have gone up in the last year. (2) My chances of being attacked or robbed in my neighborhood have gone down in the last year. (3) My chances of being robbed or attacked in my neighborhood have not changed in the last year. (4) Don't know/No opinion.

Questions can also focus on whether the respondents have restricted their activities in any way because of their perceived risk of being victimized. It should also be noted that questions regarding respondents' perceived risk of crime victimization in other parts of the city can be added to the survey.

As noted before, the victimization survey can include questions about the respondents' level of involvement with the crime prevention program, such as their attendance at block association and other meetings and their participation in Operation Identification, block watchers, car patrols, etc. In addition, the survey can inquire about other actions that they may have taken to make their home more secure: installing better locks and outdoor lighting; notifying the police and neighbors of vacation plans and arranging for deliveries to be stopped; purchasing a weapon, etc.

Questions for the victimization survey must be phrased in a balanced way to permit meaningful measurement of respondents' actions, beliefs, and attitudes. Indeed, the answer one gets depends on how a question is put. Consider the following example: "Do you think the police department is doing all it can to patrol this neighborhood adequately?" This phrasing clearly communicates that the questioner does not believe that the police are doing enough and expects the respondents to agree with that view. This alternative wording is far better: "How would you assess the adequacy of the police department in providing patrol of this neighborhood--excellent, good, fair, or poor?" The response alternatives provided on a rating scale must be balanced as well. Clearly, the following example does not represent good practice: "How would you rate your satisfaction with the job that has been done by the police department in your neighborhood--very satisfied, satisfied, mostly satisfied, or not at all satisfied?" A more evenhanded set of response alternatives would be "very satisfied, mostly satisfied, mostly dissatisfied, or very dissatisfied."

The evaluators must also take care in wording survey questions to avoid potential "social desirability" and "demand" effects. Respondents are often motivated in giving their answers to avoid looking foolish and will give what they believe to be a socially desirable response. Consider as an example the following question: "Are you aware of the crime prevention program being conducted in your community?" Some respondents, ignorant of the program but not wanting to admit it, may answer affirmatively. Similarly, in a spirit of cooperation, some respondents may try to provide answers they think the investigators want to hear. Consider the following question: "How would you rate the job that has been done by the crime

prevention program in your community--excellent, good, fair, or poor?" If the investigator posing the question is known by the respondents to be on the project staff, some of them may be reluctant to give the program a low rating. A project staff inexperienced in devising a survey of this type should ask a professional survey designer to review the phrasing of items on the instrument to avoid as much as possible these kinds of biases.

5.2.3 Observational Measures and Archival Records

The impact of a crime prevention program on the target community can also be assessed through the collection of quantitative observational measures and the examination of archival records, files, or reports. Some data of this type can be used to index the scope and effectiveness of the anti-crime project. For example, how many homes have outdoor lighting? How many homes display decals for Operation Identification, block watchers, or other programs of the anti-crime project? If a victimization survey is conducted door-to-door, the investigator can observe whether property is marked or if recommended security devices have been installed.

Other measures can be interpreted as indices of the community's well-being. How many people are on city streets at night? How many people are attending community meetings, recreational programs, adult education, and other functions? What is the frequency of graffiti or other kinds of visible vandalism? How many business openings and closings have there been? What is the rate of apartment vacancies? What is the rate of apartment turnover? How many houses were sold during a certain time period? Indirectly, these observational and archival measures reflect the program's impact on reducing residents' fear of crime.

Such measures are an often overlooked, but important, part of a thorough evaluation. Their primary advantage is that they are based on real-world phenomena and are not subject to the potential biases introduced by human respondents. Observational measures assess what has occurred, not what is remembered.

But there are also disadvantages to such measures. The motives for observed behavior can only be inferred. The range of issues that can be explored is quite limited. Also, the availability of archival records often depends on what the recordkeepers thought was important, what was easy to record, or, possibly, what was not embarrassing. This argues for these measures not to be used exclusively, but in concert with police crime statistics or victimization survey data.

Deciding when and where these kinds of observations are to be made involves complex sampling problems. These measures cannot be collected in a haphazard fashion without running the risk of collecting information that is not truly

representative of the community's status. Archival measures are best used by those experienced in the proper sampling procedures.

5.3 Research Designs

The purpose of this section is to provide an introduction to research designs that can be implemented to test the impact of a neighborhood crime prevention and revitalization program. It is beyond the scope of this monograph to offer detailed guidelines on how to set up a proper research design; the design chosen and its exact specifications depend on the nature of the community served by the program, the availability of certain data, and the resources available to the program for the evaluation. Instead, this introduction is designed to inform potential replicators of the relative strengths and weaknesses of various design options. Obviously, any program whose staff is inexperienced in research design or statistical analysis should seek the advice of expert consultants.

5.3.1 One Group Pretest/Posttest Design

The one group pretest/posttest design is the design most commonly implemented in evaluations of neighborhood crime prevention programs because it is the least costly and most easily implemented. With this design, measurements are taken before the program starts and again after some period of program activity. These measurements are made only on the target area itself or on the program participants. For example, a program might examine police data on the number of crimes committed in the target area prior to the program and make the same count one year later.

It should be noted that in implementing this or any other "before/after" design, it is essential to decide when the project has actually "started." There is always a lag between the official start-up of the program and the beginning of real activity. To maintain the credibility of the evaluation, this decision should be made in advance, not after-the-fact.

Although the one group pretest/posttest design is suitable for measuring the achievement of process goals, it is, unfortunately, the weakest of the design alternatives for measuring program impact. The principal objection to this simple design is that events coincidental to the program may be the source of any change observed between the pretest and posttest. For example, the police might step up their patrols during that time. Or the neighborhood served by the program might undergo changes that have nothing to do with the program itself. In addition, there are multiple factors affecting the crime rate, any one of which could change dramatically during the period of program activity (e.g., unemployment rate). This design does not enable the investigator to sort out the effect of these factors from the effect of the crime prevention effort.

There are other possible confounding factors as well. For example, if a program relies solely on police statistics to test its impact, there is no way to know whether citizens' proclivity to report crime to the police has changed over time. There might also be changes in how police officers record the incidents that are reported to them. Similar problems with this design can arise when a victimization survey is used. The information obtained through such a survey can vary as a result of different interviewers being used for the pretests and posttests or, if the same interviewers are used, there may be changes in their skills or approach to the interview. Moreover, the fact of having once participated in the survey might influence the answers that respondents give the second time, independent of any true impact of the program itself. Perhaps with the second administration of the survey it becomes clear to the respondents what answers the interviewer is looking for. Perhaps the first survey sensitizes them to the problem of crime, stimulating them to take actions that they otherwise would not have taken. Or perhaps it makes respondents more likely to think about and then recall incidents that occur during the period of program activity.

5.3.2 Static Group Comparison Design

With this design, a comparison is made either between the target area served by the anti-crime program and a comparison area or between neighborhood residents who have participated in the program and those who have not. Measurements are made only after the period of program activity. If the evaluators wish to compare the target area to comparison areas, they normally choose precincts whose demographic comparability to the target area can be demonstrated or those that bound the target area; a look at these latter precincts is of special concern due to the possibility of displacement effects. Generally, this type of design would be used when limited resources or the absence of evaluation planning at the outset of the program permits a victimization survey to be conducted only after the period of program activity. This design is not typically used when police statistics are employed to study the program because statistics that predate the program are usually available.

A comparison made between target areas served by the crime prevention program and other areas of the city can be most informative. It must be kept in mind, however, that when the target areas are not selected randomly, the equivalence of the target and comparison areas (in the absence of the anti-crime program) can never be assumed. Thus, while available census data might show that the areas are highly similar, there is always the possibility, however remote, that some unmeasured difference between them could account for any apparent effect of the program in the target areas. Similarly, when program participants and non-participants within the target area are not randomly assigned to those groups, this same problem exists. This is the case, of course, with any research design that does not involve random assignment. This fact should not discourage evaluation, but must be kept in mind when findings are interpreted. The advantage of using a design with random assignment is discussed in Section 5.3.4.

A special case of this design involves comparing the level of crime experienced in the program area against an earlier projection of what that level would be. This type of comparison is tempting, but should be resisted. Such projections are notoriously inaccurate and can be easily manipulated to create the illusion of program impact.

5.3.3 Non-Equivalent Control Group Design

Similar to the static group comparison design just described, the non-equivalent control group design compares the target area served by the program to a comparison area not served, or compares neighborhood residents who have participated in the program to those who have not. However, measurements of each group are taken not once, but both before and after the program is implemented. This type of design can be used with any type of data--police statistics, victimization survey data, or archival and observational measures.

With crime statistics, the selection of a comparison area depends on how the data available to the program are aggregated. For example, it might be possible to obtain crime data for the city as a whole, from which the data for the target area can be subtracted in order to devise a meaningful comparison. Alternatively, the change in the level of crime in the target area could be compared to the crime level changes in each of the city's other precincts, and the percentage of precincts with a worse or better record could be calculated. Or the evaluators can select areas that are similar to the target area or are adjacent to it. Certainly, when victimization survey data or observational measures are being collected, this latter option is the most practical one.

Given the difficulties of implementing a true experimental design (see Section 5.3.4), this design is a strong alternative to the one group pretest/posttest design described in Section 5.3.1, and it is the one most likely to be used in a good evaluation. Having a comparison group eliminates a number of possible alternative explanations for any observed effect, such as the impact of coincidental events or, in the case of victimization survey data, the effect of the initial testing on respondents' later answers.

This design shares a weakness of the static group comparison design (see Section 5.3.2)--namely, the equivalence of the areas being compared cannot be definitely established. Again, when a comparison is being made between program participants and non-participants within the neighborhood, but the participants have not been randomly selected, this same problem exists. An effort can be made in the latter case to select a comparison group of non-participants that is equivalent to the participant group on a number of relevant dimensions (e.g., recent history of victimization, type of dwelling, and family income level). This strengthens the meaningfulness of the comparison, but it is still not definitive. Again, these are factors to be kept in mind when the evaluation results are being interpreted and should not discourage an evaluation effort.

This design can be strengthened by increasing the number of times measures are collected both before and after the program is implemented. For example, police statistics could be examined for several years prior to the program, and then be routinely examined each year as the program continues. Similarly, victimization surveys could be conducted at several points in time. This variant is called a multiple time series design. With a larger number of measurements, the evaluators can better detect historical trends or natural fluctuations that might be affecting the outcome data.

5.3.4 True Experimental Design

A true experimental design is like the non-equivalent control group design, but with random selection of those areas of the city or those neighborhood residents to be served by the program. The principal advantage of this design is that with large samples, random assignment ensures that extraneous factors that might influence the outcome measures will be distributed equally across the two groups. Thus, differences between them can be interpreted with greater confidence as being due to the effect of the crime prevention program.

Random selection of target areas can most readily occur when a crime prevention program is being instituted at a city-wide level, although, even then, political and other practical considerations might make random selection of target areas difficult to implement. If a program is relatively limited in scope, involving only the distribution of anti-crime devices, Operation Identification, and other straightforward anti-crime measures, random selection of target areas might be more politically feasible.

For a program being implemented in a single neighborhood, random assignment of residents to participant or non-participant groups would be useful only if the project activities affect individual households and not the neighborhood as a whole (e.g., car patrols, commercial revitalization, housing rehabilitation). Even if this is the case, in many jurisdictions program staff would need to work actively to recruit participants, and it would be difficult under such circumstances to justify denying services to any residents who expressed an interest simply to preserve a non-participant group. For this reason, random selection of participants is possible only when the demand for services exceeds the capacity of the program. If a program does find itself in this position, it has a unique opportunity to conduct a powerful evaluation of the program, and program staff may wish to take full advantage of it.

Devising a good research plan for a true experiment and a sound randomization procedure requires a strong research background, and it is recommended that program staff seek the advice of a research professional.

5.3.5 Further Considerations

Program evaluators should be aware that none of the designs described here can always produce a completely unambiguous demonstration of an anti-crime program's effectiveness. For example, if police do step up patrols in both the target and comparison areas of the city, and a statistical comparison shows a bigger drop in crime in the target areas, it is not clear whether the effect is due to the program per se or the program in combination with the increased police activity. This becomes important when consideration is given to replicating the program elsewhere. In one sense, the increased police activity may have to be considered as part of the "program." Similarly, if an extensive victimization survey is conducted prior to program implementation, that too might have played a major contributory role in the success of a program, perhaps by stimulating citizen interest in enrollment. Without that first survey, the program may not have had an impact.

As noted previously, the evaluators must be sure that they have a full understanding of exactly what the program is. Certainly, a complete description is needed for potential replicators who might be interested in setting up similar programs elsewhere. But it should be emphasized again that each program evolves in a unique political and social environment. A program is not a "thing" imposed on a community, but a group of people working together to solve a problem of common concern. Thus, potential replicators cannot assume that a particular program that has worked in one neighborhood can be transplanted to another and work just as well. Outcome data can be used to assess the value of a general approach, but that approach must be adapted to the individual community.

This fact also underscores the need of each new program to set up an evaluation component. Documentation of what the program has done and assessment of whether its objectives have been met is essential if a program is to improve the services it provides and demonstrate its value to supporters.

MIDWOOD SENTRY

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A glorious Indian Summer day brought hundreds of Midwood residents to the groundbreaking ceremony that marked the beginning of the redesign and renovation of Paul W. Kolbert Park. Featured in the photograph are individuals and representatives of agencies and organizations who played key roles in making this community dream a reality. In the front row (left to right) are: Sam Derst, Golden Age Club East Midwood Jewish Center; Melvin Kolbert, brother of Paul W. Kolbert, war hero for whom the park was named; Dan Feldman, Former Aide to Assemblyman Charles Schumer; Herb Lupka, District Leader 45th AD; Councilman Sam Hurowitz; Eloise Hirsch, First Deputy Commissioner Parks Department; Mary Cosgrove, Executive Director MKDC; Councilwoman Susan Alter; Sal Furino, Vice President Atlantic Liberty Savings Bank; Lou Schwartz, Community Board 14; Esther Berkowitz, President Avenue M Board of Trade; Borough President Howard Golden. In the second row are: Charles Hershkowitz, Chase Manhattan Bank; Peter Kelly, Aide to Congressman Stephen Solarz; Sol Klein, President MCAC; Max Sultan, Community Board 14; Jeff Ewing, District Manager CB 14; Howard Silverman, Treasurer, MKDC; Hy Sardy, President, MKDC; and Dr. Walter Slade, Vice President, MKDC. The plans show part of the artist's rendering of Kolbert Park as it will look in late Spring of 1981, when the renovations are completed.

Community's Self-Help Program Spurs Government Support For Kolbert Park Renovation

What makes a city livable? To many New Yorkers the answer to that question is their local park. Paul W. Kolbert Park, located at the intersection of East 17th Street and Avenue L, in the heart of our Midwood community, is neither famous nor vast, and never will be. But, to us the residents of Midwood, it is the "Village Green" that makes our part of NYC a little more livable.

Cities are also made of dreams. Sometimes they even come true. The dream of renovating Kolbert Park began twelve years ago. Though it is one of the city's most highly utilized parks, it had no major repair since its 1936 construction as a WPA project. In 1968 committees of neighborhood volunteers began to meet regularly, to assess the community's park needs and research design objectives that would better serve those needs. When the city's budget crisis hit, the Kolbert Park plans were buried. The Park became an early victim of austerity, and lapsed into a state of governmental neglect and disrepair. Parks were not a pressing issue to a city fighting for survival.

Unlike other communities, however, the citizens of Midwood refused to allow their park to become

another statistic of neighborhood blight. Voluntary groups organized to clean and maintain it. Individuals like life-long Midwood resident, Felicia Schultz, drew out adults from the park's benches, students from nearby Brooklyn College, adjacent Murrow HS, and local Scout troops to keep the playground weeded and swept.

About four years ago Mary Cosgrove, Executive Director of the Midwood Kings Highway Development Corporation, responded to the residents' love and need for the park. Working with community activists, Sue Gallant and Ginny Gliedman, Ms. Cosgrove decided to make the park's rehabilitation a priority goal for the then infant Corporation. Realizing that the park's well-being was a highly visible barometer of the community's health, MKDC leadership spearheaded the effort which ultimately involved dozens of city, state and federal agencies and officials. That commitment paid off this September when ground was finally broken to signal Kolbert Park's redesign. Among the many agencies which played prominent roles in this NYC dream-come-true are: The Brooklyn

(Cont. Page 3)

APPENDIX A

Midwood Sentry, Nov.-Dec. 1980 Issue

A course for building superintendents providing onsite practical experience is being sponsored free-of-charge by the Midwood Kings Highway Development Corporation and is being conducted by Cornell University's "Handi-Van" staff. Property owners and building superintendents are invited to register now for the January session. Topics under study include electricity, plumbing, heating, and weatherization. Call 376-0999 to register.

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Speaking With One Voice In Midwood

The extent to which Midwood is organized is really quite amazing, and ultimately may very well help to determine the destiny of our community. Just a partial list of organizations in our area includes: 112 block associations, six civic associations, three trade organizations, ten parents associations in neighborhood schools, 65 religious institutions and boards, five organizations dealing with youth, six organizations serving the elderly, ten groups representing ethnic groups, six community groups serving as liaisons with the police, four groups affiliated with community hospitals, six real estate groups, twelve different banking groups, three groups concerned with our environment, and three groups dealing with Russian immigrants. In addition, Brooklyn College sponsors numerous groups, and there are five community development corporations concerned with our surrounding areas.

These many groups reflect the wide variety of interests and civic concerns of our Midwood population. Coordination among the activities of all these organizations would be a nearly impossible task were it not for the fact that so many Midwood residents tend to belong to several of these organizations at the same time. Thus, a high level of communication between organizations does exist, and the potential for effective communitywide action by all these groups acting in unison is quite awesome.

You might ask why they should act in unison? First, because they represent our people; second, because the goals and objectives of the Midwood community are shared. And, finally, since all these groups are voluntary, a joint effort can be more effective and less expensive than any similar activity carried on by a government agency. Let's examine the goals most residents would agree on: we all want reduced crime, cleaner streets, better housing, well-cared for trees, safe and effective transportation, wholesome recreation facilities, good schools, adequate care for our sick and elderly, jobs for our youth and our unemployed, and opportunities to achieve our maximum potential. We expect government to provide for most of these needs particularly since Midwood's 64,000 residents pay well over \$140 million dollars in taxes. In the opinion of many, we are overpaying enormously for the services we do get. However, we could improve the quality and quantity of these services if we spoke with one voice. Imagine the impact if each of you volunteers were to send just one letter from your organization to a government agency indicating a specific need is not being met and asking what our government plans to do about it!

We at the Development Corporation are pledged to the goal of putting together just such a network. We could use your help. Call us at 376-0999 to volunteer a few hours of your time in helping us to develop this potential.
Hy Sardy, President

Sharing Good News

Executive Director Mary Cosgrove was pleased to hear recently from the Exemplary Projects Advisory Board of the National Institute of Justice that MKDC's Community Anti-Crime Program will be the subject of a special monograph to be written by the Institute. The Community Anti-Crime Program was funded by the Law Enforcement Assistance Administration of the US Department of Justice.

The monograph will provide a model for other communities interested in developing anti-crime programs. The Midwood community can be proud of the national recognition being given to our project which would not have been possible without the dedication and energy of our civic associations and the thousands of community volunteers who ride car patrol, organize block and tenant associations, participate in court watching, and work in our After-School Recreation Program at Edward R. Murrow HS.

Kolbert Park Renovation: A Community Dream Come True



Artist's rendering of section of Kolbert Park after renovations are completed.

(Cont. from Page 1)

Borough President's Office, The Brooklyn Planning Commission, The City Planning Commission, The Parks Department, The State Division of Housing and Community Renewal, and Community Board 14.

For over 40 years Kolbert Park has offered a spot of tranquility to local apartment dwellers, impromptu playgrounds for young children, dawn-to-dusk social clubs for the area's heavy concentration of senior citizens, and a traffic-free oasis for teenagers' exercise. Since last month's groundbreaking, the fence around Kolbert has been locked, making the park off-limits to the over 600 people who use its facilities daily during good weather. However, if you pass the park these days, as the renovations proceed rapidly to meet the late spring deadline, you will find that fence

New Linden Trees Line Ocean Avenue

Residents of our community who have been concerned with the decline in our street tree population will be pleased to hear of the most recent replenishing of our "urban forest." In early October, 57 young Little Leaf Linden trees were planted on Ocean Avenue from Avenues H to L. The trees were planted by the Vincent Marando Landscape Corporation, contractor for the NYC Department of Housing, Preservation and Development (HPD). The planting was funded by HPD as part of their Moderate Rehabilitation Project involving several apartment buildings on Ocean Avenue.

The Midwood Kings Highway Development Corporation wishes to thank the members of HPD for their many efforts in helping to maintain the vitalization of this area of our community. Instrumental in the planning of the Planting Project itself were Herb Siegel, HPD Borough Chief of Brooklyn; Emanuel Prince, HPD Project Services Specialist; and Elaine McPartland, MKDC Director of Environmental Projects.

lined with sidewalk superintendents. The lovers of Kolbert are watching its progress day-by-day, checking on the construction crews to make sure they are doing justice to their park. Several ingenious groups of Seniors found (or made) chinks in the fence, and, on Saturdays, move their card tables back into the park, enjoying the Indian Summer days amidst the parked machinery, mounded hills of earth, and pyramided bricks of work in progress.

The playground's redesign was scrupulously created to serve the diverse needs of the four age groups that use the park. This spring senior citizens will be able to enjoy wood shaded benches and clusters. Mothers and toddlers will explore imaginative small play equipment and play showers with the comforts of safety surfacing and shaded seating. New climbing, sports and play equipment, including roller hockey and basketball areas, will serve pre-teen and teenagers, giving them freedom to exercise and socialize without disturbing the quiet or security of senior citizens, or young children and their parents.

The funds for the playground's rehabilitation come from both the city and federal governments: The Federal Heritage Conservation and Recreation Program provided \$284,218, and the city supplied \$320,586 for the project. But, the real kudos belong to the people who love, use, protect and maintain the park. They refused to let it be victimized. They earned the right to watch the renovation's progress daily, offering their advice and counsel to the engineers. It is, after all, their park, and their cooperative, self-help effort that ultimately evoked the interest of the agencies and officials who could turn their dream into a reality.

Sometimes, even in NYC, dreams come true. Sometimes it even happens to ordinary parks in ordinary neighborhoods — especially when extraordinary people refuse to surrender their dreams of a livable city.

Sondra Safier

Expanded Hours for Murrow's After School Program

With the support of a contract from the New York City Youth Board, MKDC has been able to expand the services and activities available at the After School Program based at Edward R. Murrow High School (Avenue L and E. 17 Street). The school is now open Monday through Friday from 2:30 to 10 PM, except for school holidays.

The After School Program offers supervised activities in a wholesome environment for the youth of our community. Gym space and meeting rooms are also available to any non-profit group free of charge on a first come, first serve, basis. Any group requesting space must do so in writing to MKDC.

MKDC is also pleased to announce that space has been made available from 2:30 to 5 PM every day for our senior citizens. For any further information, call the Project Director, John Heslin, who can be reached at 377-2268.

Revised Street Sweep Schedule for Midwood

A plan for improved street sweeping recently went into operation when the Sanitation Department and the Bureau of Traffic Operation began changing parking regulation signs in Community Board 14, an area bounded by Parkside Avenue on the north, Avenue P on the south, Coney Island Avenue on the west and Nostrand Avenue on the east. These changes are being made as a result of joint agreement developed by CB 14 and the Sanitation Department.

The Community Board proposed a reduction from two to one sweeps per week on each side of the street in low density residential areas. Street-sweep frequency on commercial streets would be kept at three times a week per side. (Ocean Avenue will also be on this latter schedule.) It is hoped that this change would assure a definite schedule in the residential areas, rather than the "maybe" two-a-week schedule previously in effect, and thereby reduce the frustration for motorists who shifted their cars to comply only to discover that the streets weren't regularly swept on the days indicated by the signs.

The changeover in signs began in the southeast portion of our district bounded by Brooklyn College, Nostrand Avenue and Ocean Avenue. It will proceed from area to area with the last step on streets with parking meters. The job will be completed around the end of the year.

In each area alternate-side parking regulations are suspended while the sign crew is working in that area. Regulations will remain in effect in all other areas to minimize disruption of street sweeping. Sanitation District Superintendent Clement Spanato has assured CB 14 that every possible effort will be made to keep streets clean in the district. Community cooperation will be a very important factor in this effort. Problems can be kept to a minimum by citizen compliance with the new regulations and with all of the Sanitation Code, and by making sure your neighbors also are aware of the new schedule.* **Florence Nathanson**

*The actual schedule for residential streets is:

- From the LIRR cut to Avenue M (Coney Island to Ocean Avenues) No Parking - Alternate side - Monday and Tuesday, 8 to 11 AM; (Ocean to Nostrand Avenues) No Parking - alternate side - Thursday and Friday, 11 AM to 2 PM.
- From Avenues M to P (Coney Island to Nostrand Avenues) No Parking - alternate side - Monday and Tuesday, 11 AM to 2 PM.
- From Avenue M to Kings Highway (Ocean to Nostrand Avenues) No Parking - alternate side - Thursday and Friday, 11 AM to 2 PM.

For further information call the CB 14 District Office at 859-6357.

Brooklyn College's 50th Year

A gala convocation was held at the Brooklyn College campus on Monday, November 10, to commemorate its 50th anniversary. College President Robert L. Hess presided over the ceremonies. Student, faculty and alumni leaders spoke in addition to a number of prominent guests.

Autumn Spruce-Up for PS 193 Playground

The weatherman promised rain, but it was a perfect autumn morning...the air crisp and clear. Showers later in the day interspersed with short periods of clearing failed to dampen the enthusiasm of PS 193's schoolyard crew of over 60 volunteers who worked from 9 AM until dusk on Saturday, October 18, to rebuild and spruce up the Gil Hodges Creative Playground.

The playground was originally built by PS 193 parents and community residents as an imaginative play area to serve the children who attend the school and is open to the community after school and on weekends. Many of those parents who helped to design and construct the playground turned out that Saturday even though their children have since graduated. Their commitment and affection was symbolic of the spirit displayed throughout the day and was shared by numerous new parents.

The play equipment includes a wood tower with firemen's poles, a multi-level platform, horizontal climber, chinning bars at several heights, tire swings (that can accommodate dozens of children at one time), a vertical tire maze, and a balance beam. The playground also has two small seating areas with sand boxes for young children.

A past grand prize winner of the citywide "Mollie Parnis Dress Up Your Neighborhood Contest," it is the only playground of its kind in a public schoolyard in the city. PS 193 is located at Avenue L and Bedford Avenue.

Sondra Safier

The Theater Is Alive and Well and Living in Brooklyn

Brooklyn College's Theater Department is offering four new Mainstage Productions during the current theater season: *Dial M for Murder*, *The Comedy of Errors*, *Little Mary Sunshine*, and *Death of a Salesman*. To learn about dates, times of performances, and a subscription price savings package, call 434-1900.

The BAM Theater Company (of the Brooklyn Academy of Music) is inaugurating its second season with five plays of the classic theater: *A Midsummer Night's Dream*, *Oedipus the King*, Farquhar's *The Recruiting Officer*, Ibsen's *The Wild Duck*, and Brecht's *Jungle of Cities*. Call 634-4100 for dates, times, a special subscription offer and information about theater benefits.

MIDWOOD SENTRY

Midwood Kings Highway Development Corp.
1416 Avenue M, Brooklyn, New York 11230



Non-Profit Org.
US Postage
PAID
Permit No. 12154
Brooklyn, NY

APPENDIX B

Sample On-Site Inspection Report for Apartment Building



MIDWOOD
KINGS HIGHWAY development corp. 1416 avenue m brooklyn ny 11230 (212) 376 0999

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Charles Gorman, Jr.
George Gross
Dr. John Harrington
Dr. Esther Lopato
Norman Lubin
Dr. Frank Macchiarola
Vicky Miele
Florence Nathanson
Shirley Parker
Fran Posen
Murray Puderbeutel
Muriel Russell
Marilyn Sable
Dr. Susan Sardy
Allen Schrag
Claire Silverman
Arnold Silverstein
Geri Soba
Albert Stern
Israel Stillman

*Past President

ON SITE INSPECTION
Wednesday, February 28, 1979
1620 Avenue I
134 Families
6 story elevator

- good outdoor lighting
- well kept lawn
- well kept lobby
- good security doors
- working intercom
- security guard
- properly working elevator
- low crime building
- security guard 8 A.M. - 2 A.M.

Building - excellent condition

Owner
Highmount Apartments Inc.
Morris Kavy, President
66 Court Street
Brooklyn, N.Y. 11201
UL 2-4242

Mimi Moskowitz
Community Worker

John Heslin
Security Specialist

APPENDIX C

1. Sample Report for Block Association Meeting
2. Sample Report for Tenants Association Meeting



1416 AVENUE M BROOKLYN NY 11230 (212) 376 0999

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Dr. Frank Macchiarola

Vicky Miele

Florence Nathanson

Shirley Parker

Fran Posen

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Muriel Russell

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Dr. Susan Sardy

Allen Schrag

Claire Silverman

Arnold Silverstein

Geri Soba

Albert Stern

Israel Stillman

*Past President

Meeting: East 21st St. (1600 Block) Assoc.

Date: March 28, 1979 Wednesday

Place: Home of S. Comporeale (Base)
1648 East 21st Street

For MKDC: John Heslin
Mimi Moskowitz

For Block: Betty Kletter V.P. (Cathy DeRosa)

The meeting was opened by Betty Kletter. A newly printed poster was under discussion by the residents when we arrived. The poster stating that the block was under surveillance by block watchers was approved and will be placed in windows on the block.

Mr. Heslin and Mimi Moskowitz were then introduced and proceeded to describe the programs offered.

Home Security Check
Operation I.D.
Car Patrol
Locks
Auto Decal

The concerns of the residents were primarily Police response. Generally there seemed to be no serious problems. This block is very vocal, very well informed, and Mimi Moskowitz asked that a few representatives consider becoming active in the Nottingham Association.

We thanked the residents for their concern for the community and their block.

The meeting continued after we left.

Mimi Moskowitz
Community Worker

Attendance 25
Car Patrol 2
Home Security 8
Check 4

Richard Shapiro
Project Director

Auto Decal 8



MIDWOOD
KINGS HIGHWAY development corp. 1416 AVENUE M BROOKLYN NY 11230 (212) 376 0999

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Allen Schrag
Claire Silverman
Arnold Silverstein
Geri Soba
Albert Stern
Israel Stillman

*Past President

Meeting: Tenants Association
1609 Ocean Avenue

Date: January 4, 1979

For MKDC: Richard Shapiro
John Heslin

At 8:00 this date, a meeting was held at the above location for the purpose of establishing a Tenants Association.

Twenty-two tenants of the building were present and showed an interest in becoming involved in their community.

Senior citizens were given shriek alarms and tenants were advised of and signed up for the programs offered such as Car Patrol, Tenant Patrol, Lock Program, Operation ID, and Home Security.

This building is a four-story walkup in fairly good condition, but better security measures such as better door control and better lighting were pointed out.

The meeting concluded at 10:30 P.M. amidst a feeling of future cooperation.

John Heslin
Security Specialist

Richard Shapiro
Project Director

Car Patrol, 2
Locks, 8
Steering Committee, 10
Attendance, 15
Home Security Checks, 4
Operation ID, 4
Shriek Alarms, 14

APPENDIX D
Form for Recording Mileage for Car Patrols

Preceding page blank



1416 avenue m, brooklyn, ny 11230 • (212) 376-0999

in affiliation with.....
(Civic Association)

DATE	PATROL NAMES	Mileage Out	Time Out	Mileage In	Time In
		<u>Total Time</u>		<u>Total Mileage</u>	

77

REPORTS

(PLEASE SIGN)

LEAA #2

OPERATOR.....

SECURITY CHAIRPERSON.....

APPENDIX E

1. National Crime Survey, Bureau of the Census
2. Resident Survey Interview Schedule, Hartford Neighborhood Crime Prevention Program

O.M.B. No. 41-R2661; Approval Expires June 30, 1974

FORM NCS-3 and NCS-4
(6-28-72)

U.S. DEPARTMENT OF COMMERCE
SOCIAL AND ECONOMIC STATISTICS ADMINISTRATION
BUREAU OF THE CENSUS

**NATIONAL CRIME SURVEY
CENTRAL CITIES SAMPLE**

FORM NCS-3 - BASIC SCREEN QUESTIONNAIRE
FORM NCS-4 - CRIME INCIDENT REPORT

NOTICE - Your report to the Census Bureau is confidential by law (Title 13, U.S. Code). It may be seen only by sworn Census employees and may be used only for statistical purposes.

Control number

PSU	Serial	Panel	HH	Segment
-----	--------	-------	----	---------

1. Interviewer Identification
Code _____ Name _____

2. Record of interview
Line number of household respondent _____ Date completed _____

3. Reason for noninterview (cc 26d)

TYPE A

Reason

1 No one home

2 Temporarily absent - Return date _____

3 Refused

4 Other Occ. - Specify _____

TYPE B

Race of head

1 White

2 Negro

3 Other

TYPE C

1 Vacant - Regular

2 Vacant - Storage of HH furniture

3 Temporarily occupied by persons with URE

4 Unfit or to be demolished

5 Under construction, not ready

6 Converted to temporary business or storage

7 Unoccupied tent site or trailer site

8 Permit granted; construction not started

9 Other - Specify _____

TYPE D

1 Unused line of listing sheet

2 Demolished

3 House or trailer moved

4 Outside segment

5 Converted to permanent business or storage

6 Merged

7 Condemned

8 Built after April 1, 1970

9 Other - Specify _____

TYPE Z

Interview not obtained for _____

Line number _____

4. Household status

1 Same household as last enumeration

2 Replacement household since last enumeration

3 Previous noninterview or not in sample before

5. Special place type code (cc 6c)

6. Tenure (cc 7)

1 Owned or being bought

2 Rented for cash

3 No cash rent

7. Type of living quarters (cc 11)

Housing Unit

1 House, apartment, flat

2 HU in nontransient hotel, motel, etc.

3 HU - Permanent in transient hotel, motel, etc.

4 HU in rooming house

5 Mobile home or trailer

6 HU not specified above - Describe _____

OTHER Unit

7 Quarters not HU in rooming or boarding house

8 Unit not permanent in transient hotel, motel, etc.

9 Vacant tent site or trailer site

10 Not specified above - Describe _____

8. Number of housing units in structure (cc 23)

1 1

2 2

3 3

4 4

5 5-9

6 10 or more

7 Mobile home or trailer

8 Only OTHER units

ASK IN EACH HOUSEHOLD:

9. (Other than the . . . business) does anyone in this household operate a business from this address?

1 No

2 Yes - What kind of business is that? _____

10. Family income (cc 24)

1 Under \$1,000

2 \$1,000 to 1,999

3 2,000 to 2,999

4 3,000 to 3,999

5 4,000 to 4,999

6 5,000 to 5,999

7 6,000 to 7,499

8 \$7,500 to 9,999

9 10,000 to 11,999

10 12,000 to 14,999

11 15,000 to 19,999

12 20,000 to 24,999

13 25,000 and over

11. Household members 12 years of age and OVER

Total number _____

12. Household members UNDER 12 years of age

Total number _____

o None

13. Crime Incident Reports filled

Total number _____

o None

CENSUS USE ONLY

030 _____ 031 _____ 032 _____ 033 _____

KEYER - BEGIN NEW RECORD		NOTICE - Your report to the Census Bureau is confidential by law (Title 13, U.S. code). It may be seen only by sworn Census employees and may be used only for statistical purposes.	
Line number	Notes	FORM NCS-4 (6-23-73) U.S. DEPARTMENT OF COMMERCE SOCIAL AND ECONOMIC STATISTICS ADMINISTRATION BUREAU OF THE CENSUS	
Screen question number		CRIME INCIDENT REPORT NATIONAL CRIME SURVEY CENTRAL CITIES SAMPLE	
Incident number			
101			
102			
103			
104	1a. You said that during the last 12 months - (Refer to appropriate screen question for description of crime). In what month did this/did the first incident happen? (Show flashcard if necessary. Encourage respondent to give exact month.)	113	5a. Were you a customer, employee, or owner? 1 <input type="checkbox"/> Customer 2 <input type="checkbox"/> Employee 3 <input type="checkbox"/> Owner 4 <input type="checkbox"/> Other - Specify _____
105	Is this incident report for a series of crimes? 1 <input type="checkbox"/> No - SKIP to 2 2 <input type="checkbox"/> Yes - (Note: series must have 3 or more similar incidents which respondent can't recall separately)	114	b. Did the person(s) steal or TRY to steal anything from the store, restaurant, office, factory, etc.? 1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 3 <input type="checkbox"/> Don't know } SKIP to Check Item B
106	b. In what month(s) did these incidents take place? (Mark all that apply) 1 <input type="checkbox"/> Spring (March, April, May) 2 <input type="checkbox"/> Summer (June, July, August) 3 <input type="checkbox"/> Fall (September, October, November) 4 <input type="checkbox"/> Winter (December, January, February)	115	6a. Did the offender(s) live there or have a right to be there, such as a guest or a workman? 1 <input type="checkbox"/> Yes - SKIP to Check Item B 2 <input type="checkbox"/> No 3 <input type="checkbox"/> Don't know
107	c. How many incidents were involved in this series? 1 <input type="checkbox"/> Three or four 2 <input type="checkbox"/> Five to ten 3 <input type="checkbox"/> Eleven or more 4 <input type="checkbox"/> Don't know	116	b. Did the offender(s) actually get in or just TRY to get in the building? 1 <input type="checkbox"/> Actually got in 2 <input type="checkbox"/> Just tried to get in 3 <input type="checkbox"/> Don't know
108	INTERVIEWER - If series, the following questions refer only to the most recent incident. 2. About what time did this/the most recent incident happen? 1 <input type="checkbox"/> Don't know 2 <input type="checkbox"/> During the day (6 a.m. to 6 p.m.) At night (6 p.m. to 6 a.m.) 3 <input type="checkbox"/> 6 p.m. to midnight 4 <input type="checkbox"/> Midnight to 6 a.m. 5 <input type="checkbox"/> Don't know	117	c. Was there any evidence, such as a broken lock or broken window, that the offender(s) forced his way in/TRIED to force his way in the building? 1 <input type="checkbox"/> No Yes - What was the evidence? Anything else? (Mark all that apply) 2 <input type="checkbox"/> Broken lock or window 3 <input type="checkbox"/> Forced door or window (or tried) 4 <input type="checkbox"/> Slashed screen 5 <input type="checkbox"/> Other - Specify _____ } SKIP to Check Item B
109	3a. Did this incident take place inside the limits of this city or somewhere else? 1 <input type="checkbox"/> Inside limits of this city - SKIP to 4 2 <input type="checkbox"/> Somewhere else in the United States 3 <input type="checkbox"/> Outside the United States - END INCIDENT REPORT	118	d. How did the offender(s) get in/try to get in? 1 <input type="checkbox"/> Through unlocked door or window 2 <input type="checkbox"/> Had key 3 <input type="checkbox"/> Don't know 4 <input type="checkbox"/> Other - Specify _____
110	b. In what State and county did this incident occur? State _____ County _____	119	CHECK ITEM B Was any member of this household, including respondent, present when this incident occurred? (If not sure, ASK) 1 <input type="checkbox"/> No - SKIP to 13a 2 <input type="checkbox"/> Yes
111	c. Did it happen inside the limits of a city, town, village, etc.? 1 <input type="checkbox"/> No 2 <input type="checkbox"/> Yes - Enter name of city, town, etc. _____	120	7a. Did the person(s) have a weapon such as a gun or knife, or something he was using as a weapon, such as a bottle, or wrench? 1 <input type="checkbox"/> No 2 <input type="checkbox"/> Don't know Yes - What was the weapon? (Mark all that apply) 3 <input type="checkbox"/> Gun 4 <input type="checkbox"/> Knife 5 <input type="checkbox"/> Other - Specify _____
112	4. Where did this incident take place? 1 <input type="checkbox"/> At or in own dwelling, in garage or other building on property (includes break-in or attempted break-in) } SKIP to 6a 2 <input type="checkbox"/> At or in vacation home, hotel/motel } ASK 5a 3 <input type="checkbox"/> Inside commercial building such as store, restaurant, bank, gas station, public conveyance or station 4 <input type="checkbox"/> Inside office, factory, or warehouse 5 <input type="checkbox"/> Near own home; yard, sidewalk, driveway, carport, apartment hall (Does not include break-in or attempted break-in) } SKIP to Check Item B 6 <input type="checkbox"/> On the street, in a park, field, playground, school grounds or parking lot 7 <input type="checkbox"/> Inside school 8 <input type="checkbox"/> Other - Specify _____	121	b. Did the person(s) hit you, knock you down, or actually attack you in some other way? 1 <input type="checkbox"/> Yes - SKIP to 7f 2 <input type="checkbox"/> No
		122	c. Did the person(s) threaten you with harm in any way? 1 <input type="checkbox"/> No - SKIP to 7e 2 <input type="checkbox"/> Yes

CRIME INCIDENT QUESTIONS - Continued	
123	7d. How were you threatened? Any other way? (Mark all that apply) 1 <input type="checkbox"/> Verbal threat of rape 2 <input type="checkbox"/> Verbal threat of attack other than rape 3 <input type="checkbox"/> Weapon present or threatened with weapon 4 <input type="checkbox"/> Attempted attack with weapon (for example, shot at) 5 <input type="checkbox"/> Object thrown at person 6 <input type="checkbox"/> Followed, surrounded 7 <input type="checkbox"/> Other - Specify _____
124	e. What actually happened? Anything else? (Mark all that apply) 1 <input type="checkbox"/> Something taken without permission 2 <input type="checkbox"/> Attempted or threatened to take something 3 <input type="checkbox"/> Harassed, argument, abusive language 4 <input type="checkbox"/> Forcible entry or attempted forcible entry of house 5 <input type="checkbox"/> Forcible entry or attempted entry of car 6 <input type="checkbox"/> Damaged or destroyed property 7 <input type="checkbox"/> Attempted or threatened to damage or destroy property 8 <input type="checkbox"/> Other - Specify _____
125	f. How did the person(s) attack you? Any other way? (Mark all that apply) 1 <input type="checkbox"/> Raped 2 <input type="checkbox"/> Tried to rape 3 <input type="checkbox"/> Hit with object held in hand, shot, knifed 4 <input type="checkbox"/> Hit by thrown object 5 <input type="checkbox"/> Hit, slapped, knocked down 6 <input type="checkbox"/> Grabbed, held, tripped, jumped, pushed, etc. 7 <input type="checkbox"/> Other - Specify _____
126	8a. What were the injuries you suffered, if any? Anything else? (Mark all that apply) 1 <input type="checkbox"/> None - SKIP to 10a 2 <input type="checkbox"/> Raped 3 <input type="checkbox"/> Attempted rape 4 <input type="checkbox"/> Knife or gunshot wounds 5 <input type="checkbox"/> Broken bones or teeth knocked out 6 <input type="checkbox"/> Internal injuries, knocked unconscious 7 <input type="checkbox"/> Bruises, black eye, cuts, scratches, swelling 8 <input type="checkbox"/> Other - Specify _____
127	b. Were you injured to the extent that you needed medical attention after the attack? 1 <input type="checkbox"/> No - SKIP to 10a 2 <input type="checkbox"/> Yes
128	c. Did you receive any treatment at a hospital? 1 <input type="checkbox"/> No 2 <input type="checkbox"/> Emergency room treatment only 3 <input type="checkbox"/> Stayed overnight or longer - How many days? _____
129	d. What was the total amount of your medical expenses resulting from this incident, INCLUDING anything paid by insurance? Include hospital and doctor bills, medicine, therapy, braces, and any other injury related medical expenses. INTERVIEWER - If respondent does not know exact amount, encourage him to give an estimate. 0 <input type="checkbox"/> No cost - SKIP to 10a \$ _____ x <input type="checkbox"/> Don't know
130	9a. At the time of the incident, were you covered by any medical insurance, or were you eligible for benefits from any other type of health benefits program, such as Medicaid, Veterans' Administration, or Public Welfare? 1 <input type="checkbox"/> No 2 <input type="checkbox"/> Don't know } SKIP to 10a 3 <input type="checkbox"/> Yes
131	9b. Did you file a claim with any of these insurance companies or programs in order to get part or all of your medical expenses paid? 1 <input type="checkbox"/> No - SKIP to 10a 2 <input type="checkbox"/> Yes
132	c. Did insurance or any health benefits program pay for all or part of the total medical expenses? 1 <input type="checkbox"/> Not yet settled 2 <input type="checkbox"/> None 3 <input type="checkbox"/> All 4 <input type="checkbox"/> Part } SKIP to 10a
133	d. How much did insurance or a health benefits program pay? \$ _____ (Obtain an estimate, if necessary)
134	10a. Did you do anything to protect yourself or your property during the incident? 1 <input type="checkbox"/> No - SKIP to 11 2 <input type="checkbox"/> Yes
135	b. What did you do? Anything else? (Mark all that apply) 1 <input type="checkbox"/> Used/brandished gun or knife 2 <input type="checkbox"/> Used/tried physical force (hit, chased, threw object, used other weapon, etc.) 3 <input type="checkbox"/> Tried to get help, attract attention, scare offender away (screamed, yelled, called for help, turned on lights, etc.) 4 <input type="checkbox"/> Threatened, argued, reasoned, etc. with offender 5 <input type="checkbox"/> Resisted without force, used evasive action (ran/drove away, hid, held property, locked door, ducked, shielded self, etc.) 6 <input type="checkbox"/> Other - Specify _____
136	11. Was the crime committed by only one or more than one person? 1 <input type="checkbox"/> Only one 2 <input type="checkbox"/> Don't know 3 <input type="checkbox"/> More than one } SKIP to 12a
137	a. Was this person male or female? 1 <input type="checkbox"/> Male 2 <input type="checkbox"/> Female 3 <input type="checkbox"/> Don't know
138	b. How old would you say the person was? 1 <input type="checkbox"/> Under 12 2 <input type="checkbox"/> 12-14 3 <input type="checkbox"/> 15-17 4 <input type="checkbox"/> 18-20 5 <input type="checkbox"/> 21 or over 6 <input type="checkbox"/> Don't know
139	c. Was the person someone you knew or was he a stranger? 1 <input type="checkbox"/> Stranger 2 <input type="checkbox"/> Don't know 3 <input type="checkbox"/> Known by sight only } SKIP to e 4 <input type="checkbox"/> Casual acquaintance 5 <input type="checkbox"/> Well known
140	d. Was the person a relative of yours? 1 <input type="checkbox"/> No Yes - What relationship? 2 <input type="checkbox"/> Spouse or ex-spouse 3 <input type="checkbox"/> Parent 4 <input type="checkbox"/> Own child 5 <input type="checkbox"/> Brother or sister 6 <input type="checkbox"/> Other relative - Specify _____
141	e. How well were they known? (Mark all that apply) 1 <input type="checkbox"/> By sight only } SKIP to m 2 <input type="checkbox"/> Casual acquaintance(s) 3 <input type="checkbox"/> Well known
142	f. How many persons? 1 <input type="checkbox"/> 1 2 <input type="checkbox"/> 2 3 <input type="checkbox"/> 3 4 <input type="checkbox"/> 4 5 <input type="checkbox"/> 5 or more 6 <input type="checkbox"/> Don't know
143	g. Were they male or female? 1 <input type="checkbox"/> All male 2 <input type="checkbox"/> All female 3 <input type="checkbox"/> Male and female 4 <input type="checkbox"/> Don't know
144	h. How old would you say the youngest was? 1 <input type="checkbox"/> Under 12 2 <input type="checkbox"/> 12-14 3 <input type="checkbox"/> 15-17 4 <input type="checkbox"/> 18-20 5 <input type="checkbox"/> 21 or over - SKIP to j 6 <input type="checkbox"/> Don't know
145	i. How old would you say the oldest was? 1 <input type="checkbox"/> Under 12 2 <input type="checkbox"/> 12-14 3 <input type="checkbox"/> 15-17 4 <input type="checkbox"/> 18-20 5 <input type="checkbox"/> 21 or over 6 <input type="checkbox"/> Don't know
146	j. Were any of the persons known or related to you or were they all strangers? 1 <input type="checkbox"/> All strangers } SKIP to m 2 <input type="checkbox"/> Don't know 3 <input type="checkbox"/> All relatives } SKIP to l 4 <input type="checkbox"/> Some relatives 5 <input type="checkbox"/> All known 6 <input type="checkbox"/> Some known
147	k. How well were they known? (Mark all that apply) 1 <input type="checkbox"/> By sight only } SKIP to m 2 <input type="checkbox"/> Casual acquaintance(s) 3 <input type="checkbox"/> Well known
148	l. How were they related to you? (Mark all that apply) 1 <input type="checkbox"/> Spouse or ex-spouse } SKIP to m 2 <input type="checkbox"/> Parents 3 <input type="checkbox"/> Own children 4 <input type="checkbox"/> Brothers/sisters 5 <input type="checkbox"/> Other - Specify _____
149	m. Were all of them - 1 <input type="checkbox"/> White? 2 <input type="checkbox"/> Negro? 3 <input type="checkbox"/> Other? - Specify _____
150	4 <input type="checkbox"/> Combination - Specify _____ 5 <input type="checkbox"/> Don't know

CRIME INCIDENT QUESTIONS - Continued		
<p>12a. Were you the only person there besides the offender(s)?</p> <p>151 <input type="checkbox"/> Yes - SKIP to 13a <input type="checkbox"/> No</p> <p>b. How many of these persons were robbed, harmed, or threatened? Do not include persons under 12 years of age.</p> <p>152 <input type="checkbox"/> None - SKIP to 13a</p> <p>Number of persons _____</p> <p>c. Were any of these persons members of your household? Do not include household members under 12 years of age.</p> <p>153 <input type="checkbox"/> No <input type="checkbox"/> Yes - How many, not counting yourself? _____</p> <p>(Also mark "Yes" in Check Item I on page 12)</p>	<p>Was a car or other motor vehicle taken? (Box 3 or 4 marked in 13f)</p> <p>CHECK ITEM D <input type="checkbox"/> No - SKIP to Check Item E <input type="checkbox"/> Yes</p> <p>14a. Had permission to use the (car/motor vehicle) ever been given to the person who took it?</p> <p>161 <input type="checkbox"/> No } SKIP to Check Item E <input type="checkbox"/> Don't know <input type="checkbox"/> Yes</p> <p>b. Did the person return the (car/motor vehicle)?</p> <p>162 <input type="checkbox"/> Yes <input type="checkbox"/> No</p> <p>Is Box 1 or 2 marked in 13f?</p> <p>CHECK ITEM E <input type="checkbox"/> No - SKIP to 15a <input type="checkbox"/> Yes</p> <p>c. Was the (purse/wallet/money) on your person, for instance, in a pocket or being held by you when it was taken?</p> <p>163 <input type="checkbox"/> Yes <input type="checkbox"/> No</p> <p>Was only cash taken? (Box 0 marked in 13f)</p> <p>CHECK ITEM F <input type="checkbox"/> Yes - SKIP to 16a <input type="checkbox"/> No</p> <p>15a. Altogether, what was the value of the PROPERTY that was taken? INTERVIEWER - Exclude stolen cash, and enter \$0 for stolen checks and credit cards, even if they were used.</p> <p>164 \$ _____</p> <p>b. How did you decide the value of the property that was stolen? (Mark all that apply)</p> <p>165 <input type="checkbox"/> Original cost <input type="checkbox"/> Replacement cost <input type="checkbox"/> Personal estimate of current value <input type="checkbox"/> Insurance report estimate <input type="checkbox"/> Police estimate <input type="checkbox"/> Don't know <input type="checkbox"/> Other - Specify _____</p> <p>16a. Was all or part of the stolen money or property recovered, except for anything received from insurance?</p> <p>166 <input type="checkbox"/> None } SKIP to 17a <input type="checkbox"/> All <input type="checkbox"/> Part</p> <p>b. What was recovered?</p> <p>167 Cash: \$ _____ and/or Property: (Mark all that apply) 168 <input type="checkbox"/> Cash only recovered - SKIP to 17a <input type="checkbox"/> Purse <input type="checkbox"/> Wallet <input type="checkbox"/> Car <input type="checkbox"/> Other motor vehicle <input type="checkbox"/> Part of car (hubcap, tape-deck, etc.) <input type="checkbox"/> Other - Specify _____</p> <p>c. What was the value of the property recovered (excluding recovered cash)?</p> <p>169 \$ _____</p>	
<p>13a. Was something stolen or taken without permission that belonged to you or others in the household? INTERVIEWER - Include anything stolen from unrecognizable business in respondent's home. Do not include anything stolen from a recognizable business in respondent's home or another business, such as merchandise or cash from a register.</p> <p>154 <input type="checkbox"/> Yes - SKIP to 13f <input type="checkbox"/> No</p> <p>b. Did the person(s) ATTEMPT to take something that belonged to you or others in the household?</p> <p>155 <input type="checkbox"/> No - SKIP to 13e <input type="checkbox"/> Yes</p> <p>c. What did they try to take? Anything else? (Mark all that apply)</p> <p>156 <input type="checkbox"/> Purse <input type="checkbox"/> Wallet or money <input type="checkbox"/> Car <input type="checkbox"/> Other motor vehicle <input type="checkbox"/> Part of car (hubcap, tape-deck, etc.) <input type="checkbox"/> Don't know <input type="checkbox"/> Other - Specify _____</p> <p>Did they try to take a purse, wallet, or money? (Box 1 or 2 marked in 13c)</p> <p>CHECK ITEM C <input type="checkbox"/> No - SKIP to 18a <input type="checkbox"/> Yes</p> <p>d. Was the (purse/wallet/money) on your person, for instance in a pocket or being held?</p> <p>157 <input type="checkbox"/> Yes } SKIP to 18a <input type="checkbox"/> No</p> <p>e. What did happen? (Mark all that apply)</p> <p>158 <input type="checkbox"/> Attacked <input type="checkbox"/> Threatened with harm <input type="checkbox"/> Attempted to break into house or garage <input type="checkbox"/> Attempted to break into car <input type="checkbox"/> Harassed, argument, abusive language <input type="checkbox"/> Damaged or destroyed property <input type="checkbox"/> Attempted or threatened to damage or destroy property <input type="checkbox"/> Other - Specify _____</p> <p>f. What was taken? What else?</p> <p>159 Cash: \$ _____ and/or Property: (Mark all that apply)</p> <p>160 <input type="checkbox"/> Only cash taken - SKIP to 14c <input type="checkbox"/> Purse <input type="checkbox"/> Wallet <input type="checkbox"/> Car <input type="checkbox"/> Other motor vehicle <input type="checkbox"/> Part of car (hubcap, tape-deck, etc.) <input type="checkbox"/> Other - Specify _____</p>	<p>17a. Was there any insurance against theft?</p> <p>170 <input type="checkbox"/> No } SKIP to 18a <input type="checkbox"/> Don't know <input type="checkbox"/> Yes</p> <p>b. Was this loss reported to an insurance company?</p> <p>171 <input type="checkbox"/> No } SKIP to 18a <input type="checkbox"/> Don't know <input type="checkbox"/> Yes</p> <p>c. Was any of this loss recovered through insurance?</p> <p>172 <input type="checkbox"/> Not yet settled } SKIP to 18a <input type="checkbox"/> No <input type="checkbox"/> Yes</p> <p>d. How much was recovered?</p> <p>INTERVIEWER - If property replaced by insurance company instead of cash settlement, ask for estimate of value of the property replaced.</p> <p>173 \$ _____</p> <p>18a. Did any household member lose any time from work because of this incident?</p> <p>174 <input type="checkbox"/> No - SKIP to 19a <input type="checkbox"/> Yes - How many members? _____</p> <p>b. How much time was lost altogether?</p> <p>175 <input type="checkbox"/> Less than 1 day <input type="checkbox"/> 1-5 days <input type="checkbox"/> 6-10 days <input type="checkbox"/> Over 10 days <input type="checkbox"/> Don't know</p> <p>19a. Was anything damaged but not taken in this incident? For example, was a lock or window broken, clothing damaged, or damage done to a car, etc.?</p> <p>176 <input type="checkbox"/> No - SKIP to 20a <input type="checkbox"/> Yes</p> <p>b. (Was/were) the damaged item(s) repaired or replaced?</p> <p>177 <input type="checkbox"/> Yes - SKIP to 19d <input type="checkbox"/> No</p> <p>c. How much would it cost to repair or replace the damaged item(s)?</p> <p>178 \$ _____ x <input type="checkbox"/> Don't know } SKIP to 20a</p> <p>d. How much was the repair or replacement cost?</p> <p>179 x <input type="checkbox"/> No cost or don't know - SKIP to 20a \$ _____</p> <p>e. Who paid or will pay for the repairs or replacement? (Mark all that apply)</p> <p>180 <input type="checkbox"/> Household member <input type="checkbox"/> Landlord <input type="checkbox"/> Insurance <input type="checkbox"/> Other - Specify _____</p>	<p>20a. Were the police informed of this incident in any way?</p> <p>181 <input type="checkbox"/> No <input type="checkbox"/> Don't know - SKIP to Check Item G Yes - Who told them? <input type="checkbox"/> Household member } SKIP to Check Item G <input type="checkbox"/> Someone else <input type="checkbox"/> Police on scene</p> <p>b. What was the reason this incident was not reported to the police? (Mark all that apply)</p> <p>182 <input type="checkbox"/> Nothing could be done - lack of proof <input type="checkbox"/> Did not think it important enough <input type="checkbox"/> Police wouldn't want to be bothered <input type="checkbox"/> Did not want to take time - too inconvenient <input type="checkbox"/> Private or personal matter, did not want to report it <input type="checkbox"/> Did not want to get involved <input type="checkbox"/> Afraid of reprisal <input type="checkbox"/> Reported to someone else <input type="checkbox"/> Other - Specify _____</p> <p>Is this person 16 years or older? <input type="checkbox"/> No - SKIP to Check Item H <input type="checkbox"/> Yes - ASK 21a</p> <p>21a. Did you have a job at the time this incident happened?</p> <p>183 <input type="checkbox"/> No - SKIP to Check Item H <input type="checkbox"/> Yes</p> <p>b. What was the job?</p> <p>184 <input type="checkbox"/> Same as described in NCS-3 items 28a-e - SKIP to Check Item H <input type="checkbox"/> Different than described in NCS-3 items 28a-e</p> <p>c. For whom did you work? (Name of company, business, organization or other employer)</p> <p>185 _____</p> <p>d. What kind of business or industry is this? (For example: TV and radio mfg., retail shoe store, State Labor Dept., farm)</p> <p>186 _____</p> <p>e. Were you -</p> <p>187 <input type="checkbox"/> An employee of a PRIVATE company, business or individual for wages, salary or commissions? <input type="checkbox"/> A GOVERNMENT employee (Federal, State, county or local)? <input type="checkbox"/> SELF-EMPLOYED in OWN business, professional practice or farm? <input type="checkbox"/> Working WITHOUT PAY in family business or farm?</p> <p>f. What kind of work were you doing? (For example: electrical engineer, stock clerk, typist, farmer)</p> <p>188 _____</p> <p>g. What were your most important activities or duties? (For example: typing, keeping account books, selling cars, finishing concrete, etc.)</p> <p>189 _____</p> <p>BRIEFLY summarize this incident or series of incidents.</p> <p>CHECK ITEM H _____</p> <p>Look at 12c on Incident Report. Is there an entry for "How many?"</p> <p>CHECK ITEM I <input type="checkbox"/> No <input type="checkbox"/> Yes - Be sure you have an Incident Report for each HH member 12 years of age or over who was robbed, harmed, or threatened in this incident.</p> <p>Is this the last Incident Report to be filled for this person?</p> <p>CHECK ITEM J <input type="checkbox"/> No - Go to next Incident Report. <input type="checkbox"/> Yes - Is this the last HH member to be interviewed? <input type="checkbox"/> No - Interview next HH member. <input type="checkbox"/> Yes - END INTERVIEW. Enter total number of Crime Incident Reports filled for this household in Item 13 on the cover of NCS-3</p>

FORM NCS-4 (8-22-73)

CRIME INCIDENT QUESTIONS - Continued	
<p>17a. Was there any insurance against theft?</p> <p>170 <input type="checkbox"/> No } SKIP to 18a <input type="checkbox"/> Don't know <input type="checkbox"/> Yes</p> <p>b. Was this loss reported to an insurance company?</p> <p>171 <input type="checkbox"/> No } SKIP to 18a <input type="checkbox"/> Don't know <input type="checkbox"/> Yes</p> <p>c. Was any of this loss recovered through insurance?</p> <p>172 <input type="checkbox"/> Not yet settled } SKIP to 18a <input type="checkbox"/> No <input type="checkbox"/> Yes</p> <p>d. How much was recovered?</p> <p>INTERVIEWER - If property replaced by insurance company instead of cash settlement, ask for estimate of value of the property replaced.</p> <p>173 \$ _____</p> <p>18a. Did any household member lose any time from work because of this incident?</p> <p>174 <input type="checkbox"/> No - SKIP to 19a <input type="checkbox"/> Yes - How many members? _____</p> <p>b. How much time was lost altogether?</p> <p>175 <input type="checkbox"/> Less than 1 day <input type="checkbox"/> 1-5 days <input type="checkbox"/> 6-10 days <input type="checkbox"/> Over 10 days <input type="checkbox"/> Don't know</p> <p>19a. Was anything damaged but not taken in this incident? For example, was a lock or window broken, clothing damaged, or damage done to a car, etc.?</p> <p>176 <input type="checkbox"/> No - SKIP to 20a <input type="checkbox"/> Yes</p> <p>b. (Was/were) the damaged item(s) repaired or replaced?</p> <p>177 <input type="checkbox"/> Yes - SKIP to 19d <input type="checkbox"/> No</p> <p>c. How much would it cost to repair or replace the damaged item(s)?</p> <p>178 \$ _____ x <input type="checkbox"/> Don't know } SKIP to 20a</p> <p>d. How much was the repair or replacement cost?</p> <p>179 x <input type="checkbox"/> No cost or don't know - SKIP to 20a \$ _____</p> <p>e. Who paid or will pay for the repairs or replacement? (Mark all that apply)</p> <p>180 <input type="checkbox"/> Household member <input type="checkbox"/> Landlord <input type="checkbox"/> Insurance <input type="checkbox"/> Other - Specify _____</p>	<p>20a. Were the police informed of this incident in any way?</p> <p>181 <input type="checkbox"/> No <input type="checkbox"/> Don't know - SKIP to Check Item G Yes - Who told them? <input type="checkbox"/> Household member } SKIP to Check Item G <input type="checkbox"/> Someone else <input type="checkbox"/> Police on scene</p> <p>b. What was the reason this incident was not reported to the police? (Mark all that apply)</p> <p>182 <input type="checkbox"/> Nothing could be done - lack of proof <input type="checkbox"/> Did not think it important enough <input type="checkbox"/> Police wouldn't want to be bothered <input type="checkbox"/> Did not want to take time - too inconvenient <input type="checkbox"/> Private or personal matter, did not want to report it <input type="checkbox"/> Did not want to get involved <input type="checkbox"/> Afraid of reprisal <input type="checkbox"/> Reported to someone else <input type="checkbox"/> Other - Specify _____</p> <p>Is this person 16 years or older? <input type="checkbox"/> No - SKIP to Check Item H <input type="checkbox"/> Yes - ASK 21a</p> <p>21a. Did you have a job at the time this incident happened?</p> <p>183 <input type="checkbox"/> No - SKIP to Check Item H <input type="checkbox"/> Yes</p> <p>b. What was the job?</p> <p>184 <input type="checkbox"/> Same as described in NCS-3 items 28a-e - SKIP to Check Item H <input type="checkbox"/> Different than described in NCS-3 items 28a-e</p> <p>c. For whom did you work? (Name of company, business, organization or other employer)</p> <p>185 _____</p> <p>d. What kind of business or industry is this? (For example: TV and radio mfg., retail shoe store, State Labor Dept., farm)</p> <p>186 _____</p> <p>e. Were you -</p> <p>187 <input type="checkbox"/> An employee of a PRIVATE company, business or individual for wages, salary or commissions? <input type="checkbox"/> A GOVERNMENT employee (Federal, State, county or local)? <input type="checkbox"/> SELF-EMPLOYED in OWN business, professional practice or farm? <input type="checkbox"/> Working WITHOUT PAY in family business or farm?</p> <p>f. What kind of work were you doing? (For example: electrical engineer, stock clerk, typist, farmer)</p> <p>188 _____</p> <p>g. What were your most important activities or duties? (For example: typing, keeping account books, selling cars, finishing concrete, etc.)</p> <p>189 _____</p> <p>BRIEFLY summarize this incident or series of incidents.</p> <p>CHECK ITEM H _____</p> <p>Look at 12c on Incident Report. Is there an entry for "How many?"</p> <p>CHECK ITEM I <input type="checkbox"/> No <input type="checkbox"/> Yes - Be sure you have an Incident Report for each HH member 12 years of age or over who was robbed, harmed, or threatened in this incident.</p> <p>Is this the last Incident Report to be filled for this person?</p> <p>CHECK ITEM J <input type="checkbox"/> No - Go to next Incident Report. <input type="checkbox"/> Yes - Is this the last HH member to be interviewed? <input type="checkbox"/> No - Interview next HH member. <input type="checkbox"/> Yes - END INTERVIEW. Enter total number of Crime Incident Reports filled for this household in Item 13 on the cover of NCS-3</p>

FORM NCS-4 (8-22-73)

RESIDENT SURVEY INTERVIEW SCHEDULE
Hartford Neighborhood Crime Prevention Program

NOTE: The questions are listed sequentially as they are asked. Response categories for closed-ended items are underlined in the questions.

Interview Schedule

Neighborhood

- A1. First I'd like to start by asking you about your neighborhood. In general, is it pretty easy for you to tell a stranger from someone who lives in this area, or is it pretty hard to know a stranger when you see one?
- A2. In the past year, do you remember seeing any strangers in your neighborhood whose behavior made you suspicious?
- (If yes):
- A3. Did this happen once or more than once? (About how many times in the past year?)
- A4. Did you do anything, like check on the situation, or call the police, or did you ignore it?
- (All):
- A5. What do you think your neighbors would do if they saw someone suspicious outside your door - do you think they would probably check on the situation or call the police, or would they probably ignore it?
- A6. In some neighborhoods, people do things together and help each other - in other neighborhoods, people mostly go their own ways. In general, what kind of neighborhood would you say this is, mostly one where people help each other or one where people go their own ways?
- A7. Would you say you really feel a part of a neighborhood here, or do you think of it more as just a place to live?
- A8. In general, in the past year or so do you think this neighborhood has gotten to be a better place to live, a worse place to live, or has it stayed about the same?

A9. What is the most important way in which it is (better/worse)?

A10. Five years from now, do you think this neighborhood will be a better place to live than it is now, worse, or about the same as it is now?

A11. In the past year, have you gone to any meetings of any group concerned with problems in this neighborhood?

(If yes):

A12. About how many meetings like that have you gone to in the past year?

(All):

A13. Could you tell me the name of any groups you know of (including any you've been talking about) that are working on problems in this neighborhood? (Any others?)

(Asylum Hill only):

A15. Have you ever heard of:

- a) Sigourney Square Civic Association (SSCA)?
- b) Western Hill Organization (WHO)?
- c) Central Asylum Hill Association (CAHA)?
- d) Police Advisory Committee (PAC)?

(For each group known):

A16.

- c) As far as you know, what is the main purpose of (GROUP)?
- d) Overall, how much good do you think (GROUP) has done - a lot, some or not very much?
- e) Is your home in the area in which (GROUP) works?

(If yes):

- f) In the past year, have you gone to any meetings or activities sponsored by (GROUP)?
- g) How many?
- h) Are you a member of (GROUP)?
- i) What was your main reason for (joining/not joining) (GROUP)?

(Outside Asylum Hill only):

A17. How much good (have these/has this) group(s) done - a lot, some, or not very much?

(All):

A18. How many people, both adults and children, would you say are usually on the street in front of your home during the daytime - a lot, some, a few or almost none?

A19. How about after dark, how many people would you say are usually on the street in front of your house - a lot, some, a few, or almost none?

A20. During the day, do most of the people you see on the streets live around here, about half and half, or do most of them come from outside the neighborhood?

A21. When you think about cars, motorcycles, and buses that pass in front of your home during the daytime, would you describe the traffic as very busy, busy, moderate, light, or very light?

A22. And at night, how would you describe the traffic in front of your home - very busy, busy, moderate, light, or very light?

A23. How many days during the past week were you outside your house or apartment for some period of time - sitting on the porch or steps, working in the yard, or something like that?

A24. Is there a public park near where you live?

A25. Is it a place you like to go to or walk through, or not?

(If no):

A26. Why is that?

(All):

A27. How often would you say you walk to some place in this neighborhood during the day - would you say almost every day, a few times a week, once a week, less often, or never?

A28. And after dark, about how often do you walk some place in this neighborhood - almost every night, a few times a week, once a week, less often, or never?

(All):

A29. When you go out at night in your neighborhood, do you often drive or get someone to drive you rather than walk?

A30. Do you usually carry anything for protection when you walk in your neighborhood - such as a weapon, a whistle, or tear gas?

A31. During an ordinary week about how many days are there when no one at all is home for some time during the daytime?

(If any):

A32. About how many hours a day is that (that no one is home)?

(All):

A33. And during an ordinary week, about how many evenings are there when no one at all is home for periods after dark?

A34. Do you have special locks on your doors? (All of them or just some?)

A35. Have you had your valuables engraved with your name or some identification in case they are stolen?

A36. Have you and any of your neighbors ever made an arrangement to watch one another's houses when you are not at home?

(If yes):

A37. Do you do that all the time, or just on special occasions, such as vacations?

(All):

A38. Do you have anything else to protect your home from being broken into?

A39. How many of the people living in this area do you think always lock their doors during the daytime - all of them, most of them, some of them, or almost none?

A40. How many of the people living in this area do you think would report a crime to the police, such as a burglary, if they saw it happening to someone they did not know - all of them, most of them, some of them, a few of them, or almost none?

- A41. How many people living in this area do you think would be willing to help with a group that was concerned with preventing a crime in this area - all of them, most of them, some of them, a few of them, or almost none?
- A42. When neighbors are concerned and try to keep crime from happening to others, how much difference do you think it makes in the amount of crime in a neighborhood - a lot of difference, some difference, or not much difference at all?
- A43. How much do you think people in your area are concerned with preventing crime from happening to others living here - a great deal, some, or not much?
- A44. How do you think this has changed in the past year - are people in your area more concerned with preventing crime, less concerned or about the same as they were a year ago?

(Asylum Hill only):

- A45. In the past year, some streets in Asylum Hill have been closed or narrowed, some have been made one-way. Do you know about these street changes or not?

(If yes):

- A46. Overall, do you think these changes are a good idea, not a good idea, or are you not sure?

- A47. In what ways, if any, have these changes improved the neighborhood?

- A48. In what ways, if any, have these changes made the neighborhood worse?

(All Asylum Hill):

- A49. Thinking again about the people, adults and children that you see on the street in front of your house during the day--would you say there are more people on the street than a year ago, fewer people, or is it about the same?

- A50. How about your neighbors, do you see more of your neighbors out on your street during the day than you did a year ago, or fewer of them, or about the same?

- A51. And how about the cars, motorcycles, and buses that pass in front of your home during the day--would you say the traffic is heavier than it was a year ago, lighter, or about the same?

Police

(All):

- B1. Now I'd like to talk about the Hartford Police Department. About how often do you see a Hartford policeman in this neighborhood on foot - several times a day, almost every day, a few times a week, once a week, a few times a month, or almost never?
- B2. And about how often do you see Hartford policemen patrolling the streets in a car or on a motor scooter - several times a day, almost every day, several times a week, once a week, a few times a month, or almost never?
- B3. When someone in this neighborhood calls the Hartford Police Department for help, do they usually come right away, or do they take quite a while to come?
- B4. Have you had occasion to call the Hartford Police Department for help or about a crime in the last year or so?
- (If yes):
- B5. What was it about?
- B6. How satisfied were you with the help you received from the police - very satisfied, somewhat satisfied, not too satisfied, or not at all satisfied?
- (All):
- B7. If you came home and found signs that someone had tried to break in, but nothing was stolen, would you report it to the police?
- B8. Why is that/Why not?
- B9. If you were robbed on the street and had some money stolen, would you report it to the police?
- B10. Why is that/Why not?
- B11. Overall, how would you rate the job the Hartford Police Department does protecting people in this neighborhood - very good, good enough, not so good, or not good at all?

CONTINUED

1 OF 2

B12. And how would you rate the way the Hartford police usually treat people in this neighborhood - very well, well enough, not so well, or not well at all?

B13. If 0 stands for very poorly and 10 stands for extremely well, in general, how would you rate the way white people are treated by Hartford police?

B14. How about blacks - what number would you give for the way they are usually treated by Hartford police?

B15. And how about Spanish-speaking people, which number would you give for the way the Hartford police treat them in general?

B16. Do you think police services in this neighborhood have gotten better, worse, or stayed the same over the past year?

(Asylum Hill only):

B18. As far as you know, have there been any changes in the police service or the way police are organized in this neighborhood in the last year or two?

(If yes):

B19. Tell me about that.

B20. Now I am going to read some statements. For each, I want you to tell me whether you agree or disagree.

- a) People in your neighborhood have a lot of say in what police do.
- b) The police don't really understand the people in your neighborhood.
- c) The police in your neighborhood really try to do what is best for the people that live there.
- d) Police don't spend their time on the problems the people in your neighborhood really care about.
- e) When there is a crime problem, it is basically the fault of the citizen.
- f) Reporting minor crimes to police is a waste of time.
- g) No matter what police or citizens do, crime in your neighborhood will keep going up.

h) If police got more help and cooperation from citizens, they could reduce crime in your neighborhood.

Fear

(All):

- C1. In the daytime, how worried are you about being held up on the street, threatened, beaten up or anything of that sort in your neighborhood? Would you say you are very worried, somewhat worried, just a little worried, or not at all worried?
- C2. And how about at night, how worried are you about that sort of thing in your neighborhood - very worried, somewhat worried, just a little worried, or not at all worried?
- C3. And how worried are you about your home being broken into or entered illegally in the daytime when no one is home? Would you say you are very worried, somewhat worried, just a little worried, or not at all worried?
- C4. And how about at night, how worried are you about your home being broken into then when you're not at home - very worried, somewhat worried, just a little worried, or not at all worried?
- C5. Think of a scale from 0 to 10. Zero stands for no possibility at all and ten stands for extremely likely. During the course of a year, how likely is it that _____?
 - a) someone would break into your (house/apartment) when no one is home
 - b) your purse/wallet would be snatched in your neighborhood
 - c) someone would take something from you by force or threat on the street in your neighborhood
 - d) someone would beat you up or hurt you on the street in your neighborhood
- C6. During the day, how safe do you feel or would you feel being out alone in your neighborhood - very safe, reasonably safe, somewhat unsafe, or very unsafe?
- C7. How about after dark, how safe do you feel or would you feel being out alone in your neighborhood - very safe, reasonably safe, somewhat unsafe, or very unsafe?

C8. I am going to read you a list of crime-related problems that exist in some areas. For each, I want you to tell me whether it is a big problem, some problem, or almost no problem in your neighborhood?

- a) People selling illegal drugs
- b) People using illegal drugs
- c) Groups of teenagers around in the streets or parks
- d) Groups of men in the streets or parks
- e) Drunken men
- f) Prostitution

(If any rated as big problem or some problem):

C9. Have you or any of your neighbors tried to do anything about (this/these) problem(s)?

C10. What have you done?

(All):

C11. How about _____? Is that a big problem, some problem, or almost no problem?

- a) Stealing cars
- b) Burglary - breaking into people's homes
- c) Robbing people on the street
- d) Holding up and robbing small stores or businesses
- e) People being beaten up or hurt on the streets
- f) Crimes against the elderly
- g) Crimes committed by school-aged youths

C12. Overall, what do you think is the most important crime problem in your neighborhood?

C13. Over the past year, would you say that crime in this neighborhood has gone up, gone down, or stayed about the same?

Victimization

We have some specific questions to ask you about crimes that may have happened to you or a member of your household during the past year within the Hartford city limits.

- D1. a) During the past year, since a year ago (MONTH), did anyone enter your (house/apartment), (garage, or any other building on your property), who didn't have a right to be there, to steal something?
- b) (Other than that) Did you find any sign that someone tried to break in but did not succeed, such as a forced window or lock, or jimmied door?
- c) Did anyone steal something who had a right to be in your house, such as a neighbor, repairman, or delivery man?
- d) Did you (or any member of your household) have your purse or any of its contents snatched without force or the threat of force?
- e) Did anyone take or try to take something from you (or any member of your household) by using force or the threat of force?
- f) To the best of your knowledge, was anything stolen from your mailbox during the past year?
- g) To the best of your knowledge, were there any other times when someone broke or tried to break into your mailbox in the past year?
- h) Did anyone steal your car or use it without your permission?
- i) (Other than that) Did you find any signs that someone tried to steal your car or use it without permission?
- j) Did you (or any member of your household) have any other property stolen that did not involve breaking into your home or using force or the threat of force, such as something you left outside of your home, something taken from your car or part of your car?
- k) (Other than the things you have mentioned) During the past year, were you or any member of your household threatened with any weapon or tool, or beaten up, or attacked?
- l) (Other than that) During the past year, did anyone attempt to forcibly rape, molest, or sexually abuse you (or anyone in the household)?

- m) Did anyone purposely destroy or damage anything belonging to you including your (house/apartment) or car, such as breaking your windows or lights, slashing the tires on your car, marking the doors of your (house/apartment) or burning something? We are interested only in your property or property you are responsible for. This does not include street lights or common territory, such as the halls of an apartment building.

(The following set of probes is asked for each of the above when a crime had occurred):

a) (IF SOMETHING WAS STOLEN) Was it worth \$50 or more?

b) What month and year did _____ happen?

c) Did you or anyone else inform the police?

(If yes):

d) Did (you/PERSON) or the policeman fill out a formal report?

e) Did you ever again hear from the police about this?

END