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A PLAN FOR EVALUATING A SINGLE SECURITY SURVEY PROGRAM

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Final Report

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A Plan for Evaluating a Single Security Survey Program

by

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Preface

In conjunction with the National Evaluation Program (NEP), sponsored by the National Institute of Law Enforcement and Criminal Justice (LEAA), the International Training, Research and Evaluation Council (ITREC) recently completed a "Phase I Evaluation" of the crime prevention tool known as the security survey. 1/ Drawing from this work, the NEP guidelines also call for the preparation of an operational level guide to assist local agencies in evaluating security survey programs. This report is designed toward this end. In particular, major components deal with:

- The Need for and Utility of Local Project Evaluation;
- The Security Survey Process; and,
- A Framework for Security Survey Program Evaluation.

1/ The complete results of the study can be found in Assessment of the Crime Prevention Physical Security Survey, a report prepared under Grant N. 75-NI-99-0121, National Institute of Law Enforcement and Criminal Justice (Washington, D. C. International Training, Research and Evaluation Council, April, 1976).

Acknowledgments

The International Training, Research and Evaluation Council (ITREC) would like to express its appreciation to those who assisted in this expansive undertaking. We would first like to thank the National Institute of Law Enforcement and Criminal Justice (NILECJ) project monitors. At the outset of the study Dr. Carolyn Burstein served as project monitor and provided guidance and advice in developing the initial focus of the work. Dr. Richard Rau assumed this post during the latter half of the project. His grasp of the subject area as well as his untold hours of constructive advice were invaluable in the development of an accurate and viable product. Dr. Fred Heinzelmann, head of NILECJ's Community Crime Prevention Section, Dr. Richard Barnes, Director of the National Evaluation Program, his knowledgable aide, Michael Mulkey, as well as Joseph Nay, of the Urban Institute, also provided substantial help during various in-house review sessions.

We would also like to express our gratitude to the members of the ITREC Project Advisory Committee. Each a top professional in his or her own right, they offered important insights during the early months of the study, and toiled energetically through reams of draft materials during the concluding weeks of the project. Moreover, throughout the work, they helped ITREC staff maintain a realistic perspective of the survey technique by clarifying important points from what at times appeared to be a blinding storm of undifferentiated data. Members of the Advisory Committee were:

- Barbara R. Bomar
  Information Specialist
  National Crime Prevention Institute

- Ray A. Bray
  Project Director
  California Crime Prevention Program

- Captain Anthony Gale
  Arlington, Texas Police Department

- Gerald B. Gersey
  Crime Prevention Specialist
  Illinois Law Enforcement Commission

- Robert O. Heck
  Police Specialist
  Law Enforcement Assistance Administration

- Arthur Kingsbury
  Chairman, Public Service Department
  Macomb County Community College

Finally, we would like to thank those hundreds of persons in the the field who assisted in the completion of telephone and mail questionnaires, and who exhibited extreme patience and provided valuable insights during site visitations. We hope that the results of this study will pay each of these people back, with dividends, by offering clearer and more effective means of carrying out security survey programs.

SUMMARY

THE CURRENT STATE OF THE ART: A JUDGEMENTAL ASSESSMENT

Only a limited number of evaluations were identified that focused on the overall impact of the security survey technique (i.e. reducing criminal victimization, improving police-community relations, etc.), or on the overall impact of the various approaches that may be used in implementing such programs (i.e. the impact on compliance rates produced by various methods of presenting recommendations, concentration on prior versus potential burglary victims and so on). Several positive findings concerning the security survey were, nonetheless, documented during the study. These included:

- Evaluations of the impact of security survey programs, while limited in number, verified that the technique can have a measurable effect on reducing victimization among survey recipients.

- Approximately 80 percent of the agencies studied believe they have had "some success" or were "very successful" in achieving crime prevention/security survey goals.

- Sixty percent of the 206 security survey programs studied are or were previously funded through LEAA.

- The remaining forty percent of the agencies studied with survey programs two years old or less are locally funded.

- In nearly 80 percent of the programs studied that are currently funded by LEAA, unit personnel feel "strongly" that security survey activities will continue after the cessation of federal support.

- Eighty-four percent of the agencies that reported on the "value" of the security survey stated that it is an essential part of their program and offers important face-to-face contact with the community, which provides crime prevention officers an opportunity to "educate" the public and enhance police-community relations.

Moreover, the value of the security survey as a crime prevention tool was supported by study findings.

The target populations that survey agencies attempt to serve are far beyond that which available manpower can effectively cover. Specifically, in nearly 90 percent of the cases studied, entire jurisdictions comprise the agency service area. However, regardless of the size of the jurisdiction or police department, in 94 percent of the cases, survey units consist of less than ten persons. In addition, crime prevention personnel spend less than four hours a day actually conducting surveys in eight out of ten agencies studied.

In security survey programs, as they are presently designed and executed, program assumptions are nonexistent and, where goals and objectives exist, they are not structured or used to facilitate program management and evaluation.

IMPLEMENTATION OF SECURITY SURVEY PROGRAMS: THE ISSUES OF COVERAGE AND COMPLIANCE

Nearly all the agencies surveyed utilize the entire community as their program service area. Most of the undermanned crime prevention units have only scratched the surface in terms of the number of households and businesses surveyed; i.e. only four of the 20 agencies visited had surveyed more than 10 percent of the households in their jurisdiction. Thus, it may be asked whether a survey program can reach a large enough segment of the community to have an impact and will those who are surveyed take action.

Program Service Area

With regard to program coverage, the following issues must be considered:

- Can total jurisdictions be realistically served? One of the primary objectives of Atlanta's "THOR" program is to survey all residences and businesses in the city. A two-year, LEAA-funded "High-Impact" grant which substantially supports a 151-man crime prevention/security survey unit is making this objective a reality. After the first year of this program, approximately half the city's total premises had been surveyed. This shows that with sufficient manpower, a service area as large as an entire jurisdiction can be covered. However, few agencies will have the advantage of the level of financial support provided through large scale LEAA funded programs. The THOR program will conclude in mid-1976, at which time an extensive evaluation will be conducted by an outside contractor.

- Are there any realistic alternatives to the use of paid, sworn personnel in carrying out survey programs? As documented in the general survey, approximately 20 percent of the 206 agencies sampled use non-paid sworn personnel or civilians to conduct security surveys. Of those agencies visited, four fell into this category. The Atlanta program employs 54 civilians. The Seattle Mayor's Office program is comprised almost totally of paid civilian personnel. The Maricopa County Sheriff's Office and the Connecticut State Police use sworn auxiliary personnel in a volunteer status to conduct surveys. These examples are given to demonstrate that salaried civilians as well as volunteers are being used to augment sworn survey manpower. Thus, it may be possible for survey units with only limited manpower to use alternative staffing techniques and thereby cover a

larger geographic area. A caveat was offered, however, by several of the agencies that employ this alternative approach. That is, complete background checks must be made on all those persons to be involved in conducting surveys. Further, such persons must also complete crime prevention/security survey training.

- Should areas smaller than a total jurisdiction be used as a framework for survey programs? Regardless of the staffing strategies used, it will be difficult for most survey units to develop a large manpower force. Irrespective of the size of survey units, however, the use of target areas smaller than an entire jurisdiction can offer a framework for the systematic inspection of premises. They also can provide a realistic basis for evaluating the impact of a survey program.

Program Compliance

Survey recipient compliance with recommended security improvements can be considered as a key to a successful inspection program. At present, however, little factual knowledge exists concerning actual compliance rates. In fact, less than 20 percent of the 206 agencies studied maintain compliance rate data. However, the limited compliance data which exists suggests that when survey recommendations are implemented a recipient is less likely to be victimized. Moreover, if a program is to achieve its full potential, every effort must be made to maximize rates of compliance. Toward this end, the following issue must be considered:

- What alternatives exist to enhance levels of program compliance? Program follow-up, according to the study, is a key method of encouraging compliance with recommended security improvements. As was found in the work, however, survey units cannot realistically be expected to perform such a follow-up due to manpower limitations.

Two alternatives appear to exist to augment follow-up as a means of maximizing compliance rates. The first involves the use of incentives such as insurance premium reductions, state or local tax deductions for expenditures made to improve one's physical security, and free or reduced cost security hardware purchase and installation plans. Although evidence concerning the impact of incentives on compliance does not exist, sufficient local interest and support for such incentives was found to suggest that they may positively impact compliance.

The second alternative focuses on the adoption of security codes or ordinances. Even without documentation on the impact of such legislation, their adoption places a ceiling on the number of premises that must be surveyed. That is, most codes call for the incorporation of minimum security standards in new construction. When such codes are mandatory, compliance is guaranteed. Moreover, survey units have to consider only those premises constructed prior to approval of these laws in jurisdictions that have adopted codes. The total premises to be surveyed will not increase. This will not only ease the task of survey units, but will be a positive step toward insuring that target hardening measures are "built into" the community as it grows.

RECOMMENDATIONS TO ENHANCE SECURITY SURVEY PROGRAM IMPLEMENTATION IN THE FUTURE

The Law Enforcement Assistance Administration in conjunction with state criminal justice planning organizations, local units of government and other agencies involved with the implementation of crime prevention/security survey programs, should take the following steps to insure the continued use of the security survey technique and to enhance its impact in the future.

- LEAA should continue to encourage the initiation of security survey programs through its various funding mechanisms in that: the technique can have a measurable effect on reducing victimization among survey recipients; it has been judged an "essential" part of existing crime prevention programs; 60 percent of all programs surveyed that are less than two years old receive LEAA support; it is felt that nearly 80 percent of the programs surveyed that currently receive LEAA funding will be continued after the cessation of federal support; and, it provides law enforcement personnel an opportunity for face-to-face contact with the community during which they can educate the public concerning target hardening techniques and enhance police community relations.

- To insure that effective management and evaluation tools are available to the ever increasing number of crime prevention units, a "model" set of assumptions, goals and objectives must be developed; and, these models should be "made available" to all agencies which have or are considering a security survey program.

- Crime prevention training program curricula should incorporate indepth modules concerning security survey program design and implementation based on testable assumptions, goals and objectives. Evaluation techniques should also be stressed in this training to insure that those involved in implementing programs can manage and evaluate their programs.

- Security survey programs should be designed and implemented in portions of local jurisdictions which can be realistically served by available manpower.

- Security survey programs should include an ongoing evaluation component.

- A broad-based evaluation focused on community crime prevention efforts should be designed and undertaken. This effort should examine the importance, interrelationships, costs and benefits of each of the most common elements of these programs; i.e. Operation Identification; Community Crime Reporting; and, the Security Survey due to the fact that nearly all agency crime prevention programs incorporate all of these target hardening approaches. Further, the relationship and impact of incentive programs and security codes and ordinances on enhancing crime prevention programs should be tested. Notably, 86 percent of the agencies surveyed now maintain survey recipient information. Moreover, the data exists to perform a comprehensive evaluation, at least from the standpoint of the security survey.

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Section I

The Need for and Utility of Local Project Evaluation

INTRODUCTION

Local law enforcement policy makers have long suffered from a lack of soundly based information on the effectiveness and efficiency of programs aimed at controlling crime. As a result, decisions concerning the allocation of increasingly scarce funds, the continuation of established programs and experimentation with new approaches have too frequently been based on "guesswork" and "hunches", instead of rational calculations supported by analyzed and documented evidence.

Cognizant of this problem, the United States Congress in structuring the Crime Control Act of 1973 directed the Law Enforcement Assistance Administration to take steps which would produce knowledge concerning the impact of criminal justice programs. Consistant with requirements set forth in this legislation, federal crime control funds to local communitites require grantees to account for the monies spent and to document project results.

PLANNING, MANAGEMENT AND EVALUATION: TOOLS FOR DOCUMENTING AND ASSESSING PROJECT RESULTS

Subconsciously, every law enforcement official uses the tools of planning, management and evaluation. For example, a patrol officer plans how to cover his beat, make his rounds or manage his activities. He also evaluates his efforts at the end of a day (i.e. in terms of types and numbers of community contacts made, citations issued, arrests made, etc.). Moreover, before an officer takes action he generally plans what he will do and how he will do it. Unfortunately, although a certain degree of planning is conducted by all police organizations, the major emphasis has traditionally been on activity accounting rather than impact assessment; i.e. every sergeant knows he must manage his men in such a way that the commander will "conclude" that he is doing a good job.

The purpose of the discussion which follows is to provide those using the security survey with information on how the efficiency and effectiveness of this crime prevention tool can be measured. Fortunately, because such measurements are already being used "unconsciously" to some extent, those implementing surveys should be able to understand and apply them in a more systematic manner without experiencing significant problems.

The Concepts Defined

Planning. One of the most effective tools available to a crime prevention/security survey unit is planning. Police authorities nationwide have come to recognize the importance of this tool not only in the administrative process, but as a critical factor upon which hinges the ultimate effectiveness of a police operation. Although a concensus does not exist as to the most effective planning method, there is general agreement that planning should be regarded as an indispensable function. Unfortunately, though a certain degree of planning is carried out in all police agencies, neither the substance nor level of intensity of the process has been sufficiently systematized so that its full potential can be realized.

One possible reason for the limited application of planning as a police management tool is the false mystique or jargon which frequently surrounds the concept. As a means of avoiding this pitfall "planning", for purposes of this discussion, is defined as:

> An activity which included the definition of proposals for the future; the evaluation of alternative proposals; and, the determination of methods to achieve such proposals.

Defined in this sense, planning is rational, adaptive thought applied to the future and to matters over which a survey program manager has a certain degree of control. It must also be remembered that, by definition, a "good plan" is one which, within the bounds of reason, best suits a given situation.

Management. This somewhat hackneyed term is generally construed to mean organizing and controlling resources. There are a variety of approaches to management. One has been termed the "art of muddling through", which is sometimes referred to as "seat of the pants" management. An example of this type of management is the security surveyor who arrives at his office with no plan of action other than to respond to whomever or whatever makes the loudest noise first. This may be a demand from the Chief's office, a request to make a security survey, or a solicitation from a police administration student to respond to a lengthy questionnaire on the security survey process.

Another approach to management, which is more systematic in nature, has been termed "management by objectives and results". Through this technique, a surveyor defines, in advance, the results he wishes to achieve and outlines the steps required for the achievement of these results. Implicit in this approach is a plan for scheduling work activity; for overcoming unexpected obstacles, such as failures to receive materials by a specified date; and, for monitoring program progress.

In reality, neither of these management approaches is practiced consistently by any one individual or agency. Further, it is unrealistic to expect that the day-to-day pressures of a security survey program can be set aside to accommodate a truly systematic and inflexible approach which calls for all actions to be based on well conceived strategies. Nonetheless, security survey specialists can draw from the "management by objectives" approach to improve the implementation of their programs.

Evaluation. Administrators have long felt a need to determine the effectiveness of operating activities. Each year as fewer dollars become available and public outcries for more and better services increase, the need to "weed out" programs that are "deadwood" continues to mount. To assist local law enforcement officials in meeting this need, the National Advisory Commission on Law Enforcement Standards and Goals urged that evaluation be made an integral part of all projects. The Commission pointed out that the use of this concept would help identify what works and what does not work in dealing with crime problems. 1/

1/ A National Strategy to Reduce Crime, a report prepared by the National Advisory Commission on Criminal Justice Standards and Goals (Washington, D. C.: U. S. Government Printing Office, January, 1973), pp. 149-150.

Unfortunately, although the guidelines, mandates and directives to evaluate have been set forth at the highest levels, implementation at the "grassroots" level has been inconsistent and, in many cases, ineffective. As a result, evaluation has often been viewed from a negative standpoint and has been interpreted as an audit of program activities, rather than being considered a postive tool to improve and re-focus ongoing project efforts. This "single project evaluation" emphasizes the latter perspective and couples evaluation with the planning and management approaches discussed above. Moreover, evaluation is defined as follows: 1/

> The process of determining the value or amount of success achieved toward predetermined goals and objectives.

Planning, Management and Evaluation: Associates in A Dynamic Process

As pointed out earlier, planning can serve as the basis for identifying program directions. If this is done, programs can subsequently be managed and evaluated in relation to stated targets.

In embarking on this process, initial activities should focus on examining the situation for which solutions are being sought so that the most appropriate strategies can be determined. When alternative program approaches are examined and objectives set, and the least feasible or workable discarded, the evaluation process has begun. Notably, there is nothing wrong with altering a plan after evaluating its utility. In fact, that is the purpose of the entire process. When this approach is utilized, measurement strategies and monitoring approaches can be designed to determine whether a project or approach is having the desired effect on a targeted problem.

It is important to remember that planning, management and evaluation do not provide rules that dictate action or guarantee positive results. Their main purpose is to provide a sound base for decision-making and program implementation. Intuition and experience are not

1/ Edward A. Suchman, Ph. D. Evaluative Research (New York, Russel Sage Foundation 1967), pg. 28.

enough to decide what courses to follow.

Moreover, planning, management and evaluation within a security survey program can be used to:

- clarify purposes;
- organize relevant information;
- generate alternatives;
- offer early information on important positive and negative aspects of survey programs so that appropriate action can be taken;
- provide direction and purpose to the security survey unit; and,
- insure that the survey unit's overall efforts are less "crisis-oriented".

Section II

Security Survey Process

THE SECURITY SURVEY PROCESS: KEY FEATURES OF PROGRAMS IN THE FIELD

The figure on the following page identifies and orders the principal activities which comprise the security survey process. Activities placed within a solid rectangle constitute steps actually taken by a security survey program unit. Activities found within a dashed-line rectangle represent actions assumed to be taken by the general citizenry or the recipient of a security survey. Each activity, whether it is performed by survey unit personnel or a citizen, is dependent upon the activity that precedes it.

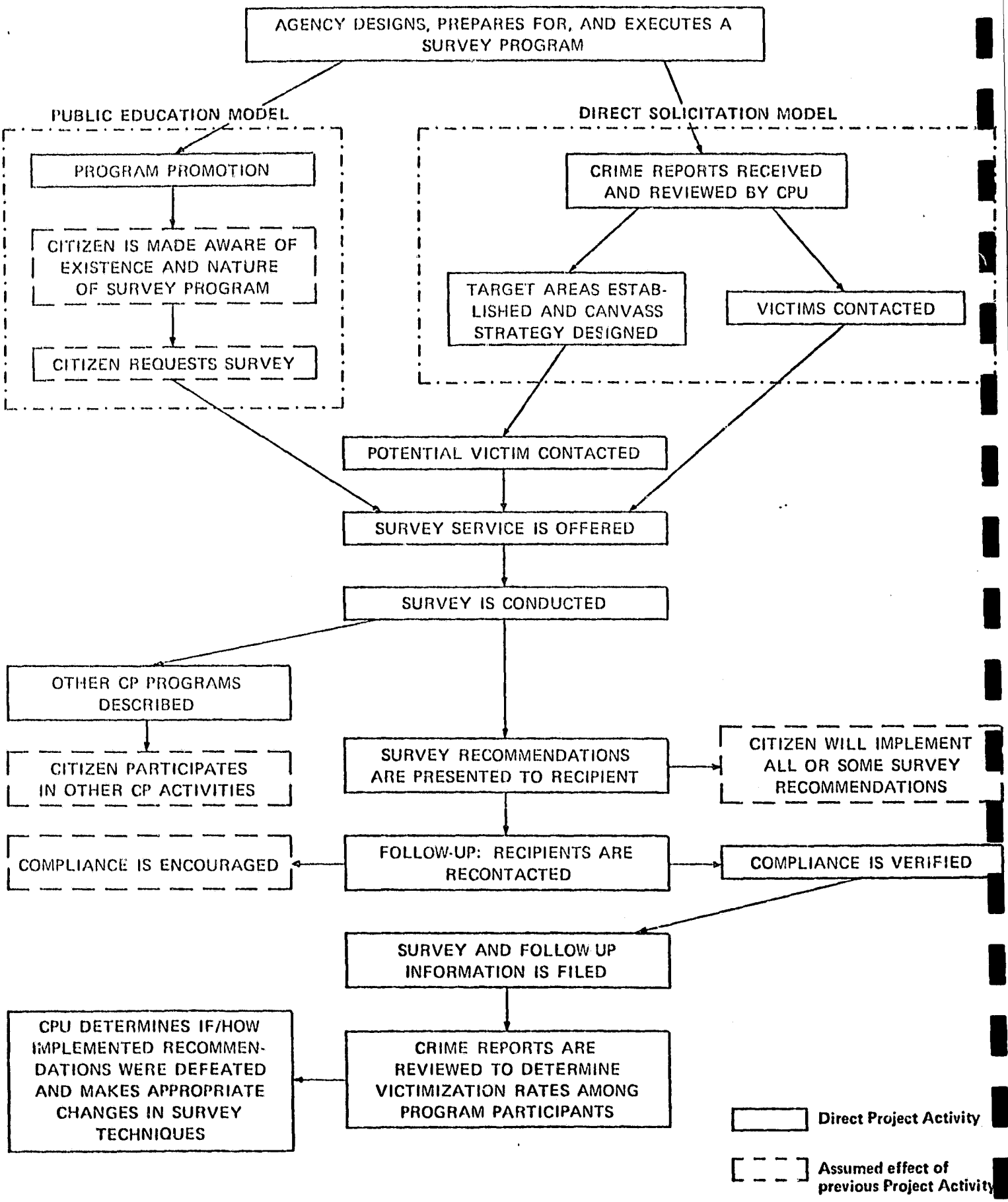
In the figure, the flow of primary activities is connected by vertical or diagonal arrows. Survey unit-executed activities connected by horizontal arrows represent a secondary step in the process flow. Citizen-executed activities connected by horizontal arrows represent the assumed effect of a unit-initiated action, but need not necessarily be executed in order for the primary flow to continue.

The initial step in the process flow--"Agency designs, prepares for and executes a security survey program"--includes all of the preliminary steps that must precede the formal commencement of program activities. These include: identifying and gaining access to necessary financial, manpower and other resources; the establishment of goals, objectives and priorities; and, the selection of specific program strategies.

There are two predominant strategies used to generate survey requests. As referenced in the figure, from left to right, there are:

Figure 1

General Security Survey Process Flow Framework



- Public Education Model. This approach is characterized by general public educational and promotional activities. It requires citizens to initiate contact with the survey unit.

- Direct Solicitation Model. This approach generally begins with the review of crime reports. Security survey personnel then contact victims directly, or canvass areas that are suffering high rates of burglary. When the canvass technique is used, all premises in target areas are contacted (i.e. both victims and non-victims).

It should be noted that although two solicitation models exist, the differentiation continues only until the date and/or time for a survey is established. From that point, all activities are the same. The following pages present a generalized review of the primary steps that comprise the security survey process.

General Program Promotion

This activity, which reflects the "public education model", is designed to educate and make the public aware of the nature and availability of the security survey service. Primary methods of promotion include advertising through all forms of media; the distribution of brochures and other printed materials; and, participation in public presentations by survey unit personnel.

Through these efforts, it is assumed that the public will be made aware of the program and will contact the crime prevention/security survey unit to request a survey.

Crime Reports Received and Reviewed

The "direct solicitation model" is characterized by the use of burglary or offense reports to identify actual burglary victims. Drawing from this information, strategies for contacting potential survey recipients are developed. Most agencies contact all burglary victims.

That is, victim information is logged (i.e. name, address, copy of offense report, etc.), and survey officers contact each victim in order of their appearance in the log. Offense report information is also utilized by some agencies to identify and focus survey efforts in target areas or in high crime pockets.

Contacting Potential Survey Recipients

Through the "direct solicitation model" potential survey recipients are contacted by crime prevention/survey unit personnel. Contact is made in a variety of ways, the most common of which are telephone calls and personal visitations. It is common for survey agencies to contact prior residential victims via telephone, and prior commercial victims in person.

Other methods of making initial contact with potential survey recipients include the following:

- Canvass. Both prior and potential residential victims are contacted personally through saturation canvassing. Some agencies also use a canvass approach selectively within evolving high crime pockets.

- Initial Crime Scene Investigation. In some agencies, surveys are performed by patrol officers as part of initial crime scene investigations. Generally, no contact is made with the potential survey recipient prior to the investigator's visit.

- Victim Letter. Drawing from offense report information, victims are sometimes contacted by way of a form letter which describes the survey service and suggests that the victim call the survey unit to request a premises inspection. Letters may also be sent to the neighbors of victims.

Survey is Offered/Conducted

When telephone contact is made with potential recipients, an effort is made to establish a convenient date and time for a survey. When survey staff make on-site personal contact with a potential recipient, the service is offered and may be conducted immediately or at a later time.

In carrying out surveys, nearly all agencies utilize a printed checklist or questionnaire as an aid in identifying security weaknesses. The checklists are also used to note recommended improvements.

At the conclusion of physical inspections, nearly all agencies describe other crime prevention activities which may be of benefit to the recipient. The most common programs discussed at this time are: Operation Identification; Neighborhood Watch; Citizen Crime Reporting; and, Neighborhood Alert. It is assumed that the discussion of these additional activities will result in broader citizen participation in crime prevention.

The Presentation of Survey Recommendations

Findings and recommendations are discussed at the conclusion of all security surveys. Although these discussions cover all recommendations, many agencies emphasize those recommendations judged to be most important.

Agencies either leave a copy of a completed checklist with survey recipients or subsequently provide recommendations in the form of a typed survey report. The written reports are generally mailed to residential recipients and hand-delivered to commercial recipients.

Survey Follow-Up

The purposes of a follow-up are to confirm rates and levels of compliance and to encourage those who have taken little or no action to do so. In cases where follow-up is performed, findings are sometimes used as a basis for an overall program evaluation.

Monitoring Program Effectiveness

The final activity involves the evaluation of survey programs. A variety of approaches and techniques are used by agencies in the field. Currently, most evaluations are not based on realistic assumptions, goals and objectives. When they are, however, such measures as the following are considered: subsequent victimization of program participants; public opinion of law enforcement agency performance; and, survey agency productivity.

Section III

A Framework For Security Survey Program Evaluation

INTRODUCTION

Some of the best indicators that can be used to manage and evaluate a security survey program are assumptions, goals and objectives. Unfortunately, many agencies do not use these indicators in the design and execution of their programs. Specifically, as found in a recent study of the security survey: 1/

- Ninety-nine percent of 206 agencies surveyed were unable to differentiate between assumptions and program goals and objectives.

- Approximately four out of every ten agencies surveyed have no written program goals or objectives.

- Of those agencies that have written goals and objectives, 63 percent prepared them in accordance with a funding-related requirement.

- Evidence concerning the use of goals and objectives as bases for program evaluation was available from only 3 percent of 206 agencies sampled.

- Crime prevention survey staff in most agencies do not have sufficient knowledge of the use of goals and objectives to employ them as program implementation and evaluation tools.

1/ International Training, Research and Evaluation Council, Assessment of the Crime Prevention Physical Security Survey, a report prepared under Grant N. 75-NI-99-0121, National Institute of Law Enforcement and Criminal Justice (Washington, D. C. International Training, Research and Evaluation Council, April, 1976) pp. 92-97 and passim.

Nonetheless, when used, assumptions, goals and objectives can aid in:

- providing direction and purpose to the unit as a whole by providing staff with a firm understanding of what they, as a team, are expected to accomplish;

- delineating specific work activities such as the development and conduct of a security survey program in a particular portion of a jurisdiction; and,

- offering a base line from which survey program progress can be monitored and evaluated.

The Definition of Assumptions, Goals and Objectives

In general terms, the definition of security survey assumptions, goals and objectives can be stated as follows:

- Assumption. A general statement of expectations resulting from specific actions taken by a survey agency (i.e. once educated, a citizen will take positive action to improve the security of his personal environment).

- Goal. A general statement of a condition toward which an effort is directed (i.e. to reduce residential burglary).

- Objective. A specific statement of the results to be achieved in relation to a particular goal (i.e. to reduce residential burglary by a specified percent in a particular census tract during the first quarter of a given year).

SURVEY PROGRAM ASSUMPTIONS

Illustrative Program Assumptions

Assumptions can serve two important planning and management functions. First, they can be used to shape the strategy of a survey program. Second, they offer a basis for testing the value of a given strategy (i.e. does it work), as well as its impact on the achievement of a pre-determined goal or objective.

Following is a brief list of illustrative survey program assumptions. Although some of the illustrations may appear contradictory, it should be remembered that different agencies may assume different things relative to the security survey. Further, a particular assumption (or strategy) may prove true in one community but not in another. Finally, the entire list of assumptions may not be applicable to a single agency; rather, most agencies would select only those assumptions that reflect on its current beliefs or anticipated results relative to the survey program. Moreover, although the listing is only exemplary, it presents a range of alternative assumptions that may be considered by agencies that wish to employ this management tool.

- Citizens have fear of crime and criminal victimization.

- Citizens' attitude toward the police can be substantially improved through expanded and constructive face-to-face contact with the police.

- If made aware of the nature and availability of the security survey service, citizens will seek to avail themselves of the service.

- Once educated by way of a survey, citizens will implement recommended security improvements.

- Citizens who request a survey are more likely to comply with recommendations than citizens who receive a survey as a result of a police-initiated solicitation.

- Citizens who have been previously victimized will be more receptive to receiving and complying with a survey than citizens who have not been victimized.

- Citizens whose neighbors or friends have been victimized will be more receptive to receiving and complying with a survey than citizens who have not been "touched" by a crime.

- Citizens who receive a survey and comply with recommended security improvements will be less susceptible to victimization than citizens who have not received a survey or who have not instituted improved security measures.

- Citizens who have received a survey are likely to participate in other crime prevention activities (i.e. Operation Identification, Neighborhood Watch, etc.).

- If most or all premises in a portion of a community (i.e. target area) or in an entire community are surveyed, the incidence of burglary in that area will be reduced.

Additional Sources of Information

As documented in the referenced study, 1/ security survey assumptions do not exist. Further, no research has been completed that defines such assumptions. As a result, guidelines for the development of survey assumptions cannot be presented in this paper. As an

1/ See Assessment of the Crime Prevention Physical Security Survey, pp. 180-192.

additional means of obtaining an understanding of the definition and use of assumptions, the following list of sources should be consulted before an evaluation of a security survey program is undertaken.

- Burglary Prevention: Police Expectations and Experiences. T. White, K. Regan, J. Waller and J. Wholey. The Urban Institute (prepared for the National Institute of Law Enforcement and Criminal Justice), October, 1974. (see especially pg. 46-53.)

- Evaluating Progress in Criminal Justice: A Report to the Law Enforcement Assistance Administration. David T. Stanley, et.al. The Brookings Institution, Washington, D.C., 1972. (See pg. 5-17.)

- Evaluation in Criminal Justice Programs: Guidelines and Examples. E. Albright, M. Baum, B. Forman, S. Gems, D. Jaffe, F. Jordan, Jr., R. Katz, and P. Sinsky. National Institute of Law Enforcement and Criminal Justice, June, 1973. (See especially pg. 5-10, 21-25 and passim.)

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THE PREPARATION OF GOAL AND OBJECTIVE STATEMENTS

Although it was found that most agencies do not have usable goals and objectives, work has been done concerning the formulation of such tools. 1/ Thus, certain guidance can be offered.

Guidelines for the Preparation of Program Goals 2/

Goals should be broad, general statements. They should focus on the major subjects of concern to a survey unit; e.g. particular index crimes, specific victim groups or areas, etc. To assist in the preparation of such statements, the following guidelines should be considered:

- A Goal Statement Should be Easily Understood. A key to the development of well-stated goals is simplicity. Absolutely no advantage is gained by the use of complicated and lengthy goals statements; the simpler the goal statement, the more likely that meaningful objectives can be developed to

1/ Koepsell-Girard and Associates, Inc., An Operational Guide To Crime Prevention Program Planning, Management and Evaluation (Falls Church, Virginia, Koepsell-Girard and Associates, Inc., 1975) pp. 14-26.

2/ Ibid.

refine the goal. Therefore, a goal should describe, in the simplest possible terms, a result that a unit wishes to achieve; i.e. reduce residential burglary, reduce rape; etc.

- A Goal Should Begin with the Word "To" Followed by an Action Verb. That is, the achievement of a goal must come as a result of action of some sort. Thus, the commitment to action is the basis of the formulation of a goal; i.e. to reduce; to decrease; to inform; etc.

- A Goal Should Specify a "Single Key Result" to be Accomplished. In order for a goal to be effectively measured, there must be a clear means of determining when it has or has not been achieved. Thus, a single key result must be identified. For example, in a goal "to reduce residential burglary", the single key result would be "reduce".

Guidelines for the Preparation of Program Objectives

Program objectives should further detail or elaborate upon the particular goals that a unit wishes to achieve. They are statements of "ends" to be achieved, presented in a manner that lends to their accomplishment being monitored.

A principal guideline in the preparation of objective statements is to insure that they are:

- realistically attainable;
- understandable;
- appropriate; and,
- measurable.

If these guidelines are not considered, a large number of objectives may result which are poorly constructed and inappropriate to the end desired. This occurs most frequently with new programs; e.g. a flurry of action occurs during which the whole concept of "managing" or even "sane decision making" is set aside.

Additional guidelines are as follows:

- An Objective Like a Goal Should Specify a "Single Key Result" to be Accomplished. In order to be effectively measured, there must be a clear means of determining when an objective has or has not been achieved. For example, in an objective "to reduce residential burglary in census tract No. 3 by 2 percent", the single key result would be "to reduce burglary by 2 percent". The use of target area--i.e. census tract No. 3--further defines the geographic framework within which the achievement of the objective can be measured.

- An Objective Should Specify a "Target Date". The stating of a targeted completion date makes possible both program measurement and management. For example, if an objective is "to reduce residential burglary by 2 percent during the current calendar year," achievement can be measured. If it is not achieved, management changes either to reallocate available manpower or to reassess the value and feasibility of the techniques used to achieve the objective can be made. Further, the shorter the term of a target date (i.e. month or quarter as opposed to a year), the greater the potential for effective program management.

- Objectives Should Take Cognizance of Available Resources. Such resources as dollars or manpower should be reviewed closely when developing objective statements. When the purchase of supplies, such as residential security brochures is required, care should be taken to insure that all costs can be covered within the unit's budget, or that necessary donations (i.e. from local banks, chambers of commerce, etc.) will materialize. When manpower expenditures are required, equal care should be taken. For example,

assuming that two hours are required to conduct and write up a security survey report, it would be unrealistic to expect a two-man team to complete 120 security surveys a week (i.e. 240 manhours would be required, while only 80 manhours would be available).

- An Objective Should Specify the "What" and "When", Not the "Why" and "How" of a Program. An objective should be a statement of results to be achieved, not a justification or a discussion of methodology. This position is taken for the following reasons. First, if one introduces a "why" and a "how" to an objective, it may serve to confuse the intention of the statement. And, as cited above, simplicity is a key. Second, it is not necessary to discuss "why" an objective has been established since this question should have been answered and embodied in a grant or budget approval. Third, it would be dysfunctional to discuss how an objective is to be achieved because it would tend to limit the prerogatives of a survey unit director. That is, if an objective is established "to reduce the rate of residential burglary by 2 percent by conducting 500 canvass-type security surveys during the program year", program flexibility may be severely constrained. It may be found that canvassing is not an effective means of surveying those premises most susceptible to victimization and that a victim-oriented program is more realistic. This would thus require unnecessary program adjustments as well as "difficult" explanations. It is much easier to revise a technique than it is an objective and goal statement in the eyes of top-level administrators and grant monitors.

- An Objective Should be Easily Understood by Those Who Will Contribute to Its Attainment. If the security survey personnel to be involved in achieving an objective are not clear about their specific mission, it will be difficult to either monitor their performance or to expect that they will achieve what is desired. Thus, everyone involved must understand the intent of all stated objectives.

- An Objective Should be Realistic and Attainable, but Should Still Represent a Significant Challenge. Because objectives should serve as motivational tools, they must be capable of being achieved; but not too easily. Objectives that are well beyond the capability of a unit can generate negative attitudes that are counter-productive (e.g. "this is impossible so why bother"). Correspondingly, objectives that can be accomplished too easily can also adversely affect a unit. For example, productivity would likely suffer since "work usually expands to fill available time." Or, survey officers and the department as a whole may begin to question the real value of the program. Moreover, objectives should strike a balance, requiring effort on the part of those involved, while offering a reasonable probability of achievement.

- An Objective Should Avoid or Minimize Dual Accountability When Joint Effort is Required. A survey unit is both responsible and accountable for activities conducted under its authority. It is important, therefore, that the unit be in a position to control efforts and resources needed to achieve its objectives. Because of this accountability, situations should be avoided in which other divisions in a department must be relied upon to achieve an objective or to carry out a particular task. Take for example a unit which is to survey security deficiencies during all initial crime scene investigations as a means of reducing residential burglary. This would require patrolmen to conduct an initial premises survey and to complete and file a special form with the survey unit. In such an instance, the unit would remain accountable, but would have only limited control over personnel in the patrol or uniform division to insure that the survey and report are actually completed. (This is not to say that such an approach should not be encouraged so long as this limitation is recognized.)

- An Objective Should be a Product of the Thinking of Both Supervisor and Staff Personnel. One of the primary purposes of formulating and phrasing objective statements is to maximize the chance of achieving a desired end. Within this context, the following two points are important:

  - First, objective statements should reflect the best available thinking in a unit. That is, the content of such statements can and should be the subject of discussion and possible negotiation between a supervisor and his officers. Since it is possible for either party to be shortsighted or unrealistic in setting targets, such an approach will usually result in a more refined and farsighted statement.

  - Second, such statements should have the support of persons responsible for their implementation and achievement. By using a participatory approach, broad support of objectives is far more likely which, in turn, significantly improves chances of successful implementation and achievement.

- An Objective Should be Recorded in Writing with a Copy Kept by Supervisory and Staff Personnel. One fallacy in human nature is man's propensity to forget. Normally one tends to remember things that turn out according to plan and to forget or modify those that do not meet one's expectations. Accordingly, if objective statements are not reduced to writing it is relatively easy (and quite common) for misunderstandings to develop. Obviously, the use of written

objectives will not totally eliminate these problems, but it will substantially minimize their chance of development. Furthermore, written statements serve as a constant reminder and an effective tracking device to measure progress as well as to provide information for required reports. Thus, a well prepared list of written objectives can be an invaluable management and administrative tool.

- An Objective Should Not Only be Reduced to Writing, but Should be Periodically Reviewed in Face-to-Face Discussions Between Supervisory and Staff Personnel. Security survey program objectives should be reviewed periodically (i.e. monthly) by supervisory and staff personnel. This will serve several purposes:

  - First, it will serve to dispell misunderstandings that might arise relative to the purpose or intent of an objective.

  - Second, it will serve to clarify the role and functions of unit personnel.

  - Third, it will further motivate personnel to work toward achieving objectives, particularly if it is known that their performances will be judged on this basis.

  - Fourth, it will aid in keeping all personnel involved in the execution of a program.

  - Fifth, it will allow for the systematic adjustment of objectives based on a unit's actual operating experience.

It is important to remember that the foregoing represents useful guidelines, not foolproof blueprints to success. They are designed to provide realistic and consistent criteria by which goals and objectives can be formulated and reviewed.

A CRIME PREVENTION SECURITY SURVEY DATA BASE

The Crime Prevention Officer as a Statistician

The planning, management and evaluation process calls for the use of certain statistics in order to function properly. Further, the development and use of goals and objectives requires certain statistical information to precisely define the crime problem to be addressed; to measure progress toward the solution of identified problems, and, to determine when and to what degree success has been achieved.

It is important to note that this approach does not require a security survey specialist to become a statistical "wizard", but to simply take account of data that are generally available and to use this information for basic planning and management purposes.

Prior to discussing the various measurement alternatives from which data sets can be developed, a number of potential rules are presented.

Prerequisites in the Design of an Evaluation Component

To insure that data gathering efforts do not become burdensome to a survey unit, the following should be considered:

- Define Terms. It is important to define precisely the data that are to be collected. This may require that the sources of needed data be contacted first to determine that the types, nature and level of detail in which each produces and maintains data is sufficient (i.e. do agency burglary reports contain needed data, is it formated properly, etc.).

- Design Data Collection Forms. Data collection forms should be developed prior to actually gathering information. Such forms, log books, tally sheets, etc. should be carefully constructed so they can be used throughout a project. 1/

1/ A number of data collection forms that can be used in the evaluation of a security survey program are presented in appendices to this document.

- Plan Data Collection in Terms of Usefulness. Before data are actually collected, it should be determined precisely how the information will be used. In this way, only data that have a specified use will be collected. This will maximize the value of the information as well as focus responsibility for the manpower required to maintain it.

MEASUREMENT POINTS

Figure 1 graphically described the principal steps involved in a typical security survey program. Drawing from the figure, three measurement points exist at which a variety of data can and should be collected as a means of evaluating a survey program. These points of measurement occur at the time surveys are arranged; at the time surveys are actually conducted; and, at the time survey follow-up occurs. Following is a discussion of the specific types of data that should be gathered at each point, and the uses to which such data can be put. The reader will note that the data to be gathered at each measurement point serves to test the assumptions articulated earlier.

Measurement Point One: When Surveys are Arranged

Two key methods of promoting or generating surveys are discussed above. They are generally defined as a public education model and a direct solicitation model. With regard to evaluating the public education model, several types of information should be gathered. For example, when calls requesting an inspection are received by a security survey unit, the following types of information should be recorded:

- How Citizen Became Aware of Survey Program. Using a pre-printed form, the unit secretary or a survey officer can check the promotional means that most directly contributes to citizens' calls for service (i.e. radio or television spot, newspaper article, printed material, public presentation, etc.) When this information is tabulated, it can be used to determine if, in fact, people see or hear program information; if they are willing to become informed; if they are concerned about the potential of being

victimized; and, if after becoming informed about the program, people are aware of their own security weaknesses. 1/ Further, by compiling the results of this inquiry, an agency can determine the means that are most effective in promoting the program. Based on such information, the least effective approaches can be discontinued, or modified appropriately.

- Citizen's Reason for Requesting Survey. This evaluation measure would indicate what each citizen expects to accomplish through the receipt of a security survey. Findings could be incorporated in each recipient's file. During the survey follow-up this subject could again be raised to determine if a citizen's expectations had been satisfied (i.e. improved feeling of security, reduced "fear" of crime, etc.).

- Citizen's Attitude Toward Local Law Enforcement Agency and/or Service. This information could provide an initial basis for assessing current police-community relations. If the question is raised again during survey follow-up, it would be possible to determine if the survey program has had some effect on improving police-community relations.

- General Location of Requests. On a monthly or other scheduled basis, a unit could compile this information and compare it with the general locations of residential and/or commercial burglary to determine if the survey program is impacting actual or evolving high crime areas; displacing the burglary problem to those areas that have not received surveys; and, so on. 2/

1/ See Appendix A for a facsimile of a form that can be used for this purpose.

2/ See Appendix B for approaches that can be used for this purpose.

With regard to the direct solicitation model the types of data that should be developed are as follows:

- Responses to Survey Offers. This data would consist of a listing of the positive and negative responses received by unit personnel when surveys are offered directly to citizens. This information could be used, at least in part, to confirm or negate if people are concerned about the potential of being victimized; if they are willing to take steps to reduce this potential; and, if people can be persuaded, on the basis of information presented, that the security survey will help to reduce this potential. The data may also be used to assess the public's attitude toward the overall crime prevention concept of "opportunity reduction".

- Number of Surveys Accepted and Refused by Solicitation Type. 1/ The direct solicitation model utilizes a variety of techniques; i.e. telephone, personal, or mail contact to introduce and offer the survey service to prior crime victims. Other approaches involve the saturation of evolving high crime areas where both prior and potential victims may be contacted (i.e. canvass; "Neighborhood Knock" programs, 2/ etc.). If records are maintained concerning the number of surveys that are accepted and refused by solicitation approach, assessments could be made as to the most successful or productive technique. With this information, unit management could eliminate the less productive approaches, or attempt to devise modifications needed to increase productivity.

1/ Ibid.

2/ In the Neighborhood Knock technique, after a victim's premises has been surveyed, the surveyor personally informs the victim's neighbors of the crime problem and offers to perform an inspection of their premises.

- Citizen's Attitude Toward Local Law Enforcement Agency and/or Service. The nature of this information and its purposes would be the same as that noted above under the "public education model".

- General Location of Surveys. The nature of this information and its purpose would be the same as that noted above under the "public education model". 1/

Measurement Point Two: When Surveys are Conducted

At the time security surveys are actually conducted, a variety of other information should be developed, as follows:

- General Recipient Information. This data includes: the recipient's name, address, type of premise; date the survey was conducted; crime risks identified during the survey; and, specific security improvements that were recommended. This information can be of use later in assessing victimization among program participants (e.g. when cross-checked with agency offense reports). The data concerning identified crime risks and recommended improvements could also be used to determine if implementation is an effective deterrent to illegal entries. 2/

- Total Surveys Conducted by Premises Type. This data will provide a means of assessing the activity and productivity of the survey program as well as individual survey personnel.

- Total Surveys Conducted by Solicitation Technique. This information could document the relative levels of productivity achieved through various solicitation techniques (i.e. canvassing, victim letters, Neighborhood Knock, responses to requests only, etc.). Later, this information could also be compared with

1/ See Appendix B.
2/ Ibid.

compliance information to determine which technique promotes or results in the highest rates of implementation of survey recommendations.

- Time Required to Conduct Surveys. By requiring survey personnel to regularly record the time taken to arrange and conduct individual surveys, certain efficiency information could be derived. That is, the productivity of individual surveyors could be examined, as could the general cost/efficiency of methods of presenting recommendations (i.e. presentation of completed checklist, preparation of separate survey reports, the hand-delivery or mailing of such reports, etc.).

- Prior Victimization History of Recipient. The survey officer should also note the actual victimization history of each recipient (i.e. both reported and unreported offenses). This could provide a more accurate basis for a subsequent determination of program impact than may be available solely through historical offense reports or Uniform Crime Report data.

Measurement Point Three: When Follow-Up is Performed

The third measurement point occurs when a survey follow-up is performed. Information that should be developed at this point includes the following:

- Survey Compliance Data. This would include information on whether or not recipients have implemented survey recommendations and, if not, why not. This information could be used to determine if an informed citizen will take action to protect his environment. 1/

1/ See Appendix C for facsimiles of materials that can aid in gathering compliance information.

Information on why a recipient has not complied could also be valuable in determining if uncontrollable factors have mitigated against a person's desire to comply (i.e. the costs of security improvements; unemployment; a renter being unauthorized to make permanent improvements, etc.). Compliance data, as referenced above, could also be cross-referenced with solicitation techniques and status of recipient (i.e. prior victim). 1/

- The Fulfillment of Citizen's Reasons for Requesting a Survey. Drawing from earlier recipient attitudes, information could be gathered to determine if the citizen's reasons for requesting a survey were satisfied.

- Other Preventive Measures Taken Since Survey. This would be an itemization of the crime prevention measures taken by recipients following a survey. This could be used as a measure of the crime consciousness resulting from or encouraged by the survey process (e.g. did recipient join Operation Identification, Neighborhood Watch, etc.).

- Citizen's Attitude Toward Local Law Enforcement Agency and/or Service. At this time, the citizen should once again be asked to offer an opinion concerning the local law enforcement agency and/or the service provided. By comparing the responses with those offered to a similar question asked at the time the survey was arranged, it could be determined if the survey program has improved police-community relations.

1/ See Appendix B.

Appendix A

Request for Services Form

Request For Services Form

Police-Community Relations/Crime Prevention Date Requested _____

Person Making Request	Address	Telephone

Location Where Service Is Requested:

Address: Room Number:

Request:
Date: Time: No. of Persons:
Film Request: (if any)

Referral Source:

___ TV
___ Radio
___ Newspaper
___ Brochure
___ Result of Police Class
___ Friend or Neighbor
___ Taken from Audience Evaluation Card
___ Told By Officer Other Than PCR/CPU

Request Received By:	Assigned:

Appendix B

Survey Information
Filing Systems

Survey Information Filing Systems

Two systems can be used to monitor program impact. One is based on the use of a "Rolodex" card system. A second calls for the development and use of a specialized analysis form. Following is a brief review of each approach.

- Rolodex Card Monitoring System. The following types of information can be maintained on a rolodex card for each survey conducted: the name of the recipient; the survey number; the patrol zone; the address of the premises surveyed; the date of the survey; the surveying officer; and, the rate or degree of compliance with survey recommendations. This system is easy to utilize and does not require advance training to implement. A key to the usability of the system is that burglary reports can be quickly compared with information provided in the rolodex system, using the alphabetical indicators.

- Residential Burglary Analysis Form. The rolodex system is an alphabetical listing of survey recipients. The "Residential Burglary Analysis Form" is keyed on street names and addresses. As is illustrated in the facsimile on the following page, data on all surveyed premises are entered on an appropriate form. During the daily review of crime reports, which are commonly indexed by street name, an analyst can identify subsequent victimization among survey recipients.

Illustrative Residential Burglary Analysis Form
for Use in Assessing Survey Impact

Street Number or Name	Initial Report	Date of Burglary	Time of Burglary	Method of Entry			Survey Offered	Action Performed	Repeat Burglary
				Open	Locked	Force			

Appendix C

Confirmation Postcard

Confirmation Postcard

The following information can be sent out in a self-addressed, stamped, postcard format by survey agencies to determine rates and levels of compliance. The cards should be mailed to all survey recipients approximately six weeks after inspections have been conducted.

CRIME PREVENTION BEGINS WITH YOUR

It's been several weeks since we conducted a crime prevention survey of your premises. We hope that you have put the recommendations into effect. If you have had any problems carrying out our suggestions or if you have some suggestions to improve the survey program, we'd like to know. Also, if we can help you in other areas of crime prevention, please give us a call.

Once again, we very much appreciate your cooperation. It helps us see how our program is going.

After all, Crime Prevention Begins With You.

WOULD YOU MIND HELPING OUT?

We are trying to react to public response to our security survey program, but to do so we need your help. We would very much appreciate your filling out the information blanks below. You are under no obligation to fill out the card, but we need your help.

Name. _____

Address. _____

How much of the list of security recommendations have you been able to carry out?

All _____ Part _____ None _____

Have you encountered any problems in finding materials or in implementing the recommendations?

If you have not implemented the recommendations, why not?

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