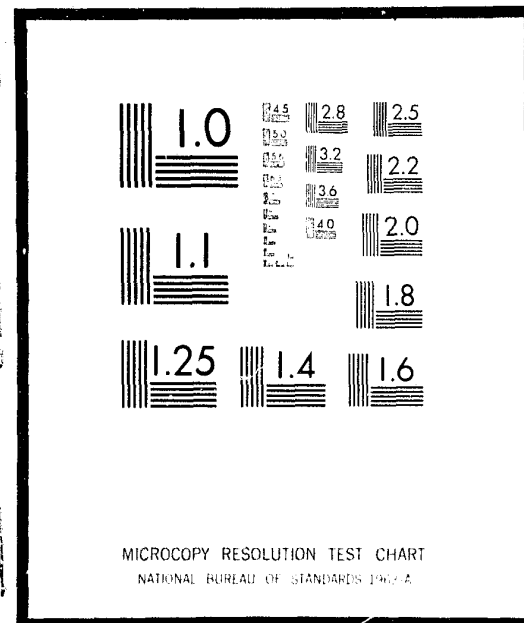


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

12/14/76

Date filmed

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT; St. Petersburg, Florida; —
Crime Prevention Program Evaluation —
REPORT NUMBER; 76-29
FOR; St. Petersburg, Florida, Office of Crime Prevention

CONTRACTOR; Westinghouse Justice Institute
CONSULTANTS; Timothy D. Crowe
Charles F. Wellford
CONTRACT NUMBER; J-LEAA-003-76
DATE; June 1976

35197

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FOREWORD

This request for Technical Assistance was made by the St. Petersburg, Florida, Office of Crime Prevention. The requested assistance was concerned with evaluating the progress of the Office of Crime Prevention's crime prevention program, recommending new data collection methods for future evaluation, and designing an evaluation model for future use by the staff.

Requesting Agency: St. Petersburg, Florida, Office of Crime Prevention, Ms. Caren Pemberton

State Planning Agency; Florida Bureau of Criminal Justice Planning and Assistance, Mr. H. Ray Graves

Approving Agency: LEAA Region IV (Atlanta) Mr. Ben A. Jordan, Director, Program Development and Technical Assistance Division; Mr. John A. Gregory, Police Specialist

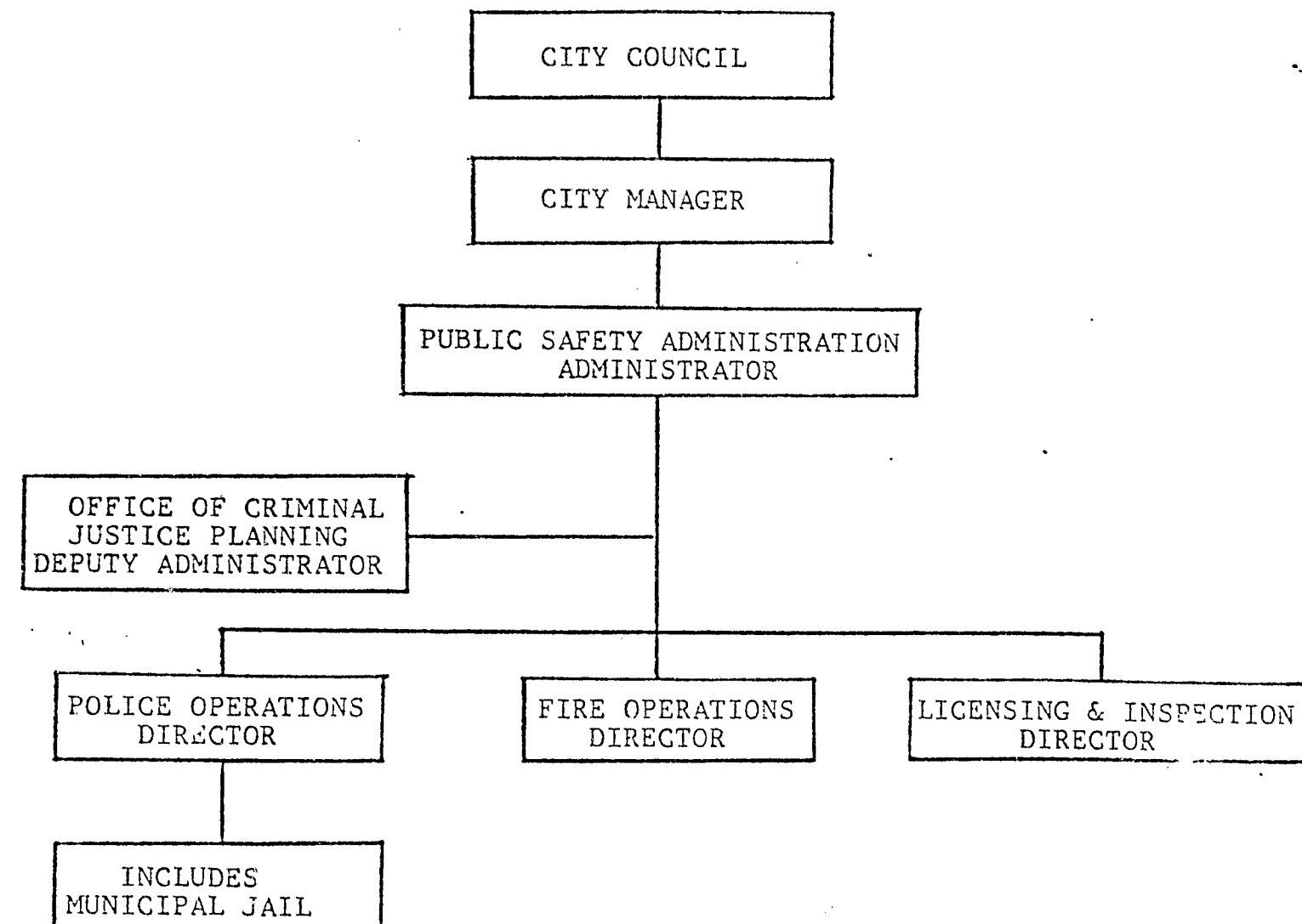
1. INTRODUCTION

The Office of Crime Prevention, City of St. Petersburg, Florida, was created in January 1974 by the City Manager, Mr. R. E. Harbaugh. The agency's objective was to address a July 1973 city council mandate to reduce crime in the city within 2 years. This new office was tasked with the responsibility to implement the community crime prevention standards and goals, which were adopted in 1973 by the National Advisory Commission on Criminal Justice Standards and Goals. The City of St. Petersburg was supported initially by LEAA, which provided a senior executive, Mr. Robert Macy, to administer the new agency for a period of up to 2 years. Mr. Macy's services were provided through the talent interchange program authorized in the Federal Intergovernmental Personnel Exchange Program.

The new office went through a number of changes during its first month of operation, which were brought about by a struggle to define the agency's operational role generally within the framework of city government and specifically within the context of the city's responsibility for the delivery of police and crime prevention services. During its first 8 months of operation, the present Office of Crime Prevention underwent four major changes, which are indicative of the city's efforts to define a viable operational role for this office:

- Crime prevention activities were initiated with the appointment of Mr. Robert Macy as a special assistant to the City Manager (for criminal justice planning). The Office was in its embryonic stage at this point.
- Within a few weeks of Mr. Macy's arrival, the Office was officially created by the City Manager under the title of Office of Criminal Justice Planning.
- Shortly after the creation of the Office of Criminal Justice Planning, it was shifted from the direction of the City Manager's Office to the Public Safety Department (see Figure 1-1), which contained police, fire, and regulatory services. As part of this shift, Mr. Macy assumed the role of Deputy Public Safety Administrator in addition to heading up the Office of Criminal Justice Planning. In this key operational location within the city government and the Public Safety Administration, this new office assumed four areas of responsibility: (a) Crime analysis, (b) coordination of State and Federal financial assistance, (c) criminal justice coordination, and (d) citizen initiative and involvement.
- Nearly 9 months after its creation, the Office of Criminal Justice Planning was renamed the Office of Crime Prevention (See Figure 1-2) and moved back under the direction of the City Manager's Office. The Public

1. Organizational Location



Note of Explanation: As Deputy Administrator, R. H. Macy participates as regular member in Municipal Staff Meeting (Agency Administrators); participates in all policy meetings affecting Police Operations, and is Acting Public Safety Administrator in the absence of the Administrator.

Figure 1-1. Office of Criminal Justice Planning Organization Chart

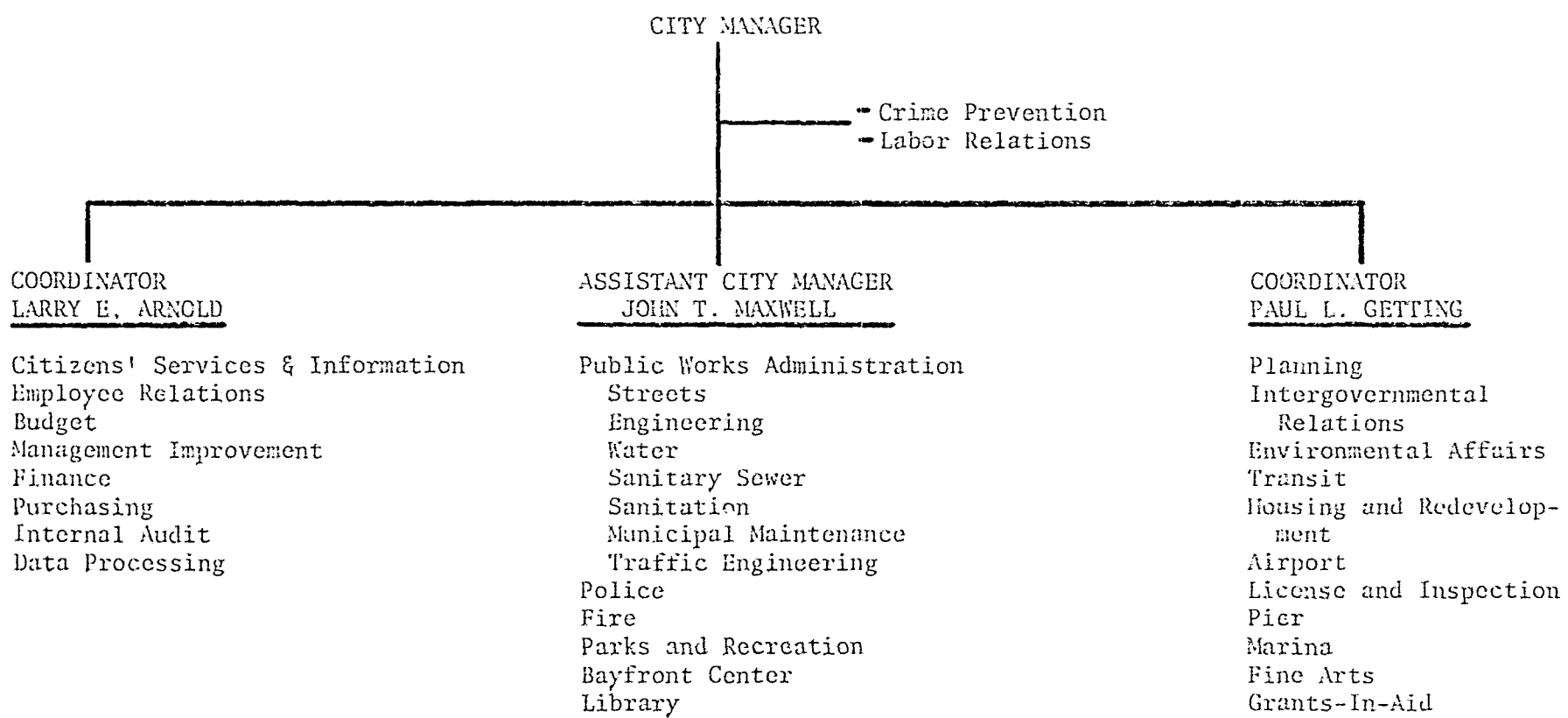


Figure 1-2. Office of Crime Prevention Organization Chart as of September 1975

Safety Department was disbanded and separate police, fire, and regulatory services departments were created. Both Mr. Macy and the Public Safety Administrator were replaced. Since that time, the staff and programs of the Office of Crime Prevention have remained stable.

The problem confronting the Office of Crime Prevention (OCP) that prompted the request for technical assistance was the lack of a program evaluation process to measure the effectiveness of individual projects and the impact of the total program on crime in St. Petersburg. This problem impeded the planning process for OCP project efforts and prohibited OCP's ability to attribute the current reduction in net crime in St. Petersburg (3 percent reduction in total crimes in 1975) to OCP program inputs and efforts. As a consequence, in the absence of a systematic analysis, planning, and evaluation process, the OCP was placed in a position of selecting, developing, and evaluating programs based on an informal and highly intuitive planning process.

In an effort to provide meaningful technical assistance, it was determined that a combination of planning and evaluation skills should be given highest priority and lesser emphasis given to the provision of specialized expertise in crime prevention technology. This focus fit with the nature of the request and complemented the skill levels of the existing OCP staff, who are highly trained in crime prevention technology. The scope of the assignment required the following:

- Review OCP history and current programs.
- Examine currently used information management and planning processes.
- Identify potential information management and planning resources available to the OCP at the city level.
- Analyze current and projected OCP resources and policy direction.

The following persons were interviewed during the onsite visit:

- Mr. Robert Anderson, Director, Office of Crime Prevention.
- Mr. Ray Waymire, Deputy Director, Office of Crime Prevention.
- Mr. Jeffrey Symons, Criminal Justice Planner, Office of Crime Prevention.
- Ms. Caren Penberton, Criminal Justice Planner, Office of Crime Prevention.

- Mr. Ernest Williams, Criminal Justice Planner, Office of Crime Prevention.
- Ms. Phyllis Cummings, Criminal Justice Planner, Office of Crime Prevention.
- Chief of Police Mac Vines, St. Petersburg Police Department.
- Ms. Pamela Smith, Crime Analyst, St. Petersburg Police Department.
- Mr. Paul Yingst, Director, Management Improvement Department, City of St. Petersburg.
- Mr. George Yebauer, Analyst, St. Petersburg Police Department.
- Mr. Frank Griffin, Criminal Justice Planner, Pinellas County Criminal Justice Planning Council.

2. UNDERSTANDING OF THE PROBLEM

When the St. Petersburg City Council set its mandate to reduce crime within 2 years, the city administration realized that municipalities, as statutory forms of government in Florida, had little control over the criminal justice process. Even the criminal justice system (including the St. Petersburg Police), recognized the fact that crime prevention, reduction, and control were -- as total responsibilities -- beyond the scope of the system's resources and authority. Just as public policy was swinging the scope of responsibility for crime prevention away from the criminal justice system to the community, the city administration realized that a more comprehensive approach than improving police services was needed to achieve the crime reduction mandate. Thus, a special new city service was created to complement the police services by focusing special resources and efforts on factoring crime prevention concepts and knowledge into the social and community processes of St. Petersburg. After a brief evolutionary and role definition process, two major things happened: (a) The police service delivery system was modified to increase its accountability, and (b) the OCP was created to provide a flexible service delivery capability that could provide ongoing community-oriented services and special problem-directed services on an ad hoc basis.

The pressure was put on the OCP (as well as on the police) and results were expected. The decision was made to center OCP efforts on implementing appropriate standards and goals from the "Community Crime Prevention" manual of the National Advisory Commission on Criminal Justice Standards and Goals. Another major course of action for OCP was to develop special (ad hoc), short-term responses to the seasonal and random fluctuations in certain types of crime. Both of these approaches stressed the reduction of opportunity for crime through citizen awareness and participation in the crime prevention process.

3. ANALYSIS OF THE PROBLEM

Within the political and administrative framework of its developmental process and organizational setting, the OCP informally developed four observable functional program areas in its crime prevention services -- ranging from activities aimed at the integration of existing services to the creation of new services. The four functional program areas of the OCP are:

- Provision of temporary planning, coordination, and project (start-up) staff services to other agencies and organizations.
- Development and implementation of ad hoc projects in response to special problems -- initiated by OCP and carried out jointly with other agencies.
- Provision of staff services for speaking, consultation, and participation on community boards, advisory committees, and organizations (outside of governmental and criminal justice service realm).
- Development, implementation, and OCP management of ongoing special community crime prevention projects (community participation type programs).

These four functional program areas represent a comprehensive effort to complement and to improve on the existing crime prevention and control system by integrating existing services, on either a temporary or continuous basis; and creating new services outside the scope of existing criminal justice agencies, also on either a temporary or a continuous basis. Within this planning framework, the OCP is involved in a large number of activities, all of which fit into one of the four functional program areas. (See Appendix A for a summary of OCP projects). The OCP is staffed currently by six full-time professionals (eight authorized) and by a variety of volunteers (part-time employees and employees of other agencies on special assignment). The OCP operating expense is almost totally funded by the city, with some outside funds coming primarily from local civic groups. (Figure 3-1 depicts the current organizational chart and Figure 3-2 denotes areas of responsibility). Table 3-1 shows the OCP citizen contact and involvement level of effort as of April 30, 1976, (28 months of activity).

TABLE 3-1

OCP Service Data

Public Contact/Awareness

April 30, 1976
(28 months)

• Crime Prevention Presentations	915
• Persons in Attendance at Presentations	54,132
• Home and Business Security Inspections	1,915
• Homes Enrolled in Vacation Alert Program (Summer - 1975)	713

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3-2

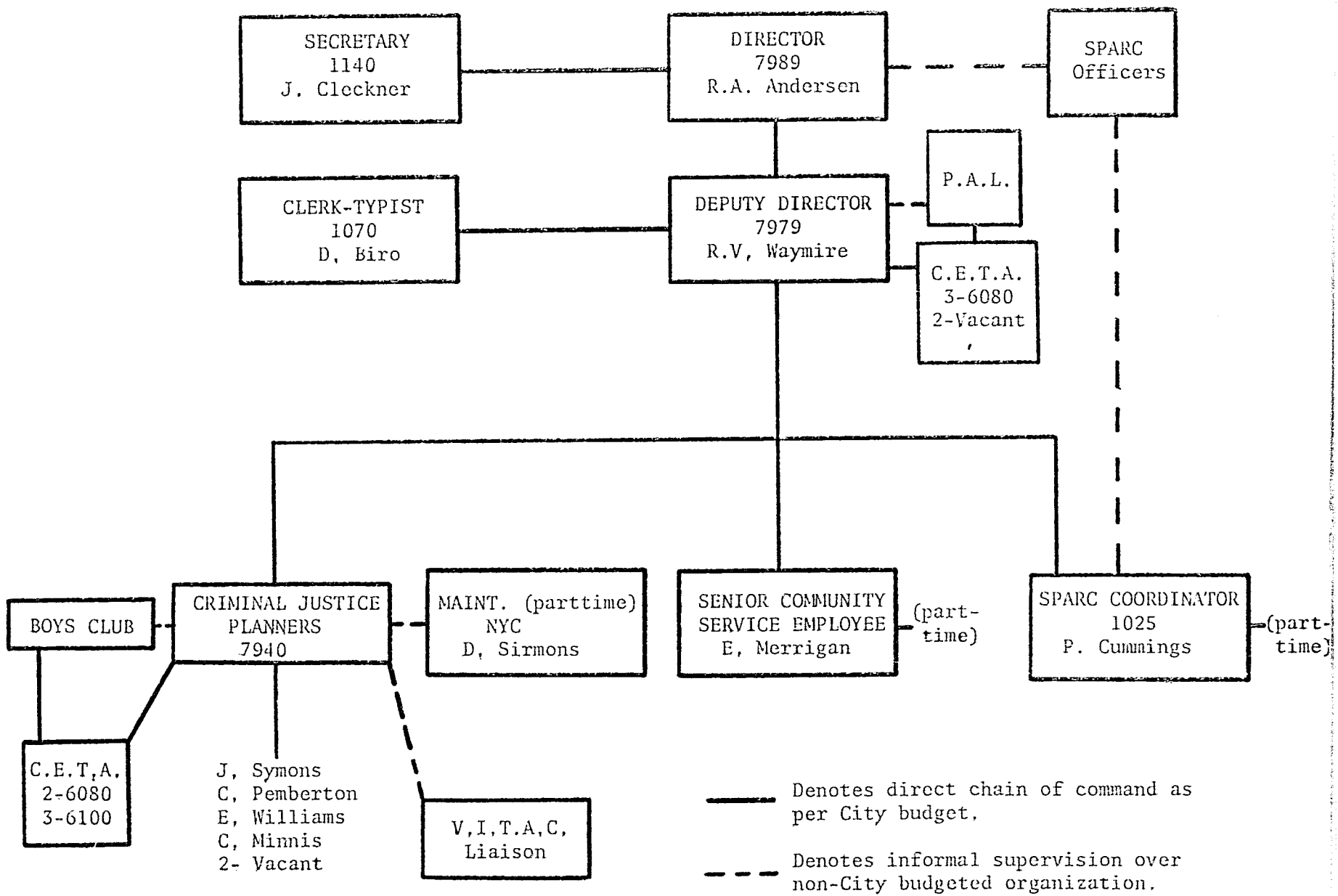


Figure 3-1. Office of Crime Prevention Organization Chart -- Present

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3-3

C. Pemberton	J. Symons	E. Williams	Vacant	J. Symons	Vacant	C. Minnis
Research & Development	Administrative Services	Community & Social Services	Business Alert	Neighborhood Alert	School Alert*	High Crime Area
Program Research Resource Development Grant Procurement Crime Stats Criminal Justice Coordinator Legislative Information	Training Budget Personnel Staff Coordinator Publicity	Recreation Facilities Employment Programs National Alliance of Businessmen Juvenile Welfare Board	Inspections Auto Accessory Marking Alarm System Survey Marine Alert Robbery Prevention Programs Security Training	Operation ID Home Programs Club Presentations Vacation Alert	All School Programs Summer Programs Bicycle Safety	Special Publicity Neighborhood Alert Recruitment Current Crime Issues

*The Police Department's Youth Aid Section recently assumed responsibility for all these programs. This Office operated them for two school years. S. Greene recently resigned.

Figure 3-2. Office of Crime Prevention -- Areas of Responsibility

The OCP collects data similar to that shown in Table 3-1; however, little may be inferred from these data regarding the effectiveness and efficiency of the services. In addition, the OCP is somewhat isolated from access to an important data management resource, the police crime analysis unit (CAU), because of OCP's position outside of the police agency. Even though excellent rapport exists between personnel of both offices, the OCP's existing (and potential) data and analytic needs have to take a rightful, low priority in the CAU because they are extracurricular to the CAU function. Moreover, perhaps because of the OCP's hierarchical position in city government and its stress on project development and service delivery, the OCP has not taken adequate advantage of the data management and analysis resources of the Management Improvement Department, which handles the management by objectives (MBO) program for all city agencies. (This department conducts an annual citizen survey -- as one of its many data collection efforts -- that could be an important planning and evaluation tool for OCP staff).

Therefore, the current problem with evaluation is keyed somewhat to the present hierarchical position of the OCP in the city government structure and to a greater degree to the high priority emphasis on project development and service delivery. This is manifested through insufficient resources and attention being given to evaluation. The evaluation problem is further exacerbated by the failure to apply these same necessary data collection and analytic resources to a formal, systematic planning process on the front end of the OCP program development process. It is axiomatic that a program (and its projects) that has not been systematically planned stands little chance of being evaluated effectively.

It is important to note that the project staff has attempted to use available data in their planning and evaluation processes. Weekly, monthly, and annual CAU crime statistics reports are analyzed and sometimes correlated with certain demographic data for planning and evaluation. Other data is collected ranging from head counts at community meetings to the recording of names and addresses for computer matching with offense locations. Data collection vehicles such as utility bills, business license records, and utility hook-ups have been used at times. A few OCP evaluation questions were included this past year on the annual citizens survey conducted by the city. However, the effectiveness of these efforts has been diluted because of (a) the lack of a formal built-in systematic planning, data collection and analysis process, and (b) certain methodological problems in using crime data and the services of the Management Improvement Department.

In summary, the evaluation problems of the OCP that resulted from its history and evolution in the city government, and the issues surrounding these problems center on the following areas:

- An internal lack of emphasis on systematic planning and evaluation evidenced by:
 - The absence of an annual program plan establishing a hierarchy of goals, objectives, and methods for OCP services.

- The absence of detailed plans for individual projects specifying goals objectives, evaluation procedures, implementation methods, and the projects relationship to the OCP program plan.
- The lack of effective use of the CAU and MBO resources.
- The absence of a fulltime staff person responsible for evaluation coordination (only) and trained in the planning/evaluation sciences.
- The methodological problem of constraining evaluation goals and measures to report UCR and MO data; OCP needs to develop intermediate measures and variables that help determine the effectiveness and efficiency of OCP program/project related inputs.
- The existing Management Improvement Department/MBO-type information and evaluation system is geared to ongoing city service delivery functions and is not presently amenable to measurement of the ad hoc types of OCP services, the measurement of specific intermediate objectives in OCP programs, the aggregation of these data with annual ongoing OCP program indicators, and the facility for attributing program effects to different agencies and inputs.

In general, the OCP program appears to be a highly innovative and energetic effort. It is staffed by a small, close-knit group of persons who are well trained in crime prevention technology and who maintain a high degree of credibility in other city agencies and in the community. According to Mr. Frank Griffin of the Pinellas County Criminal Justice Planning Council and Chief Mac Vines of the St. Petersburg Police Department, the OCP has pulled together previously diverse community factions and has worked well in organizing special projects in conjunction with other city agencies. Persons interviewed credited the OCP for a significant role in the current reduction in crime. Over 55 percent of the persons interviewed in the 1975 citizens survey indicated that they were aware of the OCP programs, and the St. Petersburg City Council has recently passed a resolution commending the OCP for their efforts in reducing crime. The OCP budget was recently approved for another year at a level over \$200,000. It is obvious that the OCP has provided a viable service to the city residents.

Most of the success of the OCP is attributable to the charismatic character and competency of the staff, their stability over a 20-month period, their credibility and support in other city and community organizations, and the informal, yet effective, planning system that they developed.

However, it cannot be expected that this type of success will transcend an ultimate turnover in staff, program leadership , and political change. In addition, in the competition for budget resources, the question of productivity will undermine the OCP program if it cannot produce documentation and plans that specify program goals, objectives, and measureable effects. As a consequence, to transform the OCP process into a viable, long-term crime prevention effort (and city service), a formal, systematic planning and evaluation process should be made the backbone of the OCP service delivery approach.

4. RECOMMENDATIONS

4.1 A Recommended Evaluation Approach

While it is clear that OCP has been a positive element in St. Petersburg's criminal justice system, its most obvious deficiency is the absence of systematic planning and evaluation. The evaluations that have been conducted are methodologically weak, and therefore, the results are subject to different interpretations than those offered by OCP. In this section, an evaluation approach and requirements are recommended. To implement these recommendations, a basic requirement is that a fulltime evaluation position be created and staffed with an individual competent in evaluation research techniques and prevention strategies. Without this fulltime evaluation capability, it is doubtful that the recommendations contained in this report, and the procedures and planning methods contained in the referenced manuals (see Appendix B) and materials, can be used to any great extent by the OCP staff.

Given the characteristics of the programs operated by the OCP, it is necessary to develop an evaluation process that provides for short-and long-term evaluation. That is, the evaluation of specific projects and the more global assessment of OCP impact. Following is a summary and brief discussion of three major points of concern in the development and implementation of a systematic planning and evaluation approach for the OCP.

4.1.1 Fulltime Staff Evaluation Capability

The establishment of either level of evaluation (project level or overall OCP program) would require the establishment of evaluation as a priority item with OCP and the translation of that commitment into the selection and hiring of a competent evaluator. The evaluator should have a master's degree in Criminology/Criminal Justice with specific training and experience in research design, sampling, general linear model statistics, and computer usage. This person should be directly responsible to the Director of OCP and should coordinate with the Director of the SPPD Crime Analysis Unit and the Director of the Management Improvement Department.

4.1.2 Project Level Evaluation

The first step in any evaluation must be the establishment of programmatic objectives -- the specification of the dependent variables. In specific OCP projects, these are usually obvious since the projects are developed in response to perceived problems. That is, Operation I.D. attempts to reduce the theft of property from residences; security checks should reduce the rate of burglaries; and so on. A competent evaluation can, in cooperation with staff, establish these expected outcomes. Once these are established, the definition of inputs (the "independent variables") and intermediary changes (the mediating events) can be accomplished and then operationalized. For example, if a project is the development of a display on burglary prevention that is to be exhibited at shopping malls, the outlines of the evaluation would be like that depicted in Figure 4-1. The measurement of inputs, mediating events, and outputs, and their appropriate analysis, would produce

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4-2

DESIGN

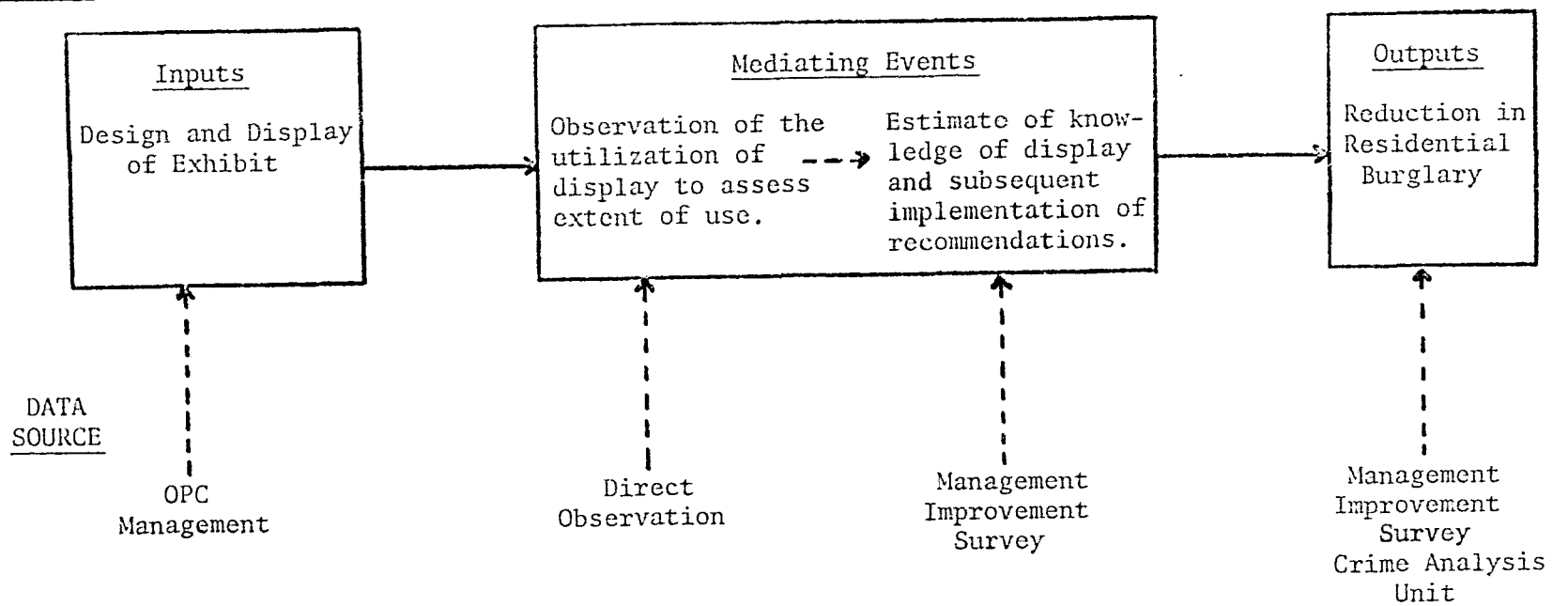


Figure 4-1. Outline of Project Evaluation Design

an evaluation appropriate to the project and expected available level of effort. The collection and appropriate analysis of these data would provide for an effective project level evaluation design.

4.1.3 OCP Overall Program Level Planning and Evaluation

The more difficult evaluation process involves the determination of the overall impact and benefit of the OCP program. While one could contend that if X percent of the OCP projects are effective at level Y, the overall operation is successful; it is more likely that overall agency goals would be more extensive than the sum of the individual project goals. The review of the OCP suggested that these overall goals were not clearly understood and/or articulated by agency staff. While "crime prevention" is a goal, the term is so general that it does not automatically lead to a coherent understanding of objectives. Therefore, it is recommended that the staff, in cooperation with an evaluation specialist, establish as a priority the articulation of specific goals and the most appropriate means of measuring the dimensions involved in the goals. Until overall goals are established evaluation must operate at the specific project level. (See Figures 4-2 and 4-3 for examples of planning steps.)

The Consultants' most encouraging observations regarding the evaluation issue were:

- The receptivity to and recognition of the necessity for evaluation by the OCP staff.
- The data systems that are available for evaluation.

The OCP staff and other relevant individuals have attempted, with limited resources and skills, to evaluate specific projects. Although the weaknesses of these evaluations is recognized, the fact that evaluation is deemed to be of such importance reflects the staff's confidence in its activities and the existence of conditions that would facilitate better evaluation. The data available through the Crime Analysis Unit, and the willingness of the Unit's director to provide data, should make the measurement of the basic dependent variables in specific program evaluations possible. The data system use by the SPPD appears to be responsive and valid. The Management Improvement Survey represents an important data source for the assessment of OCP's overall goals. To date, this survey has not been maximally utilized, but it does provide an excellent resource for the evaluation of OCP. In sum, the commitment and basic data sources necessary for effective evaluation exist in OCP and St. Petersburg. It is recommended that the following actions be taken by the OCP to resolve its evaluation problems:

- Hire an evaluator.
- Establish measurable OCP agency goals.
- Prioritize current and anticipated OCP programs in terms of importance of evaluation.

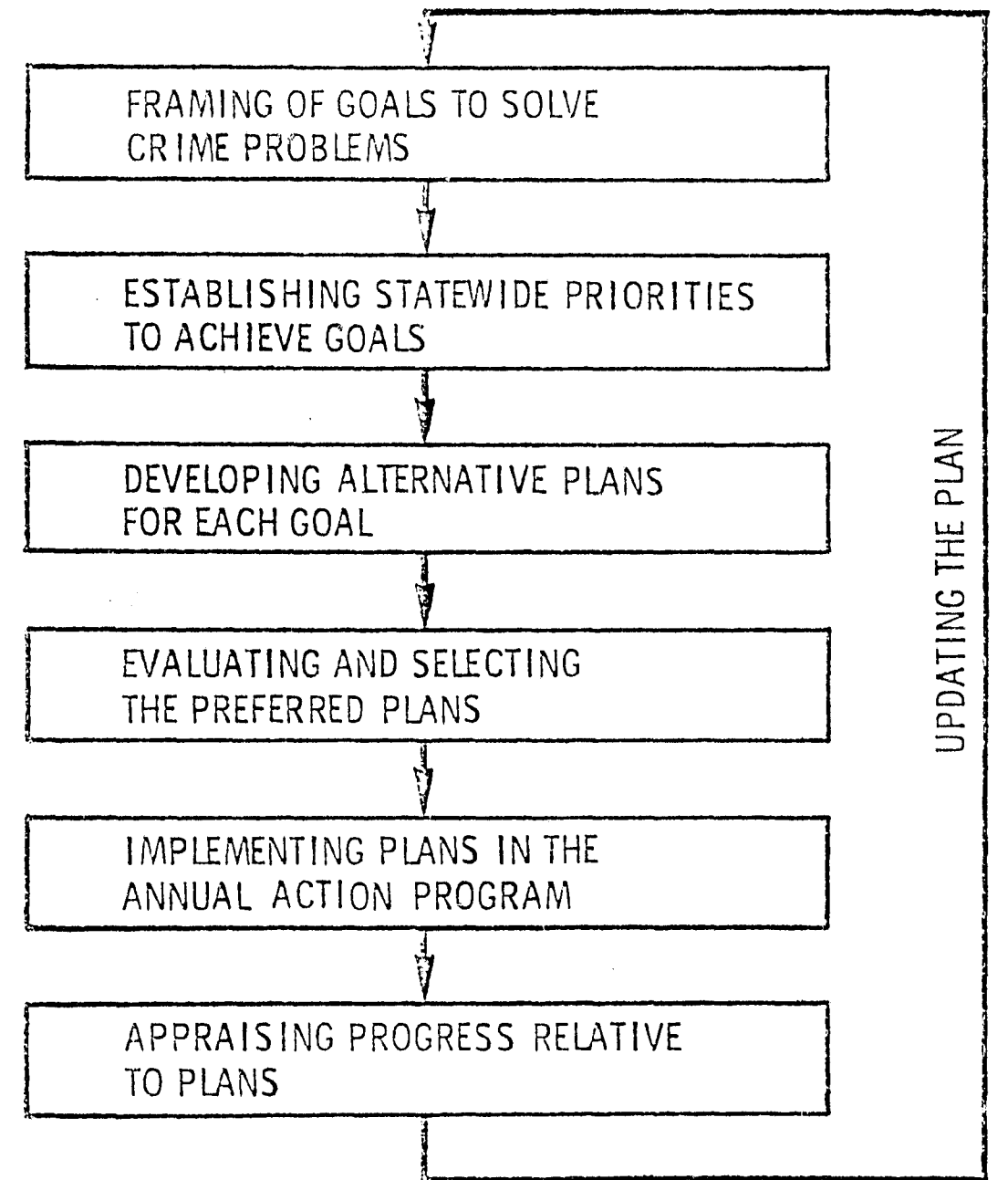


Figure 4-2. CJS Long-Range Planning Process

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4-5

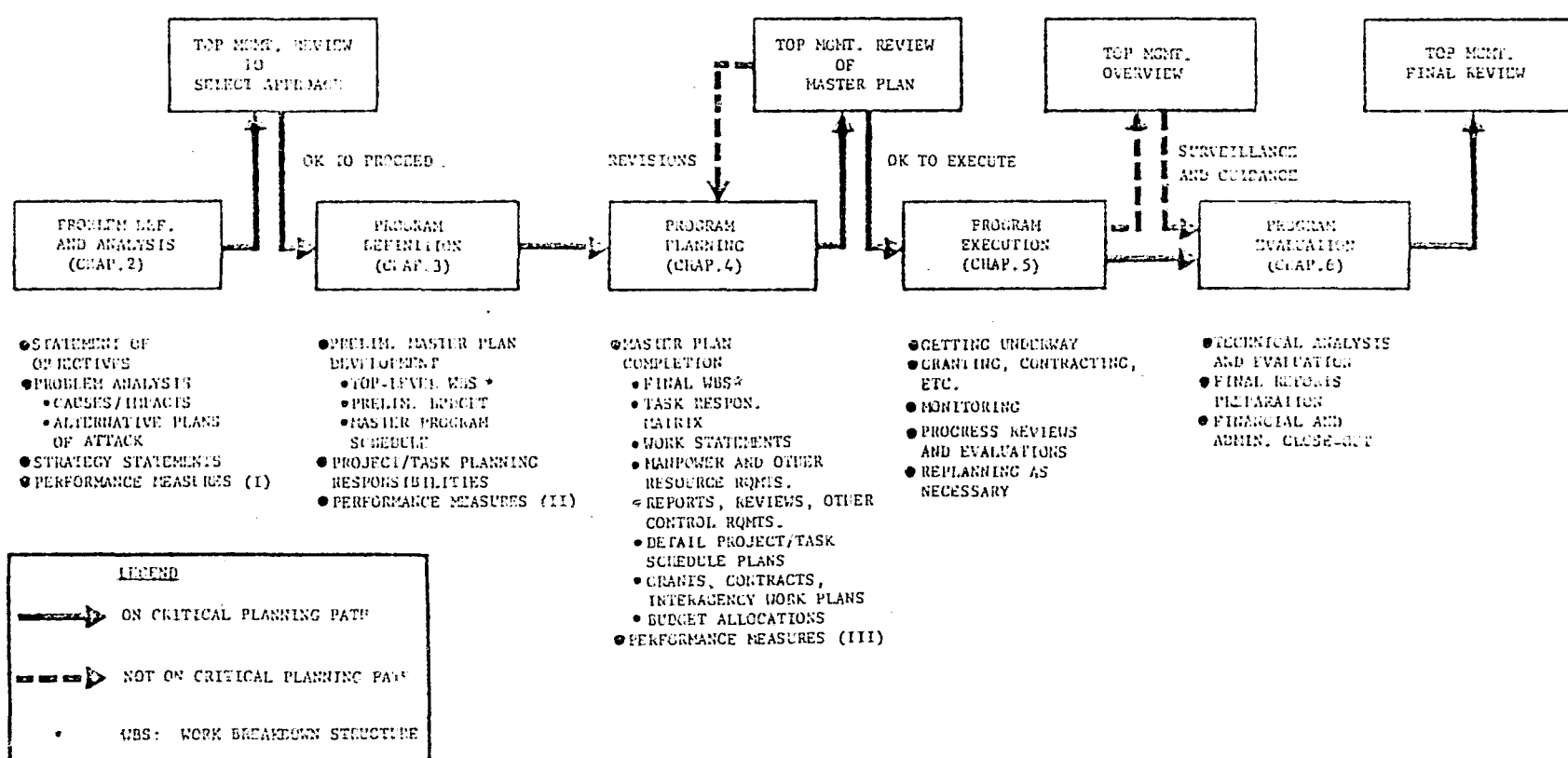


Figure 4-3. Typical Program Planning Activities -- Arranged in a Critical Path Relationship

- Establish an OCP evaluation committee comprised of, at least, the director of the Management Improvement Department, the head of the Crime Analysis Unit, and the OCP evaluator.
- Modify existing and emerging data systems in St. Petersburg to make them more relevant to the evaluation of OCP.
- Develop specific evaluation designs for priority programs and overall objectives.

4.2 Data Needs for Evaluation

As noted previously, the data sources in St. Petersburg are quite supportive of the Consultants' assessment that evaluation of OCP can be accomplished with the addition of a competent, fulltime evaluator. The OCP staff has developed a procedure for assessing its activities (i.e., number of meetings, contacts, and so on). The Crime Analysis Unit is above average when compared to other law enforcement agencies. The most important (and underused) data source is the Management Improvement Survey. Greater usage of that survey is proposed. In particular, the items selected by OCP for the survey should be reassessed following the establishment of measurable, overall agency goals. These items would then be included each year. In addition, these should be a rotating set of items that are selected each year to contribute to the assessment of specific projects that have rated high on the evaluation priority scale and/or are most amenable to survey evaluation.

An attempt should also be made to impact on the inclusion, in standard police incident reporting, of data relevant to the projects and overall goals of OCP. Information on specific physical characteristics of residences and commercial establishments burglarized, and more detail on the methods used to commit the crime would be examples of such additional data. These additional data could be collected on either a permanent or short-term basis. Periodic sampling methods could also be used in lieu of permanent, standardized reporting of all data elements.

The OCP should formalize its input to the Management Improvement Department's MBO-type information and feedback system to provide an ongoing systems capability for storing, analyzing, and feeding-back the activity and citizen contact data that is currently collected and normally stored by the OCP staff. The system should be modified to meet the OCP need for both short-term, project level feedback and ongoing OCP program level feedback. The data elements (NBO indicators) that are selected for this system should be expanded beyond crime and citizen contact data to include measures of the mediating events (such as observed use of OCP displays or materials) that occur between a project input and the measured impact on crime. Observational, sampling, and survey/interviewing

techniques should be used by the OCP staff and volunteers to collect this type of information.

The modifications described above would provide the OCP with an excellent data system for use in problem analysis, program planning, project development and execution, and evaluation.

APPENDIX A

Synopsis of the Philosophy and Programs of
the St. Petersburg, Florida, Office of
Crime Prevention

R-76-149
A-1

SYNOPSIS OF THE PHILOSOPHY AND
PROGRAMS OF THE ST. PETERSBURG, FLORIDA
OFFICE OF CRIME PREVENTION

The Office of Crime Prevention was established by the City Manager to provide a professional staff to develop and implement specific proposals of the National Advisory Commission on Criminal Justice Standards and Goals. The proposals that fall within the purview of a local government's ability to impact upon crime are somewhat limited by State statutes but many of their recommendations can be and have been implemented.

The implementation of many of these far reaching proposals suggested by the National Commission requires planning, more specifically, criminal justice planning. Criminal justice planning is the responsibility of this office and operates under the following assumptions:¹

That criminal justice functions do constitute a system since policy decisions made in one phase of the criminal justice process do affect the other components.

That crime prevention is a separate and distinct component of the criminal justice system.

That the criminal justice system must be an open system, one that is capable of acting upon and reacting to its environment.

The National Commission has recommended that crime reduction may be accomplished by directing attention to two fundamental strategies: the "prevention of crime" before it actually occurs; and the "control of crime" after it has occurred.

The control of crime involves the police, courts and corrections and therefore coordination becomes paramount to the success of any "crime control" effort. The police programs may be totally local or may involve numerous law enforcement agencies at all levels of government. The courts are mostly a state or county function and include both prosecution and defense efforts. The corrections systems involve not only local, county, state and federal agencies but even private associations concerned with various disciplines of resocialization of offenders. Obviously the coordination of these "crime control" units is realistically a task of keeping all those concerned aware of the new activities of the component parts, rather than attempting to become a "super agency" type operation.

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A-2

The prevention of crime by the reduction of initiative or reduction of opportunities by potential offenders can be achieved more readily by the efforts of municipal government. The following chart is designed to show at a glance the relationships of the goals, strategies, methods, functions and projects of crime reduction. The projects are listed separately following this chart with a brief definition of the programs with dates for implementation of those in the planning stages and completion dates for those already in progress. Some are listed as continuous where no termination date is expected such as seasonal programs repeated from year to year.

Following the goals chart is an outline of the office's activity/function breakdown designed to clarify our perception of the fundamental operational strategy. As programs are adopted by the office they are categorized as to placement within this overall operational strategy in order to better develop the realistic guidelines for evaluation of program results or for the process of fine tuning the continuing programs.

¹Faust, Frederick L. and James E. Frank. Criminology, Vol. 13, No. 2
August, 1975.

COAL

STRATEGY

METHODS

FUNCTIONS

TACTICS/PROJECTS

Reduction
Crime

Prevention
of Crime

Reduce
Initiative

Reduce
Opportunity

Increased Risk of
Crime Commission

Control
of Crime

Improved Quality
of Justice

Improved
Post-Disposition
Client Processing

Social Service Delivery

Occupational Readiness

Environmental Design/Impact

Citizen and Community
Involvement

Crime Detection
Criminal Investigation
Suspect Apprehension

Predispositional Management
of Alleged Offenders

Criminal Defense
Criminal Prosecution
Adjudication
Sentencing/Disposition

Health Services
Occupational Opportunities
Resocialization

N.Y.C.
Project Concern
(Witness Transport)
(Ombudsmen)
(Outreach Centers)

Youth Conserv. Corps
PAL
Boys Club
Hire-a-Youth

Bank Security Inspec.
Security Ordinance
Private Security
Assessment
Business Alert
Locks for Elderly
Federal Crime Ins.

Neighborhood Alert
Operation I.D.
School Alert
Marine Alert
Self-Protection for
Women
SPARC
Postal Services

ABAR
Anti-Fencing
Hotel/Motel Burglary
Anti-Shoplifting
Auto Theft
NCPI Education Progr
Crime Prevention
Training

Straight, Inc.
Learning Systems, Inc

Court Watchers

Straight, Inc.
Work Release
Learning Systems, Inc
Drug Rehabilitation

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A-4

PROGRAMS

S.P.A.R.C.

Neighborhood Alert Meetings & Presentations

Business Alert

- a. Robbery Prevention Programs
- b. Burglary Prevention Programs & security inspections
- c. Shoplifting Programs

Operation Identification

Self Protection for Women Presentations

Crime Prevention Training

- a. Police Recruit
- b. Police In-Service
- c. Citizen-volunteer

Bank Security Inspections

Bank Robbery Prevention Programs

Crime Prevention Speeches

Crime Prevention Permanent Display

School Crime Prevention Programs

Home Security Inspections

Radio & TV Public Service Announcements

PROGRAMS

1. Vacation Alert
2. Geographic Neighborhood Patrol
& Home Inspection Saturation
3. N.C.P.I. Education Program -
4. Postal Service Crime Prevention
Training
5. Crime Prevention news media
releases
6. Federal Crime Insurance
7. Locks for Elderly Grant
8. Property Protection/Recovery
Grant
9. Security Ordinance
10. Private Security Assessment
11. Temporary Crime Prevention
Displays

PROGRAMS

1. Project Concern
2. Learning Systems, Inc.
3. A.B.A.R.
4. Anti-Fencing
5. School Alert Programs
6. Fraudulent Check Program

PROGRAMS

1. P.A.L.
2. Boys Club
3. Recidivism
Research Study
4. Planning
Commission
(Advisory Role)
5. Juvenile Welfare
Board
6. Youth Drug Abuse
Prevention
Committee
(Straight, Inc.)
7. Neighborhood
Youth Corps
8. Hire-a-Youth
9. Pinellas Probation
Homes
10. Drug Abuse
Committee
Community Alliance
11. National Alliance
Businessmen
12. Governor's Help
Stop Crime
Committee

ACTIVITY/FUNCTION STRATEGY

R-76-T-19
A-5

N.Y.C.:

The Neighborhood Youth Corps is an agency which has as its goal the reduction of crime by utilizing the time and energy of its youthful participants, ages 15-18, and by providing them with an income. This agency is federally funded through the Comprehensive Employment Training Act. (CETA). This office assists in meeting the NYC objective of providing employment and training for youth by utilizing them in various City departments and related agencies. This is an on-going seasonal program, successful in prior years.

PROJECT CONCERN:

Project Concern is designed with the goal of crime reduction in St. Petersburg, through addressing certain Priorities: Juvenile Delinquency, Delivery of Social Services, Prompt Determination of Guilt or Innocence, Citizen Action and increased citizen involvement in crime prevention. The project has as its objective to reach into every residence and business in the city utilizing the combined resources of the municipal government, public and quasi-public agencies, the Junior League, and hundreds of private citizens in a comprehensive attack on crime and its underlying causes. A pilot project has been designed as a back up for a more comprehensive program currently awaiting approval for a discretionary LEAA grant.

YOUTH CONSERVATION CORPS:

The YCC has as its goal the reduction of crime by providing income and constructive use of time through the employment of youth. This office assisted in this federally funded program and is presently in the process of developing a grant application to have a YCC project established in St. Petersburg during the summer of 1976. The objective of the local effort is to provide employment and training for 60 youths in the area of conservation, thereby exposing them to ways of becoming responsible and productive citizens.

P.A.L.:

The Police Athletic League is a large recreational facility existing to aid in the reduction of crime by youth in the high crime area of the city. The objective of PAL is to provide recreational space and programs in the downtown area of the city, and supervision when needed to encourage good health habits, good sportsmanship, and high moral and civic standards in the youth of St. Petersburg. Though financed by private donations, the programs are designed with crime prevention in mind and supervised by a police officer. This is an on-going program.

BOYS CLUB:

The Boys Club was established to provide a recreational facility, with adult leadership and guidance in a high crime section of the city which otherwise lacks such facilities. The club is designed to help the young people develop skills, self-esteem, responsibility and overall good citizenship. These objectives lead to the club's goal of reducing juvenile crime in the city's high crime area. The club is presently operating successfully, and has been since its opening in July 1975.

HIRE A YOUTH:

The "Hire-a-Youth" program is designed to assist youths in getting jobs doing general household and yard chores for the public, for a fee. This program has been incorporated into Project Concern.

BANK SECURITY PROGRAM:

The goal of this program is the prevention and/or reduction of bank robbery and burglary. The objective is to aid local banks in following the security regulations established by the Federal Banking Act of 1968, thus making them aware of efficient security systems and their use. An inspection is done by a staff member of this office that includes the installation, maintenance, and operations of security devices, as well as an explanation of procedures and necessary recommendations. This is an on-going program.

SECURITY ORDINANCE:

The Office of Crime Prevention obtained federal funding to develop a model building ordinance. The goal of this effort is the reduction of burglary through correct security devices on homes and businesses. The objective of the ordinance is to assure the inclusion of security devices during the construction stage of building based on minimum standards. The recommendations of this office are being reviewed by City Administrators.

PRIVATE SECURITY ASSESSMENT:

The Office of Crime Prevention received federal funding to survey and assess private security agencies operating in the city. The goal of this review is to improve the quality of crime prevention services rendered by private security agencies. The assessment is aimed at the objective of establishing minimum standards to regulate private agencies. The information gathered thus far is being reviewed by the City Administration for purposes of setting up implementation procedures.

BUSINESS ALERT:

The goal of this on-going program is to reduce business burglary, robbery, and retail theft. This is attempted through the objectives of educating businessmen and employees in prevention of business-related crimes, conducting security inspections, and making evaluations of the existing security system.

LOCKS FOR THE ELDERLY:

This project is seeking federal money to attain the goal of reducing residential burglary in a high crime area of the city which has elderly residents on fixed incomes. The objective is to provide for the purchase and installation of adequate security hardware for 2,000 homes of elderly persons who otherwise would have none. A total of \$77,000 has been allocated for this project, and the grant application will be submitted June 4, 1976.

FEDERAL CRIME INSURANCE:

The Office of Crime Prevention is planning an informational campaign with the objective to inform homeowners and businessmen in the city's high crime area of the availability of this low cost burglary and robbery insurance. The goal of this project, which is scheduled to be underway early in 1976, is to provide insurance for otherwise uninsurable business and home owners.

BLOCK HOMES:

The block home program was started with the goal of providing a designated place of safety for school children, in the school's neighborhood, in the event that are approached by a stranger. The objective includes proper selection and identification of the block home and the block home parents, as well as making the child aware of its existence and purpose. This program is supported by various PTA groups.

As of Fall, 1975, the St. Petersburg Police Department's Youth Services Section has assumed responsibility for this program.

CRIME PREVENTION FOR THE ELDERLY:

Different approaches are necessary to reach the elderly in the area of crime prevention. The programs are designed with the objective of making older people aware of various crime prevention techniques practical for their specific needs. Subjects such as self protection, home security, and bunco are included. The reduction of crime against the elderly is the goal of this project.

NEIGHBORHOOD ALERT:

This program is one of the office's major contacts with the public. The objectives are to make the homeowner aware, through instruction and inspections, of security methods to deter and detect burglary, and to encourage the "neighbor helping neighbor" policy. With this approach, the goal of reduced residential burglary through public awareness and cooperation, and resultant target hardening, is attainable.

Through proper training, SPARC is assuming responsibility for Neighborhood Alert. This program is on-going.

OPERATION ID:

The objective for this program is to encourage the marking and inventory of valuable property. The goal is, through this process, to aid in the identifying and returning of stolen property, as well as to deter burglary.

The grant supporting this program has expired, but it is being carried on in Business and Neighborhood Alert.

SCHOOL ALERT:

The objectives of the School Alert program were to make students aware of juvenile involvement in crime and its consequences; and to instruct them in ways to avoid becoming victims of crime. The goal was to reduce crimes involving school age children, such as, vandalism, shoplifting, and child molesting; and to educate students in the area of the juvenile justice system.

School Alert was a successful endeavor on the part of the Office of Crime Prevention. As of Fall, 1975, the St. Petersburg Police Department's Youth Service's Section has assumed responsibility for the in-school programs.

MARINE ALERT:

The objective of Marine Alert is to provide a system of rewards to citizens for recovery of stolen boats through the Marine Industries Association, and to encourage the marking of marine property for recovery benefit. The goal is to deter the theft of boats and marine accessories and to aid in returning this property in the event it is stolen. SPARC has responsibility for this on-going program.

SELF-PROTECTION FOR WOMEN:

This program's goal is the reduction of those crimes to which women are particularly vulnerable; such as assault, rape, purse snatch, and robbery. The objective of this self-protection approach is to make women, of all ages, aware of crime prevention measures that help them avoid becoming victims of certain crimes. This is an on-going program.

BICYCLE SAFETY:

The objectives of this program involves the instruction of good bicycle safety habits, primarily to school age children, in conjunction with bicycle registration and licensing. The goal is to reduce accidents involving bicycles, to deter bicycle theft and to aid in recovering stolen bicycles.

The Youth Services Section of the Police Department has taken over this program to be done in conjunction with their bicycle licensing.

SPARC:

The St. Petersburg Association to Reduce Crime is a volunteer citizen group whose primary goal is to reduce crime in the city through the combined efforts of the civilian population and to make the residents aware of what they can do to reduce crime. The association's objective is to provide citizen volunteer man hours in all phases of crime prevention activities. On-going.

POSTAL SERVICES:

This program is designed with the objective of utilizing the postman in his daily environment by making him aware of circumstances warranting reporting to the police. This cooperation will aid in reaching the goal of crime reduction through the increased reporting of suspicious persons, vehicles,

and activities by alert postmen. This is an on-going program.

ABAR:

This anti-burglary/anti-robbery project was a federally funded police project designed with the goal to reduce commercial burglary and robbery. The objective of ABAR is to provide a mobile, tactical unit properly equipped to detect a burglary or robbery in progress. The Office of Crime Prevention augmented this project by providing information and training in burglary techniques to businessmen and their employees.

Since the expiration of the grant, the Police Department is successfully continuing the program without federal money.

ANTI-FENCING:

This federally funded program combines the efforts of the St. Petersburg Police, Pinellas County Sheriff and State Attorney's office to have impact on the outlets for stolen property. The objective is to provide a covert operation to attain the goal of the program. This goal is the interception and recovery of stolen property.

A grant application for a second year of funding will be submitted and its approval is most probable.

ANIT-SHOPLIFTING:

See Business Alert.

AUTO THEFT AND AUTO PARTS THEFT:

The goal of this program is to reduce auto thefts, auto B&E, and auto accessory theft. The program is designed with the objective of informing the public of ways to avoid becoming victims of these crimes. Auto accessory marking is an important constituent in this effort and is one of SPARC's activities. This is an on-going program.

NCPI EDUCATION PROGRAM:

The Office of Crime Prevention arranged to have a two week crime prevention training seminar, sponsored by the National Crime Prevention Institute, held in February 1976, in St. Petersburg. The NCPI is the highest recognized crime prevention training institute in the United States. The goal of the office is to further education in the area of crime prevention through this objective of making the high quality education of the NCPI available to local agencies.

CRIME PREVENTION TRAINING:

The Office of Crime Prevention has as one of its goals to spread the concept of crime prevention to the public by utilizing suitable, properly trained groups. This is accomplished through the objective of training different groups in the concepts and methods of crime prevention. Police personnel are trained through academy classes and in-service sessions. Businessmen,

governmental agencies and SPARC volunteers have also been trained. This is an on-going program.

STRAIGHT, INC. (Treatment Alternatives for Juvenile Drug Abusers)

The Staff of the Office of Crime Prevention has become aware of drug abuse problems which result in criminal activities and has established a goal to divert juvenile offenders with drug problems from the criminal justice system. The objective is to provide treatment for the juvenile with drug problems and to this end has encouraged and assisted a private group of citizens to form a non-profit corporation to develop such a program locally. This assistance and support is on-going.

LEARNING SYSTEMS, INC:

Funded by the Department of Labor, this is a non-residential juvenile service program which has as its goal the reduction of the recidivism rate of youthful offenders. The program has as its objective the encouragement of professional organizations to develop anti-recidivism programs for juveniles. This office is attempting to assist in the re-funding by government funds through the Juvenile Welfare Board.

COURT WATCHERS:

Court Watchers is an organized group of citizens concerned about the administration of justice in our courtrooms. Their objective is to alert the public to judges who mete out lenient sentences for serious crimes. This is done to reach their ultimate goal of removing dangerous criminals from the free society. This program is presently inactive.

WORK RELEASE:

This is a program designed with the objective to integrate prisoners back into society through private employment channels while the prisoners are still housed in the detention facility. The goal of the Work Release program is the resocialization of convicted criminals.

A complete program is available and awaiting implementation, pending legislative approval.

DRUG REHABILITATION:

Through the Drug Abuse Committee of the Community Alliance, an evaluation of current rehabilitation efforts is maintained to offer advice to those with drug abuse problems. The goal of this on-going program is the resocialization of youthful drug abusers.

TAMPA BAY AREA CRIME PREVENTION ASSOCIATION:

The Office of Crime Prevention invited the members of the T.B.A.R.P. to send representatives or attend themselves, a Tampa Bay Area Crime Prevention meeting to initiate an association to improve methods of utilizing media for crime prevention and coordinate area activities.

Training has an important role in this office. The staff utilized 26 such sessions to instruct 856 persons in various aspects of crime prevention. Some of those trained were volunteers, businessmen, and police officers, both in the academy and as in-service.

School Alert is a multi-faceted program designed to inform and educate all students in the areas of crime prevention most relative to their age group. Some of the topics covered in the presentations are: child molestation, vandalism, juvenile law, rape prevention, criminal law, and bicycle safety. Contact was maintained with the City's youth throughout the summer of 1975 by providing field trips and activities pertinent to crime prevention. In summation, 205 School Alert programs for 23,543 students and 29 summer programs for 1,845 youths were conducted. Seven volunteers have assisted staff in this area.

Beginning fiscal year 1975-1976, the Youth Services Section of the Police Department has assumed responsibility for this project in order to provide a forum for open discussions and more positive impressions of the police role in our youth oriented society.

Vacation Alert is a program designed for the summer which utilizes the manpower of Police Explorer Post # 980. Persons going on vacation come to the Crime Prevention office to fill out the necessary forms. The Police Explorers will then regularly check their home to protect against vandalism and act as a deterrent to burglary. In June, July and August of 1975, 731 homes were checked by the Explorers. During this 10 week program, the Explorers volunteered 1,750 hours of service.

A major emphasis of the Office of Crime Prevention has been in the area of citizen and community involvement.

The St. Petersburg Association to Reduce Crime (SPARC) aims at accomplishing this objective. SPARC is an all volunteer organization made up of local business men, professional women and concerned citizens who take over the community crime prevention programs, once these programs have been formulated, tested, and evaluated. In some cases the SPARC volunteers have initiated new programs on their own and implemented them after review with the professional staff. It was recently decided that after SPARC members have been properly trained, these volunteers will conduct all the Neighborhood Alert home meetings.

The following are the primary programs in force at this time, including their various aspects and current statistics:

Neighborhood Alert is the largest program presently existing. It operates on the principle of neighbor helping neighbor by keeping an eye on each other's property and encourages the reporting of any suspicious activity to the police. Neighborhood Alert meetings are designed to make the property owner aware of how he should secure his home and thus reduce the opportunity for criminal activity. These presentations, given to neighborhood groups, emphasize inexpensive anti-burglary methods for securing the home, property inventory and engraving, block watching and home security inspections.

Neighborhood Alert also includes presentations, in the form of speeches to large groups, that outline the City's crime prevention function and emphasizes the need for citizen involvement through Neighborhood Alert. Since July 1974, there have been a total of 394 Neighborhood Alert meetings and presentations with 12,290 in attendance. In addition, 264 general crime prevention speeches have been given to 12,817 persons. During this time electric engravers were utilized by 4,221 citizens for marking property for identification purposes.

Home Inspections is an important area of security inspections. This office made a concentrated effort to contact homes and businesses for this purpose. A total of 1,269 home inspections have been completed. Of these, 717 were done in a designated high crime area within a two day period in August, 1975, by 64 specially trained police officers.

Business Alert is designed to inform small business men about steps that can be taken to avoid becoming the victim of a crime. Special emphasis is placed on burglary/robbery and shoplifting prevention. Printed literature, business security inspections, and informative lectures to employees are provided by staff.

Similar to the home inspections, 1,112 total business inspections have been done. In one mass effort in September, 1975, 697 businesses throughout the City were contacted by another group of 64 trained police officers. This served as a follow-up to a similar action in the previous November. In addition, 45 volunteers assisted the professional staff to conduct these inspections.

The Office of Crime Prevention is located in a City owned building located at 1510 First Avenue North and is funded by a \$200,000 budget, augmented by various government grants. It has a staff of eight plus two clerical employees. Clerical assistance for SPARC as well as a meeting room for volunteer groups is provided in this building. The meeting room has been made available for other City agencies on occasion.

The Office of Crime Prevention has a close working relationship with numerous other agencies of the City, County, State and National governments. While the relationship with the Police Department is most visible, others such as Planning, Building, Juvenile Court, County School Administration, Junior League, Office on Aging and some private merchant associations are equally important in the success of our programs.

A new evaluation procedure was inaugurated in July of 1975 to determine the validity of this strategy of "prevention" in the overall goal of the City to reduce crime.

Names and addresses of people involved in the Operation Identification program (better security procedures and property marking) were key punched and a computerized comparison is maintained with the names and addresses of the victims of residential burglary. To date, less than 1 out of 116 citizens who took advantage of this program have been victimized by residential burglary while statistically 1 out of 22 homes are burglarized in this city. Our commercial burglary program, under a similar victimization study, reflects even greater success. One out of 7 is the city-wide rate of commercial burglary with only 1 out of 46 after inspection by crime prevention staff.

The overall crime trend in 1975 was reversed from 1974 with decreases noted month by month. Though the year 1975 started with the highest monthly crime figures in the city's history, the crime index dropped 3% in 1975. This success in meeting our stated objective of a reduction in crime is even more noteworthy in the light of continued crime increases in comparable cities throughout the country.

	<u>1974</u>	<u>1975</u>	<u>%</u> <u>Change</u>
Homicide	33	16	-52%
*Rape Total	81	90	+11%
Forcible	60	56	- 7%
Attempts	21	34	+62%
Robbery	844	805	- 5%
Aggravated Assault	968	1,298	+34%
Burglary Total	7,074	6,627	- 6%
Residential	5,124	5,321	+ 4%
Non-Residential	1,950	1,306	-33%
Larceny	11,076	10,754	- 3%
Auto Theft	<u>783</u>	<u>597</u>	<u>-24%</u>
TOTAL	20,859	20,187	- 3%

*The number of Total Rapes is misleading since the number of successful rapes decreased while the number of attempts increased. From a crime prevention viewpoint, an attempted crime is a success since our programs are designed to educate women on methods to prevent rape when accosted.

The following is a list of the professional staff of the Office of Crime Prevention with a brief statement of their qualifications. In addition, a separate list includes staff memberships in professional associations and on various committees.

ROBERT A. ANDERSEN - Director, 57; B.S., St. Olaf College, Northfield, Minnesota; twenty years experience as FBI Special Agent, Supervisor, Firearms Instructor and expert and Assistant Special Agent in charge of two FBI offices, Knoxville, Tennessee and Cleveland, Ohio; ten years Associate Chief of the Investigations Division of the Federal Highway Administration, Washington, D.C. Employed 11/17/75.

RAY V. WAYMIRE - Deputy Director, 46; B.S. (Criminology), graduate work on M.S., Graduate FBI National Academy, Washington, D.C., twenty-one year veteran and former Director of the St. Petersburg Police Department. Adjunct faculty St. Petersburg Junior College, transferred to this office 7/20/74.

JEFFREY G. SYMONS - Criminal Justice Planner, 26; B.S. (Sociology and Criminal Justice) USF; Teacher's Certificate; Master's Degree course work completed; graduate of the National Crime Prevention Institute's Planners and Administrators Course and the Police Trainers Course; four year veteran of U.S. Air Force; one year's experience as in-take counselor for Division of Youth Services, Pinellas County; Reserve Police Officer. Employed 3/11/74.

EARNEST WILLIAMS - Criminal Justice Planner, 29; A.A. (Pre-law), B.A. (Government) FSU; graduate, National Crime Prevention Institute's Theory and Practice Course; three years as Division Manager for Alexander's Department Store, New York; one year as Public Defender Investigator, Leon County; one year as social worker, Division of Family Services, Jackson County; one year as Counselor, Division of Youth Services, Pinellas County. Employed 4/8/74.

CHARLES C. MINNIS - Criminal Justice Planner, 28; B.A. (History), Kentucky State; Juris Doctorate, Howard University; internship with law firm of Minnis, Williams, and Milton; one year with Florida Power Corporation; graduate National Crime Prevention Institute Theory and Practice Course. Employed 4/15/74.

CAREN PEMBERTON - Criminal Justice Planner, 24; B.A. (Criminal Justice) Florida Tech; graduate student (Criminal Justice) USF; Graduate, National Crime Prevention Institute's Theory and Practice Course; 18 months as a cadet with Sanford Police Department; 18 months with Seminole County Sheriff's Department; 4 months internship with the Bureau of Criminal Justice Planning and Assistance; completed Florida's minimum training standards for police officer; Reserve Police Officer, St. Petersburg Police Department. Employed 3/25/74.

PROFESSIONAL ASSOCIATIONS/COMMITTEE MEMBERSHIPS

NAME	DESCRIPTION/POSITION	MEMBER
<u>SOCIETY OF FORMER SPECIAL AGENTS OF THE FBI, INC.</u>	Member	R. Andersen
<u>INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE</u>	Active Member Active Member Associate Member	R. Andersen R. Waymire C. Pemberton
<u>AMERICAN SOCIETY OF PUBLIC ADMINISTRATION</u> Section on Criminal Justice Administration Membership Committee - Suncoast Chapter	Member - A National organization which addresses itself to all phases of public administration	C. Pemberton J. Symons
<u>ST. PETERSBURG POLICE RESERVES</u>	Members - Local auxiliary police force	C. Pemberton J. Symons
<u>ST. PETERSBURG CRIMINAL JUSTICE PROGRAM</u> <u>COORDINATING COUNCIL</u>	Members - Reviews all LEAA grant applications submitted by or effecting St. Petersburg	R. Waymire C. Pemberton
<u>ST. PETERSBURG POLICE EXPLORER POST #980</u>	Institutional Representative Advisor	R. Waymire C. Pemberton
<u>COMMUNITY ALLIANCE</u>	Member - Employment Committee	C. Minnis
<u>"LEADERSHIP ST. PETERSBURG"</u>	Member	C. Minnis
<u>ST. PETERSBURG EXCHANGE CLUB</u>	Member	J. Symons
<u>UNITED WAY</u>	Member - Allocation Committee	C. Minnis
<u>POLICE ATHLETIC LEAGUE</u>	Executive Director and Chairman of Steering Committee	R. Waymire
<u>STUDENT RESOURCE CENTER</u>	Advisory Member	E. Williams
<u>NATIONAL ALLIANCE OF BUSINESSMEN</u>	Advisory Member	R. Waymire E. Williams
<u>SOUTHSIDE BOYS CLUB</u>	Chairman of the Board	E. Williams
<u>PINELLAS COUNTY-WIDE YOUTH SERVICE TASK FORCE</u>	Member	E. Williams
<u>BI-RACIAL COMMITTEE</u> <u>TRANSFER SUB-COMMITTEE</u>	Member - Established under Federal Court Order 1968	E. Williams
<u>BLACKS IN THE CRIMINAL JUSTICE SYSTEM</u>	Member - National Organization	E. Williams

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END

John Doe