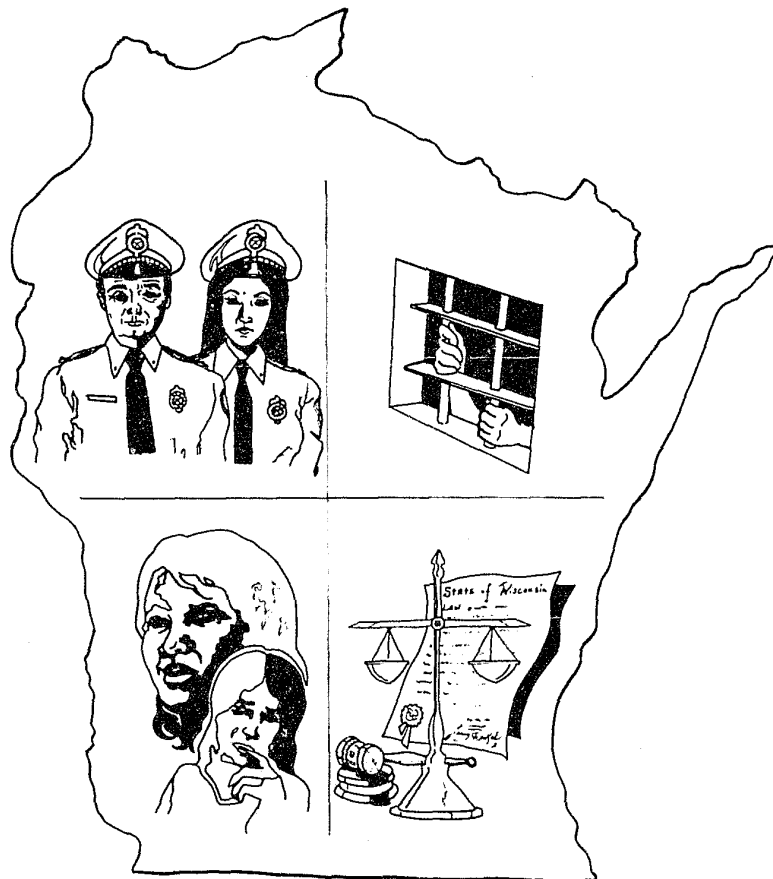
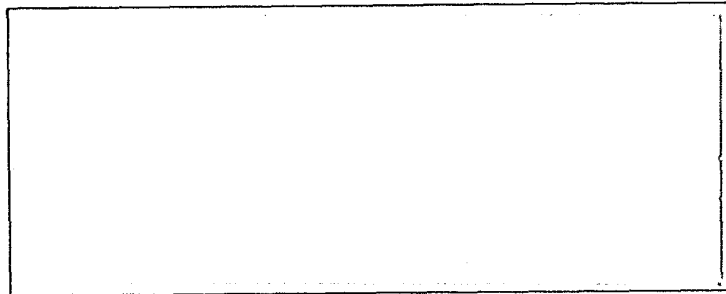




State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE



54905

PROGRAM EVALUATION REPORT



State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE
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Fred A. Wileman
EXECUTIVE DIRECTOR

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Governor

Interim Report:

City of Brown Deer
Crime Prevention Project

WCCJ Subgrant #78-1-MM-3128-8

by

Cheryl Bowser Williamson

NCJ 78

FEB 22 1979

ACQUISITIONS

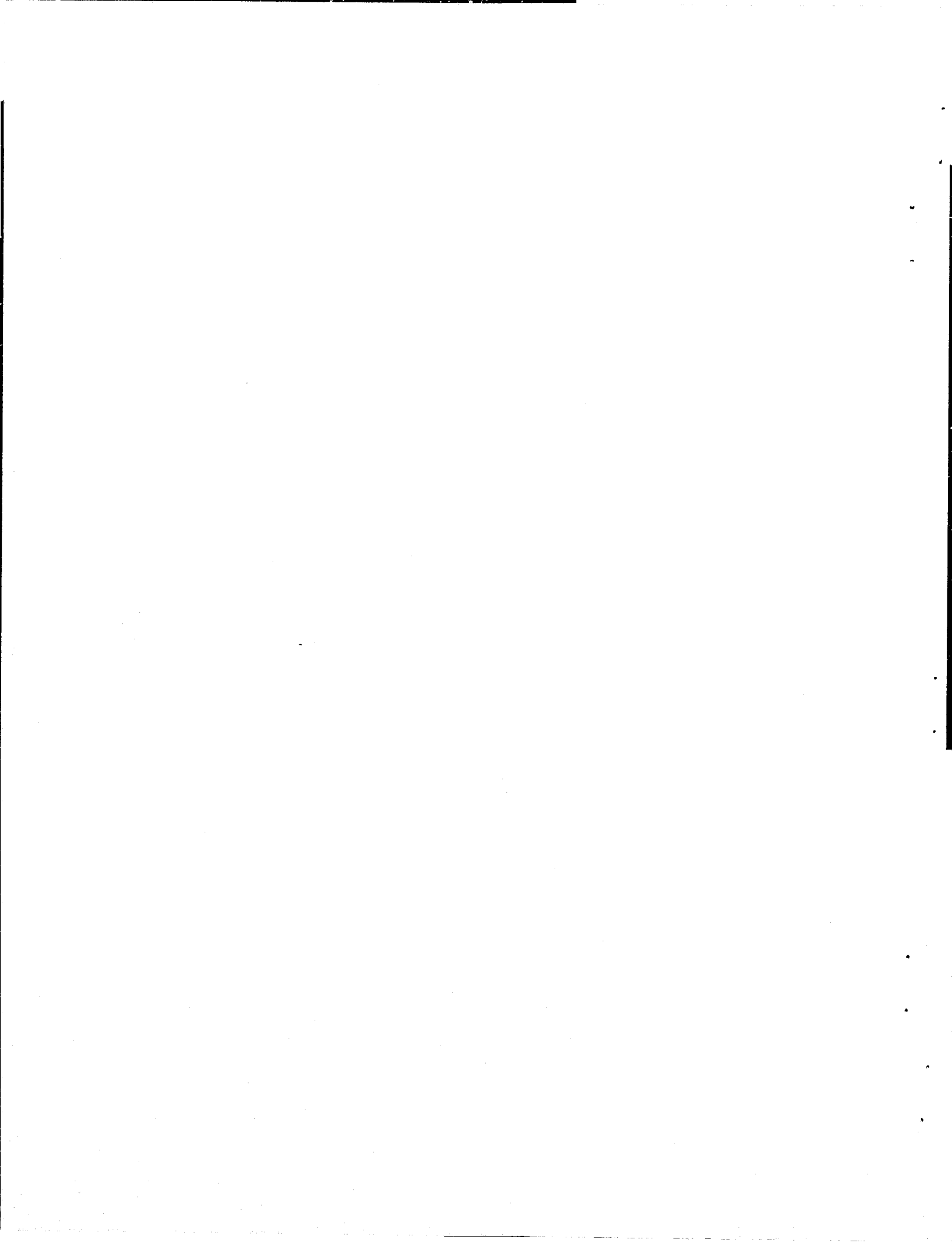
Wisconsin Council on Criminal Justice
Program Evaluation Section
February 1979

Executive Summary

The Brown Deer Police Department received funds in the amount of \$57,619 from the Wisconsin Council on Criminal Justice (WCCJ) for the development of a specialized Crime Prevention Project. Funding was awarded on April 1, 1978 and is scheduled to continue for a two-year period. Based on an analysis of local crime statistics, burglary and theft were identified as the most serious Part I property crimes. Therefore, this project is attempting to effect a 5% reduction in both offenses by the end of the project period. While burglary and theft reduction is the primary goal, the project is also focusing on vandalism and shoplifting prevention.

The Brown Deer Crime Resistance Unit is utilizing various techniques to reduce targeted offenses. Informational articles, flyers, and community seminars have been used to acquaint citizens with local crime problems and available crime prevention services. Prevention activities are focused on Project Theft Guard (i.e., engraving an identification number on household items) and home and business security surveys.

Comparisons were made between baseline (1977) and project (1978) data for the months of September through November. This comparison reveals an increase in the number of targeted offenses. The percentage of offenses cleared by arrest decreased for both burglary and theft. While average dollar loss per incident increased in 1978, this average is magnified by a few unusually high losses for both offenses in 1978. While these data reveal some change in crime trends, generalizations should be made with care as comparisons involve only a three-month period.



A. Introduction

On April 1, 1978 the Wisconsin Council on Criminal Justice (WCCJ) appropriated \$57,619 for the development and implementation of a two-year Crime Prevention Project in Brown Deer, Wisconsin. This is one of eleven such Wisconsin projects funded by the WCCJ. A comparison of all eleven projects appears in Appendix A.

The WCCJ 1979 Policies and Procedures and Action Plan (page 16) states that applicants requesting Crime Prevention monies must ". . . identify at least one Part I offense which is a pressing problem in that jurisdiction. This identification will be based on analysis of available data. . ."

Consistent with this requirement, the Brown Deer Police Department compiled and analyzed local crime statistics. These data identified burglary and theft as the most problematic of the Part I property crimes. The incidence of both offenses has increased within a four-year period. Between the years of 1974 and 1977, burglary increased 29% while theft increased 5%. Additional figures in Table 1 indicate that, of all Part I property crimes, burglary and theft are the most prevalent in Brown Deer. Therefore, the primary goal of this project is to reduce the incidence of both offenses by 5% at the end of the project period.

Table 1

1977 Rates per 100,000

Jurisdiction	Robbery	Burglary	Theft	Motor Vehicle Theft
Brown Deer	7.1	411	2,593.4	92.1
State of Wisconsin	52.2	846.8	2,614.1	220.7

B. Personnel and Equipment

Officer James Seeger was assigned to the position of Crime Resistance Officer (CRO). As such, he is the coordinator of the Crime Resistance Unit. This Unit is attached directly to the office of the Chief of Police. Some

overlap in function exists between the CRO and the Youth Aid Officer. Because of this situation, a document was developed which delineates areas of responsibility for both positions. This document is not intended to eliminate all areas of duplication but, instead, to facilitate cooperation and coordination between the Crime Resistance and the Youth Aid positions.

In addition to the efforts of Officer Seeger, the Crime Resistance Unit is staffed by Susan Johnston, the Vandalism Coordinator for the Brown Deer Police Department. This is a non-sworn, community services position funded by the Comprehensive Employment and Training Act (CETA). Johnston estimates she spends approximately half of her time on the crime prevention project; the other half of her time is spent performing non-sworn, police-related functions. Although the primary focus of this project is burglary and theft, Johnston is placing some emphasis on vandalism and shoplifting prevention.

Specialized staff training in crime prevention was viewed as necessary for the effective development of the Crime Resistance Unit. Upon inception of this project, Officer Seeger attended a four-week seminar on crime prevention theory and practice at the National Crime Prevention Institute in Louisville, Kentucky. During the second year of the project, Seeger will attend a two-week seminar on assessment and evaluation techniques. This seminar will also be held at the National Crime Prevention Institute.

Because prevention has not been a traditional part of policing, all sworn personnel are required to participate in an in-service seminar designed to familiarize officers with crime prevention techniques and philosophies. A two-hour training presentation was developed which incorporates a film and a video-taped lecture on crime prevention. The intended impact of this presentation is two-fold:

1. Present information on prevention techniques;
2. Overcome resistance to the concept of proactive policing.

Seeger felt these sessions eliminated misconceptions about crime prevention and made some impact on officer attitude.

To facilitate the more efficient use of statistics, WCCJ funds were appropriated for the purchase of a micro-computer system. On July 26, 1978 the Brown Deer Crime Resistance Unit received an Alpha Micro 100 computer. Because the actual cost of the computer exceeded the cost estimate presented in the grant proposal, the Village of Brown

Deer contributed the additional funds. Seeger was acquainted with some aspects of computer use at the vendor site. However, no decision has yet been made about how the micro-computer will be programmed. If the computer cannot be programmed on an in-house basis, a purchased program will be sought.

C. Project Activities

In order to effect a reduction in targeted crimes, the Brown Deer Crime Resistance Unit is utilizing various techniques. Community assessment of these techniques is monitored by a questionnaire designed and distributed by PES staff (see Appendix B). The following techniques are being presented to the public:

1. Increasing Community Awareness of Crime and Crime Prevention

The crime analysis in Brown Deer indicated there are a significant number of offenses in which little or no skill was used by the criminal. This suggests that reducing the opportunity for crime by improving home and business security may reduce targeted offenses. Because this requires community cooperation, it is important that citizens have some knowledge of crime prevention and an awareness of the services available through the Crime Resistance Unit.

In order to acquaint the community with the crime prevention program, an article on crime prevention appeared in the local newspaper. Another brief article was printed in the Village newsletter which is mailed to all Brown Deer residents. On September 27, 1978 a meeting was held with representatives of various local clubs to apprise them of available crime prevention services and involve them in those activities. Several representatives expressed an interest in Project Theft Guard and home and business security surveys; others agreed to distribute informational flyers on crime prevention.

Johnston is utilizing several techniques to increase community awareness of shoplifting and vandalism. Literature and posters were obtained from Milwaukee and distributed personally to all businesses in Brown Deer; copies of the new state statute on shoplifting were also disseminated to Brown Deer businesspersons. Johnston has presented

seminars on vandalism at the community Halloween gathering and at the Brown Deer Middle School (see Appendix C for vandalism handout); her next presentation will be at the Brown Deer High School.

2. Project Theft Guard

Project Theft Guard is similar to "Operation Identification" which has been used by other WCCJ-funded crime prevention projects. The purpose of this activity is to prevent criminals from taking household valuables by permanently marking them with an identification number which can be easily traced to the owner (e.g., a driver's license). In addition to deterring criminals from taking marked items, this process is intended to make the fencing of stolen property more difficult (thereby reducing the economic benefit of burglary and theft) and facilitate the return of stolen goods to the proper owner.

Engraving services have been available through the Brown Deer Police Department prior to the inception of the Crime Resistance Unit. Promotion of this activity, however, has been sporadic. In order to increase the utility of Project Theft Guard, this program is being revised.

3. Residential and Business Security Surveys

As noted earlier in this report, the crime analysis revealed a number of offenses by inexperienced offenders, thus suggesting the possible effectiveness of "target hardening" techniques (i.e., reducing the opportunity for crime by improving security) in crime reduction. Therefore, the Crime Resistance Unit offers security surveys to Brown Deer residents and businesspersons. The purpose of these surveys is to suggest structural changes which would improve the security of participating establishments. The effectiveness of these surveys is, of course, contingent upon the implementation of suggested changes.

To develop a more efficient survey process, information was requested from over forty security companies and two local alarm companies. Responses from these companies included literature, hardware displays and cost information. This information was incorporated into a booklet which is disseminated to persons participating in a security check. These

booklets are prepared for specific geographic districts within Brown Deer and address security issues which have been identified, through the crime analysis, as being particularly serious in that area. Suggested security improvements made at the time of the survey are incorporated into the booklet which is then finally distributed to the participant.

D. Date Collection and Crime Reduction

Crime statistics are important in both guiding the type of crime prevention strategies which would be useful in a particular jurisdiction and evaluating the impact of those strategies on crime. Because data originate with police incident reports, these forms are being revised in Brown Deer.

Detailed information was gathered by the Crime Resistance Unit on burglaries and thefts which occurred in 1977 and 1978. Burglary was broken down into the following categories: 1) residential, 2) business, 3) other (e.g., garages, outside storage areas). Theft was divided into felony and misdemeanor categories. To facilitate both the analysis and eventual computerization of these data, a system of "graphing" was used such that elements of each offense (e.g., tool used, type of attack, etc.,) could be easily identified and summarized.

The data gathered by the Brown Deer Crime Resistance Unit were coded for computerization according to a collection instrument developed by the WCCJ Program Evaluation Section (PES). Copies of the Crime Prevention research design and collection instrument were distributed to the WCCJ Executive Committee at their September 17, 1978 meeting. Although funding began in April 1978, the planning phase for this project was not completed until September 1978. Hence, for the purpose of this report, baseline (1977) data were collected on targeted offenses which occurred during the months of September 1977 through November 1977. Project data included offenses which occurred during the same months of 1978. Comparisons were then made between baseline and 1978 data. Generalizations should be made with care because comparisons are based on only a three-month period of time.

Although the primary goal of this Crime Prevention Project was to effect a 5% reduction in burglary and theft, the data collected for the months of September through November note an increase in both targeted offenses (see Table 2). However, the implementation of a crime prevention project

often makes the community more aware of crime, thus increasing the number of crimes that are reported to the police. Whether this crime increase noted in Table 2 reflects a rise in the actual incidence of burglary and theft or is merely the result of a change in reporting behavior is not known. A more unequivocal statement can be made about this issue at a later point in the project.

Table 2

Incidence of Burglary and Theft
September - November

Type Offense	1977	1978	% Change 1977-1978
Burglary	13	19	+46%
Theft	46	81	+76%

Consistent with the goal of reducing the incidence of burglary and theft, the following objectives were identified by the subgrantee:

1. Reduce the total dollar loss resulting from targeted crimes.

The figures presented in Table 3 reveal a substantial increase in the average dollar loss per targeted offense. It should be noted that, while average dollar loss per incident increased, there were a few cases of both burglary and theft in 1978 which resulted in unusually high loss; these high losses have amplified the averages computed for dollar loss. Finally, Table 4 indicates there has been a significant increase in the number of burglary and theft cases in which no dollar loss was reported. Although Table 4 indicates a favorable change, some care should be exercised when interpreting these figures as this category (i.e., no dollar loss) includes actual offenses, attempts, and cases where, although there may have been some loss, no figures on dollar loss were reported.

Table 3
Average Loss Per Incident
September - November

Offense	1977	1978	% Change 1977-1978
Burglary	\$139.46	\$498.73	+258%
Theft	\$ 67.73	\$204.67	+202%

Table 4
Dollar Loss Resulting from Burglary and Theft
September - November

Amount	Burglary			Theft		
	1977	1978	% Change 1977-1978	1977	1978	% Change 1977-1978
\$ 0 ¹	5 (38%)	9 (47%)	+ 80%	5 (11%)	23 (28%)	+360%
1-50	2 (15%)	1 (5%)	- 50%	20 (43%)	22 (27%)	+ 10%
51-200	4 (31%)	1 (5%)	- 75%	18 (39%)	21 (26%)	+ 17%
201-500	1 (8%)	4 (21%)	+300%	3 (7%)	11 (14%)	+267%
501-1,000	0 (0%)	2 (11%)	**	0 (0%)	2 (2%)	**
1,000-2,000	1 (8%)	1 (5%)	0%	0 (0%)	1 (1%)	**
Over 2,000	0 (0%)	1 (5%)	**	0 (0%)	1 (1%)	**
Total	13 (100%)	19 (99%) ³		46 (100%)	81 (99%) ³	

¹ Includes both actual offenses and attempts. This also includes cases where no figures on dollar loss were presented.

** Cannot be computed.

³ Percentages do not total 100% due to rounding.

2. Increase the reporting of targeted crimes, thereby decreasing the gap between the number of crimes reported and the actual incidence of crimes.

It is clear that the quality and accuracy of crime statistics largely depends upon the reporting behavior of the local citizenry. Because prevention strategies cannot be planned effectively if statistics are incomplete, it is reasonable to attempt to increase the reporting of crime. As noted earlier, the number of both burglaries and thefts recorded in official police statistics increased in 1978 for the months of September through November.

3. Increase the number of follow-up investigations on targeted crime.

Follow-up investigations are those accomplished after the initial crime report has been made. The Brown Deer crime analysis indicated there had been very few cases in which a follow-up investigation occurred. It is noted by the subgrantee that increasing the number of follow-up investigations is intended to increase the number of targeted crimes which are cleared by arrest. Tables 5 and 6, however, reveal very little change between 1977 and 1978 clearance rates for either theft or burglary.

Table 5

Burglary Clearance
September - November

Status of Clearance	1977	1978
Open Case	12 (92%)	18 (95%)
Cleared by Arrest	1 (8%)	0 (0%)
Case Proved Unfounded	0 (0%)	1 (5%)
Total	13(100%)	19(100%)

Table 6
Clearance of Theft
September - November

Status of Clearance	1977	1978
Open Case	38 (83%)	72 (88%)
Cleared by Exceptional Means	1 (2%)	0 (0%)
Cleared by Arrest	7 (15%)	6 (7%)
Cleared by Death of Offender	0 (0%)	3 (4%)
Total	46(100%)	81 (99%)*

* Percentages do not total 100% due to rounding.

E. Conclusion

Comparisons were made between baseline (1977) and project (1978) data for the months of September through November. The data show an increase in the number of targeted offenses for these months. Average dollar loss per incident increased in 1978. This increased average, however, is exacerbated by a few unusually high losses which occurred in 1978. There was an increase in the number of targeted offenses in which no dollar loss was reported; these figures, however, include cases of actual crime, attempts, and cases in which, although there may have been some dollar loss, no figures on loss were reported. Finally, the percentage of offenses cleared by arrest decreased for both burglary and theft. While these comparisons do reveal some change in crime trends, generalizations should be made with care as comparative data involve only a three-month period.

Appendix A

WCCJ-Funded Crime Prevention Projects

Jurisdiction	1977 Population	Project Cost Per Year	Targeted Crimes - 1977 City Rates per 100,000 (State of Wisconsin - rates per 100,000)	Date of Project Start up	Size of Police Department prior to Project Implementation	Number of New Crime Prevention Officers Added by Project ¹
La Crosse	48,814	\$18,000	Burglary: 915.7 (846.8) Auto Theft: 385.1 (220.7) Theft: 4,885.9 (2,614.1)	1/12/78	81 Sworn Officers	1 Part-time Officer (also 1 Part-time Student Intern)
Brown Deer	14,113	\$28,810	Burglary: 411.0 (846.8) Theft: 2,593.4 (2,614.1)	4/1/78	20 Sworn Officers	1 Officer
Franklin	16,095	\$58,000	Burglary: 764.2 (846.8) Theft: 2,435.0 (2,614.1)	4/1/78	20 Sworn Officers	2 Officers
Greendale	17,884	\$58,500	Burglary: 95.1 (846.8) Theft: 5,412.7 (2,614.1)	4/1/78	26 Sworn Officers	2 Officers (also 1 Part-time Social Worker & 1 Volunteer Intern)
Wisconsin Rapids	18,676	\$46,000	Burglary: 1,070.9 (846.8)	4/1/78	40 Sworn Officers	1 Officer (also 1 Part-time Secretary)
Menomonie, City of	10,814	\$26,200	Burglary: 332.9 (846.8) Theft: 3,911.6 (2,614.1)	7/15/78	23 Sworn Officers	1 Officer (also 1 Part-time Secretary)
Oak Creek	15,598	\$33,000	Burglary: 1,154.0 (846.8)	10/1/78	37 Sworn Officers	1 Officer
Hales Corners	8,918	\$30,780	Burglary: 717.6 (846.8) Theft: 2,746.9 (2,614.1)	10/1/78	13 Sworn Officers	1 Officer
Green Bay	89,609	\$66,666	Burglary: 818.0 (846.8) Auto Theft: 164.0 (220.7)	1/1/79	155 Sworn Officers 1 Investigator 2 Full-time Cadets 7 Part-time Cadets	1 Officer (also 2 Cadets & 1 Part-time Secretary)
Mequon	15,899	\$36,000	Burglary: 522.0 (846.8) Theft: 1,673.0 (2,614.1)	11/1/78	32 Sworn Officers	1 Officer
Menominee Restoration Committee	3,662	\$20,819	Burglary: 12,588.2 (846.8)	11/1/78	8 Patrolmen 1 Investigator 2 Full-time deputies 4 Part-time deputies	1 Officer

Footnotes: ¹The new Crime Prevention Officers (CPO) added by the individual projects vary in rank.



HELPFUL HALLOWEEN

Brown Deer TRICK OR TREAT Time:
Sunday/Oct. 29 1:00-4:00 PM

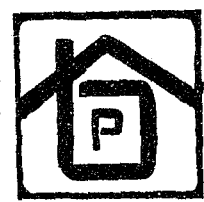
HINTS

Kids:

Don't eat unwrapped goodies until your mom or dad has looked at them.

Don't wear a mask that blocks your vision.

Don't wander too far from home. If you do get lost, look for a home with a BLOCK PARENT sign in the window and ask them for help. (Also ask your mom to put your phone number in your pocket - just in case.)



Don't enter a stranger's car or home for the promise of candy.

Walk on the sidewalk, not in the street, and remember to cross at the intersections. If there is no sidewalk, walk on the side of the road so that you're facing the traffic.

Mom & Dad:

Halloween time is also a time to be on the look out for vandals. Before you send your kids out trick-or-treating, please take a moment and remind them to respect other peoples' property and not to get involved in pulling any "pranks". Also, to avoid becoming a target yourself, follow these tips:

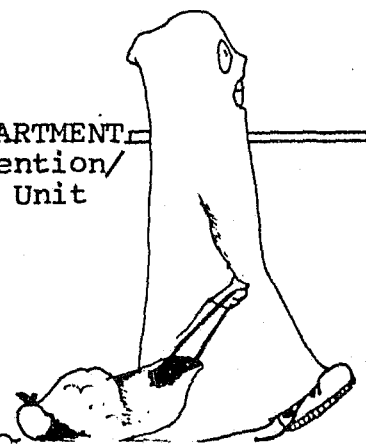
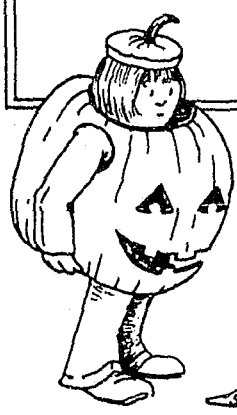
Display your Jack-O-Lantern in your front window, not on your porch.

Keep your porch and yard lights on; your garage door shut and locked.

Keep an eye on the area around your home and report any suspicious "trick-or-treaters", or unusual activities, to the Police Department. (If you prefer, this can be done anonymously.)

Brought to you by:

BROWN DEER POLICE DEPARTMENT
Crime Prevention/
Resistance Unit
354-4121



Appendix C

INSTRUCTIONS

We have asked you to provide information on the crime prevention program in Brown Deer, Wisconsin. The questionnaire which we are using assures you of anonymity. No attempt will be made by either the Wisconsin Council on Criminal Justice or the Brown Deer Police Department to associate your name with your responses. Please check the appropriate blanks; your frank, honest answers will be most useful. Please return this questionnaire in the enclosed, self-addressed, stamped envelope.

1. Did you participate in either a residential or commercial survey? Yes No If "Yes":
 - A. Did you receive suggestions on how to improve the security of your home or business? Yes No
 - B. If you received such suggestions, did you find them useful?

<input type="checkbox"/> Very useful	<input type="checkbox"/> Not very useful
<input type="checkbox"/> Moderately useful	<input type="checkbox"/> Not at all useful
 - C. Did you use the suggestions?

<input type="checkbox"/> None of the suggestions	<input type="checkbox"/> Most of the suggestions
<input type="checkbox"/> Some of the suggestions	<input type="checkbox"/> All of the suggestions
 - D. If suggestions made at the time of the security check were not used, why not? _____

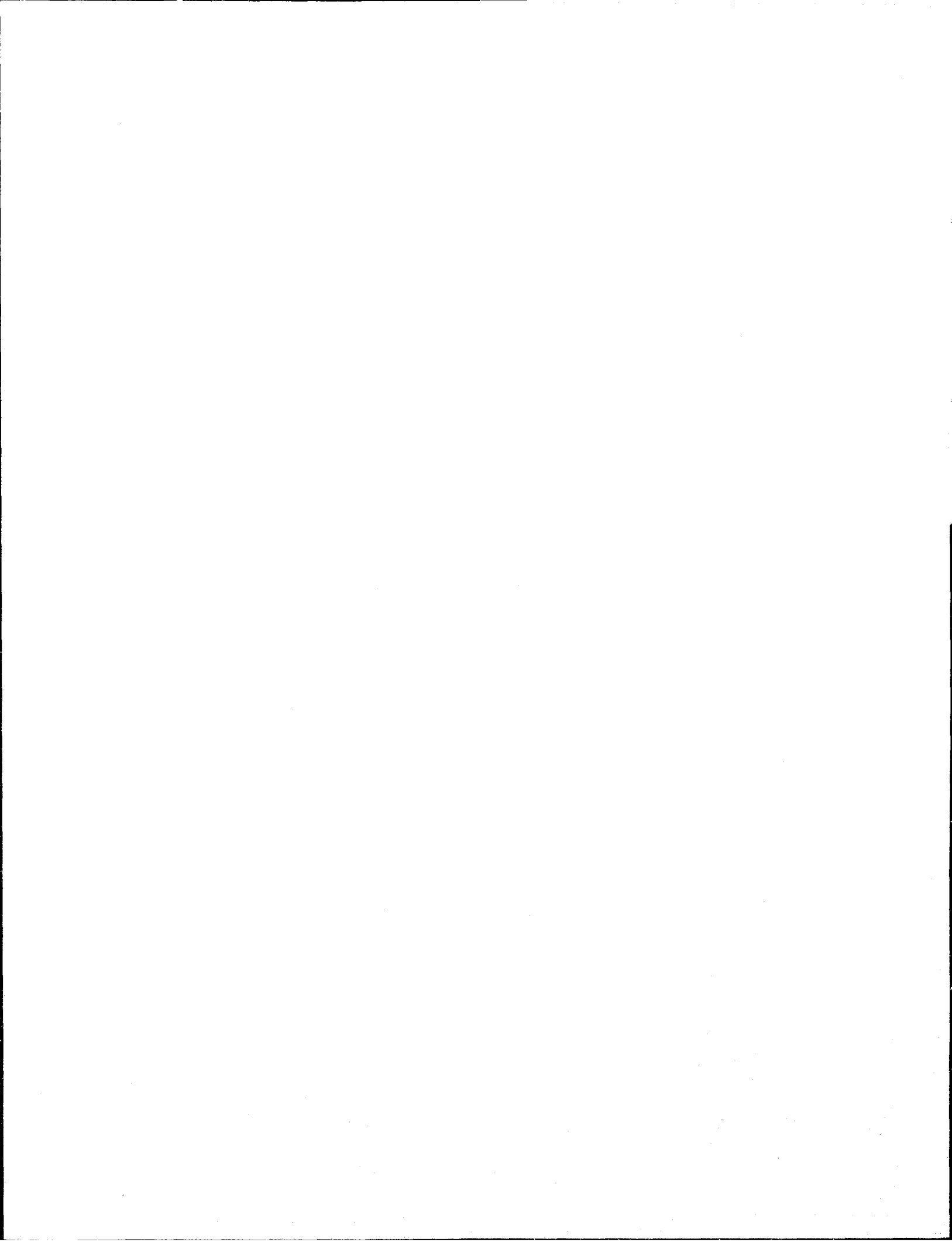
2. Did you attend any of the community education seminars/presentations on crime prevention? Yes No
If "Yes," how would you rate them?

<input type="checkbox"/> Excellent	<input type="checkbox"/> Fair
<input type="checkbox"/> Good	<input type="checkbox"/> Poor

3. Did you request engraving services through Operation Identification? Yes No

Additional comments: _____

Thank you for participating in this survey.



END