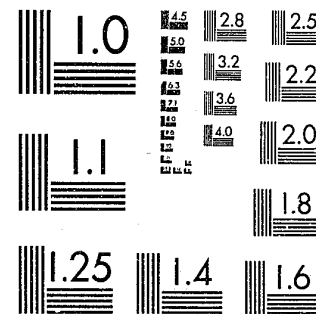


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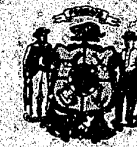
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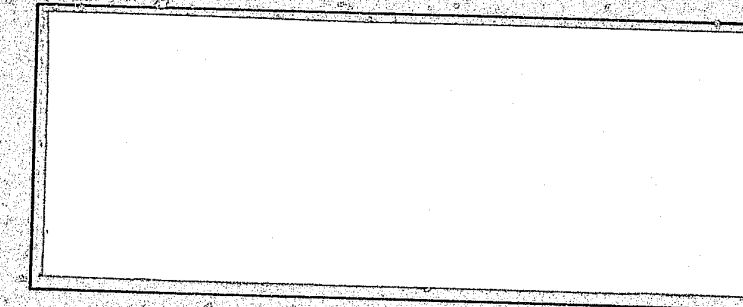
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WISCONSIN COUNCIL ON CRIMINAL JUSTICE



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PROGRAM EVALUATION REPORT



State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE  
122 WEST WASHINGTON AVENUE  
MADISON, WISCONSIN 53702  
(608) 266-3323

James E. Baugh, Ph.D.  
EXECUTIVE DIRECTOR

Lee Sherman Dreyfus  
Governor

NCJRS

APR 16 1980

Crime Prevention  
and the  
Wisconsin Council on Criminal Justice:  
1969 - 1980  
ACQUISITIONS

With Special Emphasis on Twelve Projects

Prepared by:

Patrick J. Riopelle, Team Leader  
Thomas G. Eversen  
John C. Mueller  
Jane S. Radue  
Cheryl Bowser Williamson

February 1980

Wisconsin Council on Criminal Justice  
Program Evaluation Section

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EXECUTIVE SUMMARY

Crime prevention has traditionally been viewed as one of the primary missions of the police. Along with maintenance of public order, provision of public services and apprehension of criminals, society expects the police to reduce criminal opportunities. However, a large number of police agencies have chosen, for one reason or another, not to stress crime prevention.

From 1969 to the present, the Wisconsin Council on Criminal Justice's (WCCJ) commitment to crime prevention, both in terms of planning and funding, has been a long and consistent one. With the exception of two years (1973, 1977) WCCJ's Annual Action and Improvement Plans have designated crime prevention as a separate program category with funding available to subgrantees who meet certain requirements. The total dollar amount appropriated for crime prevention from 1969 to 1980 approximated \$1,709,525.

While WCCJ has consistently been committed to crime prevention programs, the emphasis within these programs has varied considerably over time. Early (1969-1972) approaches placed a heavy emphasis on public education, publicity campaigns and community relations. Within recent years (1973-1980) a more detailed approach addressing certain kinds of property crime has evolved. Program language stressed that only problematic Part I offenses, such as burglary and theft, should be addressed.

Several factors may have been and continue to be relevant when attempting to understand the rationale for the varied responses of the WCCJ in addressing crime prevention over the years:

- (1) competition among differing WCCJ goals and priorities;
- (2) questions of resource allocation;
- (3) public input and perception of public needs;
- (4) data and measurement techniques employed; and
- (5) the political stance of the WCCJ.

However, one important historical fact is the absence of any formal evaluation of crime prevention programs and projects to measure effectiveness. Indeed, until September 1978, no WCCJ-funded crime prevention project had ever been examined to determine its success or failure in meeting stated goals and objectives.

Recognizing a need for accountability, the WCCJ Executive Committee, in November 1977, requested that crime prevention projects funded during and after 1978 be extensively monitored within the Program Evaluation Section (PES) of WCCJ to facilitate fulfillment of the Executive Committee's request.



Guaranteeing that these projects were evaluated properly initially involved the crime prevention study unit answering two related issues: (1) would projects have to conduct pre- and post-victimization studies to measure project impact; and (2) in the absence of victimization studies, what alternatives to evaluating crime prevention projects existed.

As an additional source of data, criminal victimization surveys appear to be useful. Inasmuch as victimization surveys are not subject to controls by political factors, inter-jurisdictional policy differences and intra-jurisdictional policy changes over time, they are more likely to give a more accurate picture of the impact of a crime prevention program than are official Uniform Crime Reporting (UCR) rates.

Victimization studies have their own inherent problems. Information about crimes given by respondents may be incorrect due to misunderstandings about what transpired, ignorance of legal definitions, memory failures regarding when crimes occurred and outright fabrication. Organizational imperatives that may cause interviewers and coders to misrepresent the data toward a showing of greater criminality also have to be considered.

However, the single most prohibitive factor against the use of victimization surveys is cost. In some instances \$50,000 would be needed to evaluate a \$20,000 project. Cost associated with conducting pre- and post-victimization surveys was the paramount reason they were not considered in the evaluation of the twelve WCCJ-funded projects.

An alternative to employing victimization studies involved limiting the evaluation of the crime prevention projects to types of offenses where reporting to the police by victims is uniformly high (e.g., burglary, auto theft). In addition, police recording practices must remain constant before, during and after the project to help assure accuracy.

The twelve WCCJ-funded crime prevention projects reviewed in this report are located throughout the State of Wisconsin. Projects are in various stages of implementation. Projects are located in Brown Deer, Cudahy (plus St. Francis and South Milwaukee), Franklin, Green Bay, Greendale, LaCrosse, Manitowoc, Menominee Reservation, City of Menomonee, Mequon, Oak Creek and Wisconsin Rapids. (See table, next page.)

According to the 1979 and 1980 WCCJ Criminal Justice Improvement and Action Plans, all crime prevention projects funded by WCCJ must attempt to "diminish the rate of at least one targeted Part I property crime." All jurisdictions requesting funds for crime prevention projects must analyze local crime data in an effort to identify, among other problems, Part I crimes which are particularly problematic to that jurisdiction. Those crimes so identified by the crime analyses are then "targeted" by the individual crime prevention project.

# Crime Prevention Projects Funded by the Wisconsin Council on Criminal Justice<sup>1</sup>

Jurisdiction and Population <sup>2</sup>	Project Start-Up Date	Estimated Current Year Project Cost	Targeted Part I Property Crimes <sup>3</sup> Reported Offenses (rates per 100,000) <sup>4</sup>	Size of Police Department Prior to Project Implementation	Number of Project Crime Prevention Officers <sup>5</sup>
La Crosse 48,814	1/12/78	\$16,670	Burglary: 447 (915.7) Motor Vehicle Theft: 188 (385.1) Theft: 2,385 (4,885.9)	81 Sworn Officers	1 Part-time Officer (also 1 Part-time Student Intern)
Brown Deer 14,113	4/1/78	\$26,222	Burglary: 58 (411.0) Theft: 366 (2,593.4)	20 Sworn Officers	1 Officer
Franklin 16,095	4/1/78	\$52,462	Burglary: 123 (764.2) Theft: 392 (2,435.0) (especially construction site theft)	20 Sworn Officers	2 Officers
Greendale 17,384	4/1/78	\$58,546	Burglary: 17 (95.1) Theft: 968 (5,412.7) (especially shoplifting)	26 Sworn Officers	2 Officers (also 1 Part-time Social Worker & 1 Volunteer Intern)
Wisconsin Rapids 18,676	4/1/78	\$44,132	Burglary: 200 (1,070.9)	40 Sworn Officers	1 Officer (also 1 Part-time Secretary)
Menomonee, City of 10,814	7/15/78	\$25,497	Burglary: 36 (332.9)	23 Sworn Officers	1 Officer (also 1 Part-time Secretary)
Oak Creek 15,598	10/1/78	\$31,569	Burglary: 180 (1,154.0)	37 Sworn Officers	1 Officer
Mequon 15,899	11/1/78	\$36,000	Burglary: 83 (522.0) Theft: 266 (1,673.1) (especially construction site theft)	32 Sworn Officers	1 Officer
Menominee Restoration Committee 3,662	11/1/78	\$20,819	Burglary: 461*(12,588.7) * Vast Disparity has occurred in records of reported offenses.	8 Patrolmen 1 Investigator 2 Full-time Deputies 4 Part-time Deputies	1 Officer
Green Bay 89,289	1/1/79	\$66,666	Burglary: 707 (791.8) Motor Vehicle Theft: 152 (170.2)	155 Sworn Officers 1 Investigator 2 Full-time Cadets 7 Part-time Cadets	1 Officer 2 Cadets
Cudahy St. Francis South Milwaukee <sup>6</sup> 54,391	3/1/79	\$26,527	Burglary: 419 (770.3) Theft: 907 (1,667.6)	83 Sworn Officers	5 Officers
Manitowoc 33,143	8/1/79	\$27,053	Burglary: 444 (1,339.6) Theft: 1,225 (3,696.1)	64 Sworn Officers	1 Officer

<sup>1</sup> Statistical Source: Crime Information Bureau, Crime & Arrests.

<sup>2</sup> Population and crime rates are recorded for the year preceding project implementation.

<sup>3</sup> Some jurisdictions are also informally targeting offenses which are classified as Part II property offenses (e.g., vandalism, damage to property).

<sup>4</sup> State of Wisconsin (1977) Population: 4,651,000; Burglary 39,385 (846.8); Theft 121,581 (2,614.1); Motor Vehicle Theft 10,267 (220.7).  
State of Wisconsin (1979) Population: 4,679,000; Burglary 39,589 (846.1); Theft 125,032 (2,672.2); Motor Vehicle Theft 10,736 (229.5).

<sup>5</sup> The Crime Prevention Officer(s) vary in rank.

<sup>6</sup> The figures for these jurisdictions are totals, with average rates per 100,000; five existing officers work part-time with this project; \$26,527 (3-1-79 through 10-1-79) and \$37,140 (10-1-79 through 10-1-80).

All of the crime prevention projects funded by WCCJ are located within the local police department and coordinated by a crime prevention officer (CPO). Most projects involve program activities which are quite similar in nature (e.g., property identification, security survey/inspections of residences and businesses, "Neighborhood Watch" and community education. (See section on Project Activities.)

The total population for all WCCJ-funded projects is 342,061 or 7.31% of Wisconsin's total population. Excluding the City of Manitowoc, for which crime data is not yet available, the projects' total population is 309,121, or 6.61% of Wisconsin's total population.

Typical WCCJ crime prevention project goals included: increased reporting of targeted crimes; reduction or stabilization of targeted offense incidence rates; increased clearance rates; increased community involvement in crime prevention; increased recovery rates (of stolen property); improved records management; statistical crime analysis; and formal establishment of a crime prevention unit.

Methods employed in attempting to accomplish these goals included: security surveys/inspections; community and police education; cooperation with various service and civic organizations; employing property identification systems and crime data analysis (see Project Activities section).

Data on targeted offenses have been collected at all project sites and then translated into machine readable form. This information, drawn from each jurisdiction's incident reports, is divided into two samples--baseline and project. The former includes targeted offenses which occurred during the year prior to project implementation, and the latter sample consists of those offenses which took place after project implementation. Table 1 enumerates the quantity of targeted offenses in each of the samples.

Table 1  
Crime Prevention Sample - All Offenses

Type Offense	Baseline Period	Project Period
Burglary	2,207	1,696
Theft (less shoplifting)	1,187	1,234
Shoplifting	440	775
Other Property	187	588
TOTAL	4,021	4,293

Analyses of these data were performed within three basic comparative frameworks:

1. Historical Comparison--comparison of the quantity and characteristics of offenses during the combined baseline and project periods;
2. Within Program Comparison--comparison of burglary patterns of Milwaukee area crime prevention projects with those not in the Milwaukee area;
3. Control Group Comparison--analysis of the quantity and characteristics of targeted offenses for all projects compared to identical variables for the remainder of Wisconsin.

Within each comparative framework, the respective samples are analyzed along several dimensions of the targeted offenses. The most salient variables include the quantity of offenses, clearance and property recovery ratios, the degree of force used and method of detection.

The historical (i.e., baseline and project samples) comparison of aggregated burglary patterns reveals several important findings:

1. The number of burglaries increased 2.5% from the baseline to the equivalent project period;
2. The combined clearance rate declined by approximately 40% during the project period;
3. The proportion of burglaries in which some or all property was recovered declined by 21% during the aggregated project period;
4. The proportion of attempted burglaries rose over 94% in the project period;
5. The proportion of burglaries reported by citizens other than victims rose 179%; and
6. The proportion of burglaries from single family homes declined by 25%, while the proportion from garages nearly doubled.

Similar analysis of theft samples reveals three major findings:

1. The quantity of thefts rose approximately 1% during the combined project period;
2. The clearance rate declined 12%; and

3. As with burglary, the proportion of thefts from homes declined (40%) while the proportion from outdoor areas and garages rose (26%).

As noted earlier, the characteristics and quantity of burglaries were analyzed by dichotomizing projects into Milwaukee and non-Milwaukee groups. Table 2 summarizes the most important findings based on this analytic framework.

Table 2

Milwaukee and Non-Milwaukee Projects:  
Proportional Change from Baseline to Project Period

Sample	Quantity	Proportion Cleared	Proportion with Some/Total Property Recovery	Proportion of No Force Burglaries	Proportion with No Loss
Milwaukee	+6.7%	-45.5%	+29.2%	+15.9%	+ 4.6%
Non-Milwaukee	- .5%	-39.4%	-43.3%	-10.5%	+13.8%

Finally, the combined project data were compared to analogous information from the remainder of Wisconsin during equivalent time periods. As noted earlier, aggregate project data reveal a 2.5% increase in the number of burglaries. However, the balance of Wisconsin shows a 10% increase in burglary during a comparable time period. Similarly, while combined project thefts rose approximately 1% from baseline to project periods, comparable data from the remainder of the State show a 10.5% increase in the number of reported thefts. To summarize, while the number of burglaries and thefts rose slightly (2.5% and 1% respectively) for combined crime prevention projects, the rate of increase was considerably higher (10% and 10.5% respectively) in the remainder of the State.

In addition to collecting and analyzing quantitative data, PES conducted a survey to determine public acceptance of home and business security surveys conducted by ten of the twelve projects. Of the 270 questionnaires mailed, 168, or 62.4%, were returned. A total of 76.7% indicated that they found the suggestions offered by the crime prevention officers to be very useful (see PES Questionnaire section).

Based on the information contained in this report and interaction with crime prevention practitioners around the country, PES makes seven major recommendations. The most important recommendation is that steps should be taken to establish a statewide Office of Crime Prevention (see Summary and Recommendations section.) The advantages of establishing a statewide Office are: (1) provide equal access and treatment by cities, communities and counties; (2) offset lack of local resources; (3) facilitate public educa-

tion on crime prevention; (4) provide technical assistance in project development; (5) conduct applied research in the area of crime prevention, as well as make recommendations on model legislation; and (6) coordinate crime prevention activities with other state agencies, e.g., Board on Aging, Nursing Home Ombudsman Program, Department of Public Instruction, etc.)

Other recommendations include: (1) program language addressing crime prevention should continue to stress concrete, practical strategies; (2) WCCJ must determine whether vandalism prevention merits inclusion within an existing program area (see Vandalism section); (3) ongoing evaluation and data collection must be continued by the projects to ensure proper allocation of resources; (4) training of project personnel in facets of crime prevention should continue during and after WCCJ funding (see Training section); (5) clearance data should be continually updated to reflect project activities and; (6) project resources should be expended on those crime prevention strategies which show a positive impact.



## SECTION I

### Introduction

Because our homes are psychological extensions of our selves, burglary victims often describe their pain in terms strikingly similar to those used by victims of rape--and in a symbolic sense burglary victims have been violated. The saying that one's home is a sanctuary is no mere epigram; it expresses a profound psychological truth. One of the oldest and most sacred principles of Anglo-Saxon law held that no matter how humble a person's cottage might be, not even the King could enter without his consent. The principle is recognized, after a fashion, by totalitarian regimes. The dramatic symbol of totalitarianism is the harsh knock on the door in the middle of the night...the fact that even storm troopers knock implies their acknowledgment of the territorial rights of the residents. It is not too much to conclude that crime threatens the social order in much the same way as does totalitarianism.

Charles E. Silberman  
Criminal Violence, Criminal  
Justice

Predatory crime does not merely victimize individuals, it impedes and in the extreme case, even prevents the formation and maintenance of community. By disrupting the delicate nexus of ties, formal and informal, by which we are linked with our neighbors, crime atomizes society and makes of its members mere individual calculators estimating their own advantage, especially their own chances for survival amidst their fellows.

James Q. Wilson  
Thinking About Crime

Despite recent reemphasis at the federal, state and local levels,<sup>1</sup> crime prevention has traditionally been viewed as one of the primary missions of the police. Along with maintenance of public order, provision of public services and apprehension of criminals, society expects the police to, whenever and wherever possible, reduce criminal opportunities.<sup>2</sup> Mandated or not, a large number of police departments, either because of a lack of resources or lack of commitment, have chosen not to stress crime prevention. The National Commission on Productivity noted in 1973:

A principle objective of the police is to prevent crime. Yet many police departments do not think positively and specifically about crime prevention. They rely largely on the traditional methods of patrol and investigation, and too often fail to consider specific anticipatory and higher leverage programs that may be more applicable to contemporary crime problems.<sup>3</sup>

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<sup>1</sup> United States Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, Directory of Community Crime Prevention Programs: National and State Levels, U.S. Government Printing Office, Washington, D.C., December 1978. SEE ALSO, United States Department of Justice Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, Community Crime Prevention: A Selected Bibliography, U.S. Government Printing Office, Washington, D.C., September 1977.

<sup>2</sup> George Kelling, David Fogel, "Police Patrol--Some Future Directions," Police Foundation, Madison, Wisconsin, 1976, p. 1.

<sup>3</sup> "The distinction between crime-related patrol activities and 'crime prevention programs' is somewhat arbitrary. Naturally, the sum efforts of the police department theoretically are geared toward deterring crime; the very existence of the department serves notice on would-be criminals that society has the means to track down and apprehend offenders. The intent of the distinction...is to highlight the fact that there are many things that a police department can do--which may lose emphasis if they are thought of simply as an extension of patrol--to more effectively control crime without a significant increase in cost." National Commission on Productivity, Productivity: Opportunities for Improving Productivity in Police Services, Washington, D.C., 1973, p. 37. The National Crime Prevention Institute, University of Louisville, defines crime prevention as "the anticipation, the recognition, and the appraisal of a crime risk and the initiation of some action to remove or reduce it."

Realistically, crime prevention, when implemented, is only one of a number of duties the police are called upon to undertake. Indeed, arguments can be made that in our society there is little the public does not demand of the police. Whether by default or design, most police departments have responsibility:

- a) to identify criminal offenders and criminal activity and, where appropriate, to apprehend offenders and participate in subsequent court proceedings;
- b) to reduce the opportunities for the commission of some crime through preventive patrol and other measures;
- c) to aid individuals who are in danger of physical harm;
- d) to protect constitutional guarantees;
- e) to facilitate the movement of people and vehicles;
- f) to assist those who cannot care for themselves;
- g) to resolve conflict;
- h) to identify problems that are potentially serious law enforcement or governmental problems;
- i) to create and maintain a feeling of security in the community;
- j) to promote and preserve civil order; and
- k) to provide other services on an emergency basis.<sup>4</sup>

All of these considerations compel recognition that the police are being held accountable for a myriad of functions--not the least of which is crime prevention. And despite the fact that police have little control over affecting the deep-rooted causes of crime (e.g., employment opportunities, poverty, racial and class discrimination, etc.) "the public continues to expect the police to prevent all crime."<sup>5</sup>

In reality, the police are only one facet of the criminal justice system--albeit the most visible. Indeed, some have argued that the police do not have as great an impact on deterring crime as is generally believed by the public:

<sup>4</sup> American Bar Association Project on Standards for Criminal Justice, The Urban Police Function, New York, 1978, p. 53.

<sup>5</sup> American Bar Association, op. cit., p. 57.

The police are only one component of the criminal justice system, and it is highly likely that other criminal justice agencies have as much impact in terms of deterrence. The discretion of the prosecutor, the sentencing priorities of the courts and workload problems of correction agencies all may have a far greater impact than do police practices. The police in fact, can be seen primarily as an intake mechanism for scooping up suspects; deterrence ultimately depends on what happens to the suspects after apprehension and arrest.<sup>6</sup>

Without acknowledging the larger political, social, cultural and economic environment in which the police find themselves, there is the real temptation to isolate one particular aspect of policing (e.g., crime prevention, maintaining public order, etc.) in an effort to measure the "overall" success of a department. However, observations of the larger responsibilities and demands placed on police should not be interpreted as exculpatory:

All bureaucracies risk becoming so preoccupied with running their organizations and getting so involved in their methods of operating that they lose sight of the primary purposes for which they were created. The police seem unusually susceptible to this phenomenon.<sup>7</sup> (emphasis added)

Indeed, there is a reemerging belief that police need to address specific crime problems with specific tailored responses. As a result of this belief, specialized crime prevention projects, focusing on serious crimes, have been implemented in Wisconsin.

<sup>6</sup> Robert J. O'Connor and Bernard Gilman, "The Police Role in Detering Crime," as found in Preventing Crime, James A. Cramer, Editor, Sage Criminal Justice System Annuals, Vol. 10, 1978, p. 76.

<sup>7</sup> Herman Goldstein, "Improving Policing: A Problem-Oriented Approach," in Crime and Delinquency, April 1979, Vol. 25, pp. 236-37.



## SECTION II

### Wisconsin Council on Criminal Justice Involvement In Crime Prevention: An Overview

As the state agency responsible for criminal justice planning and for the administration of funds available to the State under the Omnibus Crime Control and Safe Streets Act,<sup>8</sup> the WCCJ develops an annual Criminal Justice Improvement Plan. The Plan may be viewed as a yardstick for measuring the commitment and scope of the WCCJ in addressing criminal justice-related problems and/or issues. The first Improvement Plan was prepared in May 1969.

In reviewing the Plans developed from 1969 to 1980, it is apparent that the Council's commitment to crime prevention, both in terms of planning and funding, has been long and consistent. With the exception of two years (1973, 1977) the Annual Action Plans have designated crime prevention as a separate category, with funding available to subgrantees who meet certain requirements. The total dollar amount appropriated for crime prevention from 1969 to 1980 is approximately \$1,709,525. Table 1 (following page) outlines the money invested since 1969.

While the WCCJ has consistently been committed to designating a program area within the Annual Plan to crime prevention, the emphasis within these programs has varied considerably over time. In its early implementation strategies (1969-1972), WCCJ emphasis was primarily on taking a broad approach (e.g., public education, publicity campaigns, community relations) to crime prevention. Within recent years a more specific and detailed approach addressing certain kinds of crime has evolved (burglary reduction, Part I property crimes). Direct, quoted excerpts from selected Action Plans illustrate this evolution.

<sup>8</sup> The Law Enforcement Assistance Administration was created by the U.S. Congress under the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351), in response to a growing fear of crime in the nation.

Table 1

WCCJ Financial Commitment to Crime Prevention\*  
Appropriated Funds: 1969-1980

Year	Amount	Program Title
1969	\$ 25,000	Prevention of Crime
1970	\$ 125,000	Public Education in Crime Prevention
1971	\$ 125,000	Public Education in Crime Prevention
1972	\$ 100,000	Crime Prevention Improvement
1974	\$ 100,000	Crime Prevention Improvement
1975	\$ 143,600	Crime Prevention
1976	\$ 106,859	Community Relations/Crime Prevention
1978	\$ 382,592	Crime Prevention
1979	\$ 263,848	Crime Prevention
1980	\$ 337,626	Crime Prevention
Total		\$1,709,525

\* Between 1969 and 1975 a number of subprograms (i.e., Drug Abuse, Indian Deputy, Police Youth Officer and Protection of State Office Buildings) were included under the general program area, Crime Prevention. However, only those subprograms that dealt with police public education/community relations and/or Part I property crimes are included here. Appropriations for all subprograms included under the program area Crime Prevention between 1969 and 1980 totaled \$3,454,325.

1970 Action Plan: Program 4: Public Education in Crime Prevention

To initiate a sound public education in crime prevention by providing assistance to local law enforcement agencies, local governments, and other interested groups to develop and implement publicity campaigns, through the available media, calling on citizens to report crimes, to safeguard property and, in general, to make the citizen understand his role as a crime preventor.<sup>9</sup>

<sup>9</sup> WCCJ 1970 Action Plan, op. cit., p. 287.

1972 Action Plan: Program 7: Crime Prevention Improvement

A statewide, comprehensive anti-burglary program will be conducted through the joint participation of state and local agencies. A central coordinating committee will oversee the distribution of pamphlets, engraving tools and advertising displays. It will also conduct a training conference for participating local agencies. This approach reflects the Council's confidence in the efficacy of a statewide, comprehensive program as opposed to individual crime prevention efforts (emphasis added).<sup>10</sup>

1975 Action Plan: Program 11: Crime Prevention

Most police agencies consider the detection and apprehension of offenders to be their priority activity, with non-enforcement services next in line of priority. Crime prevention activities are included in both of the above functions, primarily under the concepts of deterrence and public education. The police have long accepted crime prevention as an appropriate part of their general mission, but seldom develop comprehensive programs aimed at the prevention and thus the reduction of specific crimes.

The police do not have control of nor the capacity to deal with the social and economic causes of crime. However, if the police develop a comprehensive program that involves the community, it may be possible to substantially reduce crime. There can be no doubt that effective pursuit and apprehension of criminal offenders has a deterrent effect on crime, but that alone leaves the police in a reactive posture. A deliberate proactive effort at preventing crime will in the long run have greater impact in spiraling crime rates.

The long range goal of this program is the creation of an effective crime prevention capacity in Wisconsin police agencies with the highest major crime rates and to establish demonstration crime prevention projects in a variety of other agencies with an emphasis on those with special crime problems such as seasonal burglary (emphasis added). It is expected that through these projects an increased awareness and capacity to treat crime prevention as a major police function will ensue statewide.<sup>11</sup>

<sup>10</sup> WCCJ 1972 Action Plan, op. cit., p. 23.

<sup>11</sup> WCCJ 1975 Action Plan, op. cit., p. 48.

1978 Action Plan: Program 1: Crime Prevention

Victimization studies reveal that a large proportion of crime is not reported to police. Police cannot formulate a reactive approach to incidents of which they are unaware. However, they can form "proactive" approaches to many categories of crimes which lend themselves to prevention efforts. At the same time they can influence increased reporting of crimes which may otherwise go unreported... Funds will be available to establish and maintain crime prevention activities in local police agencies. Projects must outline a crime-oriented concept; this is not a police public relations program (emphasis added). The project must display a strategy to identify community crime problems and use both police and community resources to resolve the problems.<sup>12</sup>

1980 Action Plan: Program 1: Crime Prevention

A key element of WCCJ's crime prevention programs is the systematic examination of past crime in a jurisdiction. Such an examination is referred to as a "crime analysis." The purpose of a crime analysis is to identify criminal patterns that are susceptible to preventive police action. A high crime rate does not in and of itself indicate that a particular crime problem is susceptible to control by prevention measures. However, an appropriately performed crime analysis should identify persistent criminal vulnerabilities, e.g., unlocked storage areas in multi-family dwellings, structural inadequacies of certain locking systems. After identifying common criminal opportunities, the applicant outlines proactive strategies which are directed at removing the criminal opportunities associated with the identified weaknesses. Thus, the aim of a crime analysis is to obtain knowledge which would make corrective action almost self-evident... Applicants must perform a crime analysis which identifies and targets at least one Part I crime (burglary, theft, motor vehicle theft, forcible rape, assault, robbery, homicide, arson).<sup>13</sup>

<sup>12</sup> WCCJ 1978 Action Plan, op. cit., pp. 13-14.

<sup>13</sup> WCCJ 1980 Action Plan, op. cit., pp. 26-27. WCCJ mandating that a crime analysis be conducted before funding would be provided, appears to be congruent with approaches outlined by other states. For example, the Minnesota Crime Prevention Center notes that "effective crime prevention programs can begin only as a result of relevant and reliable information. Basic to preventing crime is understanding how and when it occurs. Programs often fail, not because they are not good programs, but because the problem has not been adequately identified." Minnesota Crime Prevention Center, Crime Analysis for Crime Prevention, Minneapolis, Minnesota, October 1978, p. 1.

This cursory review of past and current strategies illustrates the multi-faceted approaches undertaken by the WCCJ in addressing crime prevention since 1969. Several factors may have been and continue to be relevant when understanding the reasons for these varied responses: 1) competition among differing WCCJ goals and priorities; 2) questions of resource allocations; 3) public input and perceptions of public needs; 4) data and measurement techniques employed; and 5) the political stance of the WCCJ.<sup>14</sup>

As pertinent as these factors may be, the single most historical fact has been the absence of any formal evaluation (with the exception of the most recent crime prevention program) to measure program and/or project effectiveness. Indeed, until September 1978 no WCCJ-funded crime prevention project had ever been examined to determine its success or failure in meeting stated goals and objectives.<sup>15</sup>

In the absence of any meaningful feedback on the efficacy of one or a number of program approaches, it is understandable that over the years a variety of strategies were employed. Yet, the importance of having timely and accurate evaluations provided to decision-makers should not be overlooked:

Each year as legislative, budgetary, and appropriations decisions are being considered, the practical issue remains: what does the public need and how should priorities be established? In a democracy, the political process is relied upon to examine and determine public need and to set priorities as to how such needs are to be met from public funds. Elected officials are responsible for learning and reflecting their constituents' needs and proposing programs or program changes with requisite funding levels to assist in determining priorities for action... But for the work of officials to have meaning,

<sup>14</sup> WCCJ experience with the Wisconsin Jaycees' Operation Identification Program, funded in May 1974 at a total project cost of \$110,000, is worth noting here. This project was intended to be a state-wide anti-burglary project. The Jaycees would distribute literature, independent of police department involvement. (See Attachment A.)

<sup>15</sup> Thomas Eversen, Crime Prevention Program: A Progress Report, Wisconsin Council on Criminal Justice, Madison, September 1978.



accurate and relevant information must be available and useful debate must take place. Analysis and evaluation help provide the needed information and a basis for judgment for those persons and groups involved in public decisionmaking.<sup>16</sup>

Recognizing this need for accountability, the WCCJ Executive Committee, beginning in November 1977, took action to ensure that crime prevention projects funded during and after 1978 would be evaluated. Guaranteeing that these projects were to be evaluated properly initially involved answering two related issues: (a) would projects have to conduct pre- and post-victimization studies<sup>17</sup> to test project impact; and (b) in the absence of victimization studies, what alternatives to evaluating crime projects existed.

Pursuant to the Executive Committee's request, a proposal was prepared by the Program Evaluation Section (PES) regarding the evaluation of crime prevention projects.

To ensure that the crime prevention area would be effectively evaluated, a memorandum was transmitted to the Executive Committee recommending that the Executive Director transfer \$50,000 (then allocated for outside consultants) to in-house personnel in order to maximize the evaluation effort. The memorandum stressed:

1. That while some consultants have fulfilled WCCJ's expectations, many have not;
2. That the time and money necessary for preparation and mailing of a Request for Proposal (RFP), the preparation of responses by potential contractors and the convening of a Selection Committee are more efficiently spent on an in-house effort; and
3. That the necessary expertise and professionalism can be found within the WCCJ and the Wisconsin community.<sup>18</sup>

<sup>16</sup> United States General Accounting Office, Evaluation and Analysis to Support Decisionmaking, U.S. Government Printing Office, Washington, D.C., September 1976, p. 3. SEE ALSO: U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, Evaluation for Criminal Justice Agencies: Problem-Oriented Discussion, U.S. Government Printing Office, Washington, D.C., September 1978.

<sup>17</sup> The issue of using victimization studies is addressed in a separate portion of this report.

<sup>18</sup> Mike Moskoff, Memorandum: The Evaluation of Crime Prevention Projects, February 13, 1978, p. 2.

The Executive Committee concurred with the recommendation and as a result a Crime Prevention Study Unit was established within PES.

Since that time, PES in general and the study unit in particular has transmitted approximately twenty-one (21) interim, program, refunding or special reports to the Executive Committee to assist them in their capacity as decision-makers. The reports have contained information outlining the direction, scope and policy implications of the various funded projects. Table 2 outlines those documents forwarded to the WCCJ Executive Committee.

Table 2

Crime Prevention Reports and Related Documents  
Forwarded to WCCJ Executive Committee

Date(s)	Title/Jurisdiction	Progress Report	Refunding/Interim	Special/Other
1/78	Alternatives to Victimization			X
2/78	Memo Creating Unit Within PES			X
8/78	Memo Outlining Evaluation Design			X
8/78, 11/78	LaCrosse	X	X	
8/78, 2/79	Brown Deer	X	X	
8/78, 1/79	Franklin	X	X	
8/78, 2/79	Menomonie, City of	X	X	
8/78, 1/79	Wisconsin Rapids	X	X	
5/79, 8/79	Mequon	X	X	
5/79, 9/79	Menominee Restoration Committee	X	X	
5/79, 9/79	Green Bay	X	X	
9/79	Cudahy, St. Francis, S. Milwaukee	X		
8/78, 2/79	Greendale	X	X	
9/79	Oak Creek	X		
7/79	Crime Prevention Seminar			X

Victimization surveys were first used by the President's Commission on Law Enforcement and the Administration of Justice in 1966.<sup>19</sup> These surveys revealed that as much as 50% of crime went unreported by victims. Reasons for not reporting included neglect, embarrassment, or a feeling that the crimes were not worth reporting.

As an additional source of data, criminal victimization surveys appear to be useful. The development of knowledge about the actual frequency or volume of crime, and the factors that influence victims' decisions to report or not to report crime to police, is of obvious significance.<sup>20</sup>

In reviewing the requirements of the WCCJ 1978 Criminal Justice Improvement and Action Plan, there existed some confusion on the part of the Executive Committee as to whether or not funded projects were required to conduct victimization surveys. A related issue was if, in the absence of victimization surveys, PES staff could adequately evaluate WCCJ-funded crime prevention projects.<sup>21</sup> What follows is a discussion of some of the issues involved:

A. Advantage of Victimization Surveying for Evaluating Crime Prevention Programs

1. Control Over Crime Reporting

One of the significant problems that occurs in the evaluation of any crime prevention program is measuring the actual incidence of crimes. Crime rates based upon the Federal Bureau of Investigation (FBI) Uniform Crime Index can be misleading when used as measures of success in evaluating crime prevention programs.

<sup>19</sup> President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society, U.S. Government Printing Office, Washington, D.C., 1967, pp. 21, 38.

<sup>20</sup> William Parsonage, Perspectives on Victimology, SAGE Research Program Series in Criminology, Volume 11, Beverly Hills, 1979, p. 10.

<sup>21</sup> At the December 14, 1977 meeting of the Wisconsin Council on Criminal Justice Executive Committee Meeting Ms. Sarah Ettenheim requested that PES address this issue. A report was prepared in response to that request. Portions of that report are included here. SEE: Patrick J. Riopelle, Special Report: Evaluating Crime Prevention Projects: Alternatives to Victimization Surveys, WCCJ, Madison, Wisconsin, January 1978.

SECTION III

The Issue of Victimization Surveys

One of the common outcomes of crime prevention programs is an increase in the rate at which victimizations are reported to the police. Communities which "get tough on crime" may end up looking worse for their efforts if traditional FBI measures of crime are utilized. An example will help illustrate this point:

Between 1971 and 1974 Portland, Oregon conducted a crime prevention program aimed at reducing residential burglaries.<sup>22</sup> During the three years beginning in 1971 and ending in mid-1974, official crime data (incident reports) indicated that the residential burglary rate had climbed from 50 per 1,000 households to 56 per 1,000 households. In contrast, data from the two victimization surveys (pre- and post) for the same period indicated that the rate actually declined from 151 per 1,000 households to (at least) 127 per 1,000 households. In addition, the proportion of surveyed burglary victims who said they reported incidents to the police increased from 50% in the first time period to 70% when the second survey was taken. Table 3 below dramatizes these findings:

Table 3 Residential Burglaries: Portland, Oregon		
	January 1971	June 1974
Uniform Crime Rates (UCR) Official Rates	50 per 1,000 (households)	56 per 1,000 (households)
Victim Survey Rates	151 per 1,000 (households)	127 per 1,000 (households)
% Burglary Victims Reporting to Police	50%	70%

Failure?

Success?

If the evaluation of the Portland project had been based solely on the official Uniform Crime Reports (UCR) data, it would have incorrectly labeled the project a failure. In spite of the fact that the actual incidence of residential burglaries was reduced, the reason for

<sup>22</sup> Anne L. Schneider, Victimization Surveys and Criminal Justice System Evaluation, in Wesley G. Skogan, Sample Surveys of the Victims of Crime, Ballinger Publishing Company, Cambridge, Massachusetts, 1976.

the increase in official crime rates was that the crime prevention program had a dramatic impact on the number of victims who actually reported their victimization. The net result was more reported residential burglaries, even though the actual number of residential burglaries was reduced, as indicated by the victim survey.

## 2. Control Over the Recording of Reported Crime

Recent research has shown that even though a victim reports a victimization to the police, that particular victimization does not necessarily find its way into official UCR crime rates. Skogan has indicated that one factor affecting the relationship between crime rates and official crime statistics is the practices of local police.<sup>23</sup> "Police departments act as political and organizational filters through which citizen complaints must pass before becoming part of the official count of 'crimes known to the police.' There are several devices for accomplishing this end. Offenses reported to the police can be shifted from one statistical category to another, they can be 'downgraded' or they can be ignored... Where policies or practices discourage honest accounting, large discrepancies should be expected."<sup>24</sup>

The degree to which citizen complaints do not become official crime statistics varies considerably across jurisdictions. Table 4 (following page), reproduced from Skogan (1976: p. 112), shows extreme variability in police recording from jurisdiction to jurisdiction (see columns 1 and 2).

Inasmuch as victimization surveys are not subject to controls by political factors, inter-jurisdictional policy differences and intra-jurisdictional policy changes over time, they are more likely to give a more accurate picture of the impact of a crime prevention program than are official UCR crime rates.

<sup>23</sup> Wesley G. Skogan, "Crime and Crime Rates" in Sample Surveys of the Victims of Crime, Ballinger Publishing Company, Cambridge, Massachusetts, 1976.

<sup>24</sup> Ibid., p. 110.



City	Police Recording*		Citizen Reporting**	
	Robbery	Burglary	Robbery	Burglary
Newark	100	75	56	65
Washington, D.C.	98	65	73	64
St. Louis	95	79	66	61
Cleveland	74	47	60	59
Detroit	73	62	66	62
Los Angeles	71	67	55	55
Baltimore	71	51	66	66
New York City	69	50	60	62
Miami	64	79	76	67
Chicago	64	39	58	57
Boston	61	45	65	63
Pittsburgh	60	57	70	56
Portland	59	64	52	57
Buffalo	59	48	58	58
Dallas	56	61	64	57
Oakland	55	63	66	64
Houston	55	63	62	51
New Orleans	51	56	61	53
San Francisco	51	59	53	56
Denver	49	61	57	62
Atlanta	46	57	71	61
Minneapolis	44	54	62	56
San Diego	40	49	57	55
Cincinnati	39	41	58	67
Philadelphia	38	35	59	59
Milwaukee	19	22	61	58

\* Police recording refers to the ratio of reported robberies and burglaries that were officially recorded by the police.

\*\* Citizen reporting refers to the proportion of all robberies and burglaries reported to the police as indicated by victim surveys.

Source: U.S. Department of Justice, Law Enforcement Assistance Administration, Crime in Eight American Cities (Washington, D.C.: U.S. Government Printing Office, July, 1974); U.S. Department of Justice, Law Enforcement Assistance Administration, Crime in the Nation's Five Largest Cities (Washington, D.C.: U.S. Government Printing Office, April, 1975); U.S. Department of Justice, Law Enforcement Assistance Administration, Criminal Victimization Surveys in 13 American Cities (Washington, D.C.: U.S. Government Printing Office, June, 1975).

## B. Disadvantages of Using Victimization Surveys

### 1. Methodological Problems

Victimization studies are not without their own inherent problems. Levine argues that much information about crimes given by respondents may be incorrect due to misunderstandings about what transpired, ignorance of legal definitions, memory failures regarding when crimes occurred and outright fabrication.<sup>25</sup> Organizational imperatives that may cause interviewers and coders to misrepresent the data toward a showing of greater criminality should also be considered.

Levine is succinct about his attitude toward the accuracy of crime reporting: "If people are not trustworthy in talking about their voting behavior, financial position, business practices, sex lives, and the academic progress of their children, then surely we should not take for granted their reporting of crime."<sup>26</sup>

### 2. Cost Factors

Methodological problems are not the only limitations associated with victimization studies. Cost is another factor that must be considered. With victimization studies, even a small area survey implies a significant financial commitment. Of equal importance, for evaluation purposes it is necessary to conduct pre- and post-surveys to accurately assess whether a crime prevention project has achieved its stated objectives. Low victimization rates per person require that a great number of persons be interviewed to obtain the necessary amount of data on most crimes. Interviews with 200 persons, a number that is questionably small for the purpose of analysis, could cost close to \$20,000.<sup>27</sup>

<sup>25</sup> James P. Levine, "The Potential for Crime Overreporting in Criminal Victimization Surveys" in Criminology, Volume 14, No. 3, November 1976. SEE ALSO: Parsonage, Perspectives on Victimology.

<sup>26</sup> Ibid., op. cit., p. 311.

<sup>27</sup> George L. Kelling, et al., The Kansas City Preventive Patrol Experiment, A Summary Report, Washington, D.C., Police Foundation, October 1974.

Although telephone surveys are less expensive than personal interviews, the cost is still extremely high.<sup>28</sup>

3. The Madison Police Department Victimization Survey

The City of Madison Police Department's experience with conducting a one-time victimization study, funded largely by the WCCJ, illustrates many of the inherent problems associated with undertaking a survey of this kind. In 1977 the WCCJ's Criminal Justice Improvement Plan provided funds to police departments of all sizes to conduct studies on, but not limited to, the following areas:<sup>29</sup>

- a. Management of police operations.
- b. Shared service programs.
- c. Surveys of community needs and establishment of police forums.
- d. Increasing productivity in areas such as servicing requests from the public.
- e. Refining police policies and procedures.

The Madison Police Department requested funds under this program area of approximately \$40,000 to conduct a one-time victimization study. According to the Department, one of the expected benefits of this victimization survey would be the development of a more accurate picture of the victimization rates, by geographical area and socioeconomic level. Another expected advantage would be to survey general citizen attitudes toward the current delivery of police services. With such information the Department would then have a much better opportunity to correctly allocate resources, both personnel/money and techniques/technology. Further, the survey would increase the information available to the Department on victimization areas, trends and costs

<sup>28</sup> More than any other reason, costs associated with conducting pre- and post-victimization surveys to measure the success or failure of these projects was and still is the reason they are not used. As an example, approximately \$50,000 would be needed to evaluate, in some instances, a \$20,000 project. When one considers that 14 separate jurisdictions would have to be surveyed on a pre- and post basis, it becomes clear that from a financial standpoint victimization surveys would be prohibitive.

<sup>29</sup> 1977 Criminal Justice Improvement Plan, Program 4 - Law Enforcement Services Assistance to the Urban and Rural Police Function, Subprogram C - Management and Policy Studies and Development, pp. 22-23.

allowing a more complete picture of the police service needs within Madison. The WCCJ Executive Committee awarded funding for this project in November 1977.<sup>30</sup>

As required by the WCCJ, the Madison Police Department developed a Request for Proposal (RFP) and distributed it to potential vendors in March 1977. Approximately 35 RFPs were distributed to vendors across the country. Seven vendors responded with proposals.

A selection committee was formed to evaluate the proposals.<sup>31</sup> (This was also consistent with WCCJ requirements.) The committee evaluated each proposal using a "blind" selection process.<sup>32</sup> The committee selected the three best proposals and invited the vendors to participate in oral interviews with the committee in May 1978. One month later a Detroit research firm was selected to conduct the victimization survey. In July 1978 the contract between the Department and the consultant was finalized.

During the early part of September 1978, staff from the Madison Police Department worked extensively on the initial questionnaire developed by the consultant.

<sup>30</sup> Madison Police Department Victimization Survey, WCCJ Subgrant #77-4C-SC-02-7. The original grant period was established as December 1, 1977 to December 30, 1978.

<sup>31</sup> Committee members were: Sister Esther Hefferman, Chairperson of the Department of History and Social Science, Edgewood College, Madison, Wisconsin; Captain Richard A. Wallden, Madison Madison Police Department; and Captain Morlynn Frankey, Madison Police Department.

<sup>32</sup> Rating each proposal: Each proposal was broken down into two sections: technical (containing the methodological approach) and non-technical (containing references, affirmative action and equal opportunity plans [AA/EEO], qualifications and experience, and budget). Each section was rated by members of the selection committee. The technical section was allocated two-thirds weight, and the non-technical section was allocated one-third weight. The technical section is rated by a "blind" method, i.e., independently from the other section of the proposal and without any form of identification attached. This is to ensure that bias does not enter into the rating of this section.

Numerous changes in format and content were made. After additional exchanges with the consultant, the survey instrument was pre-tested in Madison on September 20-22.<sup>33</sup>

Following the pre-test, suggestions for questionnaire changes and improvements were made by the consultant. Representatives from the Department again made further instrument revisions and sent a finalized questionnaire to the consultant late in October. After the final questionnaire had received approval, field interviews were begun during the week of November 6, 1978, and continued until their completion in December 1978.

The Police Department received a first draft of the victimization survey report from the consultant in February 1979. Members of the Department staff associated with the survey were able to extensively review the document shortly thereafter and in the course of that review, identified a variety of concerns with the draft. Concerns with the initial draft included the way some information was analyzed and a concern that the survey may have resulted in some double reporting of crime in related categories (e.g., robbery, burglary).

After further delays caused by the Department's need to clarify findings in the report, Volume I (containing information on the public's attitudes toward the police) was transmitted by the consultant to the Department in late May 1979. Volume II (the actual victimization data) was received by the Department in July 1979.<sup>34</sup>

In October 1979 PES staff met with Chief David Couper, Project Director, to discuss how his Department planned to use the information contained in the report. In addition, PES was interested in finding out Couper's overall impression of the utility of victimization studies after being involved with one as extensively as he was.

<sup>33</sup> The reader may wonder why such an extensive explanation is in order. As will be explained shortly, despite meticulous attention in selecting a vendor and subsequently developing a survey questionnaire, problems were to arise.

<sup>34</sup> Three separate extensions were requested and received by the Department to allow for the completion of the victimization report. Originally scheduled to take no more than twelve months to complete, this project totaled over twenty months from the initial grant award until the final report was sent by the consultant to the Department.

Couper seriously questioned the utility of the report, especially as it related to being used as a management tool (i.e., allocating resources, changing department emphasis, etc.). Because of all the problems encountered in developing the final reports, he was not confident about the data contained in the two volumes. As to specific areas that created problems, Couper noted that:

- a. An inordinate amount of police staff time was devoted to this project--staff time that could have been devoted to other areas.
- b. The consultant was not familiar with how police departments perform their duties. This was especially true in the case of what reporting requirements the police are mandated to perform. Originally the department had high expectations of what the consultant could do--they had to be revised downward as the project progressed.
- c. While the process employed to locate, hire and monitor the consultant (i.e., RFP process, review committee, methodological reviews, etc.) was good, this process did not guarantee an adequate work product in this case.
- d. The methodology used in some portions of the report was "unsophisticated." The information in the attitudinal section (Volume I) was viewed as marginal at best.
- e. Double reporting of crimes and inaccurate reporting of crimes by some households were noted in the report. In addition, many respondents noted that they were victimized but did not state where in the city this occurred. As a result, decisions as to the reallocation of resources could not be made because of incomplete and/or misleading information.

While acknowledging the inherent problems with the UCR system, Couper emphasized that victimization studies are not without their own unique problems. The problems his Department encountered in conducting one victimization study (length of time, inaccurate reporting, methodological designs, etc.) are the same kinds of problems any department would face if they choose to use victimization studies.<sup>35</sup> Like any measurement tool, a thorough understanding of what victimization studies can and cannot do is paramount before a police department implements such a study.<sup>36</sup>

<sup>35</sup> As opposed to pre- and post-victimization studies.

<sup>36</sup> Copies of the full report can be obtained through the Madison Police Department or the Madison Public Library.

C. Alternatives to Victimization Surveys

Official Police Incident Reports for Selected Crimes

1. Philosophy of Approach

Official statistics are collected as a routine part of police activity. As a result, the incident report provides the evaluator with a low-cost measure of crime. As previously discussed, incident reports suffer from two sources of error: non-reporting by victims and non-recording by police agencies. The results of victimization surveys suggest that several crimes are well reported by victims. For example, when PES examined reporting rates for particular crimes for 1973 in Milwaukee, Wisconsin, it was found that 92% of forcible entry burglaries with over \$250.00 stolen were reported to the police. Similarly, 97% of all auto thefts were reported. The National Victimization Survey conducted by the Bureau of the Census for LEAA also found that crimes affecting commercial establishments were reported at a high rate: robbery at 86% of all cases, burglary at 79% and auto thefts at 86%.<sup>37</sup>

Considering this information, it becomes feasible to limit the evaluation of a crime prevention program to types of offenses where reporting by victims is uniformly high. This strategy would eliminate the kinds of effects found in the Portland study.

2. A Continuing Problem

A problem that is certain to recur in this approach is that incident reports will continue to be subject to variations in police policies and/or manipulations of data by law enforcement authorities. The question that needs to be addressed is: How can accurate and professional police reporting practices be maintained?

The determinants are difficult to measure. For evaluation of a crime prevention program, police recording practices must remain constant before, during and after the project to help assure accuracy. The President's Commission on Law Enforcement and the Administration of Justice has indicated that increased professionalism

<sup>37</sup> U.S. Department of Justice, Law Enforcement Assistance Administration, National Criminal Justice Information and Statistics Service, Criminal Victimization in the United States 1973, U.S. Government Printing Office, Washington, D.C., February 1978, p. 22.

should lead to increased crime recording which in turn would lend credence to official crime data.<sup>38</sup> Skogan, on the other hand, believes there are two indicators involved in the level of a department's professionalism: the department's recruitment of minority personnel and its employment of civilians. "The former reflects openness to change, responsiveness to external demands and the ability of departmental administration to enforce controversial policies; the latter indicates a desire to raise the level of skill applied to specialized tasks within police departments."<sup>39</sup>

This by no means exhausts the problems involved in accurate recording. The cost of operating and maintaining a systematic recordkeeping data system and the use of those tools for planning and evaluation may be prohibitive to some departments. Police departments, as a general rule, have limited resources. However, while a department may have little say over its financial status, it does have considerable say over its policies and procedures. Police departments should have written manuals covering recording policies and procedures. In addition, police departments which become involved in crime prevention projects must demonstrate that those policies and procedures will remain consistent over the duration of the project period.

D. Behavioral and Psychological Surveys of Citizen Involvement in Crime Prevention Projects

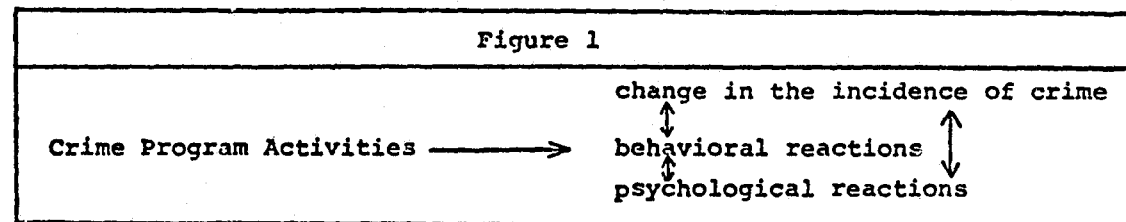
While changes in the incidences of crime are usually perceived as the paramount goal for crime prevention projects, other factors come into play; primarily psychological and behavioral perceptions of the public in general. DuBow and Reed found that crime programs may alter perceptions of the crime rate, and people may believe that risks of victimization have been altered.<sup>40</sup> "These activities may also heighten awareness of the amount of crime, leading

<sup>38</sup> President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society, op. cit., p. 22.

<sup>39</sup> Skogan, op. cit., p. 113.

<sup>40</sup> Frederic L. DuBow and David E. Reed, "The Limits of Victim Surveys: A Community Case Study," in Skogan, op. cit.

people to become more concerned and to feel more threatened."<sup>41</sup> It is anticipated that this change in awareness will lead to a greater citizen participation. Figure 1 below illustrates the response anticipated by crime prevention projects:



In studying the success or failure of a particular crime prevention program, it is important to take into consideration these additional consequences, e.g., behavior reaction, psychological reactions or perceptions. Since victimization studies have limitations due to size, cost and time, attitude and behavior surveys may be a substitute. The crucial difference between a victimization survey and a survey of this kind is the size of the survey population. Not everyone is victimized, but nearly everyone has opinions on crime and the responses needed to curb it. The way people perceive and experience crime problems is influenced by factors other than the crime rate. The specific contents of the survey will depend upon the intended consequences of the program being studied.

#### E. Process Evaluation

Another approach to evaluating crime prevention programs is to use a process method. In general, a project evaluation is a process of assessment designed to answer two questions:

- To what extent did the project achieve its goals and objectives, and
- How did it achieve or not achieve its goals and objectives?

An evaluation answering the first question is an impact evaluation; one answering the second question is a process evaluation. Answering the first question without addressing the second furnishes no information about whether and under what conditions a similar project can be implemented elsewhere.

<sup>41</sup> Ibid., p. 161.

Answering the second question without addressing the first results in the process of the project being described while its degree of success is not described.

Specifically, a process evaluation could be administered by using a model composed of two parts which would relate to different aspects of the project:

1. Establishment of Capabilities: Consists of those project activities intended to develop the capability to implement an effective crime prevention program and achieve the desired goals and objectives (e.g., developing policies, type of area to be addressed by crime program, etc.).
2. Transactions: Consists of those activities which relate to the project's goals and objectives and to the actual use of project capabilities (e.g., accepting complaints, recordkeeping procedures, third-party reports of crime, project compliance with the WCCJ Plan).

An inherent problem with an evaluation of this type is that it can become highly subjective, given the dearth of hard baseline data. While subjectivity can never be completely eliminated from the evaluation process, the subjective element can be minimized to the greatest extent possible by the detailed specifications of expected standards of performance.

#### F. Conclusion

Listed in Table 5 is an outline of the four methodological tools available for evaluating crime prevention programs. While the list is not exhaustive, every attempt was made to limit the alternatives to those that are feasible, given the resources available.

Ideally, the design of an evaluation plan should be an integral part of project development. Program goals and corresponding evaluation measures should be specified along with the program design, prior to its implementation. The evaluation measures are then collected and analyzed during the course of the project and are used not only to document the project's impact, but also to monitor its progress.<sup>42</sup>

Perhaps the real solution lies in the use of a combination of the four alternatives, depending upon the nature of the project. Each alternative has its own inherent problems. Levine has suggested that in "light of the underreporting of crimes in official records and the apparent overcounting

<sup>42</sup> This was the approach used in developing the evaluation methodology for the crime prevention projects. SEE the Methodology section for a complete explanation of the design employed here.



Table 5

Factors Involved in Evaluation of Crime Programs

1. Victimization

Advantages: Detects substantial number of crimes that are not reported to police; high degree of reliability; accurate data base for evaluation purposes. Objective.

Disadvantages: Costly to conduct; extended time needed to conduct; need for pre- and post-tests; unreported "crime" uncovered in survey may not be crime at all. Thus validity is questionable.

2. Uniform Crime Reports/Incident Reports

Advantages: Data is collected on a regular basis; some crimes are highly reported; available baseline data; low in cost; somewhat objective.

Disadvantages: Only reported crime is considered, records may be manipulated by police, publicity, current practice; reporting must be stable over time to ensure reliability. Validity is questionable.

3. Behavioral and Psychological Survey of Citizens Involved in Crime Prevention Projects

Advantages: Addresses other factors involved in a crime prevention program besides crime rate; i.e., community response, perceptions; less costly than victimization survey (survey can be conducted by phone or by mail); somewhat objective.

Disadvantages: Limits focus of evaluation to person's perceptions and not to hard data. Highly questionable in determining impact of project; not valid; only somewhat reliable.

4. Process Evaluation/Project Monitor

Advantages: Few resources needed to evaluate a project; not costly; good mechanism to overview project in terms of goals and objectives.

Disadvantages: Developing a data base to gauge impact of program vis-a-vis crime rate. Highly subjective in nature; low in validity and reliability.

of surveys, a prudent course may be to average crime rates based on the two data sets to derive a reasonable approximation of the actual incidence of crime...it is probably most sensible to develop a crime index based on various admittedly faulty measures rather than to pretend that any single source of data provides a perfect image of reality."<sup>43</sup>

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<sup>43</sup> Levine, op. cit., pp. 326-27.

#### SECTION IV

#### Crime Prevention Standards and Goals

A. A National Perspective

On October 20, 1971 the Administrator of the Law Enforcement Assistance Administration (LEAA) appointed the National Advisory Commission on Criminal Justice Standards and Goals. This commission, comprised of individuals from the three branches of state and local government, industry, and the private sector, was assembled to formulate for the first time national criminal justice standards and goals for crime prevention and reduction. In developing clear statements on crime priorities, the Commission felt these standards and goals would assist in reducing crime through the timely and equitable administration of justice; the protection of life, liberty and property; and a more efficient allocation of limited resources.

Listed below are those standards and goals developed by the Commission which deal specifically with crime prevention. In reviewing the Commission's work, two points should be kept in mind: 1) that the standards and goals reflect a continuing commitment to crime prevention, especially as it relates to cooperation between the police and the public; and 2) that while a number of the standards and goals have not been realized, either at the state or local level, they are still worth pursuing.

National Advisory Commission on Criminal Justice  
Standards and Goals: Police: Standard 3.2 (p. 66)

Crime Prevention

Every police agency should immediately establish programs that encourage members of the public to take an active role in preventing crime, that provide information leading to the arrest and conviction of criminal offenders, that facilitate the identification and recovery of stolen property, and that increase liaison with private industry in security efforts.

1. Every police agency should assist actively in the establishment of volunteer neighborhood security programs that involve the public in neighborhood crime prevention reduction.
2. Every police agency should establish or assist programs that involve trade, business, industry, and community participation in preventing and reducing commercial crimes.

3. Every police agency should seek the enactment of local security standards for all new construction and for existing commercial structures. Once regulated buildings are constructed, ordinances should be enforced through inspection by operational police personnel.
4. Every police agency should conduct, upon request, security inspections of businesses and residences and recommend measures to avoid being victimized by crime.
5. Every police agency having more than 75 personnel should establish a specialized unit to provide support services to and jurisdiction-wide coordination of the agency's crime prevention programs; however, such programs should be operationally decentralized whenever possible.

National Advisory Commission on Criminal Justice  
Standards and Goals: Community Crime Prevention:  
(pp. 194-202)

Recommendation 9.1: Use of Building Design to Reduce Crime

The Commission recommends that agencies and professions involved in building design actively consult with and seek the advice of law enforcement agencies in physical design to reduce the opportunity for the commission of crime. These agencies and firms should make security a primary consideration in the design and construction of new buildings and the reconstruction or renovation of older structures. Interaction with law enforcement agencies and security experts should be sought during preliminary planning and actual construction to determine the effects of architectural features and spatial arrangements on building security and security costs. Careful consideration should be given to the design and placement of doors, windows, elevators and stairs, lighting, building height and size, arrangement of units, and exterior site design, since these factors can have an effect on crime.

Recommendation 9.2: Security Requirements for Building Codes

The Commission recommends that States and units of local government include security requirements within

existing building codes. The formulation of these requirements should be primarily the task of building, fire, and public safety departments, but there also should be consultation with community criminal justice planners, transportation and sanitation departments, architectural firms, and proprietors. Government and private construction and renovation loan sources should make adequate security compliance with security requirements of the building code a condition for obtaining funds.

Recommendation 9.4: Shoplifting Prevention Programs

The Commission recommends that all retail establishments take immediate and effective measures to prevent shoplifting. Management personnel and merchants should evaluate techniques being used elsewhere and select those most appropriate.

Recommendation 9.5: Auto Theft Prevention Programs and Legislation

The Commission recommends that States enact legislation to require:

- Assigning of permanent State motor vehicle registration numbers to all motor vehicles;
- Issuing of permanent license plates for all vehicles that will remain in service for a number of years; and
- Affixing of more identifying numbers on automobiles to curb the automobile stripping racket.

Recommendation 9.6: Crime Prevention and Law Enforcement Agencies

The Commission recommends that every law enforcement agency actively work with and inform interested citizens of measures that can be taken to protect themselves, their families, and their property.

B. A State Perspective: WCCJ Special Committee on Criminal Justice Standards and Goals

The Wisconsin Council on Criminal Justice Standards and Goals Report was a direct result of the 1973 LEAA mandate

that all states study their respective criminal justice systems, develop comprehensive goals and standards and incorporate these concepts into their annual criminal justice action plans.<sup>44</sup>

However, it would be an oversimplification to suggest that the sole reason for the development of these standards and goals was simply because LEAA mandated that this work be done. As Governor Lucey noted: "The significance of this report was not merely that it was done, but that it continues Wisconsin's long standing tradition of examining problems, their causes and then responding to those problems. Only through this type of re-examination will we be able to determine what works and what does not and where improvements can be made."<sup>45</sup>

The following standards and goals either directly or indirectly relate to crime prevention; and while some of these standards have not been realized, they still exist as approved models of achievement:

WCCJ Special Committee on Criminal Justice Standards and Goals: Final Report:

Goal No. 5, Organization and Support: (p. 64)  
Subgoal 5.2, Overall Plan

Every police agency should develop an overall plan to guide it toward its established objectives. Research and planning should be undertaken to identify policing problems and recommend alternative solutions. Large agencies should maintain full-time research planning units; small agencies should consolidate research and planning efforts.

Goal No. 6, New Responses: Standard 6.1(b) (p. 69)

Police should identify potential community problems which can be approached through crime prevention techniques.

Goal No. 6, New Responses: Standard 6.1:  
Supplemental Programs and Allocation of Resources (p. 69)

Police agencies shall develop programs and allocate resources to supplement the traditional approach to policing.

<sup>44</sup> WCCJ, Special Committee on Criminal Justice Standards and Goals, Final Report, Madison, Wisconsin, January 1977.

<sup>45</sup> Patrick J. Lucey, as quoted in WCCJ, Final Report, op cit., forward.

Goal No. 6, New Responses: Standard 6.2(d) (p. 72)

Police agencies should assume an active advisory role in recommending legislation that has an effect upon the performance of the police function.



SECTION V

Vandalism

Vandalism consists of the willful or malicious destruction, injury, disfigurement or defacement of any public or private property, real or personal, without consent of the owner or person having custody or control, by cutting, tearing, breaking, marking, painting, drawing, covering with filth, or any other such means as may be specified by local law. This offense covers a wide range of malicious behavior directed at property, such as cutting auto tires, drawing obscene pictures on public restroom walls, smashing windows, destroying school records, tipping over gravestones, defacing library books, etc.<sup>46</sup>

Although not a Part I property crime,<sup>47</sup> damage caused by vandalism is estimated to exceed several billion dollars annually in the United States. In 1977 the U.S. Senate Subcommittee to Investigate Juvenile Delinquency reported that damage to educational institutions alone was estimated to cost \$600 million annually.<sup>48</sup>

Vandals are of all ages, both sexes, every race and come from all socioeconomic levels. However, in the majority of cases, the damage is performed by youths. For example, in Wisconsin during 1978 a total of 5,735 juveniles were arrested for vandalism.<sup>49</sup> This figure represented 70% of all persons arrested for this offense.

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<sup>46</sup> U.S. Department of Justice, Law Enforcement Assistance Administration, National Criminal Justice Information and Statistics Services, Sourcebook of Criminal Justice Statistics 1977, U.S. Government Printing Office, Washington, D.C., February 1978, p. 777.

<sup>47</sup> Part I offenses are: murder, forcible rape, robbery, aggravated assault, burglary, arson, theft, motor vehicle theft. In 1932 the Uniform Crime Reporting program adopted a standardized classification of offenses for the compilation of criminal statistics. This classification was devised and adopted in order that police, judicial and penal statistics might be uniformly compiled in terms of a single classification of offense. As the second of the two major groups of crime, Part II crimes are those thought to be less severe, committed more frequently, or less apt to come to the attention of the police. Part II offenses include assaults, forgery, fraud, embezzlement, vandalism, liquor law violations, disorderly conduct, etc.

<sup>48</sup> As quoted in "Crime Control Digest," Vol. 11, No. 9, March 7, 1977.

<sup>49</sup> Wisconsin Department of Justice, Crime Information Bureau (CIB), Crime and Arrests (1977, 1978), Madison, Wisconsin.

The motives associated with vandalism are assorted and complex. According to Cohen, types of vandalism are reduced to seven categories: acquisitive, tactical, ideological, vindictive, play, graffiti and malicious.<sup>50</sup> Another author on the subject, Cornacchione, condenses the categories further into: predatory, play, vindictive and wanton vandalism.<sup>51</sup>

A number of individuals and organizations which deal with the problem of vandalism conclude that to argue that there is no specific rationale behind vandalism is harmful. For example, the Management Information Service emphasizes that "labeling vandalism as senseless and motiveless contributes as much to the problem as do destructive acts themselves in that vandalism becomes an effect without a cause, an entity without a reason for occurring."<sup>52</sup>

At least one study is direct in pinpointing what it believes is the primary cause behind vandalism. The Madison City Council Ad hoc Vandalism Study Committee report, in analyzing the problem, concluded that to a large extent "a general lack of parental supervision" is to blame.<sup>53</sup>

In spite of the myriad opinions on the causes and motives which lie behind acts of vandalism, there is some agreement on what is needed to control it.

Community involvement is sometimes viewed as a critical element in vandalism control. Community involvement includes: 1) advocating respect for public and private property; 2) reporting incidents when they occur or while they are occurring; and 3) actively participating in resolving the problem after damage has occurred. It is axiomatic that for these objectives to be achieved, community cooperation is required.<sup>54</sup>

<sup>50</sup> "Crime Control Digest," op. cit.

<sup>51</sup> Frank Cornacchione, Juvenile Vandalism: A Typology, as quoted in Police Chief, Vol. 44, No. 7, July 1977.

<sup>52</sup> Management Information Service, Report: Vandalism, Vol. 8, No. 4, May 1976. Management Information Service is the publishing branch of the International Cities Management Association, Washington, D.C.

<sup>53</sup> Madison City Council Ad hoc Vandalism Study Committee, Final Report, November 1976.

<sup>54</sup> The National Neighborhood Watch Program, promoted by the National Sheriff's Association which targets burglary prevention, is an example of citizen participation.

Many WCCJ-funded crime prevention projects have expressed a sincere concern over vandalism. Specifically, several projects have initiated steps to help ameliorate this problem.<sup>55</sup> For example, the Green Bay Crime Prevention project has coordinated the efforts of its Crime Prevention Bureau with the Brown County Vandalism Committee and the Northeast Neighborhood Association.

Despite the apparent need for some uniform action in this area, research and planning obstacles first need to be addressed. First, there is no centralized agency either at the national or state level, which collects aggregate vandalism statistics. Consequently, accurate figures are not readily available.

The second problem associated with planning some strategy against vandalism is that it is a Part II offense. Like other Part II offenses, it is seen as less serious and therefore needs less attention than Part I offenses. In addition, the WCCJ Action Plans require that all crime prevention projects must address at least one Part I offense. As such, a vandalism project would not be eligible for funding, no matter how serious the problem. However, PES does recognize that this problem exists and deserves closer scrutiny in the future.

In summary, the WCCJ must determine whether vandalism prevention merits inclusion within an existing program area. Assuming such inclusion, the methodological inadequacies of vandalism data must, at a minimum, be recognized and partially resolved.

<sup>55</sup> Green Bay, City of Menomonie, Oak Creek and Brown Deer Police Departments.

National Advisory Commission on Criminal Justice Standards  
and Goals Report: Police

(A Police) Department has an obligation to provide a professional standard of law enforcement service to the community. In fulfilling that responsibility, it is essential that Department personnel be properly trained. This is true not only at the entrance level where officers must receive basic training prior to their assumption of police responsibilities, but it is a continuous process throughout their careers. Training is provided to accommodate Department needs and to actualize the interest and concern which the Department has for the self-improvement and personal development of its employees.

Wisconsin Statutes 165.85(1) creating the Law Enforcement  
Standards Board

The legislature finds that the administration of criminal justice is of state-wide concern, and that law enforcement work is of vital importance to the health, safety and welfare of the people of this state and is of such a nature as to require training, education and the establishment of standards of a proper professional character. It is in the public interest that such training and education be made available to persons who seek to become law enforcement officers, persons who are serving as such officers in a temporary or probationary capacity and persons already in regular service.

Inasmuch as laws, policies and issues affecting police change over time, training needs continue throughout an officer's career. In the area of crime prevention, practitioners are constantly faced with the need to upgrade old methods and/or learn new skills. Several factors contribute to this situation: department policies are redefined; department emphasis may be directed from one problem area to another (e.g., from burglary prevention to rape/sexual assault prevention); new techniques are introduced; and new and/or more sophisticated equipment is made available to departments. And while these developments should be brought to the attention of all officers at all levels of responsibility, it is axiomatic that those officers assigned specialized duty be trained initially.

SECTION VI

Training

# A. Training Received by Crime Prevention Officers

Ideally, training courses, both in-service and specialized, should be directed at the real problems that officers are going to confront. While it is necessary in the area of crime prevention to train officers in crime-related matters (e.g., planning, crime analysis, evaluation, etc.), and while this takes time\* due to the complexities of the subject matter, an emphasis should also be placed on human relations/human interactions situations. When one realizes that a great deal of time is spent by crime prevention officers on making public speaking engagements, meeting with the various media and dealing one-on-one with the public, it is important that crime prevention personnel conduct themselves in the most efficacious and professional manner possible.

Table 6 (following page) outlines the departments, individuals and those schools and/or specialized training sessions attended by crime prevention personnel as a direct result of funding by the WCCJ. As indicated in the table, two schools were consistently attended by the crime prevention personnel: the National Crime Prevention Institute in Louisville, Kentucky and the Fox Valley Technical Institute in Appleton, Wisconsin.

The National Crime Prevention Institute (NCPI) is a division of the School of Police Administration at the University of Louisville and provides national training, technical assistance and information in all areas of crime prevention. As noted by the NCPI:<sup>56</sup>

Crime Prevention Theory, Practice and Management provides current information on the design, development, delivery and management of crime prevention projects and programs. This course includes physical and electronical (sic) procedural topics and community program development considerations. It is designed for individuals with leadership roles in law enforcement agencies and public and private service agencies.

Some course objectives:

1. Provide an understanding of the history and principles of crime prevention.

\* And cost. Total state law enforcement expenditures for training amounted to \$5,698,549 in 1977 (most recent year data available). However, this figure represents 2.77% of all law enforcement expenditures.

<sup>56</sup> Information provided by the NCPI. See Attachment B for examples of specific crime prevention course content.

Table 6

## Specialized Training Received by Crime Prevention Personnel Through Project Funding

Jurisdiction	Officer(s)	Training Center	Length of Training	Type of Training
Brown Deer	Seeger*	NCPI, Louisville, Ky.**	4 wks.	Adv. Crime Prevention
Cudahy	Hughes	Fox Valley*** Appleton, Wis.	2 wks.	Basic Crime Prevention
	Olson	NCPI, Louisville, Ky.	2 wks.	Basic Crime Prevention
Franklin	Holberg*	Fox Valley Appleton, Wis.	2 wks.	Basic Crime Prevention
	Jankowski*	Northwestern Univ., Ill.	1 wk.	Burglary Prevention
Green Bay	Schultz*	NCPI, Louisville, Ky.	4 wks.	Adv. Crime Prevention
Greendale	Olson	Regional FBI Training Specialized In-Service	2 wks.	Theft, Communication Skills
	Kelm*	Regional FBI Training Specialized In-Service	2 wks.	Theft, Communication Skills
LaCrosse	Utterbach*	LEAA CJ Training Ctr., Lancaster, Penn.	1 wk.	Planning
Manitowoc	Halverson	NCPI, Louisville, Ky.	4 wks.	Adv. Crime Prevention
Menominee Reservation	Knope*	NCPI, Louisville, Ky. (Scheduled for 1980)	1 wk.	Adv. Crime Prevention
City of Menomonie	Langlois	Fox Valley Appleton, Wis.	2 wks.	Basic Crime Prevention
	Amundson*	NCPI, Louisville, Ky.	2 wks.	Basic Crime Prevention
Mequon	Simon*	Fox Valley Appleton, Wis.	2 wks.	Basic Crime Prevention
	Burgard*	Fox Valley Appleton, Wis.	2 wks.	Basic Crime Prevention
Oak Creek	Clasen	Southwest Texas State	2 wks.	Basic Crime Prevention
South Milwaukee	Slamka	Fox Valley Appleton, Wis.	2 wks.	Basic Crime Prevention
	Ehardt	Fox Valley Appleton, Wis.	2 wks.	Basic Crime Prevention
St. Francis	Schneider	NCPI, Louisville, Ky.	2 wks.	Basic Crime Prevention
Wisconsin Rapids	Ironside*	NCPI, Louisville, Ky.	2 wks.	Basic Crime Prevention

\* These individuals attended the WCCJ Crime Prevention Seminar in addition to the training listed above. The Seminar is explained later in this section.

\*\* National Crime Prevention Institute

\*\*\* Fox Valley Technical Institute

2. Present the theory of risk management and its practical application through security surveys.
3. Outline specific strategies used in programs directed at individual crimes.
4. Review citizen participation programs, detailing the techniques which are most effective in overcoming apathy and motivating citizens to join the crime prevention effort.
5. Review the management techniques used to develop, operate, and assess the most effective crime prevention programs.

In Appleton, Wisconsin the Police Science Department of the Fox Valley Technical Institute annually offers its two-week crime prevention training program which is designed to educate the police officer in crime prevention techniques. The intent of this program is to provide the officer with expertise in crime prevention, specifically relating to rural and suburban Wisconsin areas. The course focuses on:

Locking devices	Physical security surveys
Security glazing	Environmental design
Intrusion detection	Senior citizen protection
Safes	Public presentations
Crime Analysis	Retail security
Rape Prevention	Developing community support

#### B. WCCJ Crime Prevention Seminar

On May 2-3, 1979 the Wisconsin Council on Criminal Justice sponsored a Crime Prevention Seminar in cooperation with the Fox Valley Technical Institute at Appleton, Wisconsin.<sup>57</sup> The seminar was attended by 34 persons, including crime prevention officers (CPO) from funded projects, supervisory personnel and WCCJ central staff. This figure represents fifteen police departments and one private, non-profit agency. (A complete list of participants appears in Attachment C.)

Although potential subgrantees were in attendance, the primary purpose for conducting the seminar was to assist the currently-funded WCCJ projects. Both the Program Planning Section (PPS) and the Program Evaluation Section of WCCJ worked jointly on preparing the seminar. In addition, Ed Krueger, Law Enforcement Specialist at the Fox Valley Technical Institute, was instrumental in arranging the use of the Institute's facilities.

<sup>57</sup> Because the seminar was viewed as an integral component of the overall WCCJ crime prevention effort, detailed discussion is included here.

#### Seminar Activities

##### 1. Technical Aspects of Grant Implementation

Following introductory remarks, various WCCJ staff discussed technical aspects of grants with seminar participants. WCCJ staff from PPS, PES, and Administrative Services answered a variety of questions. In addition, personnel from funded projects asked several questions regarding Equal Opportunity/Affirmative Action requirements promulgated over the past year. Finally, there was a brief discussion on the content and structure of Quarterly Reports.

##### 2. Maintaining Project Commitment and Interest

This section was highlighted by an address from Marty Defatte, Crime Prevention Officer with the Racine Police Department over the past five years. PES staff had provided Officer Defatte with progress and refunding reports on WCCJ-sponsored projects to acquaint him with the projects and permit his remarks to be specific. There was much discussion of various points made by Officer Defatte both during and after his presentation. The major issues discussed by Officer Defatte and other participants are summarized in the following.

##### 3. Crime Prevention and the Police Department

Clearly, the individual CPO must maintain a personal commitment to the project regardless of temporary setbacks. However, it was also noted that other members within police departments must be convinced of the necessity and effectiveness of a crime prevention program. Thus, the Police Chief and the CPO's immediate supervisors must support various crime prevention programs and encourage the entire Department to show similar support. Also, individual patrol officers should function as unofficial adjuncts of the CPO to ensure a widespread impact of project activities. The necessity of inculcating a crime prevention philosophy throughout a department is underscored since individual CPO's may be transferred or promoted out of the position. Such personnel changes may seriously dampen project effectiveness unless replacements schooled in and dedicated to the crime prevention philosophy are readily available. Of equal note, the patrol officers often have the potential to implement various crime prevention strategies due to their particular knowledge of and experience within a given area.



4. Statistics of Crime Prevention Projects

Officer Defatte strongly urged all CPOs to carefully maintain relevant statistical data on individual projects. In the absence of reliable statistics, decision-makers (e.g., police chiefs, mayors, county board members) have no basis on which to gauge the effectiveness of a particular program. Also, these statistics should be viewed as a means for the individual project to reallocate its resources or to change its emphasis. (Other points discussed under this topic were more fully expanded upon in later sections of the seminar.)

5. Limiting the Scope of Project Activities

Officer Defatte suggested that overextending limited resources is a problem common to many CPOs. As a result project effectiveness is often diluted by either undertaking an overly ambitious series of activities or by continuing activities which lack community support. He further noted that not all of the many potentially useful crime prevention activities are feasible for each jurisdiction. Therefore, it was recommended that project activities be monitored on an in-house basis so that only those showing an impact would be continued. Thus, limited resources could be more efficiently utilized.

6. Use of Community Resources

It was noted that the financial and time resources of a crime prevention unit are necessarily limited. Thus, an effective CPO will employ community resources whenever possible to magnify project impact. Several examples were cited in which varied persons and organizations in the community (e.g., senior citizens, CETA employees or municipal/state departments) were employed to perform crime prevention activities. In such cases the CPO had only to suggest or coordinate a program and then could leave the day-to-day activities to the individual or group most directly concerned. Examples cited included Neighborhood Watch programs, the use of retired carpenters to effectuate security survey recommendations and school vandalism programs. This strategy should permit CPOs to multiply the potential impact of their projects.

Project Evaluation Needs

A significant share of the seminar's activities was devoted to the necessity for evaluating crime prevention projects. Attachment D outlines the overall presentation, while major points discussed are summarized below.

1. Multiple Uses of Evaluation

It was emphasized that a sound evaluation of project activities and impact is vital for both the WCCJ as the funding agency and the individual project. As was stressed in Officer Defatte's presentation, project personnel must carefully evaluate the effectiveness of various activities to warrant reallocation of project resources. Evaluation requests by the WCCJ should be consonant with demands of local project personnel, thus obviating the necessity for duplicative evaluation. Such outcome indices as clearance and crime rates for targeted offenses, average value of larceny and recovery value are more important ingredients of an impact evaluation. However, measures of project activity such as numbers of public presentations, security surveys and "Operation ID" participants are also useful in evaluating the efforts of individual projects. In summary, data requirements of PES should parallel those of local personnel, thus complementing rather than enlarging the local workload.

2. Data Needed in Evaluation

It was stressed that PES is interested in not only quantitative data (e.g., numbers of presentations or crime rates) but also in more qualitative or impressionistic information. The latter might include conversations with local CPOs on organizational support of crime prevention activities from the police department, quality of promotional efforts through local media, or citizen support and opinion of crime prevention activities. Clearly, PES staff can more readily compare diverse projects by using quantitative data. However, the gathering and analysis of qualitative data permits a project to be evaluated in light of local idiosyncracies.

Seminar participants recognized several difficulties inherent in the collection of quantitative data from within their respective departments. These include the lack of uniformity of incident reports, difficulties in obtaining updated information on case clearances and the unreliability of dollar values given by victims for property loss. While such problems are inherent to crime data, their severity can be somewhat minimized by action of CPOs. Such activities as development of and/or updating uniform incident reports and procedures for completing them are useful in this regard.

### 3. Post-Grant Period Evaluation

Finally, it was noted that a commitment to evaluation must continue beyond the period the program is funded by the WCCJ. The CPOs were encouraged to begin and/or continue an in-house evaluation capability. An ongoing evaluation capability built into crime prevention programs by local personnel should assure accurate and timely reports which outline the impact and utility of the programs. Subsequently, these reports, employing a combination of quantitative and qualitative information should help convince decision-makers (e.g., county boards, police and fire commissions) of project usefulness and thus maximize the likelihood of local funding pick-up, especially given present budgetary constraints. Technical assistance from PES staff was offered with the establishment of this in-house evaluation capability.

#### Project Activities

A variety of activities which constitute typical crime prevention programs were discussed. In all instances two critical elements of these activities were identified: methods of creating and maintaining citizen interest in the activity and follow-up to measure the effectiveness of the activity. Some of the more common activities discussed include the following:

#### 1. Media Promotion

All projects have employed diverse media forms to encourage public utilization of crime prevention services. However, projects differ in the audience to which this information is directed. For example, certain services are advertised to certain sub-units of the total population, e.g., residents of given geographical areas, senior citizens, school children or home owners. The relative merits and demerits of both the community-wide and specialized population unit media policies were discussed by seminar participants.

#### 2. Security Surveys

Such surveys are offered in several forms by all projects. Again discussion revolved about whether these surveys should be offered on a city-wide basis or via a block-by-block process. Also, it was pointed out that large segments of the population, such as renters, are more resistant to effectuating the recommendations of the surveys. Finally, procedures to follow up on survey recommendations to ensure their completion were seen as extremely important.

### 3. Public Presentations

Again, these presentations are common to all projects. However, it was noted that certain audiences should be given priority, notably sections of targeted crimes. Also, the use of past crime victims as an integral part of these presentations to increase the relevancy of the topic to an otherwise indifferent audience was suggested by some of the participants.

### 4. Other Activities

Possible approaches to a series of other crime prevention activities were discussed. These activities include "Operation ID," the Neighborhood Watch program and services offered residents absent from their homes for extended periods of time (e.g., home checks or loan of light timers). Finally, it was suggested that some programs must be developed for specific crimes. Thus, programs could be developed to address bicycle theft, vandalism and/or employee theft.

#### Seminar Evaluation

PES staff developed a short questionnaire to solicit feedback from the seminar participants (Attachment E). Although the principal purpose of the questionnaire was to measure the appropriateness of the WCCJ seminar, questions concerning future training needs were also included. In addition, participants were encouraged to relate their perceptions of present and future WCCJ involvement in the crime prevention arena.

Approximately three weeks after completion of the seminar, each of the 26 participants was sent a copy of the questionnaire. Of the 26 questionnaires mailed, 13 (50%) were returned to PES for analysis. The information that follows is based upon those questionnaires.

#### 1. Seminar Content

Questions 1 through 3 of the questionnaire requested information about participants' perceptions of the seminar's content. The questions asked: (1) were the issues covered germane to the CPO's work; (2) were there other issues that participants thought should have been covered; and (3) was the amount of time scheduled for the seminar appropriate.

Approximately 77% (N=10) of the respondents reported that the issues covered were relevant to their work.

One respondent stated that the issues were not, and two respondents did not answer the question. The opportunity to exchange ideas and/or concerns with other CPOs was a major theme which ran through the responses. Indeed, "the interagency rapport particularly stimulated ideas that we've begun implementing..."

The response of another participant is perhaps representative of the participants: "Being the first seminar for crime prevention officers (funded by WCCJ), it was by necessity broad in scope...general discussions relative (to) vacation home watches (pros and cons), property identification and the discussions relative (to) media usefulness were helpful."

The use of alarm systems, non-police involvement in crime prevention and programs more suitable to smaller departments were mentioned as areas which could have been included in the content of the seminar.

An equal number of respondents (N=6), or 46%, indicated that they felt the time allocated for the seminar was either appropriate or too short. Of those indicating the time was inappropriate, expanding the seminar to two full days was most often cited. Noted one participant, "The enthusiasm and subject interest in specific areas of crime prevention developed at the seminar could've been even more productive if we had more time together."

## 2. Seminar Value

Questions 4 through 6 of the questionnaire dealt with participants' perceptions of the seminar's value. Table 7 below is a breakdown of respondents' perceptions of the overall usefulness of the seminar.

Table 7

Participant Perceptions of WCCJ Seminar

Category	Number	Percent
Very Useful	8	62%
Somewhat Useful	3	23
Neutral	1	7
Not Very Useful	1	7
Not At All Useful	0	0

Explanations as to why respondents rated the seminar as they did were in somewhat general agreement. "'Very Useful' would have been checked if we would have been able to delve into more specific areas of crime prevention." Said another, "I feel that using officers from established crime prevention programs... is important; the Council did a good job by having M.C. Defatte of Racine participate in the program." And finally, "The seminar had worth in that it provided planners, educators and funders with crime prevention needs in both the short term and long term."

Respondents were asked if there were any changes which they would have made to make the seminar more useful. One overriding suggestion became evident. The suggestion dealt not with present but with future seminar locations. Noted one CPO, "The proximity of the Fox Valley technical school is helpful. However...an inhouse location would be preferable." Another respondent indicated that a change of locations might be useful "to see different areas or visit different agencies."

All respondents indicated that they would be interested in attending similar WCCJ crime prevention seminars. "Local crime prevention requires on-going evaluation and update to be effective. Annual or semi-annual meetings of this nature would meet both these needs, in that one can gain from others' experiences..."

## 3. Training Needs in Crime Prevention

The final two questions asked of the participants dealt with present and future training needs in the area of crime prevention. While this area was briefly covered during the seminar, PES staff felt that further reflection would generate needs not already identified. In addition, information gained would be forwarded to Ed Krueger of the Fox Valley Technical Institute. Fox Valley is the only facility in the State which offers specialized training in crime prevention.

When asked if they felt that crime prevention training is easily accessible to most CPOs within the State, 38% (N=5) responded that it was not. The rationale behind the negative responses varied from the general, "Wisconsin is behind in its efforts to effectively train law enforcement in the area of Crime Prevention," to a more specific, "I would like to see seminars dealing specifically with one topic, e.g., Neighborhood Watch." Several respondents gave no reasons why they felt crime prevention training was not easily accessible.

Finally, participants were asked if there were areas of crime prevention in which more training emphasis should be placed. The following areas were indicated:

- a. Generating public participation
- b. Alarm system training
- c. Generating resource pools on a state and local level
- d. Hardware information
- e. The "proactive" police response
- f. Crime analysis of the variety described in Standards and Goals
- g. Community problem solving and identification
- h. How to talk to people
- i. Evaluation techniques
- j. Statistical gathering and data analysis; the use of the computer

#### Conclusion

The Crime Prevention Seminar was beneficial in a number of ways. The exchange of information among the participants and relevant WCCJ personnel proved mutually advantageous in identifying several benefits and costs of various crime prevention strategies.

In addition, a mutually constructive rapport was developed between WCCJ staff and the participants, which will help to facilitate efforts in addressing needs and problems in the crime prevention area. Indeed, all participants who responded (N=13) to the PES questionnaire indicated that they would not only attend similar seminars but feel that seminars are integral components in the overall development of viable crime prevention programs.

#### C. Annual International Crime Prevention Conference

In November 1979 PES staff travelled to Louisville, Kentucky to attend the Annual International Crime Prevention Conference. The conference was co-sponsored by the National Crime Prevention Institute (NCPI) and the International Society of Crime Prevention Practitioners. Over 300 crime prevention specialists, dignitaries, nationally-recognized specialists and interested persons attended the conference (Attachment F).

##### 1. State Crime Prevention Agencies Meeting

In addition to the workshops and seminars offered at the conference, PES staff also attended the State Crime Prevention Agencies meeting held just prior

to the conference. At the present time there are over 30 states that have formal statewide crime prevention programs.<sup>58</sup> The principal purpose behind PES staff attending this meeting was to gather information on what steps the WCCJ should take if and when steps are taken to implement a statewide crime prevention effort.<sup>59</sup>

In addition to exchanging ideas and discussing the current "state of the art" in crime prevention, a number of specific suggestions relating to the establishment of a statewide effort were offered:

- a. Don't establish the crime prevention agency within the state's state planning agency (SPA). This tends to generate criticism on the part of communities due to the fact that SPAs are primarily in existence to fund pilot projects.
- b. Don't establish the crime prevention agency within the governor's office. It was noted that agencies which enjoy the support of one administration may not be supported by other governors, especially if they see the agency as a "pet project" of the last administration. (The WCCJ involvement with the Wisconsin Jaycees' Operation Identification Program funded in 1974 under the auspices of the Governor's Office will serve as a germane example here. See footnote 14.)
- c. Don't "bury" the state crime prevention effort within a layer of other bureaucratic agencies. If this is done, the agency enjoys no visibility and may be absorbed by other bureaus or agencies which have no real commitment to crime prevention but want additional staff.
- d. Do seek out the support of the state's Chiefs of Police Association, the State Sheriff's Organization and the State Crime Prevention Officers Association. Such support demonstrates that there is grassroots support for a statewide crime prevention effort.

<sup>58</sup> These statewide programs vary from the very sophisticated as exists in Kentucky to one-person operations. Attachment G lists those states with formal statewide efforts.

<sup>59</sup> It is interesting to note that at this meeting representatives from the states of Idaho and New Jersey were also gathering suggestions as to how their respective states could develop statewide programs.

- e. Do generate legislation mandating that whenever the agency and/or bureau is to be located in state government, it is the result of bipartisan support and legislation and not the result of an executive order (although a governor may choose to execute an executive order to demonstrate his/her commitment to fighting crime).

2. Workshops

Although PES staff attended a number of workshops dealing with specific concerns of crime prevention projects (e.g., television news and crime prevention, sexual assault prevention, volunteer programs), two workshops are worth noting.

a. The National Ad Council Campaign: "Take a Bite Out of Crime"

Mr. B. Mac Gray, of the National Council on Crime and Delinquency, outlined the history and rationale behind the upcoming national campaign to "Take a Bite Out of Crime." The campaign is the brainchild of the National Ad Council, LEAA and the National Council on Crime and Delinquency (Attachment H). The goals and objectives of this program were outlined by Gray:

- 1) To change unwarranted feelings about crime and the criminal justice system.
- 2) To initiate individual action against crime.
- 3) To mobilize additional resources for crime prevention.
- 4) To exchange existing information on crime prevention programs being conducted at the federal, state and local level.

The total cost of this project, including air time to be devoted by local television stations is estimated to be about \$50 million. Gray also indicated that this project will probably be in existence for 25 to 30 years. In addition, the University of Denver Communications Department received funds from LEAA to conduct an evaluation on the effectiveness of this national media blitz.

b. Rural Crime Prevention

Howard Phillips and Joseph Donnermeyer from the National Rural Crime Prevention Center, Ohio State University, Columbus, Ohio, conducted this

workshop. They noted that many factors appeared to be contributing to the growing rural crime problem:

- 1) Remoteness and distance between rural homes on lesser travelled roads and increasing accessibility to county areas.
- 2) Influx of population into rural areas.
- 3) Minimal police resources and longer response times.
- 4) Farmers' need for extensive equipment inventories.
- 5) Continued adherence to an attitude believing rural areas to be immune from urban crime problems.
- 6) Isolation of park and recreation facilities in rural areas.

The moderators noted that the Center's research program is organized to a) expand, generate and test theoretical hypotheses aimed at building a knowledge base; b) to initiate, cooperate and assist in research programs with other institutions across the country; and c) to design program responses based on research findings in order to maximize societal benefits to be derived from such activities.

In addition, educational and instructional programs are being initiated and developed. Finally, the Center is working to gather and assimilate information to provide, in one location, up-to-date information on rural crime prevention.<sup>60</sup>

<sup>60</sup> A number of WCCJ projects have voiced concern that the rural and suburban crime prevention needs have not been adequately addressed. The National Rural Crime Prevention Center appears to be moving toward rectifying and answering the needs and problems of rural crime prevention efforts. (See Attachment I.)



## SECTION VII

### Crime Prevention Project Descriptions

#### Crime Prevention Project Descriptions<sup>61</sup>

##### A. Introduction

The Wisconsin Council on Criminal Justice (WCCJ) currently funds, at various levels, twelve (12) crime prevention projects throughout the State of Wisconsin. Projects are in various stages of implementation (see Table 8, next page).

According to the 1979 and 1980 WCCJ Criminal Justice Improvement and Action Plans, all crime prevention projects funded by WCCJ must attempt to "diminish the rate of at least one targeted Part I property crime" (emphasis added). As a result, all jurisdictions requesting funds for crime prevention projects must analyze local crime data in an effort to identify, among other problems, Part I crimes which are particularly problematic to that jurisdiction. Those crimes so identified by the crime analyses are then "targeted" by the individual crime prevention project.

All of the crime prevention projects funded by WCCJ are housed within the local police department and coordinated by a Crime Prevention Officer (CPO). Most projects involve program activities which are quite similar in nature (e.g., property identification, security survey/inspections of residences and businesses, "Neighborhood Watch," and community education (see Project Activities section).

The total population for all WCCJ-funded projects is 342,061 or 7.31% of Wisconsin's total population. Excluding the City of Manitowoc, for which crime data is not yet available, the projects' total population is 309,121 or 6.61% of Wisconsin's total population. (See map on page 59 for the locations of crime prevention projects.)

##### B. Individual Projects

###### 1. Brown Deer

The Village of Brown Deer is located in Milwaukee County, just south of the Milwaukee-Ozaukee County

<sup>61</sup> Information contained in this section is drawn from: State of Wisconsin, Department of Administration, Division of State Executive Budget and Planning, Madison, Wisconsin, January 1, 1979, Population Estimates; 1970 Census, Number of Inhabitants, U.S. Summary, PC (1) - A1; Boundary and Annexation Survey, 1970-77, GE-30-3, August 1979; WCCJ, Grants Administration files and Crime Prevention projects' Departmental Records; and the Crime Information Bureau's Wisconsin Law Enforcement Agencies, Full-time Actual, Authorized and Specially Funded Employees, July 1, 1979.

Table 8  
Crime Prevention Projects Funded by the  
Wisconsin Council on Criminal Justice<sup>1</sup>

Jurisdiction and Population <sup>2</sup>	Project Start-Up Date	Estimated Current Year Project Cost	Targeted Part I Property Crimes Reported Offenses (rates per 100,000) <sup>4</sup>	Size of Police Department Prior to Project Implementation	Number of Project Crime Prevention Officers <sup>5</sup>
La Crosse 48,814	1/12/78	\$16,670	Burglary: 447 (915.7) Motor Vehicle Theft: 188 (385.1) Theft: 2,385 (4,885.9)	81 Sworn Officers	1 Part-time Officer (also 1 Part-time Student Intern)
Brown Deer 14,113	4/1/78	\$26,222	Burglary: 58 (411.0) Theft: 366 (2,593.4)	20 Sworn Officers	1 Officer
Franklin 16,095	4/1/78	\$52,462	Burglary: 123 (764.2) Theft: 392 (2,435.0) (especially construction site theft)	20 Sworn Officers	2 Officers
Greendale 17,884	4/1/78	\$58,546	Burglary: 17 (95.1) Theft: 968 (5,412.7) (especially shoplifting)	26 Sworn Officers	2 Officers (also 1 Part-time Social Worker & 1 Volunteer Intern)
Wisconsin Rapids 18,676	4/1/78	\$44,132	Burglary: 200 (1,070.9)	40 Sworn Officers	1 Officer (also 1 Part-time Secretary)
Manomomie, City of 10,814	7/15/78	\$25,497	Burglary: 36 (332.9)	23 Sworn Officers	1 Officer (also 1 Part-time Secretary)
Oak Creek 15,598	10/1/78	\$31,569	Burglary: 180 (1,154.0)	37 Sworn Officers	1 Officer
Mequon 15,899	11/1/78	\$36,000	Burglary: 83 (522.0) Theft: 266 (1,673.1) (especially construction site theft)	32 Sworn Officers	1 Officer
Menominee Restoration Committee 3,662	11/1/78	\$20,819	Burglary: 461*(12,588.7) * Vast Disparity has occurred in records of reported offenses.	8 Patrolmen 1 Investigator 2 Full-time Deputies 4 Part-time Deputies	1 Officer
Green Bay 89,289	1/1/79	\$66,666	Burglary: 707 (791.8) Motor Vehicle Theft: 152 (170.2)	155 Sworn Officers 1 Investigator 2 Full-time Cadets 7 Part-time Cadets	1 Officer 2 Cadets
Cudahy St. Francis South Milwaukee <sup>6</sup> 56,391	3/1/79	\$26,527	Burglary: 419 (770.3) Theft: 907 (1,667.6)	83 Sworn Officers	5 Officers
Manitowoc 33,143	8/1/79	\$27,053	Burglary: 444 (1,339.6) Theft: 1,225 (3,696.1)	64 Sworn Officers	1 Officer

<sup>1</sup> Statistical Source: Crime Information Bureau, Crime & Arrests.

<sup>2</sup> Population and crime rates are recorded for the year preceding project implementation.

<sup>3</sup> Some jurisdictions are also informally targeting offenses which are classified as Part II property offenses (e.g., vandalism, damage to property).

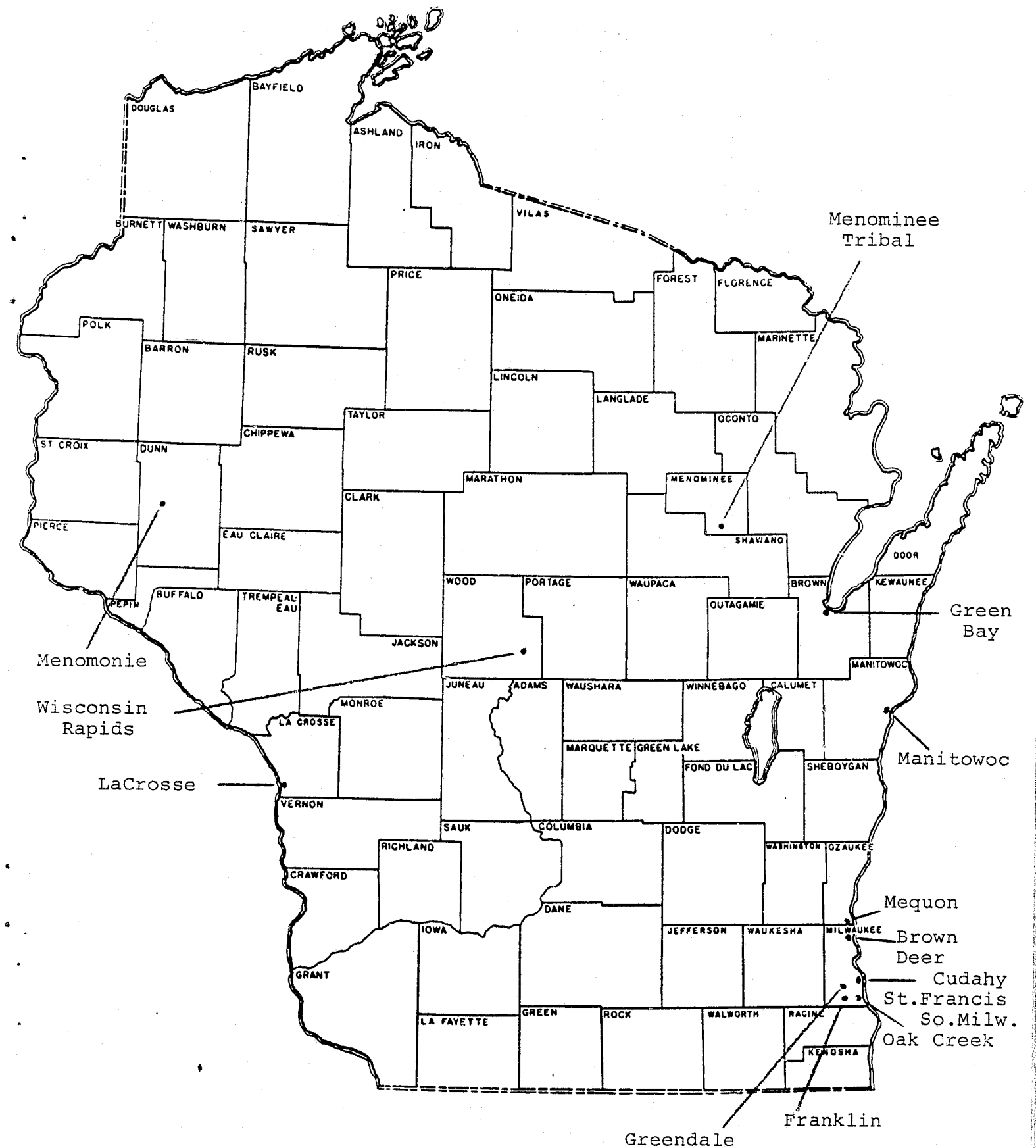
<sup>4</sup> State of Wisconsin (1977) Population: 4,651,000; Burglary 39,305 (846.4); Theft 121,581 (2,614.1); Motor Vehicle Theft 10,267 (220.7).  
State of Wisconsin (1978) Population: 4,679,000; Burglary 39,589 (846.1); Theft 125,032 (2,672.2); Motor Vehicle Theft 10,736 (229.5).

<sup>5</sup> The Crime Prevention Officer(s) vary in rank.

<sup>6</sup> The figures for these jurisdictions are totals, with average rates per 100,000; five existing officers work part-time with this project; \$26,527 (3-1-79 through 10-1-79) and \$37,146 (10-1-79 through 10-1-80).

Revised date: 1/80

Crime Prevention Projects Funded by the  
Wisconsin Council on Criminal Justice  
1979-1980



line. On January 1, 1979 Brown Deer had an estimated population of 14,360 and 4.5 square land miles within its boundaries.

A two-year crime prevention project was initiated by the Brown Deer Police Department on April 1, 1978. It is one of five currently funded WCCJ crime prevention projects in Milwaukee County. (The other projects are Franklin, Greendale, Cudahy et al., and Oak Creek.) Police Officer James Seeger was appointed as Crime Prevention (resistance) Officer.

As of July 1, 1979 Brown Deer had a complement of 22 sworn officers. The rate was 1.53 sworn officers per 1,000 people.<sup>62</sup> Actual 1978 Police Department expenditures amounted to \$566,979. First-year (crime prevention) project expenditures were \$36,793 or 6.49% of the 1978 police budget. A total of \$25,851 is budgeted for the project during the second year of funding. This amounts to 4.56% of the 1978 total police budget.

This project places primary emphasis on reducing burglary and theft by 5% from 1977 totals. Secondary emphasis is centered on shoplifting and vandalism prevention. The implementation strategies to effectuate the burglary and theft reduction goals are: (1) reduce the dollar loss resulting from targeted crimes; (2) increase the reporting of targeted crimes, thereby decreasing the gap between the number of crimes reported and the

<sup>62</sup> This is the commonly-accepted method of expressing the rate of officers per number of inhabitants. As of October 31, 1977, 10,879 agencies, representing over 201 million United States inhabitants, reported a total of 437,000 full-time law enforcement officers for a rate of 2.2 officers per 1,000 people. Caution should be exercised in using rates for comparative purposes, since there is a wide variation in the responsibilities of various law enforcement agencies throughout the country. Just as the conditions which affect the amount and type of crime vary from place to place, so do the requirements for types of police service based upon the conditions which exist in a given community. For example, the increased need for police service in a community which has a highly-mobile or seasonal population differs from a community which has a relatively stable or fixed population. In addition, a small community situated between two large cities may require a greater number of law enforcement personnel than a similarly sized community having no urban centers nearby. The crime conditions of the former are for the most part dictated by its geographic location. Many cities in the United States

actual incidence of crime; and (3) increase the number of follow-up investigations on targeted crime. Other project activities include increasing community awareness of crime and crime prevention, "Project Theft Guard" (property identification system), and residential and business security surveys/inspections.

2. Cudahy, St. Francis, South Milwaukee

This Crime Prevention - Loss Reduction Project is unique from the other WCCJ-funded projects in at least three aspects. First, it is a combined effort by three suburban cities in south-central Milwaukee County. The overall project goal is to reduce the level of burglary and theft offenses. Second, all officers assigned to this project perform crime prevention functions in addition to their regular duties. Third, due to the availability of funding, the project's term is for a period of eighteen months, as opposed to 24 months.

Cudahy, a community with 20,928 inhabitants, has 4.7 square land miles. St. Francis encompasses 2.9 square land miles and has 10,235 people residing within its city limits. The City of South Milwaukee is occupied by 22,587 people within an area of 4.7 square land miles. All three jurisdictions have a total population of 53,750 within 12.3 square land miles, or 4,370 people per square mile.

March 1, 1979 was this project's implementation date. Coordination activities for the three jurisdictions are conducted by Cudahy's Police Department with Police Chief Anthony M. Wise serving as Project Director.

operate with substantially fewer law enforcement employees per capita than the national average. For example, cities in the 10,000 to 50,000 population range averaged two law enforcement employees per 1,000 inhabitants. This low average rate for smaller cities is offset by the fact that large cities, those with over 250,000 inhabitants, were substantially above the national average with a rate of 3.4 law enforcement employees per 1,000 inhabitants. Law enforcement employee rates based on sworn personnel only (excluding civilian employees) showed the average for all cities was 2.1 per 1,000 inhabitants in 1977. The city rates, nationally, ranged from 0.1 to 7.9 per 1,000 inhabitants. (U.S. Department of Justice, FBI Uniform Crime Reports, Crime in the United States 1977, Washington, D.C.)

As of July 1, 1979 Cudahy had 35 sworn police officers for a rate of 1.67 officers per 1,000 people; St. Francis had 16 sworn police officers for a rate of 1.56 officers per 1,000; and South Milwaukee had 32 sworn officers for a rate of 1.42 per 1,000 people. Thus, the three communities had 83 sworn police officers, accounting for a rate of 1.54 officers per 1,000 citizens.

Total police service expenditures in Cudahy amounted to \$843,420 during 1978; St. Francis' 1978 police expenditures were \$552,201; and South Milwaukee appropriated \$972,810 for 1978 police services. During the first six months project personnel reported \$26,527 was spent for project operations. A total of \$37,186 is allocated for the remaining twelve months, for a total budget of \$63,713. This amount is 2.69% of the 1978 combined police budgets. The final twelve-month project budget is 1.57% of the 1978 combined budgets.

As noted earlier, the ultimate goal is to reduce the incidence of burglary and theft in the cities of Cudahy, St. Francis and South Milwaukee. Immediate project objectives originally included the following: (1) an increase in community involvement in reporting crimes as they occur; (2) a decrease of 20 percent in the total number of burglaries and thefts in the Cudahy, St. Francis and South Milwaukee park areas over the next two years (the park area consists of 1.69 square miles); and (3) an improvement in the collection and usage of statistical data, not only on the adjacent park areas, but in the total community, to better determine how to allocate resources. These original objectives were expanded to include service to the entire communities rather than just the park and adjacent areas. Analysis of existing crime data determined that the problems of burglary and theft were not confined solely to the park areas.

### 3. Franklin

Franklin, a suburban southern Milwaukee County city, has a population of 17,650 in a 33.9-square-mile area. On April 1, 1978 Franklin Police initiated a two-year crime prevention project entitled "ABATE"--Accelerated Burglary and Theft Enforcement. Detectives Dave Holberg and James Jankowski were appointed as crime prevention officers.

As of July 1, 1979 Franklin had 23 sworn police officers or 1.3 officers per 1,000 inhabitants. During 1978 police services accounted for \$512,577 of the City's expenditures. The current year project budget is \$52,462 or 10.23% of 1978 police expenditures.

Franklin's overall project goal addressed three facets of the targeted offenses of burglary and construction theft: (1) reduction in the rate of these offenses; (2) increased clearance rate of targeted offenses; and (3) increased proportion of property recovery to property loss for these offenses. The targeted offenses, however, were expanded to include all types of theft.

### 4. Green Bay

Green Bay is the most populous city in Brown County and fourth largest city in the State of Wisconsin. The City has a population of 89,918 people and 44 square land miles.

The City of Green Bay began its full-time crime prevention project on January 1, 1979. The project is operating under a January 1 through December 31, 1980 second-year timetable.

On July 1, 1979 the Green Bay Police Department had 151 sworn officers. In addition, there are five sworn officers for specialized police functions through two federally-funded grants. The rate was 1.73 sworn officers per 1,000 people. The crime prevention project has a \$62,003 budget which comprises 1.41% of 1978 Green Bay Police expenditures (\$4,395,549).

Burglary, as a Part I offense, is the primary targeted offense of this project. Additional emphasis is being placed on motor vehicle theft and vandalism (criminal damage to property). The 1980 crime prevention expectations, as stated in the grant application are: Ultimate Goal--to develop, coordinate and disseminate information and programs designed to reduce the opportunity for property crimes; Objectives--(1) to reduce the amount of burglaries committed in Green Bay by 10% in 1980, from 707 in 1978 to 637 in 1980; (2) to reduce the amount of motor vehicle thefts by 7%, from 152 in 1978 to 142 in 1980; and (3) to coordinate burglary prevention activities with an on-going anti-vandalism program in Brown County.

### 5. Greendale

The Village of Greendale, a Milwaukee County community, has a population of 18,215 and covers 5.6 square miles. The Greendale Police Department implemented a two-year crime prevention project on April 1, 1978. Sgt. Russell Anderson and Officer Carol Bier are presently the crime prevention officers responsible for this project.

Twenty-eight sworn police officers are employed by Greendale. The rate is 1.54 officers per 1,000 inhabitants. During 1978 a total of \$895,315 was expended for police services. The current project budget is \$58,546 or 6.54% of 1978's total police expenditures.

Due to the fact that the state's largest shopping center (Southridge) is located in Greendale, the primary goal of this project is to reduce the incidence of shoplifting by at least 5% during the first year of the project and an additional 15% in the second year. Various tactics, including "Operation Identification," electric light timers, vacant premises monitoring, public presentations, and residential and commercial security survey/inspections are being employed.

6. LaCrosse

The City of LaCrosse has a population of 49,403. It is located in western Wisconsin, bordering the Mississippi River, and encompasses 15.9 square miles.

On January 12, 1978 LaCrosse initiated a two-year crime prevention project. The CPO divides activity time between this project and a locally-subsidized Police Public Relations (PPR) function. Due to the death of the first CPO and subsequent personnel changes, the project period was extended until June 30, 1980. The present CPO-PPR function is performed by Officer Barbara Utterbach.

LaCrosse is served by 82 sworn police officers, or 1.66 officers per 1,000 people. Actual 1978 Police Department expenditures were \$1,612,708. The current project budget is \$16,670, or 1.03% of 1978's total police expenditures.

Three project goals were delineated in the original grant application. They were: (1) to increase the awareness of the crime problems which exist in the City of LaCrosse among both the adult and juvenile populations; (2) to increase citizen involvement in the prevention of crime and apprehension of criminal offenders; and (3) to reduce the incidence of criminal activity in the City of LaCrosse with particular emphasis directed toward incidences of theft and burglary. Eight short-term and six long-term objectives were also listed. These expectations were similar to other crime prevention projects (e.g., to approach 20-30% of the businesses and homeowners in the city of LaCrosse with crime prevention programs, to develop and deliver an in-service training program to all sworn personnel in the LaCrosse Police Department and to increase the number of crimes cleared by arrest by 2-3%).

7. Manitowoc

The City of Manitowoc, a community with 32,940 citizens, borders Lake Michigan in east central Wisconsin. Its land area encompasses 12.5 square miles.

On August 1, 1979 Manitowoc Police began the operation of a two-year crime prevention project. Sgt. Roger Halverson is Manitowoc's crime prevention officer.

City residents are served by 64 sworn police officers, or 1.94 officers per 1,000 people. The 1978 total Departmental budget was \$1,130,221. Project monies of \$27,053, or 2.39% of 1978's total police budget, have been allocated for the first year.

The City of Manitowoc's project is aimed at reducing the opportunities for property crime--primarily burglary and certain acts of larceny. Four objectives are outlined in the grant application: (1) to reduce the amount of burglaries committed during the first year of the program by 10%, from 444 to 400, and to reduce burglaries another 15%, from 400 to 340, in the second year; (2) to reduce the amount of theft from autos (including auto parts and accessories) by 6%, from 331 to 311, over the two-year period; (3) to reduce shoplifting cases by 10%, from 313 to 282, the first year and 10%, from 282 to 254, the second year; and (4) to increase the value of property recovered by 10% to 15% over the two-year period.

8. Menominee Tribal Police

Menominee Tribal Police secured a crime prevention grant award and are presently in the second year of operation. Their grant began November 1, 1978, and Investigator James Knope was appointed Crime Prevention Officer. The law enforcement responsibilities are unique for Menominee County inasmuch as two agencies--Menominee Tribal Police and Menominee County Sheriff--share a similar land area. However, Tribal Police are responsible for all federal non-taxable land area, which is the majority of the County area or 360 square miles (except for traffic and highway enforcement). The County area, located in north central Wisconsin, has a population of 3,140.

As of July 1, 1979 twenty sworn police officers served the Tribal population. The rate was 6.37 officers per 1,000 people. During 1978 a reported \$338,846 was expended for Tribal Police services. The second year project budget is \$22,064 or 6.49% of 1978's total budget.



This project's goals, as stated in the grant application, are: (1) to reduce the incidence of burglaries 3% (approximately 10 burglaries) through further police training in security systems and other crime prevention techniques; (2) to continue to implement a community education program with the emphasis on crime reporting and current crime problems existing on the Menominee Indian Reservation; and (3) to increase citizen involvement in the prevention of crime. The objectives employed to accomplish the goals are: (1) to provide security checks of residence when requested (project target will be 100 residence minimum); (2) to continue to implement an on-going in-service training program, eight hours per quarter for all Menominee Tribal Police; (3) to continue to implement a property identification program and to have materials available to the public; and (4) to continue to implement a community education program and to provide a minimum of ten talks.

9. City of Menomonie

The City of Menomonie, located in northwestern Wisconsin, has 10,668 inhabitants and covers 10.9 square land miles. In addition to the resident population, University of Wisconsin-Stout students account for another 7,000 seasonal residents. The City Police Department is currently operating a two-year crime prevention project, and Officer Dale Amundson is the CPO.

Twenty-five sworn police officers serve the community, for a rate of 2.34 officers per 1,000 people (without the seasonal student population), and an approximate rate of 1.42 officers per 1,000 people (including the student population). Police and police-related expenditures amounted to \$679,834 during 1978. This project, scheduled to complete its second year of funding on June 30, 1980, has a current budget of \$25,497. The project budget is 3.75% of 1978's total police expenditures.

Project efforts are directed at burglary and theft reduction. The ultimate goal is to reduce the crime rate in the City of Menomonie and to increase the number of cases cleared by arrest through the maintenance and utilization of a crime prevention program. Immediate project objectives are to disseminate crime prevention information to the public sector and fellow officers.

10. Mequon

The Village of Mequon encompasses 46.3 square land miles in southern Ozaukee County, directly north of Milwaukee County. Population statistics reveal that an estimated 16,975 people reside in Mequon, for an average 367 persons per square mile.

On November 1, 1978 Mequon Police implemented a crime prevention project. Although two police personnel, Lieutenant Dick Burgard and Sergeant Tom Simon, are assigned to the crime prevention function, only Sergeant Simon receives his salary from grant funds.

Mequon's Police force consists of 33 sworn officers, or 1.94 officers per 1,000 people. Police expenses for 1978 were \$709,784. The current project budget is \$35,782, or 5.04% of 1978's total departmental budget.

Similar to other crime prevention efforts, this project is attempting to stabilize burglary and theft rates. According to the grant application, the ultimate goal is to establish a crime prevention bureau within the Mequon Police Department in order to create and maintain an awareness in the community of the need for citizen participation in law enforcement. Specific immediate objectives are: (1) in the first year to stabilize projected increases of 48% in the rates of burglary and theft at construction sites, schools and businesses; and (2) to reduce the project rate of increase in dollar loss per burglary (total of \$16,000 loss projected for 1978) from the 1977 actual level of \$32,000.

11. Oak Creek

Oak Creek, a suburban city in southern Milwaukee County, has a population of 16,776 and covers 28.4 square land miles. On November 1, 1978 Oak Creek Police initiated a crime prevention project, entitled Community Assisted Police Enforcement (CAPE). Lt. Al Clasen, Jr. was appointed to the position of CPO.

Police personnel include 39 sworn police officers, or 2.32 officers per 1,000 people. During 1978, \$830,111 was expended for City police services. The current project budget is \$31,569, or 3.8% of 1978's total budget.

Burglary was identified as the Part I crime Oak Creek desired to reduce by 10%. The subgrantee intends to achieve this goal by alerting 30-40% of the citizens of Oak Creek to the need to report suspicious incidents to the police.

12. Wisconsin Rapids

The City of Wisconsin Rapids, a community of 18,266 people in central Wisconsin, has 11.1 square land miles. The City Police Department was awarded an anti-burglary crime prevention grant on April 1, 1978. Officer Richard Ironside is the project's current CPO. Police services amounted to \$875,912 in 1978. The current project budget is \$44,132, or 5.04% of 1978's total. Forty sworn police officers complement Wisconsin Rapids' police staff. This complement constitutes a rate of 2.19 officers per 1,000 people.

The project goal is to implement an effective crime prevention program for the City of Wisconsin Rapids, and the objective is to reduce the rate of residential burglaries. To achieve this objective, project personnel are: (1) to actively assist in the establishment of volunteer neighborhood security programs that involve the public in burglary prevention and reduction; (2) to develop "Operation Identification"--a property identification system--and promote the program in the community; (3) to conduct a systematic security survey service to the people; and (4) to establish a specialized unit in the area of crime prevention.

SECTION VIII

Methodology and Data Analysis

A. Introduction

A prime requirement of this program report is to evaluate the effectiveness of a series of crime prevention strategies employed by diverse jurisdictions. While individual projects differ along several dimensions, their basic similarities require a common framework of analysis. In summary, this framework consists of a series of quantitative and qualitative comparisons, both among individual projects and between these projects and similar jurisdictions which lack formal crime prevention programs.

Since the evaluation of individual and aggregated projects rests on a multiplicity of quantitative and qualitative measures, program effectiveness should not be determined solely on any single criterion (see Victimization Studies section). Instead, this report weighs the relative importance of these disparate and perhaps contradictory effects of crime prevention policies. To summarize, various elements of the crime prevention program mandate both a broad and flexible evaluation design. The multiplicity of targeted offenses, jurisdictions, preventive strategies and impact indices combine to produce a multi-faceted research design.

B. Research Design

1. Introduction

This section outlines both the format and content of the data analysis. Projects will be evaluated along several dimensions; hence a diversity of data sources and research strategies are employed. Since individual projects vary in their choice of targeted Part I offenses and/or crime prevention activities, this research design retains the flexibility needed to incorporate the aforementioned variance.

2. Data Collection and Survey Instrument

A major element of this analysis is a series of comparisons by which to measure the quantitative aspects of diverse crime prevention projects. These comparisons include contrasting the quantity and characteristics of targeted offenses during the project period with like offenses during the year prior to project operationalization (i.e., baseline).

Naturally, the effective start-up dates of funded projects differ and seldom correspond to the calendar year. Table 9 outlines the quantity of offenses sampled in each crime prevention jurisdiction along with the dates of each project's baseline period. In most instances, included data consist of all targeted offenses known to the police during both the baseline and project periods. Exceptions to this rule occur in several jurisdictions where an excessive volume of targeted offenses necessitated a more restricted sample.<sup>63</sup>

Regardless of the completeness of these samples, a single data collection instrument (Appendix J) has been used to obtain an adequate portrayal of targeted crimes. While this instrument has proven overly detailed for several jurisdictions, it is sufficiently broad to have been used in all projects, obviating the need for multiple data collection forms. This instrument is separated into several logical categories--timing, target, modus operandi, victim and follow-up (together with items strictly applicable to auto theft). The data collection form was pre-tested during initial site visits, and several additions/deletions were made. Relevant data were drawn from police department complaint forms and case files. Following their collection at police departments, these data were translated into machine readable form for analytical purposes.

### 3. Measurement of Program Impact

#### a. Quantitative Data

To the maximum extent, evaluation of the Crime Prevention Program rests on a series of quantitative measurements and comparisons. Although more impressionistic data is also employed (see PES Citizen Questionnaire section), an emphasis on quantitative data permits more authoritative comparisons among projects.

As noted earlier, the evaluation design gauges the effectiveness of the Crime Prevention Program by using several methods of comparison. While the following comparisons are seldom mutually exclusive, they do provide three relatively distinct perspectives with which to view program impact.

<sup>63</sup> These exceptions include the following: Cudahy, St. Francis and South Milwaukee--1/6 of all theft; Greendale--approximately 1/5 of shoplifting offenses; LaCrosse--approximately 1/3 of all burglaries and City of Menomonie--approximately 1/3 of all thefts.

Table 9

Crime Prevention Projects: Sample Characteristics \*

Jurisdiction	Baseline Period	Targeted Offense	Sample Sizes				
			** Pre-Baseline	Baseline	Project Year 1	Project Year 2	Total
Brown Deer	Sept. 1, 1977 to August 31, 1978	Burglary Theft	28	77 261	93 322		198 583
Cudahy	March 1, 1978 to Feb. 28, 1979	Burglary Theft		180 93	130 57		310 150
Franklin	Oct. 1, 1977 to Sept. 30, 1978	Burglary Theft	3 152	107 131	117 360	80	227 723
Green Bay	Jan. 1, 1978 to Dec. 31, 1978	Burglary		799	471		1,269
Greendale	July 1, 1977 to June 31, 1978	Shoplifting Other Prop.		440 7	387 5	388 363	1,215 375
LaCrosse	Feb. 1, 1977 to Jan. 31, 1978	Burglary Auto Theft		118 180	132 220	62	312 400
Menominee Restoration Committee	Jan. 1, 1978 to Dec. 31, 1978	Burglary		184	63		246
Menomonie, City of	Sept. 15, 1977 to Sept. 14, 1978	Burglary Theft		44 141	62 150	5	111 291
Mequon	March 1, 1978 to Feb. 28, 1979	Burglary Theft		99 232	84 182		183 314
Oak Creek	Jan. 1, 1978 to Dec. 31, 1978	Burglary	22	132	105		256
St. Francis	March 1, 1978 to Feb. 28, 1979	Burglary Theft		135 65	67 28		202 93
South Milwaukee	March 1, 1978 to Feb. 28, 1979	Burglary Theft		102 112	62 55		164 67
Wisconsin Rapids	June 1, 1977 to May 31, 1978	Burglary		177	172	71	420
All Jurisdictions		All Targeted Offenses	205	3,816	3,324	969	8,314

\* In many instances, samples from individual jurisdictions do not contain twelve months of data for the "Project Year 1" category. Hence, the quantity of offenses in the "Baseline" and "Project Year 1" categories are not directly comparable.

\*\* Pre-baseline samples include all cases which occurred prior to each jurisdiction's baseline period. These cases were coded before the exact parameters of the baseline period were determined.

(1) Historical Comparison: Before/After Project Implementation

Various dimensions of targeted offenses drawn from the year-long baseline period are contrasted to offenses during the project period. These dimensions include not only the quantity of such offenses, but also characteristics of targeted crimes such as clearance rate, extent of loss and method of detection.

(2) Within Program Comparison: Type of Offense and Location of Project

Finally, crime prevention projects can be compared to one another along a variety of dimensions. Specifically, the impact of those projects within the Metropolitan Milwaukee area can be compared to those lying outside the region. Also, analysis of the effect of project activities is restricted to burglary offenses since only one non-Milwaukee project targeted theft.

(3) Spatial Comparison: Targeted and Non-targeted Population

Here the incidence and characteristics of selected offenses will be analyzed by contrasting those jurisdictions served by crime prevention projects with like jurisdictions not so served. In summary, relevant data from jurisdictions having crime prevention projects will be contrasted to data from both selected Wisconsin jurisdictions with similar population and statewide information.

The aforementioned comparisons provide alternative analytic frameworks within which to evaluate the disparate projects. Since the excessive cost of pre- and post-project victimization surveys preclude their use, this evaluation analyzes a series of variables (see section on Victimization Surveys) within the outlined comparative frameworks. Although the

following variables are not all-inclusive, the ordering generally reflects their relative importance within the research design.

(1) Targeted Crimes Known to the Police

The primary objective of all projects is to "diminish the rate of at least one targeted Part I crime" (WCCJ 1979 Policies and Procedures and Draft Action Plan; p. 14). Thus, a comparison of the rates of targeted offenses prior to and during project periods will be a major criterion by which to measure the effectiveness of the entire Crime Prevention Program. However, alterations in the rate of particular crimes do not necessarily reflect real changes in offense patterns. An increase in the number of targeted offenses known to the police may also represent enhanced citizen awareness and willingness to report offenses to the police, rather than an absolute rise in criminal behavior. Hence, interpretations of changes in the quantity of targeted offenses should be made with appropriate discretion.

(2) Clearance of Targeted Offenses

Another major objective of crime prevention projects is to clear a greater proportion of targeted offenses by means of arrest. While these clearance rates represent a less direct measure of the efficacy of crime prevention projects, this criterion can be used within an overall evaluative framework.

(3) Property Recovery

Increasing the proportion of stolen property which is recovered is another objective of most crime prevention projects. In theory, strategies including "Operation Identification," expanded neighborhood surveillance and security surveys should increase the proportion of stolen property eventually recovered. Data comparing the value of property stolen with that recovered will be employed as a further measure of project effectiveness.



(4) Attempted/Successful Crime Ratio

A variety of target hardening procedures emphasized by individual projects might lead to a greater proportion of unsuccessful or merely attempted criminal actions. In addition, one might expect the proportion of offenses involving unlocked premises to decline as a result of crime prevention efforts.

(5) Method of Detection

Another function of crime prevention projects is to encourage the general citizenry to report crimes and/or suspicious activities to the police. Hence, an effective project might be expected to increase the proportion of crimes reported by witnesses (either civilian or police) other than the immediate victim.

(6) Other Offense Characteristics

This index of project effectiveness consists of various aspects of targeted crimes. This report will monitor a diversity of items including type of premise, modus operandi and time of offense, victim and type of property stolen. Alterations in these various offense-related characteristics can help elucidate the impact of specific projects.

It should be reiterated that the comparisons and criteria outlined represent a general framework within which to evaluate the Crime Prevention Program. Specific project activities and data adequacy of individual projects affect the evaluation of the overall program area. However, analysis of the targeted crime rates in a quasi-experimental condition remains the minimum requirement of the evaluation of the Crime Prevention Program.

b. Qualitative Data

While this evaluative design basically rests on quantitative measurements used within a comparative framework, there remain aspects of individual

projects which are not susceptible to such analysis. Hence, more qualitative and impressionistic data have been gathered to estimate the efficiency of police activities. Such data have been obtained from questionnaires completed by "customers" of all crime prevention projects. These individuals were identified as recipients of various police activities including "Operation Identification," residential and commercial security surveys, and security-related lectures and seminars. Completed questionnaires have been analyzed to help determine the effectiveness of various activities common to most crime prevention projects. In addition, the training (whether specialized or general in-service) of police officers in each jurisdiction has been summarized to help gauge the impact of these projects on entire police departments. In brief, this more qualitative information can be used to buttress or undercut conclusions reached in the more quantitative portions of this evaluation report. (See PES Citizen Questionnaire section.)

C. Data Analysis

1. Introduction

As noted earlier, the quantitative analysis of the Crime Prevention Program consists of a series of comparisons within which various facets of targeted offenses are examined. The three major categories of comparison are as follows:

- a. Historical--Comparison of program data prior to and during the aggregated project periods.
- b. Within-Program--Comparison of Milwaukee area projects and non-Milwaukee projects.
- c. Program/Non-Program--Comparison of aggregate projects with comparable non-project jurisdictions.

Within the first two comparative frameworks, various indicators of program effectiveness are detailed. These indicators include number of targeted offenses, clearance rate, property recovery ratio, method of detection and other offense characteristics. The final comparison, project jurisdictions contrasted with non-project jurisdictions, will restrict its focus to overall measures such as offense and clearance rates.

This restriction is necessitated by the absence of detailed offense-related information (e.g., modus operandi, victim and property recovery) for comparable non-project jurisdictions.

All projects within the Crime Prevention Program area have focused their efforts on the related, yet dissimilar, Part I crimes of burglary and/or theft. Since these two offenses are conceptually distinct, the comparative analyses examine each targeted offense separately. Finally, while individual project data occasionally are used to highlight particular facets of data analysis, each jurisdiction is not studied sequentially.<sup>64</sup>

## 2. Historical Analysis of Crime Prevention Program

### Burglary

#### a. Quantity of Offenses

An important measure of program impact is the rate of targeted offenses both prior to and during the respective project periods. Table 10 presents these comparative burglary data for each jurisdiction targeting this offense. The absolute number of burglary offenses has been used rather than the respective rates per 100,000, since population changes have been minimal during a one-year period. If one discounts the data from the Menominee Restoration Committee for methodological reasons, a 2.5% increase in the aggregate burglary total is noted. While baseline and project periods of the twelve jurisdictions vary, included time periods do not differ drastically. Changes in the quantity of burglaries of individual projects range from a 40.9% increase in Menomonie to a 12.7% decrease in South Milwaukee, assuming one excludes the problematic data from the Menominee Restoration Committee. However, it should be stressed that, absent methodologically sound victimization surveys, the interpretation of figures in Table 10 is somewhat uncertain. For example, it has been argued that one consequence of an effective crime prevention project is an increase in the proportion of offenses which are reported to the police. In the absence of supporting information, it is thus difficult to state authoritatively

<sup>64</sup> Project personnel desiring individualized analysis are encouraged to contact PES staff. Individual project data has been analyzed and can be disseminated to meet individual requests.

Table 10

Burglary Comparison - Baseline and Project Periods\*

Jurisdiction	Baseline Sample		Project Sample		Percentage Change: Baseline-Project
	Time Period**	Quantity	Time Period	Quantity	
LaCrosse	2/1/77 - 1/31/78	118	2/1/78 - 1/31/79	132	+ 11.9%
Wis. Rapids	6/1/77 - 5/31/78	177	6/1/78 - 5/31/79	172	- 2.8%
Brown Deer	9/1/77 - 8/31/78	77	9/1/78 - 8/31/79	93	+ 20.8%
Menomonie	9/15/77 - 9/14/78	44	9/15/78 - 9/14/79	62	+ 40.9%
Franklin	10/1/77 - 9/30/78	107	10/1/78 - 9/30/79	117	+ 9.3%
Green Bay	1/1/78 - 8/31/78 (12/31/78)	501	1/1/79 - 8/31/79	470	- 6.2%
Menominee Restoration Cmte.***	1/1/78 - 6/30/78 (12/31/78)	99	1/1/79 - 6/30/79	62	- 37.4%
Oak Creek	1/1/78 - 10/31/78 (12/31/78)	108	1/1/79 - 10/31/79	103	- 4.6%
Mequon	3/1/78 - 10/31/78 (2/28/79)	69	3/1/79 - 10/31/79	84	+ 21.7%
Cudahy	3/1/78 - 8/31/78 (2/28/79)	109	3/1/79 - 8/31/79	130	+ 19.3%
St. Francis	3/1/78 - 8/31/78 (2/28/79)	74	3/1/79 - 8/31/79	67	- 9.5%
South Milwaukee	3/1/78 - 8/31/78 (2/28/79)	71	3/1/79 - 8/31/79	62	- 12.7%
Total - All Projects		1,554		1,554	
Total - All Projects except Menominee Restoration Committee		1,455		1,492	+ 2.5%

See following page for footnotes.

**CONTINUED**

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Table 10 Footnotes

- \* Data include all burglaries reported to the police except for LaCrosse, in which approximately one-third of all burglaries were sampled.
- \*\* The baseline sample of each jurisdiction is drawn from that period of time equivalent to the time period for which there is project data. Hence, those jurisdictions in which the project sample period is less than an entire year also have a corresponding baseline sample less than a year. In such cases the concluding data of a year-long baseline sample is placed within parentheses, although the baseline quantity reflects the foreshortened baseline time period.
- \*\*\* Due to sampling inconsistencies the data from the Menominee Restoration Committee are unreliable. Thus, total figures both include and exclude the Menominee data.

whether changes in the quantity of offenses represent variations in actual offense patterns or merely reflect changes in citizen reporting of crimes. Further, alterations in reported burglaries for project jurisdictions should not be viewed in isolation. Rather, these alterations should be contrasted to changes in comparable jurisdictions lacking formal crime prevention units. In summary, the data in Table 10, especially in isolation from other information, represent a very limited measure of program effectiveness.

b. Use of Total Burglary Sample

Succeeding analyses of burglary data employ samples greater than those detailed in Table 10. Instead, analyses of burglary characteristics (e.g., clearance, modus operandi and method of detection) rest on the larger samples specified in Table 11 (see next page). Data itemized in Table 11 include burglaries during the entire baseline period (i.e., pre-project) and all coded burglaries occurring after project implementation. Analysis of the quantity of pre- and post-project burglary offenses relied on data outlined in Table 10 since identical time periods are required for statistical validity. However, examination of burglary offense characteristics can employ the larger sample, since proportions, not absolute numbers, of relevant offense-related characteristics are the object of study. In addition, the reliability of subsequent analyses is enhanced by utilization of the maximum number of cases for both baseline and project period samples.

c. Clearance Rates

Virtually all projects have stressed the objective of increasing the clearance rate for targeted offenses. Hence, Table 12 (following page) summarizes the burglary clearance rates for aggregated jurisdictions prior to and during project implementation.

In short, the proportion of cases cleared by arrest has declined by approximately 41.7% (13.9% to 8.1%). The proportion of cases "cleared by other means" (e.g., change in the classification of a crime or death of offender) has remained relatively constant

Table 11

Total Burglary Sample

Jurisdiction	Pre-Project	Project
Brown Deer	105	93
Cudahy	180	130
Franklin	110	117
Green Bay	799	471
LaCrosse	118	194
Menominee Restoration Committee	184	63
Menomonie, City of	44	67
Mequon	99	84
Oak Creek	154	105
St. Francis	135	67
South Milwaukee	102	62
Wisconsin Rapids	177	243
TOTAL	2,207	1,696

as has the proportion of cases remaining "open." However, the proportion of cases in the "other/unknown" category has risen sharply during the project period. This change is at least partially due to the fact that recent cases are more likely to be the object of an ongoing investigation.

Table 12

Burglary Clearance Rates: Pre-Project and Project Periods

Sample Period	Method of Clearance				Total
	Open Case	Cleared by Arrest	Cleared by Other Means	Other/Unknown	
Pre-Project	82.8% (1,828)	13.9% (306)	2.2% (48)	1.1% (25)	2,207
Project	82.8% (1,404)	8.1% (137)	1.9% (32)	7.2% (123)	1,696

\* Chi-Square = 123.4 with 3 df;  $p < .001$ ; Cramer's  $v = .18$

\* Summary statistics are listed for several tables. In short, the chi-square figure is a statistical test of significance, "df" is degrees of freedom, "p" is the probability and Cramer's  $v$  is a measure of the strength of the relationship between the variables in the appropriate table.

Table 13 lists three project jurisdictions evincing the largest percentage changes in burglary clearance rates from baseline to project period.

Table 13

Changes in Burglary Clearance Rates: Selected Jurisdictions

Jurisdiction	Pre-Project			Project			Percent Change in Clearance Rate
	Total Cases	Number Cleared	Percent Cleared	Total Cases	Number Cleared	Percent Cleared	
St. Francis	135	28	20.74	67	4	5.97	-71.2
Brown Deer	105	24	22.86	93	7	7.53	-67.1
City of Menomonie	44	5	11.37	67	11	16.42	+44.4

It should be reiterated that project period clearances are more likely to be understated due to the relative recency of the offenses. Also, the small sample sizes encourage rather dramatic shifts in the proportional change in clearance rates.

#### d. Property Recovery Ratio

A related measure of program impact is the proportion of stolen goods which is recovered. Ideally, this proportion would reflect the ratio of the estimated dollar value of goods stolen and the value of goods recovered, exclusive of whether the case was cleared by arrest. However, several project jurisdictions failed to code the value of items stolen and/or recovered. In addition, those values which are coded represent dollar estimates and are often quite inaccurate. As a result, the property recovery rate used in Tables 14 and 15 merely segregates cases on the basis of the presence or absence of property recovery.

Table 14 (following page) presents the aggregate recovery proportions for burglaries having occurred prior to and during project implementation.

The data show an overall decline of 21.2% (13.7% to 10.8%) in the proportion of burglaries which have had all or some property recovery. As is the case when comparing clearance rates, the property recovery rate of project period cases may be understated due to the relative recency of these offenses.



Table 14

Property Recovery--Burglary: Pre-Project and Project Periods

Sample Period	Proportion of Stolen Property Recovered				Inapplicable* Other Cases
	All	Some	None	Total	
Pre-Project	7.8% (119)	5.9% (89)	86.3% (1,310)	1,518	689
Project	7.1% (80)	3.7% (42)	89.2% (1,011)	1,133	563

Chi-Square = 7.26 with 2 df;  $p < .05$ ; Cramer's  $v = .05$

\* Inapplicable cases consist of those burglaries in which no property was taken.

The four jurisdictions included in Table 15 are those which show the largest proportional changes in the property recovery rate between pre-project and project periods.

Again, jurisdictions with smaller samples are inherently more likely to show dramatic changes between the two periods.

Table 15

Changes in Property Recovery Ratio--Burglary:  
Selected Jurisdictions\*

Jurisdiction	Pre-Project		Project		Change in Property Recovery Rate
	Total Cases	All/Some Property Recovered	Total Cases	All/Some Property Recovered	
Green Bay	593	105 (17.7%)	261	33 (12.6%)	-28.8%
Menominee Res- toration Cmte.	170	28 (16.5%)	50	3 (6.0%)	-63.6%
Mequon	81	14 (17.3%)	65	3 (4.6%)	-73.4%
St. Francis	87	2 (2.2%)	48	5 (10.4%)	+372.7%

\* Table includes only applicable burglary cases; i.e., those cases in which property was taken.

e. Degree of Force

A more indirect measure of program effectiveness is the relative degree of force used in burglaries performed prior to and during the respective project periods.

Two indicators which measure the degree of force are employed:

- (1) The proportion of attempted and successful burglaries, and
- (2) The proportion of burglaries requiring no force (i.e., unlocked premises) compared to those burglaries requiring some level of force.

Data in Table 16 compare the attempted/successful ratio during the two sample periods.

Table 16

Burglary--Attempted/Successful Ratio:  
Pre-Project and Project Periods

Sample Period	Attempted	Successful	Total	Unknown
Pre-Project	5.4% (102)	94.6% (1,793)	1,895	312
Project	10.5% (149)	89.5% (1,266)	1,415	281

Chi-Square = 30.36 with 1 df;  $p < .001$ ; Cramer's  $v = .10$

Aggregate project data reveal a 94.4% increase (5.4% to 10.5%) in the proportion of attempted burglaries from the pre-project to project implementation periods. If one predicts that an effective crime prevention project will increase the proportion of attempted burglaries by fostering target-hardening actions, the Crime Prevention Program appears to have met this objective when data are summed over all jurisdictions. Table 17 (following page) delineates four jurisdictions in which this effect has been most apparent.

Information pertaining to the degree of force used in pre-project and project period burglaries is contained in Table 18.

Table 17

## Changes in Attempted/Successful Burglary Ratio: Selected Jurisdictions

Jurisdiction	Attempted		Successful		Total		% Change in Attempted	Unknown	
	Pre-Project	Project	Pre-Project	Project	Pre-Project	Project		Pre-Project	Project
					94	70	+ ∞	11	23
Brown Deer	-- (0)	25.7% (18)	100% (94)	74.3% (52)	78	61	+276.9%	21	23
Mequon	2.6% (2)	9.8% (6)	97.4% (76)	90.2% (55)	139	103	+ 75%	15	2
Oak Creek	7.2% (10)	12.6% (13)	92.8% (129)	87.4% (90)	177	211	+ 61.2%	--	32
Wisconsin Rapids	8.5% (15)	13.7% (29)	91.5% (162)	86.3% (182)					

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Table 19

## Changes in Burglary Degree of Force Ratio: Selected Jurisdictions

Jurisdiction	No Force - Unlocked		Force Required		Total		% Change in Unlocked	Unknown	
	Pre-Project	Project	Pre-Project	Project	Pre-Project	Project		Pre-Project	Project
					158	121	+191.4%	22	9
Cudahy	13.9% (22)	40.5% (49)	86.1% (136)	59.5% (72)	721	448	- 24.0%	78	23
Green Bay	12.9% (93)	9.8% (44)	87.1% (628)	90.2% (404)	139	103	- 28.6%	15	2
Oak Creek	24.5% (34)	17.5% (18)	75.5% (105)	82.5% (85)	73	44	+287.8%	29	18
South Milwaukee	8.2% (6)	31.8% (14)	91.8% (67)	68.2% (30)	177	211	- 45.5%	--	32
Wisconsin Rapids	40.0% (70)	21.8% (46)	60.0% (107)	78.2% (165)					

Table 18

Burglary--Degree of Force: Pre-Project and Project Periods

Sample Period	No Force - Unlocked	Force Required	Total	Unknown
Pre-Project	17.7% (336)	82.3% (1,559)	1,895	312
Project	17.7% (250)	82.3% (1,165)	1,415	281

Chi-Square = .0002 with 1 df;  $p < .98$ ; Cramer's  $v = .00$

In summary, there has been no overall change in the proportion of burglaries requiring force. If one assumes that an indirect objective of crime prevention projects is to reduce the proportion of burglaries requiring no force, data in Table 18 suggest this objective has not been attained when averaging all jurisdictions having crime prevention projects. However, figures in Table 19 (preceding page) point out that selected jurisdictions vary a great deal in terms of changes in the proportion of burglaries requiring no force.

Three of the selected jurisdictions show a decline in the proportion of no force burglaries, while two reveal an increase.

f. Method of Detection

A final common objective of crime prevention projects is the encouragement of the general citizenry to report crimes to the police. Also, crime analyses performed during a crime prevention project should help allocate patrol personnel so as to enhance their detection of targeted crimes. Data in Table 20 contrast these two methods of burglary detection during the pre-project and project periods.

Table 20

Method of Detection--Burglary: Pre-Project and Project Periods

Sample Period	Citizen Other Than Victim	Patrol	Other	Total
Pre-Project	2.9% (64)	6.6% (146)	90.5% (1,997)	2,207
Project	8.1% (137)	5.7% (97)	86.2% (1,462)	1,696

Chi-Square = 53.16 with 2 df;  $p < .001$ ; Cramer's  $v = .12$

The data indicate the proportion of burglaries detected and reported by citizens other than victims has increased 179.3% (2.9% to 3.1%) during the aggregated project periods. However, the proportion detected by patrol has declined by 13.6% (6.6% to 5.7%). This rather sharp increase in the proportion of burglaries reported by non-victim citizens is detailed in data from selected jurisdictions contained in Table 21.

Table 21

Changes in Citizen Detection Rate--Burglary:  
Selected Jurisdictions

Jurisdiction	Pre-Project		Project		Change in Citizen Detection Rate
	Total	Detected by Citizenry	Total	Detected by Citizenry	
South Milwaukee	102	3 (2.94%)	62	6 (9.68%)	+ 229.2%
LaCrosse	118	5 (4.24%)	194	12 (6.19%)	+ 46%

Again, the restricted sample sizes necessarily produce rather disproportionate percentage changes over the two sample periods.

g. Other Characteristics of Burglary Offenses

There remain various offense characteristics which may indirectly measure the impact of crime prevention projects. This section summarizes pre-project and project period data on three categories of burglary characteristics--time, target and property stolen.

Data in Tables 22 and 23 (following page) present information on the time of day and period of week characteristic of burglaries in the two sample periods. In summary, there are no important changes in the temporal aspects of sampled burglaries, especially when noting the large proportion of cases for which data on these characteristics are absent.

Table 22

Period of Week--Burglary: Pre-Project and Project Periods

Sample Period	Weekday	Weekend	Unknown	Total
Pre-Project	29.0% (641)	27.4% (605)	43.6% (961)	2,207
Project	27.0% (458)	22.2% (377)	50.8% (861)	1,696

Chi-Square = 22.38 with 2 df;  $p < .001$ ; Cramer's  $v = .08$

Table 23

Period of Day--Burglary: Pre-Project and Project Periods

Sample Period	Day	Night	Unknown	Total
Pre-Project	9.5% (210)	37.7% (831)	52.8% (1,166)	2,207
Project	9.3% (158)	30.1% (511)	60.6% (1,027)	1,696

Chi-Square = 26.01 with 2 df;  $p < .001$ ; Cramer's  $v = .08$

The following tables enumerate facets of the premises which are burglary targets in the two samples. Table 24 delineates type of premises, and Table 25 (see next page) outlines the point of entry averaged over all premises.

Table 24

Type of Premises--Burglary: Pre-Project and Project Periods

Sample Period	Single Family Home	Apartment	Garage*	Other	Total
Pre-Project	42.4% (937)	7.5% (165)	8.0% (176)	42.1% (929)	2,207
Project	31.6% (536)	9.1% (155)	15.7% (266)	43.6% (739)	1,696

Chi-Square = 83.98 with 3 df;  $p < .001$ ; Cramer's  $v = .15$

\* During the project period several jurisdictions altered their definition of larceny involving a garage from theft to burglary. Hence, percentage changes in the burglary from garage category should be somewhat discounted. This somewhat artificial increase in the garage proportion correspondingly exaggerates the decline in the percentage of burglaries from single family homes.

Table 25

Point of Entry--Burglary: Pre-Project and Project Periods

Sample Period	Door	Window	Other/Unknown	Total
Pre-Project	41.1% (907)	26.1% (577)	32.8% (723)	2,207
Project	38.0% (644)	19.1% (325)	42.9% (727)	1,696

Chi-Square = 48.94 with 2 df;  $p < .001$ ; Cramer's  $v = .11$

Data in Table 24 disclose the proportion of burglaries involving single family homes declined 25.5% (42.4% to 31.6%) during the project period. However, the proportion of burglaries from garages has nearly doubled during the aggregated project period, rising 96.2% (8% to 15.7%). These data suggest that projects have succeeded in reducing the vulnerability of single family homes. However, it is possible that the increased proportion of burglaries from apartments and garages represents a displacement effect produced by enhanced security for single residential targets. Table 25 outlines the proportion of various entry points for pre-project and project burglaries. While the proportions of both door and window entries have declined, the concomitant increase in the proportion of other/unknown entries seriously devalues any conclusions based on this table. The final tables in the burglary section delineate the type and value of property stolen during the two sample periods.

Table 26

Type Property Stolen--Burglary: Pre-Project and Project Periods\*

Sample Period	Money	Entertainment Items	Bicycles	Small House-hold Items	Other	Nothing	Total
Pre-Project	18.5% (261)	9.7% (137)	5.3% (74)	12.4% (174)	35.0% (493)	19.1% (269)	1,408
Project	18.1% (222)	6.8% (84)	7.7% (94)	7.5% (92)	35.8% (438)	24.1% (295)	1,225

Chi-Square = 35.42 with 5 df;  $p < .001$ ; Cramer's  $v = .12$

\* Green Bay is excluded from this table as type of property stolen was not coded. Also, only the most valuable category of property stolen for each offense is included in this table.

Table 26 reveals minor changes in type of property stolen, although the proportion of cases in which nothing was taken rose 26.2% (19.1% to 24.1%). Data in Table 27 pertaining to loss amount reveal no significant changes, although as in the preceding table, the proportion of cases with no loss rose 12.1% (25.6% to 28.7%). Also, the percentage of burglaries with relatively high loss (\$501 and more) declined by 10.1% (16.8% to 15.1%).

Table 27

Amount of Loss--Burglary: Pre-Project and Project Periods

Sample Period	Nothing	\$1 - \$100	\$101 - \$500	\$501 Plus	Unknown	Total
Pre-Project	25.6% (564)	25.4% (560)	24.6% (543)	16.8% (372)	7.6% (168)	2,207
Project	28.7% (487)	24.2% (411)	24.8% (420)	15.1% (256)	7.2% (122)	1,696

Chi-Square = 6.07 with 4 df;  $p < .20$ ; Cramer's  $v = .04$

### Theft

#### a. Quantity of Offenses

The method most often used to measure the effectiveness of crime prevention projects is comparison of the relevant crime rates prior to and during implementation. Data in Table 28 contrast the quantity of theft offenses during equivalent sample periods for the eight jurisdictions which have targeted theft. Absolute numbers, rather than rates per 100,000, have been utilized, since population changes are minor over a one-year period.

Excluding the Franklin data because of methodological flaws (see footnote \*\*\* in Table 28), one finds a total increase of 1% in the quantity of reported thefts from the aggregated baseline periods to the equivalent project periods. Individual jurisdictions vary from a 28.2% decrease in St. Francis to a 23.4% increase in Brown Deer.



Table 28

## Theft Comparison--Baseline and Project Periods\*

Jurisdiction	Baseline Sample		Project Sample		Percentage Change: Baseline - Project
	Time Period**	Quantity	Time Period	Quantity	
Brown Deer	9/1/77 - 8/31/78	261	9/1/78 - 8/31/79	322	+ 23.4%
Menomonie	9/15/77 - 9/14/78	141	9/15/78 - 9/14/79	150	+ 6.4%
Greendale	7/1/77 - 11/30/77 (6/30/78)	440	7/1/78 - 11/30/78	387	- 12.1%
Franklin***	1/1/78 - 9/30/78 (12/31/78)	131	1/1/79 - 9/30/79	360	+174.8%
Mequon	3/1/78 - 10/31/78 (2/28/79)	169	3/1/79 - 10/31/79	182	+ 7.7%
Cudahy	3/1/78 - 8/31/78 (2/28/79)	54	3/1/79 - 8/31/79	57	+ 5.6%
St. Francis	3/1/78 - 8/31/78 (2/28/79)	39	3/1/79 - 8/31/79	28	- 28.2%
South Milwaukee	3/1/78 - 8/31/78 (2/28/79)	65	3/1/79 - 8/31/79	55	- 15.4%
Total All Projects		1,300		1,541	+ 18.5%
Total All Projects Except Franklin		1,169		1,181	+ 1.0%

\* Data include all thefts reported to the police except for Menomonie, in which one-third of all thefts were sampled, and Cudahy - St. Francis - South Milwaukee, where one-sixth of all thefts were sampled.

\*\* The baseline sample of each jurisdiction is drawn from that period of time equivalent to the time period for which there is project data. Hence, those jurisdictions in which the project sample period is less than an entire year also have a corresponding baseline sample period less than a year. In such cases the concluding date of a year-long baseline sample is placed within parentheses, although the baseline quantity reflects the foreshortened baseline time period.

\*\*\* There was a sharp increase in the types of thefts reported in Franklin during the project period, making comparisons inherently misleading. Hence, the Franklin figures have been both included and excluded in the total figure.

However, conclusions based exclusively on data presented in Table 28 may be misleading for at least two reasons. First, a major thrust of crime prevention projects is the encouragement given the general populace to report offenses to the police. Absent sound victimization surveys with the project jurisdictions, it is difficult to ascertain whether changes in the quantity of targeted offenses result from alterations in reporting patterns or actually reflect absolute changes in the quantity of offenses. In addition, any change in the quantity of offenses over time should be viewed within a comparative framework. That is, individual crime patterns are more significant when contrasted with comparable jurisdictions on a statewide average. Comparisons of WCCJ-funded projects with statewide and comparable jurisdictions are carried out in a later section. In summary, information in Table 28 represents only a limited, albeit important, measure of program effectiveness.

b. Utilization of Total Theft Sample

Succeeding analyses of theft data rely upon larger samples than those enumerated in Table 28. The restricted samples in Table 28 were employed since valid comparisons of theft rates demanded identical time periods in baseline and project years. However, analysis of theft-related characteristics (e.g., method of detection and value of property stolen) relies upon the samples enumerated in Table 29 (following page).

The samples presented in Table 29 consist of reported thefts during the entire baseline (i.e., pre-project) period and those reported following project implementation in each jurisdiction. Analyses of theft characteristics utilize the expanded samples since proportions, not absolute numbers, of relevant theft-related attributes are the criteria of study. Further, the use of larger samples enhances the reliability of any comparisons between pre-project and project periods for the aggregated crime prevention projects.

Table 29

Total Theft Sample\*

Jurisdiction	Pre-Project	Project
Brown Deer	261	322
Cudahy	93	57
Franklin	283	440
Menomonie	141	150
Mequon	232	182
St. Francis	65	28
South Milwaukee	112	55
TOTAL	1,187	1,234

\* Data from Greendale are excluded from this and succeeding tables since this jurisdiction mainly targeted shoplifting. Shoplifting offenses differ from other forms of theft on several critical characteristics (e.g., clearance rate, property recovery); hence, inclusion of Greendale data would seriously confound succeeding analyses.

#### c. Clearance Rates

Explicit objectives of virtually all crime prevention projects include an increase in the proportion of reported offenses which are cleared by arrest. Data in Table 30 outline the theft clearance rates for pre-project and project periods.

In summary, Table 30 (see following page) reveals a decrease of 12.2% (10.7% to 9.4%) in the proportion of thefts cleared by arrest during the project period. However, it should be noted that the relative recency of project offenses may minimize somewhat the actual clearance rate during this period.

Table 30

Clearance Rates--Theft: Pre-Project and Project Periods

Sample Period	Open Case	Cleared by Arrest	Cleared by* Other Means	Other/Unknown	Total
Pre-Project	78.2% (928)	10.7% (127)	4.3% (51)	6.8% (81)	1,187
Project	83.2% (1,026)	9.4% (116)	2.0% (25)	5.4% (67)	1,234

Chi-Square = 14.73 with 3 df;  $p < .01$ ; Cramer's  $v = .08$

\* This category includes cleared by change in classification of crime, by arrest in another jurisdiction or death of offender.

Those jurisdictions evincing particularly large shifts in their clearance rates are enumerated in Table 31.

Table 31

Clearance Rates--Theft: Selected Jurisdictions

Jurisdiction	Pre-Project Period		Project Period		Change in Clearance Ratio
	Total Cases	Cleared by Arrest	Total Cases	Cleared by Arrest	
Franklin	283	23 (8.13%)	440	48 (10.91%)	+34.2%
Menomonie	141	29 (20.57%)	150	19 (12.67%)	-38.4%
Mequon	232	27 (11.64%)	182	12 (6.59%)	-43.4%
St. Francis	65	12 (18.46%)	28	1 (3.57%)	-80.7%

#### d. Property Recovery Rate

Another index of program effectiveness is the recovery rate of stolen goods. The ratio of recovery value to original loss value represents an ideal measure of the property recovery factor. However, the relative infrequency of cases resulting in any degree of property recovery diminishes the utility of

this measure. In addition, coded dollar estimates of the value of stolen property are often inaccurate, thus undermining the reliability of any measure of recovery proportion. As a result of these methodological problems, cases in Table 32 are separated into two categories--no recovery and some/all goods recovered.

Table 32

Recovery of Stolen Property--Theft: Pre-Project and Project Periods

Sample Period	All/Some Recovered	None Recovered	Unknown	Total*
Pre-Project	13.9% (162)	74.8% (869)	11.3% (131)	1,162
Project	13.6% (163)	81.6% (982)	4.8% (58)	1,203

Chi-Square = 34.4 with 2 df;  $p < .001$ ; Cramer's  $v = .12$

\* Cases in which no goods were taken are excluded from this table.

Clearly, there has been very minimal change in the proportion of thefts in which some or all stolen goods were recovered. In summary, the proportion of project period thefts marked by recovery of some or all stolen goods has declined by 2.2% (13.9% to 13.6%). Due to the minor variation in the recovery rate, parallel information of individual jurisdictions is omitted.

e. Other Characteristics of Sampled Thefts

Burglary offenses were examined on the basis of the attempted/successful ratio and the degree of force used. However, theft offenses cannot be meaningfully examined on these same bases. Fewer than 2% of reported thefts in both pre-project and project samples are attempted, while less than 10% of all thefts involve any degree of force. In summary, analysis of both the attempted/successful ratio and the force/no force comparison would be unprofitable, given the nature of most thefts.

Similarly, the method of detection variable used in the burglary analysis is much less

salient when applied to thefts. While the proportion of burglaries detected by non-victim citizens and patrol officers rose significantly in the aggregated project periods, no such change is apparent in the theft data. The proportion of all sampled thefts detected by non-victim citizens or patrol officers is less than 2.5%, thus obviating the need for an analysis of the method of detection variable.

The theft samples do reveal marginal differences on the type of premises from which goods were taken. Data in Table 33 detail the proportion of thefts from several categories of premises during the two sample periods.

Table 33

Premises Targeted--Theft: Pre-Project and Project Periods

Sample Period	Homes/ Apartments	Business/School/ Recreational	Outdoor/ Garage	Auto	Other	Total
Pre-Project	14.1% (168)	20.2% (240)	27.8% (330)	20.6% (244)	17.3% (205)	1,187
Project	8.3% (103)	18.8% (232)	35.2% (434)	23.8% (293)	13.9% (172)	1,234
Change in Proportion	-41.1%	-7%	+26.5%	+15.5%	-19.3%	2,421

Chi-Square = 36.35 with 4 df;  $p < .001$ ; Cramer's  $v = .12$

Information in Table 33 suggests that aggregated projects have helped reduce the vulnerability of residential and business/school targets. However, a displacement of thefts to more public targets (e.g., outdoor and autos) also may represent an impact of the Crime Prevention Program. Table 34 (following page) details changes in the proportion of targeted premises for selected jurisdictions.

Changes in the relative proportion of theft targets outlined in Table 34 parallel, with minor exceptions, those demonstrated for all projects in Table 33.

Table 34

Change in Premises Target--Theft: Pre-Project to Project Period

Jurisdiction	House/ Apartment	Business/School/ Recreational	Outdoor/ Garage	Auto	Other
Brown Deer	-83.5%	-20.2%	+ 28.6%	+629.6%	+287%
Franklin	-19.7%	+ 4.4%	+ 21.9%	+ 94.4%	- 31.4%
Menomonie	- 5.9%	- 4.3%	+117.4%	+ 8.9%	- 41.4%
Mequon	-27.1%	-26.7%	+ 42.2%	- 14.0%	+180.8%

Final indicators of project impact, although indirect, are the type and value of property stolen. Analysis of the type of property variable during the two sample periods reveals inconsequential changes. However, data measuring the average value of stolen property during the sample periods are more significant. It should be reiterated that dollar loss estimates are often erroneous; however, it is assumed that such errors are basically random. Table 35 compares thefts in the pre-project and project periods on the basis of continuous categories of loss value.

Table 35

Categories of Loss Amount--Theft: Pre-Project and Project Periods\*

Sample Period	No Loss	\$1 - \$100	\$101 - \$500	\$501 - 9999	Total
Pre-Project	4.9% (54)	46.8% (521)	39.6% (440)	8.7% (97)	1,112
Project	3.6% (41)	55.9% (633)	33.3% (377)	7.2% (82)	1,133
Change in Proportion	-26.5%	+19.4%	-15.9%	-17.2%	2,245

Chi-Square = 18.56 with 3 df;  $p < .001$ ; Cramer's  $v = .09$

\* Cases in which no property was taken are omitted from this table.

In summary, thefts following project implementation are characterized by lesser loss amounts, although the proportion of "no loss thefts" declined in the aggregated project periods.

Table 36 presents individual project data regarding loss value categories during the two sample periods.

Table 36

Change in Loss Amount Categories\*--Theft: Pre-Project to Project Period

Jurisdiction	No Loss	\$1 - \$100	\$101 - \$500	\$501 - \$9999
Brown Deer	+ $\infty$	+ 4.9%	-10.2%	- 19.7%
Cudahy - St. Francis, South Milwaukee**	- 25%	- 4.5%	+19.5%	- 12.8%
Franklin	+1,200%	+296.3%	-40.8%	- 42.2%
Menomonie	- 85%	+ 17.5%	+30.3%	+471.4%
Mequon	- 5.6%	+ 22.2%	-23.3%	- 19.4%

\* The often enormous changes in the two extreme categories ("No Loss" and "\$501 - \$9999") are largely due to their relative infrequency; together, cases in these categories constitute only 12.2% of the total samples.

\*\* These three jurisdictions are coded together since they are formally joined in a tripartite project. Also, individual sample sizes from each of the jurisdictions are too small for reliable analysis.

Data from Franklin reveal the most notable shifts toward thefts having smaller loss amounts; to a lesser extent Mequon and Brown Deer exhibit similar trends. However, theft patterns in Menomonie reveal a contrary tendency toward offenses with greater loss amounts during the project period.



### 3. Intra-Program Comparison

As noted earlier, another method of evaluating the quantitative impact of crime prevention projects is to measure their effects relative to one another. With regard to the Crime Prevention Program, individual projects have been dichotomized into projects in, and outside, the greater Milwaukee area. The Milwaukee area projects are those within Milwaukee County including Mequon, located in adjacent Ozaukee County. Inter-group comparisons are made only for the offense of burglary, since only one non-Milwaukee area project has targeted theft, a clearly insufficient comparison group with which to study this offense.

Table 37

Burglary Comparison: Milwaukee and Non-Milwaukee Areas\*

Jurisdiction	Baseline Quantity**	Project Quantity	Percentage Change
Milwaukee Area			
Brown Deer	77	93	+20.8%
Cudahy	109	130	+19.3%
Franklin	107	117	+ 9.3%
Mequon	69	84	+21.7%
Oak Creek	108	103	- 4.6%
St. Francis	74	67	- 9.5%
South Milwaukee	71	62	-12.7%
Total Milwaukee	615	656	+ 6.7%
Non-Milwaukee Area			
Green Bay	501	470	- 6.2%
LaCrosse	118	132	+11.9%
Menomonie	44	62	+40.9%
Wisconsin Rapids	177	172	- 2.8%
Total Non-Milwaukee	840	836	- 0.5%

\* All jurisdictions targeting burglary are included with the exception of the Menominee Restoration Committee, excluded for sampling inconsistencies.

\*\* The time periods of baseline and project samples are identical to those defined in Table 10.

Table 37 (preceding page) delineates the projects within each group together with the quantity of each project's burglaries during baseline and project periods.

To summarize, there has been a miniscule decline (0.5%) in the quantity of burglaries for the aggregated non-Milwaukee projects, while parallel data for the Milwaukee group show a slight increase (6.7%).

All subsequent comparisons between the Milwaukee and non-Milwaukee projects groups are based on the burglary samples previously listed in Table 11. The data in Table 38 summarize information detailed in Table 11 by collapsing the several projects into their assigned groups.

Table 38

Total Burglary Sample--Milwaukee and Non-Milwaukee

Area	Pre-Project	Project
Milwaukee	885	658
Non-Milwaukee	1,322	1,038
TOTAL	2,207	1,696

Data on the relative clearance of project burglaries is presented in Table 39 (next page). The proportion of burglaries cleared by arrest declined by similar percentages in both groups during their respective project periods. However, the proportion cleared by arrest was somewhat higher in the non-Milwaukee group during both pre-project and project periods.

The two groups do reveal distinct trends when compared on the proportion of burglaries in which some or all stolen goods were recovered. These data are presented in Table 40. During the pre-project period the non-Milwaukee sample had a recovery rate more than twice that of the Milwaukee group (15.7% to 6.5%). However, during the project period the recovery proportion declined sharply

Table 39

Clearance of Burglaries: Non-Milwaukee and Milwaukee

Non-Milwaukee Area: Clearance Type

Sample Period	Open	Cleared by Arrest	Other	Total
Pre-Project	83.8% (1,108)	14.2% (187)	2% (27)	1,322
Project	78.1% (811)	8.6% (89)	13.3% (138)	1,038
Proportional Change in Cleared by Arrest		-39.4%		

Milwaukee Area: Clearance Type

Sample Period	Open	Cleared by Arrest	Other	Total
Pre-Project	81.4% (720)	13.4% (119)	5.2% (46)	885
Project	90.1% (593)	7.3% (48)	2.6% (17)	658
Proportional Change in Cleared by Arrest		-45.5%		

Table 40

Recovery of Stolen Goods: Non-Milwaukee and Milwaukee\*

Non-Milwaukee Area: Recovery Category

Sample Period	All/Some Recovered	None Recovered	Other/Unknown	Total
Pre-Project	15.7% (167)	79.8% (848)	4.5% (48)	1,063
Project	8.9% (75)	65.6% (556)	25.5% (216)	847
Proportional Change in All/Some Recovered	-43.3%			

Milwaukee Area: Recovery Category

Sample Period	All/Some Recovered	None Recovered	Other/Unknown	Total
Pre-Project	6.5% (51)	59.3% (462)	34.2% (266)	779
Project	8.4% (47)	81.1% (455)	10.5% (59)	561
Proportional Change in All/Some Recovered	+29.2%			

\* Only cases in which goods were initially stolen are included in these samples.

for the non-Milwaukee projects and rose appreciably for the Milwaukee sample. As a result, the once widely different recovery ratios were nearly identical for the two groups during the project period. Proportional changes in the other/unknown categories for all samples do make direct comparisons somewhat less clear, however.

An examination of the proportion of burglaries involving force reveals nearly opposite trends for the two groups. Data in Table 41 contrast the groups during the sample periods on the basis of the degree of force used to perpetrate the burglaries.

Table 41

Degree of Force in Burglaries: Non-Milwaukee and Milwaukee

Non-Milwaukee Area: Level of Force

Sample Period	Unlocked	Force Used	Total
Pre-Project	13.92% (184)	86.08% (1,138)	1,322
Project	11.46% (119)	88.54% (919)	1,038
Proportional Change Unlocked	-10.5%		

Milwaukee Area: Level of Force

Sample Period	Unlocked	Force Used	Total
Pre-Project	17.18% (152)	82.82% (733)	885
Project	19.91% (131)	80.09% (527)	658
Proportional Change Unlocked	+15.9%		

To summarize, the non-Milwaukee group's proportion of burglaries involving unlocked premises declined 10.5%; the unlocked proportion rose 15.9% for the Milwaukee sample.

No significant differences were found by analyzing the method of detection variable, although detection by means of patrol was consistently higher in non-Milwaukee areas (9.4%) than in Milwaukee projects

(2.8%). Likewise, the two groups could not be differentiated on the basis of time of offense--either the time of day or the time of week. However, the two clusters did exhibit consistent differences in terms of the premises targeted in the sampled burglaries. Table 42 differentiates the samples on the basis of pre-project/project period and the category of premises.

Table 42

Type of Premises--Burglary: Non-Milwaukee and Milwaukee

Non-Milwaukee Area: Type of Premises

Sample Period	Home/ Apartment	Business/ Office	Garage/ Outdoor	Other	Total
Pre-Project	49.3% (652)	31.1% (411)	0.8% (10)	18.8% (249)	1,322
Project	41.6% (432)	30.2% (313)	6.8% (71)	21.4% (222)	1,038
Proportional Change	-15.6%	- 2.9%	+750%	+13.8%	

Milwaukee Area: Type of Premises

Sample Period	Home/ Apartment	Business/ Office	Garage/ Outdoor	Other	Total
Pre-Project	50.8% (450)	8.5% (75)	21.8% (193)	18.9% (167)	885
Project	39.3% (259)	7.3% (48)	35.3% (232)	18.1% (119)	658
Proportional Change	-22.8%	-14.1%	+61.9%	- 4.2%	

Both groups exhibited declines in the proportion of burglaries against residential targets. However, sharp differences are seen on the remaining major categories of premises target--business/office and garage/outdoor. Non-Milwaukee area projects have a much higher proportion of the former, while Milwaukee area projects have a larger proportion of burglaries targeted at garages or outdoor areas.

Table 43 (following page) contrasts the two groups of projects according to various types of property stolen.

Table 43

Type of Property Stolen: Non-Milwaukee and Milwaukee\*

Non-Milwaukee Area: Type of Property

Sample Period	Money	Bicycles	Nothing	Other	Total
Pre-Project	14.5% (76)	2.3% (12)	22% (115)	61.2% (320)	523
Project	22.6% (128)	1.9% (11)	30.9% (175)	44.6% (253)	567
Proportional Change	+55.9%	-17.4%	+40.4%	---	

Milwaukee Area: Type of Property

Sample Period	Money	Bicycles	Nothing	Other	Total
Pre-Project	20.9% (185)	7.0% (62)	17.4% (154)	54.7% (484)	885
Project	14.3% (94)	12.6% (83)	18.2% (120)	54.9% (361)	658
Proportional Change	-31.6%	+80%	+ 4.6%	---	

\* Green Bay data excluded from this table since type of property was not coded.

While the two groups differ in several categories of property stolen, major distinctions are restricted to these property categories--money, bicycles and nothing. Milwaukee area projects had a much higher incidence of bicycles lost to burglary, while the proportion of burglaries involving no loss remained higher in the non-Milwaukee areas. Analysis of burglaries involving the loss of money revealed that in the non-Milwaukee projects the proportion of burglaries with money loss rose substantially (55.9%), while the Milwaukee projects evinced a 31.6% decline in the identical category.

Table 44 outlines the categories of average loss for the two groups. In essence, data in this table underscore the differences in value lost in the two areas. Non-Milwaukee areas average a much higher proportion of burglaries with no loss, while Milwaukee area projects showed a greater proportion of burglaries with higher average losses (especially the \$501 and greater category).

Table 44

Loss Amount Category: Non-Milwaukee and Milwaukee

Non-Milwaukee Area: Amount Lost

Sample Period	0	\$1 - \$100	\$101 - \$500	\$501+	Unknown	Total
Pre-Project	31.1% (411)	25.5% (337)	23.4% (309)	15.3% (202)	4.7% (63)	1,322
Project	35.4% (368)	23.9% (248)	21.9% (227)	12.7% (132)	6.1% (63)	1,038
Proportional Change	+13.8%	- 6.3%	- 6.4%	-17%	+29.8%	

Milwaukee Area: Amount Lost

Sample Period	0	\$1 - \$100	\$101 - \$500	\$501+	Unknown	Total
Pre-Project	17.3% (153)	25.2% (223)	26.4% (234)	19.2% (170)	11.9% (105)	885
Project	18.1% (119)	24.7% (163)	29.3% (193)	18.8% (124)	8.9% (59)	658
Proportional Change	+ 4.6%	- 2%	+11%	- 2.1%	-25.2%	

#### 4. Project and Non-Project Comparison

##### a. Introduction

Analyses of sampled data from crime prevention jurisdictions, while vital, only illustrate facets of these projects in isolation. It is equally important to compare information from jurisdictions having crime prevention projects with data from areas lacking such formal projects. Hence, subsequent analyses will contrast burglary/theft patterns in the aggregated crime prevention projects with the remainder of Wisconsin.

While selection of the control group (all Wisconsin reporting jurisdictions less those with crime prevention projects) is uncomplicated, selection of equivalent time periods is somewhat complex. Average time periods of projects targeting burglary (see Table 10) and/or theft (see Table 28) were created by weighting each jurisdiction's time period according to that project's quantity of offenses. As a

result, the weighted baseline time period extends from October 1, 1977 through September 30, 1978, and the matched project time period is October 1, 1978 through September 30, 1979. Theft and burglary figures were obtained for the entire state during this two-year time period and were bifurcated into equivalent baseline and project periods.<sup>65</sup>

##### b. Burglary

Changes in the quantity of burglaries from baseline to project periods are detailed in Table 45.

Table 45

Change in Quantity of Burglary Offenses,  
Crime Prevention Projects and Remainder of Wisconsin

Sample	Baseline Period	Aggregated Project Period	Proportional Change
	(10/1/77 - 9/30/78)	(10/1/78 - 9/30/79)	
Crime Prevention Projects	1,455	1,492	+ 2.54%
Remainder of Wisconsin	37,318	41,049	+10.00%

These data demonstrate that while the quantity of aggregated project burglaries rose approximately 2.5%, during the same period the remainder of Wisconsin showed a 10% increase. Thus, although aggregate crime prevention projects did not reduce the quantity of reported burglaries, these projects did succeed in limiting the rate of increase to approximately one-fourth of the statewide increase.

Other characteristics of project and statewide burglaries are outlined in Table 46 (on the following page).

<sup>65</sup> Statewide timeframes (10/1/77 - 9/30/78 [baseline] and 10/1/78 - 9/30/79 [project]) were used when contrasting rates of increase in the quantity of burglaries and thefts. All other comparisons of burglary/theft characteristics employ statewide data for calendar years 1977 and 1978.

Table 46

Characteristics of Burglaries: Projects and Statewide

Variable	Crime Prevention Projects		All Wisconsin	
	Pre-Project	Project	1977	1978
% Cleared by Arrest	13.9%	8.1%	22%	21%
% Attempted Burglaries	5.4%	10.5%	8%	8%
% No Force Required	17.7%	17.7%	19%	19%
% Residence (Home, Apartment or Garage)	57.9%	56.6%	63%	62%

A difference in the clearance ratio for project and statewide samples is the most salient feature of Table 46. Project jurisdictions show a much lower clearance rate for both pre-project and project periods than does Wisconsin. Other variables noted in Table 46 reveal only minor differences.

c. Theft

The quantities of theft for comparable time periods are delineated in Table 47 for the entire state and those jurisdictions with crime prevention projects. As is true of burglary analysis, theft data reveal that crime prevention projects had a smaller increase in the quantity of reported thefts (1.03%) than did the entire state (10.52%) during comparable time periods.

Table 47

Change in the Quantity of Theft Offenses,  
Crime Prevention Projects and Remainder of Wisconsin

Sample	Baseline Period	Aggregated Project Period	Proportional Change
	(10/1/77 - 9/30/78)	(10/1/78 - 9/30/79)	
Crime Prevention Projects	1,169	1,181	+ 1.03%
Remainder of Wisconsin	121,342	134,103	+10.52%

Table 48 summarizes the statewide and project theft samples on the bases of clearance proportion and amount of loss.

Table 48

Characteristics of Thefts: Projects and Statewide

Variable	Crime Prevention Projects		All Wisconsin	
	Pre-Project	Project	1977	1978
% Cleared by Arrest	10.7%	9.4%	19%	19%
% Stolen Property Valued at \$50 +	62.3%	53.5%	57%	56%

Again, the statewide clearance rate is substantially higher than that of the aggregated crime prevention projects, whether prior to or during project implementation. The variable measuring amount of loss of \$50 or more is consistent across all samples.



SECTION IX

Project Activities

Crime prevention activities undertaken by the twelve WCCJ projects are similar in nature. These activities, listed below, are intended to produce desirable effects in the accomplishment of various project objectives (see Project Descriptions section). The purpose of this section is to briefly describe a variety of activities in which project personnel are engaged.

A. Community Education

Community education is the one facet of crime prevention which can be very broad in scope. However, all WCCJ-funded projects view community education as an essential component of crime prevention. The methods employed include one-to-one personal discussions, brochures, pamphlets and newsletters, public speaking engagements, television programs, bulk literature mailings, newspaper articles, community display booths and police department tours.

1. Mailings

Many projects have taken advantage of the community utility bill mailing as an efficient means of informing residents of crime prevention techniques, thus attempting to create a "security consciousness," or simply informing the public of available crime prevention services. Although mailing methods provide an inexpensive way to distribute information, it was noted that most projects felt the best method of generating community participation was direct door-to-door contact or personal contacts.

2. Media Presentations

Green Bay Police crime prevention personnel were interviewed on local television programs and were afforded the opportunity to describe their programs. A monthly radio program, "Focus on the Law," is broadcast in the Milwaukee area. Mequon Police have found this advantageous for providing listeners information on their crime prevention project. In Wisconsin Rapids, several television and radio ads are aired that deal with crime prevention topics.

However, this form of disseminating information is not always readily available; some projects serve rural rather than suburban or metropolitan areas. Experience has shown, though, it is common for a neighboring city to do a television or radio news broadcast about individual projects.

### 3. Documentation/Literature

Two examples of increasing and maintaining a flow of communication are the public information newsletters of Green Bay and LaCrosse and the internal police CPO alerts of Greendale. In the case of newsletters, public or neighborhood crime alert bulletins are distributed in door-to-door campaigns following burglary activities within a given area. The bulletins advise inhabitants of recent occurrences and explain some tips that assist police in their investigations or preventive efforts. (See Attachment K). Thus, public awareness is increased. The internal CPO alerts are written statements about known criminals operating within their jurisdictions. Officers are expected to act on this information.

In Greendale, crime prevention-related personal contacts are recorded. In addition, when a patrol officer discovers an open garage door or other deficient security measures, the owner is contacted. This agency, as well as several other project departments, has also developed a Crime Prevention Handbook. This Handbook covers topics of home security, locks, vacation home checks, "Operation Identification," timers and engravers, annoying phone calls and suspicious activity.

### 4. Speaking Engagements

Public speaking presentations and community seminars have been a very practical method of community crime prevention education. The subject matter of these appearances has included: crime prevention in general, robbery, forgery, burglary, security practices, shoplifting, sexual assault and vandalism control. In some instances, where a specific subject receives widespread support, that program is presented on a continuing basis. For example, the City of Menomonie Police, in cooperation with the State of Washington Crime Watch, has implemented a program entitled "Shoplifting, Nobody Decides But Me," designed for participation by fourth, fifth and sixth grade students. The number of presentations by any one crime prevention officer has ranged from four to 120 within a one-year period of grant operation. (In LaCrosse, over 10% of the population has attended one or more crime prevention seminars/presentations.)

### B. In-Service Training

This section outlines crime prevention in-service training provided to police officers who are not directly assigned to respective crime prevention units. Practitioners view in-service training as a necessary ingredient in the day-to-day police operations. With it, a department is kept abreast of recent developments, as well as improved techniques.

Of the twelve currently-funded WCCJ projects, eight specified that in-service training was a grant-related objective. Of those eight (Brown Deer, Green Bay, LaCrosse, Manitowoc, Menominee Tribal, Menomonie, Mequon and Wisconsin Rapids), five fulfilled their goal, either fully or partially. In addition, two projects that did not originally list in-service sessions as a grant objective have attempted to educate members of their respective departments in grant goals, grant methods and crime prevention techniques.

The content and extent of in-service training has varied from project to project. For example, Wisconsin Rapids Police intend to instruct all department members in crime prevention. Thus, crime prevention will be integrated with the patrol function. Five projects present crime prevention information at shift change roll call in an informal on-going fashion. Greendale Police heighten patrol officer awareness by disseminating a CPO Alert that details known criminal characteristics and local criminal activity.

Two individual projects--Green Bay and LaCrosse--are proactively orientating all new sworn officers in crime prevention. This practice is an attempt to produce a long-range effect--that of integrating crime prevention techniques with other accepted police duties.

Specialized training in other police areas of responsibility, such as burglary investigation or interrogation training, is also engaged in by various departments. It is believed that in the long run these training sessions will have an impact on crime prevention objectives with reference to reduced crime rates and increased clearance rates. The Manitowoc Police Department intends to enroll an additional officer in an extensive specialized crime prevention training course to better train existing staff. (See Training section for details on CPO specialized training.)

### C. Security Survey/Inspections

Security surveys are often viewed as the most effective way to enroll citizens in "Operation Identification."<sup>66</sup>

<sup>66</sup> Community Crime Prevention Letter, NCPI, December 1979.

It is believed that a direct door-to-door approach will increase the number of recipients of security inspections and result in increased community involvement.

Every WCCJ project has emphasized commercial or residential security survey/inspections as a grant-related objective. The purpose of these survey/inspections is to detect building structural deficiencies and careless habits that would facilitate illegal entries. Building owners are then notified of how security can be improved to reduce the opportunity for crime (see Attachment L ).

The inspection methods that project jurisdictions employ are initiated by direct door-to-door contacts (including post-burglary campaigns) or requests by homeowners for services. In both instances the availability of these services has been publicized extensively. Actual numbers of completed project premises inspections range from two to 990. Operation Identification is also encouraged during Survey/Inspections. (See section on PES Citizen Questionnaire.

D. Improvement of Data Collection/Reporting Systems

Accurate data collection and reporting procedures are imperative to adequately measure one variable of project impact over a period of time. (See Victimization Surveys and Methodology and Data Analysis sections.) As a means to that end, several projects have either modified existing reporting forms and procedures or introduced new forms and procedures. Menominee Tribal Police are exploring alternatives to adopt a data collection method that will account for their unique statistical disparities. Brown Deer Police, as part of their grant, appropriated funds to purchase a micro-computer. The advantage of having a computer at their disposal is that they can perform sophisticated crime data analyses.

Several agencies were confronted with crime definitional problems. Frequently a garage burglary was classified as a theft, which would misconstrue statistical data tabulations. A review of Uniform Crime Reporting (UCR) procedures clarified this difference, and agencies subsequently revised this crime categorization practice. This procedure alone, however, would cause a dramatic inconsistency in available data. According to the UCR guide, burglary is defined by three offense elements as (1) any unlawful entry of (2) a permanently affixed--not customarily mobile--structure to (3) commit a felony or a theft. Therefore, intent to commit a felony or a theft is an essential part of this crime--eliminating criminal trespass and criminal damage to property complaints. For purposes of Uniform Crime Reporting, the definition of a structure is considered to include--but is not limited to--a dwelling house,

attached structure (including outbuildings), garage, church, school, cabin, room, public building, shop, office, factory, storehouse, apartment, house-trailer (used as permanent residence or office), warehouse, mill, barn, other building, stable, vessel or ship, or railroad car.<sup>67</sup>

LaCrosse and Greendale have submitted detailed charts, comparisons and analyses with their quarterly reports. Brown Deer and South Milwaukee update, on a regular basis, a visual wall map of burglary and theft offenses. These data vehicles facilitate resource allocations, personnel distributions and pertinent priorities.

Franklin Police utilize the McBee Keysort crime categorization system for crime data processing. The McBee Keysort is a manual form of computerization.

E. Subprograms

The very nature of crime prevention lends itself to a variety of subprograms. A consideration, when adopting optional subprograms, must be given to project location, agency styles and staff capabilities. These variables can affect, positively or negatively, the outcome of any given project. Subprogram efforts successful in one department are not always workable in others.

1. Operation Identification

Operation Identification is a program by which personal property is marked through the use of engravers. It is the most common method used to promote security awareness. A program similar to "Operation Identification," called "Project Theft Guard," is also used by WCCJ project personnel. These two subprograms involve the engraving of victim-identifiable property items prior to the occurrence of a theft or burglary. It is found that an effective method of soliciting participation is to loan the inexpensive engravers to the public. Theoretically, the probability of recovery is increased, and the opportunity for crime is decreased, as the premises are usually marked, indicating the use of "Operation ID" or "Theft Guard." The majority of WCCJ projects endorse one of these two programs. Several agencies do the actual engraving of the property items for the owners. Frequently project staff receive assistance from local fire departments, auxiliary or uniformed sworn police, or other community groups in applying the mechanics of either program.

<sup>67</sup> Wisconsin UCR Guide, State of Wisconsin, Department of Justice, Division of Law Enforcement Services, Crime Information Bureau.

2. Kids on Kids

Cudahy Police, in cooperation with the city's schools, have organized a group dynamics program entitled "Kids on Kids," designed to place peer pressure on youths to conform to acceptable behavioral patterns. The offense focused on in most cases is vandalism. However, in Cudahy, high school and junior high school students participate in an expanded version of "Kids on Kids" that includes criminal (Part I) acts such as burglary, theft and theft by shoplifting. LaCrosse's CPO directs efforts toward a peer training concept that involves high school students interacting on an instructional basis with youths of lower grades.

3. Block Parent Program

Brown Deer citizens have formed a Community Crime Prevention Committee. Through this citizen group the Village Block Parent Program was revived after a period of inactivity. With this subprogram, residents' houses are identified by a sticker. When a youth needs some type of emergency aid when en route to or from his/her home, the youth may summon the occupant of the designated homes to aid them. The Block Parent concept is supported and encouraged in Greendale also.

4. National Neighborhood Watch Program

Modified versions of the National Neighborhood Watch program, promoted by the National Sheriffs' Association, have been introduced by half of the project agencies in their respective communities. The primary goal of Neighborhood Watch is citizen involvement in the reduction of burglary incidences. Modified approaches include reporting suspicious or criminal activity that citizens observe within their immediate vicinity. This program has received acceptance most frequently subsequent to a burglary or vandalism occurrence.

5. Citizens Band Radio

Another concept of encouraging citizen participation is through the use of Citizens Band (CB) radios. This mobile reporting feature enables police departments to have additional "eyes and ears" to communicate vital information quickly. At least two jurisdictions, LaCrosse and Mequon, are actively promoting the use of CBs as a crime prevention tool.

6. Anti-Vandalism

Anti-vandalism efforts have been pursued by several projects. Although not delineated as a major objective by most projects (and not presently an eligible WCCJ program category), four projects have expressed some concern about the type and value of property damage incurred by victimized owners. (Refer to Vandalism section of this report for further information.)

7. Strike Plates

Menominee Tribal Police initially encountered difficulty in promoting crime prevention among their sparsely populated, rural constituents. In an effort to develop a more responsive citizenry, a door "strike plate" was given free of charge to low-income families. The "strike plate" was to ensure a safer, more secure building entrance and reduce the opportunity for crime. A second approach involved a bulk mailing to Reservation inhabitants, informing them of available services and how to receive them. In addition to the "strike plates" and security survey/inspections, the tribal Police also offer engraving services to those requesting them.

8. Police-School Liaison

Mequon listed the formation of a police-school liaison effort as a component of its crime prevention project.<sup>68</sup> Mequon's CPOs actively solicit participation from and cooperation with their high school. They have subsequently received a high level of acceptance of their proposals and have begun implementing phases of this objective. The Mequon program has the philosophy of intervention, rather than apprehension. With reference to police-school liaison goals, Mequon specified three: (1) to obtain credibility and acceptability, (2) to reduce theft and vandalism and (3) to establish law enforcement/school guidelines and policies.

<sup>68</sup> Police-school liaison services are also addressed under Program 7 - Juvenile Law Enforcement Services in WCCJ's 1980 Criminal Justice Improvement Plan. A primary objective in this area is to increase cooperation and coordination among law enforcement, social service agencies, citizen and civic groups, school staff and other elements of the juvenile justice system in dealing with youth.

9. Bicycle Safety

At least four projects (Greendale, LaCrosse, Menomonie and Mequon) devote time to bicycle safety. Inasmuch as bicycle theft is a common occurrence among most jurisdictions, prevention of bicycle theft, as well as the promotion of safe riding practices, is emphasized. This type of program assists in developing a rapport among youth and encourages their participation in community activities.

10. Related Activities

Greendale and Menomonie have maintained and updated business locator files. This information provides police department staff with a list of persons to be contacted in the event of emergencies, open doors or unusual activities that occur after hours within the business sphere.

Drug education information is presented and distributed in a concerted manner in Greendale, LaCrosse and Menomonie. However, all agencies participate to a certain degree in community and student drug education.

"Patch the Pony," a program that promotes personal safety among youth, is presented by several projects.

Senior citizens are often seen as excellent resource persons within communities; they are willing to volunteer their free time to community projects and are frequently home and are aware of unusual activity in their respective neighborhoods.

Programs geared toward this segment of society are provided by project personnel, as well. The Cudahy Police Department is one agency that endorses the "Vial of Life" program. This program is designed to provide vital information to emergency personnel when the "Vial of Life" participant, usually an elderly person, living alone, is incapacitated. (See Attachment M.)

Greendale Village Trustees requested the local crime prevention unit draft a Village Security Plan. Officers in this jurisdiction have initiated a Spy in the Sky program that provides surveillance at the Southridge Shopping Center to reduce motor vehicle theft and theft from vehicles.

Vacation home checks are performed by police officers of several agencies. Homeowners are also given literature with tips on what to do for home security when they go on vacation.

F. Equipment Purchases

In accordance with WCCJ's Annual Criminal Justice Improvement Plan, "applications must contain a justification of any equipment and materials as integral parts of the specific project contemplated. No more than ten percent of any project budget may be allocated for equipment."<sup>69</sup> To assist in goal attainment, four projects included significant equipment items in their grant application.

1. Alarm Systems

Green Bay police were awarded funds in the amount of \$4,493 for the purchase of four Voice Activated Radio Directed Alarm (VARDA) systems. This silent alarm equipment is designed to emit a radio signal on police radio frequencies when the alarms are triggered. Highly vulnerable burglary locations within the city are armed with VARDA equipment to further reduce the opportunity for burglaries by giving police notice of burglaries in progress.

The silent "stakeouts" are installed in buildings on the basis of: (1) mayoral and/or special requests, (2) Investigative Division speculation and/or research, (3) citizen informants, or (4) high-incident burglary targets. Utilization of this technologically innovative equipment was publicized by a radio program in Green Bay. A number of arrests have directly resulted from the use of this system.

2. Micro-Computer

A total of \$5,200 was appropriated by Brown Deer police for purchasing one micro-computer system. The system chosen was an Alpha Micro 100 and has the capability to store, retrieve and cross-correlate information that is not person-identifiable. Alpha Micro 100 has an interface potential with neighboring criminal justice agencies. When the computer becomes completely operational, crime patterns will be analyzed to more effectively allocate resources (e.g., increased officer scheduling during anticipated peak activity periods, detecting similar or identical modus operandi, pin-pointing targets or type of targets or identifying property or type of property stolen).

<sup>69</sup> 1980 Action Plan, op cit., p. 27.



3. Night Viewing Device

The unified project of Cudahy - St. Francis - South Milwaukee expended \$3,275 to purchase a night viewing device. It was perceived that this device would reduce criminal activity in secluded park areas by allowing easier observation of buildings, pavillions, golf club houses and other locations in the parks. Furthermore, by using such equipment other CPOs would be free to conduct more citizen contacts. Documentation is made on usage times, dates and purposes.

4. Vehicle-Mobile Office

Mequon police budgeted \$4,245 for leasing a crime prevention vehicle. This agency also requested and received \$3,865 for equipment--two-way and CB radios, slide and film strip projectors, cassette recorders and tapes, a cassette transcriber and an electric calculator.

A van was selected and modified to accommodate the needs of Mequon's Community Services Bureau (crime prevention). The slogan, "Watch on Wheels," was chosen to familiarize the community with the project. When performing home security inspections, the van serves as a mobile office and contains all necessary literature and mechanisms to function effectively in program presentations.

SECTION X

Program Evaluation Section Citizen Questionnaire

Program Evaluation Section (PES) staff conducted a survey within the jurisdictions of those projects which listed security surveys/inspections as an integral component of their crime prevention efforts. Ten of the WCCJ-funded projects were involved in the survey: Brown Deer, Cudahy et al., Mequon, Wisconsin Rapids, LaCrosse, City of Menomonie, Green Bay, Greendale, Franklin and Oak Creek. The names of citizens who had received the security surveys/inspections were provided to PES by individual projects. Approximately 270 questionnaires (Attachment N) were sent by PES to citizens and businesses within these ten jurisdictions.

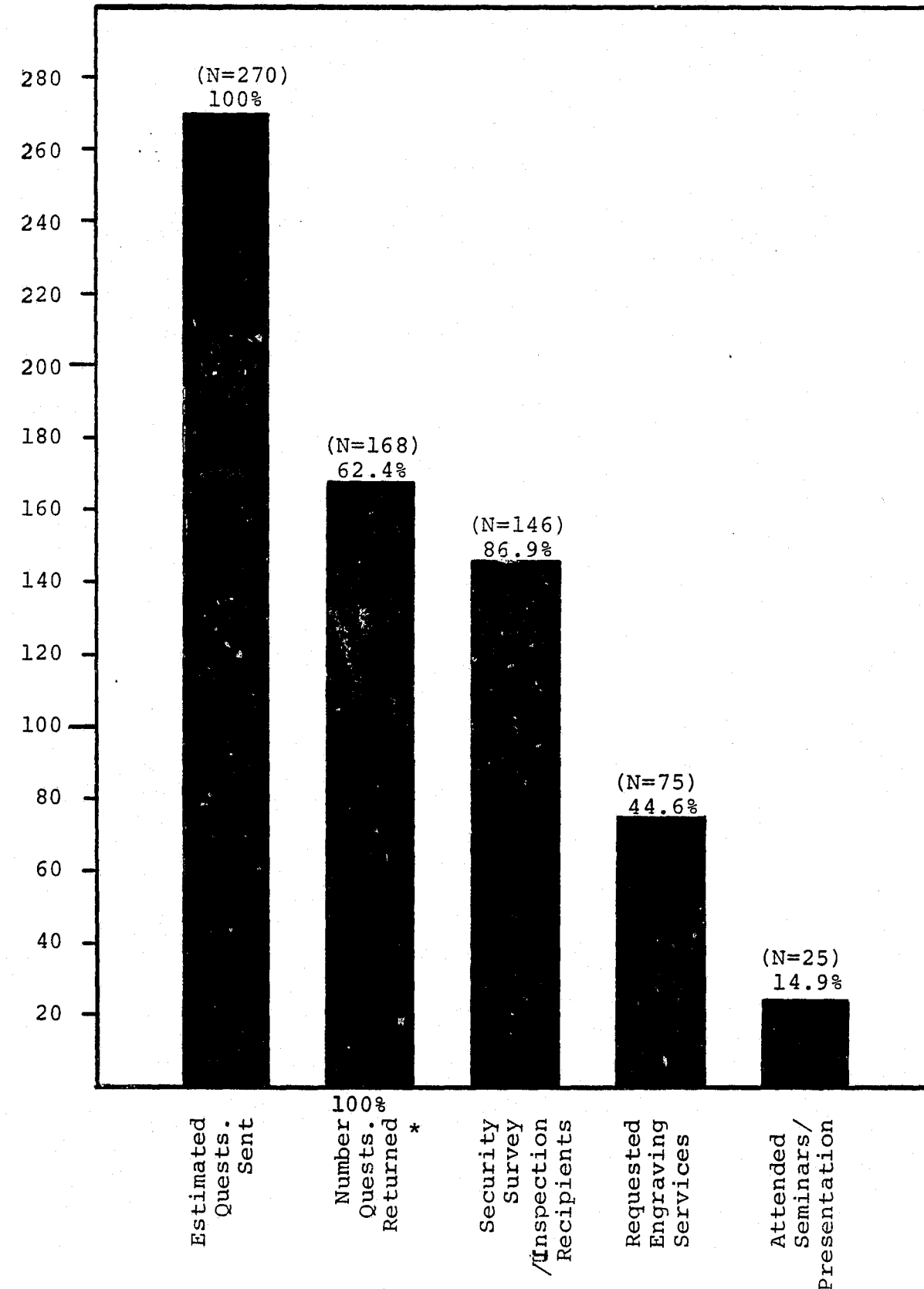
The primary purpose of the questionnaires was to determine public acceptance and/or utility of home and business security surveys/inspections. Additional information on public presentations or seminars, "Operation Identification" services and personal comments on the overall idea of crime prevention were also requested. In addition to quantitative data outlined in the methodology and data analysis section of this report, the questionnaire would serve as a qualitative measurement of project effectiveness.

Of the approximately 270 questionnaires mailed, a total of 168 were returned, representing a return rate of 62.4%. Of the total number of returned questionnaires, 36.9% (N=146) indicated that they received a residential or commercial security/inspection. (See Graph 1.) Other information gathered from the questionnaire:

- Of the 146 returned questionnaires indicating that they made use of a home or commercial security survey, 76.7% (N=112) found the suggestions offered by the crime prevention officers to be very useful. An additional 20.5% (N=30) found the suggestions moderately useful.
- A total of 8.9% (N=13) of the households and businesses implemented all the suggestions offered by the crime prevention officer; 35% (N=51) used most of the suggestions; 48.6% (N=71) used some of the suggestions and 6.2% (N=9) did not use any of the suggestions (see Graph 2).
- Fifty-eight percent (N=85) of the respondents did not list any reasons for failing to implement the suggestions. The most common reason listed for not implementing the suggestions (other than no reason) were either a lack of money or a lack of time. Other reasons listed were: landlord-tenant contracts, impracticality of the suggestions, procrastination, prior building security awareness, or adequate existing security.

Graph 1

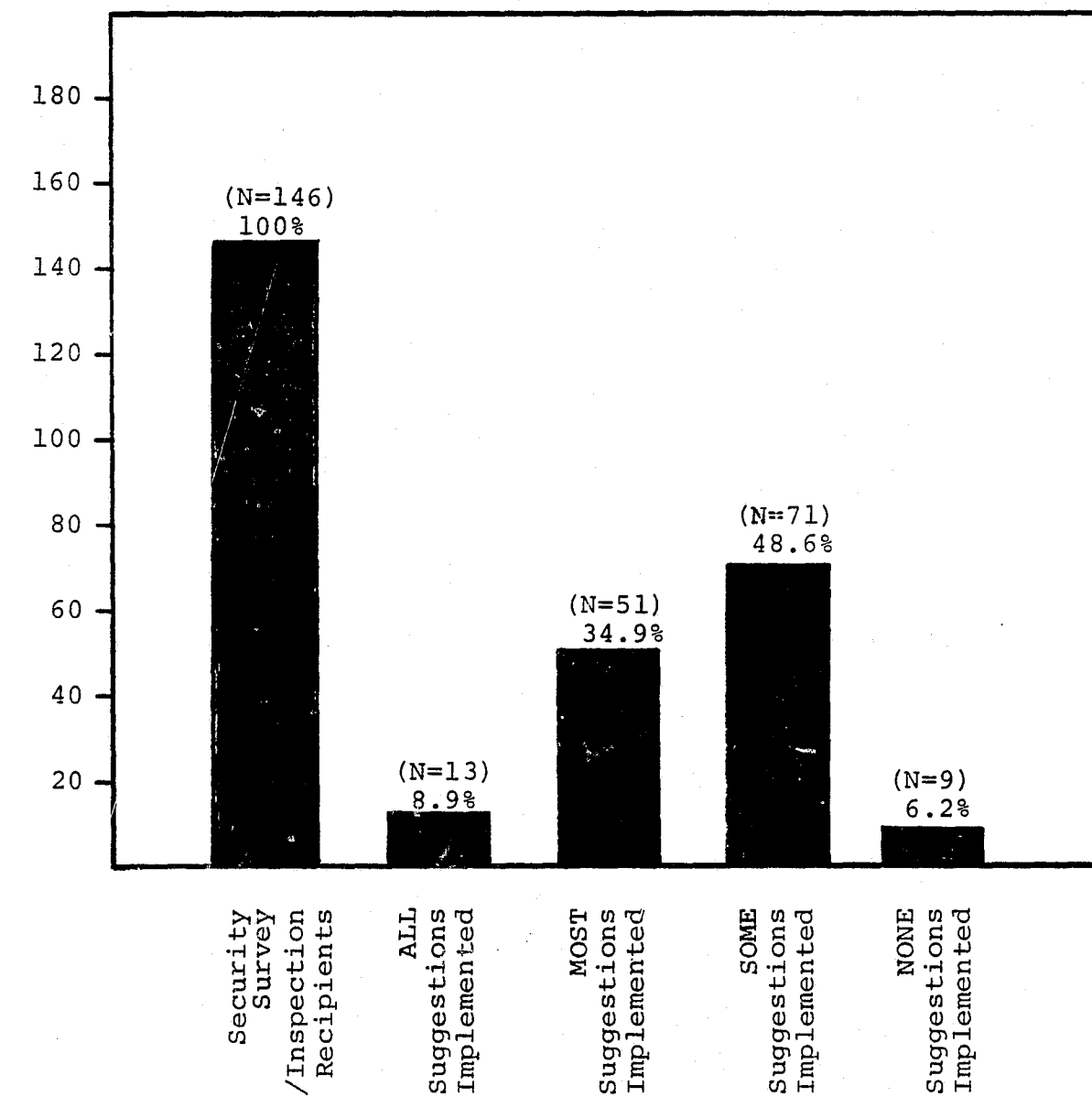
Security Survey Questionnaires Return Rate,  
Recipients, Requests, Community Education



\* The following three bars of this graph represent the number of responses for each of these categories. The percentage was computed by using the total number of responses (168) as a base.

Graph 2

Security Survey Questionnaires:  
Recipients, Suggestion Implementation



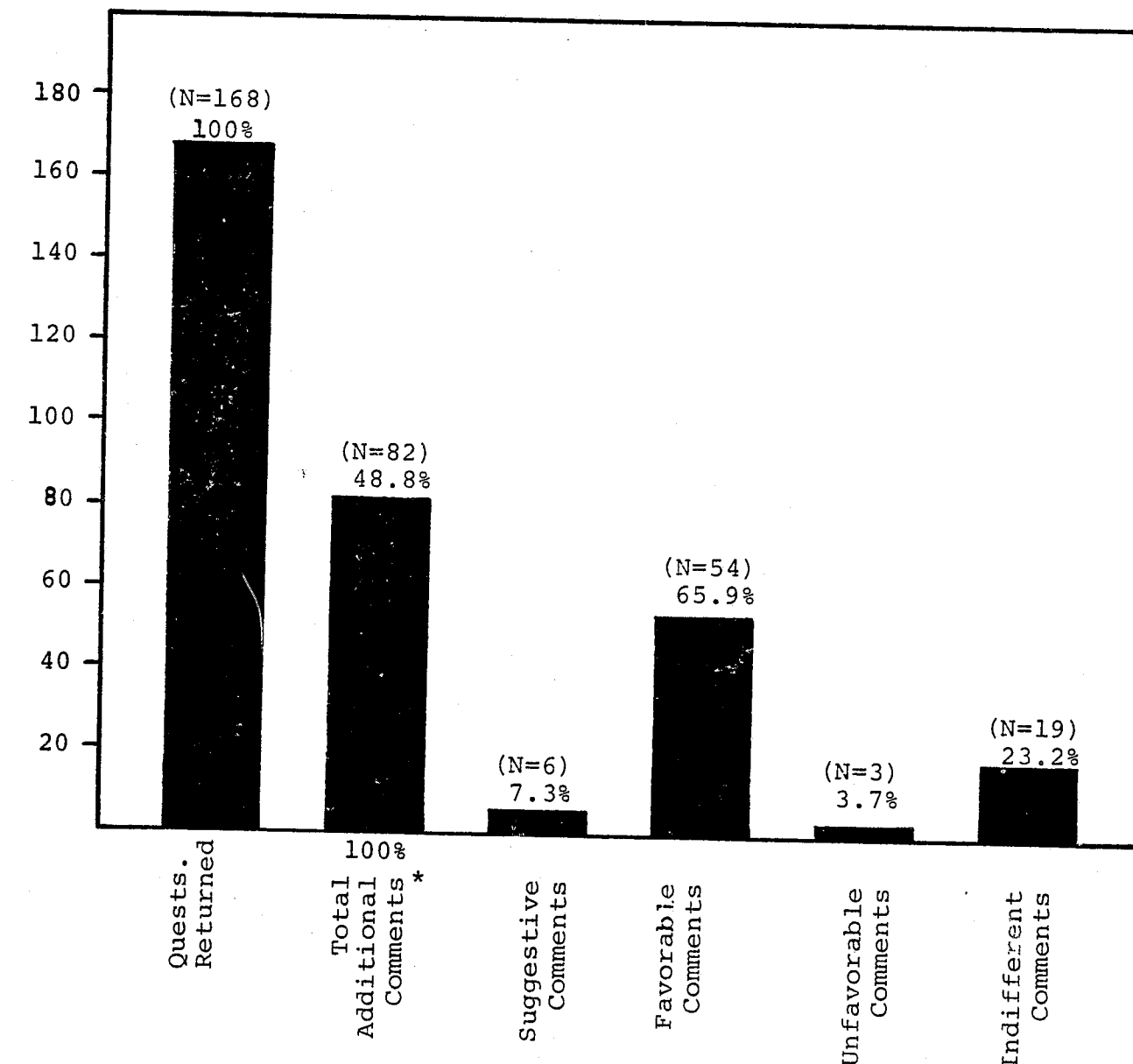
- Of the total number of returned questionnaires (N=168), 12.5% (N=21) indicated they had attended a community seminar or presentation on crime prevention.<sup>70</sup> A total of 66% (N=14) of those attending rated the presentation as excellent.
- Seventy-five (44.6%) of the total respondents requested engraving services provided under the "Operation Identification" program.
- Forty-nine percent (N=82) of respondents provided PES with personal observations. Sixty-six percent (N=54) had favorable comments about their respective project activities; 23% (N=19) were indifferent; and 4% (N=3) had unfavorable comments (Graph 3).

Examples of comments from respondents are quoted below:

- (1) Our...P.D. is an excellent law enforcement agency. However, with juvenile crime at an all-time high, unless penalties are uniform and give justice to the victim, no police department can maintain control. Decisions on sentencing should not be made by "soft headed" judges. And, the age of the offender should not effect the sentence. Let the punishment fit the crime.
- (2) This is a very good program--handing out leaflets instead of just showing them to the homeowner would be better. This is what happened when locks were being described.
- (3) I felt more secure knowing I had good security--also knowing my local police department was really there to help.
- (4) I think this type of program should be expanded and more community/law enforcement views should be shared.
- (5) We had just moved to this house and were very grateful for the hints given: for example, our home insurance man would have preferred window locks, but by following diagrams and using some nails we can accomplish the same task and save at least \$100 as we have 17 windows. We did use the identifying equipment and feel safer from that knowledge.
- (6) If the judicial system wasn't so lenient toward the criminal, many of these problems in my opinion would be resolved.

<sup>70</sup> Although this figure may appear to be low, the number of people attending seminars and not receiving security surveys may be different.

Graph 3  
Security Survey Questionnaires:  
Return Rate, Additional Comments and Type



\* The following four bars of this graph are all elements of the subset "Total Additional Comments."

- (7) I think there is more crime in the neighborhood where they made this check than before. If we had a few officers walking the beat, they would see what goes on.
- (8) I did appreciate the help and feel more secure.
- (9) Shouldn't be necessary to make our homes into fortresses to protect our property. The law forbidding publication of names of juvenile offenders is wrong. It should be changed.
- (10) I think this form is a waste of the Tax Payers' money. Get the Police Department back on walking beats and out of the two-man squad cars and maybe some of the crimes can be stopped.

SECTION XI

Summary and Recommendations



A. Summary

Quantitative analysis and evaluation of the varied crime prevention projects could assume several formats. Clearly, victimization surveys, both prior to and after project implementation would be the most reliable measure of project effectiveness. However, the cost of such surveys is prohibitive.

Instead, analyses of crime prevention projects have been performed within three general frameworks--historical comparison of targeted offenses and their characteristics prior to and during project implementation, contrast of non-Milwaukee and Milwaukee area projects, and comparison of aggregate projects with the remainder of Wisconsin. The first and third of these analytic frameworks address both burglary and theft; the Milwaukee and non-Milwaukee comparison only examines burglary due to a paucity of thefts in the non-Milwaukee group.

Temporal comparison of equivalent burglary samples reveals a 2.5% increase in the number of burglaries following project implementation. Also, both the property recovery and clearance ratios declined during the aggregated project periods. However, project period burglaries were more likely to be detected by non-victim citizens and had a higher proportion of attempted offenses. Single-family homes were less likely to be burglary targets during the project period, although the relative vulnerability of garages increased. Finally, the proportion of burglaries resulting in no dollar loss increased during the project period. While the preceding analyses focused on the aggregated projects, individual jurisdictions are cited when appropriate.

Parallel analyses of thefts evinced fewer changes, partially due to the nature of theft offenses. The total quantity of project period thefts rose approximately 1% from the equivalent baseline period. As with the burglary samples, analysis of project thefts reveals a decline in the clearance rate. Also, there were few significant alterations in the property recovery rate on the type of property taken. In terms of premises vulnerability, the proportion of thefts from residences and offices declined, while the proportion of thefts from more public targets (e.g., garages, outdoors) rose. Finally, loss value of sampled thefts declined somewhat during the aggregate project period.

The most striking differences in burglary patterns based on the non-Milwaukee and Milwaukee area dichotomy are as follows:

- Project period burglaries declined by .5% in the non-Milwaukee sample and rose 6.7% in the Milwaukee sample;
- The proportion of offenses with some property recovery declined by 43.3% in the non-Milwaukee projects and rose 29.2% in Milwaukee projects.
- Non-Milwaukee projects have a higher proportion of burglaries from businesses/offices while Milwaukee projects have a higher proportion from garages and outdoor sites.
- Non-Milwaukee projects have a higher proportion of burglaries with no loss.

The final comparative framework, total project samples contrasted to the remainder of Wisconsin, reveals two major differences in targeted offenses. First, the rate of increase of both burglary and theft is substantially less for project jurisdictions than for the rest of Wisconsin. However, the clearance rates of combined projects for theft and burglary are considerably lower than the corresponding rates for the remainder of Wisconsin.

#### B. Recommendations

##### 1. Establish a Statewide Office of Crime Prevention

The Executive Office, the Legislature, business, industry and concerned citizens should begin to take the necessary steps to establish a statewide office of crime prevention. This considered recommendation is based on the following: (1) information and data collected in the course of evaluating the twelve currently-funded WCCJ crime prevention projects over the past two years; (2) a review and analysis of prior WCCJ involvement in funding pilot crime prevention projects; (3) numerous contacts and discussions with experienced crime prevention practitioners within the state; (4) informational discussions with representatives of the National Council on Crime and Delinquency (NCCD); (5) discussions with the National Crime Prevention Institute (NCPI) in Louisville and the State of Kentucky Statewide

Office of Crime Prevention; (6) interaction with the President of the Wisconsin Crime Prevention Officers Association; (7) a literature search of crime prevention implementation strategies employed around the country; and (8) a cursory review of the experiences of the over 30 states that have already established statewide crime prevention efforts.

The rationale behind this recommendation is a simple one. The establishment of a statewide office of crime prevention would be a clear signal that the State of Wisconsin was prepared to make a long-term commitment toward assisting the police, business, industry, community organizations and an involved citizenry in coordinating efforts toward: (1) the gradual reduction of criminal opportunities; (2) enhancement of the public's feeling of security; and (3) lessening the public's fear of becoming victims of crime.<sup>71</sup>

In terms of the primary responsibilities of a statewide office of crime prevention, emphasis would center on: (1) applied research; (2) technical assistance in the development of community and local projects; (3) development and distribution of literature, films, etc.; (4) public education and; (6) coordinating and motivating all police departments to become involved as pivotal points for crime prevention at the local level. Listed below are some of the advantages of a statewide effort:

<sup>71</sup> More often than not, it is the fear of crime, rather than the fact of crime, which ultimately influences how people live their lives. "The discovery that life is irrational and unpredictable makes victims feel completely impotent. This in turn exacerbates their fear: whether or not we feel in control of a situation directly affects the way we respond to it. Indeed, psychological experiments indicate that fear is substantially reduced if people merely believe they have some control over a situation..."one can take precautions that extend the sense of control over one's environment and fate." Charles E. Silberman, Criminal Violence, Criminal Justice, Harper and Row, New York, 1978, pages 16-17. In large measure, "control over a situation" is the rationale behind crime prevention. Crime prevention does not play on people's fears, but rather promotes a climate of rational decision-making in dealing with criminal opportunities.

a. Equal Access and Treatment

Citizens of all communities and counties would receive equal treatment and have equal access to the office.

b. Offset Lack of Local Resources

Crime prevention efforts are often expensive and beyond the financial resources of some localities. In recent years, levy limits have placed restrictions on the amount of revenue a community can raise. A complete list of the problems police departments face in establishing crime prevention programs can be found in Appendix O.

c. Public Education

Citizens within a community must be advised of their responsibilities before they can assist the police in a lawful, systematic and coordinated manner.

d. Technical Assistance in Project Development

Expertise could be shared with cities, communities and counties which lack the skills to implement their own programs or wish to implement the techniques successfully employed elsewhere. (A number of WCCJ-funded projects have expressed a willingness to assist other communities in establishing crime prevention programs.)

e. Resource/Monitoring and Applied Research Center

Information about other programs, both within and outside the state could be shared with communities. Specific issues in crime prevention could be monitored and evaluated for effectiveness. Results could then be disseminated to decision-makers involved in crime prevention. In addition, legislation could be monitored and examined, thus providing the Legislature and Executive Office with information on existing crime legislation and making recommendations on model legislation. (Promoting security requirements in the State building code serve as an example.)

f. Coordinate Crime Prevention Efforts with Other State Agencies

Examples of coordination between state agencies include: (1) assisting those state agencies (e.g., Nursing Home Ombudsman Program, Board on Aging) which administer funds and programs for the elderly by developing crime prevention projects which address the unique needs of the elderly; (2) work with the Wisconsin Housing Finance Authority in promoting security requirements to those companies and/or organizations which make use of public housing funds; (3) work with the Department of Public Instruction in assisting local school districts in addressing problems such as school vandalism; and (4) work with the Department of Agriculture in developing crime prevention projects which address the unique problems of farmers (i.e., rural crime).

There are, to be sure, arguments against establishing a Statewide Office of Crime Prevention. Not the least of obstacles that must be overcome is an apparent hostility on the part of the public toward more state bureaucracy. Indeed, the public may be more tolerant of the current level of crime than the current level of bureaucracy designed to combat it. At a time in which the Governor has indicated that the state should be tightening up its financial expenditures, serious and careful consideration should be given to the possible addition of another state office.

There is ample evidence available which suggests that such an Office can impact on the current level of crime. Therefore, the argument that a Statewide Office of Crime Prevention would simply be more unneeded bureaucracy is unfounded; and a dismissal of the idea may in the long run deny the citizens of Wisconsin an effective source of crime prevention.

The Kentucky Experience<sup>72</sup>

Originally designed to prevent crime by reducing both criminal and victim opportunity, the Kentucky Office of Crime Prevention was established by

<sup>72</sup> Although there are over 30 states which have established statewide efforts, Kentucky's statewide Office of Crime Prevention is often viewed as being the most sophisticated and successful. Where appropriate, those aspects of the Kentucky model could be adopted in Wisconsin.

executive decree on April 23, 1975. At the present time, the Office has a staff of thirteen who operate an annual budget of \$400,000. In addition, a Crime Prevention Advisory Committee appointed by the Governor meets annually to set overall goals, objectives and direction for the Office of Crime Prevention.

In addition to crime prevention officers, business and community leaders are included on the Advisory Committee. The Advisory Committee has an executive committee and four subcommittees, which assist on projects requiring special study and expertise. Regional committees, composed of volunteer law enforcement personnel, city and county officials, members of the media and private citizens provide additional input and coordination at the grassroots level. These committees evaluate the needs of their areas and evaluate programs developed by the Office of Crime Prevention for feasibility in their regions.

Although the Office of Crime Prevention has a four-fold function<sup>73</sup> in providing assistance to communities throughout the state, the Office of Crime Prevention's operating principle is that direct service to the public is primarily the responsibility of local police departments (with the assistance of civic and business organizations at the local level).

The Office of Crime Prevention has developed an eight-point program designed to reduce criminal opportunities within the state:

- Operation Identification--a program to discourage burglary and theft from homes, farms and businesses and provide a means of easy identification of stolen property.

<sup>73</sup> The four functions are: (1) to coordinate the crime check public education effort; (2) to motivate and encourage all state and local law enforcement agencies to become involved as pivotal points for crime prevention at the local level; (3) to develop and distribute crime prevention material to state and local agencies for dissemination to the public; and (4) to provide technical assistance and other supportive services as needed. Excerpts from the Kentucky Office of Crime Prevention biennial report are included in Appendix P.

- Operation Crime Report--improvements in technology and citizen awareness that can lead to improved methods of crime reporting.

- Operation Home Security--the establishment of inexpensive security standards and technical assistance necessary to assure basic security for homes.

- Operation Business Security--assistance to businesses and retailers in securing their premises against burglary, robbery, shoplifting, bad checks, credit card fraud, etc.

- Operation Neighborhood Watch--a program designed to encourage citizens to look out for each other intelligently and cautiously, stressing vigilance rather than vigilantes.

- Operation Lock-it-and-Pocket-the-Key--an awareness program to reduce the opportunity for auto theft of valuables from unlocked cars.

- Operation Fraud Control--a program to reduce the losses resulting from fraud and "sweet talk" crimes, particularly those which plague the elderly.

- Operation Personal Security--a program to reduce criminal and victim opportunity for personal crimes such as strong-arm robbery, physical assaults and rape.

The information on the Kentucky experience presented here is not intended to be interpreted as the final word on crime prevention. Rather, it is an illustration of how one state is and has been attempting to reduce victim and criminal opportunities. Any attempts to establish a statewide effort within Wisconsin should draw on and adopt those strategies found to be useful and workable elsewhere.<sup>74</sup>

<sup>74</sup> It should be noted that the Kentucky Office of Crime Prevention in conjunction with the National Council on Crime and Delinquency would provide, free of cost, technical assistance to Wisconsin in developing a statewide program (see Appendix Q).

2. The WCCJ Full Council and WCCJ Executive Committee should continue to mandate that funded projects conduct a crime analysis to determine the most problematic Part I offense within their respective jurisdictions.

Since 1969 the WCCJ has funded numerous crime prevention projects which have emphasized a variety of approaches to reducing crime, e.g., public education, public relations, etc. Only within the last several years has the WCCJ mandated in its Annual Action Plans that individual projects address specific problematic Part I offenses (i.e., burglary, theft, motor vehicle theft, forcible rape, assault, robbery, homicide and arson) so identified by a crime analysis. Specifically, the 1979-80 Action Plans (crime prevention language) states:

A key element of WCCJ's crime prevention programs is the systematic examination of past crime in a jurisdiction. Such an examination is referred to as a "crime analysis." The purpose of a crime analysis is to identify criminal patterns that are susceptible to preventive police action. A high crime rate does not in and of itself indicate that a particular crime problem is susceptible to control by preventive measures. However, an appropriately performed crime analysis should identify persistent criminal vulnerabilities, e.g., unlocked storage areas in multi-family dwellings, unattended coat racks in public facilities, structural inadequacies of certain locking systems. After identifying common criminal opportunities, the applicant outlines proactive strategies which are directed at removing the criminal opportunities associated with the identified weaknesses. Thus, the aim of a crime analysis is to obtain knowledge which would make corrective action almost self-evident.

Projects often fail not because they are not good projects, but because the problem has not been adequately identified. Generally speaking, effective crime prevention projects can begin only as the result of using relevant and reliable information. It is important that those attempting to reduce crime understand how and when it occurs. When crime problems are so identified, effective

strategies can be implemented to have the greatest impact. And while recognizing that it is necessary in crime prevention to stress human relations/human interaction situations, the real aim of crime prevention is to recognize and address specific crime problems. The program language should remain as is.

3. The WCCJ must determine whether vandalism prevention merits inclusion within an existing program.

Despite the apparent need for some uniform action in this area (see Vandalism section), research and planning obstacles first need to be addressed. First there is no centralized agency, either at the national or state level which collects aggregate vandalism statistics. Consequently, accurate figures are not readily available.

The second problem associated with planning and strategy against vandalism is that it is a Part II offense. Like other Part II offenses, e.g., disorderly conduct, forgery, liquor law violations, etc., it is viewed as less serious and therefore demanding less attention than Part I offenses (burglary, rape, etc.). Recognizing that the vandalism problem exists and deserves closer scrutiny may be the logical first step in devising solutions. However, the inadequacies of vandalism data must, at a minimum, be acknowledged and resolved.

4. Ongoing evaluation and data collection must be continued. This will enable projects to periodically reallocate their resources on the basis of analysis of variables such as relative vulnerability of premises categories, time of offense and type of property stolen.
5. Training of project personnel in facets of crime prevention should continue during and after WCCJ-funding. Critical elements of training should also be summarized and presented to all department personnel at periodic in-service sessions.
6. Clearance data should be continually updated to reflect project activities.
7. Project resources should be expended on those crime prevention strategies which show a positive impact. In addition, project resources can be augmented by assistance from local sources.

October 28, 1975

Governor Patrick J. Lucey

Charles M. Hill, Sr.  
Wisconsin Council on Criminal Justice

Operation Identification Project

Attached is an analysis of the Operation Identification Project done by Richard Becker of our Law Enforcement staff. It concludes that the results of this program on a national basis are less than satisfactory. Also attached are Quarterly Narrative Reports from the project sponsored, which shows less than glowing results with Operation Identification in Wisconsin due to delays, lack of acceptance, etc.

Recommendations

Even if this program were successful in Wisconsin, I would recommend that you disassociate yourself from this project and urge Mr. Phillip Kalchthaler to secure new sponsorship for the following reasons:

1. The Governor's office has little or no control over the success of this program.
2. The program has not met with success in other areas of the nation. My Law Enforcement staff and I plan to meet with Mr. Kalchthaler to express our concerns and urge him to either seek a new sponsor or withdraw the project all together. I plan to inform him that my recommendation to you will be to not provide sponsorship for this project.
3. In all likelihood, our staff will recommend denial when this project comes up for refunding.

If you need any further information, I would be happy to discuss this matter with you.

CHM:ej  
Attachments

cc David Riemer

ATTACHMENTS



October 27, 1975

Charles M. Hill, Sr.

Dick Becker

#### Operation Identification

In August, 1975, the U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, published a report entitled, National Evaluation Program, Phase I Summary Report, Operation Identification Projects: Assessment of Effectiveness which indicated a lack of program effectiveness in the following areas:

1. Most of the Operation Identification (O-I) projects have been unable to enlist more than a minimal number of participants.
2. The cost of recruiting and enrolling O-I participants is much higher than expected.
3. O-I participants have significantly lower burglary rates; but O-I communities have not experienced reductions in city-wide burglary rates nor appreciable increases in the number of apprehended burglars.
4. O-I markings have not increased the recovery and return of stolen property.

This evaluation report expands on each of these points leading to the general conclusion that projects of this nature have not had the expected results (i.e., deterrence of community burglaries and an increase in recovered property through marking of valuables with "identifiers"). The report also indicated that burglary reductions experienced by O-I participants may not be due to O-I but rather due to the fact that the participants also tend to use other crime prevention techniques and/or a local law enforcement agency effort at education in crime prevention (of which burglary prevention is only one of the many aspects covered).

The Wisconsin Operation Identification program received \$99,000 federal dollars (for a total project budget of \$110,000) for its first year of operation. The initial grant was awarded in May, 1974, but the project kick-off date was postponed until late September (due to the inability to procure all necessary materials and supplies). In the final Quarterly Narrative Report (QNR) received from the Project Director for the period ending 3-31-75, it was indicated that Jaycee enthusiasm was running high and that 60-75% of the goals and objective might be accomplished before the end of the original grant period.

#### Page 2

However, examination of the QNR's received to date indicate that although the enthusiasm of the Jaycee's is running high the same cannot be said of the general public. Since the inception of the project it has been clouded by delays and apathetic attitudes. This general apathy is not present in only the general community but has also found its way into some of the law enforcement agencies. In some instances the program has met with opposition from law enforcement while in others the law enforcement agencies have taken over the project from the local Jaycee chapter. In this latter instance the fact that the agency has taken over the program may be attributed to the fact that they have had someone from that agency attend the National Crime Prevention Institute in Louisville, Kentucky. In general, the results of Operation Identification in Wisconsin are, at best, mediocre, and participation by the general public has been less than anticipated. Considering that this project was intended to be a statewide anti-burglary campaign, these results would also have to be tempered with the facts that burglaries in Wisconsin have in fact shown an increase between 1974 and 1975. There are no available statistics from the Project Director indicating the trend in burglaries in areas where the program is underway.

Throughout the first year of the project, Mr. Kalchthaler indicated that the problems of Operation Identification are not those of awareness of the program but rather ones of education (both of the public and of law enforcement) in crime prevention programs. To alleviate this problem it was proposed that during the second year of funding of this program, educational seminars be conducted involving law enforcement personnel. The major purpose of these seminars would be to supply local law enforcement with information, encouragement, supplies and operational techniques to begin an active local crime prevention program. It is hoped that this educational effort will facilitate greater participation between the communities and their law enforcement agencies (participation and cooperation that was lacking during the first year of the program).

Even though there seems to be a positive response from law enforcement to these seminars there can be no assurance that they will help achieve the initial goals and objectives. Solicited responses from the public and law enforcement might indicate an inclination toward greater participation in the program but a statement from Professor Hans W. Mattick of the Center for Research in Criminal Justice at the University of Illinois, Chicago Circle Campus (who conducted an evaluation of the Illinois Operation Identification program) would be most pertinent: "...The general public does not place the same high priority on crime prevention activities, when it requires commitment, as they seem to express when responding to crime victimization surveys conducted by the polling agencies and mass media."

Page 3

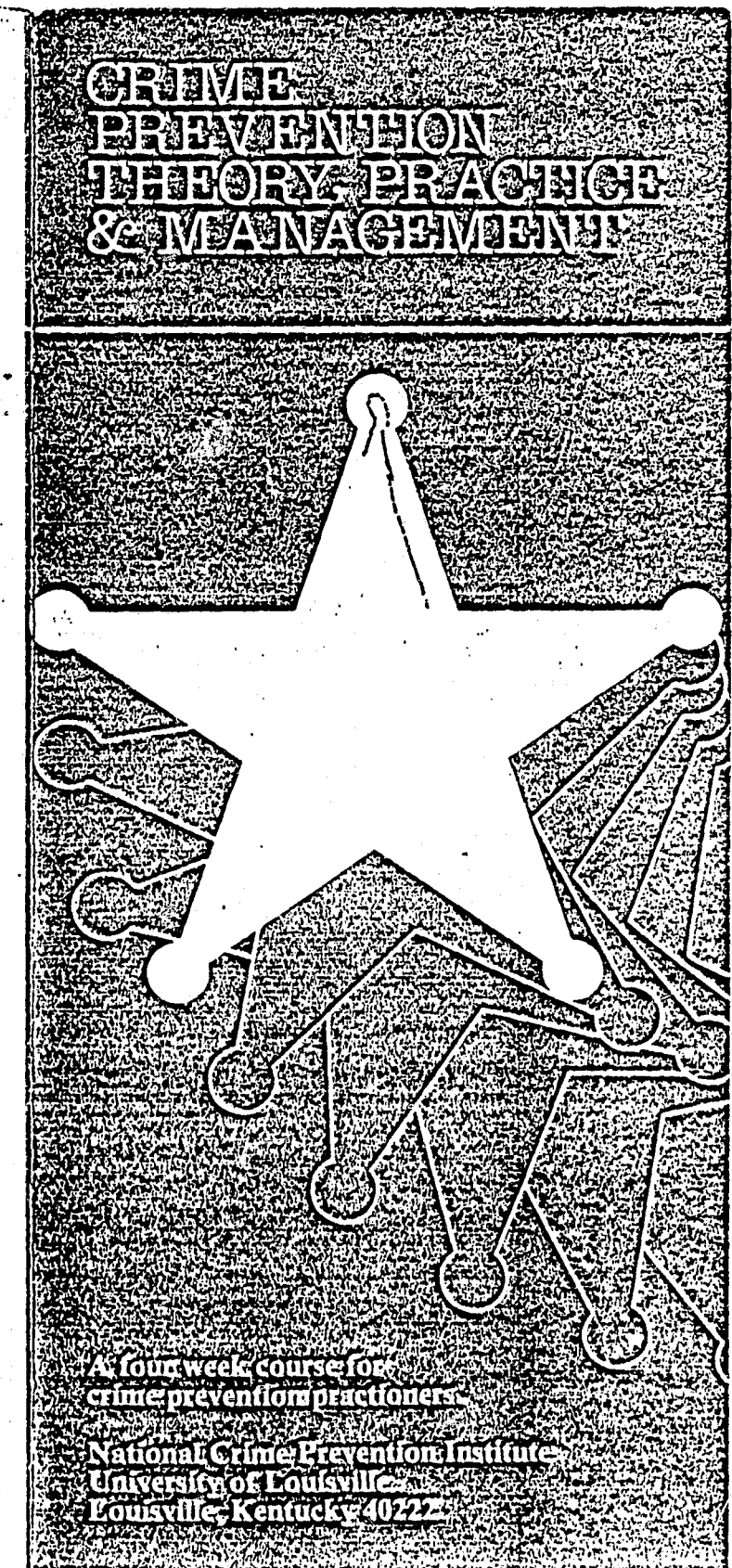
In any case, the Governor's office should encourage independent sponsorship of this program, it whatever approach it takes to establish crime prevention programs. It might also be recommended that the Director of Operation Identification, Mr. Phillip Kalchthaler, meet with the Wisconsin Council on Criminal Justice's Director and Staff to discuss the inherent weaknesses in this program, its progress to date, and the need to pursue an additional year's funding considering the results of the project's initial endeavors.

DR/erc  
Attachments

cc: Andrew Newport

National Crime Prevention Institute  
Shelby Campus  
University of Louisville  
Louisville, Ky. 40222

Non-Profit Org.  
U.S. Postage  
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Permit No. 769  
Louisville, Ky.



# THE NATIONAL CRIME PREVENTION INSTITUTE

Crime prevention actions are those taken to reduce the opportunity for crimes to occur. These actions are oriented toward the potential victim. The development and implementation of effective crime prevention programs involves the input and cooperation of law enforcement agencies, governmental units, community organizations, individual citizens, and private security personnel.

The National Crime Prevention Institute (NCPI) is a division of the School of Police Administration of the University of Louisville and provides national training, technical assistance, and information in all areas of crime prevention.

Since 1971, NCPI has trained over 4,000 individuals in the principles and practices of crime prevention through seminars, workshops, and one, two, and four week courses. NCPI program participants include local, state, and federal law enforcement agency personnel, government officials, and private security personnel. NCPI graduates represent all 50 states and several foreign countries.

The NCPI staff represents a variety of professions, skills, and talents enabling them to provide leadership in all areas of crime prevention. The staff has developed an integrated, systematic approach to crime prevention education, training, and the application of sound crime prevention principles.

Guest lecturers, with expertise in particular subject areas, also serve as instructors for NCPI programs.

# CRIME PREVENTION THEORY, PRACTICE & MANAGEMENT

(Four Week Course)  
January 8 - February 2, 1979  
June 4 - June 29, 1979

Location: National Crime Prevention Institute  
Louisville, Kentucky

Course Fee: \$750.00 (The fee covers tuition and class materials. Lodging, meals, transportation to and from the course site, and incidental expenses must be provided by the participant or sponsoring agency.)

Lodging: Rooms are available at a motel near the course site at a special rate of \$10.00 per day (plus tax). Participants must make their own reservations. Additional information will be sent to each participant after registration.

*This course carries three hours of college credit and qualifies for Veterans Administration benefits.*

## Course Description

Crime Prevention Theory, Practice and Management provides current information on the design, development, delivery, and management of crime prevention projects and programs. This course includes physical and electronic procedural security topics and community program development considerations. It is designed for individuals with leadership roles in law enforcement agencies and public and private service agencies.

Each participant in the course will be required to prepare a paper outlining the goals and objectives of their agency's crime prevention program and specific methods to meet these goals and objectives.

## Course Objectives

1. Provide an understanding of the history and principles of crime prevention.
2. Present the theory of risk management and its practical application through security surveys.
3. Review the concepts of environmental design and the role of law enforcement input in the physical planning of a community.
4. Identify the concepts of fixed and moveable

- barriers as they affect criminal opportunity; provide practical application information concerning their use.
5. Identify the concepts of surveillance and detection systems as they affect criminal opportunity; provide practical application information concerning their use.
6. Outline specific strategies used in programs directed at individual crime.
7. Outline specific strategies used in programs directed at crime targets (persons, places, or things).
8. Review citizen participation programs, detailing the techniques which are most effective in overcoming apathy and motivating citizens to join the crime prevention effort.
9. Present the methodology used in communicating crime prevention information knowledge to the community.
10. Review the management techniques used to develop, operate, and assess the most effective crime prevention programs.

## Subject Areas Covered Include:

History of Crime Reduction  
Principles of Opportunity Reduction Crime Prevention  
Program Evaluation  
Crime Specific Programming  
Funding  
Police Professionalism  
Risk Management  
Senior Citizens and Crime Prevention  
Sexual Assault  
Physical Planning for Crime Prevention  
Alarm Systems  
Locks  
Lighting  
Doors  
Windows  
Walls  
Fences  
Transparent/Translucent Barriers  
Access Controls  
Security Camera, Photoelectric and CCTV  
Retail Security  
Premises Surveys  
Insurance and Crime Prevention  
Marketing Crime Prevention Services  
Community Motivation  
Mass Media  
Public Speaking  
Crime Analysis

# WEEKLY COURSE SCHEDULE

## First Week

Monday, January 8, 1979

8:30 - 9:00 Mr. Carl Kellem  
*Registration and Orientation*

9:00 - 9:30 Norman E. Pomrenke,  
Acting Director, N.C.P.I.  
*Welcome*

9:30 - 10:15; Mr. Harry Keeney  
10:30 - 11:50 *History and Principles of Crime Prevention*

Lunch

1:30 - 2:45; Chief Richard Mellard  
3:00 - 4:30 *Introduction to Crime Prevention*

Tuesday, January 9, 1979

9:00 - 10:15; Dr. Joseph Maloney  
10:30 - 11:50 *Management Principles in Public Service Organizations*

Lunch

1:30 - 2:45; Mr. Donald Cognata  
3:00 - 4:30 *Planning & Research Roles in Developing Crime Prevention Roles*

Wednesday, January 10, 1979

9:00 - 10:15; Dr. Doug Frisbee  
10:30 - 11:50 *Crime Prevention Through Environmental Design*

Lunch

1:30 - 2:45; Mr. J. L. Thomas  
3:00 - 4:30 *Working with the Planning Commission*

Thursday, January 11, 1979

9:00 - 10:15; Mr. Kelly Reynolds  
10:30 - 11:50 *Crime Prevention vs Fire Prevention Building Codes*

Lunch

1:30 - 2:45; Mr. B. M. Gray, II  
3:00 - 4:30 *Program Development and Funding*  
**Friday, January 12, 1979**  
9:00 - 10:15; Mr. Carl Kellem  
10:30 - 11:50 *Introduction to Security*  
Lunch  
1:30 - 2:45; Mr. Paul Tigue  
3:00 - 4:30 *Executive Protection*

**Second Week**

**Monday, January 15, 1979**  
9:00 - 10:15; Mr. Alan Schwartz  
10:30 - 11:50 *Cameras and Access Control*  
Lunch  
1:30 - 2:45; Mr. Carl Kellem  
3:00 - 4:30 *Intrusion Detection Systems*  
**Tuesday, January 16, 1979**  
9:00 - 10:15; Mr. Carl Kellem  
10:30 - 11:50 *Intrusion Detection Systems (Applications)*  
Lunch  
1:30 - 2:45; Mr. Harry Keeney  
3:00 - 4:30 *Fixed and Moveable Barriers (Glass, Safes and Vaults)*  
**Wednesday, January 17, 1979**  
9:00 - 10:15; Mr. Harry Keeney  
10:30 - 11:50 *Fixed and Moveable Barriers*  
Lunch  
1:30 - 2:45; Mr. Carl Kellem  
3:00 - 4:30 *Intrusion Detection Systems Lab*  
**Thursday, January 18, 1979**  
9:00 - 10:15; Mr. Harry Keeney  
10:30 - 11:50 *Fixed and Moveable Barriers*  
Lunch  
1:30 - 2:45; Mr. Harry Keeney  
3:00 - 4:30 *Glazing Demonstration*  
3:00 - 4:30 Mr. Keeney  
*Barriers Lab*

**Friday, January 19, 1979**  
9:00 - 10:15 Mr. James Dudley  
*Bank Protection Act*  
10:30 - 11:50 Mr. Tom Dixon  
*Insurance Role in Crime Prevention*  
Lunch  
1:30 - 4:30 Tour of the School of Police  
Administration, Belknap Campus  
University of Louisville

**Third Week**

**Monday, January 22, 1979**  
9:00 - 10:15; Mr. Mike Melhorn  
10:30 - 11:50 *Management and Procedural Control for Loss Protection*  
Lunch  
1:30 - 2:45; Mr. Terry McGowan  
3:00 - 4:30 *Lighting for Crime Prevention*  
**Tuesday, January 23, 1979**  
9:00 - 10:15 Mr. Harry Keeney  
*Security Surveys & Compliance Techniques*  
Lunch  
1:30 - 4:30 Mr. Harry Keeney  
*Security Survey Lab (on site)*  
**Wednesday, January 24, 1979**  
9:00 - 10:15; Mr. Harry Keeney  
10:30 - 11:50 *Security Survey Critique*  
Lunch  
1:30 - 2:45; Ms. Judy Johnson  
3:00 - 4:30 *Vandalism and Sexual Assault*  
**Thursday, January 25, 1979**  
9:00 - 10:15; Mr. Hugh Turley  
10:30 - 11:50 *Communication Techniques*  
Lunch  
1:30 - 2:45; Mr. Hugh Turley  
3:00 - 4:30 *Communication Techniques*  
**Friday, January 26, 1979**  
9:00 - 10:15; Mr. Mitch Resnick  
10:30 - 11:50 *Self-Image and Marketing Crime Prevention Programs*

# LECTURERS FOR JANUARY 1979 CLASS

Lunch  
1:30 - 2:45; Professor B. Edward Campbell  
3:00 - 4:00 *In-service Training for Crime Prevention*  
4:00 - 4:30 Quiz covering first two weeks

**Fourth Week**

**Monday, January 29, 1979**  
9:00 - 10:15; Lt. Joseph Hancock  
10:30 - 11:50 *Crime Prevention Programs*  
Lunch  
1:30 - 2:45; Mr. Roger K. Griffen  
3:00 - 4:30 *Shoplifting Prevention*  
**Tuesday, January 30, 1979**  
9:00 - 10:15; Sgt. Richard Mullins  
10:30 - 11:50 *Mobilization and Crime Prevention*  
Lunch  
1:30 - 2:45; Mr. George Sunderland  
3:00 - 4:30 *Crime Prevention and the Senior Citizen*  
**Wednesday, January 31, 1979**  
9:00 - 10:15; Professor Don Shannahan  
10:30 - 11:50 *Implementing Change*  
Lunch  
1:30 - 2:45; Mr. Norman Bryant  
3:00 - 4:30 *Overview of Crime Prevention Programming*  
**Thursday, February 1, 1979**  
9:00 - 10:15 Director Norman Pomrenke  
*Final Exam*  
10:30 - 11:50 Director Pomrenke  
*Course Critiques*  
Lunch  
1:30 - 4:30 Individual Activities  
6:30 Graduation Banquet  
**Friday, February 2, 1979**  
9:00 Graduation Exercises

Norman Bryant Kentucky State Office of Crime Prevention State Office Building Annex Frankfort, Kentucky 40601 (800) 372-2994	Joseph Hancock Montgomery County Department of Police 2350 Research Blvd. Rockville, Maryland 20850 (301) 840-2585
Professor B. Edward Campbell School of Police Administration University of Louisville Louisville, Kentucky 40208 (502) 588-6567	Judy Johnson South Iowa Area Crime Commission P.O. 943 Fairfield, Iowa 52556 (515) 472-5017
Don Cognata Research & Planning St. Louis Metropolitan Police Department 1200 Clark Avenue St. Louis, Missouri 63103 (314) 444-5648	Harry Keeney Security Specialist National Crime Prevention Institute School of Police Administration University of Louisville Louisville, Kentucky 40208
Tom Dixon Chief Enforcement Officer Kentucky Insurance Depart- ment P.O. Box 517 Frankfort, Kentucky 40602 (502) 564-3630	Mr. Carl Kellem Security Specialist National Crime Prevention Institute School of Police Administration University of Louisville Louisville, Kentucky 40208
James Dudley Intelligence Unit Federal Deposit Insurance Corporation 550 17th Street NW Room 650 Washington, DC 20006 (202) 389-4415	Dr. Joseph F. Maloney Director, Institute of Community Development University of Louisville Louisville, Kentucky 40222 (502) 588-5445
Douglas Frisbee Minnesota Crime Prevention Center 2344 Nicollet Avenue South Minneapolis, Minnesota 55404 (612) 870-0780	Terry McGowan Lamp Marketing Department General Electric Company Cleveland, Ohio (216) 266-3234
B. M. Gray II National Council on Crime and Delinquency Continental Plaza 411 Hackensack Avenue Hackensack, New Jersey 07601	Michael Melhorn Largo Police Dept. 1310 Fifth Terrace NW Largo, Florida 33540 (813) 586-2666
Roger Griffen Commercial Services Systems P.O. Box 3307 Van Nuys, California 91407 (213) 873-4222	Chief Richard Mellard Liberal Police Department 325 N. Washington Liberal, Kansas 67901 (316) 624-2525

Dick Mullins (Richard C.)  
Pinella County Sheriff's Dept.  
250 W. Ulmerton Road  
Tampa, Florida 33540  
(813) 585-9911

Norman Pomrenke  
Acting Director  
National Crime Prevention  
Institute  
University of Louisville  
Louisville, Kentucky 40208  
(502) 588-6987

Mitch Resnick, President  
Dietograph Security Systems  
26 Columbia Turnpike  
Florham Park,  
New Jersey 07932  
(201) 822-1400

Kelly Reynolds  
C. O. BOCA  
17926 Halstead  
Homewood, Illinois 60430  
(312) 799-2300

Alan Schwartz  
ADT  
1 World Trade Center #9200  
New York, New York 10048  
(212) 558-1370

Professor Donald Shanahan  
Associate Director  
School of Police  
Administration  
University of Louisville  
Louisville, Kentucky 40208

George Sunderland  
National Retired Teachers'  
Association  
American Association for  
Retired Persons  
1909 K Street, NW  
Washington, D.C. 10049  
(202) 872-4912

J. L. Thomas  
958 Edgewater Drive  
Lexington, Kentucky 40502  
(606) 269-6773

Paul Tighe  
Federal Bureau of  
Investigation  
P.O. Box 1467  
Louisville, Kentucky 40201  
(502) 583-3941

Hugh Turley  
Orange County Sheriff's  
Department  
1 North Court  
Orlando, Florida 32801  
(305) 656-6006

## APPLICATION FORM

Name \_\_\_\_\_

Agency or Firm \_\_\_\_\_

Mailing Address \_\_\_\_\_

\_\_\_\_\_  
City State Zip

Business Telephone \_\_\_\_\_  
area code

Home Telephone \_\_\_\_\_  
area code

### Crime Prevention Theory and Practice

Please indicate which course session you wish to attend:

\_\_\_\_ January 8 - February 2, 1979

\_\_\_\_ I cannot attend this session. Please send information on the June 4-29, 1979 course.

Return completed application to:  
National Crime Prevention Institute  
University of Louisville  
Shelby Campus  
Louisville, Kentucky 40222

## TEXAS Crime Prevention Institute

SCHOOL #19 - 80-HOUR BASIC, APRIL 23-May 4, 1979

### Monday, April 23

- 8:00 a.m. Welcoming, Registration and Orientation
- 9:30 a.m. History and Principles of Crime Prevention  
Identifies the birth and progress of crime prevention and contrasts our predominantly reactive law enforcement system with proactive law enforcement.
- 12:00 Noon Lunch
- 1:00 p.m. Introduction to Security  
Identifies the 3 lines of defense and explains the application of these defenses.
- 4:00 p.m. Crime Risk Management  
Defines the concept of risk management and the alternatives available for risk reduction.
- 5:00 p.m. Adjourn

### Tuesday, April 24

- 8:00 a.m. Checks and Credit Cards  
Identifies the major problem areas in fraudulent use of checks and credit cards and offers means to reduce losses through their abuse.
- 10:00 a.m. Security Lighting  
Explains need for good lighting, discusses terms, placement of lights and various light sources.
- 12:00 Noon Lunch
- 1:00 p.m. Shoplifting  
Describes types of shoplifters, and methods used by each. Develops list of policies and procedures to combat the shoplifter.
- 3:00 p.m. Safes  
Presents types of safes, their function, classification and proper usage.
- 5:00 p.m. Adjourn

### Wednesday, April 25

- 8:00 a.m. Electronic Intrusion Devices  
Identifies basic components of alarm systems, and the functions of these components. Explains theory and use of various sensors, their application and capabilities. Examines false alarm problems and suggests methods for their reduction.



Wednesday, April 25 (continued)

- 12:00 Noon Lunch
- 1:00 p.m. Electronic Intrusion Devices (continued)
- 3:00 p.m. Armed Robbery  
Outlines the armed robbery problem and identifies risks which encourage robbers. Presents proper management techniques, employee procedures, training programs and other risk removal methods.

Thursday, April 26

- 8:00 a.m. Introduction to Locking Devices  
Presents types of locks, what, where and how they should be used to improve security for commercial and residential structures.
- 12:00 Noon Lunch
- 1:00 p.m. Introduction to Locking Devices (continued)
- 2:00 p.m. Crime Prevention and the Physical Environment  
Explains how environmental design can be incorporated in the planning and design of future or remodeled structures. Points out some of the methods that can reduce criminal opportunity.
- 4:00 p.m. Model Security Code  
Study of how physical security can be employed by way of ordinances or minimum physical security standards which would apply to future construction.
- 5:00 p.m. Adjourn

Friday, April 27

- 8:00 a.m. Rape  
Special problems surrounding the crime of rape will be discussed in detail. Both passive and active resistance programs are presented and discussed.
- 12:00 Noon Lunch
- 1:00 p.m. Internal Management  
Discusses procedural controls which can reduce business losses due to employee dishonesty.
- 3:00 p.m. Study/Discussion
- 4:00 p.m. Test
- 5:00 p.m. Adjourn

Friday, April 30

- 8:00 a.m. Test Review
- 8:30 a.m. Introduction to Security Surveys  
Defines security surveys and the role which the survey plays in crime prevention. Studies the areas necessary in preparing to conduct a survey and explains the steps involved in performing a comprehensive survey.
- 12:00 Noon Lunch
- 1:00 p.m. Conduct Commercial Surveys  
On-site visit to arranged business locations in order to conduct security surveys.
- 5:00 p.m. Dinner
- 6:00 p.m. Write Security Surveys (Commercial)
- 10:00 p.m. Adjourn

Tuesday, May 1

- 8:00 a.m. Conduct and Write Residential Surveys  
On-site visits to residences in order to conduct residential surveys.
- 12:00 Noon Lunch
- 1:00 p.m. Construction Site Security  
Explains the construction industry involvement in crime prevention. Suggests various methods that can be used to reduce construction site losses.
- 3:00 p.m. Juvenile Crime Prevention  
Presents methods of developing police/juvenile programs designed to deter juvenile crime. Explains specific programs to be used for students in elementary through high school grades.
- 5:00 p.m. Adjourn
- 6:30 p.m. Film Review (Optional)  
Presents a selection of crime prevention films which are not shown during regular class presentations.

Wednesday, May 2

- 8:00 a.m. Survey Presentations  
Selected surveys are presented by group members for comment and discussion.
- 10:00 a.m. Implementation of a Crime Prevention Program  
Studies problems involved and steps necessary in implementing a crime prevention program. Covers departmental environment, financing, manpower, community support and other areas.



Wednesday, May 2 (cont. ed)

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12:00 Noon Lunch

1:00 p.m. Public Speaking

Provides the student with an understanding and rating of oneself in public speaking. Helps the student develop confidence by preparing and presenting a speech.

5:00 p.m. Adjourn

Thursday, May 3

8:00 a.m. Residential/Community Crime Prevention Programs

Provides methods, and shows necessity of developing community participation. Presents an overview of crime prevention programs and shows how to specifically develop selected community crime prevention programs.

12:00 Noon Lunch

1:00 p.m. Crime and the Elderly

Identifies the crime problem as it affects the elderly, the various ways they are victimized, and steps that can be used to minimize this victimization. Also explores the senior citizen's role as a resource in crime prevention activities.

3:00 p.m. Program Planning and Evaluation

Identifies the necessary data to plan and implement a complete program and provides a guide for evaluation of the activities within a program and of the overall program itself.

5:00 p.m. Test

6:00 p.m. Adjourn

Friday, May 4

8:00 a.m. Test Review

8:30 a.m. Survey Review

9:30 a.m. Citizen Awareness through Public Information

Illustrates how public information efforts can be utilized to create a general awareness of crime prevention. Offers suggestions on how to use various media to disseminate information.

10:30 a.m. Course Evaluation

11:00 a.m. Graduation

12:00 Noon Lunch and Adjourn

-146-  
PARTICIPANTS

Attachment C

Capt. Earl R. George  
West Allis Police Department  
7310 West National Avenue  
West Allis, Wisconsin 53214

Richard Hartmann  
West Allis City Hall  
7525 West Greenfield Avenue  
West Allis, Wisconsin 53214

Lt. Donald Dion  
New Berlin Police Department  
17165 West Glendale Drive  
New Berlin, Wisconsin 53151

Dale Amundson  
Menomonee Police Department  
714 7th Street  
Menomonee, Wisconsin 54751

Capt. Richard A. Risler  
Menomonee Police Department  
714 7th Street  
Menomonee, Wisconsin 54751

Ray Wosepka  
Madison Police Department  
211 South Carroll Street  
Madison, Wisconsin 53703

Sgt. John Schultz  
Green Bay Police Department  
307 South Adams Street  
Green Bay, Wisconsin 54301

Michael F. Borkovec  
Green Bay Police Department  
307 South Adams Street  
Green Bay, Wisconsin 54301

Allen Van Haute  
Green Bay Police Department  
307 South Adams Street  
Green Bay, Wisconsin 54301

Richard Ironside  
Wisconsin Rapids Police Department  
Wisconsin Rapids, Wisconsin 54491

Chief Jerry L. Wolfigram  
Town of Lisbon Police Department  
West 260 North 5999 R. 2  
Sussex, Wisconsin 53089

Tom Ciurlik  
Cudahy Police Department  
5050 South Lake Drive  
Cudahy, Wisconsin 53110

Lee Kelm  
Greendale Police Department  
6600 Schoolway  
Greendale, Wisconsin 53129

Bonnie McMahon  
Greendale Police Department  
6600 Schoolway  
Greendale, Wisconsin 53129

Richard Polsen  
Greendale Police Department  
6600 Schoolway  
Greendale, Wisconsin 53129

Lt. Richard Burgard  
Mequon Police Department  
6100 West Mequon Road  
Mequon, Wisconsin 53092

Tom Simon  
Mequon Police Department  
6100 West Mequon Road  
Mequon, Wisconsin 53092

Chief Myron Ratkowski  
Greendale Police Department  
6600 Schoolway  
Greendale, Wisconsin 53129

James M. Knope  
Menominee Tribal Police Department  
P.O. Box 397  
Keshena, Wisconsin 54135

James Seeger  
Brown Deer Police Department  
4800 West Green Brook Drive  
Brown Deer, Wisconsin 53223

Susan M. Johnston  
Brown Deer Police Department  
4800 West Green Brook Drive  
Brown Deer, Wisconsin 53223

Marty Defatte  
Racine Police Department  
730 Center Street  
Racine, Wisconsin 53403

Carol Brandtjen  
West 251 North 9037  
Crestwood Drive  
Sussex, Wisconsin 53089

Barb Utterbeck  
LaCrosse Police Department  
City Hall  
LaCrosse, Wisconsin 54601

Jim Jankowski  
Franklin Police Department  
9229 West Loomis Road  
Franklin, Wisconsin 53132

John Scepanski  
Division of Law Enforcement Services  
Training and Standards Bureau  
123 West Washington Avenue  
Madison, Wisconsin 53703

Program Evaluation Needs

I. Elements of an Evaluation

II. Data Collection for Project Evaluation

A. Sources of crime data...purpose and problems of each

1. Police incident report forms
2. Victimization studies
3. Self-report studies
4. Questionnaires regarding citizen reaction to various crimes

B. Collecting data on specific project activities

1. Community presentations

- a. Number of presentations given
- b. Number of participants
- c. Name and type of organization
- d. Participant response to presentation

2. Security surveys

- a. Number of surveys requested and completed
- b. Citizen reaction to these surveys
- c. Number of suggested security improvements implemented by citizens
- d. Burglary rate of surveyed vs. non-surveyed households

3. Operation Identification

- a. Number of households requesting "Operation I.D."
- b. Number of households that received engraving services
- c. Recovery rate of engraved property vs. non-engraved property

4. Relationship between crime rates and project activities

Hypothesis: Crime prevention activities are related to crime reduction

III. Wisconsin Council on Criminal Justice Evaluation Reports On Crime Prevention Projects

- A. Progress reports: What they are and when they are written
- B. Refunding or interim reports: What they are and when they are written
- C. Final evaluation reports: What they are and when they are written
- D. Program area report: What it is and when it is written

- IV. In-house Evaluation After Wisconsin Council on Criminal Justice Funding
  - A. Development of a data collection system
  - B. Use of data to direct project activities
  - C. Technical assistance from Program Evaluation Section
- V. Conclusion

Questions 1 through 3 request information about your perceptions of the seminar content.

1. Were the issues covered in the seminar valuable to you in your work? Please explain and be specific in your response.

2. Were there other crime prevention-related issues which you think should have been covered?

yes \_\_\_\_\_  
no \_\_\_\_\_

→ If yes, please explain.

3. Do you think the amount of time scheduled for the seminar was appropriate?

yes \_\_\_\_\_  
no \_\_\_\_\_

→ If no, please explain.

Questions 4 through 6 deal with your perceptions of the seminar's value to you.

4. How useful was the Crime Prevention Seminar?

☐ Very useful      ☐ Not very useful  
☐ Somewhat useful      ☐ Not at all useful

Please explain.

5. Are there any changes (e.g., methods of presentation, location, etc.) that could have made the seminar more useful to you?  
Please explain.

6. Would you be interested in attending other seminars similar to this one? Please explain.

Questions 7 and 8 relate to training needs in crime prevention. While this issue was discussed briefly at the seminar, we are interested in identifying other needs which may not have been discussed at that time. Information gained from these questions will be forwarded to Ed Krueger, Director, Police Science Department, Fox Valley Technical Institute.

7. Do you feel that adequate crime prevention training is easily accessible to most Wisconsin Crime Prevention Officers?

yes ☐

no ☐

☐ If no, please explain. Be specific.

8. Regardless of accessibility, are there areas in crime prevention for which you feel there is not adequate training?

yes ☐

no ☐

☐ If yes, please explain. Be specific.

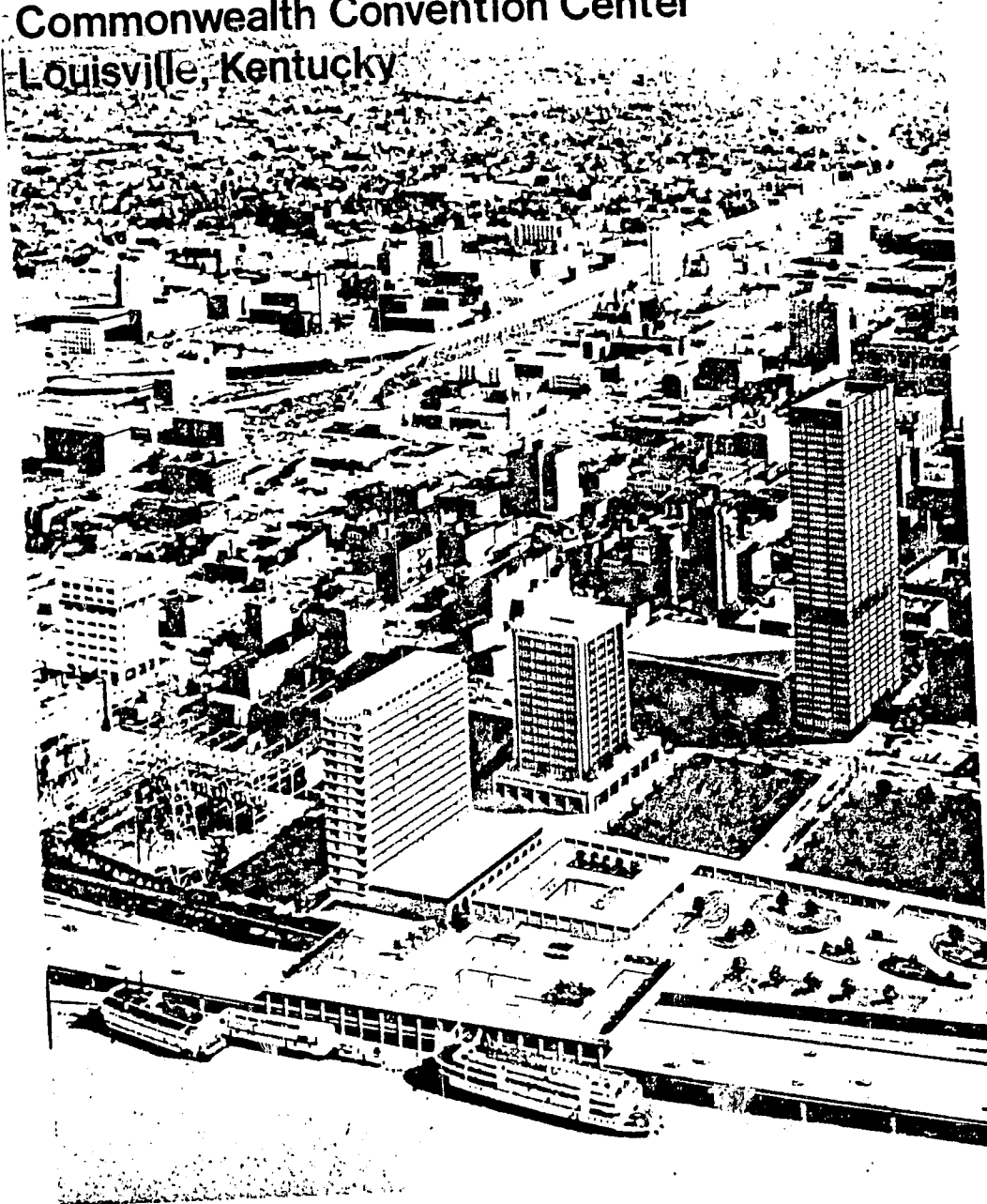
Thank you for taking the time to complete this questionnaire. If you have any other comments on the seminar, please discuss on the back of this page.

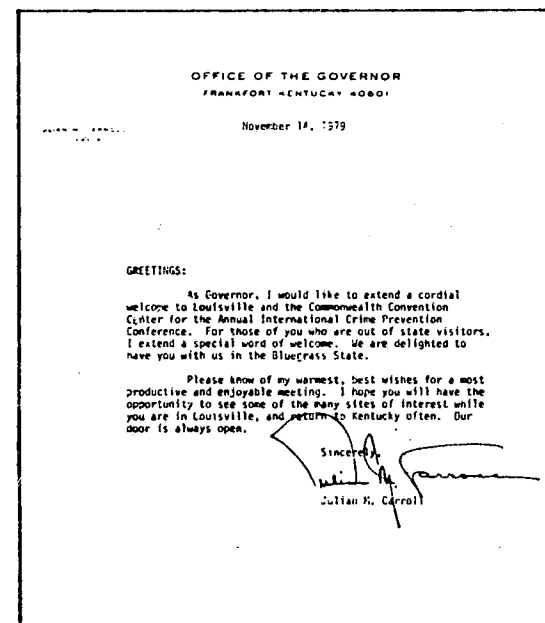
Attachment F

**Annual  
International Crime Prevention Conference**

**November 14, 15, & 16, 1979**

**Commonwealth Convention Center  
Louisville, Kentucky**





## PROGRAM

### PRE-CONFERENCE ACTIVITIES

Tuesday, November 13, 1979

8:00 a.m. to Registration  
8:00 p.m. Galt House

8:00 a.m. to Exhibits Set-up  
5:00 p.m. Convention Center

9:00 a.m. to State Crime Prevention Agencies Meeting  
12:00 n. Galt House

10:00 a.m. to ISCPP Officers Meeting  
12:00 n. Galt House

12:00 n. to Luncheon  
1:00 p.m. Galt House

1:00 p.m. to Crime Prevention Officer Associations Meeting  
4:00 p.m. Galt House

3:00 p.m. to NCPI Advisory Council Meeting  
5:00 p.m. Galt House

5:00 p.m. to Hospitality Suite  
8:00 p.m. Galt House

6:00 p.m. to Cocktail Reception for Exhibitors  
7:00 p.m. Galt House



## CONFERENCE ACTIVITIES

Wednesday, November 14, 1979

8:00 a.m. to Registration  
5:00 p.m. Convention Center

8:30 a.m. to Ribbon Cutting for Opening of Exhibits  
8:45 a.m. Convention Center

8:45 a.m. to Exhibits  
4:30 p.m. Convention Center

9:00 a.m. to General Session  
10:15 a.m. Convention Center

Music  
U.S. Army Band, Ft. Knox, Ky.

Moderator  
John Fay, National Crime Prevention Institute

Invocation  
C. H. Edwardsen

Posting of the Colors  
Louisville Police Department

Remarks of the ISCPP President  
Nicholas Valeriani, Miami Beach Police  
Department

Welcoming Remarks  
Special Guests

Introduction of NCPI Advisory Council  
John Gibson, Dictograph Security Systems,  
Florham Park, NJ

Conference Overview  
John C. Klotter, School of Justice  
Administration, University of Louisville

Conference Goals  
John Fay, National Crime Prevention Institute

10:30 a.m. to Film Fest (continuous showings)  
4:00 p.m. Convention Center

10:30 a.m. to Workshops  
12:30 p.m. Convention Center

### Session A

"Effective Selling Techniques for Crime  
Prevention"

John Gibson, Dictograph Security Systems,  
Florham Park, NJ

### Session B

"The National Ad Council Campaign"

B. M. Gray, National Council on Crime and  
Delinquency, Hackensack, NJ

### Session C

"Bank Security"

Leon Bauer, First National State Bank,  
Edison, NJ

J. Brooke Blake, Atlanta Trust Company,  
Atlanta, Ga.

James Hathaway, Citizens Fidelity Bank,  
Louisville, Kentucky

Frank Gritschier, Liberty National Bank,  
Louisville, Kentucky

### Session D

"The Handicapped Citizen and Crime  
Prevention"

Bud Van Orden and Mary Louise Sandman,  
President's Commission on Employment of  
the Handicapped

2:00 p.m. to Shopping Tour  
4:30 p.m. Bus leaves Convention Center at 2:00 p.m.  
sharp

2:00 p.m. to Workshops  
4:00 p.m. Convention Center

**Session A**

"Funding and Program Survival"

Dick Schnell, Criminal Justice Commission,  
Ellicott City, MD

**Session B**

"Economic Crime"

David N. Everett, US Department of Justice

David L. Armstrong and Maurice A. Byrne, Jr.  
Commonwealth Attorney's Office, Louisville,  
Ky.

**Session C**

"Television News and Crime Prevention"

Don Farmer, ABC National News

**Session D**

"Crime Prevention and the College Campus"

Gary Wilson, Ohio State University

4:30 p.m. to Cocktail Reception  
6:30 p.m. Convention Center

Thursday, November 15, 1979

8:30 a.m. to ISCPP Annual Meeting (Business and  
10:15 a.m. Nominations)  
Convention Center

9:00 a.m. to Exhibits  
4:00 p.m. Convention Center

10:30 a.m. to Sightseeing Tour  
4:15 p.m. Bus leaves Convention Center at 10:30 a.m.  
sharp

10:30 a.m. to Film Fest (continuous showings)  
4:00 p.m. Convention Center

10:30 a.m. to Workshops  
12:30 p.m. Convention Center

**Session A**

"Social Services and Community Action  
Groups"

Joseph Maloney, Institute of Community  
Development, University of Louisville

**Session B**

"Volunteer Programs"

Joan Colley, London, Ohio

**Session C**

"Rural Crime Prevention"

Howard Phillips, Joseph Donnermeyer and  
Todd Wurschmidt, Ohio State University

David Dubreuil, Washington Crime Watch

**Session D**

"Use of Law Enforcement Explorers in Crime Prevention"

Suzanne Hart, St. Louis Police Department

Diana Wilcox, Law Enforcement Exploring

Brian Archimbaud, National Office, Law Enforcement Exploring

2:00 p.m. to Workshops  
4:00 p.m. Convention Center

**Session A**

"Community Involvement in Crime Prevention"

Cornelius Cooper, Law Enforcement Assistance Administration, Washington, DC

Alicia Christian, Center for Community Change, Washington, DC

Victoria Jaycox, Criminal Justice and the Elderly, Washington, DC

Jeff Nugent, National Center for Voluntary Action, Washington, DC

**Session B**

"Sexual Assault Prevention"

Tom McGreevy, Georgia Bureau of Investigation, Atlanta, GA

Jeff McConkey, Fort Collins Police Department, CO

**Session C**

"Computer Security"

Dom Stavola, IBM, White Plains, NY

**Session D**

"Kids and Crime Prevention"

Van Dyer, Arkansas Crime Watch

Joseph Schivinski, Mansfield Police Department, OH

6:00 p.m. to Cocktails  
7:00 p.m. Convention Center

7:00 p.m. to Banquet  
8:30 p.m. Convention Center

8:00 p.m. to Address  
8:30 p.m. Director H. Stuart Knight, US Secret Service

8:30 p.m. to Awards Presentations  
9:30 p.m. Brooks Russell, Attorney General's Office  
State of Washington

Friday, November 16, 1979

9:00 a.m. to Exhibits  
12:30 p.m. Convention Center

9:00 a.m. to ISCPP Elections  
10:15 a.m. Convention Center

10:30 a.m. to Workshops  
12:30 p.m. Convention Center

**Session A**

"Hotel and Motel Security"

Tommy Dolan, Barbizon Plaza Hotel, New York City

**CONTINUED**

**2 OF 3**

**Session B**

"Anti-Shoplifting Approaches"

Sharon Haggerty and Philip Shave, State of  
Washington Crime Watch

Judi Rogers, National Coalition to Prevent  
Shoplifting, Atlanta, Ga.

**Session C**

"Crime Prevention and HUD Programs"

Lynn Curtis, HUD, Washington, DC

**Session D**

"Arson Prevention"

John Lynch, US Fire Administration,  
Washington, DC

12:30 p.m. Conference Adjourns

**POST CONFERENCE ACTIVITIES**

12:30 p.m. to Working Luncheon  
2:00 p.m. Outgoing and newly elected ISCPP officers

STATEWIDE CRIME PREVENTION PROGRAMS

**Alaska**

COMMUNITY EDUCATION CRIME PREVENTION PROJECT  
University of Alaska  
Criminal Justice Center  
3211 Providence Avenue  
Anchorage, Alaska 99504  
907/263-1810

**Arkansas**

ARKANSAS CRIME CHECK  
Trooper Van Dyer  
P. O. Box 4005  
3701 West Roosevelt  
Little Rock, Arkansas 72204  
501/371-2619

**California**

CALIFORNIA COMMUNITY CRIME RESISTANCE PROGRAM  
Office of Criminal Justice Planning  
7171 Bowling Drive  
Sacramento, California 95823  
916/445-9156

June Sherwood, Director  
Crime Prevention Unit  
Attorney General's Office  
3580 Wilshire Boulevard, Suite 938  
Los Angeles, California 90010  
213/736-2366

**Colorado**

COLORADO CRIME CHECK  
Curtis Bridges  
2002 South Colorado Boulevard  
Denver, Colorado 80222  
303/759-0987

**Delaware**

COMMUNITY CRIME PREVENTION PROJECT  
Michael McLaughlin, Director  
Delaware Criminal Justice Planning Commission  
820 French Street  
State Office Building, Fourth Floor  
Wilmington, Delaware 19801

**Florida**

HELP STOP CRIME  
Harvey Cotten, Director  
Office of the Attorney General  
The Capitol  
Tallahassee, Florida 32304  
904/488-5804

**Illinois**

ILLINOIS CRIME PREVENTION PROGRAM  
Charles Adams, Director  
Illinois Department of Law Enforcement  
Office of Crime Prevention  
107 Armory Building  
Springfield, Illinois 62706  
217/785-1322

Indiana INDIANA CRIME PREVENTION OFFICE  
Ken Hollingsworth  
State Office Building, Room 705  
Indianapolis, Indiana 46204  
317/633-5945

Iowa IOWA CRIME PREVENTION COALITION  
Iowa Bureau of Criminal Investigation  
Wallace State Office Building  
Des Moines, Iowa 50319  
515/281-5130

Kentucky KENTUCKY CRIME CHECK  
Lieutenant Norman Bryant, Director  
Kentucky Department of Justice  
Office of Crime Prevention  
State Office Building Annex  
Frankfort, Kentucky 40601  
502/564-7370

Maryland MARYLAND CRIME PREVENTION PROGRAM  
Linda Evans, Director  
Governor's Commission on Law Enforcement  
& Administration of Justice  
One Investment Plaza, Suite 700  
Towson, Maryland 21204  
301/321-3619

Massachusetts MASSACHUSETTS CRIME WATCH  
John R. Haddon, Director  
Massachusetts Crime Prevention Bureau  
One Heritage Mall  
Berlin, Massachusetts 01503  
617/568-1125

Michigan Trooper William L. Atkins  
Crime Prevention Unit  
Michigan State Police  
714 South Harrison Road  
East Lansing, Michigan 48823  
517/373-2295

Minnesota MINNESOTA CRIME WATCH  
Charles H. Rix, Coordinator  
Governor's Commission on Crime Prevention  
& Control  
318 Transportation Building  
St. Paul, Minnesota 55155  
612/296-6957

Missouri MISSOURI CRIME PREVENTION CAMPAIGN  
Missouri Department of Public Safety  
621 East Capitol  
Jefferson City, Missouri 65101  
314/751-4905

Nevada GOVERNOR'S CRIME PREVENTION PROGRAM  
David Humke, Coordinator  
431 Jeanell  
Carson City, Nevada 89701  
702/885-4170

New York OFFICE OF CRIME AND DELINQUENCY PREVENTION  
Susan Jackson, Director  
New York State Bureau for Municipal Police  
Executive Park Tower  
Stuyvesant Plaza  
Albany, New York 12203  
518/357-3680 (70)

North Carolina STATEWIDE CRIME PREVENTION  
Director Gordon Smith, III  
Division of Crime Control  
P. O. Box 27687  
Raleigh, North Carolina 27611  
919/733-4343

North Dakota NORTH DAKOTA CRIME WATCH  
Ken Will  
Box B  
Bismark, North Dakota 58505  
701/224-2594

Ohio OPERATION CRIME ALERT  
Dr. Edmund James  
30 East Broad Street  
26th Floor  
Columbus, Ohio 43215  
614/466-5011

Pennsylvania PENNSYLVANIA CRIME WATCH  
Governor's Justice Commission  
Department of Justice  
P. O. Box 1167  
Federal Square Station  
Harrisburg, Pennsylvania 17108  
717/787-1777

South Carolina SOUTH CAROLINA CRIME PREVENTION PROGRAM  
Ray Isgett, State Crime Prevention Specialist  
Office of Criminal Justice Programs  
Edgar Brown Building, Room 402-A  
Columbia, South Carolina 29201  
803/758-3573



Texas

CRIME PREVENTION  
Community Relations & Citizen Involvement  
in Texas  
Darwin D. Avant  
Governor's Office  
Criminal Justice Division  
411 West 13th Street  
Austin, Texas 78701  
512/475-6026

Utah

UTAH CRIME CHECK  
Paula Nelson  
255 South Third East  
Salt Lake City, Utah 86111  
801/533-5731

Washington

WASHINGTON CRIME WATCH  
Brooks P. Russell, Director  
Attorney General's Office  
Dexter Horton Building  
Seattle, Washington 98104  
206/464-7676

West Virginia

CRIME PREVENTION PROGRAM  
D. M. Caldwell, Coordinator  
West Virginia State Police  
725 Jefferson Road  
South Charleston, West Virginia 25309  
304/348-0187

# Meet a New Crime Fighter



Local crime prevention efforts will get a boost this fall with the help of this friendly dog. He's been assigned to take the lead in a national public service campaign on crime prevention, conducted by The Advertising Council, Inc.

Public service announcements urging people to work together to "take a bite out of crime" are slated to begin appearing in late October. On television, radio, in newspapers and magazines, and on billboards and bus and subway cards, people will be hearing and seeing an appeal for positive, responsible citizen action against crime.

The advertising has been produced as a donated public service by the Dancer Fitzgerald Sample, Inc., advertising agency of New York City. Television and radio time will be donated, as will space in newspapers, magazines and other media.

The advertisements will include reminders of simple precautions that can be taken against crime and an invitation to write for a free booklet on crime prevention. The booklet, and other pamphlets to be produced for the campaign, cover a range of problems and solutions—including special suggestions for older Americans, recommendations for action by citizen organizations, and information on the wide variety of local crime prevention efforts under way throughout the country.

The campaign was developed in cooperation with the Law Enforcement Assistance Administration and the National Council on Crime and Delinquency and with the assistance of a group of national organizations who are participating in a Crime Prevention Coalition created to encourage citizen action against crime. NCCD is providing training and technical assistance to citizen groups who are developing or expanding crime prevention programs.

NCJRS will respond to public inquiries generated by the campaign and will distribute the informational booklets. For copies of the basic booklet, "Got a Minute? You Could Stop a Crime," please write to Crime Prevention Coalition, Box 6600, Rockville, Maryland 20850.

## TAKE A BITE OUT OF CRIME

© 1978 The Advertising Council, Inc. A message from the Crime Prevention Coalition and The Ad Council.

Law Enforcement Assistance Administration Henry S. Dogin, Administrator  
National Institute of Law Enforcement and Criminal Justice Harry M. Bratt, Acting Director

## location

The Center is located on the campus of The Ohio State University, which provides access to the broadest possible range of professional and scientific research personnel and facilities. The Center is able to draw from all related crime prevention disciplines. University support services, including data processing, library, and continuing education, are available. As part of the land-grant institution system, the Center has ties with the continuous outreach component of the Cooperative Extension Service and the research capabilities of the Cooperative States Research Service.

## follow-up

If you have interest in programs and services available through the National Rural Crime Prevention Center, please write us.

If you are involved in programs that you feel would aid other communities in their fight against the rising crime problem, we would be pleased to hear of your efforts.

## sponsors

Department of Agricultural Economics and Rural Sociology

College of Agriculture and Home Economics

The Ohio State University  
Ohio Cooperative Extension Service

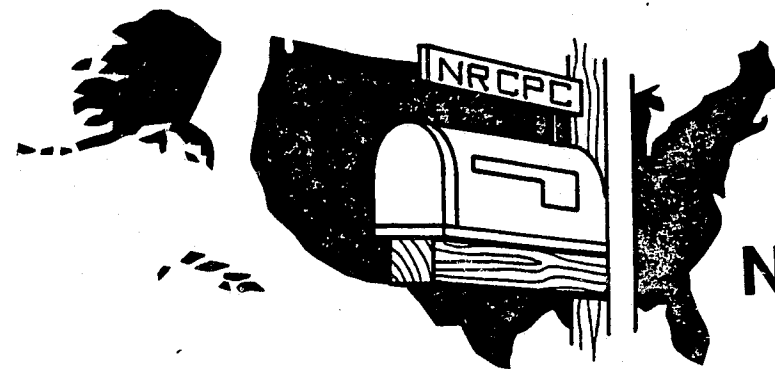
Ohio Agricultural Research and Development Center

The Ohio State University  
Police Department

Science and Education  
Administration-Extension  
United States Department of Agriculture

Ohio Division of Crime Prevention

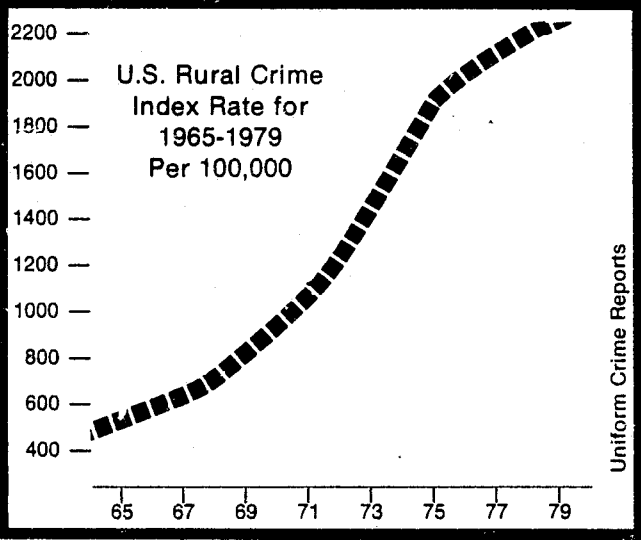
National Rural Crime Prevention Center  
The Ohio State University  
2120 Fyffe Road  
Columbus, Ohio 43210  
(614) 422-2701



**National Rural Crime  
Prevention Center**

-165-

# The Problem



- Many factors appear to be contributing to the growing rural crime problem. Examples include:
1. remoteness and distances between rural homes on lesser traveled roads, and increasing accessibility to country areas,
  2. influx of population into rural areas,
  3. minimal police resources and longer response times,
  4. farmers' need for extensive equipment inventories,
  5. continued adherence to an attitude believing rural areas to be immune from urban crime problems,
  6. isolation of park and recreation facilities in rural areas,
  7. growing affluency of rural residents.

## Purpose

The philosophy of the Center is "action" oriented. Our major purpose is to aid rural people and law enforcement personnel in gaining a better understanding of the nature of their crime situation. A second purpose is to assist them in developing and identifying crime prevention skills necessary for solving their local problems. Understanding the problem is an essential first step, lending direction and rationale to the building of sound strategies. In the application of strategies lies the fruits of prevention.

## Program Highlights

### 1 research

Research provides the underpinning for building the rationale and explanations essential to developing sound programs for the understanding and potential control of problem behavior. The Center's research program is organized a) to expand, generate, and test theoretical hypotheses aimed at building a knowledge base, b) to initiate, cooperate, and assist in research programs with other institutions across the country, and c) to design program responses based on research findings in order that maximum societal benefits be derived from such activities.

### 2 instructional programs

Educational programs are being designed to serve the public's diverse interests and needs. The Center's prospective instructional audience includes crime prevention officers, Cooperative Extension agents, teachers, community and youth leaders, students, and other concerned persons.

Instructional programs are being initiated through a) classroom teaching at The Ohio State University (undergraduate and graduate levels), b) continuing education on and off the University's main and regional campuses (credit and non-credit basis), and c) Cooperative Extension workshops and meetings (at local, state, and national levels).

### 3 information dissemination

The Center is working to gather and assimilate information to provide in one place up-to-date information on rural crime prevention. Multiple mediums (e.g., publications, reports, displays, and mass media programs) will be used to contact and inform rural people.

### A. GENERAL

Jurisdiction	01 - Menomonie	08 - Oak Creek	1 - 2
	02 - Wisc. Rapids	09 - Mequon	
	03 - La Crosse	10 - Menominee Tribal	
	04 - Brown Deer	11 - Green Bay	
	05 - Franklin	12 - Cudahy	
	06 - Greendale	13 - St. Francis	
	07 - Manitowoc	14 - So. Milwaukee	
Type Offense	1 - Burglary	4 - Shoplifting	3
	2 - Theft	5 - Vandalism	
	3 - Motor Vehicle		
Case Number	Four digit number		4 - 7

### B. TIMING

Date Reported	Five digit date (e.g., 05218)	8 - 12	
Date Occurred	Five digit date (e.g., 12247)	13 - 17	
Day Occurred	0 - Undetermined	7 - Saturday	18
	1 - Sunday	8 - Exact Day	
	2 - Monday	Unknown - Sometime between Monday and Friday	
	3 - Tuesday		
	4 - Wednesday	9 - Exact Day	
	5 - Thursday	Unknown - Sometime over Weekend	
	6 - Friday		

Time Occurred	0 - Unknown	19
	1 - Morning (7 a.m. - noon)	
	2 - Afternoon (noon - 5 p.m.)	
	3 - Evening (6 p.m. - midnight)	
	4 - Early Morning (Midnight - 7 a.m.)	
	5 - Nighttime (5 p.m. - 7 a.m.)	
	6 - Daytime (7 a.m. - 5 p.m.)	
	7 - Morning and early morning (midnight - noon)	
	8 - Sometime during a 24-hour period prior to reporting	

C. TARGET

Area/Precinct	2 - Digit Jurisdiction specific		20 - 21
Status of Target	0 - Unknown	3 - Other non-target	22
	1 - Targeted		
	2 - Adjacent non-target	4 - Not Applicable	
Premises	01 - Unknown/ Unidentified	07 - Auto dealers/ Sales lots	23 - 24
	02 - Single family Home	08 - Private Offices	
	03 - Commercial Lodging (e.g., oc- cupied hotel room)	09 - Unoccupied Motel/Hotel rooms	
	04 - All other Residences	10 - Medical Offices	
		11 - Entertainment/ Recreational facilities	
	05 - Retail Busi- ness/Services	12 - Warehouse	
	06 - Retail Busi- ness/Com- modities	13 - Industrial/ Construction	

(continued)

Premises (continued)	14 - Parking Lot/Ramp	23 - Auto	23 - 24
	15 - Financial	24 - Garage/Other shed or storage area	
	16 - Government	25 - Non-residential-type unspecified	
	17 - Schools	26 - Residential/(unspec.	
	18 - Churches	27 - Bars, Taverns	
	19 - Street, alley, priv. driveway	28 - Gasoline/fuel stations	
	20 - Shopping Center	29 - Residential yard	
	21 - Apartments/Duplexes	30 - Supermarket, Grocery store	
	22 - All Other		

Visibility of Target

25

0 - Unknown
1 - Not visible to normal patrol
2 - Normally visible but concealed by removable obstruction
3 - Open, visible to normal patrol
4 - Other
5 - Not applicable

D. MODUS OPERANDI

Point of Entry/Attempt	0 - Unknown	5 - Window; basement	26
	1 - Door; front	6 - Roof	
	2 - Door; side/rear	7 - Wall	
	3 - Door/overhead/sliding	8 - Concealment	
	4 - Window; room	9 - All Other	

Means of Entry

- |                            |  |    |
|----------------------------|--|----|
| 0 - Unknown                | 5 - Breaks; forces smashes at point of entry | 27 |
| 1 - No entry; attempt only | 6 - Saws, bores, burns                       |    |
| 2 - No force, unlocked     | 7 - Explosives                               |    |
| 3 - Lock defeated; passkey | 8 - Tunnels                                  |    |
| 4 - Pries, jimmies door    | 9 - All other (force unspecified)            |    |

Tool Used

- |                                    |                                     |    |
|------------------------------------|-------------------------------------|----|
| 0 - Unknown                        | 5 - Prying (screwdriver)            | 28 |
| 1 - None                           | 6 - Impact (hammer, rock)           |    |
| 2 - Hands, feet, bodily force      | 7 - Cutting/forcing (drill, wrench) |    |
| 3 - Lock defeating key, celluloid) | 8 - Burning/explosive               |    |
| 4 - Reaching (coat hangar)         | 9 - All Other                       |    |

Extent of Loss

Four digit dollar amount 29 - 32

Property Damage

- |                                |  |    |
|--------------------------------|--|----|
| 0 - Unknown                    | 4 - Major (smash, malicious damage inside) | 33 |
| 1 - None                       | 5 - Attacked safe                          |    |
| 2 - Minor (jimmies, pries)     | 6 - Extreme (explosion, burning)           |    |
| 3 - Moderate (cut, break, saw) |  |    |

Type Property

- |   |  |         |
|---|--|---------|
| 00 - Unknown  | 14 - Drugs                                       |         |
| 01 - Money  | 15 - Entertainment items (stereo, TV's, cameras) | 34 - 39 |
| 02 - Negotiable items (checks, credit cards, bonds, stocks) | 16 - Books/ records                              |         |
| 03 - Coin/stamp collections                                 | 17 - Other household goods                       |         |
| 04 - Jewelry  | 18 - Consumables                                 |         |
| 05 - Furs   | 19 - Timber - building material                  |         |
| 06 - Soft, saleable items (clothing, bedding)               | 20 - Plumbing/ Electrical goods                  |         |
| 07 - Small Appliances                                       | 21 - Cosmetics                                   |         |
| 08 - Office Equipment                                       | 22 - Automotive Entertainment (CB-8 Track)       |         |
| 09 - Large Appliances                                       | 23 - Nothing                                     |         |
| 10 - Tools  | 24 - Automotive parts                            |         |
| 11 - Bicycles   | 25 - All Other                                   |         |
| 12 - Firearms/ Ammunition                                   | 26 - Gasoline, fuel oil                          |         |
| 13 - Other Sporting Goods                                   | 27 - Antiques                                    |         |
|   | 28 - Cigarettes, alcohol                         |         |

E. VICTIM

Gender

- |             |               |    |
|-------------|---------------|----|
| 0 - Unknown | 2 - Female    | 40 |
| 1 - Male    | 3 - Inanimate |    |

Age

Actual years 41 - 42

Prior Security Inspection

- |             |        |    |
|-------------|--------|----|
| 0 - Unknown | 2 - No | 43 |
| 1 - Yes     |        |    |

Prior Identification	0 - Unknown	2 - No	44
	1 - Yes		
Prior Victimization	0 - Unknown	2 - No	45
	1 - Yes		

F. FOLLOW-UP

How Detected	0 - Unknown	5 - Victim returned while in progress	46
	1 - On return of victim	6 - Victim on premises (including employee on premises)	
	2 - Someone other than victim (residential only)	7 - Passing patrolman or security guard	
	3 - Next working day (commercial)	8 - Burglary alarm	
	4 - Passing citizen or phone complaint	9 - All Other	
Offender	0 - Unknown	4 - Arrest but age unknown	47
	1 - No arrest		
	2 - Juvenile	5 - Adult and Juvenile arrested	
	3 - Adult		
Age of Offender	Actual years		48 - 49
Residence of Offender	1 - Unknown		50
	2 - Resides within project area (including student addresses within project area even though a temporary address)		
	3 - Resides outside of project area		

Clearance	0 - Unknown	51
	1 - Not cleared, open case	
	2 - Cleared by exceptional means	
	3 - Cleared by arrest	
	4 - Cleared by arrest in another jurisdiction	
	5 - Cleared by death of offender	
	6 - Case proved unfounded	
	7 - Classification of crime altered	
	8 - All Other	

Goods Recovered	0 - Unknown	4 - Partial, 1-32%	52
	1 - All	5 - None	
	2 - Partial, 66-99%	6 - Not applicable	
	3 - Partial, 33-65%		

Recovery Value	Four digit dollar amount	53 - 56
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G. AUTO THEFT

Type Vehicle	0 - Unknown	4 - Cycle	57
	1 - Auto	5 - Snowmobile	
	2 - Van	6 - All Other	
	3 - Truck		
Model Year	00 - Unknown		58 - 59
	- Last two digits		
Location	0 - Unknown	3 - On street parking	60
	1 - Private, driveway	4 - Parking lot	
	2 - Private, garage	5 - Parking ramp	
		6 - All Other	



Keys in Ignition	0 - Unknown	61
	1 - Yes	
	2 - No	
Doors Locked	0 - Unknown	62
	1 - Yes	
	2 - No	
Recovery Status	0 - Unknown	63
	1 - Not recovered	
	2 - Recovered	
	3 - Recovered, minimal damage	
	4 - Recovered, major damage - stripped	
	5 - Recovered, total loss	
	6 - Recovery not relevant (e.g., attempted unfounded)	

#### H. MISCELLANEOUS

Jurisdiction Specific (e.g., Greendale in light timer program?)	0 - Unknown	64
	1 - Yes	
	2 - No	
	3 - Not applicable	
	Additional figures on dollar loss (include here if more than four columns are needed)	65 - 69
	Additional figures on dollars recovered (include here if more than four columns are needed)	70 - 74
Project Status	0 - Pre-Baseline	75
	1 - Baseline	
	2 - Project: Year 1	
	3 - Project: Year 2	

#### HOME SECURITY TIPS

1. Look at your home as a burglar would. Is there anyone at home? Since most home burglaries are committed by amateur opportunists who won't risk confrontation, it is most important to make your home appear and sound occupied at all times. Inexpensive timers can be purchased that will automatically turn lights and a radio on and off. The "AT HOME" look is the single most important thing you can do to prevent a home burglary.
2. Always close and lock garage doors. A dark house with an open garage and no car around is an open invitation to a burglar or thief.
3. Join OPERATION IDENTIFICATION. Engrave your Wisconsin driver's license number on easily carried away items of value. The police department will loan you an engraver and provide you with window decals free of charge. No burglar or thief wants to be caught with items marked in this manner. If your items are stolen and then recovered by police anywhere in the U.S., they can be quickly identified by police computer. In most cases, homes that display the OP-ID decals are passed by by burglars.
4. Take color photographs of valuable items. Take an inventory and record serial numbers. Store in safe place, such as a safety deposit box.
5. DEAD BOLT locks should be installed on all exterior doors. But remember, locks must be used if they are to be of any value. Contact a locksmith, hardware dealer or the police Crime Prevention Unit for more information. We also can advise you on methods to secure windows. There are many new security devises on the market that can greatly increase your security. Information is also available on burglar alarm systems. Call us.
6. When leaving your home for an extended period, do everything you can to make your home look occupied, as in Tip #1. Consider a house SITTER. Allowing a close friend or relative to stay in your home will give you peace of mind and a far more enjoyable vacation. Have a trusted neighbor check your home. Use your imagination. Notify the police.

## Neighborhood Crime Alert



-174-

Attachment K

D-21(79)

Dear Citizen,

This is to inform you that burglars are operating in your immediate area. The Green Bay Police Crime Prevention Unit is distributing this notice in an effort to prevent you from becoming a victim of a crime. We believe an aware, alert neighborhood can be your first line of defense against crime. Your police department operates 24 hours a day, 365 days a year. Your safety and security is our main concern. Obviously, we don't have the manpower to patrol every block in every area at all times. We need your eyes and ears to assist us in protecting your neighborhood. We need citizens who will report suspicious activity. We know from experience that citizens do notice things they should report but, for fear of looking foolish, they hesitate. Innocent activity will be regarded as such, upon police investigation. Please call us if you have any information, NO MATTER HOW SMALL, about crime or suspicious activity in your neighborhood or in any area of our city. Your cooperation is anticipated and appreciated. Thank you.

*Donald E. Cuene*  
Donald E. Cuene  
Chief of Police

EXAMPLES OF SUSPICIOUS ACTIVITY that should be reported to the police:

....a strange vehicle slowly or continually driving through your neighborhood or parked in an unusual manner or place. (GET LICENSE NUMBER and GOOD DESCRIPTION, if possible.)

....an individual loitering in your area. (REPORT DESCRIPTION OF SUBJECT.)

....a stranger or others around a neighbor's home when it appears to be unoccupied.

....someone who comes to your door (particularly juveniles) asking vague questions. Watch to see if they go to other homes. They may be checking to make sure no one is at home before breaking in.

....the sound of breaking glass or other material. (REPORT IMMEDIATELY.) It could be a break-in in progress.

....an open door or window at a neighbor's home when you believe he is away. (A BURGLARY MAY HAVE ALREADY OCCURRED.)

All citizens' calls will be handled in strict confidence. If you have some objection to giving your name, then we will not insist that you give it. But, we do need your assistance. Hopefully, we can make it too risky and unprofitable for criminals to operate in any neighborhood in Green Bay. The Green Bay Police Crime Prevention Unit has many suggestions on ways you can protect your home. A FREE security survey of your home will be made at your request. Call 497-3865 weekdays. A few good tips are listed on the back.

To report suspicious activity or other information about crime in your area, call the Detective Division, 497-3840 or 497-3800.

John W. Schultz  
Director  
Crime Prevention Unit

# RESIDENTIAL BURGLARY

## AND WHAT TO DO ABOUT IT

Helpful hints for better securing your home  
presented to you by the Crime Prevention Unit.  
WISCONSIN RAPIDS POLICE DEPARTMENT



YOU CAN deter residential burglary by making entry more difficult.  
PROTECT your HOME by following the basic steps enclosed.

*Burglary is one of the most widespread of all felonious crimes, especially house burglary. The Wisconsin Rapids Police Department has intensified the fight against burglary by instituting a new unit within the department. "The Crime Prevention Unit." They have designed a program for you, to create a greater awareness of the involvement in the process of protecting your home and family.*

*A very important part of this program is the basic home security check. Instructions as to what this inspection involves are contained within this booklet. It has been written to provide a valuable guide for both the officer in the field and for you, the concerned homeowner.*

## INTRODUCTION

All of us fear personal violence, but the odds of being attacked or murdered on the street are actually very low. There is, however, one very serious crime to which we are all very vulnerable--BURGLARY.

Your chances of being burglarized are increasing each year, whether your income is high or low, whether you are black or white, young or old, apartment dweller or home owner.

Don't think insurance alone can protect you. Of course you need insurance, but no policy protects you from the fear that comes from knowing your home has been invaded, from the loss of keepsakes, and from the inconvenience of having to make repairs after you have been burglarized. Even the protection insurance does afford becomes more expensive each year because of the rising number of burglaries.

In order to better protect you, the Wisconsin Rapids Police Department has instituted a Crime Prevention Unit. The members of this unit, their knowledge, experience, and equipment are made available to you for the asking. This valuable service is offered without charge and with no strings attached.

As a resident of Wisconsin Rapids, you are an integral part of this crime prevention and control program. It is a job your law enforcement officers cannot do alone. They need your help. Why not start today by reading this booklet and following its suggestions?

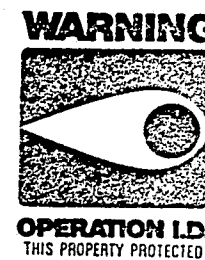
IF YOU WOULD LIKE ONE OF THE MEMBERS OF THE POLICE  
DEPARTMENT'S CRIME PREVENTION UNIT TO CHECK YOUR  
HOME . . . PLEASE CALL

423-1234

THIS IS A FREE SERVICE . . .

YOU ARE UNDER NO OBLIGATION.

WHEN LEAVING YOUR HOME PRACTICE THE FOLLOWING ADVICE  
IT WILL PAY DIVIDENDS



Going to the market or out to dinner . . . ?

A residence which presents a lived-in appearance is a deterrent to burglars.

Never leave notes which can inform a burglar that your house is unoccupied.

Make certain all windows and doors are secured before departure. An empty garage advertises your absence, so close the doors.

When going out at night, leave one or more interior lights on and perhaps have a radio playing. Timers may be purchased that will turn lights on and off during your absence.

Do not leave door keys under flower pots or doormats, inside an unlocked mailbox, over the doorway, or in other obvious places.

When planning vacations or prolonged absences . . .

Discontinue milk, newspaper, and other deliveries by phone or in person ahead of time. Do not leave notes.

Arrange for lawn care and have someone remove advertising circulars and other debris regularly. On the other hand, several toys left scattered about will create an impression of occupancy.

Notify the post office to forward your mail or have a trustworthy person pick it up daily. Apartment house tenants could also heed this hint as stuffed mail receptacles are a give-away when no one is home.

Inform neighbors of your absence so they can be extra alert for suspicious persons. Leave a key with them so your place may be periodically inspected. Ask them to vary the positions of your shades and blinds.

When you leave, do not publicize your plans. Some burglars specialize in reading newspaper accounts of other people's vacation activities.

If you find a door or window has been forced or broken while you were absent . . . DO NOT ENTER. The criminal may still be inside. Use a neighbor's phone immediately to summon police.

Do not touch anything or clean up if a crime has occurred. Preserve the scene until the police or sheriff can inspect for evidence.

REMEMBER TO:

LOCK BEFORE YOU LEAVE

TRUST A NEIGHBOR WITH A KEY

BE A CONCERNED NEIGHBOR, YOURSELF



The Cudahy  
Police Department says  
help stamp out crime in our city  
*Vial of Life*  
For more information call Crime Prevention Unit 744-8220

- WHAT: A VIAL OF LIFE - An identification for emergency need for use by a rescue squad team if their service were ever needed. THERE WILL BE NO COST TO YOU.
- FOR WHOM: Individuals who live alone, or might be alone for a certain period or might not be able to communicate when the need arises.
- BY WHOM: Your Senior Citizen Center in cooperation with the Cudahy Police & Fire Departments will hand out the vial to people requesting the service.
- WHERE: In your refrigerator, attached to the inner wall will be placed the plastic vial approximately 4" long. Purses or wallets aren't as easily located in every household.
- CONTENTS: Information regarding residents name, address, phone, age, physicians name, relatives or neighbors name, past medical history and current medication. (TYPE OR PRINT CLEARLY)

CITY OF CUDAHY POLICE DEPARTMENT

EMERGENCY MEDICAL TECHNICIAN (E.M.T.) ALERT PROGRAM

First Name	M ( ) F ( )	Middle	Last	Age
Address		City	State	
Health Problems		Immunizations		
Allergies To Medicines		Medications Taken		
Family Doctor		Physicians Phone Number		
Private Insurance Number		Medicare Number	Medicaid Number	
In case of Emergency		Name	Address	Phone Number





State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE  
122 WEST WASHINGTON AVENUE  
MADISON, WISCONSIN 53702  
(608) 256-3323

James E. Baugh, Ph.D.  
EXECUTIVE DIRECTOR

Lee Sherman Dreyfus  
Governor

November , 1979

The Wisconsin Council on Criminal Justice currently funds a crime prevention program to the St. Francis Police Department. The program provides various services (e.g., residential and business security checks, Operation Identification, community education seminars, etc.) to St. Francis residents. Because this is an innovative project, we wish to discover how participants feel about project activities in which they have been involved. We are requesting you assist us by filling out the attached form and returning it to the Wisconsin Council on Criminal Justice. A self-addressed, stamped envelope has been provided for your convenience.

Thank you for participating in this survey. Your cooperation is greatly appreciated.

Sincerely,

John C. Mueller  
Planning Analyst  
Program Evaluation Section

JCM:JS

cc: Mike Moskoff

INSTRUCTIONS

We have asked you to provide information on the crime prevention program in Greendale, 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 Greendale Police Department to associate your name with your responses. Please check the appropriate blanks; your frank, honest answers will be most useful. Please return the 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?  
☐ Very useful ☐ Not very useful  
☐ Moderately useful ☐ Not at all useful
  - C. Did you use the suggestions?  
☐ None of the suggestions ☐ Most of the suggestions  
☐ Some of the suggestions ☐ 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?  
☐ Excellent ☐ Fair  
☐ Good ☐ Poor
3. Did you request engraving services through Operation Identification? ☐ Yes ☐ No

Additional comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Thank you for participating in this survey.

city of **RACINE** ...racine, wisconsin



OFFICE OF CHIEF OF POLICE

James J. Carvino

RECEIVED  
WIS. COUNCIL ON CRIMINAL JUSTICE  
FEB 25 1980

February 5, 1980

Pat Riopelle  
Wisconsin Council On Criminal Justice  
122 West Washington Ave.  
Madison, WI 53702

Dear Pat:

You asked if I would comment on the need for some form of state wide Crime Prevention Program.

As you know, Pat, I have been involved in Crime Prevention since March of 1974. Racine is one of the few Police Departments in the state that have two officers assigned full time to the duties of Crime Prevention. During this period of time, I have traveled extensively for the department examining Crime Prevention Programs in other states, and helping police departments in our own state to establish Crime Prevention Units.

The following are what I consider some of the road blocks or short comings that police departments face in starting and maintaining a meaningful and on going Crime Prevention Unit.

1. Lack of training and understanding of the theory and practice of Crime Prevention on the part of the public and fellow police officers.
2. Lack of support from the top command of a department. This includes the necessary tools, office space, manpower, etc. to accomplish the desired goals.
3. Lack of a central source to turn to for printed material (Note: Most departments are small and resources are limited. This forces a Crime Prevention officer to spend too much of his time laying out, price quoting, folding, etc., his printed material which are so vital for a good program.)
4. No place in the state to turn to for new training. ( Note: There is training available but it is out of state and again, most departments can't afford to send men out of state for training.
5. Lack of uniformity on the part of Crime Prevention officers in their teaching Crime Prevention Techniques to the public.
6. Lack of continuity in the position of Crime Prevention officers. In most departments, when the position of Crime Prevention is created the person selected is, and has to be, very aggressive and self motivating. In a short period of time this

person is promoted or moved into another area of police work. This creates a very big void in any on going Crime Prevention Program. Re-establishing the creditability of a program is a very difficult task for a new Crime Prevention officer.

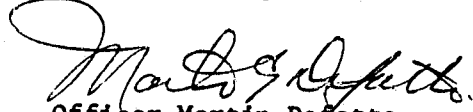
Pat, I could go on and on, but I think you can see my point. I strongly support some type of state wide program for Crime Prevention. Such a program could eliminate many of the problems I have addressed.

I am not one for setting up a large bulky bureaucracy that wouldn't be responsive to the needs of the community and its police department. But I do know that if Crime Prevention is to become a intricate part of all police departments, such as Detective Units, Patrol officers, Narcotics officers, Juvenile officers, there has to be some recognition on a state wide base on the importance of Crime Prevention.

If more assistance or information is needed, I will be more than willing to work with you or any organization to achieve our desired goals.

Sincerely,

JAMES J. CARVINO  
CHIEF OF POLICE

  
Officer Martin DeFatte  
Crime Prevention Unit

JJC:MD:dk

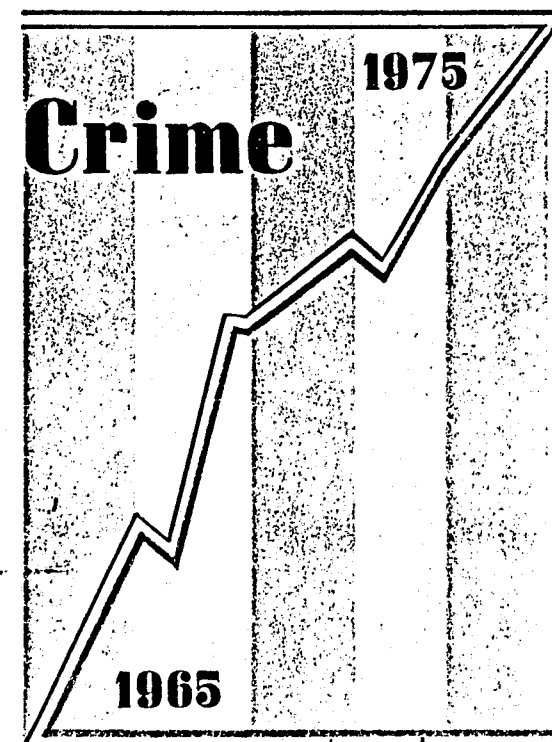
# PREVENTION IN ACTION...



A REPORT ON KENTUCKY'S STATEWIDE CRIME PREVENTION PROGRAM  
1975 — 1977

# 1. Crime Prevention Approach

Spiraling increases in serious crime over the past decade provide a measure of our failure in controlling crime. Solutions have generally focused on improvements in the detection and arrest of criminal suspects, a fair and swift court system, stiffer penalties and different approaches to the imprisonment and rehabilitation of criminals.



The criminal justice system deals with crime *after-the-fact*. General law enforcement, courts and corrections must be maintained, supported and continually improved. However, a *before-the-fact* approach to crime must be instituted if we are to adequately control crime. In short, crime prevention must become a primary function of the criminal justice system as well as a by-product of citizen concern about the problem of crime.

Unfortunately, most professionals in the field of criminal justice have directed their skills and efforts to punitive and corrective solutions and through inertia tend to deal only with these. It would be more productive to separate criminal activity into two categories: 1) crime, 2) criminals. Crime prevention should be viewed as those activities dealing with procedures, methods, techniques, operations and stratagems that prevent or attempt to prevent crime.

In this sense, crime prevention is referred to in a number of ways: "direct crime prevention," "opportunity reduction," "risk management" or "target hardening." Crime prevention, because it often focuses on improvements in basic security devices such as locks, doors and a variety of physical barriers is sometimes referred to as "mechanical" prevention. These terms are all appropriate to one or more aspects of crime prevention.

## Crime Prevention Defined

The following definition was formulated by the National Crime Prevention Institute in 1971 and uses the word "risk:" *Crime Prevention is the anticipation, the recognition and the appraisal of a crime risk and the initiation of some action to remove or reduce it.*

## Opportunity Reduction

Further, the following hypotheses were combined at the National Crime Prevention Institute to form a theory of "opportunity" reduction:

- Criminal behavior is learned behavior.
- Reducing criminal opportunity reduces the opportunity to learn criminal behavior.
- Criminal opportunity can be lessened by improved security measures and by increasing the level of surveillance on the part of the general public.
- Long range crime prevention will not be achieved unless criminal opportunities are reduced on a national basis.

- The police are in a pivotal position, and as such, should be trained in crime prevention and become involved in the pre-planning of any community activity where their services will later be called for.

- Insurance, security hardware and other areas of business and industry involved in crime prevention programs must exchange information with the police.

## "Victim" Opportunity

The British Government and the British insurance industry have been working intensely with the concept of opportunity reduction for over twenty-five years and have defined two categories of opportunity as follows:

- The opportunity created by the victim by his carelessness, lack of attention to security and



failure to cooperate with his neighbors and business colleagues.

- The opportunity created by the criminal by his skill, ruthlessness and daring.

It is the experienced judgement of police officers (British and United States) that less than five percent of criminal opportunities are those created by the professional criminal—that the bulk of crime involves skilled or unskilled amateurs, and centers around opportunities created by victims themselves.



## Economics of Prevention

Which course is more effective and less costly—Placing thousands of police officers in every neighborhood and a guard at every door versus adequate lighting, secure homes and watchful neighbors? Incorporating money and merchandise losses into higher consumer prices and inflated insurance premiums versus adequate steps to reduce the losses resulting from shoplifting, bad checks and credit card fraud?

In other words, crime prevention is both the most logical and most economical approach to take in crime control. The preventive approach to crime makes so much

common sense and is seemingly simple and practical. For this reason, it has been overlooked in the past as an element essential to crime control.

That is not to say crime prevention is easy to implement, that it can be achieved overnight, or that any preventive technique or device is absolutely foolproof. There are some basic tenets which are essential to the successful implementation of any crime prevention program, as follows:

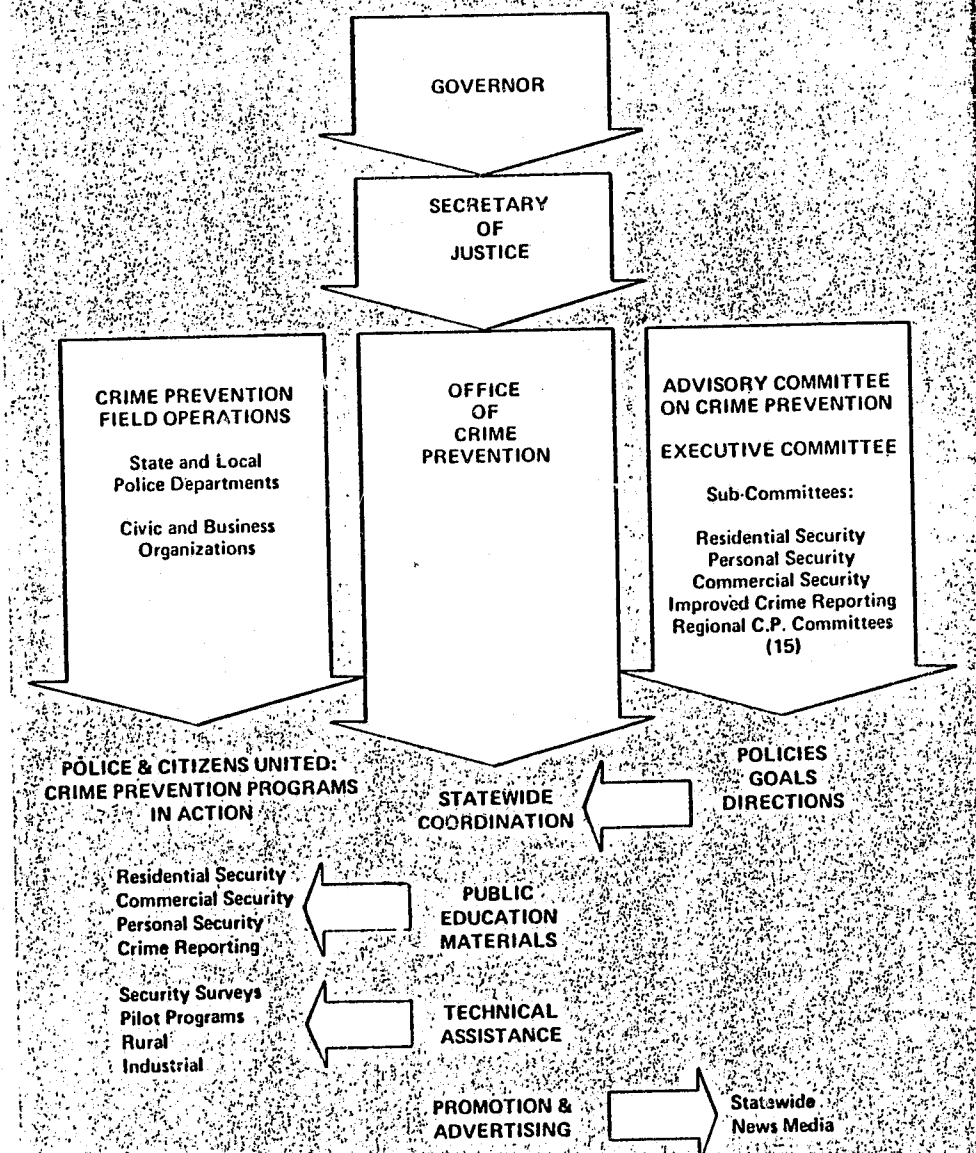
- ① The police must be the pivotal point for all crime prevention programs.
- ② Citizens must carry out most crime prevention activities. A crime prevention program which does not require citizen involvement and participation will most probably fail.
- ③ While crime prevention can be one of the most effective tools

for police-community relations, this should not become an end in itself.

- ④ All police officers must become experts in crime prevention techniques; all citizens must become involved in crime prevention activities.
- ⑤ Public awareness and education are essential to citizen involvement. Public education programs and materials must be developed professionally and must always reflect proven and practical experience.
- ⑥ A level and cool head must permeate the crime prevention approach. Creating a state of public panic about crime would be ineffective and counter-productive.



## Crime Check Statewide Organization



3.

## Organization & Services

### Organization

KENTUCKY CRIME CHECK is a statewide offensive against crime which involves both police and citizens. Virtually every police department in Kentucky is participating in the Kentucky Crime Check effort. The responsibility for putting crime prevention into practice, however, belongs to the potential victims of crime—the citizens of the Commonwealth.

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The Office of Crime Prevention, established by Governor Julian M. Carroll on April 23, 1975, has a three-fold function:

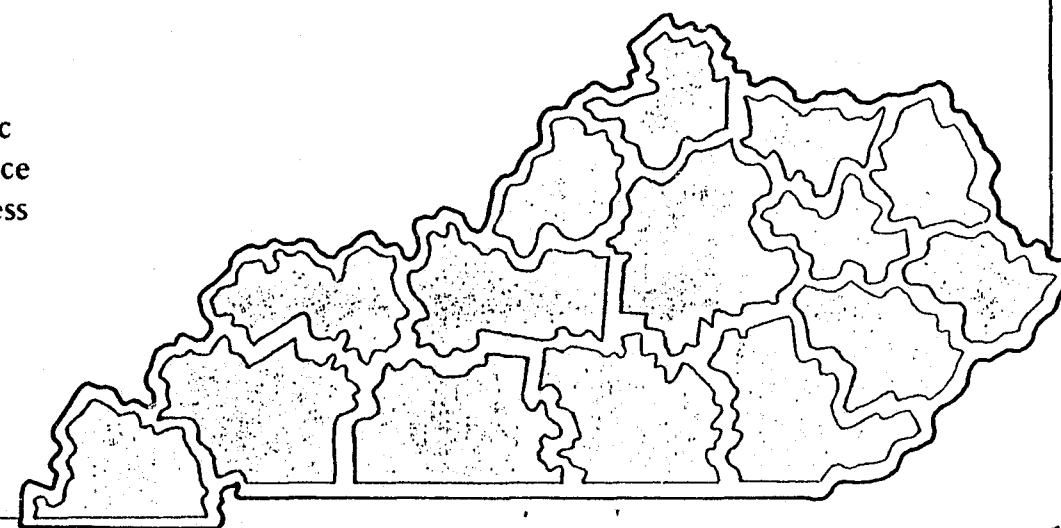
- ➡ to coordinate the crime check public education effort.
- ➡ to motivate and encourage all state and local law enforcement agencies to become involved as pivotal points for crime prevention at the local level.
- ➡ to develop and distribute crime prevention material to state and local agencies for dissemination to the public; to provide technical assistance and other supportive services as needed.

In selective instances, the OCP also develops Operation Identification delivery systems through the initiation of pilot or demonstration efforts. In such instances, the OCP provides services directly to Kentuckians. However, direct service to the public is primarily the responsibility of state and local police departments (with the assistance of civic and business organizations) at the local level.

A Crime Prevention Advisory Committee, appointed by Governor Carroll, meets annually to set overall goals and directions for the OCP. Membership includes crime prevention officers from police departments throughout the Commonwealth as well as business and community leaders. The Advisory Committee is broken down into an executive committee and 4 sub-committees which assist the OCP on projects requiring special study and expertise.

Fifteen Regional Committees, composed of volunteer law enforcement personnel, civic and community leaders, city and county officials, members of the media and private citizens, provide input and coordination at the grassroots level. These committees appraise the crime prevention needs of their areas and evaluate programs developed by the OCP for feasibility in their regions.

Kentucky's 15 Crime Prevention Regions



## NATIONAL COUNCIL ON CRIME AND DELINQUENCY

CRIME PREVENTION OFFICE • 20 BANTA PLACE • HACKENSACK, N.J. 07601 • (201) 489-9550

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ALBERT F. WICKENS, JR.  
DR. MARVIN E. WOLFGANG

J. ALBERT WOLL  
\*Executive Committee Members

December 26, 1979

RECEIVED

JAN 2 - 1980

OFFICE OF THE  
EXECUTIVE DIRECTOR

Dr. James Baugh, Director  
Wisconsin Council on Criminal Justice  
122 West Washington Avenue  
Madison, Wisconsin 53703

Dear Mr. Baugh:

The National Council on Crime and Delinquency, with the assistance of the Advertising Council and the Law Enforcement Assistance Administration, recently launched the National Citizen's Crime Prevention Campaign. The National Campaign's purpose is to involve the citizen and citizen organizations in effective crime prevention programs.

Further, the National Campaign encourages collective citizen action (key citizen leaders, community organizers, civic organization members, businessmen, municipal leaders, and law enforcement) for crime prevention involvement. To assist citizens in becoming involved in crime prevention activities, we offer the services of training, technical assistance, and public relations free of cost. These services, in addition to the roles of sponsoring organizations, are described in the enclosed brochure "Preventing Crime Through Citizen Action".

We have provided training through statewide training conferences, to national affiliated organizations, and to business groups. In addition, we have provided technical assistance to states desiring to develop statewide crime prevention programs and statewide crime prevention officers associations.

We, NCCD, are aware, generally of the crime prevention needs of the State of Wisconsin, and of your efforts to reduce those needs. We can provide technical assistance to you, free of cost, to assist you in developing your statewide program. A developmental strategy will be designed and followed to assure you of an effective, yet manageable, program.

Selected materials have been enclosed for your review. Should you have questions, or desire additional information, please do not hesitate to contact me at (201) 489-9550.

Sincerely,

*Gwendolyn Hall*  
Gwendolyn D. Hall  
Crime Prevention Specialist

GDH:rl

encs.

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