

THE FUTURES OF NEIGHBORHOOD WATCH

PROGRAMS: YEAR 2000

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EXECUTIVE SUMMARY

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INTRODUCTION

Over the past decade, most police organizations throughout the United States have participated in a crime prevention program entitled "Neighborhood Watch". Some programs have demonstrated varied success in reducing certain property related crimes. Others candidly admit they are experiencing problems recruiting and maintaining Neighborhood Watch members. There are those programs that initially experience crime reduction yet later, after participating in the program for a couple of years, find the crime trends increasing to levels higher than previously experienced.

While there are many program models, most agencies currently view Neighborhood Watch as a relatively passive, crime prevention, self-help and community relations organization. Once started, the organizations are often left to themselves with minimal support and interaction from law enforcement.

STUDY METHODOLOGY

As a research project for the P.O.S.T. Command College, the present writer chose to examine the current status and future potential of Neighborhood Watch organizations in the State of California.

As often will happen with research projects, more questions and issues were identified than answers produced. Yet, if each agency properly addresses

the questions and issues raised in this project, future program success will be greatly enhanced.

This analysis of Neighborhood Watch in the State of California was accomplished in three phases:

1. Review of the Literature

To better understand the nature of police-community relationships, the use of volunteers, crime prevention concepts and Neighborhood Watch, a review of the literature was conducted focusing on the following areas:

- a. Role of Police
- b. Police-Community Relations
- c. Crime Prevention/Neighborhood Watch
- d. Fear of Crime
- e. Program Maintenance
- f. Communications

2. Workshop on Neighborhood Watch

A workshop was conducted in the City of San Diego for the primary purpose of developing as many realistic ideas as possible to maximize the working relationships and the interaction between the police and the Neighborhood Watch organization. There were twenty-four (24) participants representing a variety of interested parties. Included were members of Neighborhood Watch, police support personnel assigned to manage the Neighborhood Watch program, police patrol personnel and police administration.

Workshop participants generated over 200 ideas intended to improve the San Diego Neighborhood Watch program. These ideas were then reduced to issue statements that were then placed in an Action Plan. Each identified issue will require further study directed by selected Neighborhood Watch staff personnel. The numerous issues identified during this workshop may have an application to other jurisdictions in thier planning efforts.

The issues identified are associated with the following areas of Neighborhood Watch:

1. Formation and Maintenance
 2. Events and Awards
 3. Communications
 4. Training
 5. Policy Issues
3. Survey of California Police and Sheriffs Agencies

Neighborhood Watch Questionnaires were mailed to a total of ninety-nine (99) agencies in the State of California. These agencies represented service to communities with populations of 50,000 or more. A total of eighty-two (82) responses were utlimately utilized in this research project. The questionnaires focused on the following areas:

- a. Organization and Management
- b. Training
- c. Communication
- d. Crime Reporting and Dispatch Procedures
- e. Roles and Expectations

DISCUSSION

In the historical development of Neighborhood Watch programs, many agencies appear to be struggling with accomplishing basic crime prevention objectives. It appears that Neighborhood Watch organizations, with all their successes and problems, offer a unique opportunity for the future. A significant percentage of the total population of the State of California has indicated an interest, through their participation with Neighborhood Watch, in developing an effective working relationship with law enforcement. It becomes the task of law enforcement to develop a more effective working relationship with an organized and concerned community. Research in this project has concluded in order to become more effective, roles and expectations for Neighborhood Watch need to change from their current passive practices to a more proactive working relationship with law enforcement.

The future of Neighborhood Watch is what we want it to be; the time to dream is now and, more importantly, plan for that future. Issues, questions and ideas generated during this project will facilitate that future planning effort.

DEFINING THE FUTURE

THE FUTURES OF NEIGHBORHOOD WATCH
PROGRAMS IN CALIFORNIA: YEAR 2000

DEFINING THE FUTURE

I. INTRODUCTION

Police organizations in the past decade throughout the United States and particularly those in California have participated in a crime prevention program entitled "Neighborhood Watch". Agencies, large and small, have experienced varying degrees of measurable successes with this community based program especially in the area of reducing property related crimes. Many programs, in addition to directly impacting certain crimes through basic crime prevention methodologies, claim to be successful in more subjective terms such as enhancing police-community relations.

Neighborhood Watch is interpreted in many ways. Review of the literature and input received from numerous participating agencies indicates that the program model for a specific agency is greatly influenced by several factors. Crime trends, mobility of residents, community demographics, size of the police agency, traditional police practices and expectations of both the police and the community participants influence what type of Neighborhood Watch program will evolve.

An underlying premise of any Neighborhood Watch program is the requirement for an on going police-citizen relationship to achieve

certain objectives. The majority of Neighborhood Watch organizations throughout the country tend to focus their efforts towards the achievement of basic crime prevention techniques; certainly a somewhat passive crime prevention model. Most cities have made an effort to organize their residents with varied models for the purposes of crime prevention. Throughout the State of California, are over one million citizens that have indicated a specific desire to participate in a successful cooperative effort with their police agency to help themselves. The public, in many ways, are telling the police that they want to become involved and that all the police need to do is ask for their participation.

Although many cities rightfully boast of highly successful programs, indications are that a significant percentage of program participants ultimately lose interest and subsequently will drop from the program. The interest level of the citizen is generally very high at the time an organization is formed; participative attitude and behavior quickly diminishes as a result of not being actively involved in meaningful activities.

The potential of any Neighborhood Watch organization is realized when the policing agency devotes sufficient resources to the program and to the extent possible, institutionalizes the police-community relationship as one of the primary objectives to be achieved. Neighborhood Watch is often perceived by the street police officer as

nothing more than a public relations gimmick. Traditional police officers tends to view the working relationship with a Neighborhood Watch organization as a function to be performed by "public relations" personnel; it's not really police work. Officers do not generally view the Neighborhood Watch system as having the potential to assist them achieve some of their primary law enforcement objectives. To cause significant change, police/Neighborhood Watch postures must be clearly defined.

The exchange of information between the police and the Neighborhood Watch membership generally takes the form of brief personal appearances by either Patrol Officers or personnel specifically assigned the responsibility of organizing the groups. Communications may also include periodic newsletters, follow-up telephone calls or speeches given at large community meetings. If the objectives of Neighborhood Watch remain as they are today, basically a passive crime prevention program with an emphasis of public relations, then an enhanced communications network may not be worth the time, effort and expense. If an informational network were to be developed to facilitate an efficient system of communicating in a timely manner, what would be the impact on the Neighborhood Watch organization and what benefits would be gained by the police agency? Would enhanced communications technology coupled with modified program guidelines result in major changes in investigative procedures, police responses to calls-for-service, records management procedures, crime analysis, and other

related police practices? Would an effective communications network provide the opportunity to re-examine many of the traditional police practices?

At this time, Neighborhood Watch programs throughout the country appear to be struggling with accomplishing basic crime prevention objectives. Neighborhood Watch organizations, with all their successes and problems, offer a unique opportunity for the future. The future is what we want it to be; now is the time to dream and plan. This project will examine what is being reported in current professional literature and will provide an analysis on current practices of Neighborhood Watch programs in the State of California.

II. SCOPE AND APPROACH

A. Review of the Literature

To better understand the nature of police-community relationships, the use of volunteers, crime prevention concepts and Neighborhood Watch, a survey of literature was conducted. This investigation focused on the following:

1. Role of Police
2. Police Community Relations
3. Use of Volunteers
4. Crime Prevention/Neighborhood Watch
5. Fear of Crime

6. Program Maintenance

7. Communications

B. Workshop on Neighborhood Watch

A workshop attended by 24 interested individuals was conducted in the City of San Diego for the primary purpose of developing as many realistic ideas as possible to maximize the working relationships and interaction between police and the Neighborhood Watch organization.

This group had as charges identification of trends and events that might influence the Neighborhood Watch organization. The following questions were germane toward the discussion:

1. What are ways to enhance and enrich the Neighborhood Watch groups with regard to the groups' activities and interests?
2. How can the uniformed officer become involved with Neighborhood Watch to the benefit of both?
3. What are ways to improve communications between Neighborhood Watch groups and the police?
4. What are available ways to provide training to Neighborhood Watch groups?
5. How can we improve maintenance of the Neighborhood Watch groups?
6. How can we make maximum use of Neighborhood Watch resources?

The development of over fifty (50) issue statements was the main outcome of this workshop. These suggestions have been incorporated into an action plan that will be discussed later in this project report.

C. Survey of California Police and Sheriffs Agencies

Questionnaires regarding Neighborhood Watch were mailed to a total of ninety-nine (99) police and sheriffs departments which represented service to communities with populations of above 50,000, in the state of California.

In response to the preceding number of questionnaires, eighty-two (82) questionnaires were completed and included in this analysis. Each of the quantifiable questions were evaluated in two ways. First, each question was evaluated on a scale of 1 to 5 (1 representing a statement that is completely untrue or incorrect and number 5 representing a statement that is completely true and correct). Secondly, each question was further evaluated with reference to the size of the agency responding. Responses were compiled on the basis of those agencies with sworn personnel under 100, 100-300, 300-500, and those over 500.

The narrative questions were evaluated in subjective terms to determine if there were any significant trends that would be useful

in the consideration of future program planning efforts.

This questionnaire generally focused on the following issues:

1. Organization and Management
2. Training
3. Communications
4. Crime Reporting and Dispatch
5. Roles and Expectations

III. REVIEW OF THE LITERATURE

Neighborhood Watch, as a crime prevention methodology, has many meanings. Programs throughout the United States are generally designed to accommodate problems unique to the service area. Additionally, there are a considerable number of factors that influence the design of the program as well as the programs' success (or failure). It is evident that an all inclusive Neighborhood Watch model does not exist anywhere in this country.

This review of the literature therefore attempts to focus on issues that this writer believes are relevant and are worthy of consideration in the design of a Neighborhood Watch program. Trends will be identified and issues addressed that will facilitate future decision making by police-community programs that mutually benefit each other.

A. Role of the Police

Citizen involvement in the apprehension of offenders and crime prevention has a long historical precedent. The United States has based its justice system on the English model.

Although this research does not attempt to focus on the historical evolution of the United States policing systems, it does appear appropriate to comment on the issue of crime prevention and its roots.

Sir Robert Peel, in 1829, clearly indicated that police effectiveness should be measured heavily in terms of preventing crime.

"It should be understood at the outset that the principal object to be obtained is the prevention of crime.

"To this end, every effort of the police is to be directed. The security of person and property, the preservation of the public tranquility, and all other objects of a police establishment will thus be better affected than by the detection and punishment of the offender; after he has succeeded in committing the crime. This should be kept in mind by every member of the police force, as a guide to his own conduct.

"The absence of crime will be considered the best proof of the efficiency of the police."¹

These quotes from the INSTRUCTIONS AND POLICE ORDERS for 1829-1830, issued by the Commissioners of Scotland Yard clearly states what was to be the main objective of the London Metropolitan Police.

Numbers of reported crime in the United States has continually been rising over the years. Although there are actually many reasons for higher levels of reported crime, what does that fact indicate about the effectiveness of the police?

"Because of the unknown level of unreported crime, it is impossible to state with certainty what the incidence of crime is in the United States. If the level of reported crime is going up rather than down, we cannot talk in terms of the absence of, or reduction in crime. The only conclusion that can reasonably be reached, at least in terms of the capitalized instructions and police orders of 1829-1830 is that the police have not proven their efficiency. Put in absolute terms for example, the absence of crime, they're dismal failures. History would seem to indicate that at least as far as the police are concerned, the goal is unrealistic and

unattainable. If the goal is one of the foundations of law enforcement activities, then we are living in a fantasy world if we are pursuing it."²

Crime prevention, even with its strong historical foundation, appears to have lessened in importance over the years as the role of the police has been modified by changing demands for service.

"Over the years, the role of the police has become almost solely a reactive one: police respond to citizens' calls for aid. As the United States experienced tremendous growth in its cities in the late 1950s and 1960s, the police were required to answer calls for service from a larger population and over a broader geographic area. In order to meet these increased demands, police departments moved away from walking beats toward mobile patrols. One unintended consequence was that the daily contact between patrol officers and the community was diminished. They had less chance for interaction with residents and were themselves rarely known as individuals. They also knew less about the community they served. Order maintenance became a less important duty; apprehension of criminals their primary task. As routine police contact with concerned and responsible members of the community

became less frequent, citizens came to perceive police officers as enforcers of external rules rather than as people they knew personally and could trust."³

Obviously, the police cannot prevent all crime yet the police could probably become more effective if the roles were more clearly defined.

"No matter what the police do, they can have little impact upon the causes of crime. Realistically, the police are destined to deal with the results of crime. This does not mean that the police have no role to play in the prevention of crime because they certainly do. What is needed is to put that role into proper perspective in terms of our society today."⁴

We may not totally agree with the above quote; however if we accept the fact that the police basically are limited to dealing with the results of crime and if crime prevention is still a worthy objective, the police need to explore alternative methods of attacking the problem. Progressive police agencies have worked to promote citizen involvement as one strategy to improve the quality of life.

"That many police departments are actively promoting citizen involvement in crime fighting represents a major

turn of events. During most of this century, police authorities have emphasized the message that crime fighting is a serious, dangerous, and complicated enterprise that is best left to professionals. Many police reformers aggressively sought to discourage interaction between police and the community."⁵

Since 1972, the police have made significant efforts to organize communities primarily for passive crime prevention, "target hardening" purposes. Efforts appear to have been highly successful when others are nothing more than public relations programs. Because of changing conditions regarding crime and the addition of more police may not be the fiscally responsible alternative, perhaps the role of the citizen will become even more critical in the efforts to reduce crime.

"Increased manpower alone cannot prevent crime. The 'Beat Patrol Experiment' in the United Kingdom in 1969 suggested that by increasing the number of patrolling officers significantly, the effect on reported crime was minimal. A recent American study, 'The New Jersey Foot Patrol Experiment: 1980', showed that there appears to be little or no relationship between the level of crime in an area and the number of officers patrolling that area."⁶

"The traditional law enforcement model is finding itself incapable of dealing with the ever increasing crime problem, especially in these times of rising cost and shrinking budgets. Many believe that the only way to reduce crime is for citizens to become involved in the process.

The problem then becomes how to raise the public's awareness as to their role in crime prevention.

Indifference and apathy must be replaced with an enlightened and responsible citizen action."⁷

There have been numerous attempts to redefine the role of the police and particularly the function of the patrol officer. Are the police able to effectively prevent crime? The literature would suggest the answer is no!

"Are police patrol and crime prevention compatible? Clearly they are not. To organize and operate, a police department must face the responsibilities relating to crime prevention, but they are responsibilities that are shared with the community. What the police can do is to become organized and deployed to suppress or repress crime. Police patrol and crime suppression/repression are compatible and attainable."

"The best crime 'prevention' is to put the criminal in jail. That failing, the best crime 'prevention' is to create in the mind of the criminal the existence of a strong likelihood of getting caught if he attempts to take advantage of the opportunity to commit crime. Now is the time to stop doing the job of patrol as it was done in 1829."⁸

Traditions are difficult to change. The concepts associated with "preventive patrol" have strong historical foundations. In many ways, the "traditional" approach to policing has limited the potential effectiveness of the police in their efforts to fight crime.

"What we should be asking is how we came to find ourselves in such a condition. By and large, the answer rests in one word, tradition. This tradition began with the creation of the London Metropolitan Police in 1829 and continues until today. As the 'modern' police emerged in London, their operations were characterized by certain elements that are still common to law enforcement. These elements are:

1. Officers were assigned beats, areas in which to conduct their patrol activities.
2. Officers were clothed in distinctive uniform which made them highly visible.

3. Officers patrolled their assigned beats in a random manner.

4. The tasks the officers performed, while on patrol, were determined by their own initiative.

These elements emerged as, and still are the basic components of 'preventive' patrol. Until just recently, these were considered sacred to the success of the patrol operation. Since 1829, they really have not been changed in any substantial way. With the exception of the motor vehicle for foot patrol, the radio for the call box, and other technical innovations, police patrol is still being done in most apartments in the United States as it was done in London in 1829. In other words, the tradition of 'preventive' patrol has had over 150 years to establish itself."⁹

In recent years, since crime prevention has become a popular objective and particularly since the mid-1970s when communities began organizing into Neighborhood Watch programs, an effort has been to define roles of the police and the community. Who should do what and under what circumstances is still at issue.

Crime prevention, as a concept, certainly requires more definition. Patrol practices as they relate to "preventive patrol" need to be critically evaluated.

The role of the police, the realistic role that can be played by the community and the relationship between the police and the community require considerable attention.

"Prevention of the criminal act is more desirable, in terms of long term affects, than the detection and punishment of the offender. The absence of crime would obviously indicate the presence of an effective law enforcement operation."¹⁰

There are those that believe as indicated in the above statement that the absence of crime would indicate an efficient law enforcement operation. While this may be true, is it a realistic expectation for any police agency? Others seem to be focusing on more realistic expectations of both the police and the community. The basic realization that the police cannot successfully combat crime without the active support of the community further argues in favor of an effective Neighborhood Watch program. Are these programs passive, "target hardening", public relations methodology or is it much more? Can the community become more involved? What are the limitations of the police and the community?

The police have started taking a serious look at their professional roles and have made attempts to examine their

effectiveness. Some interesting conclusions are being reached.

"A few important studies began to convince some police that citizen involvement might actually work. These studies made it clear that most crimes reported to the police are never solved. But when an arrest does occur, the evidence revealed that "it is usually because the victim or witness is able to identify the offender; because the police were called rapidly enough to catch the offender at or near the scene of the crime; or because a victim, witness, or police officer spotted evidence that clearly linked a suspect to the crime. Arrests, it was further found, are most likely to lead to conviction when witnesses are available as well. A study in the District of Columbia, for example, found conviction rates to be nearly twice as high when at least two lay witnesses were available to testify as when fewer than two witnesses were available."¹¹

Evidence found in the literature is suggesting that police cannot win the battle against crime alone, there remain many that simply practice "preventive patrol" and utilize Neighborhood Watch in completely passive terms. The literature addresses the effectiveness of some current patrol procedures.

"Since the traditional goal of preventing crime is still assigned to the patrol officer in most police departments in the United States, what is our typical patrol officer actually doing when he is engaged in "preventive" patrol? In reality, very little that could be considered productive in terms of controlling crime. While engaged in "preventive" patrol, he is actually doing two things: waiting for a dispatch to a call for service, or waiting for something to happen within his field of view."

"The scarecrow in your garden is only effective in your garden: and if your garden is large enough, it is only effective in part of your garden. The scarecrow has no effect on your neighbors' garden. As the traditional patrol officer moves randomly through the beat, he's acting, and having the same results, as the scarecrow. He is only effective within a very short radius; that in which he is readily visible to the potential offender if he is looking. The following quote from a New York City Police Department Administrator best describes this phenomena:

"In any event, a patrolman in uniform, while a reassuring sight to many, is not the deterrent to crime than many people assume him to be. In a sense, he performs the functions of a scarecrow, which is to say that he will only be effective within the short range of his ability to observe and respond to criminal activity. In this respect, his presence can be reassuring to criminal as to the law abiding. The potential felon knowing where the policeman is, can safely deduce where he is not, and guide himself accordingly."

"The number of potential offenders with both the intent and the opportunity to commit the criminal act far exceed the number of patrol officers even if every officer were assigned to patrol." ¹²

Proactive patrol practices seem to take on a different meaning than the issue of "preventive patrol". Proactive patrol suggests patrol with a purpose rather than the random nature of preventive patrol. The objective of proactive patrol is to increase apprehension probabilities. If that is the objective, then the community has an opportunity to participate.

Essentially, proactive patrol does not attempt to create the impression of omnipresence; it attempts to create fear. Not a pretty word, but that's the bottom line. Fear within the would be offender that he will get caught. It really does not attempt to eliminate the opportunity to commit the crime - it will always exist if the criminal is patient enough - what established the likelihood/strong probability of getting caught if the criminal tries to take advantage of the opportunity. Increasing the apprehension probability is the best way to have an impact on crime.¹³

Once the police and the community see the need for common objectives, then real progress may be made towards an improved overall quality of life in our communities.

"At a minimum, the community needs the police to carry out enforcement, and the police need the community as a source of information about area problems."¹⁴

The above statement, although brief, suggests a much different role for the community than the rather passive crime prevention models of the past decade. The question may now be how to best accomplish this cooperative effort between the police and the community they serve.

The police cannot be expected to control crime on their own. Citizens are an essential part of the equation. Indeed the role of the average individual in helping to keep the peace is crucial. Unless victims and witnesses report crimes, come forward with information, see the case through, and participate actively in organized efforts to prevent crime, our system of justice cannot function as it should.¹⁵

B. Police-Community Relationship

The role of the citizen is becoming even more critical in the police efforts to deal with crime problems. The citizens' role in taking basic crime prevention precautions and thereby reducing their likelihood of becoming a victim has long been understood by the police. While reducing the potential for becoming a victim is certainly worthwhile, what else can be done?

"Traditionally, the notion of involving citizens in the fight against crime has been viewed as a community relations tool to foster support for police agencies and actions. However, in recent years, it has been recognized that the public has critical responsibilities in crime prevention and control. The police cannot solve crimes until they know they have been committed. Charging a person suspected of a crime requires evidence and witnesses. An additional way that citizens can

alleviate crime is by taking steps to reduce the likelihood of victimization; for example locking cars and securing homes. Without citizen acceptance of these responsibilities, law enforcement efforts are less than effective. But, the public needs to be informed of its role in confronting the crime problems."¹⁶

"The concept of crime prevention has been around for a long time. But too often in the past, it has simply meant good public relations between police and the community and some advise on locks or alarms. Increasingly, however, it is being recognized as a form of policing characterized by strong and active partnership between community residents and law enforcement agencies."¹⁷

More and more we are hearing the term "partnership" being used when describing the roles the police and the community must play to effectively deal with crime.

"As numerous studies have shown, over burdened police agencies cannot, of themselves, effectively reduce certain types of crimes. Local law enforcement needs to work in partnership with the community. The resources are available and in more cases than not, the community is eager to perform in concert with police agencies. We

are only limited by our lack of imagination and unwillingness to accept available community resources. In our society today, we cannot socially or economically afford to ignore these resources."¹⁸

Neighborhood Watch programs, over the past decade, have demonstrated varying degrees of measurable success. Most agencies would readily attribute reductions in residential burglary, for example, to the successful operation of a Neighborhood Watch program. Their perception may certainly be true and yet it may be inaccurate. Existant studies do not really address the potential working relationship between the police and the community. Most studies do not address issues that tend to be more subjective; such as fear of crime, the quality of life in a given neighborhood and levels of support generated for the police in their efforts to control crime related problems.

Before programs can be evaluated in terms of success or failure, considerable research must be done to establish what the program should be accomplishing.

"With all of the conflicting evidence as to the relative successes of Neighborhood Watch Programs, are the programs a failure and therefore should be discontinued?

From the stand point of neighborhood residents, a contrary conclusion can be drawn. There is strong support for the watches, a belief that they make people feel more secure, and citizen confidence in their effectiveness as crime fighting tools. The Neighborhood Watch Programs have been particularly successful in building better relationships between police and the community.

From the stand point of police officials, too, the Neighborhood Watch Program might be judged worthwhile, even in the absence of evidence that it leads directly to reductions in crime. Achieving greater rapport with citizens, if nothing else, makes the job of policing easier on a day to day basis. Perhaps as importantly, it provides a broader constituency, a source of political support that police officials may mobilize in order to defend against budget cuts or efforts by others to limit their discretion or control."¹⁹

Some departments have already begun to enhance their communications with the community. No longer are the police efforts limited to a basic crime prevention talk. With improved communications, both ways, some agencies are now in a position to redefine their priorities. They have been able to become more proactive with the communities' support.

"Realizing the limits of community relations, some departments have now integrated the concepts into daily patrol activities or developed ways to help citizens to help themselves. Many departments have begun to educate the public about crime prevention, but all too often their crime prevention efforts consist solely of giving talks at public request. In some departments however, there is a two way communication and growing responsiveness to neighborhood views and priorities. These departments have found it essential to redefine their activities from reactive to proactive: to work with the community on preventing crime rather than only responding after a crime has occurred."²⁰

With an informed community, the public has a better opportunity to work in concert with the police. Could Neighborhood Watch be the way the police can effectively communicate with an interested public that is already organized to help the police and to help themselves?

"As citizens and police related on a level other than enforcement, they learn about each others expectations, responsibilities, and concerns about crime. Frustrations are shared and ways to mutually confront crime problems are discussed. Citizens learn the reasons why a police officer cannot always respond as quickly as desired.

Police officers realize that citizens are willing and prepared to assist law enforcement by reporting crimes and providing testimony."²¹

There are many forms that the police-citizen partnership can take. Most important, however, is the realization that the public and the police really need each other to be effective in fighting crime.

"Increasingly, executives in law enforcement are seeking citizen's support in a variety of ways. Many departments are now actively organizing communities and training citizens in crime reduction community programs. Anonymous reporting of information is expanding through programs such as Crime Stoppers. And we are now seeing more departments integrating volunteers into the agency itself."²²

The relationship between the police and the public becomes even more critical when the expectations from the Neighborhood Watch program have expanded to more proactive roles.

"With few exceptions, Neighborhood Watch programs cannot continue to operate effectively without at least tacit acceptance by the local police. This is especially true for 'eyes and ears' programs that do not have actual patrols."²³

"Improving police-community relationships is not a goal that can be achieved through a public relations campaign, nor is it a task to be delegated to a specialized staff. It is what policing is all about. More effective policing will not be possible without a radical change in the way the police conceive of their jobs, over and above their crime control mission. (Silberman, Criminal Justice, Criminal Violence)."²⁴

For an appropriate relationship to exist between the community and the police, it appears necessary to clarify their missions. Police administrators need to realize that the community is willing and able to compliment the police effects in combatting crime. The police only need to ask and to provide the leadership.

"Many police departments already have community relations or crime prevention officers, but their mission and their relationship to the rest of the police force and to residents are often unclear. Other departments face the growing realization that citizen help would enhance their ability to maintain order and safety, yet they do not know how to enlist their support."²⁵

C. Use of Volunteers

The concept of Neighborhood Watch is a partnership between the police, (a governmental institution) and the public (an

organization of volunteers). Neighborhood Watch membership does not really require a major level of dedication on the part of the citizen in terms of a commitment of time and/or money.

Agencies actively participating in Neighborhood Watch are in need of support personnel to do the variety of tasks that drive the entire program. The literature suggests that volunteers are not used extensively in law enforcement agencies. The literature also points out that the volunteers are available and willing to participate if they were asked.

"It is disturbing that of the 93 million volunteers in this country today, only about 1% volunteer in the criminal justice system and, of those, most are involved in the prisons. The volunteers are there ready, willing, and able. All the law enforcement agencies need to do is invite them to do something worthwhile."²⁶

Jacksonville, Florida has been successful in using volunteers; especially senior citizens.

"When dealing with volunteers, there usually are three issues that seem to surface. The issues are internal acceptance, confidentiality, and liability.

Police Officers as a general rule are very clannish and hesitant to place any confidence in people other than fellow officers. But the senior volunteers that are used

in Jacksonville have been accepted. They have become 'one of the guys' because of their maturity and their willingness to do whatever is needed. There has been no fear that the volunteers will take away a police officers job. Rather, there is a spirit of cooperation, appreciation on the part of the police officers for the volunteers, and an atmosphere of mutual respect."²⁷

Many of the agencies involved with Neighborhood Watch indicate belief in the program however they lack the necessary staff to adequately manage the numerous demands made by the community. The use of volunteers in some agencies may be the appropriate alternative. Jacksonville apparently did not experience much difficulty recruiting volunteers.

"Recruiting and training are major considerations for departments considering the use of civilian volunteers. Our experience has shown that recruiting is very easy and that time invested in training is minimal. To recruit, we have had a newspaper article published free in a neighborhood shoppers guide, stating that the Crime Analysis Unit needed retired senior volunteers to assist with the processing of information and other routine office duties. We have recruited twice and both times had an over abundance of people wanting to volunteer to help their police department and contribute to the community."²⁸

The training of volunteers is dependent upon the complexity of the tasks to be performed however, this has not been demonstrated to be a problem.

The literature suggests there are other benefits to be derived from the use of volunteers; especially senior citizens.

"The professionalism of law enforcement is enhanced by programs utilizing older volunteers. Programs involving older volunteers enhance the quality of life in the community. Such programs become tools for community attitudinal and behavioral changes and enhance the lives of participating volunteers.

Older volunteers bring valuable characteristics and work habits to a program. Generally speaking, older persons demonstrate conscientious pride in their work, dependability in attendance, and steady performance, influence in community values and direction, and support the law enforcement function."²⁹

D. Crime Prevention/Neighborhood Watch

The literature is replete with information regarding the role of the police and the limitations of the police to fight crime without the active support of the community. Neighborhood Watch, as it has grown over the past decade throughout the country

may be the best strategy available for the police to become more efficient in an era of shrinking budgets. While Neighborhood Watch and related crime prevention strategies may take a variety of forms, the police-community partnership seems to hold some exciting promise for the future.

"The reasoning behind the Neighborhood Watch Program is straight forward. It is increasingly apparent that police cannot win the battle against crime if they are forced to fight that battle alone. Even the most vigilant police officers, cruising slowly in their cars on patrol, cannot possibly see most of the strange and suspicious behavior that might alert them to illegal activities. Only through coincidence and rare good luck could they hope to spot a crime underway. Even the most astute detective is unlikely to solve the average crime without cooperating and observant witnesses. By improving communication between police and residents, the Neighborhood Watch program is intended to provide police with additional "eyes and ears." And by encouraging neighbors to talk and cooperate with one another it is expected to help citizens to help themselves."³⁰

Whose responsibility is crime prevention? Is it the patrol force or should the community take the lead? Is it more appropriate to

fix responsibility within a unit of the department and relieve the patrol force of that responsibility? While these are policy issues to be addressed by the agency, the literature suggests that the police department, as an organization, must accept the responsibility of crime prevention and that the police must take the lead in developing methodologies to interface with the community.

"If the department views the prevention of crime as a legitimate goal, it falls largely upon the patrol force to attain it. It should be obvious that the patrol force cannot attain the goal of crime prevention. The patrol force simply does not have sufficient resources to prevent crime even if it were a legitimate goal. The crime prevention responsibilities therefore of the patrol officer must coincide with those of the department: they are shared with the community."³¹

Many citizens would agree that crime prevention is much more than public relations. There seems to be no question that the responsibility rests with law enforcement to develop effective programs with the community.

"Neither the police nor the community alone can combat crime: but by combining their efforts, they provide a vehicle that is greater than the sum of their individual efforts."³²

Many California based agencies have already developed a variety of crime prevention programs. Most are involved in a form of Neighborhood Watch and, as a result, most communities have varied degrees of success. The first step has been taken; but are we going in the right direction? What are the emerging roles of law enforcement and the corresponding responsibilities of the community ?

"Traditionally, law enforcements' role has to been to enforce the law by apprehending criminals. Society believed we could solve the crime problem by "catching the bad guys" and getting them locked up. During the last decade, however, it has become increasingly evident that law enforcement - even with its progressive methods of detection, apprehension and punishment - cannot solve the crime problem alone.

In response to this situation, many communities and law enforcement agencies have cooperatively developed crime prevention programs. (A recent survey indicated that 79% of all law enforcement agencies in California have ongoing crime prevention programs.)

These programs, which encourage citizen awareness and involvement in crime prevention practices, have proven quite successful in reducing crime - as well as the fear of crime."³³

A considerable amount of effort is being expended on "crime prevention" programs yet it still is not clear what we are attempting to accomplish.

Some programs tend to focus on police-community relations while others are devoted to target hardening. Is crime prevention, in this context, really proactive?

"Due to the obvious benefits of crime prevention programs in improving police-community relations and reducing crime and fear, there is a growing emphasis on the importance of promoting crime prevention programs throughout the state. The responsibility to initiate a concerted police-community effort lies with law enforcement. Law enforcement agencies must make a serious commitment to crime prevention. All personnel must be adequately trained in this proactive approach to crime, so they in turn can train and instill crime prevention concepts in the public."³⁴

Regardless of our specific and sometimes unique program objectives, communities over the past decade have been organizing block associations. Not all of them are devoted to Neighborhood Watch. They do serve useful purposes; they cause participation and concern. Law enforcement should take the lead in managing that participation and concern in ways that are mutually beneficial.

"Block associations are a prime form of participation in

the United States. Franklin Thomas, president of the Ford Foundation, describes them as "an anchor for any community. They allow the 98% who care to reassert control over the few who would stand on the corner and menace them."³⁵

One of the more relevant studies in recent years was conducted in Kansas City, Missouri. This study, testing the effectiveness of routine preventive patrol, further demonstrated the need for a partnership to exist between the police and the community. Simply increasing the numbers of police has not significantly impacted crime.

"The Kansas City, Missouri experiment regarding the effects of preventive patrol disclosed that increasing or decreasing the level of routine preventative patrol had no significant impact on crime, citizen fear, or satisfaction with police services.

As a result of this and other experiments on preventing crime solely through police operations, some departments have concluded that it is impossible for the police to prevent crime without the assistance of the community. Fewer resources are required to apprehend a burglar if an observant citizen calls in while the crime is in progress, compared to identifying and apprehending a criminal who's deed is discovered many hours later by the victim. The probability of catching the criminal is also far higher. Recent budget decreases experienced in many

police departments make it even more crucial to use these scarce resources in the more efficient manner."³⁶

"Increased detective resources are not reflected in increased detection rates. Evidence shows that the most important determinant on whether a case will be solved is not the painstaking work by the detective but is the information supplied to the police by the victim or witnesses."³⁷

It also has been said that simply increasing the numbers of detectives does not necessarily increase detection rates. The role of the citizen becomes even more critical to success.

Since crime prevention and Neighborhood Watch has been popular, the police have generally started moving to the realization that citizens must be proactively involved to reduce crime. Many neighborhoods exerted a form of informal social control long before the police started their efforts.

"Over the past decade, we have begun to realize that the police by themselves are limited in their ability to reduce crime and that citizens must become involved to bring about significant reductions in crime rates. Much

attention has been focused on Community Crime Prevention Programs of various types, such as Block Watch, Escort Services, Mobile Patrol, Property Identification and the like. Less attention has been paid, however, to the more spontaneous and subtle means by which citizens help deter crime. These include informally agreeing to watch a neighbors' house while away, watching for suspicious looking people, scolding children misbehaving in the neighborhood, intervening in a crime, and other citizen actions designed to establish and enforce local norms for appropriate behavior. These actions are sometimes referred to as Informal Social Control. While many of these actions are encouraged by community crime prevention programs, they are also naturally present in many neighborhoods."³⁸

Why do people want to become involved in a program such as Neighborhood Watch?

"When asked to reflect upon the theoretical underpinning for program initiation, the respondents, by a margin of nearly two to one, remarked that Neighborhood Watch was implemented locally to prevent crime rather than to combat an existent crime problem."³⁹

"Citizens through their Neighborhood Watch activities, develop a sense of community in which they feel more res-

possibility toward their neighbors. This attitude also allows a feeling of control over lives and property that may mitigate the expectation that law enforcement should be totally responsible for reducing crime."⁴⁰

Many of the Neighborhood Watch programs, as they are currently designed, focus on somewhat passive crime prevention methodologies. The literature points out that there are many potential benefits from an active Neighborhood Watch group.

"Neighborhood Watches have several goals. Proponents of the watch program argue that watches can increase the sense of community, make residents feel more secure, improve police/community relations, and increase citizens' reporting of crimes. Watch programs may also make it easier for police to solve crimes and for prosecutors to earn convictions by making citizens more observant and more cooperative witnesses. In most peoples minds, the central goal, and the true 'acid test' upon which the success or failure of the Neighborhood Watch Program should be judged, has to do with their effectiveness in reducing the actual rate of crime."⁴¹

Much has been written about the philosophical basis for the formation of Neighborhood Watch groups. While most agencies are quick to report that their program was "successful", objective data measuring that success is not so readily available.

"Because most watch programs are too new for their accomplishments to have been rigorously judged, enthusiasm for Neighborhood Watches has outrun evidence that they really work.

Only a few evaluations are sophisticated enough in their design to begin to address the objective evaluation of most of these programs. Seattle, Washington initiated its Community Crime Prevention Program in 1975. The Neighborhood Watches were a part of a multi-pronged strategy that included home inspections, property identification, and the distribution of crime prevention information. Surveys were conducted to determine rates of victimization both before and after the program. Burglaries declined between 48 and 61 percent in the households that participated. Crime did not rise in neighboring, non-participating households or in adjacent areas, suggesting that crimes were prevented and not simply pushed elsewhere. The Seattle evaluators concluded that block watches were "the single most important feature of the community crime prevention program, with the other strategies only a compliment to this one indispensable service."⁴²

The State of California with its many community crime resistance programs, has made significant efforts towards evaluating programs and identifying benefits of program participation.

"Community Crime Resistance (CCR) is no longer an experiment in California. The concept of a cooperative effort between citizens and law enforcement has met with success. The CCR Program using volunteers extensively, is a cost effective method of providing useful local services. In addition, the costs of a burglary prevented are small, indeed, when compared with the costs of a burglary actually committed. If a burglar is not apprehended, the victim suffers the losses and efforts of law enforcement are to no avail. If a burglar is caught, the costs to society for law enforcement, trial, probation, attorneys and (possibly) incarceration are enormous."⁴³

We often find ourselves in dilemma when we test the effectiveness of a program if the goal of the program is to prevent crime. How do you measure events that didn't happen.

Neighborhood Watch is much more than crime prevention; it's improving the quality of life in neighborhoods. If all crime cannot be prevented, then what is the most effective method of the police and community working together to resolve the problem? The issues of detection and apprehension are then relevant subjects to address in the definition of police-community partnerships.

Has the CCR Program been effective? This is a difficult question to answer simply. The primary goal of the program, to 'prevent' the occurrence of crime, is unmeasurable. How can we count the number of crimes that were never committed when we are uncertain of the number of crimes actually committed?

The effectiveness of the CCR Program were evaluated on the following three dimensions:

1. The relative changes in the number of burglaries reported in each of the 21 CCR Program cities between 1981 and 1984.
2. The level of citizen satisfaction with the programs.
3. The level of support for CCR Program by law enforcement."⁴⁴

E. Fear of Crime

The concepts of Neighborhood Watch fit many different program models. The model used by any jurisdiction is certainly influenced by factors such as the demographic characteristics of the community, crime rates, openness of the policing agency to the development of effective police-community working relationships, etc.

Neighborhood Watch, through its organizational networking, offers an opportunity to influence crime trends and, equally important, the program may reduce our citizens' fear of crime. It has long been known that actual crime and the perception of crime may be significantly different. Neighborhood Watch requires an organized grouping of residents to accomplish certain defined objectives. The literature suggests that the organization of these groups results in the establishment of an informal social control. The more involved the groups are, the more effective they may be in the reduction of crime and the fear of crime.

Neighborhoods that are organized to accomplish certain crime prevention objectives at the specific direction of the police agency managing the program, may also benefit from the informal control they impose on their lives.

"Why is Informal Social Control important to crime prevention? National experience with crime prevention indicates that formal means of social control are limited in their ability to control crime by the manpower available and by the inability of the police to always be where the crimes are being committed. Informal social control by citizens may offer a means of supplementing formal social control and helping to reduce crime and fear in the neighborhood."⁴⁵

In the development and maintenance of Neighborhood Watch groups, it is important to involve them in as many activities as necessary to generate a cohesive group. It is these groups, and the residents' interaction with each other that enhances the meaning of Neighborhood Watch.

"In Houston, one strategy is entitled "The Community Organizing Response Team (CORT). This strategy is based on the believe that the fear of crime is directly affected by the social cohesion that exists in a neighborhood: the more the neighborhood is organized toward activities aimed at improving the quality of life, the lower the level of fear. This suggests that the police role must be broadened from that of incident responder to community organizer."⁴⁶

Neighborhood Watch offers the opportunity to systematically inform and otherwise educate a significant percentage of the community about the true nature of crime.

"Beyond its direct negative consequences, crime also increases fear levels among neighborhood residents. This fear can lead to the withdrawal of residents into fortified homes and to decisions to move to what are seen as safer areas. This in turn further weakens informal social controls. Research has shown that fear levels do

not always correspond with the actual risk of being victimized. Hence, in crime control programs, it is important to address fear of crime as well as actual crime."⁴⁷

Most cities have only to look at their urban area to see the devastating effects the fear of crime has on our citizens.

"Criminal Activity and Public Disorder are pressing problems that affect the quality of life in almost every American community. The fear of crime and victimization have altered the lifestyles of countless individuals, particularly those who live and work in urban communities. Many people, though never direct victims of crime, feel unsafe in their own neighborhoods. Acting out of fear, they barricade themselves in their homes behind towering fences, bolted doors, and barred windows in an effort to protect themselves from what they perceive as criminal elements."⁴⁸

Particularly impacted by the fear of crime are our senior citizens. While the issue of the fear of crime and its impact on our senior citizens is certainly not a recent phenomena, until recently there haven't been many strategies proposed to effectively deal with the problem. The literature now suggests a multi-faceted approach to combat the fear of crime. One component obviously critical to achieve a reduction of this fear

is the dissemination of facts about crime. One method now available for the dissemination of accurate information is through the Neighborhood Watch organizations.

"Today the elderly are imprisoned by fear. The fear of crime to the elderly is paralyzing. The fact remains that the very people who built our streets are often times now afraid to walk in them.

The following strategies should confront four problem areas: actual victimization of the elderly, older persons' fears and perceptions about victimization, attitudes towards law enforcement, crime and reporting by the elderly. Strategies are:

1. Crime Analysis: Each department should collect, analyze and disseminate the facts about local patterns and trends of the victimization of older persons.
2. Victimization Surveys: Such surveys can augment reported victimization information and provide a more realistic picture of crime problems.
3. Programs: Crime prevention programs specifically designed for older audiences and targeted to help older individuals in groups to deal with actual criminal victimization problems should be a top priority.
4. Police Training: Officers need training to understand and be able to communicate effectively with older persons in both crime and non-crime situations.

5. Police Operations: In order to provide effective service delivery to older persons, some department operating procedures might need to be modified. For example, if an officer is handling a service call to an older person, the department will need to recognize that he may have to spend more time on this call than standard operating procedures generally allowed.
6. Support Services: Providing support services to older persons will further the department's mission, enhance the image of law enforcement, and develop stronger links among the department, older persons and the community."⁴⁹

It may be argued by some that providing specific information about crime could tend to increase a citizens' fear of crime. The literature points out that this would certainly be an appropriate issue to study further. It is clear, however, that the absence of accurate reporting of crime to the community will likely result in inaccurate perceptions being developed by the community.

"Fear in neighborhoods can also be the result of inaccurate or inadequate information about actual conditions in the area. It needs to yet be determined whether a citizen's fear of crime will be reduced when the general population is provided more accurate information about neighborhood crime levels."⁵⁰

Neighborhood Watch provides the means of disseminating crime information to an organized community and also presents the opportunity to educate the community as to what specifically can be done to reduce the likelihood of becoming a victim. Finally, it would appear that educated and informed members of the community would be in a position to compliment the efforts of the police in reporting circumstances and events and would cancel cases. The cancellation of cases known to the police seems to be a logical extension of the predominantly passive crime prevention models of many Neighborhood Watch programs.

"Neighborhood crime prevention can be effectively directed towards a variety of problems. Programs can target other crimes including arson and rape. Collective crime prevention activity can also deal with issues of public order. More broadly, neighborhood crime prevention is an important means of reducing the fear of crime."⁵¹

F. Program Maintenance

Throughout the state, agencies participating in Neighborhood Watch indicate that once groups have been formed, keeping them active is a problem. There are a number of factors identified in the literature that influence the long term success of Neighborhood Watch organizations. An awareness of these factors suggests that future program designs accommodate these trends.

Many agencies expend considerable effort at forming new Neighborhood Watch groups yet do very little to maintain the long term interests of the group. When the initial excitement of program participation fades, members are often left with the realization that they aren't being asked to do anything significant beyond the basic crime prevention objective of taking reasonable precautions not to become a victim.

"It is universally recognized that crime prevention programs must have a way to help maintain participation and support the active components to keep them alive and working."⁵²

It would certainly be incorrect to assume that Neighborhood Watch, in whatever form it takes, is a system that works equally well in all communities. Sometimes the communities with the most severe crime problems are most difficult to get involved with Neighborhood Watch.

"Have police and citizens finally discovered the key that will unlock the door to safe streets and secure homes? Or, are Neighborhood Watches simply the latest in a series of crime fighting strategies that have been introduced with a bang then faded out with a whimper? Even if they are effective, watches may hold more promise for some types of neighborhoods than others. Will crime watches help those in the poorest, more deteriorated and

crime ridden sections of the city? Or are they another example of a program, like mortgage interest deductions or tuition tax credits, that provides greater benefits to those with lesser needs."

"Not all neighborhoods are capable of achieving the level of organization necessary to form and maintain a block watch effort. Some neighborhoods are stymied by the transitory nature of their populations. In some neighborhoods, levels of fear and suspicion are too high to allow the kind of cooperation and mutual self help that the watch program depends upon. This may be particularly true in areas with high numbers of elderly residents."

"In some neighborhoods, block watches are impractical for the simple reason that residents know or suspect that it may be their very own neighbors who constitute the threat of crime."

"There is some evidence to suggest that Neighborhood Watches, particularly active watches, appear to be less likely to form in the areas that may need them the most."⁵³

Law enforcement is the moving force behind the formation of most neighborhood groups involved in crime prevention concepts. The focus clearly has been on formation of the groups, not on program maintenance.

"The role played by law enforcement in the initiation of Neighborhood Watch Programs is extensive. At the time of inception, 98% of the programs have received some type of police assistance."

"Despite varying departmental philosophies on the intensity of police involvement in on-going Neighborhood Watch activities, neither the extent nor the type of law enforcement assistance have evidence marked changes over time."

"Seventy-two percent of the respondents observed that their programs had no formal budget."

"Staffing, like budgetary allocations, is widely variable due to program size, administrative structure, and organizational objectives and origins. On average, respondents reported an administrative staff of eight persons, three-fifths of which are part-time volunteers."⁵⁴

The literature suggests problems associated with volunteer organizations in general.

"While block associations are very common, many questions persist about them and about volunteer organizations in general. For example, if participation in block associations is so valuable, why aren't more people involved?"

"A 1977 Gallup poll showed that only 12% of American adults belong to a neighborhood group. Also, why do so many of the thousands of volunteer organizations that begin with great expectations die out so quickly? In a study of some 500 block associations, Political Scientist Douglas YATES found that more than half failed to move beyond the simple block clean-up stage and subsequently disbanded."⁵⁵

Beyond the rather simple task of information, the organization requires support in many areas. In the design of our future programs, these organizational needs must be satisfactorily addressed.

"A critical issue for all organizations that depend on volunteer membership is how to maintain membership after they've got it."

"To survive, organizations must have a structure and must be able to mobilize effectively: to set goals, administer rewards and mediate between the individual needs of members and the tasks required of the organization."⁵⁶

The factors influencing the success or failure of Neighborhood Watch groups vary considerably. What works for one group may result in failure in the next. It is clear that a program should

not be developed in a manner that its success is totally dependent upon the involvement of one or two dynamic leaders.

"To the extent that a program depends on the tenacity of one or two individuals, the program is vulnerable to collapse if the person or persons switches interests, or becomes disabled for any length of time."⁵⁷

Since many Neighborhood Watch programs have focused almost entirely upon passive crime prevention models, their measures of success are evaluated solely in terms of residential burglary rates. Most agencies report initial success in reducing these property crime rates yet, in the long term, are the programs achieving their desired objectives? The literature suggest some basis for concern.

"The Neighborhood Watch Program has not experienced long term successes in some cities. One very real danger is that the benefits of Neighborhood Watches may be short lived. In Pittsfield, where burglary rates dropped from 682 to 547 in two years, the third year saw rates shoot back up to 670. The Hartford evaluators admitted that it was possible that the effects observed resulted from a short term response from citizens and police to the unusual attention to crime."

"As a 1982 Ford Foundation Paper warned, there is a danger of 'burn-out' as participants initial enthusiasm gives way to weariness, boredom, and inconvenience."⁵⁸

Another trend that needs to be managed in the design of any program is the mobility of program participants.

"Nationally, approximately 1 out of 5 households move every year: block watches, especially in transient neighborhoods and those with many renters are unlikely to last for long if they remain dependent upon the original cadre of members."⁵⁹

The issue of mobility of residents also is reflected in crime rates. Generally, the more stable neighborhoods are often more affluent and have fewer crime problems. Yet, Neighborhood Watch groups are strongest among the more permanent residents.

"One neighborhood characteristic that appears to influence Neighborhood Watch Programs survival, activity, and participation is the degree of geographic mobility among the residents. Neighborhoods differ substantially in terms of mobility. Some are undergoing major transition: one racial/ethnic group replacing another. Some are populated exclusively by relatively short term apartment dwellers; the physical structures and the characteristics of the residents remains constant but the individuals are

replaced by others frequently. Other neighborhoods are exceptionally stable; most residents own their homes or have lived in the neighborhood for at least the greater part of their adult lives."

"The issue of mobility is somewhat difficult to isolate because it is interwoven with other neighborhood characteristics. With some exception, for example, residentially stable neighborhoods tend to be more affluent and have less severe crime problems than do neighborhoods that experience frequent resident turnover. What this means is that, often, the neighborhoods with the greatest need for Neighborhood Watch are the ones that also have difficulty maintaining Neighborhood Watch participation and activity."

"Therefore, it can be concluded that mobile neighborhoods have a greater need for Neighborhood Watch programs that operate within a strong, stable organizational context. The organizational structure must have enough vitality to persist despite frequent turnover among its membership and constituency."⁶⁰

The fact that law enforcement generally initiates the formation of Neighborhood Watch and therefore assumes the responsibility for program survivability has certain advantages.

"It is not surprising that the relationship with a program with the local police department is a key issue. Neighborhood Watch is a popular idea in many police departments at present, although in some cases its popularity stems from its perceived public relations value while in others it is really viewed as an effective way to deal with crime in an era of shrinking resources. In any event, there are many instances of police departments taking the initiative to start Neighborhood Watch Programs and assuming responsibility for keeping the programs alive. Other departments encourage the notion of Neighborhood Watch, let residents know that they will provide assistance in cooperation, but leave it to the citizens themselves to take the initiative. In still other cases, there are programs that emerge without any encouragement from the police and that retain complete control over their own operations, even though they develop informal, mutually tolerant relationships with the police."

"In terms of program survivability, having the focus of initiative and responsibility reside with the police does have advantages. The police department represents a permanent organizational structure within which citizen crime prevention activities can occur; thus, removing (or at least alleviating) the need for residents to maintain a separate organizational structure. Also, the police

department is a city wide (or county wide) organization. It is in a position to stimulate similar programs throughout its jurisdiction, to coordinate the efforts of neighborhood based programs with each other and with police activities, and to help neighborhood based programs learn from each other."⁶¹

The literature suggests also that there are disadvantages to be considered with having the program responsibility reside with the police.

"In contradistinction, there are a number of disadvantages with having initiative and responsibility reside in the police department. The predominant drawback is the fostering of program dependency on the department. Not surprisingly, it appears that the sense of program ownership and commitment among residents of the program area varies inversely with a degree to which initiative and responsibility are located outside the neighborhood. Also, there is a reverse side to the benefit of the police department's ability to operate throughout the entire jurisdiction; namely, the same model tends to be implemented in all neighborhoods, allowing less room for experimentation, innovation, and the matching of specific strategies to specific local problems. Finally, the police department has multiple goals and changing priorities. Resting primary responsibility in the

department means that Neighborhood Watch will be subject to these sometimes conflicting goals in changing priorities. In particular, crime prevention officers and units have uncertain, tenuous status in many departments, and these officers/units represent the primary commitment of police departments to Neighborhood Watch."⁶²

There are numerous models of Neighborhood Watch. The more successful seem to be those that employ several programs within the overall concept of Neighborhood Watch.

"Programs tend to differ in the extent to which they focus on the Neighborhood Watch function. On one end of the spectrum are those that focus exclusively on the Neighborhood Watch function. Next are those that deal only with crime prevention but that engage in activities in addition to Neighborhood Watch such as property identification, security surveys, escort services, etc. A third model encompasses programs who's activities include crime related but not necessarily crime preventive efforts (for example, victims/witness assistance, court watch). A final model is comprised of programs that are connected to or a part of multi-purpose community organizations that address a range of local issues such as zoning, housing, traffic health, etc."

"As a general rule, programs that focus exclusively on Neighborhood Watch are the least dynamic: participation often tapers off after an initial burst of enthusiasm. Often these programs continue to exist only because the police crime prevention unit works periodically to revitalize them. Time after time, especially in areas that do not have major crime problems, we have heard block captains say that their biggest problems is apathy. The program is motivated by the rare series of occurrences, and when the series runs its course, interest flags because there are no alternative activities in the organization to which interest can be transferred."

"Although Neighborhood Watch is most often thought of as an "eyes and ears" approach to crime prevention (and by definition each of the programs surveyed performed this function), only one-fifth of the respondents utilized this technique to the exclusion of other activities. On average, Neighborhood Watch Groups engage in at least three organized activities beyond informal surveillance. Most frequently cited were Project Identification and home security surveys. These two techniques, geared specifically toward crime prevention, have received extensive national attention in recent years. Many groups also detailed their participation in other crime related (but not necessarily crime preventive) and

community oriented activities. More than one of every three respondents indicated that their program was concerned with physical environmental issues (for example, graffiti, litter, abandoned vehicles); one of every five listed victim/witness assistance as a program component."⁶³

G. Communications

For an effective police-community partnership to exist within the concepts of Neighborhood Watch, it is imperative that there be a two way flow of communication between the police and the community. There are a variety of attitudes and practices that exist today on the issue of communications. Questions such as: what is it, how much and what should the public be told, what should the public be requested to report to the police etc. Should communications consist of general crime prevention lectures or should the community be advised in much more detail regarding specific crimes, trends, wanted suspects and related information? While these are all policy issues to be considered by each agency in terms of program objectives and community expectations, the literature does address the subject.

Within the law enforcement profession there exists a definite reluctance to provide more than the most basic of information to the public.

"We operate for the public (the people) and, in a free society, we operate ultimately at the will of the public.

Keeping the public informed maybe our best means of gaining the support we need. The public, surely, would not object to law enforcements' candid attempts at enlightening the tax payers. It is probably true that the public would welcome such an education."

"However, many in law enforcement seem to be either apathetic, or be outright opposed to any public presentation about certain crime problems. Lack of awareness, that certain problems exist, makes public support and lack of apathy unlikely."

"This reluctance by law enforcement to go public may have contributed to the problems we are having today in gaining public confidence and support. There has been such a lack of information available to the public that faults and misleading information rushed in to fill the void. Many are still contributing to that condition by not correcting the falsities and misconceptions. When no attempt is made to counter faults in accurate illustrations, it is probably a natural assumption that they are true. When facts are not made available; misconceptions are apt to occur."⁶⁴

In Jacksonville, Florida, volunteers have been used for years in their crime analysis unit handling all types of information. Use of senior citizens in this area may hold considerable promise for the development of future programs.

The job of doing detailed analysis involves providing specific information regarding time of occurrence, which areas are most prone to attack, and the identity of the suspect. This process involves the handling of a great deal of information in the form of arrest reports, offense reports, field investigation reports, and many other types of written information. The crime analysis unit is staffed by a police sergeant, four police officers and one information specialist. It is a process that would be greatly hindered without the assistance of more than twelve citizen volunteers currently working in the unit. Volunteers have been used in the Jacksonville Crime Analysis Unit for several years. The volunteer unit has become a national model that demonstrates how older volunteers can be used successfully to augment the crime analysis process."⁶⁵

In the development of a communication network between the police and the community, both the police and the public need to first establish guidelines for the proper use of the information.

"Confusion over what crime statistics are being requested often leads to communications breakdowns between the police and neighborhood organizations at a very early stage of cooperation. There is, however, another issue that often complicates public access to police data. Departments may express concern that neighborhood

organizations will misunderstand or misuse the information; particular, they may fear increased pressure for police services. Residents may perceive the police as hiding vital facts from them. The core question here is the use of crime information. Residents need to make clear their intention to get involved in crime prevention; with the information a means to do so more effectively. Police need to make clear their willingness to provide the data in a context of a crime prevention partnership."⁶⁶

For a program to be successful, it is necessary to keep the motivational level of the membership high. This may partially be accomplished by carefully involving the community in crime related information of a specific nature. The citizen then has something specific to do to prevent becoming a victim or can, in many cases, report information that will close a case.

"For neighborhood organizations to influence crime, neighborhood residents must participate in the activities sponsored by these organizations. Studies indicate that overall participation rates vary between seven and twenty percent of community residents. Participation in community crime prevention programs has been found to be higher among those who perceive local crime rates to be higher, but lower among those who are fearful of crime. Thus, awareness of the local crime problem encourages participation, as long as the individual is not paralyzed by fear."⁶⁷

In Houston, a number of strategies were developed to reduce the citizens' fear of crime. A major component of the overall plan includes "an accurate exchange of information about crime, the community and policing".

"In an effort to improve the quality of life in the city, the Houston Police Department has developed a set of policing strategies designed to reduce citizens' fear of crime. These strategies, which are being tested in four Houston neighborhoods, also compliment the department's efforts to better its relationship with the total Houston community."

"In the design of the Fear Reduction Strategies, the department has identified vehicles that both the police and the community can use to improve the quality of life in Houston neighborhoods."

"To improve the quality of life in Houston and to reduce levels of fear, the Houston Police Department's Fear Reduction Task Force developed the following strategy objectives:

1. To make the police an intrical part of the community by becoming "agents of positive change".
2. To provide an exchange of accurate information about crime, the community, and policing.

3. To place police services in close proximity to the community and maximize police visibility, communication, and interaction.
4. To provide the community with an increased sense of 'police presence' and a sense that the police 'care'.
5. To engage the police and the community in mutual and active resolution of crime and issues that affect the quality of life."⁶⁸

In Neighborhood Watch program designs, agencies frequently tell the membership to report suspicious circumstances. Do the police really want this increased flow of input from the community? Are they able to properly manage the calls-for-service? What alternatives should be considered to manage this important issue? Obviously, these are policy issues to be addressed by participating agencies. Lack of proper planning however can certainly contribute to problems of credibility.

" There has been an interesting backlash in some areas where the police department has assumed a great deal of responsibility for Neighborhood Watch programs. Since police sponsored programs stress the importance of citizens calling the police to report crimes or suspicious circumstances, residents organized into Neighborhood Watch programs through police initiative can come to expect special consideration for their calls. To some participants, police encouragement to organize im-

plies a complimentary responsibility for priority response by the police. For a number of reasons, this often does not occur: dispatchers do not differentiate between calls from Neighborhood Watch participants and calls from other citizens, patrol officers do not share in the commitment to Neighborhood Watch, departmental rules do not permit the setting of response priorities based on the identity of the caller. Whatever the reason, when improved response to Neighborhood Watch participants calls does not materialize, the participants can feel betrayed."⁶⁹

IV. EMERGING TRENDS AND EVENTS

There were a number of trends identified that should be monitored which may influence the current and future designs of Neighborhood Watch organizations. Additionally, there were a number of events identified. If they were to occur, there would be a significant influence on the future of Neighborhood Watch programs in the State of California.

The trends and events identified in the research were determined by the following methodologies:

- Review of the Literature
- Group Brainstorming Session

A workshop was conducted on the subject of Neighborhood Watch. There were twenty-five (25) participants representing a variety of interested parties. Participants included:

- One (1) Police Commander
- One (1) Police Captain; in charge of the communications/dispatch functions.
- One (1) Police Lieutenant; workshop coordinator and in charge of the unit responsible for Neighborhood Watch in the City of San Diego.
- Three (3) Police Sergeants; representatives from the Patrol Division
- Three (3) Police Sergeants; representatives from Community Relations
- Five (5) Police Officers; crime prevention officers from the San Diego Police Department and from neighboring municipal police agencies.

- Four (4) members of the Neighborhood Watch organization (City of San Diego) that have demonstrated exceptional leadership qualities.
- Four (4) members of the business community.
- Three (3) senior citizen members of Neighborhood Watch.

Participants in this workshop were provided with information regarding Neighborhood Watch and were given instructions regarding brainstorming techniques. The nominal group technique was utilized to establish the trends and events of the highest priority.

- Survey of California Law Enforcement Agencies

Surveys were mailed to 99 municipal police and county sheriffs' agencies (see appendix). A total of 82 were returned that were used in this research.

A. Significant Trends

Some of the trends that may be particularly useful in analyzing the future potential of the Neighborhood Watch organizations in the State of California are described as follows:

1. Organization and Management

- A significant number of agencies (94%) designated a specific unit or individual as being responsible for the Neighborhood Watch program.
- Only 24% of the agencies utilize citizen volunteers at the police facility in the Neighborhood Watch program.
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- About 25% of the departments indicated they actively involve operational field units in the program.
- Neighborhood Watch tends to be more successful in more stable neighborhoods and experience difficulties among the more transient type populations.
- About one half of California's agencies have some form of special programming tailored to the needs of the elderly, handicapped, youth, etc.
- While most agencies indicate they actively strive to maintain program interest levels, most agencies indicate that maintaining interest and enthusiasm is extremely difficult among Neighborhood Watch Members.
- Maintaining interest levels during the first year after start-up is generally not a major problem. The problem tends to be in maintaining interest beyond that period of time.
- Almost all agencies maintain formal membership records; however, only about one third have these records in computers.

2. Communication

- The survey information indicated a high percentage of agencies (84%) normally provide information to the Neighborhood Watch organization about specific crimes in a neighborhood.
Note: It is unclear as to the timelines of this information and what form it takes.
- Agencies (56%) are less likely to provide specific suspect information.

- About one-half of the agencies would provide information about neighborhood crime trends.
- Regarding general area crime patterns and related statistics, 74% would provide the information.
- About one-half of the agencies disseminate the information by a personal visit by law enforcement personnel.
- A smaller percentage (40%) would provide the information by telephone.
- The trend in California is not to distribute the information by regular mailing from a crime analysis unit.
- A regular Neighborhood Watch newsletter is utilized by 62% of the agencies.
- Computers are not used to transmit crime information to the community.
- The majority (63%) of California's agencies indicate they do not have a plan for rapidly notifying members of the Neighborhood Watch organization in case of a major crime incident.

3. Crime Reports and Dispatch

- Most agencies (69%) believe that an educated and informed Neighborhood Watch membership results in a considerable increase in requests for police services.
- All agencies participating in Neighborhood Watch advise their members to report all observed suspicious activity.
- In the dispatch process, Neighborhood Watch members are treated as any other person requesting service.

4. Roles and Expectations

- No agency utilizes Neighborhood Watch members as citizen foot patrols or citizen vehicle patrols.
- About one-half indicate they request members to be watchful for specific crimes with a smaller percentage (43%) having members look for specific suspects, vehicles, etc.
- Most agencies (62%) believe it would be beneficial if the Neighborhood Watch organizations were expanded to become more proactive. For a variety of reasons, that is not yet happening within most organizations.
- Generally, it is believed that Neighborhood Watch members could effectively contribute in more non-traditional areas such as in community planning.

B. Precursor Events

A number of events were identified that, if they occurred, would significantly influence the future of Neighborhood Watch programs in California.

The probability of occurrence for each of the identified events was determined by workshop participants voting individually. The consensus percentage is the average of all votes received on each issue statement.

<u>EVENTS</u>	<u>PROBABILITY OF OCCURRENCE BY 1995</u>
1. <u>Major Budget Reduction</u>	45%
A significant budget reduction could easily result in a	

EVENTS

decrease of personnel and related resources needed to support the Neighborhood Watch program.

2. Major Disaster 66%

Properly managed, an involved community tends to rally around the needs generated from major disasters. Since Neighborhood Watch offers the opportunity to educate people in disaster preparedness, an event would likely highlight that role.

3. Significant Increase in Crime Rates 38%

A growing recognition is that adding police officers does not necessarily impact the crime rates and/or the crime cancellation rates. A significant crime rate increase

PROBABILITY
OF OCCURRENCE
BY 1995

EVENTS

coupled with limited resources to increase police personnel argues in favor of an enhanced role for the community to play in a partnership with the police.

4. Formation of Vigilante Groups 44%

Unless strictly controlled, vigilante groups could easily evolve from Neighborhood Watch groups which would result in major negative implications for the overall program.

5. Improved Telecommunications 100%

With an effectively organized community, the availability of efficient, low-cost telecommunications would provide for more program flexibility. Police and other interested parties could

EVENTS

interface with the Neighborhood Watch membership in a more timely manner. This event would include such things as a cable television channel becoming available for law enforcement at the local level.

6. Privacy Legislation

28%

The enactment of privacy legislation could significantly influence the Neighborhood Watch program. If crime and suspect information continues to be readily available to the public, then programs can be developed to enlist the support of the community in addressing the problems. If, on the other hand, legislative or judicial decisions evolve restricting the flow of information between the

police and community, the overall program would be negatively impacted. I believe the trend will continue towards more open communications and availability of information.

C. Forecasts

Forecasts were developed by conducting an analysis of a survey in the State of California among 82 law enforcement agencies. Input was also received from participants of an extensive workshop conducted on the subject of Neighborhood Watch. Finally, the forecasts are a reflection of the future, ergo the following forecasts are possible depending on our commitment to the concepts and potential of the Neighborhood Watch organization.

1. Programs will be Designed to Address Local Conditions/Needs

Neighborhood Watch programs are successful to the extent that they address local conditions. The variables that will significantly influence whether the program will be successful or not are best established at the local level and subsequently modified as conditions change.

2. More Information will be Provided to the Community

Crime and suspect information will be available and provided to the Neighborhood Watch membership in more detail with specific expectations as to how the information is to be used. Members will be utilized in a more efficient manner to achieve goals consistent with law enforcement objectives. Neighborhood Watch members may also become involved with other community issues such as planning.

3. Training programs will be developed for the volunteer leadership of the neighborhood watch organization.

4. Measurements of program success will be established.

Measurements of present program performance are extremely vague. Some are measured in terms of reduced residential burglaries while others are based totally upon total numbers of members. Over the next few years, it will be possible to set meaningful program objectives that complement the efforts of law enforcement. At the State level, standards will be established with a more uniform method of agencies reporting their performance.

5. The communications link between law enforcement and the Neighborhood Watch membership will be vastly improved.

Currently, many agencies communicate with their Neighborhood Watch membership by mailing newsletters only quarterly or semi-annually. Alternative methods of more effectively communi-

cating with Neighborhood Watch members will soon be developed. Relevant information will then be transmitted to the membership in a timely manner. A variety of methods will be established to facilitate a rapid access to program members in the event of an emergency/disaster.

6. Attrition rate among program members will continue to be high.

This fact needs to be considered in the design of any Neighborhood Watch program. As indicated in a review of the literature, approximately 1 out of 5 households move every year. Individual jurisdictions will determine the number of members desired in the program and will then recruit to accomodate the known attrition rates. Additionally, Neighborhood Watch groups will continue to lose interest and become "inactive" unless members are specifically asked to perform a task/function that is of interest to the individual member. That interest level needs to be continually monitored by the sponsoring law enforcement agency. Crime prevention tasks, generally presented at the time of program start-up, are not sufficient to maintain a members' interest beyond the first year.

7. Neighborhood Watch groups will evolve into a proactive organization of involved citizens.

At the present time, most Neighborhood Watch organizations are based on passive crime prevention models. This will gradually change to a more proactive role as various jurisdictions

demonstrate successful programs with law enforcement and the community working to achieve common objectives.

8. There will be an increase in the development of unique programs to address the needs of groups such as the elderly, handicapped, and others.

9. Uniformed field officers will continue to resist playing a significant role in Neighborhood Watch.

Currently, only about 25% of the agencies indicate their patrol officers are actively involved in the program. There does not appear to be any likelihood that this low percentage will increase. Investigative personnel, on the other hand, will find the Neighborhood Watch system a valuable resource in cancelling their cases. This trend will continue to improve as more successes are made known and as officers become more familiar with the community as an informational resource.

10. Neighborhood Watch will be actively supported in the future by an increased use of citizen volunteers; particularly senior citizens.

Most programs throughout the state are managed by limited staffs within the law enforcement agencies. Most have not yet fully explored the ready availability of competent volunteers that could provide needed staff services at little or no direct cost to the agency. Senior citizens are plentiful,

with the proportionate numbers increasing annually, and they need only to be asked to contribute to a worthwhile project.

11. There will be greater successes in organizing stable communities compared to more transient populations.

Communities with highly mobile residents (renters) will continue to be difficult to organize and maintain the groups over any sustained period of time. Future programs will be designed considering this demographic characteristic.

12. Membership levels within any jurisdiction will continue to increase rapidly to a percentage of the total population that can be properly supported and managed.

The percentage membership within any jurisdiction will be dependent on several variables. When that level is reached, however, attrition rates will keep the overall program membership somewhat stable over the long-term. Agencies will set program membership objectives and will then design their efforts to maintain that level of participation.

13. Requests for police services will increase with a more actively involved Neighborhood Watch membership.

Neighborhood Watch organizations will plan for a predictable increase in calls-for-service from an involved community.

14. Citizen initiated information will result in an increase of cancelled crime cases.

V. SCENARIO DEVELOPMENT

The following three scenarios describe the Neighborhood Watch organization in the State of California from significantly different perspectives. The first scenario forecasts the future of Neighborhood Watch in California in optimistic terms emphasizing a changing role from a passive, reactive crime prevention model to a more involved partnership with law enforcement. The second scenario discusses the future of Neighborhood Watch more in terms of the program continuing to develop primarily as the passive, crime prevention, public relations model. Finally, the third scenario describes the Neighborhood Watch programs of the future experiencing a variety of difficulties. All three scenarios are based on projections to the year 2000 in the State of California.

SCENARIO #1
NEIGHBORHOOD WATCH FUTURE
- CHANGING EXPECTATIONS -

It is the year 2000 and the country has, for the past several years, been experiencing an overall economic growth pattern. Per capita income has increased and unemployment levels have been reduced from the rates experienced during the 1970's. The general population has more spendable income which has resulted in significant growth within the high-tech industries. Because of consumer demands, telecommunications technology has advanced in recent years which has resulted in most private residences having the capability to selectively communicate with governmental agencies in a timely manner. Because of changing conditions in the workplace resulting in shorter work weeks, and because of lower retirement ages, the general population now has much more leisure time available to them. An increasing number of senior citizens in relation to the total population further contributes to the fact that residents now spend more time in their homes and in their neighborhoods. The availability of qualified volunteers has increased dramatically in recent years which has resulted in most governmental agencies developing meaningful programs for their active participation.

There have been many changes in the Neighborhood Watch organizations throughout the State of California since they started back in the early 1970's. Every law enforcement agency throughout the State now has a program that actively involves members of the community working with the police to resolve common problems.

Back in 1986, most Neighborhood Watch organizations were experiencing limited successes. The majority of programs were designed to simply involve their members in a somewhat passive crime prevention model. Many communities experienced reductions in property related crimes; particularly residential burglaries. However, a number of studies were conducted that indicated mixed reviews as to the long term effect Neighborhood Watch had on the reduction of burglaries. In some programs, crime rates actually increased after an initial successful experience. Some jurisdictions viewed their programs as simply being effective public relations systems. Many agencies not having defensible studies as to program effectiveness, measured success by the numbers of citizens that joined the Neighborhood Watch program. At the same time, most agencies generally did not talk about the numbers of people dropping out of the program. Law enforcement, in general, did not specifically ask program members to participate in an active manner. Neighborhood Watch personnel and sometimes uniformed officers gave community presentations that addressed crime trends in some what generalized vague terms. Some agencies would periodically send out newsletters that addressed crime in general terms.

Residents desiring to form a Neighborhood Watch group would receive some type of presentation from the law enforcement agency. This presentation generally focused on the role of being a "good neighbor" and members were then given crime presentation tips on how to better protect themselves and their property from attack. After the initial presentation, Neighborhood Watch members were left to their own creativity, with limited support from law enforcement, to generate a sustained level of enthusiasm. Often, as a

result of either not becoming a victim or not being asked to perform a meaningful function, members dropped from the organization. Compounding problems associated with membership apathy, natural attrition rates adversely impacted the programs. When one in five families moved each year and Neighborhood Watch personnel assigned within the law enforcement agency were limited in numbers and fiscal resources, the result was often a non-effective Neighborhood Watch organization.

In the late 1970's and early 1980's, difficulties with the Neighborhood Watch programs did not seem to present a major problem for most law enforcement agencies. The traditional methods of law enforcement continued as they did for the previous several decades. Neighborhood Watch programs weren't viewed as failing or having significant problems since measurements of program success were never clearly defined. The programs themselves were vaguely defined in most cases. Since the potential of Neighborhood Watch success was to suggest to law enforcement that their officers needed the active support and involvement of the community, there was a natural reluctance by many police administrators to alter traditional policing methods. The result too often was the existence of a program that, at best, was a public and community relations, passive, crime prevention methodology. Starting in the early 1980's and continuing into the early 1990's, a number of events occurred which resulted in significant changes to the Neighborhood Watch programs throughout the State of California.

While law enforcement throughout the state received budgetary support in terms of percentage monies available from total governmental revenues, an educated community emphasized their desire to receive a cost-effective

service. Since police officers were becoming very expensive compared to other non-sworn classifications, many functions previously handled by police officers were transferred to be handled by less expensive yet competent civilian employees. A number of studies were conducted that concluded that simply adding more police officers would not necessarily reduce spiraling crime trends.

With limited personnel available to combat crime and to handle other service demands and with increasing budgetary constraints, police administrators finally began focusing on some innovative, non-traditional methods of achieving police objectives. One of those methods was to develop an improved working relationship between the police and the community. Since the organizations of Neighborhood Watch, even with its limitations, already existed within most jurisdictions of the State, an opportunity was created to significantly impact crime in a cost-effective manner.

Throughout the historical development of American law enforcement, it has been known that the police can only be as effective as the community allows it to be. The community must be supportive and, in many instances, actively participate in achieving police objectives. In 1987, agencies throughout the state looked to the Neighborhood Watch organizations as one method to more effectively provide police services. Throughout the historical development of Neighborhood Watch in the State of California beginning in the early 1970's, the program focus had been limited to crime prevention techniques. In 1987, rather than totally focusing on crime prevention, the organizations of Neighborhood Watch, additionally, started focusing on the issues of detection and apprehension.

A program was developed that enabled the police to generate crime and suspect information in a format that could be transmitted to the Neighborhood Watch organization in a timely manner. A special unit, composed of experienced police investigators, was created for the purpose of gathering and evaluating crime and suspect information to be shared with the community. In those cases, when it was decided that releasing the information would not jeopardize an active follow-up investigation, crime and suspect information would be authorized for release to the Neighborhood Watch organizations.

This change in program focus brought immediate positive results. Stolen vehicles were recovered at rates far exceeding those when the police attempted this task alone. While the members of Neighborhood Watch were specifically taught not to become personally involved in the apprehension of a suspect, there was a tremendous increase in the amount and quality of information received from the community towards the solving of crimes. In addition, residents were able to quickly identify when crimes were occurring in their neighborhoods and they could then take appropriate precautions.

What caused the Neighborhood Watch organization in 1987 to become more effective? Dramatically, change was brought about by progressive police administrators realizing that the community was truly a valuable resource that could effectively work with the police to resolve common problems.

The development of a more effective working relationship between the police and the community was certainly influenced by a number of events. Starting with the passage of Proposition 13 in 1978, governmental jurisdictions quickly realized sources of revenue would be significantly reduced. Reduced revenues coupled with taxpayer demands for efficient and effective law enforcement enforced the prevailing attitude among police administrators that they needed to accomplish their objectives with reduced resources. Programs not proven to be effective and efficient would be the first to be cut when a listing of priorities among competing programs was considered. How could law enforcement accomplish their objectives with relatively fewer resources or with limited fiscal support? The answer seemed to be to actively involve a high percentage of community residents in certain tasks that would enhance the work of law enforcement.

In 1988, California was plagued with a series of devastating earthquakes. Fortunately, one of the objectives of the Neighborhood Watch organization was to facilitate disaster preparedness. The training and instruction presented to the community through the Neighborhood Watch program was credited with significantly limiting the numbers of casualties.

In 1991, an academy was started to train and develop the volunteer leadership within the Neighborhood Watch organization. The guidelines for this academy were established at the State level, however, implementation was left to the discretion of the local law enforcement agency; each program was therefore based on the unique needs of the service area involved.

Most agencies in the State of California have now had an opportunity to evaluate objectively the successes of their Neighborhood Watch programs. The programs have become increasingly successful because of the changes that have taken place since the mid-1980's. Agencies placed a higher priority on the achievement of police objectives working with the community through the Neighborhood Watch organization. Responsibility for the achievement of these objectives and the support necessary for the program is now with specific individuals that have organizational authority to accomplish the necessary tasks. Volunteers are used extensively at the police facilities in support of the Neighborhood Watch program objectives. While the uniformed field units still have limited time available to participate in the community meetings, investigative personnel have accepted Neighborhood Watch as a valuable aid in the cancellation of their assigned cases.

Over the years, law enforcement has learned to better focus their efforts in the process of organizing new Neighborhood Watch groups. Programs have been designed to properly manage the expected attrition rates due to residential mobility trends and, in some cases, a lack of interest.

Neighborhood Watch programs are designed with sufficient flexibility to accommodate the special needs of groups such as elderly, the handicapped, and youth in the schools. The programs experiencing the highest level of success are those that offer the largest variety of services or activities enhancing the interest level of the Neighborhood Watch member.

It was recognized, back in 1986, that a single method of communication between the police and the community would not work in all neighborhoods. A variety of communications links have been developed to properly access the largest number of members. A cable television channel, at the local level, has been dedicated for the exclusive use of law enforcement for Neighborhood Watch members. The station continuously broadcasts pertinent crime and suspect information. This method is also used frequently to facilitate training and disaster preparedness.

Other methods of communication have been developed which include automatic dialing systems with recorded messages, written notices mailed to residences when the information transmitted is not time sensitive, and in some instances the information is selectively transmitted only to the portion of the city directly involved with the incident or condition. Recent advances in communications' technology have only served to facilitate this process. In the design of the Neighborhood Watch programs throughout the state, it was long ago determined that the exchange of relevant information was more important than focusing on the methods of transmitting the information.

From 1987 to the present, the Neighborhood Watch organization has evolved to a point of being an indispensable arm of law enforcement. While calls-for-service have increased significantly, the community, because of their vested interest and personal involvement with Neighborhood Watch now supports the expenditure of funds necessary for an appropriate number of

officers and support personnel. Because of the much improved technology in the communications industry, law enforcement is now able to solicit from the community certain expertise for short term projects. Whenever it is necessary to determine public opinion on a variety of emerging issues, the Neighborhood Watch membership can now be polled with their responses made available immediately as additional input for management decisions.

SCENARIO #2
NEIGHBORHOOD WATCH FUTURE

- PASSIVE SUCCESS -

It is the year 2000 and the country continues to prosper. The primary economic problem currently being experienced by the general populations of most cities is affordable housing. Because of the influence of organized labor and because of spiraling land values, costs of new housing has increased to a level that the average wage earner has difficulty qualifying for a mortgage loan. As a result, a significantly higher percentage of the population is forced into housing rentals.

Crime has continued to increase, however, it is at expected levels consistent with population demographics. Since the early 1970's, most law enforcement agencies in the country have participated in a crime prevention program entitled Neighborhood Watch. This program was designed to involve community members in an organized effort to accomplish crime prevention objectives. Neighborhood groups were formed and then given a presentation on how to become a "good neighbor" in the context of crime prevention.

In 1986, a review of Neighborhood Watch organizations throughout the State was made. Most law enforcement agencies had been participating in Neighborhood Watch since the early 1970's and since that time their program memberships had grown to represent significant percentages of the total population. There were many different uses for the program by various participating agencies however, most all of them devoted their efforts

towards crime prevention. Other than being requested to be a "good neighbor" and to take reasonable precautions not to become a victim of personal or property attack, program members were generally not asked by law enforcement to do anything. Law enforcement, at the time believed that detection and apprehension were functions of the police. The traditional evolution of American law enforcement practices generally prevailed.

Most participating agencies did not use volunteers at their facilities to help support the Neighborhood Watch organizations therefore fiscal and personnel support by law enforcement was generally limited at best. Once organized, community members were often left to their own creativity to generate program enthusiasm, however, the program's objectives have never really changed from being a somewhat passive, crime prevention model.

Communities with high populations of transient residents often experienced a high level of mobility which resulted in frequent Neighborhood Watch group failures. It was determined that areas with highly mobile residents often had the greatest need for a program such as Neighborhood Watch, however, they received less program attention than some of the more stable neighborhoods.

Communication with program members was accomplished in a variety of ways. Often, newsletters were mailed to block captains with instructions for the block captains to distribute the information to other Neighborhood Watch members. Studies later indicated that the information likely did not get distributed as intended. When necessary to communicate in a more timely

manner, the telephone was generally used with a pyramid call-back system. Some agencies used automatic dialers to facilitate this process. While most agencies made an effort to effectively communicate with their program members, the information that was transmitted was generally of little or extremely limited value. Crime was described in general terms and specific suspect information was disseminated very sparingly. Since residents only received somewhat vague crime and suspect information, they in turn had very little to contribute to the program in terms of meaningful information being returned to law enforcement.

In the mid-1980's, even though competition for funding was present among governmental agencies of most cities, law enforcement continued to receive the highest priority. As a result of this priority, agencies were able to hire sufficient numbers of officers to respond to the increasing numbers of calls-for-service. It was believed at that time, however, that to involve the community in the process of actively participating in programs of detection and apprehension would likely generate more activity than could be handled by available resources. A decision was made in 1987 to continue with Neighborhood Watch, however, to limit the program's objectives to crime prevention and target hardening. Along with these passive crime prevention methodologies, programs would continue in the areas of Operation Identification, rape prevention and other presentations to reduce the likelihood of becoming a victim.

Neighborhood Watch has continued to be a highly successful program in the State of California and throughout the United States. Most agencies have clarified program objectives and have financed and staffed specialized

units with the resources to achieve their objectives. Membership in the Neighborhood Watch organization continues to represent a sizable percentage of the total population. Because new members are simply requested to participate in a passive crime prevention program, interest levels after the first year drop dramatically. Program maintenance continues to be a significant problem due to membership turnover.

The members of Neighborhood Watch continue to be told to report suspicious activity to the police however responses to those requests for service are limited due to a lack of available resources.

SCENARIO #3
NEIGHBORHOOD WATCH FUTURE

- MURPHY'S LAW -

It is the year 2000 and the United States has experienced a shifting economic picture. During the early 1980's, the country prospered as evidenced by a higher level of per capita income, an acceptable level of interest rates and the lowest unemployment rate in decades. At the present time, however, there continues to be a trend towards a return to "big government", along with the high costs of supporting social legislation.

Since 1985, the Neighborhood Watch organizations throughout the state have experienced several developmental problems. The first major problem surfaced in 1988 when most agencies experienced a significant reduction in their budgets due to a change in the sources of tax revenues. Neighborhood Watch was generally practiced as a function of community relations which was not high on the list of priorities when programs needed to be cut.

Throughout the State, Neighborhood Watch program budgets were reduced by as much as fifty percent. Support personnel for the programs were significantly cut as they were generally needed for reassignment to the field. Rather than receive budgetary increases, as they did over the past decade, most departments were experiencing overall fiscal reductions. Programs of low priority were being either trimmed or cut entirely.

Because the general public continued to support Neighborhood Watch, even with limited support personnel, most programs throughout the State survived, however, they experienced difficulty advancing beyond their traditional crime prevention model. Efforts to maintain and support the existing programs started to fail. Attrition rates among the members, for the first time, were higher than most departments could offset by their recruiting efforts.

Crime rates during this period continued to escalate. Calls-for-services were also increasing throughout the state to levels that most agencies were finding it difficult to respond in a timely manner.

It was early in 1992 that a couple of situations developed that signaled the downfall of Neighborhood Watch as a proactive organization. In one large community in the State, an incident occurred which resulted in many of the residents feeling threatened and unprotected. Rather than work with the police to resolve the problem, one of the local influential Neighborhood Watch group organizers developed the community into groups of citizen patrols. Although not sanctioned by law enforcement, these patrols continued since their members did not believe law enforcement could adequately protect them. What was intended as volunteer citizen patrols complimenting the efforts of the police quickly evolved into vigilante groups which were totally unresponsive to police direction. The Neighborhood Watch organization was singled out as the basic foundation of the vigilante groups that subsequently surfaced. These negative experiences with the Neighborhood Watch organization indicated to most police administrators throughout the State that their programs, if they

continued, should remain as a totally passive crime prevention model. It was further believed that if Neighborhood Watch groups became more proactive, calls-for-service would increase far beyond law enforcement's ability to respond considering recent budget reductions.

In another city, the Neighborhood Watch organization experienced a different type of setback. A local politician was successful in obtaining the confidential Neighborhood Watch membership files and decided to use the organized groups to further his political objectives. Because this practice resulted in an unfair advantage for one politician, other candidates cried "foul". A considerable amount of negative attention was again focused on the Neighborhood Watch organization.

It was late in 1996 that the final blow was struck to end what had been a program with considerable potential. Because of continuing budget limitations and because of repeated efforts to compromise the confidential files, most departments throughout the State decided to dissolve any effort to become proactive with their Neighborhood Watch organizations.

Law enforcement today operates much as it did over the past several decades. The police and the community are not working together as effectively as they could have been with a fully developed Neighborhood Watch organization. While the programs are continuing, they are limited to the practice of crime prevention in the passive context. The police are doing the best they can with limited resources to respond to an ever-increasing number of calls-for-service. The expectations of the community and the ability of the police to respond are not in agreement.

Maybe the idea of the police and the community working together towards common objectives will surface in the future.

VI. POLICY ALTERNATIVES

A review of the numerous trends, potential events and the contrasting scenarios suggest several policies that should be considered for the successful development and continuation of an effective Neighborhood Watch organization.

- Designate a specific unit/individual as being responsible for the Neighborhood Watch program.
- Invite the use of volunteers at the police facility to support the program; particularly consider the use of senior citizens.
- Although field units in many departments may not actively participate in the program, they should be totally aware of the resources available from the community.
- Investigative personnel should be very familiar with sources of information from the Neighborhood Watch organization and should routinely solicit help from the organization in the cancellation of their cases.
- Involve members of the community in the planning and development of the emerging activities to be handled by the program.

- Consider the demographics of the communities to be served by the program. Permanent residents are easier to organize than the more transient populations. An understanding of the differences will often suggest an effective tactic.
- Develop contingency plans for the continuation of critical program elements should there be a significant budget reduction for the department.
- Within the overall program of Neighborhood Watch, develop as many other activities as possible to accommodate community needs and to keep the interest levels of the program members heightened.
- Formalize membership records and consider having them placed on a computer. This greatly facilitates rapid access in the event of an emergency.
- Consider what type of crime and suspect information can be routinely transmitted to the community groups. Who should gather the information? Who specifically should receive the information? How frequently should this information be sent? If a Neighborhood Watch member has information that would be helpful, what should the citizen do specifically?
- There are a variety of methods possible for the transmission of crime and suspect information to the community. An

assessment should be made of the most effective methods available to accomplish this task for the jurisdiction involved. It may be preferable to consider several methods as it is likely that using only one system will not work in all communities.

- Develop a plan to rapidly access the Neighborhood Watch membership in the event of an emergency or a major crime incident. Rapid access may be the best available tactic to locate a lost child, for example.
- In the development of the Neighborhood Watch organization, an involved and educated/informed community will likely generate an increased number of calls-for-service. Plans must be prepared to properly manage this increase.
- In all Neighborhood Watch organizations, citizens are instructed to report "suspicious activity". Dispatch personnel should therefore be totally familiar with the Neighborhood Watch organization and handle the citizen reports appropriately.
- Because of the rapidly changing technology, consideration should be given to forming a planning group to review existing and future applications.
- Develop programs specifically designed to accommodate the needs of identifiable groups, such as the retired population.

- Consider establishing a centralized training academy to develop an appropriate volunteer group of leaders to properly facilitate the program.
- Consider the development of a management information report or other type of publication that describes the program's impact on the operational objectives of the department.

FOOTNOTES

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STRATEGIC PLAN

THE FUTURES OF NEIGHBORHOOD WATCH
PROGRAMS IN CALIFORNIA: YEAR 2000

STRATEGIC PLAN

This strategic plan will provide a guide for the development of future Neighborhood Watch organizations in the State of California. Additionally, this plan will serve as a guide to achieve an enhanced interaction and working relationship between law enforcement and the Neighborhood Watch organizations.

I. SITUATION

A. Environment

The futures of Neighborhood Watch in the State of California in the year 2000 depend upon decisions made by police administrators of today. Beginning in the mid-1970's, most police agencies throughout the state (and largely throughout the United States) have participated in a crime prevention program generally known as Neighborhood Watch. To date, the focus of this program, with its many components, has been based on a rather passive crime prevention model that requires only limited active participation from program members. Law enforcement, throughout the state, has supported Neighborhood Watch with meager fiscal resources and generally staffs the program with personnel usually oriented towards community relations.

Law enforcement agencies throughout the state, large and small, have experienced varying degrees of success with the Neighborhood Watch program. Most programs report an initial level of success particularly in the reduction of property related crime;

specifically residential burglary. In addition to their directly impacting certain crimes through basic crime prevention methodologies, many programs claim to be successful in more subjective terms such as an improved police-community relationship (community relations).

Neighborhood Watch, in its many forms, is a relatively new concept in law enforcement; most programs are less than ten years old with many agencies indicating startup dates after 1982. While estimates vary considerably, Neighborhood Watch has already touched the lives of a significant percentage of the total State population. Some estimates indicate approximately 10% of the total population claims Neighborhood Watch membership. It is also clear that, while overall membership in the program at the state level appears extremely high, active participants number far fewer totals.

Neighborhood Watch does not have a common definition. Agencies view their programs as methods to help the private citizen reduce the likelihood of becoming a victim. Some programs to a lesser degree suggest participants be "good neighbors" and therefore report suspicious or unusual activity to law enforcement. Within the Neighborhood Watch program concept are component crime prevention methodologies such as Operation Identification (used to place identifiable markings on personal property) and Speakers' Bureaus (to provide public presentations on a variety of topics such as rape prevention).

Most cities and counties boast of relatively successful programs, indications are that a significant percentage of program participants ultimately lose interest and therefore either drop from the program or otherwise become inactive. While the participative level of the citizen is generally very high at the time an organization is formed, that attitude quickly diminishes as a result of not being actively involved in meaningful law enforcement activities.

Politically, Neighborhood Watch organizations are highly supported by the elected officials of most jurisdictions. Community residents also indicate exceptionally strong support for Neighborhood Watch concepts; many have suggested they would welcome more active participation.

In the State of California, the situation presents future program potential that could significantly influence law enforcement objectives being attained. If law enforcement decided to develop an effective and timely informational network to facilitate a two-way communications system between the police and the community, what would be the impact on the role of Neighborhood Watch? What benefits would be gained by law enforcement? The foundation for the development of a future program has existed in the State of California for the past decade in the form of Neighborhood Watch; currently a passive crime prevention model. A working relationship between concerned and involved citizens and law enforcement could result in an effective assault on crime.

B. Resource Analysis

Virtually every law enforcement agency in the State of California is currently involved in some form of a crime prevention program with an interaction between the police and the community. These programs are designed to facilitate citizens helping themselves reduce their likelihood of becoming a victim. A significant number of these crime prevention programs operate with limited staff and little in the way of fiscal resources yet it is estimated that as many as 10% of the state's population is involved, in some way, with a crime prevention program; most are affiliated with Neighborhood Watch.

With appropriate planning, the Neighborhood Watch organizations throughout the state could be mobilized into a model force of concerned and involved citizens. The objectives of each organization, as determined by local law enforcement, would compliment the overall efforts of the police.

C. Stakeholder Demands

The stakeholders, on the issue of Neighborhood Watch program development, are local citizens, public officials, law enforcement personnel, and possibly the police unions.

1. Local Citizens - Generally supportive

- a. Citizens already involved with the existing Neighborhood Watch program will be highly supportive of any programmatic change that would increase their level of participation.
- b. Citizen(s) not familiar with the program requirements and objectives may have mixed reactions if additional personnel (tax dollars) are required to support the program.

2. Local Governments

- a. City Managers and County Chief Administrative Officers will be supportive of a more active and involved Neighborhood Watch as long as they are supported by cost effective law enforcement and are cost effective programs.
- b. City Council Members - Will generally be highly supportive of an organized and active Neighborhood Watch organization. An involved and organized public supporting the efforts of law enforcement enhances an elected officials' political base.

3. Law Enforcement Personnel

- a. Law Enforcement Administration - Total support for an enhanced Neighborhood Watch program involving a higher level of citizen participation will be reserved until a number of issues are determined:
1. Program Staffing Requirements
 2. Effect of program on calls-for-service
 3. Influence upon other departmental programs/priorities.
 4. Ability to support the program objectives with available resources.
 5. Ability to properly manage an exceptionally large proactive community program.
 6. Concern that the program could become too political.
- b. Police Officers (uniformed field assignment) - Their support for a Neighborhood Watch program will vary depending on their specific role in the developed program. If the police role continues to be passive, as with the existing model of Neighborhood Watch, they will generally support the community involvement. If, on the other hand, their role in the development of an enhanced program evolved to a requirement for a much more active interaction with the Neighborhood groups, their position

could change to that of opposition, particularly if they have less time available to handle calls-for-service. Many officers generally resisted programs that, detracted from the "more traditional" police practices.

c. Police Officers (Investigative Personnel) - Those officers assigned the responsibility of follow-up investigations may be highly supportive of an active, observant and involved community. They will find it much easier to develop investigative leads to cancel their cases with an informed and involved community organization.

d. Neighborhood Watch (police support staff) - The staff assigned to work with the existing Neighborhood Watch organization will be supportive of expanding the program's effective responsibilities.

4. Police Officers Association (Union)

From the union's perspective, support will depend upon how the overall Neighborhood Watch program is viewed. If the union sees Neighborhood Watch as politically supportive of the police, then their interest would be positive. If, on the other hand, support for the program could result in a reduction of the need for additional budgeted police officers, the likelihood of the union reaction would likely be negative.

II. MISSION STATEMENT

A. Law Enforcement Mission (Macro-Level)

The mission of law enforcement is to contribute to a high quality of life by maintaining a peaceful and orderly community, protecting the lives and property of its citizens, reducing the opportunity to commit a criminal act, apprehending persons who commit criminal acts, and ensuring the safe and orderly flow of traffic. Policing must be consistent with the needs of the many different communities served and to be successful, the police must receive the support of the community.

B. Desired Mission (Micro-Level)

Since the police are representatives of the community, the mission of the police is to promote efficient and cooperative working relationships with the community through the formation and vitalization of Neighborhood Watch groups.

Police administrators must decide what type of relationship should exist between the Neighborhood Watch organizations throughout the State and the law enforcement agencies. This research project is intended to influence the future design of Neighborhood Watch organizations through the presentation of information about the historical development of the programs and an analysis of many California programs as they currently are structured.

III. EXECUTION

A. Alternative Courses of Action

Three possible strategies to pursue are:

1. Maintain Status Quo

Status quo would result in a continuation of the Neighborhood Watch organizational design as it is currently structured. The primary role of each Neighborhood Watch group would be limited to being a passive crime prevention, self-help, public relations oriented, loosely structured organization. With this alternative, it would not be necessary to conduct significant planning sessions as this role is already clearly defined throughout the state. Support staff within the police agencies could remain as it is today or the programs could be managed with only slight personnel modifications.

2. Develop a More Effective Support System

This alternative is basically the same as alternative #1, however, in this strategy, programmatic changes would be directed towards enhancing the support resources of existing Neighborhood Watch organization.

Program objectives would not significantly change. Personnel and equipment devoted to the support of

Neighborhood Watch would be studied with the intention of improving the level of service. This strategy would likely result in a reduction of Neighborhood Watch groups losing interest and would also enhance the support provided to other groups by facilitating a timely interaction with the police. The probable result of selecting this strategy would be the changing of a few program procedures along with an increase in the number of personnel assigned to support the Neighborhood Watch program within each agency.

3. Design an Enhanced Proactive Neighborhood Watch Program

Selection of this alternative would result in a planning effort that would build upon an already successful Neighborhood Watch organization. A plan could be developed which would explore several possibilities to more effectively utilize the vast resources and potential of the Neighborhood Watch system.

This plan would address improving the working relationships between law enforcement and the Neighborhood Watch organization throughout the State. Each planning effort would be handled at the local level to better accommodate the unique needs of each community. The focus of Neighborhood Watch would change to become more involved with law enforcement.

Support services necessary for a more active Neighborhood Watch organization would be addressed in the program planning effort.

B. Recommended Course of Action

A planning effort should commence to design an enhanced Neighborhood Watch program. This planning effort (alternative #3) should be done at the local level and should address at least the following components of Neighborhood Watch:

1. Organization and Management

- o Which unit or individual is specifically responsible for the Neighborhood Watch program?
- o Are citizen volunteers utilized appropriately to facilitate the support services.
- o Are or should the uniformed field units be actively involved with the program?
- o Are local level efforts directed to the specific needs of each community or is the program applied in the same manner for all communities regardless of demographic differences?
- o What resources, personnel and equipment are necessary to support the program design as ultimately developed?
- o What specifically can be done to create and, more importantly, maintain an acceptable level of interest in the program?
- o What type of membership records are maintained?

2. Training

- o Should a training program be designed to develop community leadership for the Neighborhood Watch program?
- o What training is necessary for law enforcement personnel to support the objectives of the Neighborhood Watch organization?

3. Communications

- o Considering the available technology, what options exist to facilitate the transfer of information between the police and the community?
- o What specific types of information should be routinely provided to the Neighborhood Watch membership?
- o How frequently should the information be disseminated?
- o How could the total membership be notified in a timely manner in the event of an emergency.

4. Crime Reports and Dispatch

- o With an improved communications system in place, could the public's expectations for service and the police agencies' ability to respond be balanced?
- o Would an educated and informed membership result in a significant increase in requests for police services? If so, could the increases be planned for and properly managed?
- o In the dispatch process, how are reports of "suspicious activity" handled when generated from Neighborhood Watch members?

- o With an educated membership, could a higher percentage of crime reporting be done by telephone?

5. Roles and Expectations

- o Specifically, what is expected from the Neighborhood Watch membership? What reasonably could be expected with a more proactive role?
- o With an active Neighborhood Watch membership, what would be the impact on the more traditional police practices? Would investigative procedures be significantly changed?
- o Would it be appropriate to solicit certain types of expertise, not otherwise readily available, from the membership?
- o Could the membership be appropriately utilized in areas such as community planning, polling, and other non-traditional practices?

IV. ADMINISTRATION AND LOGISTICS

A. Administration

1. The Chief or Sheriff's senior staff must agree to the concept of an enhanced Neighborhood Watch organization. This decision should be based upon an understanding of the past, current practices and potential future options for program development.

2. The organizational or individual responsibilities for the development of an enhanced Neighborhood Watch program should:
 - a. Prepare and present a program concept paper to the Department.
 - b. Bring together trained personnel for the purpose of developing a comprehensive programmatic system.
 - c. Coordinate with the impacted units of the Department and the community as the various components of the enhanced Neighborhood Watch organization are developed.

B. Logistics

1. Personnel assigned to provide staff support for the program enhancement project should be drawn from impacted units of the Department and coordinated by a Project Director.
2. The development of an enhanced Neighborhood Watch organization will likely require additional personnel services. Individuals selected to participate in the project need to be granted sufficient time to complete mandated staff assignments.

V. PLANNING SYSTEM

The direction Neighborhood Watch program take in the State of California over the next few years will largely be influenced by progressive administrative decisions coupled with methodical and effective planning efforts.

The demographic characteristics and the service needs of each community in the state are unique. Planning efforts need to be done at the local level and must consider community characteristics and the law enforcement agencies desire and ability to work effectively with the community.

This writer believes that the planning effort should take the form of a task force headed by a project director. Membership on the task force should consist of personnel that are knowledgeable about the Neighborhood Watch organization and with personnel that will be influenced by the outcome of the planning effort.

IMPLEMENTATION PLAN

THE FUTURES OF NEIGHBORHOOD WATCH
PROGRAMS IN CALIFORNIA: YEAR 2000

IMPLEMENTATION PLAN

INTRODUCTION

Law enforcement, in the State of California and generally throughout the country, has participated in crime prevention programs for decades. Since the mid-1970's, most of the agencies have focused their crime prevention efforts in the programs of Neighborhood Watch.

Based on a review of the literature and considering the responses received from a survey distributed to law enforcement agencies throughout the State of California, a number of conclusions can be made regarding Neighborhood Watch; current practices and future potential: (See the chapter on Defining the Future for an outline of these conclusions). Basically, these conclusions indicate that:

Almost all law enforcement agencies participate in some form of Neighborhood Watch.

Citizen volunteers are not used extensively as staff to Support Neighborhood Watch programs.

There are mixed indicators for success among the many types of Neighborhood Watch programs. Studies indicate property crimes can be impacted, at least in the short-term.

Certain types of neighborhoods are much more easily involved with Neighborhood Watch than are others. Often, the neighborhoods with the most needs are the least involved.

Neighborhood Watch membership concerns most agencies. Interest levels during the first year after start-up are generally high, however, program attrition rates are especially high after the first year.

Throughout the state, crime and suspect information is disseminated to the Neighborhood Watch organizations sparingly. Generally, the information is not specific and is not timely.

Participants in Neighborhood Watch are not usually asked to do anything specific other than take basic crime prevention precautions. Members therefore do not feel they are part of a working relationship with their police agencies.

A significant number of agencies do not utilize the Neighborhood Watch organization as a means of providing training to the community in subjects associated with disaster preparedness.

Many police officers and police administrators view Neighborhood Watch only as a public relations program. There exists a strong attitude that to involve the Neighborhood Watch membership in more proactive terms would result in calls-for-service demands increasing beyond the ability to respond.

A significant majority of the agencies surveyed believe it would be beneficial if the Neighborhood Watch organizations were expanded to become more proactive. This attitude seems to be in direct conflict with the concern expressed about calls-for-service.

Although there are certainly varying degrees of participation, it is estimated that as many as ten percent of the total State population is associated with Neighborhood Watch. If true, the potential impact on crime with an effective working relationship between law enforcement and the community could truly be significant.

Having a better understanding of the historical development of Neighborhood Watch in California and considering many of the current practices as determined by the State survey, what can be said about the potential future of the programs? Simply stated, the future has the potential of being whatever we want it to be. The time has come for each agency to assess their Neighborhood Watch programs to determine effectiveness and to evaluate their program's future direction.

A workshop was conducted in the City of San Diego on the subject of Neighborhood Watch. The primary purpose of this workshop was to develop as many realistic ideas as possible to maximize the working relationships and the interaction between the police and the community. The workshop had six major issues on the agenda:

1. Identify methods to enhance and enrich the Neighborhood Watch organization.

2. Identify procedures and methods to appropriately involve the uniformed beat officer with the Neighborhood Watch organization.
3. Identify ways to facilitate and improve the communications between the Neighborhood Watch groups and the Department.
4. Identify methods to provide training to participants in the Neighborhood Watch organization.
5. Identify methods to appropriately maintain the Neighborhood Watch groups once they have been formed.
6. Identify ways to improve the use of the Neighborhood Watch resources.

Since each jurisdiction must develop a Neighborhood Watch program that will work in their community, the workshop, as conducted in San Diego, is offered as one planning method that may have an application elsewhere. For the purpose of this research project, the workshop results are offered as a demonstration of a planning process. The specific ideas generated may or may not have an application in other jurisdictions. The outcome of the San Diego workshop was the development of an action plan requiring considerably more focused planning.

This workshop was attended by twenty-four individuals representing law enforcement, business, Neighborhood Watch and citizen volunteers including senior citizens (see Defining the Future chapter for a listing of workshop participants).

This one day workshop was conducted in a retreat setting and resulted in the development of over fifty (50) identified issues to be studied further.

Workshop participants were assigned to discuss issues associated with one or more of the following subjects:

1. Formation and Maintenance
2. Events and Awards
3. Communications
4. Training
5. Policy Issues

The following issues/questions were developed within each of the major subject areas:

FORMATION AND MAINTENANCE

- Issue: What is the expected role and responsibilities of each Neighborhood Watch member?
- Issue: What is the specific role and of police personnel with Neighborhood Watch.
- Issue: Should uniformed beat officers be required to attend Neighborhood Watch formation meetings? Should they be required to attend subsequent meetings?
- Issue: Should uniformed patrol sergeants be required to attend Neighborhood Watch meetings?
- Issue: Should Neighborhood Watch programs be directed towards immediate neighborhood concerns or towards city-wide concerns?
- Issue: Should a program/procedure manual be developed for all Neighborhood Watch groups?

Issue: Should meetings be required at the neighborhood level for Neighborhood Watch coordinators (leaders) and police command staff?

Issue: Should beat officers be required to maintain contact with Neighborhood Watch groups? If so, how can these contacts be controlled?

Issue: Can the term "active Neighborhood Watch group" be defined?

Issue: Should the Neighborhood Watch program be totally turned over to the Neighborhood Watch organization for maintenance by themselves?

Issue: Should the total number of Neighborhood Watch groups be reduced or established at a certain percentage of the total population?

Issue: Should the contact between Neighborhood Watch groups and the Department be reduced?

Issue: Should the organizational phase of Neighborhood Watch be extended over a longer period of time to include training?

Issue: Do Reserve Police Officers have a role in the Neighborhood Watch organization?

Issue: What are some of the "non-traditional" roles that Neighborhood Watch members could assume?

EVENTS AND AWARDS

Issue: Should area social events be held for Neighborhood Watch groups?

Issue: What can the Department do to recognize the good work of a Neighborhood Watch group or individual within the group?

Issue: What types of recognition or awards could be used to recognize Neighborhood Watch groups and/or officers involved with the groups?

Issue: Should some type of badge or other identification be created for program members?

Issue: Should Neighborhood Watch groups become involved in fund raising activities?

COMMUNICATIONS

Issue: How can our newsletter (mailed periodically to block captains) be improved to provide interesting, up-to-date and relevant information?

Issue: How can the police more efficiently distribute relevant crime information to Neighborhood Watch members?

Issue: Should the police hold area and/or Neighborhood Watch group meetings more frequently to improve communications?

Issue: Should area commands (stations) produce a monthly publication for distribution to the Neighborhood Watch membership?

Issue: How can we improve our communications between the Neighborhood Watch groups and the police?

Issue: Should a monthly newsletter be created using volunteers as staff?

Issue: Should a Neighborhood Watch program manual be developed for use by communications/dispatch personnel?

Issue: Should future planning efforts for Neighborhood Watch include members of Neighborhood Watch? Should future planning information be provided to the entire Neighborhood Watch organization?

- Issue: Should there be more frequent mailings regarding crime series or community information? Who should initiate the mailings?
- Issue: Should the Neighborhood Watch program use the media more efficiently? Should there be greater efforts for the program to promote itself?
- Issue: Are we presently using the 24-hour message machines efficiently? Are there better methods available to receive information from the program membership?
- Issue: Should we test our call-back system on a regular basis? By what standard should we measure the call-back system success?
- Issue: Is it feasible to develop a computer based informational system that would enable Neighborhood Watch members access to up-to-date crime information controlled by the Department?
- Issue: Should we establish a telephone networking system using community volunteers?

TRAINING

- Issue: Should we identify the needs of the Neighborhood Watch program as perceived by the program members themselves? If so, how should we do this needs assessment?
- Issue: Should a check-off list for Neighborhood Watch members be developed to ensure they are aware of the specifics of the program?
- Issue: What are the goals and objectives of the Neighborhood Watch program? Can we provide a form of training to enhance the likelihood of achieving these objectives?
- Issue: How can we better define the patrol officer's relationship to Neighborhood Watch groups?

- Issue: How can we train the Neighborhood Watch members regarding what to expect when they call the police? What are the specific expectations of the dispatch personnel?
- Issue: Should Communication Division personnel be trained in the Neighborhood Watch function?
- Issue: Should there be a Police Academy class on the Neighborhood Watch program?
- Issue: Should Departmental films be converted to video cassette formats for home use within the Neighborhood Watch organization?
- Issue: Should a speakers' bureau be developed and maintained for Neighborhood Watch topics?
- Issue: Can local television stations provide time for Neighborhood Watch training?
- Issue: Is the present Operations Manual adequate or should it be updated, revised or rewritten as it related to training?
- Issue: Should volunteers be recruited to use as a training resource for Neighborhood Watch groups? What would their duties include?
- Issue: Should we identify the availability of untapped resources within the Neighborhood Watch organization?

POLICY

- Issue: Should beat officers be offered overtime as an incentive to become more active with Neighborhood Watch?
- Issue: How should staff personnel designated as Neighborhood Watch support be assigned?

Issue: Should we use community resources as an adjunct to Departmental resources?

Issue: Should we actively promote Neighborhood Watch throughout the Department? Should active participation become an expectation that will be subject to comment in a personnel evaluation?

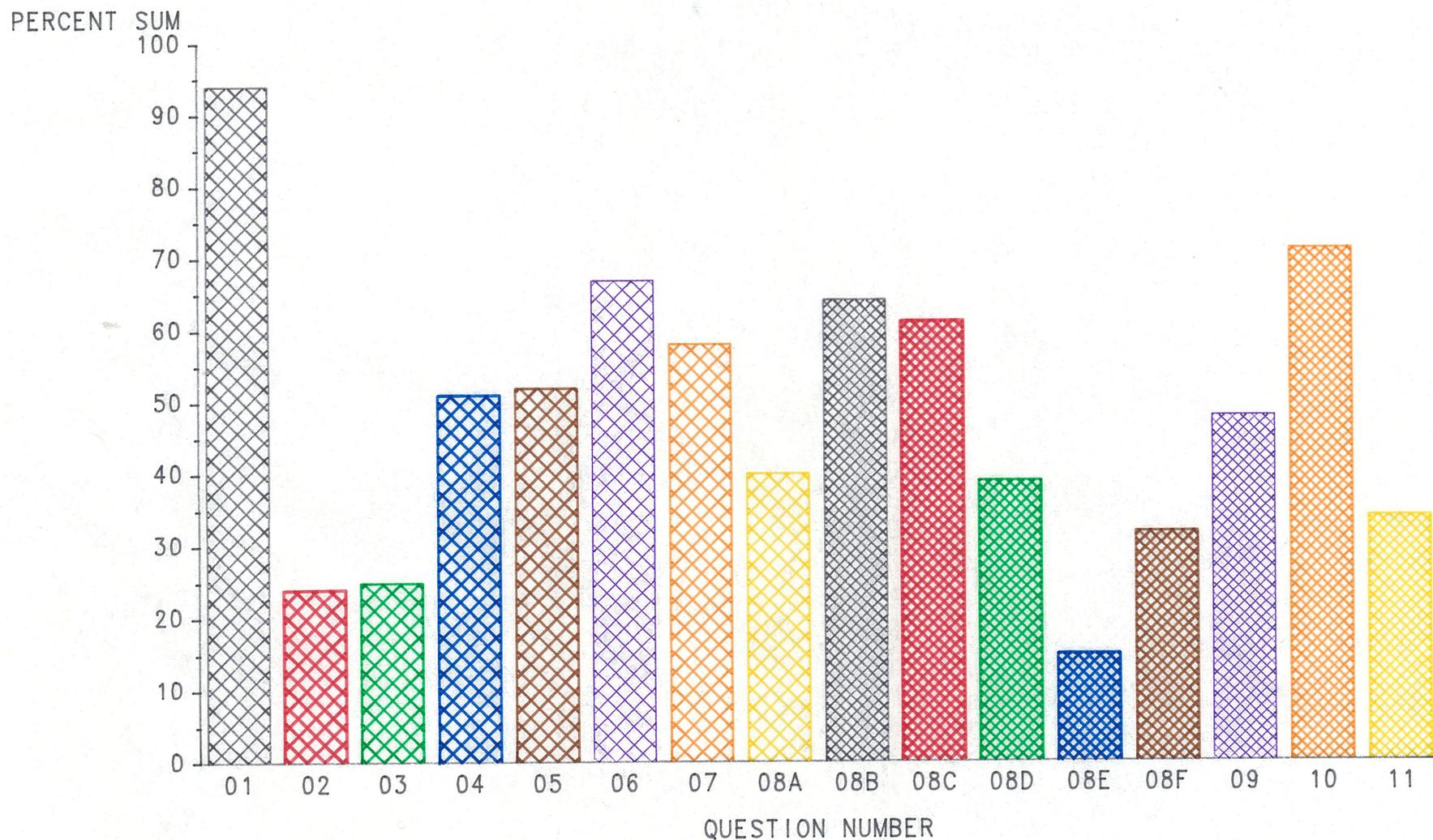
It should be readily apparent that conductin this type of workshop raises more questions than answers. The process does, however, present the opportunity to critically evaluate current the Neighborhood Watch program. The answers to these issues, and others, will certainly influence the future direction of the Neighborhood Watch program. An understanding of the historical development of Neighborhood Watch coupled with a critical analysis of current practices should present further opportunities to explore more non-traditional program practices.

The development of an "action plan", as initiated by the San Diego workshop on Neighborhood Watch, is only the start of an extensive planning process. A task force has been subsequently formed to develop specific recommendations for each identified issue.

The issues identified within each jurisdiction of the State may be different depending on philosophy, current program practices, community demographics and tradition. Future planning for Neighborhood Watch programs must be done at the local level and should certainly consider the potential working relationships between the police and the community. Is

it possible for the police and the community to develop an effective partnership to combat crime through the Neighborhood Watch organizations of the state? Can an effective communications network be established? The future is what we decide it should be.

ORGANIZATION AND MANAGEMENT

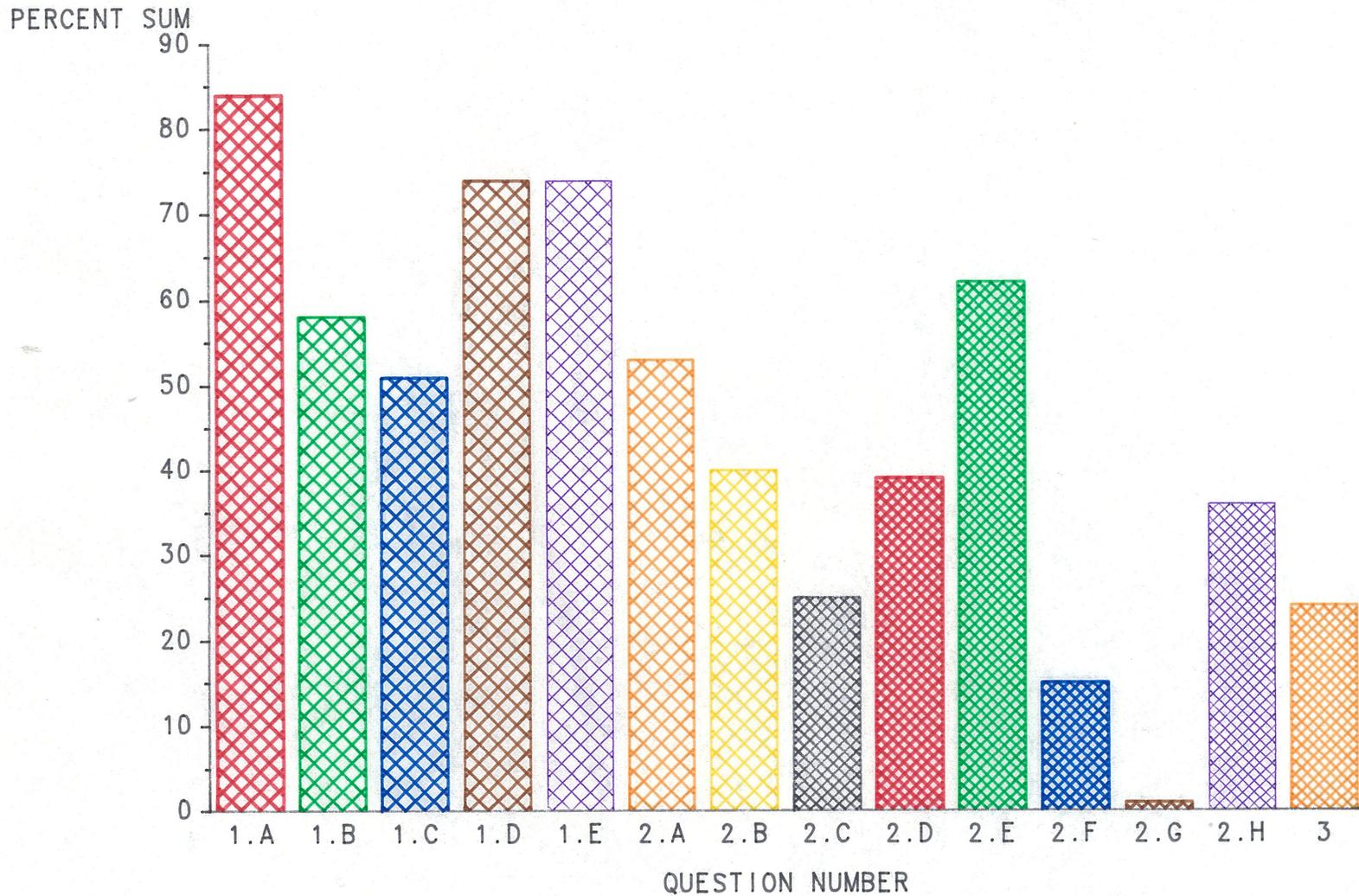


RESPONSES OF 4 OR 5 ARE COUNTED AS AFFIRMATIVE

ORGANIZATION AND MANAGEMENT

1. There is one specific unit or individual within my department which has primary responsibility for the Neighborhood Watch programs.
2. Citizen volunteers work directly with police personnel, at a police facility, in the organization and management of the program.
3. Operational field units are actively involved in the program.
4. Organizing efforts are focused more among permanent residents than among more transient rental populations.
5. Special efforts are directed toward the unique needs of such groups as the elderly, handicapped, youth, multiple unit occupancies, etc.
6. My department takes an active role in maintaining group interest and activity.
7. Maintaining interest and enthusiasm among group members is a problem.
8. Methods used by my department to create and maintain group interest and activity include:
 - a. Organizing group meetings on a regular basis, other than the initial start-up meeting(s).
 - b. Providing speakers on topics of interest to members.
 - c. Special projects such as Operation I.D., child fingerprinting, etc.
 - d. Regular personal or telephone contact with group leaders and/or members.
 - e. Organizing or sponsoring special events, such as picnics or parties, for members.
 - f. A formalized procedure for recognizing and rewarding group or individual participation.
9. Our groups tend to maintain a good level of interest and activity over the first year after start-up.
10. Formalized records of membership are maintained by my department.
11. Program records are computerized.

COMMUNICATION INFORMATION



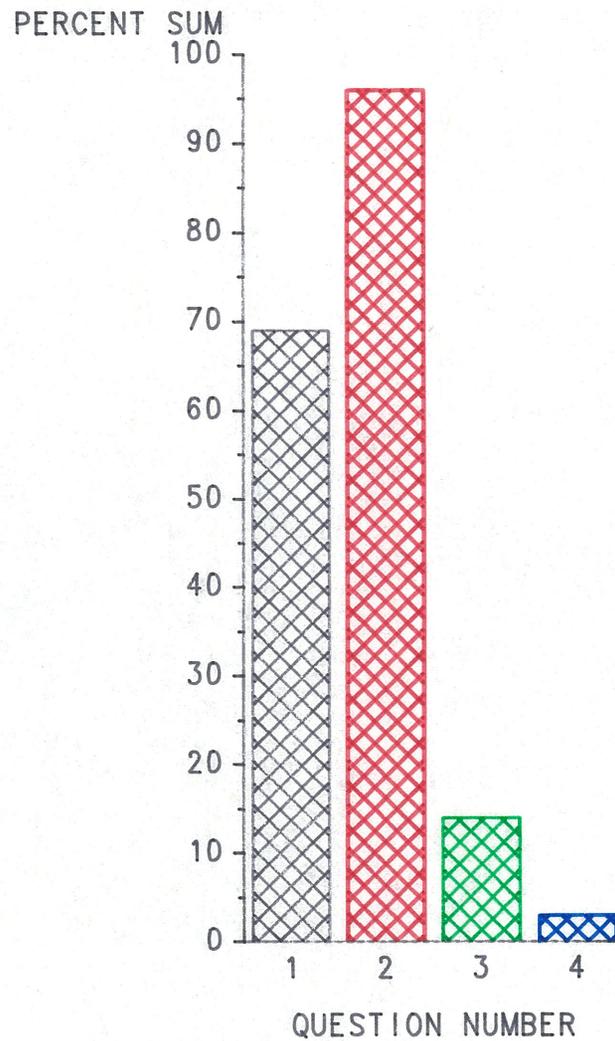
RESPONSES OF 4 OR 5 ARE COUNTED AS AFFIRMATIVE

COMMUNICATION

1. Information is normally provided to members/groups concerning the following:
 - a. Specific Crimes in their Neighborhood
 - b. Specific Suspects (description, m.o., etc.)
 - c. Specific Suspect or Stolen Vehicles
 - d. Neighborhood Crime Trends/Patterns
 - e. General Area Crime Patterns/Statistics

2. Crime information is normally provided to members/groups in the following manner:
 - a. Personal Visit by Law Enforcement Personnel
 - b. Telephone Contact
 - c. Regular Mailings from a Specific Department Unit Responsible for Data Collection and Dissemination (e.g., Crime Analysis Unit)
 - d. Special Mailings Concerning Specific Crimes or Trends
 - e. Regular Neighborhood Watch/Community Alert Newsletters, Bulletins, etc.
 - f. Computers
 - g. Citizen Band Radio
 - h. Media (Newspaper, Television, Radio, etc.)

CRIME REPORT AND DISPATCH

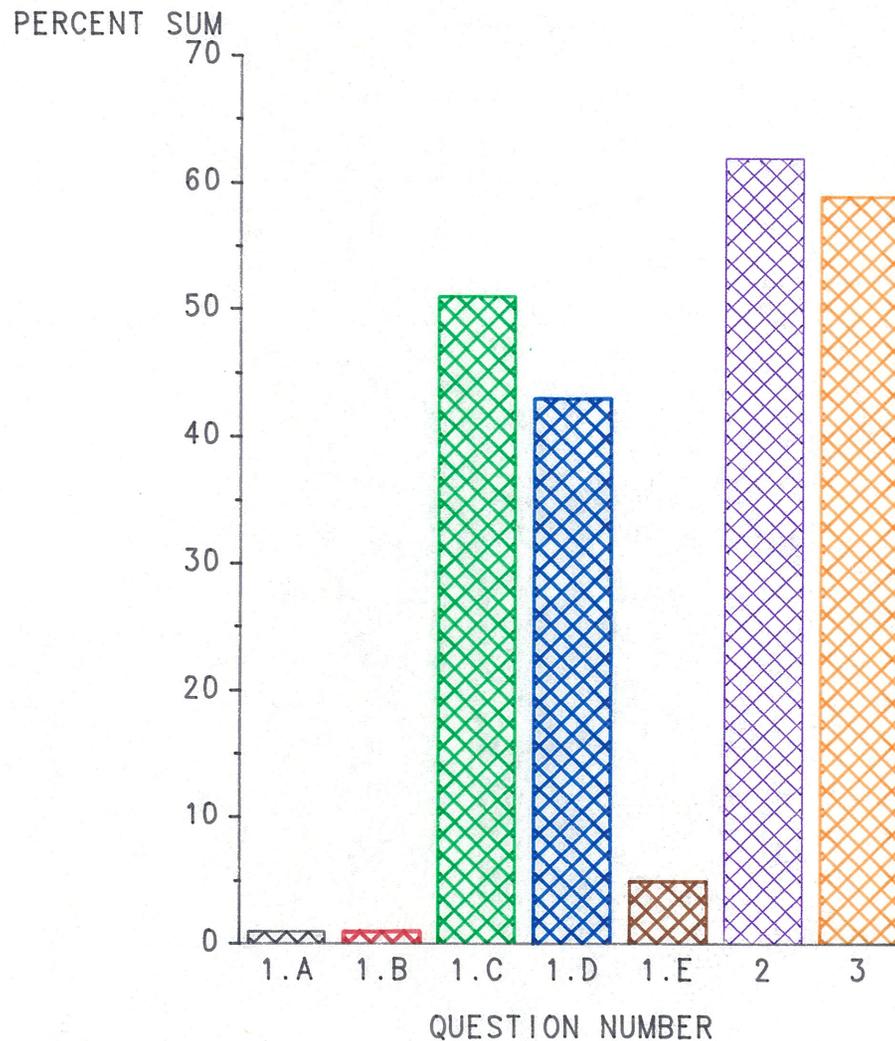


RESPONSES OF 4 OR 5 ARE COUNTED AS AFFIRMATIVE

CRIME REPORTS AND DISPATCH

1. With educated and involved NW members, there will normally be a considerable increase in requests for police services.
2. Members are encouraged to report all "suspicious activity" they observe.
3. A patrol unit is more likely to be dispatched in response to a "suspicious activity" report by an identified NW member than to an identical report by a non-member.
4. Our dispatchers and/or patrol units attempt to ensure a more rapid response to a crime report by an identified member than by a non-member.

ROLES AND EXPECTATIONS



RESPONSES OF 4 OR 5 ARE COUNTED AS AFFIRMATIVE

ROLES AND EXPECTATIONS

1. My department utilizes Neighborhood Watch members in the following proactive ways:
 - a. Citizen Foot Patrols
 - b. Citizen Vehicle Patrols
 - c. Watching for Specific Crimes, Events, etc.
 - d. Watching for Specific Suspects, Vehicles, etc.
 - e. Citizen Escorts for Elderly, Handicapped, etc.
2. It would be beneficial if the traditional, somewhat passive role of Neighborhood Watch organizations was expanded to a more proactive role.
3. Neighborhood Watch members/groups could effectively contribute in such areas as community planning.

In November 1986, an extensive questionnaire was distributed to 99 municipal police and county sheriff's agencies. The primary focus was to determine current and future anticipated practices associated with the Neighborhood Watch concepts of crime prevention. The participating agencies were selected on the basis of their serving communities with populations above 50,000.

A total of 82 questionnaires were completed and returned in sufficient time to be included in this analysis. Each of the quantifiable questions was evaluated in two ways. First, each question was evaluated on a scale of 1 to 5 with number 1 representing a statement that is completely untrue or incorrect and number 5 representing a statement that is completely true and correct. Secondly, each question was further evaluated with reference to the size of the agency responding. Responses were compiled on the basis of those agencies with sworn personnel under 100, 100-300, 300-500, and those over 500. This analysis was undertaken to determine if there were significant differences noted in the responses that could be attributed to the relative size of the agency.

The narrative questions, and those that were not quantifiable, were evaluated in subjective terms to determine if there were any significant trends that would be useful in the consideration of future program planning efforts.

The following information represents my analysis of the information submitted by the participating agencies. For specific quantifiable data, refer to the attached spreadsheet.

NEIGHBORHOOD WATCH SURVEY

GENERAL OBSERVATIONS

There were a total of 83 agencies responding to this survey. Only 82 of the surveys were usable in the final tabulations. From information provided by the responding agencies the following data is suggestive as to the extent of community involvement in the State:

Total populations served	17,173,182
Total Sworn Officers of Responding Agencies	31,059
Total Departmental Budgets	\$2,436,442,562
Total Neighborhood Watch Members	1,518,929
Total Neighborhood Watch Groups	95,637
Average Number of Members per neighborhood Watch Group	15.8
Total Program Budget for Neighborhood Watch	\$7,922,353

The above data does not reflect the Neighborhood Watch program commitment for the entire State of California; this information is simply compiled from the responding 82 agencies. The evidence is clear, however, that Neighborhood Watch is a program that nearly every agency believes is valuable in varying degrees.

While there are many definitions of Neighborhood Watch, reporting agencies claim to actively involve approximately ten percent of the total State population. It is evident that, even considering low-end estimates, Neighborhood Watch concepts influence the lives of a significant portion of our populations.

Neighborhood Watch, in its many forms throughout the state, is a relatively new concept. Most programs are less than ten years old with many agencies indicating start up dates after 1982. The oldest programs indicate start up dates of 1972.

I. ORGANIZATION AND MANAGEMENT

1. Statement: There is one specific unit or individual within my department which has primary responsibility for the Neighborhood Watch program.

Comment: 94% of the agencies indicated this was a true statement.

2. Statement: Citizen volunteers work directly with police personnel, at a police facility, in the organization and management of the program.

Comment: 58% indicated they do not have citizen volunteers working directly with police personnel at the police facility. There is only a slight indication that smaller departments tend to consider utilizing the volunteers.

3. Statement: Operational field units are actively involved in the program.

Comment: 38% opted to take a somewhat neutral position. 37% indicated their field units were not actively involved while 25% indicated their units were involved.

4. Statement: Organizing efforts are focused more among permanent residents than among more transient rental populations.

Comment: 51% agreed with this statement with another 29% in the neutral area. These responses were fairly consistent regardless of agency size. I believe these responses are a reflection of frustrated attempts to organize more transient populations. This may also reflect a level of difficulty maintaining a program once one is started in an area with highly mobile residents. The literature suggests that these areas may be the most in need, yet the least organized.

5. Statement: Special efforts are directed toward the unique needs of such groups as the elderly, handicapped, youth, multiple unit occupancies, etc.

Comment: The majority of the agencies indicated some form of special programming. There were also a significant number of responses in the neutral area particularly among the smaller agencies. This may be a consideration of budget constraints and/or available personnel.

6. Statement: My department takes an active role in maintaining group interest and activity.

Comment: A total of 67% indicated a positive response. It is evi-

dent that program maintainance received the attention of most respondents.

7. Statement: Maintaining interest and enthusiasm among group members is a problem.

Comment: While 67% indicated they take an active role in maintaining group interest and activity, 58%, with an additional 35% in the neutral area, indicated that this was a problem for them. The smaller agencies were even more emphatic that this was a problem.

8. Statement: Methods used by my department to create and maintain group interest and activity include:

- a. organizing group meetings on a regular basis, other than the initial start-up meeting(s).

Comment: The responses were fairly evenly distributed; 40% indicated yes while 39% indicated a negative response with the remainder neutral.

- b. providing speakers on topics of interest to members.

Comment: The majority of responding agencies indicated a favorable response to this issue.

- c. special projects such as Operation I.D., child fingerprinting, etc.

Comment: The responses were basically favorable.

- d. regular personal or telephone contact with group leaders and/or members.

Comment: 39% indicated they participate in this type of

follow-up. Overall there were 32% in the neutral area with that percentage slightly increasing in the 300-500 size agency (it should be noted the sample number in this group is small).

- e. organizing or sponsoring special events, such as picnics or parties, for members.

Comment: The tendency is clearly for the agencies not to participate in these types of events. There were 66% with a negative response and an additional 20% neutral.

- f. a formalized procedure for recognizing and rewarding group or individual participation.

Comment: There were 32% that indicated they do have a procedure. There were 52% that did not.

9. Statement: Our groups tend to maintain a good level of interest and activity over the first year after start-up.

Comment: Most agencies believe the first year level of interest in not a major problem. There were 48% favorable responses with an additional 35% somewhat neutral. Only 17% indicated a problem.

10. Statement: Formalized records of membership are maintained by my department.

Comment: Overall, 71% indicated the maintenance of formalized membership records.

11. Statement: Program records are computerized.

Comment: Overall, 59% of the agencies indicated their records were not computerized. This percentage increases significantly among

the smaller departments. Again, this may be an indication of limited budgets. Also, computerization would not be necessary when dealing with relatively small numbers within the organization. The issue of computerized records becomes more important if a policy determination is made to rapidly access the Neighborhood Watch membership for proactive purposes.

12. Question: How is the initial contact leading to group start-up made?

Responses: The following are representative responses to this question:

- Citizen contacts the department (about 50% of responses).
- Police or representatives (Explorers, Reserves, CSO's, etc.) make general in-person contacts.
- Police contact crime victims.
- Media advertising; Public Service Announcements.
- Community presentations, Crime Prevention Fairs, etc.
- Police initiated contacts based on area crime trends, series, etc.
- General mailings initiated by the police.
- Enclosures in utility bills.
- Real Estate personnel are requested to spread the word.
- Boy Scouts earn a badge by promoting Neighborhood Watch.
- Handouts are given to children through the school.
- Brochures are made available at public buildings.
- New residents in the City are personally contacted.
- Police contact "key" community leaders and have them encourage participation.

13. Question: By what standards or measurements do you assess program success and effectiveness?

Responses: The following were typical responses received:

- Crime statistics (approximately 40%)
- No measurements of effectiveness for the program.
(There were a significant number of responses that indicated there were no standards or measurements of program success; approximately 20%.)
- Numbers of citizens involved in the program and their level of participation.
- Number of citizens attending regular meetings.
- Number of citizens attending special presentations (to schools, churches, clubs, etc.).
- Feedback from Neighborhood Watch members.
- Number of meetings held or requested by groups.
- Number of new groups formed.
- Group longevity.
- Number of new members.
- Suspects apprehended as a direct result of membership participation/information.
- Guidelines are established in the budget document.
- Number of Neighborhood Watch signs requested/posted.
- Survey administered to Neighborhood Watch membership.
- Improved citizen/police communications.
- Improved home security and crime prevention measures.

14. Statement: Please diagram or describe how your citizen Neighborhood

Watch membership (not your department) is structured. Include member titles such as Area Coordinator, Block Captain, etc:

Responses: While there were a variety of titles used and several different organizational configurations, almost all agencies indicated a hierarchy of Neighborhood Watch members reporting to Block Captains who ultimately reported to the unit of the police agency charged with the responsibility of program administration.

II. MEMBER TRAINING

1. Statement: Please describe any special training which is available to Neighborhood Watch citizen leaders such as Area Coordinators, Block Captains, etc:

Responses: While a significant number of agencies reported they do not have any special training available, the following are representative responses from agencies that do:

- Regular start-up meeting instruction.
- Special training sessions, meetings, seminars, etc.
- An identified special trainer, coordinator, or Police consultant.
- Written training materials are provided.
- Speakers are provided for regularly scheduled meetings covering a variety of subjects.
- First Aid training.
- Operation Identification training.
- Earthquake/Disaster preparedness training.
- Recruitment instructions.
- Statewide Crime Prevention Program information.

The Area Crime Prevention Unit staff provides training for group leaders and block captains. The training consists of an eight hour orientation program. The citizen leader is trained to conduct crime prevention meetings, conduct residential security surveys and understand basic police terminology.

2. Statement: Please describe any special training which is provided or available to Neighborhood Watch general members:

Responses: Again, about 34% of the responses indicated no training was available or provided. Other responses indicated the following areas:

- Regular start-up meeting instructions.
- Speakers and films on various topics.
- Regular mailings from the police agency to the Neighborhood Watch membership (newsletters, etc.).
- Written handouts.
- Operation Identification.
- First Aid.
- Earthquake/Disaster preparedness.
- Ride alongs with field officers.
- Police tours.
- Block Captains are expected to provide training.
- Crime prevention/home security guidelines.
- Fingerprinting.

III. COMMUNICATION

1. Statement: Information is normally provided to members/groups concerning the following:

a. specific crimes in their neighborhood.

Comment: Responses indicated 84% of the agencies agree with the statement. While the responses were overwhelmingly in support of the statement, this does not address the more specific issues regarding what type of crimes, the frequency and timeliness of notifications, and what methods are utilized. Other questions in the survey will attempt to address those issues.

b. specific suspects (description, M.O., etc.).

Comment: While the tendency is to provide the information, the level of agreement with the statement is less than for providing crime information. In this case, 56% agree with the statement and notably there is a significant increase in the small departments' (under 100) disagreement with the statement. Of the small departments, 41% would not provide this information normally.

c. specific suspect or stolen vehicles.

Comment: While overall 51% agreed with the statement, again, small departments (under 100) indicated a 62% disagreement with the statement.

d. neighborhood crime trends/patterns.

Comment: There was overwhelming agreement with this statement from all agencies (74%) and the small departments, in this category, only disagreed at 21%. Small departments agreed at 66% with providing this information.

e. general area crime patterns/statistics.

Comment: Of the total responses, 74% agreed with providing this information with an additional 15% somewhat neutral. Again, with the small departments (under 100), there exists 21% that would not provide this information. As with previous statements in this category, there would appear to be approximately five (5) small agencies that do not believe in providing any of this type of information to the community.

2. Statement: Crime information is normally provided to members/groups in the following manner:

a. personal visit by law enforcement personnel.

Comment: Of all responses received, 53% agreed with the statement with an additional 15% in the neutral area. This pattern is consistent among all agencies regardless of size.

b. telephone contact.

Comment: Responses to this statement are mixed and may be a reflection of an approach providing crime information. Of all the agencies responding, 40% agreed with the statement along with an additional 31% in the neutral area. Of the large

departments (over 500), 64% agreed with 18% neutral. Of the small departments (under 100), 38% disagreed and an additional 25% were neutral.

- c. regular mailing from a specific department unit responsible for data collection and dissemination (e.g., Crime Analysis Unit).

Comment: Approximately 64% of the agencies do not utilize this process of providing crime information. There were only about 25% of the responding agencies that agreed with the statement.

- d. special mailings concerning specific crimes or trends.

Comment: In this instance, there was about an equal split among those agencies that agree and those that disagree with the statement. About 39% agree, while 41% disagree, and 10% are neutral. The small departments tended to disagree while there was a more favorable response from the larger departments.

- e. regular Neighborhood Watch newsletters, bulletins, etc.

Comment: The majority of the agencies apparently utilize this form of communication. There was a 62% agreement with the statement.

- f. computers.

Comment: Not surprisingly, 78% indicated they did not use computers to transmit crime information.

g. citizen band radio system.

Comment: The overwhelming response was that this method was not utilized (96%) with the exception of one small department.

h. media (newspaper, television, radio, etc.)

Comment: In this instance, there was an almost equal split of those that agreed (36%) and those that disagreed (39%) with 26% remaining neutral.

3. Statement: My department has a formal, structured plan for rapidly notifying Neighborhood Watch members in case of a major crime incident.

Comment: The majority of agencies indicated they did not have a plan for notification (63%).

4. Statement: Describe the plan identified in #3, above.

Responses: While the majority of responders indicated they did not have a formal plan, the following responses were received:

- telephone the Block Captains or Area Coordinator.
- automatic telephone dialer with recorded messages.
- currently working with a local cable television company; attempting to establish a Public Safety Channel.
- System 2000 call computer.
- Computer identifies all Block Captains in the concerned area and prints out notification forms.
- Computer generated contact.
- Information disseminated through Block Captains.

- Flyers distributed by:
Explorers, Senior Citizens, Block Captains.
- Television
- Newspapers
- Sirens warn residents of special radio broadcast.
- Mail notification.

The responses to this issue were generally vague as the questionnaire did not allow sufficient space for more specific information regarding their plans.

5. Statement: Describe any particularly effective, innovative, or state-of-the-art communication method/system you use.

Responses: As with the previous inquiry, over 65% of the agencies indicated they did not have any information to provide in this area. Most of the responses were very similar to those in the previous statment (III-4).

One innovative communication system is the computerized Dialer described the Los Angeles Police Department.

A Computerized Dialer is a telephone linked to a computer which is programmed to dial and transmit crime prevention messages automatically. The objective of the system is to disseminate information quickly and accurately through a structured communication network. The computerized dialer allows the Department to automatically alert citizens about potential crime problems in an efficient and timely manner.

The computerized dialer program is considered an outstanding success. All expectations of a reduced work load have been realized. This program is described as successful because of the following factors.

First, the computerized dialer program is cost-effective, accurate and consistent. The system uses a computer tape containing all telephone numbers of each neighborhood watch group by basic car district. When a neighborhood watch alert becomes necessary, the telephone numbers are automatically fed into the auto-dial unit. A voice tape containing the specific message is placed into the machine. Each telephone number is then automatically called.

When the telephone is answered, the voice tape gives the resident the prerecorded message. Each call is documented on a printout by telephone number, time called and time answered. If the call is not answered, the device calls back as many times as necessary, up to 99. An update is printed every 15 minutes. The device can be programmed to call during specific hours.

An added feature of the unit allows for a question and answer program to be incorporated into the initial call. A voice tape is prepared which can include up to 99 questions or messages. The program is designed to record the responses.

Secondly, the computerized dialer has reduced the Los Angeles Police Department's load by three hours per day. Computed on a

yearly basis this translates into a savings of 97.5 personnel days per year. Additionally this available time has allowed crime prevention personnel to concentrate on other critical projects.

IV. CRIME REPORTS AND DISPATCH

1. Statement: With educated and involved Neighborhood Watch members, there will normally be a considerable increase in requests for police services.

Comment: On this issue, 69% of the agencies believe this to be an accurate statement with an additional 23% neutral.

2. Statement: Members are encouraged to report all "suspicious activity" they observe.

Comment: An overwhelming 96% of the respondents agree with this statement.

3. Statement: A Patrol unit is more likely to be dispatched in response to a "suspicious activity" report by an identified Neighborhood Watch member than to an identical report by a non-member.

Comment: While over 60% of the agencies disagreed with this statement, there were about 15% that did agree, with 27% remaining neutral on this issue.

4. Statement: Our dispatchers and/or patrol units attempt to ensure a more rapid response to a crime reported by an identified Neighborhood Watch member than by a non-member.

Comment: To this issue, there was a significant 74% of the agencies disagreeing with the statement. Further there were 24% remaining neutral. This pattern was consistent for all agencies regardless of size.

5. Statement: What special procedures does Dispatch/Communications have for handling calls/reports by identified members?

Comment: None of the responding agencies indicated that they handle Neighborhood Watch members differently in the dispatch process.

6. Question: When members call to report "suspicious activity" which does not require dispatch of a patrol unit, or to provide information only, what is done with this information?

Responses: Over 50% of the agencies indicated they transmit the information to the appropriate patrol unit or division. Other responses received are as follows:

- information given to the Crime Prevention Unit.
- information "documented" and no other action taken.
- information given to Block Captain or coordinator.
- information given to Crime Analysis.
- information given to the Public Assistance Officer.
- information placed on a daily bulletin.
- nothing is done with the information.
- about 10% of the agencies did not respond to this issue.

V. ROLES AND EXPECTATIONS

1. Statement: My department utilizes Neighborhood Watch members in the following ways:

a. citizen foot patrols.

Comment: There was a 98% disagreement with this statement.

b. citizen vehicle patrols.

Comment: On this issue, there was a 99% disagreement with the use of citizen vehicle patrols.

c. watching for specific crimes, events, etc.

Comment: There were 51% of the agencies that agreed with the statement with an additional 22% remaining neutral.

d. watching for specific suspects, vehicles, etc.

Comment: On this issue, there appears to be a more even split, 43% agreement with 40% disagreement.

e. citizen escorts for elderly, handicapped, etc.

Comment: Overall, 90% indicated disagreement with the statement.

2. Statement: It would be beneficial if the traditional, somewhat passive role of Neighborhood Watch organizations was expanded to a more proactive role.

Comment: Responding agencies indicated the programs should become more proactive; 62% agreement with an additional 26% in the neutral area. There were only 13% indicating disagreement.

3. Statement: Neighborhood Watch members/groups could effectively contribute in such areas as community planning.

Comment: As with the previous statement, there was general agreement with the statement; 59% agreed with 31% neutral.

4. Statement: Please note any particularly innovative or effective ways in which Neighborhood Watch members are utilized in your department and/or community.

Responses: Over 40% of the agencies could not provide any information in this area. The following are representative of the responses received:

- Surveillance of drug activity.
- Earthquake/disaster preparedness.
- Bilingual translators for the department.
- Child fingerprinting clinics.
- Demonstrating against drug trafficking.
- Videotaping clinics.
- Using experienced Block Captains and members to help start new groups.
- Citizen Band Radio Patrols on Halloween and selected special events.
- Neighborhood Watch members work on other crime prevention programs.
- Citizen Band Radio operators used on selected surveillances.
- Providing general assistance to department with special projects.
- Provide staffing for a "telephone alert".
- Writing of a newsletter.
- Used to distribute police newsletter.

- Staff the Crime Prevention Office.
- Organize meetings.
- Provide volunteer staff at community functions sponsored by the department; Crime Prevention Expo, etc.

5. Question: What specifically do you expect groups/members to accomplish?

Responses: The following responses were received:

- Be aware of what is going on in their community.
- Put up Neighborhood Watch signs.
- Report suspicious activity.
- Improve home security measures.
- Create safer neighborhoods.
- Watch out for their neighbors.
- Reduce crime.
- Solicit new members/groups.
- Create perception of risk to criminals.
- Get to know their neighbors.
- Disaster preparedness.
- Protect self and property.
- Improved communications and cooperation with the police.
- Properly mark their property for identification.

6. Statement: Please note any changed or expanded roles which are being planned or considered for the future use of Neighborhood Watch groups/members:

Responses: Approximately 40% of the respondents indicated there were no changes planned. Other comments included the following:

- More frequent and better managed meetings.
- Development of a more formal structure for the organization.
- Development of more educational programs.
- Development of a system of rewards/recognition for Neighborhood Watch members.
- Development of a plan to have Neighborhood Watch members run the Neighborhood Watch program.
- Development of formal training for Neighborhood Watch leadership.
- Have Neighborhood Watch members handle bicycle registrations.
- Become more involved in disaster/earthquake preparedness.
- Have members participate in "court watch" system.
- Consideration of using citizen patrols.
- Develop regional meetings for entire membership and to improve system of networking.
- Use members as role players in victim survival training.
- Issue identification cards to Block Captains.
- Become involved in substance abuse training.
- Members to be available to do general volunteer work at the department.
- Actively participate in community conciliation forums.
- Develop a written contractual agreement which would clearly establish expectations for both the Neighborhood Watch group and the police agency.
- Members to develop mailers, newsletters, etc.
- Develop a senior citizen safety program.

Each agency was requested to provide any information which they felt would help to explain the philosophy, goals, and expectations of their department as they related to Neighborhood Watch activities now and in the future. The following selected responses reflect the widely divergent philosophies within the State of California regarding the Neighborhood Watch program.

The following comments are frequently edited and paraphrased. Additionally, the names of the agencies have been omitted since the intent of this section is simply to share differing opinions regarding Neighborhood Watch programs throughout the State. It is evident, however, from the following statements that although the phrase "Neighborhood Watch" is commonly used by most agencies, the meaning and application of the program significantly differs from area to area. These comments were offered by approximately 30% of the total number of responding agencies.

We want citizens to work with the police department.

We want to be proactive, not reactive. So far, the program has been successful in our city.

Our goal is to maintain our existing Neighborhood Watch groups by continuing to offer presentations on: child safety, personal security, senior citizen awareness, drug abuse awareness, home security and rape prevention. Continuing to generate new groups is a priority. In addition, we are confident that in the near future, we will be adding a series of Fire Prevention presentations to our list. We will be providing these different tapes in an effort to promote and maintain interest and enthusiasm in the overall program.

Our goal quite simply is "to provide information to the public on ways to prevent or reduce their chance of becoming the victim of a crime."

We are in the process of hiring a part-time person to work with our reserves (who put on 80% of our Neighborhood Watch programs). It will be the job of the new Community Service Specialist to add more groups in our target areas and locations of high crime. We will hold monthly meetings with each district Block Captain in that district. We will train individuals (reserves) to be able to put on different types of programs and to promote activities.

Our philosophy is to include as many of the citizens of our community in Neighborhood Watch as possible by educating them on the benefits of banding together in a common assault on crime. We feel that crime is everyone's concern and responsibility and not just the responsibility of the police. We expect a substantial increase in Neighborhood Watch participation in the future years due to increased citizen awareness of crime problems.

During the forthcoming year we expect to implement a "Partnerships Against Crime" program in our city wherein a "contract" is developed between the police department and individual Neighborhood Watch group outlining priorities, resources, responsibilities and commitment. The contract is not a legal contract in the traditional sense but rather is a moral commitment for sharing problems and power. This program will be modeled after one already in existence in Atlanta Georgia and is designed to put both police and citizens in a proactive, cooperative stance.

We intend to establish a separate unit within the department to support programs within the community in the area of Neighborhood Watch, business alert, and will develop a network communication system within the programs to be able to keep them aware of what is going on.

Our goal is to support all Neighborhood Watch groups in the city by whatever means necessary. We feel that when citizens work together in cooperation with the police department, neighborhoods can decrease the criminal element in their community. We expect the Neighborhood Watch program to increase in membership during the next year.

Our goal is to organize every street in our city into a Neighborhood Watch group and to prepare the entire community for disasters. The programs that we offer are very positive public relations tools.

We maintain a rather "low key" operation; keeping with the original concept of Neighborhood Watch - "people helping people". Our goal is to someday have every resident in our county involved in an active Neighborhood Watch program.

Our Neighborhood Watch groups obtain a better understanding of police procedures (response time, calls-for service, etc.) and awareness of crimes in their neighborhoods. They in turn notify the Police Department of suspicious circumstances; instead of not knowing what to do or feeling that "no one will do anything". They establish a personal contact with our CRO and provide valuable information. The

Neighborhood Watch Captains are recognized at an awards banquet for community involvement along with specific Reporting Parties responsible for the apprehension of suspect by the Police Department.

Our goal is to provide a vital link from the department to the community to enhance our citizen's security in their homes, businesses and neighborhoods. This is accomplished through Neighborhood Watch meetings, Business Alert, and a variety of other presentations and demonstrations. The desired result is to enable the community members to become more resistant to becoming a crime victim and to build a positive perception of a safer community. Our ultimate goal is to reduce reported crimes and to build a solid community/law enforcement partnership.

Our Neighborhood Watch program is an incorporated non-profit organization and as such is not run by the Police Department. It has its own Board of Directors and only has liaison support and minimal financial help from this department.

Our current program is now being made possible by a Community Crime Resistance Grant from O.C.J.P. Until September 1, 1986, we did not have a full-time Crime Prevention unit. Due to this, a large number of our programs are still being developed.

We would like to see a State-wide Neighborhood Watch Council or Association with active goals and objectives.

Neighborhood Watch is a large part of our Team Policing concept. Our goal is to continually provide better service to the public and Neighborhood Watch is a big part of this. A non-profit Neighborhood Watch will allow the citizens to have a more active role in the day-to-day operation of our program. Involvement and interest should increase as a result.

Our goals are to always increase our groups and to keep them active. We supply the Neighborhood Watch signs. This is an incentive for the groups to remain active; if they are not active, we remove the signs. Personally, I believe we tend to over emphasize the protection and as a result place too much fear into the citizen. I find many citizens believe they will be a victim of a violent crime versus a crime against property. This is a result of what is presented on television.

Our posture is that citizens, working in conjunction with their local police can effectively reduce their vulnerability to crime. As municipal police departments face an increasing shortage of resources and as calls-for-service increase, proactive police work will diminish. Accordingly, citizens who receive crime prevention instruction will be instrumental in reducing their own risk.

Our program is completely under the direction of civilian volunteers at this time due to budget constraints and lack of sworn personnel to handle.

The idea is to open lines of communication between citizens and law enforcement. We hope to instill the spirit of cooperation. It is also our goal to make citizens aware of crime problems and what we can do to solve them.

Over the course of six (6) operational years, the program has resulted in a 55% reduction in residential burglary rates with one-fifth as many participants being victimized as non-participants. Direct and indirect cost savings to the criminal justice system and to potential victims has proven this program to be an extremely cost-effective method to supplement traditional law enforcement methods.

PREVENTION OF CRIME. Peace in a free society depends on voluntary compliance with the law. The primary responsibility for upholding the law therefore lies not with the police, but with the people. Since crime is a social phenomenon, crime prevention is the concern of every person living in society. Society employs full-time professional police to prevent crime, to deter it, and when that fails, to apprehend those who violate the law.

Crime is a symptom of ills within society which are not the responsibility of the Department to cure. The Department is responsible, however, for interacting with the community to generate mutual understanding so that there may be public support for crime prevention. Community involvement is essential to facilitate a free flow of information between the public and the department to assist in the

identification of problem areas and to inform the public of crime statistics and trends. Additionally, knowledge of the community is necessary so that each Department employee may be instilled with a sense of concern for the crime problems and law enforcement needs in his assigned area of responsibility.

The prevention of crime remains as a basic obligation of society. When it becomes necessary to rely on police action to secure compliance with the law, society has failed in this responsibility.

It is the feeling of the administration of the department that one of the fastest ways to disseminate information to the community is through the Neighborhood Watch program.

Through community awareness we will be able to reduce crime. Through community-police interaction by way of our Neighborhood Watch groups, we will maintain a positive community relations program.

Our program is poorly organized. It will be undergoing major changes in the next six months.

Our Neighborhood Watch program is primarily designed to develop a more effective communication network with the police department and to assist the resident with the recognition of criminal activity, reporting procedures and what to expect from the department. Other programs include personal safety, drug awareness, various other crime prevention programs, video productions for local cable television, newsletters and public speaking engagements.

Lack of personnel has had a direct effect on the lack of progress in a structured program. We are currently able to maintain the requests that come in but are not in a position to stimulate new business.

Our department is basically a grass roots department. We wish to educate our citizenry in helping us to stop crime or assisting us in clearing cases. We want our citizens to feel as part of the police department and to never feel they are bothering us by calling. We attempt to encourage them to call and if the call turns out to be erroneous, we explain it to them and encourage them to call again if they see what they believe is suspicious activity.

Our program is directed at accomplishing two goals: First, having a mechanism which establishes a liaison between the Police Department and the community while creating an active tool for citizen involvement. Second, to establish a mechanism which allows for more direct involvement from the community and provides a resource of volunteer personnel to augment essential police services. In the coming year, the department plans to further its goals by automating many of the facets of its Neighborhood Watch programs and to give them greater access to automated crime analysis information.

Our objective is to make people aware that they can become the "eyes and ears" of the community.

Our program is generating neighborhood crime intelligence for patrolmen and identifying those environmental issues the relate to

Crime Prevention. We act as advocates for our citizens and ask them to call us for help with any problem that requires governmental response. We will work on street, building, or legislative needs as a result of a members request; we then advise them of the outcome. We include police officers in the problem solving. Citizens put their problems directly to the officers; not to management. The officer then responds to them at a later meeting, advising them of their efforts. This entire program is customer service oriented.

At this time, only one person has responsibility for all Crime Prevention services in our City. It is our hope and goal to add at least one more full-time staff member to the Crime Prevention Unit; to facilitate more specialized attention to Neighborhood Watch and other programs.

The goal of our program of Neighborhood Watch is to maintain interest in our present groups. The reduction of crime in our neighborhoods is a crime prevention partnership between citizens and the police department. Increased suspect apprehension due to trained Neighborhood Watch groups is another objective. Our major goal is to have every city block covered with "active" Neighborhood Watch groups. The key to our program is how to keep the groups actively involved.

Our Neighborhood Watch program is fairly new and we have found out that our records of previous Neighborhood Watch groups are inaccurate. Our goals are to organize our Neighborhood Watch groups and to expand our watch areas. We are now beginning to focus on crime prevention

and are in the process of building a larger unit with new, up to date programs.

Our county, in recent years, is experiencing an increase in all types of crime that are now affecting rural counties. Our program is designed to provide the very basic education for citizen involvement in crime prevention techniques. With a small population and mostly rural, each group must be tailored to their needs. Our goal is to have more "eyes and ears" from the citizens because of the probable future reductions in law enforcement personnel through declining budgets.

In our county, all citizens who join the Neighborhood Watch program receive a Home Security Check and at the same time Operation Identification Program is accomplished for them if needed. All of this is done by appointment only by Senior Aides assigned to this department.

This year's budget includes significant increases to implement a Neighborhood Networking approach which will involve a more structured and better supported Neighborhood Watch program. Primary thrust will be in the area of Emergency Preparedness groups, with Crime Prevention a secondary objective. Our crime rate is so low (relatively) that it has been difficult to sustain Neighborhood Watch groups' interest. We expect more sustained success with Emergency Preparedness groups. We use regular citizen volunteers extensively in emergency communications and in delivery of Neighborhood Watch meetings. Our philosophy is to

enhance the sense of "community" with more citizen participation. This requires stepping back from Public Safety's traditional paternalistic attitude and making use of the energy available in the community. Our goal is to have a group of neighborhoods able to sustain themselves for 72 hours after a major earthquake. This goal, if accomplished, would certainly lead to a greater sense of community.

NEIGHBORHOOD WATCH/COMMUNITY ALERT SURVEY RESPONSES

ORGANIZATION MANAGEMENT & QUESTION		ORGANIZATION SIZE									
		UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT	
1.	5	18	75%	35	86%	5	71%	10	91%	68	83%
	4	4	17%	5	13%	0	0	0	0	9	11%
	3	1	4%	0	0	0	0	1	9%	2	2%
	2	1	4%	0	0	0	0	0	0	1	1%
	1	0	0	0	0	2	29%	0	0	2	2%
2.	5	3	13%	8	20%	0	0	1	9%	12	15%
	4	0	0	4	10%	0	0	3	27%	7	9%
	3	3	13%	8	20%	2	29%	2	18%	15	18%
	2	5	22%	4	10%	1	14%	1	9%	11	13%
	1	12	52%	17	41%	4	57%	4	36%	37	45%
3.	5	5	21%	3	7%	1	17%	1	9%	10	12%
	4	2	8%	7	17%	0	0	2	18%	11	13%
	3	5	21%	18	44%	1	17%	7	64%	31	38%
	2	6	25%	6	15%	2	33%	0	0	14	17%
	1	6	25%	7	17%	2	33%	1	9%	16	20%
4.	5	7	29%	8	20%	1	17%	1	9%	17	21%
	4	8	33%	11	27%	3	50%	3	27%	25	30%
	3	5	21%	13	32%	2	33%	4	36%	24	29%

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ORGANIZATION MANAGEMENT & QUESTION	ORGANIZATION SIZE										
	UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT		
2	2	8%	2	5%	0	0	0	0	4	5%	
1	2	8%	7	17%	0	0	3	27%	12	15%	
5.	5	7	37%	13	32%	1	17%	5	31%	26	32%
4	2	11%	10	24%	1	17%	3	19%	16	20%	
3	10	53%	11	27%	3	50%	3	19%	27	33%	
2	0	0	5	12%	1	17%	5	31%	11	13%	
1	0	0	2	5%	0	0	0	0	2	2%	
6.	5	9	38%	19	46%	3	50%	6	55%	37	45%
4	5	21%	7	17%	2	33%	4	36%	18	22%	
3	5	21%	8	20%	1	17%	0	0	14	17%	
2	3	13%	3	7%	0	0	1	9%	7	9%	
1	2	8%	4	10%	0	0	0	0	6	7%	
7.	5	10	42%	11	27%	3	50%	4	36%	28	34%
4	4	17%	10	24%	2	33%	4	36%	20	24%	
3	9	38%	17	41%	0	0	3	27%	29	35%	
2	0	0	2	5%	0	0	0	0	2	2%	
1	1	4%	1	2%	1	17%	0	0	3	4%	
8a.	5	6	25%	11	27%	3	50%	4	36%	24	29%

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ORGANIZATION MANAGEMENT & QUESTION	ORGANIZATION SIZE									
	UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT	
4	1	4%	7	17%	0	0	1	9%	9	11%
3	5	21%	9	22%	0	0	3	27%	17	21%
2	7	29%	6	15%	1	17%	1	9%	15	18%
1	5	21%	8	20%	2	33%	2	18%	17	21%
8b. 5	7	29%	19	61%	3	50%	6	55%	35	43%
4	6	25%	8	26%	0	0	3	27%	17	21%
3	4	17%	7	23%	2	33%	1	9%	14	17%
2	4	17%	3	10%	1	17%	0	0	8	10%
1	3	13%	4	13%	0	0	1	9%	8	10%
8c. 5	8	35%	21	51%	1	14%	7	64%	37	45%
4	3	13%	7	17%	1	14%	2	18%	13	16%
3	6	26%	5	12%	2	29%	2	18%	15	18%
2	3	13%	4	10%	2	29%	0	0	9	11%
1	3	13%	4	10%	1	14%	0	0	8	10%
8d. 5	3	13%	11	27%	1	17%	2	18%	17	21%
4	4	17%	7	17%	1	17%	3	27%	15	18%
3	9	38%	10	24%	3	50%	4	36%	26	32%
2	5	21%	7	17%	1	17%	1	9%	14	17%

ORGANIZATION MANAGEMENT & QUESTION	ORGANIZATION SIZE									
	UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT	
1	3	13%	6	15%	0	0	1	9%	10	12%
8e. 5	0	0	4	10%	2	33%	2	18%	8	10%
4	2	8%	2	5%	0	0	0	0	4	5%
3	2	8%	11	27%	0	0	3	27%	16	20%
2	7	29%	6	15%	1	17%	1	9%	15	18%
1	13	54%	18	44%	3	50%	5	45%	39	48%
8f. 5	1	4%	6	15%	0	0	2	18%	9	11%
4	5	21%	8	20%	2	33%	2	18%	17	21%
3	2	8%	8	20%	1	17%	2	18%	13	16%
2	8	33%	7	17%	1	17%	4	36%	20	24%
1	8	33%	12	29%	2	33%	1	9%	23	28%
9. 5	5	21%	7	18%	1	17%	4	36%	17	21%
4	6	25%	11	28%	1	17%	4	36%	22	27%
3	11	46%	12	3%	4	67%	1	9%	28	35%
2	1	4%	5	13%	0	0	2	18%	8	10%
1	1	4%	5	13%	0	0	0	0	6	7%
10. 5	10	42%	29	71%	3	50%	6	55%	48	59%
4	3	13%	4	10%	1	17%	2	18%	10	12%

ORGANIZATION MANAGEMENT & QUESTION	ORGANIZATION SIZE									
	UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT	
3	4	17%	2	5%	1	17%	2	18%	9	11%
2	2	8%	2	5%	0	0	1	9%	5	6%
1	5	21%	4	10%	1	17%	0	0	10	12%
11. 5	3	13%	15	37%	1	17%	3	27%	22	27%
4	0	0	4	10%	0	0	2	18%	6	7%
3	2	8%	1	2%	0	0	1	9%	4	5%
2	1	4%	0	0	0	0	1	9%	2	2%
1	18	75%	21	51%	5	83%	4	36%	48	59%

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COMMUNICATION INFORMATION & QUESTION		ORGANIZATION SIZE									
		UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT	
1a.	5	13	57%	24	60%	4	57%	6	55%	47	58%
	4	4	17%	11	28%	2	29%	4	36%	21	26%
	3	2	9%	3	8%	0	0	0	0	5	6%
	2	2	9%	1	3%	0	0	1	9%	4	5%
	1	2	9%	1	3%	1	14%	0	0	4	5%
1b.	5	6	27%	17	44%	4	57%	3	27%	30	38%
	4	2	9%	9	23%	1	14%	2	18%	14	18%
	3	5	23%	5	13%	1	14%	4	36%	15	19%
	2	5	23%	4	10%	0	0	2	18%	11	14%
	1	4	18%	4	10%	1	14%	0	0	9	11%
1c.	5	3	14%	13	34%	2	29%	3	27%	21	35%
	4	3	14%	6	16%	2	29%	1	9%	12	16%
	3	2	10%	8	21%	1	14%	4	36%	15	19%
	2	8	38%	4	11%	0	0	3	27%	15	19%
	1	5	24%	7	18%	2	29%	0	0	14	18%
1d.	5	14	58%	19	50%	6	75%	7	64%	46	57%
	4	2	8%	9	24%	1	13%	2	18%	14	17%
	3	3	13%	8	21%	0	0	2	18%	13	16%

COMMUNICATION INFORMATION & QUESTION	ORGANIZATION SIZE									
	UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT	
2	1	4%	0	0	0	0	0	0	1	1%
1	4	17%	2	5%	1	13%	0	0	7	9%
1e. 5	11	46%	20	51%	5	71%	6	55%	42	52%
4	5	21%	9	23%	1	14%	3	27%	18	22%
3	3	13%	7	18%	0	0	2	18%	12	15%
2	0	0	2	5%	0	0	0	0	2	2%
1	5	21%	1	3%	1	14%	0	0	7	9%
2a. 5	11	50%	11	29%	2	29%	3	27%	27	35%
4	1	5%	10	26%	0	0	3	27%	14	18%
3	2	9%	8	21%	0	0	2	18%	12	15%
2	5	23%	4	11%	2	29%	2	18%	13	17%
1	3	14%	5	13%	3	43%	1	9%	12	15%
2b. 5	5	21%	4	10%	2	29%	1	9%	12	15%
4	4	17%	9	23%	1	14%	6	55%	20	25%
3	6	25%	14	36%	3	43%	2	18%	25	31%
2	3	13%	4	10%	0	0	2	18%	9	11%
1	6	25%	8	21%	1	14%	0	0	15	19%
2c. 5	5	18%	9	24%	0	0	1	9%	15	18%

COMMUNICATION
INFORMATION &
QUESTION

ORGANIZATION SIZE

UNDER 100
NUMBER/PERCENT

100 TO 300
NUMBER/PERCENT

300 TO 500
NUMBER/PERCENT

OVER 500
NUMBER/PERCENT

TOTAL
NUMBER/PERCENT

COMMUNICATION INFORMATION & QUESTION	UNDER 100 NUMBER/PERCENT	100 TO 300 NUMBER/PERCENT	300 TO 500 NUMBER/PERCENT	OVER 500 NUMBER/PERCENT	TOTAL NUMBER/PERCENT
4	2 7%	4 11%	0 0	0 0	6 7%
3	4 14%	4 11%	0 0	1 9%	9 11%
2	2 7%	7 18%	0 0	3 27%	12 15%
1	15 54%	14 37%	5 100%	6 55%	40 49%
2d. 5	4 17%	10 25%	3 43%	4 36%	21 26%
4	5 21%	4 10%	0 0	2 18%	11 13%
3	3 13%	5 13%	0 0	0 0	8 10%
2	1 4%	8 20%	0 0	2 18%	11 13%
1	11 46%	13 33%	4 57%	3 27%	31 38%
2e. 5	8 33%	17 44%	5 71%	5 45%	35 43%
4	5 21%	6 15%	1 14%	3 27%	15 19%
3	2 8%	6 15%	0 0	0 0	8 10%
2	0 0	4 10%	0 0	1 9%	5 6%
1	9 38%	6 15%	1 14%	2 18%	18 22%
2f. 5	0 0	5 14%	2 29%	0 0	7 9%
4	1 4%	3 8%	0 0	1 9%	5 6%
3	3 13%	1 3%	1 14%	1 9%	6 8%
2	1 4%	2 5%	0 0	0 0	3 4%

COMMUNICATION
INFORMATION &
QUESTION

ORGANIZATION SIZE

UNDER 100
NUMBER/PERCENT

100 TO 300
NUMBER/PERCENT

300 TO 500
NUMBER/PERCENT

OVER 500
NUMBER/PERCENT

TOTAL
NUMBER/PERCENT

COMMUNICATION INFORMATION & QUESTION		UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT	
1		18	78%	26	70%	4	57%	9	82%	57	73%
2g.	5	1	50%	0	0	0	0	0	0	1	1%
	4	0	0	0	0	0	0	0	0	0	0
	3	0	0	1	3%	0	0	1	9%	2	3%
	2	0	0	3	8%	0	0	0	0	3	4%
	1	1	50%	34	89%	28	100%	10	91%	73	92%
2h.	5	8	33%	3	8%	1	14%	2	18%	14	18%
	4	1	4%	9	24%	1	14%	3	27%	14	18%
	3	4	17%	14	37%	1	14%	2	18%	21	26%
	2	4	17%	5	13%	2	29%	2	18%	13	16%
	1	7	29%	7	18%	2	29%	2	18%	18	23%
3.	5	3	14%	8	21%	1	14%	0	0	12	15%
	4	2	9%	3	8%	1	14%	1	9%	7	9%
	3	1	5%	5	13%	1	14%	3	27%	10	13%
	2	4	18%	5	13%	1	14%	1	9%	11	14%
	1	12	55%	18	46%	3	43%	6	55%	39	49%

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CRIME REPORT AND DISPATCH & QUESTION		ORGANIZATION SIZE									
		UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT	
1.	5	7	29%	10	25%	3	50%	6	55%	26	32%
	4	8	33%	17	43%	0	0	5	45%	30	37%
	3	7	29%	10	25%	2	33%	0	0	19	23%
	2	0	0	2	5%	1	17%	0	0	3	4%
	1	2	8%	1	3%	0	0	0	0	3	4%
2.	5	20	83%	35	85%	5	83%	11	100%	71	87%
	4	1	4%	6	15%	0	0	0	0	7	9%
	3	1	4%	0	0	1	17%	0	0	2	2%
	2	1	4%	0	0	0	0	0	0	1	1%
	1	1	4%	0	0	0	0	0	0	1	1%
3.	5	1	4%	2	5%	0	0	0	0	3	4%
	4	4	17%	3	7%	0	0	1	9%	8	10%
	3	5	21%	11	27%	3	50%	3	27%	22	27%
	2	3	13%	2	5%	1	17%	2	18%	8	10%
	1	11	46%	23	56%	2	33%	5	45%	41	50%
4.	5	0	0	0	0	0	0	0	0	0	0
	4	0	0	2	5%	0	0	0	0	2	3%
	3	5	22%	9	23%	2	25%	3	27%	19	24%

CRIME REPORT AND DISPATCH & QUESTION	ORGANIZATION SIZE										
	UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT		
2	2	9%	7	18%	4	50%	2	18%	13	16%	
1	16	70%	22	55%	2	25%	6	55%	46	58%	
5.	5	0	0	0	0	0	0	0	0	0	
	4	0	0	0	0	0	0	0	0	0	
	3	2	13%	4	14%	0	0	2	25%	8	15%
	2	2	13%	3	11%	0	0	1	13%	6	11%
	1	11	73%	21	75%	4	100%	5	63%	41	75%

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ROLES AND EXPECTATIONS & QUESTION		ORGANIZATION SIZE									
		UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT	
1a.	5	0	0	0	0	0	0	1	10%	1	1%
	4	0	0	0	0	0	0	0	0	0	0
	3	0	0	0	0	0	0	0	0	0	0
	2	2	9%	2	5%	1	14%	0	0	5	6%
	1	21	91%	37	95%	6	86%	9	90%	73	92%
1b.	5	0	0	0	0	0	0	0	0	0	0
	4	1	4%	0	0	0	0	0	0	1	1%
	3	0	0	0	0	0	0	0	0	0	0
	2	1	4%	1	3%	0	0	1	10%	3	4%
	1	21	91%	38	97%	7	100%	9	90%	75	95%
1c.	5	8	33%	16	40%	3	43%	5	45%	32	39%
	4	5	21%	4	10%	0	0	1	9%	10	12%
	3	3	13%	11	28%	1	14%	3	27%	18	22%
	2	3	13%	0	0	1	14%	0	0	4	5%
	1	5	21%	9	23%	2	29%	2	18%	18	22%
1d.	5	6	26%	12	30%	3	43%	4	36%	25	31%
	4	3	13%	7	18%	0	0	0	0	10	12%
	3	2	9%	7	18%	1	14%	4	36%	14	17%

ROLES AND EXPFCTATIONS & QUESTION	ORGANIZATION SIZE									
	UNDER 100 NUMBER/PERCENT		100 TO 300 NUMBER/PERCENT		300 TO 500 NUMBER/PERCENT		OVER 500 NUMBER/PERCENT		TOTAL NUMBER/PERCENT	
2	3	13%	4	10%	0	0	1	9%	8	10%
1	9	39%	10	25%	3	43%	2	18%	24	30%
le. 5	2	9%	0	0	0	0	1	10%	3	4%
4	0	0	0	0	0	0	1	10%	1	1%
3	1	4%	2	5%	0	0	1	10%	4	5%
2	0	0	2	5%	0	0	1	10%	3	4%
1	20	87%	35	90%	7	100%	6	60%	68	86%
2. 5	10	45%	14	35%	1	14%	5	45%	30	38%
4	5	23%	8	20%	3	43%	3	27%	19	24%
3	4	18%	13	33%	1	14%	3	27%	21	26%
2	3	14%	3	8%	1	14%	0	0	7	9%
1	0	0	2	5%	1	14%	0	0	3	4%
3. 5	9	39%	13	33%	2	29%	3	27%	27	33%
4	5	22%	9	23%	2	29%	5	45%	21	26%
3	7	30%	15	38%	0	0	3	27%	25	31%
2	2	9%	3	8%	2	29%	0	0	7	9%
1	0	0	0	0	1	14%	0	0	1	1%

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APPENDIX
NEIGHBORHOOD WATCH/COMMUNITY ALERT PROGRAMS
IN CALIFORNIA
YEAR 2000

October, 1986

SAN DIEGO POLICE DEPARTMENT
NEIGHBORHOOD WATCH/COMMUNITY ALERT SURVEY

Department: _____

Address: _____

Name of Person Completing Survey: _____

Title: _____ Rank: _____ Phone: (____) _____

Total Population Served by Your Department: _____

Total Sworn Personnel on Your Department: _____

Total FY '86-'87 Budget of Your Department: \$ _____

Does your department have a currently active program which is considered Neighborhood Watch/Community Alert, and is designed essentially for private citizens to assist in crime prevention/crime avoidance in their residential neighborhoods? Yes _____ No _____

(IF NO, PLEASE STOP HERE AND RETURN THIS SURVEY.)

The following questions all pertain directly to your Neighborhood Watch/Community Alert Program, hereinafter abbreviated NW. "Member" refers to NW members. "Group" refers to NW groups.

What is your program called?

Neighborhood Watch _____ Community Alert _____ Other _____
(name)

How many members do you have? _____

How many groups do you have? _____

How many residences per group, on average? _____

When did your program start? _____

What amount is budgeted directly for the operation of this program for Fiscal Year '86-'87? \$ _____

MOST OF THE REMAINING SURVEY INVOLVES STATEMENTS TO WHICH YOU ARE ASKED TO PROVIDE NUMERICAL RESPONSES. THERE ARE ALSO A FEW FILL-IN QUESTIONS AT THE END OF EACH MAJOR SURVEY SECTION. PLEASE BASE YOUR RESPONSES ON YOUR KNOWLEDGE OF YOUR DEPARTMENT'S POLICIES, PROCEDURES, AND PRACTICES AS THEY RELATE TO THE ORGANIZATION, OPERATION, AND ACTIVITIES OF YOUR NEIGHBORHOOD WATCH/COMMUNITY ALERT PROGRAM. PLEASE FEEL FREE TO CONSULT WITH OTHERS AS YOU COMPLETE THE SURVEY.

FOR STATEMENTS WHICH REQUIRE A NUMERICAL RESPONSE, PLEASE INDICATE WHAT YOU BELIEVE TO BE THE MOST APPROPRIATE NUMBER, BASED ON THE FOLLOWING GUIDE:

Statement is		Statement is		Statement is
Completely		About Equally		Completely
Untrue or		Correct/Incorrect		True and
Incorrect				Correct
1	2	3	4	5

I. ORGANIZATION AND MANAGEMENT

1. There is one specific unit or individual within my department which has primary responsibility for the NW program _____
2. Citizen volunteers work directly with police personnel, at a police facility, in the organization and management of the program _____
3. Operational field units are actively involved in the program. _____
4. Organizing efforts are focused more among permanent residents than among more transient rental populations. . . _____
5. Special efforts are directed toward the unique needs of such groups as the elderly, handicapped, youth, multiple unit occupancies, etc. _____
6. My department takes an active role in maintaining group interest and activity _____
7. Maintaining interest and enthusiasm among group members is a problem. _____

Statement is
Completely
Untrue or
Incorrect

Statement is
About Equally
Correct/Incorrect

Statement is
Completely
True and
Correct

1 _____ 2 _____ 3 _____ 4 _____ 5

- 8. Methods used by my department to create and maintain group interest and activity include:
 - a. organizing group meetings on a regular basis, other than the initial start-up meeting(s). _____
 - b. providing speakers on topics of interest to members _____
 - c. special projects such as Operation I.D. child fingerprinting, etc _____
 - d. regular personal or telephone contact with group leaders and/or members. _____
 - e. organizing or sponsoring special events, such as picnics or parties, for members _____
 - f. a formalized procedure for recognizing and rewarding group or individual participation _____
- 9. Our groups tend to maintain a good level of interest and activity over the first year after start-up _____
- 10. Formalized records of membership are maintained by my department. _____
- 11. Program records are computerized. _____
- 12. How is the initial contact leading to group start-up made? _____

- 13. By what standards or measurements do you assess program success and effectiveness? _____

Statement is Completely Untrue or Incorrect		Statement is About Equally Correct/Incorrect		Statement is Completely True and Correct
1 _____	2 _____	3 _____	4 _____	5 _____

14. Please diagram or describe how your citizen NW membership (not your department) is structured. Include member titles such as Area Coordinator, Block Captain, etc:

II. MEMBER TRAINING

1. Please describe any special training which is provided or available to NW citizen leaders such as Area Coordinators, Block Captains, etc: _____

2. Please describe any special training which is provided or available to NW general members: _____

III. COMMUNICATION

1. Information is normally provided to members/groups concerning the following:
 - a. specific crimes in their neighborhood _____
 - b. specific suspects (description, m.o., etc.) _____
 - c. specific suspect or stolen vehicles _____
 - d. neighborhood crime tends/patterns _____
 - e. general area crime patterns/statistics. _____

Statement is Completely Untrue or Incorrect	Statement is About Equally Correct/Incorrect	Statement is Completely True and Correct
1 _____	2 _____	3 _____
4 _____	5 _____	

2. Crime information is normally provided to members/groups in the following manner:

- a. personal visit by law enforcement personnel _____
- b. telephone contact _____
- c. regular mailings from a specific department unit responsible for data collection and dissemination (e.g., Crime Analysis unit) _____
- d. special mailings concerning specific crimes or trends. _____
- e. regular Neighborhood Watch/Community Alert newsletters, bulletins, etc. _____
- f. computers _____
- g. citizen band radio. _____
- h. media (newspaper, television, radio, etc.). _____

3. My department has a formal, structured plan for rapidly notifying members in case of a major crime incident. _____

4. Describe the plan identified in #3, above: _____

5. Describe any particularly effective, innovative, or state-of-the-art communication method/system you use: _____

IV. CRIME REPORTS AND DISPATCH

1. With educated and involved NW members, there will normally be a considerable increase in requests for police services _____

Statement is
Completely
Untrue or
Incorrect
1

2

Statement is
About Equally
Correct/Incorrect
3

4

Statement is
Completely
True and
Correct
5

- 2. Members are encouraged to report all "suspicious activity" they observe. _____
- 3. A patrol unit is more likely to be dispatched in response to a "suspicious activity" report by an identified NW member than to an identical report by a non-member _____
- 4. Our dispatchers and/or patrol units attempt to ensure a more rapid response to a crime report by an identified member than by a non-member _____
- 5. What special procedures does Dispatch/Communications have for handling calls/reports by identified members? _____
- 6. When members call to report "suspicious activity" which does not require dispatch of a patrol unit, or to provide information only, what is done with this information? _____

V. ROLES AND EXPECTATIONS

- 1. My department utilizes Neighborhood Watch members in the following proactive ways:
 - a. citizen foot patrols. _____
 - b. citizen vehicle patrols _____
 - c. watching for specific crimes, events, etc.. _____
 - d. watching for specific suspects, vehicles, etc.. _____
 - e. citizen escorts for elderly, handicapped, etc.. _____
- 2. It would be beneficial if the traditional, somewhat passive role of Neighborhood Watch organizations was expanded to a more proactive role. _____
- 3. Neighborhood Watch members/groups could effectively contribute in such areas as community planning. _____

Statement is
Completely
Untrue or
Incorrect
1

2

Statement is
About Equally
Correct/Incorrect
3

4

Statement is
Completely
True and
Correct
5

4. Please note any particularly innovative or effective ways in which NW members are utilized in your department and/or community: _____

5. What specifically do you expect groups/members to accomplish?

6. Please note any changed or expanded roles which are being planned or considered for the future use of Neighborhood Watch groups/members: _____

PLEASE USE THE REMAINDER OF THIS PAGE TO PROVIDE ANY INFORMATION WHICH YOU FEEL WILL HELP EXPLAIN THE PHILOSOPHY, GOALS, AND EXPECTATIONS OF YOUR DEPARTMENT AS THEY RELATE TO NEIGHBORHOOD WATCH/COMMUNITY ALERT ACTIVITIES NOW AND IN THE FUTURE: _____

Thank you for your cooperation. Please return your completed survey by November 20, 1986, to:

San Diego Police Department
801 W. Martin Luther King Way
San Diego, CA 92101

Attention: Donna J. Warlick
Special Operations Analyst
Mail Station 721A