THE UNIVERSITY OF MANITOBA

ARE POLICE DIRECTED CRIME PREVENTION PROGRAMS
EFFECTIVE? AN EVALUATIVE STUDY OF THE UNIVERSITY OF
MANITOBA CAMPUS POLICE'S CRIME PREVENTION PROGRAMS.

by

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ARE POLICE DIRECTED CRIME PREVENTION PROGRAMS EFFECTIVE?
AN EVALUATIVE STUDY OF THE UNIVERSITY OF MANITOBA
CAMPUS POLICE'S CRIME PREVENTION PROGRAMS

BY

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GENERAL BACKGROUND AND RESEARCH PROBLEM

Introduction

The University of Manitoba Police Department (Campus Police), is responsible for protecting life and property on the campus. These responsibilities include crime prevention measures directed towards the University of Manitoba community.

This thesis will evaluate the effectiveness of the Campus Police's crime prevention strategies/programs. The goals of the Campus Police's crime prevention strategies/programs are to: (1) decrease crime, (2) decrease fear of crime, and (3) increase communication and improve relations between the police and the community. The evaluation will measure the extent to which these goals have been met.

Campus Police Crime Prevention Programs

The three crime prevention strategies to be evaluated are, (1) Community-based policing, (2) safewalk/student patrol (safewalk), and (3) code blue/panic buttons (emergency buttons).

Community-based Policing

The Campus Police believe community-based policing is a strategy that encourages the police to administer and disseminate safety and crime prevention information to the university community. This strategy makes the

police more accessible to the public by assigning a constable to a prescribed area and by opening a community police office.

The Campus Police's community-based policing strategy has two components. The first is the community police officer; this constable has two volunteer coordinators who are responsible for scheduling 15 police volunteers. These volunteers represent the campus police at safety and crime awareness displays on both the Bannatyne and Fort Garry Campuses. The constable is responsible for facilitating safety and crime prevention seminars and for running the community based policing office. The second part of the strategy involves assigning all patrol constables to specific areas or communities. They are to conduct intensified foot patrols and to get to know the people in their areas, in order to increase communication among staff, students and the police, and to help identify "trouble spots" on campus.

Safewalk

This program involves trained students whose responsibilities range from providing safewalks, patrolling areas at the Campus, and closing and securing buildings, to assisting members of the University of Manitoba Police Department. A bright green 'SafeWalk' jacket identifies each member as a representative of the UM police. The safewalkers, under the supervision of the University of Manitoba Police Department, escort anyone to their car or any other campus destination. The safewalk service is available 24 hours a day, 7 days a week, all year round.

The Campus Police do security checks on each safewalker they hire. The safewalkers' main duties are to patrol the campus in their highly visible uniforms. These students respond to requests by the community for assistance. The Campus Police Station Duty Officer approves or denies those requests. The requests range from gaining access to certain areas, to a safewalk, which is an escort to any location on campus.

The Campus Police have continuous communication with the safewalkers. Safewalkers also report any strange or unusual activities to the Campus Police. This activity expands the "eyes and ears" of the Campus Police to respond to criminal activities. When safewalkers are not on duty, the Campus Police officers carry out their functions in order to provide a service 24 hours a day, seven days a week.

Emergency Buttons

The third strategy involves code blue and panic buttons. The code blue is a highly visible 9 foot high station with a blue strobe light. These poles are strategically located on the campus. The pole provides area lighting and, when activated, projects a flashing blue light to attract attention. The pole provides instant two-way communication with the Campus Police Department. Once activated, a police officer will attend to investigate. The Station Duty Officer at the Campus Police Office is the only person able to reset the light.

The function of panic buttons is similar to the code blue described above. There are two types of panic buttons. The first is bright red buttons distributed throughout various areas on campus. Activation of these buttons signals an alarm to the Station Duty Officer at the Campus Police office. A constable or security person attends and investigates. The second type of emergency buttons is located in elevators and specific areas on campus, which have signs stating that the buttons are emergency buttons that will connect them to the Campus Police. These buttons will provide the individual with instant telephone communication with the Station Duty Officer at the Campus Police office.

This study will not evaluate two other programs offered by the Campus Police. These programs are the Bike patrol, and Campus Crime watch programs. The bike patrol is excluded because of its seasonal nature. The program probably does not have much impact on crime rates, because it operates in the summer when crime rates, calls for assistance, and student and staff populations are lowest.

Campus crime watch has been excluded since there has never been any formal announcement by the executive of the Campus Police to its' officers about the program, or any protocol associated with the program. Considering how vital the officers would be to the success, and operations of the program, it is assumed that the "program" is more promotional than pragmatic.

The three programs to be evaluated are all run continuously, and have been implemented with the participation of shift constables, who are responsible for the daily operations of the Campus Police department.

Objectives

The objectives of this evaluation will be:

1. To determine the effectiveness of the crime prevention strategies in reducing crime and fear of crime, and in improving police community relations.

2. To determine and identify the critical variables and factors contributing to the strategies' success or failure.

3. To assess the relevance of the findings, both for the programs themselves, and for their contribution to our knowledge on crime prevention.

Sociological Relevance

There have been numerous studies and evaluations about community efforts, situational techniques, and police directed patrols in curbing crime. Two important considerations mark the sociological relevance of this evaluation, (1) Do crime prevention programs work? Are they effective in reducing crime or fear of crime? And, are these factors interdependent or independent of each other? (2) How does the community's awareness of crime influence the effectiveness of crime prevention programs? The answers to these questions certainly have relevance for future crime prevention initiatives and the manner in which it is implemented and directed.

Policy Implications

Should the focus of crime prevention programs be to reduce crime, or fear of crime? If one is achieved and the other is not, can those programs still be considered successful? Efforts to reduce crime and fear of crime are a social responsibility. Policy must reflect that fact. Awareness of crime, and the objectives of crime prevention either to reduce crime, fear of crime, or both must seriously be considered by policy makers when government funds are used to fulfill those ends.

Significance Of The Study

On an academic level, the study will add to our knowledge of crime prevention, and the theories of routine activities and situational crime prevention. The results of the evaluation will identify critical factors relevant to the success and failure of those crime prevention strategies. Specifically, the total participation of the police department in proactive crime prevention creates and develops new factors that can be identified as critical to the success or failure of those crime prevention strategies.

On a pragmatic level, the results of the evaluation may be considered by the University of Manitoba and other institutions when implementing or continuing with their crime prevention strategies. The Campus Police have never carried out a formal scientific evaluation of any of their programs to determine if those strategies caused any changes to crime rates. Scientific evaluation should become a component of any program or strategy in reducing crime, or fear of crime.

SECTION II

LITERATURE REVIEW

Routine Activities:

Routine activities theory and situational crime prevention form the theoretical foundation of this research. Routine activity theory was selected since review of UM police's crime prevention strategy found those programs were based upon the routine activities of the community. The UM police crime prevention programs involve the manipulation of the immediate environment to increase the risk of detection as perceived by potential offenders.

The developers of routine activities theory are Marcus Felson and Lawrence Cohen (1979). Their theory was used to explain the increases in crime rate in the United States between 1947-1974. They contend that the changes in the crime rate varied directly with changes in people's routine activities. Specifically, they found a relationship between levels of crime and the dispersion of people's activities away from family and home.

Felson and Cohen's main argument is that structural changes in routine activity patterns can influence crime rates. By affecting the convergence in space and time of the three minimal elements needed for a criminal violation to occur. These are: (1) an offender with both criminal inclinations and the ability to carry out those inclinations, (2) a person or object providing a suitable target for the offender, and (3) the absence of capable guardians

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capable of preventing the violation. The lack of any one of those elements is sufficient to prevent a crime.

Unlike many criminological inquiries, Felson and Cohen do not examine why individuals or groups are inclined criminally. Instead they examine the manner in which space and time of social activities helps people to translate their criminal inclinations into criminal behavior. Their approach is then to focus on how routine activities of people create opportunities for crime to occur.

In studying the causes of crime, most criminologists have concentrated on traditional socio-demographic variables, such as age, sex, race, and socio economic status. However, some researchers have investigated the influence of the physical environment on criminal behavior. The opportunity structure approach to crime considers the situational environment vital in many criminal offenses.

In their examination of routine activities Messner and Blau (1987) illustrated the importance of immediate situational factors in the environment as critical elements affecting opportunity structures in crime scenes. The purpose of their research was to explain the relations between macro-level indicators of leisure activities and rates of serious crime. They hypothesized that indicators of the volume of leisure activities that typically take place within households will be negatively correlated with crime rates. However, indicators of the volume of leisure activities that are conducted away from

households will yield positive associations with crime rates. Messner and Blau measured leisure activities at home and away from home through the variables of television viewing, and the number of sports and entertainment facilities in a particular city. They found non-household activities to be consistently related to crime rates in a positive direction. Location was found to be an important factor affecting these activities. Conversely, the indicator of household leisure activities is associated with crime rates in an inverse direction. Specifically, an increase in activity around the home is associated with lower levels of crime.

James Lynch's (1987) research attempts to provide a more accurate test of activity theory. His research focuses on victimizations in one domain of life activity, that being work. He demonstrates that activities performed as part of the occupational role affect the risk of victimization at work more than the demographic characteristics of workers. His approach divides both victimization and life activities into "domains" that are defined by place and activity. His research is intended to narrow the range of behavior that is explained to that occurring in a particular domain. This will make it possible to collect more extensive and specific information on behaviors and activities that effect victimization in each domain.

Lynch classified the respondent's work environment into four main categories of risk as predicted by routine activities theory. These are, (1) exposure, (2) guardianship, (3) proximity to offenders, and (4) attractiveness. Exposure was measured by a series of questions about whether the

respondents' workplace is open to the public and how many people they interact with in an average week. Lynch's approach to guardianship rests upon his assumption that stable workplaces permit the development of protective measures that reduced risk. He contends that stable work locations allow workers to become familiar with their co-workers and their property. This in turn facilitates surveillance of people and property and encourages solidarity among co-workers that leads to active protection of people and property. Proximity to offenders was measured by questioning the respondents' perception of safety both of their work environment and the surrounding area (neighborhood) in which they worked. Attractiveness was measured by the frequency with which respondents handled money as part of their job.

Lynch's analysis indicated that people's activity at work and the locations of employment to dense pools of offenders are more vital a determinant of victimization than demographic variables. One interesting finding is the effect "proximity to offenders" had on crime and risk of crime. Specifically, respondents who had jobs that exposed them to the public were more likely to be victimized. Also, it was found that people who worked in areas close to potential offenders were at greater risk. In his models Lynch restricted age to people in the labor force, with age ranging from 18 to 45. This restriction of age indicates that routine activities is a more important determinant of risk at work than the sociodemographic characteristics of victims. This supports the basic tenets of activity theory.

Research by Bennett (1991) reveals that crime type is an important dimension affecting criminal behavior, with implications for preventive activities. Bennett's study investigates the effect of structural change on crime rates, while assuming the mediating or intervening effect of routine activities. His study explores the macrostructural elements of routine activities based upon a sample of 52 nations spanning a 25 year period (1960-1984). His findings offer qualified support for the approach and uncover interesting anomalies. The model appears to be crime specific, applying more to property crime than personal crime. Individual variables were found to influence crimes differently. For example, guardianship played no role in explaining personal crime, however it did explain property crime.

Stahura and Sloan's (1988) research evaluated Cohen and Felson's theory of routine activities using 1972 and 1980 crime data for 676 American suburbs. There is one significant change from Stahura and Sloan's study to that of Cohen and Felson as suitable target is replaced by Stahura and Sloan's "criminal opportunities." Macro level variables were used to represent criminal motivation, criminal opportunities, and guardianship. Stahura and Sloan's main contention is that the preconditions of crime, which include the variables of motivated offenders, criminal opportunities, and the absence of guardians, are differentially distributed across suburban areas which explains the changes in crime rates. They contend that affluent suburbs are better able to control changes in the preconditions for crime, enabling those suburbs to deflect certain populations and economic activities which may affect their

crime rates to lower status areas. Therefore their study demonstrates the pivotal role the community plays in determining the amount of crime affecting their community.

The findings of Stahura and Sloan are quite interesting. They found motivation, opportunities, and guardianship to have a direct and indirect additive effect on violent and property crime rates, supporting the routine activities theory of Cohen and Felson. However, a multiplicative effect of the preconditions of crime was also found for property crime rates but not for violent crime rates. In their crime equations, Stahura and Sloan found violent and property crimes having a direct relationship with motivation and guardianship. Motivation influenced violent crimes more while guardianship variables influenced property crimes. The etiologies of violent and property crime are significantly different, as are the causal networks that lead to those crimes.

Situational Crime Prevention:

Situational crime prevention involves measures directed at specific forms of crime that involve the management, design, or manipulation of the immediate environment in which these crimes occur in as systematic and permanent way as possible. This is done to reduce the opportunities for those crimes and increase the risk of detection as perceived by a broad range of potential offenders. (Hough et al. 1980, cited in Graham, 1990)

Situational crime prevention is predicated upon the notion that given the opportunity people are prone to committing offenses. Consequently, practitioners of situational crime prevention have focused on developing shorter term measures to prevent specific offense behavior. These measures can take many forms. But all involve opportunity reduction.

The success of any crime prevention strategy depends upon the extent to which potential offenders perceive situational changes as adversely influencing the ease, risks, and rewards of committing offenses, and whether these perceptions influence their decisions to commit an offense. The goal of situational crime prevention, according to Clarke (1990), is to manipulate potentially criminogenic situations in the interest of prevention.

Within situational theory, there are two main ways of reducing crime; (1) reducing the incentive to offend or (2) increasing the real or perceived threat of apprehension and conviction, by increasing guardianship. Guardianship can be achieved by increasing various forms of surveillance.

Guardianship has been shown to influence the actions of offenders by affecting their perception of risk. Decker (1972) evaluates two schemes implemented to cut the use of slugs in New York City. These comprised the posting of warning labels on meters and the use of meters with a slug rejecter device and a window to show the last coin inserted. Decker concluded that the warning labels had a small temporary effect on slug use, while the redesigned meters achieved an immediate reduction in slug use of between 30

and 80 percent. Decker contends that the immediate risk of being identified as a slug user provided by the redesigned meters provided enough deterrence to potential offenders. This study's main point was that the certainty of apprehension (risk) is a much more effective deterrent than the severity of punishment.

Eck and Spelman's (1992) study of thefts from vehicles in shipyard parking lots, revealed that crime analysis can increase the effectiveness of crime prevention activities implemented to counter those thefts. In this study, police assistance was elicited to find a solution to the wide scale thefts from vehicles in shipyard parking lots. The police department's response to the theft problems involved mostly traditional tactics, interception patrol, plainclothes stakeouts, etc. However these tactics were directed in nontraditional ways, specifically through extensive analysis of police records, the pooling of street information known to individual officers, and through development of a new data source, the offenders themselves. Eck and Spelman conducted time series analysis of 39 months of reported thefts before the intervention and 16 months after. Their results demonstrated that the number of reported thefts was reduced by more than half following the directed patrol tactics. Two interesting elements can be learned from this study. First, crime analysis appears to be critical in directing the patrols of the police. In this study, crime analysis revealed that the type of crime committed was influenced by the target's attractiveness, and the opportunities presented by the physical environment. This information was critical in influencing the effectiveness of the crime prevention activities of the police.

Second, the movement of officers among shifts, geographical, and unit assignments were found to be disruptive to effective problem solving and crime prevention activities by the police.

Poyner's study (1991) demonstrates the role crime analysis can play in any crime prevention strategy. In his study, Poyner examines the effects of different crime prevention measures on auto crimes in two different parking facilities in England. The two types of auto crime considered were auto thefts and thefts from autos. The crime prevention methods that were implemented were determined through crime analysis of offenders and the types of crimes that were being committed. The two case studies demonstrated that the type of prevention method applied to combat different types of crimes is critical to the success of those measures. Poyner found that crime prevention measures need to be situationally specific to achieve effective preventive results.

Anthony Pate examined the effects of foot patrol by police in preventing crime, in Newark. The goal of this experiment/program was to develop safe neighborhoods through the use of police foot patrols. The assumption made by the program's executive was that "the uniformed walking patrol officers, by being highly visible on the streets, are not only helping to prevent crime and enforce the laws, but at the same time are also helping to restore confidence in citizens and are improving public relations with merchants and residents" (Pate in Rosenbaum 1986).

The experiment contained three experimental conditions. These are "retain", "drop", and "add". The retain condition consisted of areas that had foot patrols for at least five years, and this condition was to continue. The drop condition was an area which foot patrols have existed for at least five years, and was to be eliminated. The add condition was an area that had not had foot patrols for at least five years, and was about to receive it. The design of the study was a hybrid combination of pretest-posttest control group, and a nonequivalent control group.

Eight beats were established, each along a commercial strip approximately eight to sixteen blocks long. These areas were patrolled from 4:00 p.m. to midnight on Monday through to Friday. The results of this experiment indicate that the addition of intensive foot patrol coverage to relatively short (8 - 16 block) commercial and residential strips can have considerable effects on the **perceptions** of residents concerning disorder problems, crime problems, the likelihood of crime, safety, and police service. Such additional patrols appear to have no significant effect on victimization, recorded crime, or the likelihood of reporting a crime. Apparently the use of tactical foot patrol in areas that are not accustomed to it can clearly have positive perceptual effects.

The Flint Michigan project of Trojanowicz (1986) brought into consideration the variable of training required by foot patrol officers. The study's main focus was the effects of foot patrol on crime rate and fear of crime. However, the required skills of those officers and their training were

important factors in the quality and effectiveness of the services offered by those officers. Because foot patrol officers encounter the public more frequently than their motorized colleagues, they require additional skills to make referrals, and to develop interpersonal relations. These skills were found to be lacking in the officers of the Flint Michigan study. Trojanowicz suggested that personnel selection and training should be a vital component of any foot patrol program. Poor selection or inadequate training will deteriorate the program causing the public to lose support for those programs. He recommended that the foot patrol officers will need supplemental training in communication skills, interpersonal skills, crisis intervention skills, and knowledge of community resources and services.

Two important findings mark the success of the Flint Michigan project. First, the foot patrols had a positive affect on citizen perceptions, 68% of citizens felt safer. Second, the program's impact on crime was positive. The total volume of reported crime across all areas was down 8.7% over the span of the project. This occurred at a time when crime rates in the rest of Flint had increased by 10% over the same period.

Van Andel's study of crime relating to public transport in the Netherlands (1989), which implemented "safety, and information control" officers to assist in its attempts to reduce crime, has striking similarities to the safewalk program offered by the Campus Police.

In this program public funds were provided to permit the employment of some 1,200 individuals to serve as "safety, information and control

officers" on the bus, tram and metro systems in three major cities. Together with a new boarding procedure, which meant that bus passengers had to show their tickets to the driver, this led to a substantial decline in fare evasion and some reduction of vandalism. However, the level of insecurity has declined only slightly and such feelings remain common.

The introduction of safety officers improved the image of the public transport system. This demonstrates the importance of the community's perception of the program in marking its effectiveness, if not as a crime reduction tool at least in improving relations with the public.

It was identified through surveys that a large number of employees attributed the decrease in the number of fare-dodgers, to the decrease in the incidence of vandalism, and the improved information on services to the implementation of safety officers. However, tram drivers do not feel that their personal safety had improved. Quite surprisingly, the safety officers felt that their work did not meet their initial expectations for improving safety and reducing crime.

Factors such as levels of crime, levels of fear of crime, and the community's perception of the safety officers are significant in Van Andel's evaluation. These are the same factors that will be used in assessing the effectiveness of the Campus Police's crime prevention strategies.

An important factor that could have affected public perception is the amount of training received by the safety and information officers. They were each provided with 2-3 months of training comprising of a number of courses in criminal law and legal theory, and practical exercises in ticket inspection. The amount of training appears to be a vital factor affecting the professionalism of those individuals. Another variable that appeared to contribute to public perception was the number of safety and information officers placed in public view, which was substantial.

SECTION III
IMPLICATIONS OF LITERATURE REVIEW

The University of Manitoba Campus Police's crime prevention strategies/programs are premised upon the theory of routine activities and the practice of situational crime prevention. This research uses previous research and studies from routine activities and situational crime prevention as guides to determine the variables that will be considered in assessing the effectiveness of those strategies.

The crime prevention strategies offered by the Campus Police are considered within the routine activities perspective, since those strategies are based on and are directed by the perceived routine activities of the campus community. Similarly, routine activities is predicated upon the notion that the probability of a violation occurring at any specific time and place is viewed as a function of the convergence of likely offenders and suitable targets without capable guardians. (Cohen and Felson, 1979). The Campus Police's strategy that involves the emergency buttons program, safewalk program, and community policing (by foot patrols, and community office), are all located so that people's routine activities on campus will facilitate their usage. For example, the code blues and panic buttons are located near parking lots, by residences, and in the tunnel systems all of which are subject to high pedestrian traffic. These strategies tend to increase the level of guardianship in an area. They provide supervision of an area either with

physical or technological presence. Technological devices improve guardianship by providing access to services should they be required.

Situational crime prevention uses measures directed at specific forms of crime which involve the management, design, or manipulation of the immediate environment in which these crimes occur in as systematic and permanent way as possible, so as to reduce the opportunities for these crimes and to increase the risk of detection as perceived by a broad range of potential offenders. (Hough et al. 1980, cited in Graham, 1990) The crime prevention strategies of the Campus Police manipulate the immediate environment to create a deterrent to potential offenders. The strategies are intended to reduce the opportunities for crime by increasing the offenders' risk of detection.

Guardianship

Felson and Cohen (1980) have emphasized the importance of guardianship in the prevention of crimes. Guardianship is meant to be "...any spatio-temporally specific supervision of people or property by other people which may prevent criminal violations from occurring." (Felson and Cohen, 1980: 392) Because there have been numerous advances in both technology and crime prevention this definition should be extended. The extension should include the supervision of people or property by other people, either in physical proximity or through technological innovations. (Clarke, 1992; Poyner, 1991) This change follows an interpretation by Massey et al. (1989), who define guardians as, "capable insofar as they are either physically

present at the target location and/or are predisposed to guard the site should their services be required." (Massey et al. 1989, p.386).   The crime prevention measures that are to be evaluated are based upon the "guardianship" variable of routine activities theory.   The expected relationship between guardianship and crime rate is negative. That is, more guardianship activities should result in lower rates of crime.

The variable of guardianship is considered in two ways, (1) informal guardianship, and (2) formal guardianship.   Informal guardianship is represented by activities that increase the risk of detection, even though those activities are not formally organized or directed to reducing crime. Informal guardianship is generally achieved by factors whose main purpose does not revolve around reducing crime. However, those factors do affect crime rates by increasing the risk of detection, as perceived by potential offenders. For example employment, percentage of the population that is female, and enrollment in school has generally been used in past research to represent informal guardianship. Those variables can decrease a person's likelihood of becoming a victim. The assumption here, is that employment rate, percentage of population female, and enrollment in schools will affect the informal supervision of property through the time spent at home. The home has usually been the researched "target" of crime. Those variables and their respective rates are assumed to have an affect on the offenders perceived risk of detection

Formal guardianship consists of those activities that are organized and directed for the explicit purpose of reducing victimization. Formal guardianship is usually reflected in third party involvement, comprising situational measures that include police, security, and technological advances whose goals are to reduce the probability of a crime occurring. Strategies are implemented to increase the guardianship of an area by increasing the real and perceived risk of detection. Formal guardianship is the type of guardianship offered by the Campus Police in their crime prevention strategies.

The common manner in which guardianship is measured by the routine activity theorist is through informal guardianship. This measure is quite different from the target-hardening tactics of situational crime prevention, which can be classified as formal guardianship. Some activities outside the home can decrease target suitability and increase informal guardianship for some types of crimes. For example the probability of violent crimes against persons at the U of M Campus in the daytime is highly unlikely, since informal guardianship is dramatically increased. The increase is due to the high volume of pedestrian traffic flow of students and staff. Specifically, the physical and human environment at the U of M typically reduces a potential victim's "target suitability".

Importance of "Situational" Factors

The community at the University of Manitoba is the center of work and/or school for the majority of its members. Miethe et al. (1987) have

suggested that the community itself, as a center of work and school, would create a "situation" instrumental in reducing personal crimes, by increasing informal guardianship.

This evaluation is concerned with comparing the crime rates (number of crimes to population) at the U of M, before and after the implementation of the crime prevention programs. The City of Winnipeg's crime rate will be used as a basis of comparison in assessing the effects of the Campus Police's crime prevention strategies on crime.

Logically, one can say that informal guardianship is a function of the situational environment in which it exists. Kennedy and Silverman (1990) have demonstrated the importance of "situation" as a target of crime. In their 1990 study, Kennedy and Silverman revealed that for the elderly the home is as dangerous as a public place with regard to theft-based homicides by strangers. The results caused Kennedy and Silverman to reformulate the routine activities theory to focus attention on the logic of the situational orientation of routine activities. The reformulation focuses on viewing the "situation" as the target of the crime and not the individual. Therefore situational conditions affecting informal guardianship must be made explicit and accounted for in this evaluation. I have identified the following as variables (1) population at the U of M, and (2) population of resident students at the U of M, which will be accounted for and controlled in this evaluation.

Suitable Target and Motivated Offenders (Proximity)

Although the focus of this evaluation is on guardianship, consideration must be allotted to the other variables of routine activities theory, motivated offenders and suitable targets. Motivated offenders and suitable targets will be directed by their association and influence upon the variable of guardianship on crime rates.

Stahura and Sloan (1988) found some interesting results from their study of routine activities and suburban crime. They argued that the preconditions of crime (motivated offenders, suitable targets, and absence of guardians), are differentially distributed across the metropolitan fringe that accounts for changes and differences in crime rate. Therefore, if the variables of motivated offenders and suitable targets can be controlled, the differences in guardianship activities may then be considered as an explanation for significant changes to crime rates.

Stahura and Sloan (1988) found that suburbs with large numbers of industrial and/or commercial establishments have greater opportunities for crime, especially property crimes, simply because there are more targets for potential offenders. At the U of M the factor in measuring the number of suitable targets can be represented by both population and the number of vehicles that have parking passes. These variables will be controlled because of their effect on levels of crime and guardianship. Routine activity theory assumes that the three elements of motivated offenders, suitable targets, and capable guardians influence the possibility of a crime occurring, hence

affecting levels of crime. Therefore if the variable of suitable target is controlled it will isolate more accurately the effects guardianship activities at the U of M have on the levels of crime at the U of M campus.

Routine activities theory has dictated that the variables of guardianship, motivated offenders, and suitable target account for changes in levels of crime. Those variables are interdependent and interact to increase and decrease the probability of a crime occurring. Therefore, evaluation of crime prevention strategies based upon the idea of guardianship cannot ignore the variables of suitable targets and motivated offenders.

Situational Crime Prevention

Situational crime prevention assumes that, given the opportunity most people are prone to committing offenses. A product of that assumption is that most practitioners of situational crime prevention focus on developing short term measures to prevent specific offense behavior. Those measures can take many forms, but they are usually directed to reduce opportunities, or increase guardianship as perceived by potential offenders.

The success of the Campus Police's crime prevention strategies depends upon the extent to which potential offenders perceive situational changes as adversely influencing the ease, risks, and rewards of committing offenses. The goal of situational crime prevention, according to Clarke (1990), is to manipulate potentially criminogenic situations in the interest of prevention.

Within situational theory, there are two main ways of reducing crime. Theses are (1) reducing the incentive to offend and (2) increasing the real or perceived threat of apprehension and conviction, by increasing guardianship. It appears that the methods chosen by the Campus Police in their crime prevention strategies, is the second one. The Campus Police believe that increasing the real or perceived threat of apprehension will result in lower rates of crime. Those measures are usually achieved by increasing various forms of surveillance and apply to most forms of crime.

In my review of situational crime prevention I have isolated three factors that appear to be vital to the success of crime prevention programs. These factors are crime analysis, awareness of crime and crime prevention programs, and the amount of community support and involvement.

Crime Analysis

Many scholars (Clarke (1987), Graham (1990), Skogan (1986)) agree that the starting point for crime prevention is proper crime analysis, followed by the development and implementation of crime prevention strategies. An evaluation should then be conducted to measure the effects of those interventions. Graham (1990) suggests that the police can be more effective if directed patrols were integrated into an overall crime and fear reduction strategy. Crime analysis is an important element of any crime prevention strategy because crime does not occur randomly, but shows distinctive patterns that can give important clues to prevention. Different types of

crimes have been shown to occur in specific places, usually around certain times. In a study of shoplifting, analysis demonstrated that three quarters of all offenses observed by store detectives occurred in three out of forty sections of the store. (Ekblom, 1986; cited in Graham, 1990) The occurrence of crime is systematic and situationally specific. Therefore, it is vital for any crime prevention strategy to include crime analysis as its' starting point.

Awareness of Crime and Crime Prevention

Brantingham (1995) suggest that "awareness" is a critical factor in any crime prevention scheme. This factor's importance was demonstrated in the McGruff campaign (O'Keefe, 1986), where it was found that awareness through limited fear arousal enhanced the persuasive impact of a crime prevention message, which was productive. Publicity of crime prevention strategies is influenced by the perceived salience of crime as an issue in the community. Even if programs are publicized they may not necessarily be effective in notifying the community of its relevance. For example, in the McGruff media campaign (O'Keefe, cited in Rosenbaum, 1986), the environment was one of existing public interest and concern about the problem of crime. This situation suggests that there was a high level of willingness by the community to listen to ideas regarding what to do about the problem of crime. That demonstrates the importance of the communities' and individual's awareness of crime as an issue which will influence the effectiveness of any crime prevention strategy. If crime is not a concern

among the U of M community this factor could negatively affect any type of crime prevention measures implemented in that community.

Awareness of crime and crime prevention programs by the community and possible offenders is critical to the success of those programs. Decker (1992) illustrates that most research on deterence has concluded that the certainty of apprehension is much more potent a deterent than the severity of punishment. To accomplish the notion of greater certainty of apprehension, awareness of crimes, and crime prevention strategies must be advertised and made known to the general public.

This evaluation must consider the variables: community awareness of crime issues, awareness of crime prevention strategies, and utilization of crime prevention strategies. These variables are vital since they indicate if crime is an issue on campus, and if the community considers the Campus Police's crime prevention strategies essential to their safety. If the Campus Police's crime prevention strategies do not reduce the level of crime, and if the community does not know of, or use those strategies then those strategies can be viewed as ineffective.

Community Involvement and Support

Fowler, and Mangione have stated that to ignore or neglect the police, or citizens, or the physical environment, limits the potential of any crime prevention strategy in reducing criminal opportunities. In their study to reduce crime and fear of crime the ideal of "synergism", (relations between

the police, citizens, and physical environment), was a critical element in curbing criminal opportunities, and in reducing fear of crime. This ideal of "synergy" was established early in the study, through the proactive relationship the police had with neighborhood leaders. In this study the police contributed to a real problem-solving environment early in the program when, the capabilities of the community groups themselves to solve problems were not as great. The general message is that the community's assistance is required to achieve a high degree of success in any crime prevention strategy.

Situational crime prevention and community crime prevention literature have suggested that components such as community involvement, community support, and awareness of crime prevention strategies are critical factors in the success and effectiveness of crime prevention strategies. Therefore these variables will be considered and used in evaluating the effectiveness of the Campus Police's crime prevention strategies.

SECTION IV

HYPOTHESES AND EFFECTIVENESS

The following hypotheses have been developed to test the effectiveness of the University of Manitoba Campus Police's crime prevention programs.

Hypotheses

1. An increase in crime prevention activities will result in less crime.

2. An increase in crime prevention activities will result in less fear of crime.

3. A proactive service approach by the police will result in better police-community relations.

4. In an environment where crime levels are low, effective crime prevention strategies will raise the community's awareness of crime as an issue.

Defining Effectiveness

In this evaluation, effectiveness will be determined by the following factors:

1. Crime rate.

2. Level of fear of crime in the community.

3. Satisfaction with police services by the community.

4. Increased interaction between the police and the community.

5. The UM community's awareness and utilization of the UM police's crime prevention programs.

6. Community support of police services.

7. Awareness level of community of the issue of crime.

SECTION V
METHODOLOGY

In this section I will describe the methods used to assess the effectiveness of the University of Manitoba Campus Police's crime prevention strategies.

Design:

The methodology chosen for this evaluation is (1) Secondary data analysis of official police statistics, and (2) Key person interviews with members of the University of Manitoba community.

Secondary Data

The design of the secondary data analysis will follow a quasi-experimental nonequivalent control group design. The independent variable to be evaluated is the crime prevention programs of the Campus Police. The dependent variable will be crime rates as recorded by the Campus Police. The main comparison will be made with the crime rate of the City of Winnipeg. The Winnipeg Police Service's recorded crime rates for the City of Winnipeg will be viewed in two ways, (1) by looking at the crime rates of the city as a whole, and (2) at its subdivision (district 6) which encompasses the University of Manitoba.

The data that will be used are the University of Manitoba Campus Police and Winnipeg Police Service's annual statistical reports. City of

Winnipeg crime rates will be used to ensure that changes in levels of crime at the U of M are not a result of adverse or positive changes affecting the city's crime rates. Crime rates will be subjected to two types of statistical testing. The first will focus on the differences in level of crime at the University of Manitoba before and after implementation of the Campus Police's crime prevention programs. The second will focus on changes in level of crime between the City of Winnipeg and the University of Manitoba. These differences will be submitted to statistical testing to determine if any differences are significant.

The data used in this evaluation is from the period of 1991 - 1995. Statistical data after 1995 was not used in this study for two reasons. First, the campus police released statistical records for the public to 1996. Statistical records for 1996 were compiled in a significantly different manner than previous years. The campus police implemented a computerized record keeping system beginning in 1996. Second, 1996 data released from Winnipeg City Police had statistical errors and was recently re-released.

Routine activities theory suggests that the variables guardianship, suitable targets, and motivated offenders are critical factors affecting crime. While the crime prevention activities of the Campus Police are based upon guardianship, the remaining factors of suitable targets, and motivated offenders must also be considered. According to routine activities theory, the "suitability" of a target is influenced and in many cases determined by certain characteristics of population groups. Characteristics such as gender, and a

33

person's disability may increase their chances of becoming a victim of crime. Specifically a person's characteristics will affect and influence their chosen routine activities, and contribute to an offender's decision making on the suitability of potential targets. Consequently, the following variables have been identified by the researcher as critical and are accounted for and controlled, since they may be considered as possible explanations for changes in the crime rate.

A. Percent female population.

B. Disabled student population.

C. Number of registered vehicle parking passes sold.

Stahura and Sloan (1988) found that suburbs with large numbers of industrial and commercial establishments have greater opportunities for crime, especially property crime, simply because there are more targets for potential offenders. These variables have been chosen to control for the number of potential targets at the U of M. Therefore if the number of "suitable targets" is controlled it will isolate more accurately the effects guardianship activities at the U of M have on the levels of crime at the U of M campus.

Key Person Interviews

In this study I conducted 27 key person interviews. The objective of these interviews was to investigate the relationship between the Campus Police's crime prevention programs and levels of crime, fear of crime, and the community's satisfaction with its police service.

Critical variables that were revealed in the literature review such as awareness of crime, perception of community policing as real police work, and awareness of crime prevention strategies, will be explored and measured in this survey. The purpose of the interviews is to provide some "context" and information to the operations of those programs.

The selection of "key persons" to interview was purposive. Twenty seven interviews were done. The selection criteria resulted in a quota being set for people in a certain relation to the programs. Those selected were (1) administrators (police executives, university administrators), (2) operators (constables, student patrols), and (3) intended users of those programs (represented by established student and staff organizations on campus). Three administrators, five constables, five student patrols, and fourteen from the intended users' group were interviewed. All those selected were interviewed except for one individual from the intended users group who did not return phone calls nor did they respond to the mailout, so this individual was not interviewed. The survey instrument is shown in appendix A.

SECTION VI

ANALYSIS AND FINDINGS

The purpose of this study is to evaluate the effectiveness of the University of Manitoba Police Department's crime prevention programs. This includes assessing the programs' ability to reduce crime, to reduce fear of crime, to improve police community relations, to educate the community on the programs and crime, and encourage the community's support for the programs.

Method of Analysis

The key person survey was conducted on 27 key persons on campus. The interviews ran about 30 minutes. The method of analysis uses simple statistical techniques, such as percentage frequency distributions, cumulative and relative frequency distributions, and average scores, to describe the key persons' perceptions and opinions of crime and crime prevention at the U of M.

These results will illustrate how effective the campus police's crime prevention program are. This is done by compiling frequency scores on the variables used as indicators of "effectiveness" for the campus police's crime prevention programs. The "indicators" were selected from a thorough literature review that revealed the importance of each variable in reducing crime.

Survey questions presented respondents with an ordered series of response choices ranging from 1 through to 5. Their responses were recorded and scored accordingly. With this format I calculated "average scores" which provides a quick

summary, indicating the programs' effectiveness. The following are the results of the survey.

Program Effectiveness: Awareness, Knowledge, and Use of Programs:

This section of the survey questioned respondents on their awareness of the programs' existence on campus, any knowledge they had about the program, and if they had ever used the program.

The key person respondents should have a high degree of awareness and knowledge of the programs. These respondents are in positions that places them as either being involved in the programs or as the intended user of the programs. The average number of years a respondent has been at the University of Manitoba is 13 years.

The findings (figure 1) demonstrate that just over 80% of respondents were aware of the existence of community policing on campus, and just under 60% of respondents were able to mention something about that program. The findings for the safewalk program fared much better. It appears the safewalk program was much more effective in making people aware of the program and educating them about the program. 100% of respondents were aware of the program's existence and 100% of respondents were able to mention something about the program. Results were similar for the emergency buttons program, 100% of respondents were aware of the program's existence, and just over 95% were able to mention something about the program.

PROGRAM EFFECTIVENESS
Key Persons (1) Awareness Of, (2) Knowledge Of, And (3) Using The Crime Prevention Programs

	YES	NO	No Response	Total
Aware of C-B Policing Program	23	4	0	27
Know something: C-B Program	14	9	4	27
Used C-B Policing Program	6	17	4	27
Aware of Safewalk Program	27	0	0	27
Know something: Safewalk	27	0	0	27
Used Safewalk Program	5	22	0	27
Aware of Emergency Buttons	27	0	0	27
Know something: Emergency B.	26	1	0	27
Used Emergency Buttons	2	25	0	27

Percentage Of Key Persons (1) Aware Of, (2) Knowledge Of, And (3) Using Crime Prevention Programs

37.1

FIGURE 1
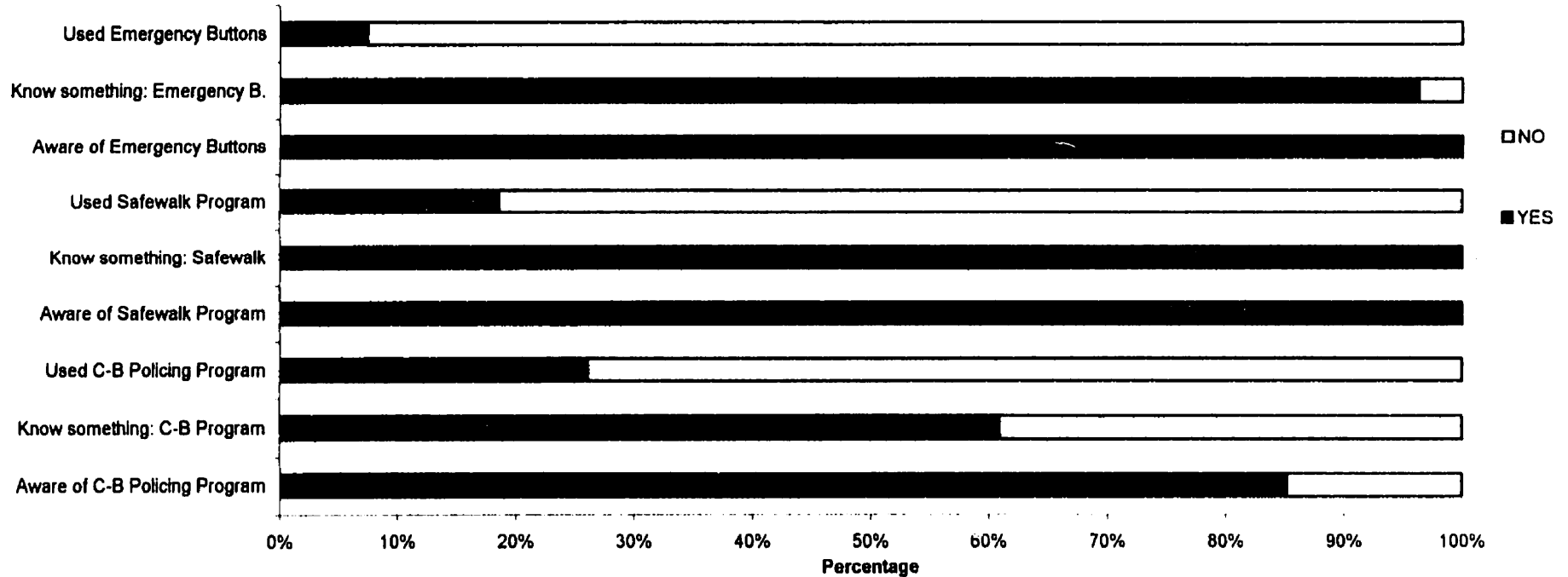
Although the programs were known among the key person respondents, the use of those programs was low. For example, all respondents were aware of the safewalk program but only 18% had ever used the program.

Overall Program Effectiveness:

Frequency distribution scores were calculated for the effectiveness of each program. These scores were calculated from 7 questions measuring the programs' effectiveness for reducing crime, reducing fear of crime, reducing personal fear of crime, increasing one's awareness and knowledge of crime and safety issues, improving relations between the campus police and community, the community's support and satisfaction for those programs. The scores are summed and used as an indicator of the programs effectiveness.

The questions presented respondents with an ordered series of response choices ranging from 1 through to 5. Their responses were recorded and scored accordingly. For example, evaluating the safewalk program respondents were asked if they felt the safewalk program was effective in improving relations between the campus police and the community. The response choices ranged from a scale of 1 through to 5, a response of "not effective at all" scored a 1, whereas a response of "very effective" scored a 5.

There were two parts to the analysis. The first part (figure 2) focuses on average scores. The safewalk program was the most effective program with an average score of 3.56. The emergency button program and community policing program were viewed as having "little or no effect" with scores of 2.7 and 2.26.

OVERALL PROGRAM EFFECTIVENESS

Score =		1	2	3	4	5		
		No Effect At All	Little or no Effect	Ave/Mod Effect	Effective	Very Effective	Total	Average Score
Community Policing Program		5	12	8	2	0	27	2.26
Safewalk Program		0	3	7	16	1	27	3.56
Emergency Button Program		3	9	9	5	1	27	2.7

* Not Effective At All = Cumulative score of 0 10.5
* Little or No Effect = Cumulative score of 10.51 - 17.5
* Average/Moderate Effect = Cumulative score of 17.51 - 24.5
* Effective = Cumulative score of 24.51 - 31.5
* Very Effective = Cumulative Score of 31.51 - 35

PROGRAM EFFECTIVENESS

38.1

FIGURE 2
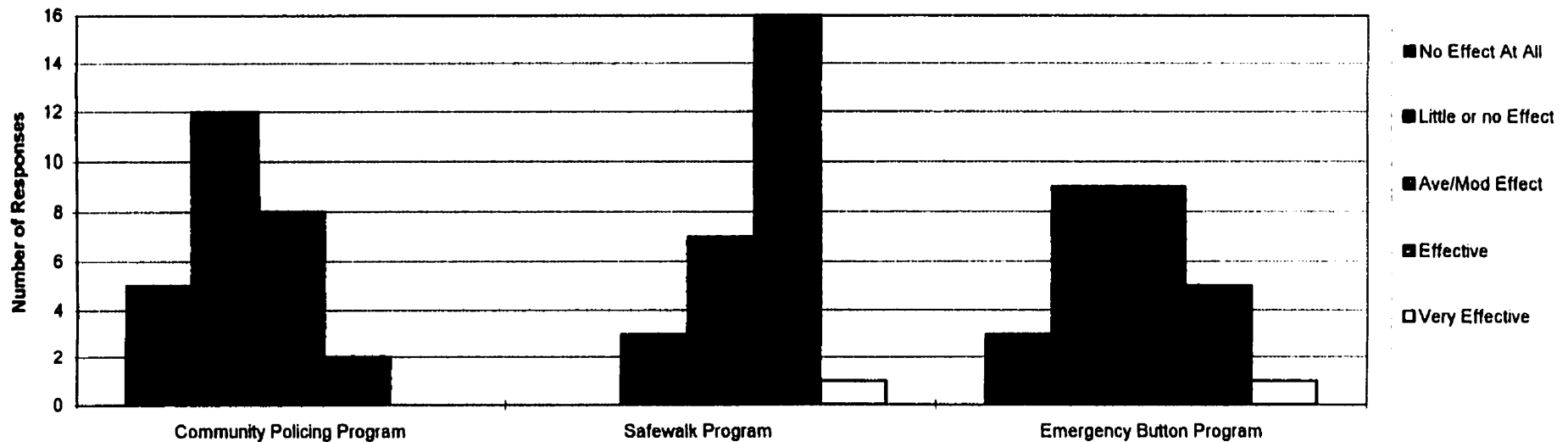
In the second part of the analysis, frequency scores ranged from a high score of 35 to a low score of zero. A score of zero was attained only if a response of "no" was given in the filter question. That question queried respondents if they were aware of the programs' existence. Respondents who were unaware of the programs existence, did not answer any questions about the program. These respondents were then assigned a score of zero.

The cumulative scores are calculated by adding all scores of the 7 questions surveyed pertaining to the programs' effectiveness. The summed scores were then divided into 5 categories, each representing a different level of the perceived effectiveness of the programs. The levels were set to reflect the categories in the response set. No one was able to score between .1 and 6.9, if a respondent answered "yes" in the filter question, the lowest score attainable would be 7. "Not effective at all" reflected an "average" score of 1.5 or less in the 7 questions. "Little or no effect" reflected an "average" score between 1.51 and 2.5. "Average/Moderate effect" reflected an "average" score between 2.51 and 3.5. "Effective" reflected an "average" score between 3.51 and 4.5. "Very Effective" reflected an "average" score between 4.51 and 5. The levels were set as follows:

1. Score of 0 - 10.5 = Not effective at all.
2. Score of 10.51 - 17.5 = Little or no effect.
3. Score of 17.51 - 24.5 = Average/Moderate effect
4. Score of 24.51 - 31.5 = Effective
5. Score of 31.51 - 35 = Very Effective

Figure 2A clearly demonstrates that the three programs have varying effects on the community. The community policing program scored the lowest, with 63% of key person respondents viewing the program as "not effective at all" or having "little or no effect". No respondent found this program to be very effective. However, 30% of respondents did find this program to have a moderate to average effect.

The emergency buttons program fared better than community policing, but not by much. 44% of respondents scored this program as "not effective at all" or having "little or no effect". A higher percentage (33%) of respondents found this program to have a moderate to average effect.

The safewalk program was judged to be the most effective program. The results clearly illustrate this point, 59% of respondents scored this program as being "effective", while 26% found this program to have a "moderate to average effect". No respondents found this program to have no effect at all, and one respondent scored this program as being very effective.

Clearly, the respondents found the safewalk program to be effective, while their opinion of the community policing and emergency buttons program indicated those programs were not as effective.

Figure 2B divides respondents according to their relations to the programs. The findings comparing the responses of providers and intended users of the

40

AVERAGE SCORES
OVERALL PROGRAM EFFECTIVENESS

	Average Score
Community Policing Program	2.26
Safewalk Program	3.56
Emergency Button Program	2.7

Legend: Average Scores:
1 - Not Effective At All
2 - Little Or No Effect
3- Average/Moderate Effect
4 - Effective
5 - Very Effective

Overall Program Effectiveness - Average Scores
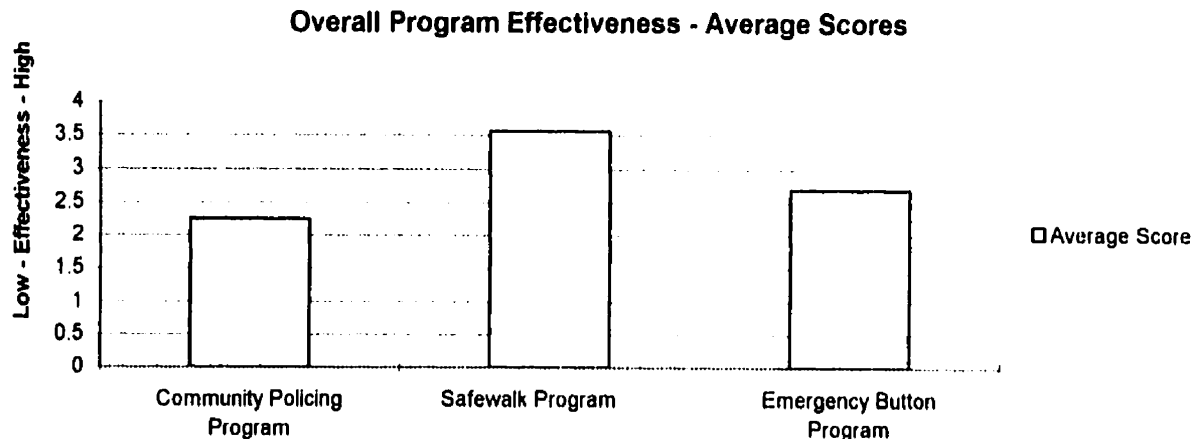
FIGURE 2A

OVERALL PROGRAM EFFECTIVENESS: BY PROVIDERS AND USERS

	Providers	Users
Community Policing Program	2.62	1.93
Safewalk Program	3.77	3.36
Emergency Buttons Program	3.08	2.36

Legend: Average Scores:
1 - Not Effective At All
2 - Little Or No Effect
3- Average/Moderate Effect
4 - Effective
5 - Very Effective

Average Scores: Overall Program Effectiveness: Providers and Users

FIGURE 2B

40.1
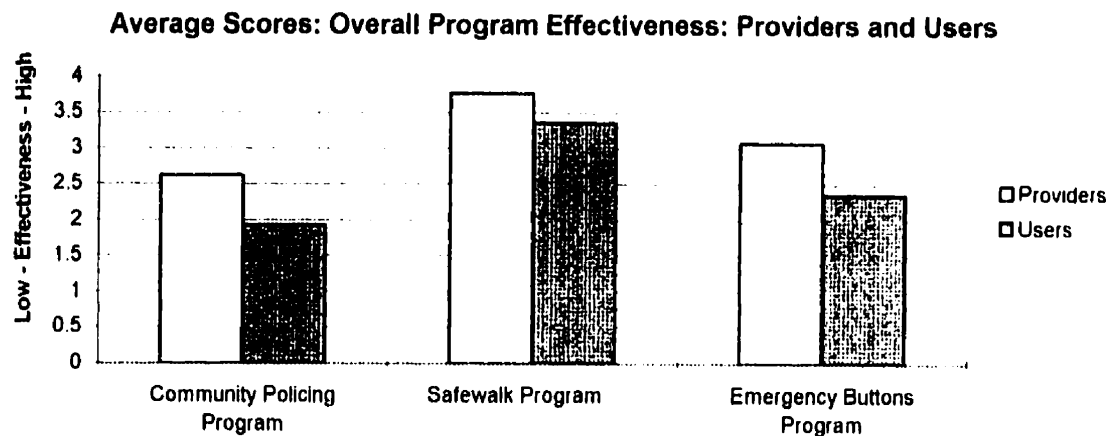
programs (figure 2B) illustrates that the providers felt the programs were generally more effective.

Program Effectiveness: By Variable

The next step in the analysis was to perform frequency distributions on specific variables within each program. I did this by calculating the frequency of responses for each variable within each program. This method offers a better breakdown in measuring the effectiveness of each program by calculating frequencies for each indicator used to assess "effectiveness". For example, frequency of scores were calculated for variables such as "improve relations", "reduce crime", and "reduce fear of crime". The analysis assessed the community's opinions on how effective the program was in specific parts. Whereas cumulative frequency scores assessed the community's opinions of each program as a whole.

The findings (figure 3) compares the programs' effectiveness by variable. Figure 3 clearly illustrate that the safewalk program was the most effective program in all variables assessed. The safewalk program scored moderate to high on all variables, whereas the emergency button program and community policing program scored low to moderately effective on all variables.

Community Policing Program -- the findings (figure 3A) illustrate that this program scored poorly on all indicators, except for "community support". Of note is the high frequency of responses for those indicating this program as being "not effective at all" in reducing one's personal fear of crime. This program did not

41

AVERAGE SCORES
COMPARISON OF PROGRAM EFFECTIVENESS: BY VARIABLE

	Emergency Buttons	C-B Policing	Safewalk
Improve Relations	2.52	2.57	4.33
Reduce Crime	1.96	1.96	3.07
Reduce Fear of Crime	2.41	1.87	3.44
Reduce Personal Fear	1.74	1.39	2.48
Awareness of C-S Issues	2.33	2.45	3
Support Program	3.89	4.39	4.52
Satisfaction with Program	3.19	2.39	4.22

Legend: Average Scores:
1 - Not Effective At All
2 - Little Or No Effect
3- Average/Moderate Effect
4 - Effective
5 - Very Effective

Comparison of Program Effectiveness: By Variable

FIGURE 3

41.1
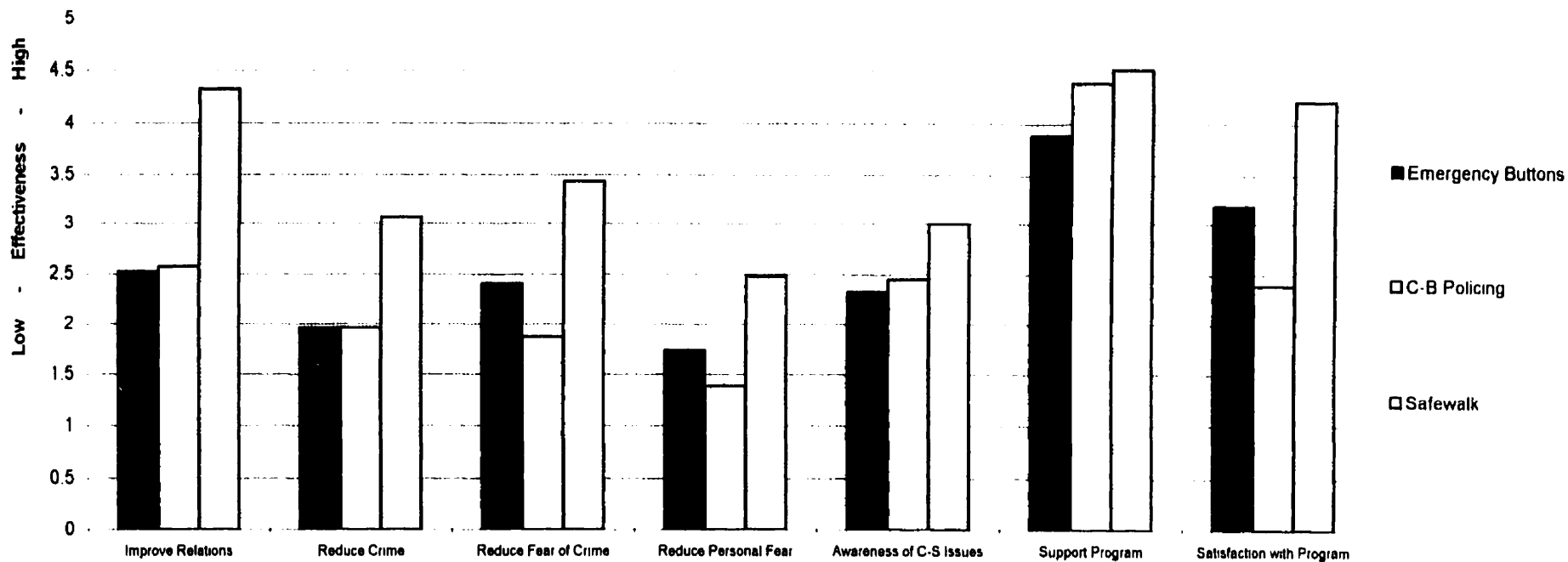
PROGRAM EFFECTIVENESS: BY VARIABLE
COMMUNITY BASED POLICING PROGRAM

Score =	1 No Effect At All	2 Little Effect	3 Ave/Mod Effect	4 Effective	5 Very Effective	Total	Average Score	
Improve Relations	6	4	9	2	2	23	2.57	* Improving relations between Campus Police & community
Reduce Crime	10	6	5	2	0	23	1.96	* Program effective in reducing crime on campus
Reduce Fear of Crime	13	5	0	5	0	23	1.87	* Program effective in reducing fear of crime on campus
Reduce Personal Fear	18	2	2	1	0	23	1.39	* Reduce personal fear level about crime on campus
Awareness of C-S Issues	10	1	5	6	1	23	2.45	* Increased awareness & knowledge of crime & safety issues
Support Program	0	0	1	12	10	23	4.39	* Program is appropriate work for the Campus Police
Satisfaction with Program	7	7	3	5	1	23	2.39	* Personal satisfaction with this service/program

Effectiveness of Community Policing Program: By Variable

FIGURE: 3A

41.2
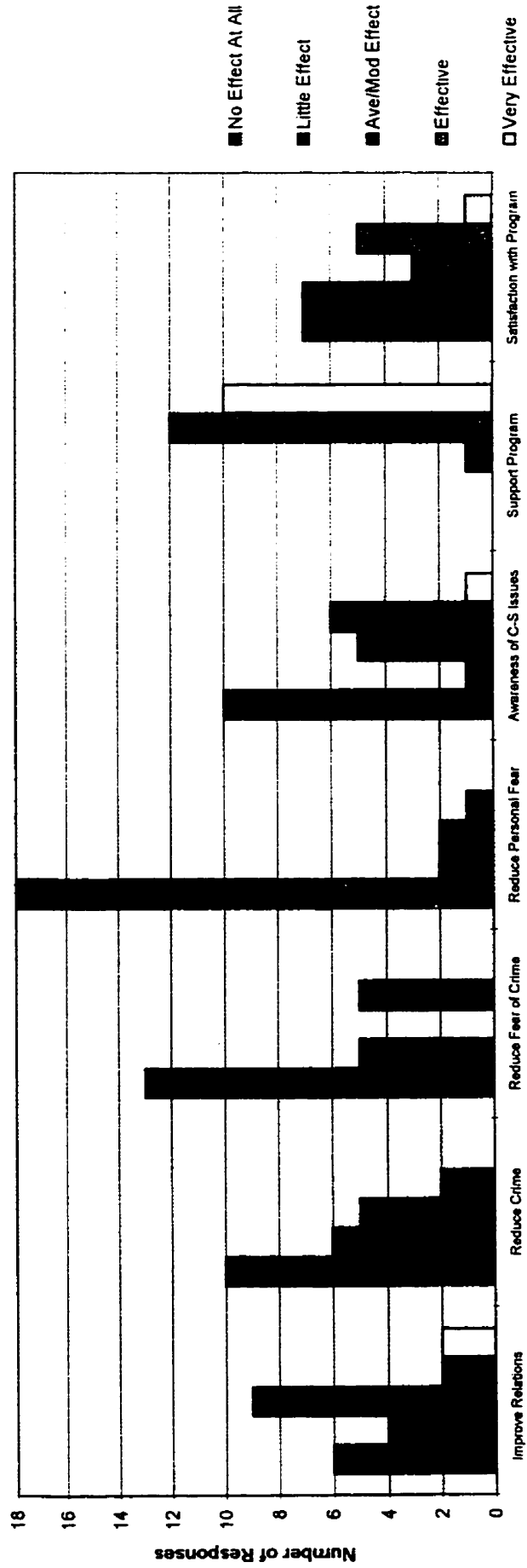
appear to have increased the awareness level of crime and safety issues for the respondents.

Overall the community policing program scored low, with an average score of 2.26 (figure 2). Of the seven variables used to measure the program the only variable which scored high (4.39) was the community's support for this type of program. The average scores (figures 3, 3A) suggest that the campus police need to improve on their administration of this program.

Safewalk Program -- The findings (figures 3, 3B) illustrate that respondents had a high level of support (average score of 4.52) and satisfaction (4.22) with this program. Respondents felt that the safewalk program was an "effective" to "very effective" program for improving relations between the campus police and the community (4.33). The safewalk program was viewed to be effective in reducing crime (3.07) and fear of crime (3.44). However, responses were polarized to the question measuring one's "personal fear of crime". A majority of respondents either felt that the safewalk program was not effective at all, or that it was effective in reducing their personal fear levels.

Emergency button program -- Average scores (figures 3, 3C) indicate that the University community support this type of program (3.89). However the program scored low in many areas. Specifically in reducing personal fear of crime (1.74). The findings (figure 3C) indicate that this program had "little or no effect". Surprisingly 67% of respondents indicated that this program had "no effect at all" in reducing their personal fear levels on campus, while 52% said the program had

PROGRAM EFFECTIVENESS: BY VARIABLE
SAFEWALK PROGRAM

Score =	1	2	3	4	5		Average	
	No Effect At All	Little Effect	Ave/Mod Effect	Effective	Very Effective	Total	Score	
Improve Relations	0	2	0	12	13	27	**4.33**	• Improving relations between Campus Police & community
Reduce Crime	4	4	7	10	2	27	**3.07**	• Program effective in reducing crime on campus
Reduce Fear of Crime	2	3	8	9	5	27	**3.44**	• Program effective in reducing fear of crime on campus
Reduce Personal Fear	13	2	2	10	0	27	**2.48**	• Reduce personal fear level about crime on campus
Awareness of C-S Issues	6	2	8	8	3	27	**3**	• Increased awareness & knowledge of crime & safety issues
Support Program	1	1	0	6	19	27	**4.52**	• Program is appropriate work for the Campus Police
Satisfaction with Program	1	1	2	10	13	27	**4.22**	• Personal satisfaction with this service/program

Effectiveness of Safewalk Program: By Variable

42.1

FIGURE 3B
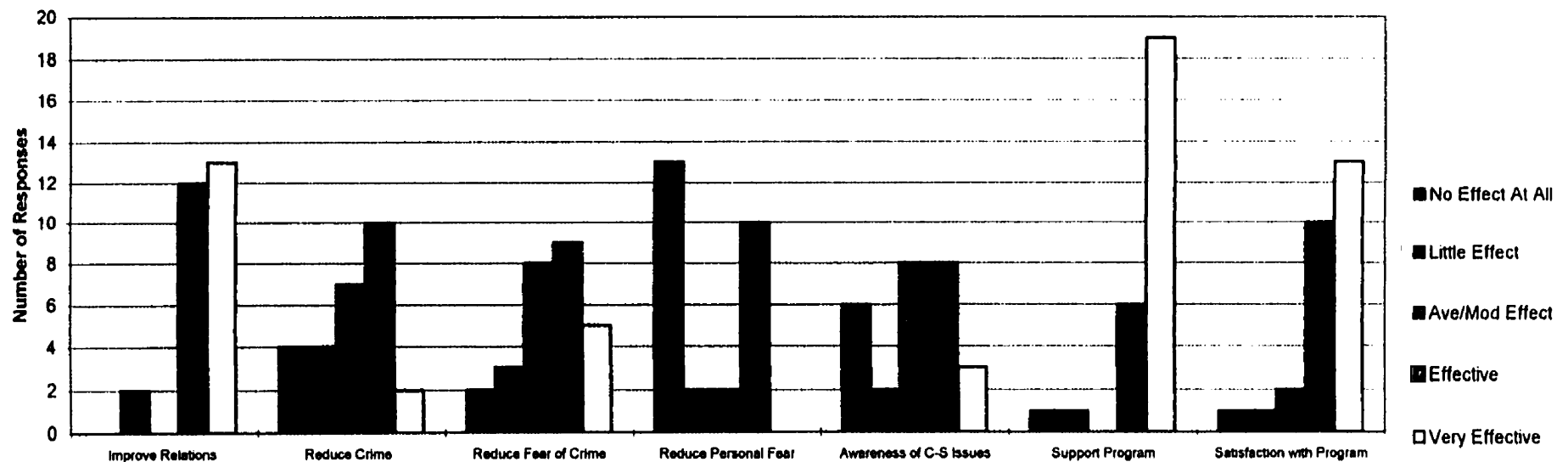
PROGRAM EFFECTIVENESS: BY VARIABLE
EMERGENCY BUTTONS PROGRAM

Score =	1	2	3	4	5		Average	
	No Effect At All	Little Effect	Ave/Mod Effect	Effective	Very Effective	Total	Score	
Improve Relations	8	6	4	5	4	27	**2.52**	* Improving relations between Campus Police & community
Reduce Crime	13	5	6	3	0	27	**1.96**	* Program effective in reducing crime on campus
Reduce Fear of Crime	9	5	6	5	2	27	**2.41**	* Program effective in reducing fear of crime on campus
Reduce Personal Fear	19	1	2	5	0	27	**1.74**	* Reduce personal fear level about crime on campus
Awareness of C-S Issues	9	5	8	5	0	27	**2.33**	* Increased awareness & knowledge of crime & safety issues
Support Program	3	1	3	4	15	27	**3.89**	* Program is appropriate work for the Campus Police
Satisfaction with Program	4	7	5	2	9	27	**3.19**	* Personal satisfaction with this service/program

Effectiveness of Emergency Button Program: By Variable

42.2

FIGURE 3C
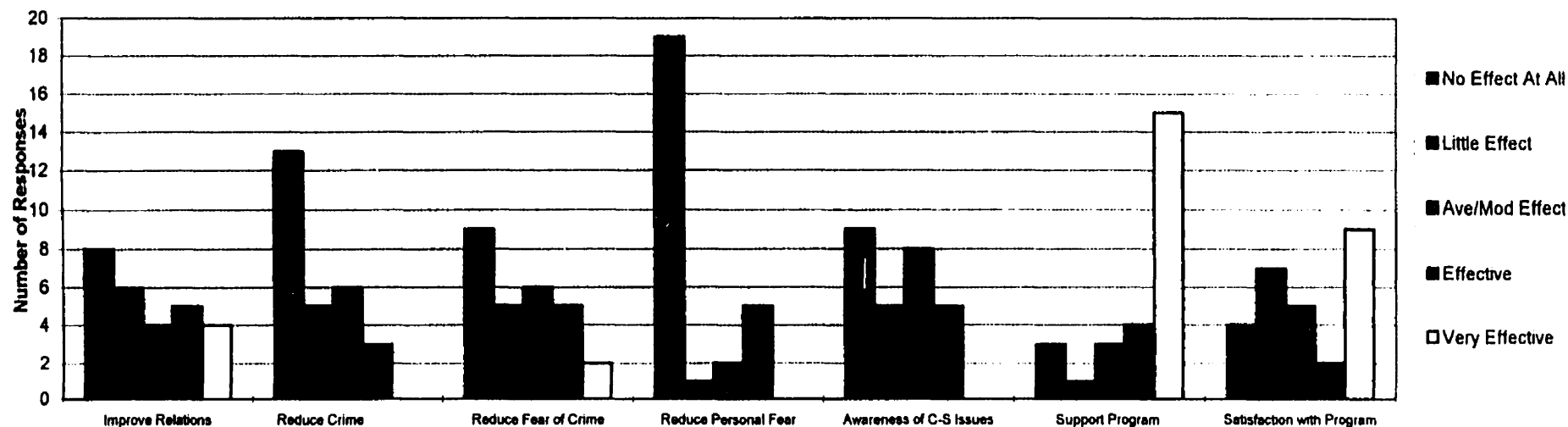
little or no effect in reducing fear of crime on campus. Respondents felt this program was not effective in reducing crime, 67% indicating that the emergency button program had little or no effect. The frequency of responses was mixed but negatively skewed for the emergency buttons program's ability to improve relations between the campus police and the community, and in increasing one's awareness of crime and safety issues.

A large majority of respondents indicated that they found this type of activity to be appropriate work for the campus police. However, their satisfaction with this program was mixed.

Overall Program Impact: Reduce Crime, Reduce Fear of Crime, Improve Relations

Figure 4 is an average score of frequency distributions for survey questions grouped according the overall strategy's ability to reduce crime, reduce fear of crime, and improve relations between the police and the community. Frequencies were calculated by summing the total number of responses for each program and summing all programs.

Average scores (figure 4) indicate that the crime prevention programs of the campus police were effective in improving relations (3.22) with the University community. However key persons felt the programs had little effect in reducing crime (2.35) and fear of crime (2.64).

Figure 4A indicates that respondents felt the programs had little or no effect in reducing crime and fear of crime (55% and 48%). A distinctive pattern of "effectiveness" is displayed in the campus police's crime prevention programs. The

AVERAGE SCORES

OVERALL PROGRAM IMPACT: REDUCE CRIME, REDUCE FEAR OF CRIME, IMPROVE RELATIONS

	Average Score
Reduce Crime	2.35
Reduce Fear of Crime	2.64
Improve Relations: Police/Com	3.22

Legend: Average Scores:
1 - Not Effective At All
2 - Little Or No Effect
3- Average/Moderate Effect
4 - Effective
5 - Very Effective

Effectiveness of Programs To Reduce Crime, Reduce Fear of Crime, And Improve Relations

43.1

FIGURE 4
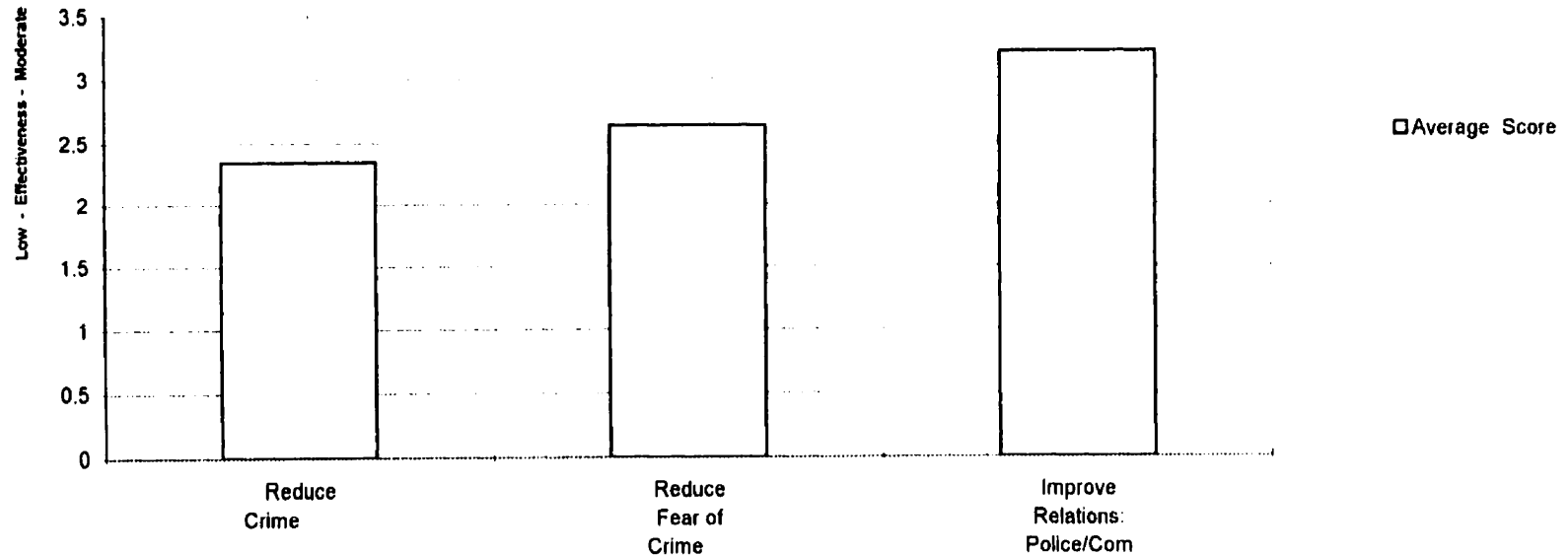
OVERALL PROGRAM IMPACT
(1) REDUCE CRIME, (2) REDUCE FEAR OF CRIME, (3) IMPROVE RELATIONS

Score =		1	2	3	4	5	Total	Average
		No Effect At All	Little Effect	Ave/Mod Effect	Effective	Very Effective	Responses	Score
Reduce Crime		27	15	18	15	2	77	**2.35**
Reduce Fear of Crime		24	13	14	19	7	77	**2.64**
Improve Relations: Police/Com		14	12	13	19	19	77	**3.22**

EFFECTIVENESS OF PROGRAMS TO REDUCE CRIME, REDUCE FEAR OF CRIME, AND IMPROVE RELATIONS

43.2

FIGURE 4A
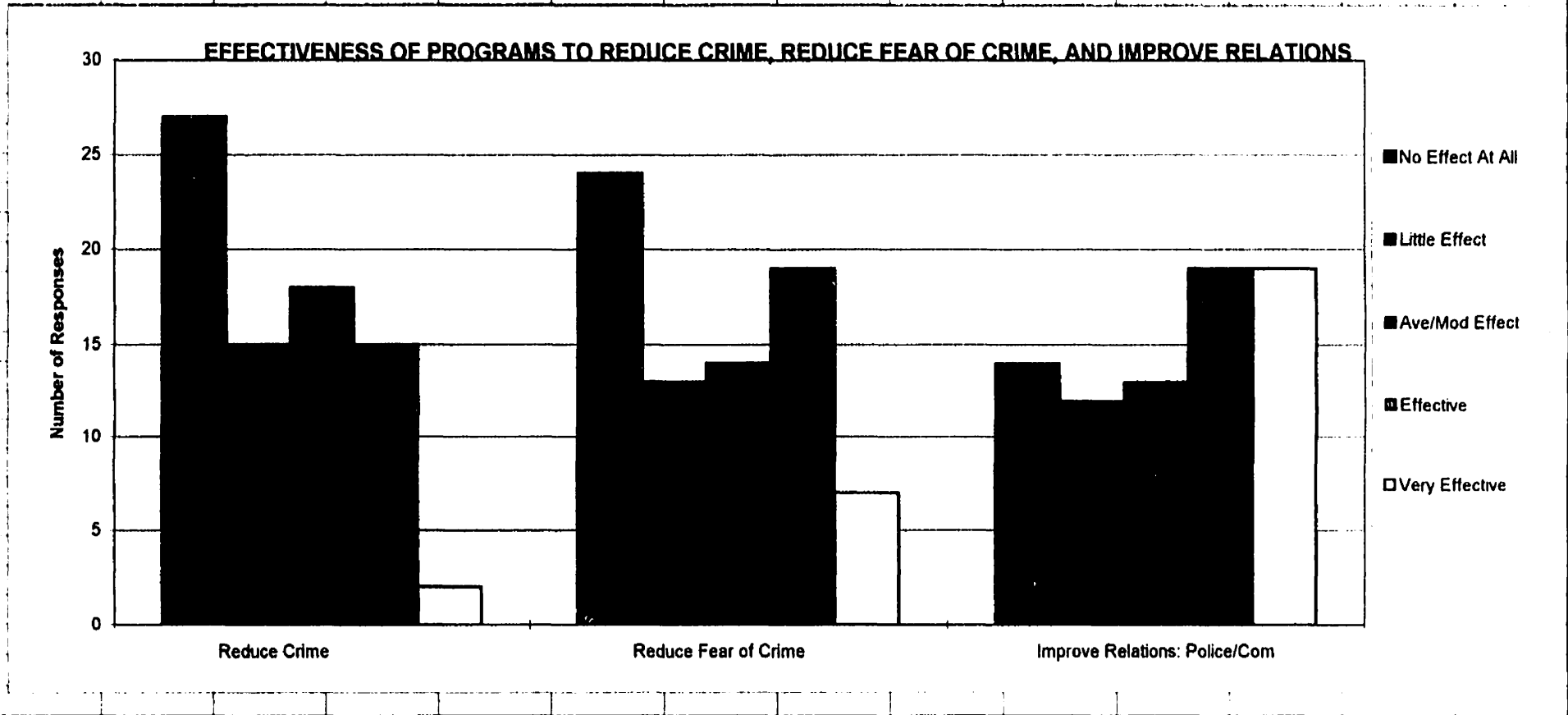
programs were judged to be ineffective as a crime reduction tool with low scores for reducing crime and fear of crime. However the programs were perceived to be moderately "effective" in improving police community relations, thus proving to be a good PR instrument for the campus police. Over 49% judged the programs to be "effective" to "very effective" in improving relations, while approximately 17% found the programs to be moderately effective in improving relations for the campus police.

Although respondents felt the programs would be effective in improving relations between the police and community, this finding was influenced dramatically by the safewalk program. Respondents rated both the community policing program and emergency buttons program as moderate to ineffective in their ability to improve relations. Whereas responses to the safewalk program scored very high (over 90% surveyed said this program was effective to very effective in improving relations between the police and community).

One of the "critical" findings affecting the overall success of the programs is the clear differences in how each program is perceived (figures 2A, 2B, 3). The safewalk program was identified as the most effective program, scoring high on the majority of variables. On the other hand, the community policing program scored low on many of the variables. Overall, the community policing program was seen as having little or no effect.

Police — Community Relations

This section on police — community relations investigates the effects of the campus police's crime prevention programs on the amount of interaction the police have with the community. Police — community relations are measured through three factors: the amount of interaction between the police and the community; the amount and type of relations established between the police and community organizations; and the perceived attitudes of both the police and community.

Figures 5 and 5A illustrates that the crime prevention programs slightly increased the amount of interaction between the campus police and the community. Respondents were asked two questions about interaction. The first asked about the crime prevention programs' ability to increase the interaction between the community and the campus police. The second asked if the respondents themselves had increased their interaction with the campus police or community as a result of the crime prevention programs.

In figure 5A approximately 50% of respondents felt the crime prevention programs increased interaction with the community. However, approximately 70% of respondents said their personal level of interaction with the campus police (or community) did not increase.

Respondents were asked about the relations the campus police had with community organizations. The question required open-answers. Answers were scored on a scale of 3. Negative responses received a low score of 1, neutral responses received a score of 3, and positive responses received a score of 5. The

AVERAGE SCORES

PROGRAM EFFECTIVENESS: POLICE - COMMUNITY RELATIONS (By Variable)

	Average Score		Legend: Average Scores:
University Community Attitude	2.11		1 - Very Poor / Very Low
Campus Police Attitude	2.63		2 - Poor / Low
Campus Police Relations	2.48		3 - Average
Perception of Increased Interaction	2.66		4 - Good / High
Personal Interaction Increased?	1.96		5 - Very Good / Very High

Average Scores: Police Community Relations (By Variable)

FIGURE 5

45.1
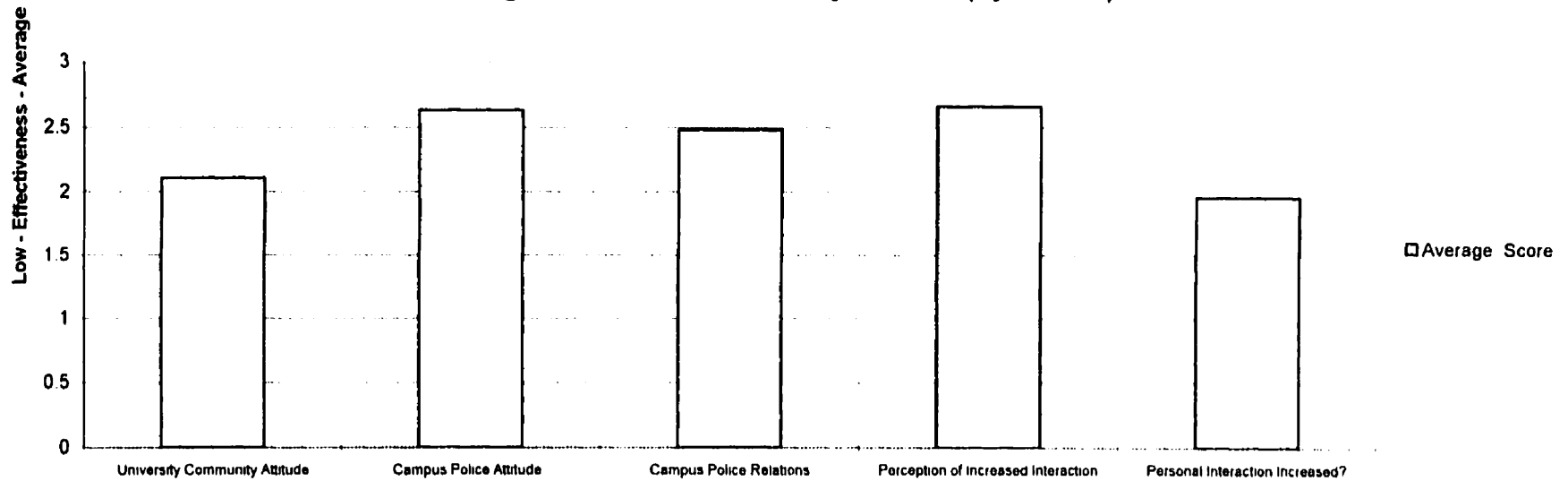
PROGRAM EFFECTIVENESS
POLICE - COMMUNITY RELATIONS (By Variable)

	Very Poor/Very Low	Poor/Low	Average	Good/High	Very Good/Very High	Total
University Community Attitude	7	12	6	2	0	27
Campus Police Attitude	1	10	14	2	0	27
Campus Police Relations	12		10		5	27
Perception of Increase Interaction	4	9	8	4	2	27
Personal Interaction Increased?	17	2	2	4	2	27

PERCENTAGE FREQUENCY: POLICE - COMMUNITY RELATIONS

FIGURE 5A

45.2
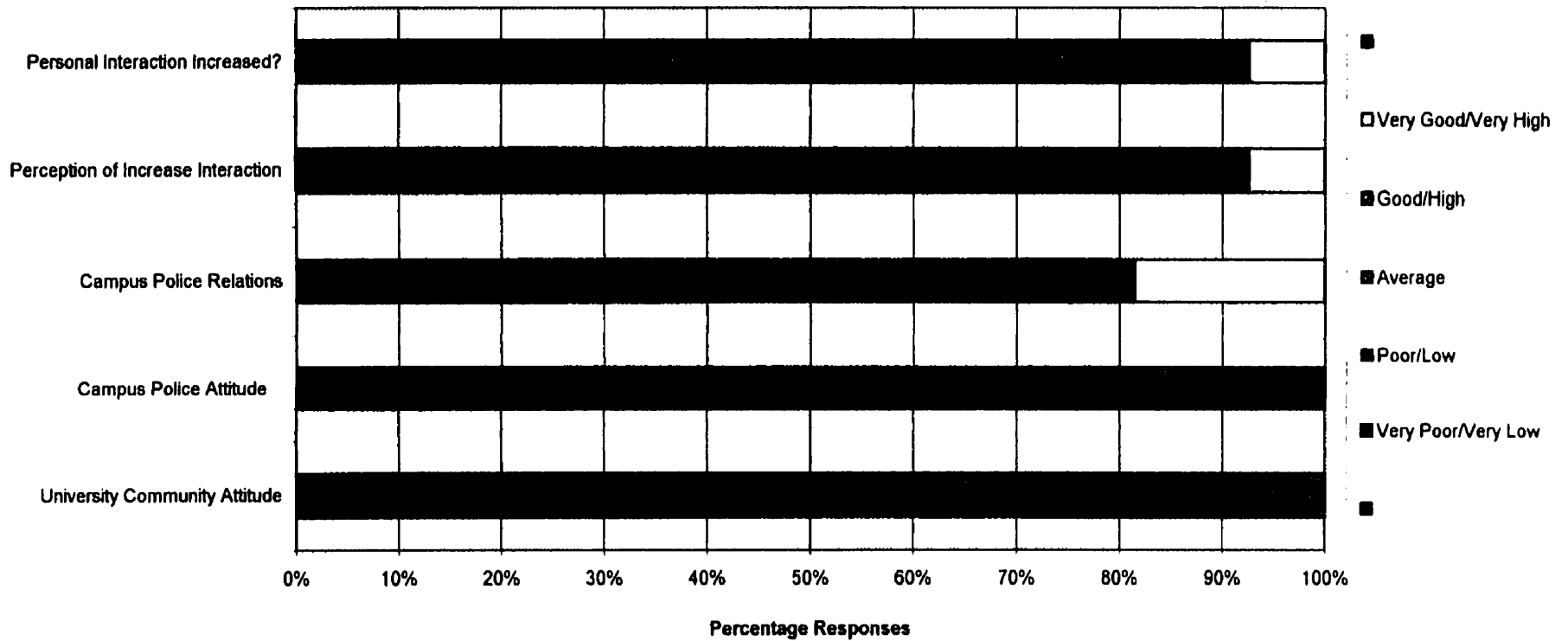
findings show approximately 45% of respondents thought the campus police's relations with community organizations were nonexistent or negative. Approximately 18% thought the existing relations between the campus police and community organizations were good.

The findings (figures 5, 5A) on the perceived attitude of the police and community revealed similar results. Respondents were surveyed about the perceived attitude of the police (members) on a scale ranging from very poor to very good. Just over 40% of respondents felt the attitude of the police was poor, and over 90% of respondents felt the police members' attitude to be poor to average.

The university community's attitude towards the police was measured by surveying respondents about the community's attitude toward the police. 70% of respondents felt the university community's attitude towards the campus police was poor, and just over 90% felt that the community's attitude towards the campus police was poor or was just fair. In both questions, the university community's attitude and campus police members' attitudes are perceived to be fair to poor. Less than 10% of those surveyed responded positively to either question.

The cumulative frequency distribution for police -- community relations illustrates that this relationship requires improvement. The cumulative scores are calculated by adding all scores of the 5 questions surveyed pertaining to the campus police and university community relations. The summed scores were then divided into 5 categories, each representing a different level of the perceived relations between the campus police and university community.

The levels were set to reflect the categories in the response set. No one was able to score between 0 and 4.9, the lowest score attainable is 5. "Very Poor" reflected an "average" score of 1.5 or less. "Poor" reflected an "average" score between 1.51 and 2.5. "Average/Fair" reflected an "average" score between 2.51 and 3.5. "Good" score between 3.51 and 4.5. "Very Good" reflected an "average" score between 4.51 and 5. The levels were set as follows:

1. Score of 0 - 7.5 = Very Poor

2. Score of 7.51 - 12.5 = Poor

3. Score of 12.51 - 17.5 = Average/Fair

4. Score of 17.51 - 22.5 = Good

5. Score of 22.51 - 25 = Very Good

Figure 5B indicates 59% of respondents scoring campus police -- university community relations as poor. 33% of respondents scored the relations to be fair/average, notably only 4% of respondents scored relations as good and zero percent scored the campus police and university community's relations to be very good.

Figure 5C divides respondents according to their association to the programs. The findings comparing the responses of providers and users of the programs (figure 5C) illustrates that providers felt the programs were more effective in improving relations between the police and community than the intended users of those programs.

PROGRAM EFFECTIVENESS
POLICE - COMMUNITY RELATIONS (OVERALL)

	Poor Very	Poor	Moderate Average/	Good	Good Very	Total
Police - Community Relations	1	16	9	1	0	27

Police - Community Relations

Very Good 0%

Good %

Very

Average/ Moderate 33%

- ☒ Very Poor
- ■ Poor
- ☐ Average/ Moderate
- ☐ Good
- ■ Very Good

47.1

FIGURE 5B

AVERAGE SCORES

POLICE - COMMUNITY RELATIONS: BY PROVIDERS AND USERS

	Providers	Users	Lowest Score	Highest Score
Police - Community Relations	2.46	2.29	1	5

Legend: Average Scores:
1 - Very Poor / Very Low
2 - Poor / Low
3 - Average
4 - Good / High
5 - Very Good / Very High

Police - Community Relations: By Providers and Users

□ Police - Community Relations

FIGURE 5C

47.2
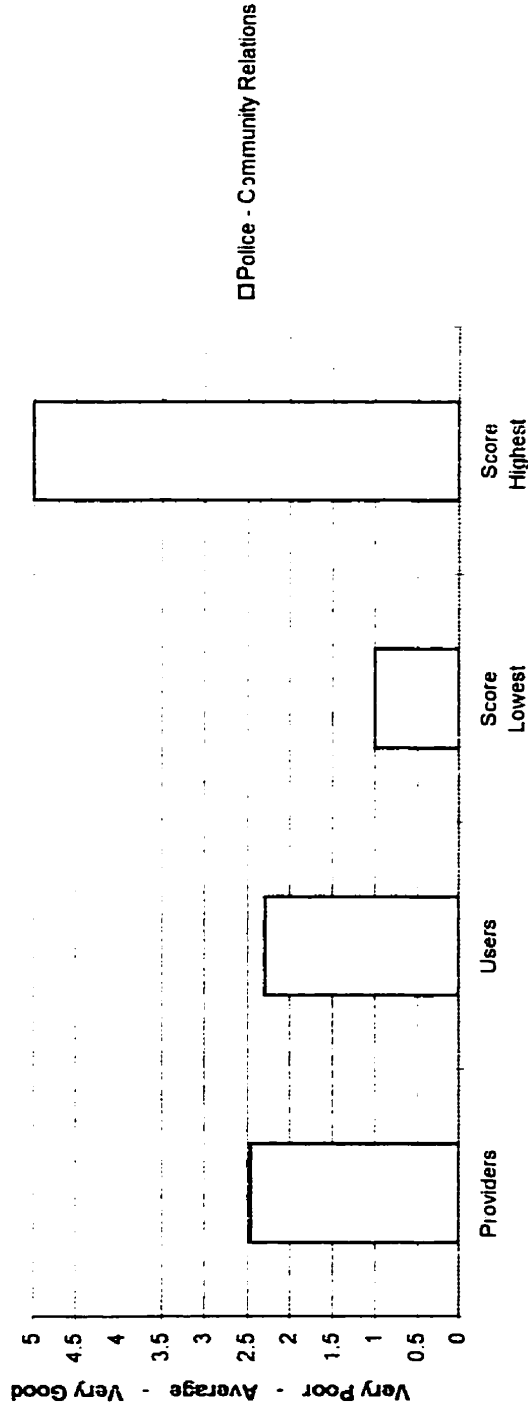
Community Environment:

This section of the survey investigated the community environment. Two areas were explored. These are, (1) how crime is viewed on campus, and (2) the community's awareness of crime.

Figure 6 is the average scores of respondents who responded to questions about the environment at the University of Manitoba. Figure 6 clearly illustrates that theft is considered a problem on campus. However respondents felt that awareness levels of crime at the University of Manitoba are low.

Perception of Crime -- The findings (figures 6, 6A) illustrate that crime is not generally a concern on campus. If there is a concern, it is only with petty crimes and not serious crimes. The respondents were surveyed about their opinions of crime on campus. Specifically, they were questioned if crime was a problem on campus, if they saw crime increasing on campus, and how serious theft and assault were at the University of Manitoba.

The two questions pertaining to crime being a problem on campus have similar results. Crime was viewed to be average/moderate to low on campus. Very few respondents saw crime as being high and no respondent saw crime as being very high on campus. However, once the question of crime turned to specific types of crimes the respondents definitely thought there was a problem on campus. Figures 6 and 6A illustrates that theft is perceived to be a high to very high (4.22) problem on campus, over 85% of respondents were of that opinion. The respondents' opinions about assault on campus reflected the crime statistics on

AVERAGE SCORES

COMMUNITY ENVIRONMENT: PERCEPTION AND AWARENESS OF CRIME

	Average Score	
Crime Problem	2.82	* Is crime a problem at the U of M
Perception of Crime	3.22	* Decreasing, remain same, increasing crime
Perception of Crime 2	2.63	* Perception of crime at the U of M
Theft - Crime Problem	4.22	* Is theft a problem at the U of M
Assault - Crime Problem	2.23	* Is assault a problem at the U of M
Behavior Change - Crime	2.67	* Are students/staff changing because of crime
Awareness Level	2.07	* Community's awareness level of crime

Legend: Average Scores:
1 - Very Low
2 - Low
3 - Average
4 - High
5 - Very High

Community Environment: Perception and Awareness of Crime

FIGURE 6

48.1
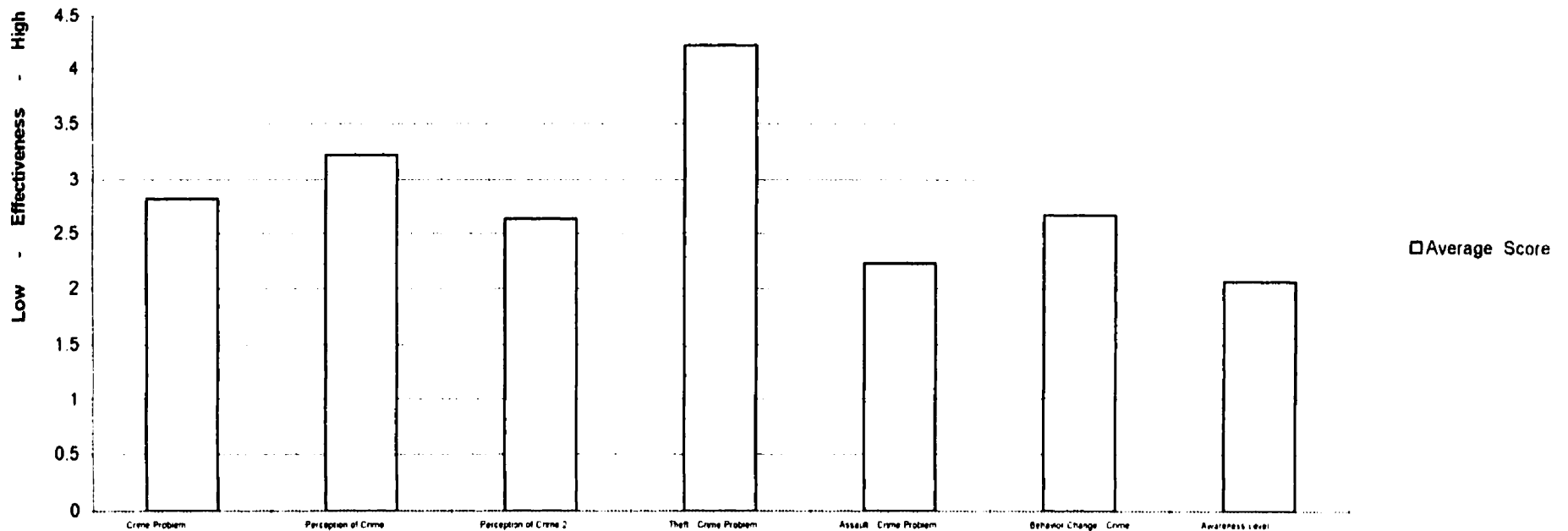
COMMUNITY ENVIRONMENT: PERCEPTION OF CRIME

Score =		1	2	3	4	5		Average	
		Very Low	Low	Average	High	Very High	Total	Score	
CRIME PROBLEM		1	9	11	6	0	27	2.82	* Is crime a problem at the U of M
PERCEPTION OF CRIME		6	0	12	0	9	27	3.22	* Decreasing, remain same, increasing crime
PERCEPTION OF CRIME 2		1	7	16	2	0	27	2.63	* Perception of crime at the U of M
THEFT- CRIME PROBLEM		0	1	3	12	11	27	4.22	* Is theft a problem at the U of M
ASSAULT- CRIME PROB.		4	14	6	3	0	27	2.23	* Is assault a problem at the U of M

FREQUENCY DISTRIBUTION - PERCEPTION OF CRIME

48.2

FIGURE 6A
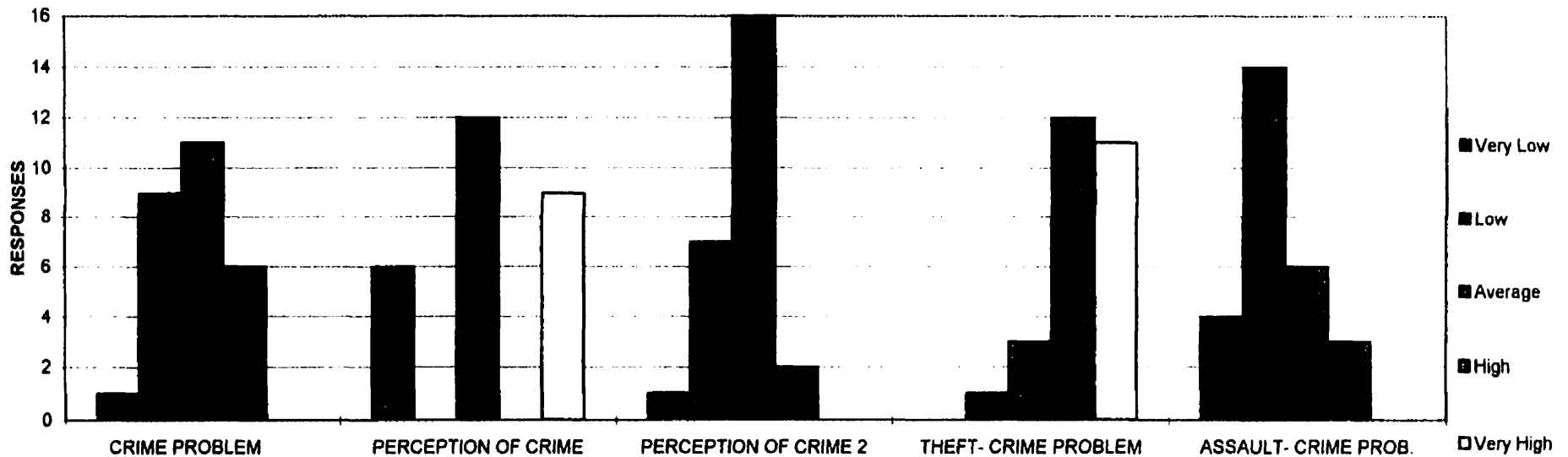
crimes against persons on campus. There are very few crimes against persons on campus. Respondents felt that assault was not a problem (2.23), approximately 67% said that assault was either low or very low. Quite interesting, no respondent saw theft as being very low and no respondent saw assault as being very high.

Awareness of Crime -- The section on awareness (figures 6, 6B) questioned the respondents about the community's awareness of crime on campus, and if students and staff were changing their behavior because of crime. Awareness level of the community was perceived to be low (average score of 2.03). 73% of respondents felt the community's awareness of crime on campus was low or very low. However, respondents did feel that students and staff were changing their behavior because of crime (average score of 2.67), albeit slightly. A majority of respondents did feel that behavior change was low.

Crime Rate: Criminal Code Offenses, Property Crimes, & Personal Crimes

The second component of the analysis uses data concerning crimes reported to the police for the University of Manitoba, City of Winnipeg, and District 6. The analysis uses crime rates for total criminal code offenses, property crimes, and crimes against the person. The population base for the U of M was calculated by adding the number of full-time students and full-time equivalent staff positions (table 2).

The campus police formally implemented their emergency button program and safewalk program in 1993, and the community based policing strategy was

COMMUNITY ENVIRONMENT: AWARENESS OF CRIME

Score =	1	2	3	4	5		Average	
	Very Low	Low	Average	High	Very High	Total	Score	
BEHAVIOR CHANGE-CRIME	2	11	9	4	1	27	**2.67**	* Are students and staff changing because of crime
	Very Low	Low	Average	High	Very High			
AWARENESS LEVEL	6	13	4	3	0	27	**2.07**	* Community's awareness level of crime

BEHAVIOR CHANGE-CRIME

Very High 4%
Very Low 7%
High 15%
Low 41%
Average 33%

AWARENESS LEVEL

Very High 0%
High 12%
Very Low 23%
Average 15%
Low 50%

49.1

FIGURE 6B
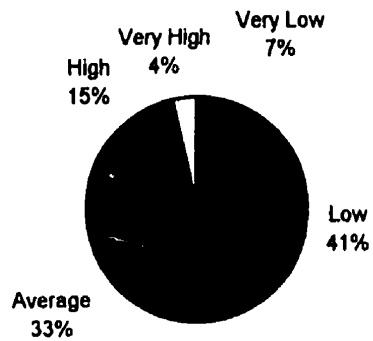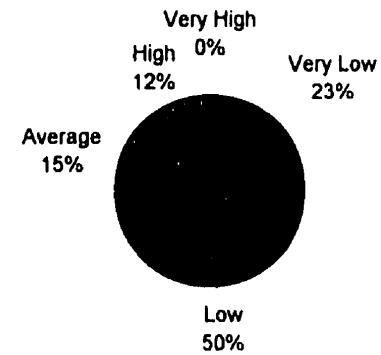
TABLE 2

WINNIPEG CENSUS DEMOGRAPHIC DATA 1991 & 1996								
		All Ages	AGE =	15-24	25-44	45-64	65-74	
1991	Total	652350		96195	220060	120435	48080	
	Male	317175		48425	109330	58750	20670	
	Female	335180		47770	110730	61685	27410	
1996	Total	667210		91070	215290	136935	48625	
	Male	323385		45630	106830	66865	21110	
	Female	343825		45440	108460	70065	27520	
Percent	Total	2.28%		-5.33%	-2.17%	13.70%	1.13%	
Change	Male	1.96%		-5.77%	-2.29%	13.81%	2.13%	
	Female	2.58%		-4.88%	-2.05%	13.59%	0.40%	
Statistics Canada								
POPULATION CALCULATIONS FOR THE UNIVERSITY OF MANITOBA								
				1991	1992	1993	1994	1995
FULL TIME EQUIVALENT				3416	3393	3293	3251	3151
STAFF POSITIONS								
FULL TIME UNDERGRADUATES				16174	16323	15895	15294	14261
FULL TIME GRADUATE STUDENTS				2055	2201	2272	2232	2128
TOTAL POPULATION				21645	21917	21460	20777	19540
* Full time equivalent staff positions used to measure population for staff.								
IS Book of Institutional Statistics.								
Office of Institutional Analysis								
University of Manitoba								
Editions 19 and 22								

49.2

started in 1994. The safewalk program ran informally for a number of years prior to its formal implementation.

Between 1991 and 1995 the University of Manitoba experienced significant fluctuations in crime on campus. However, the overall change in crime are quite small. The University appears to either had two years of crime (1991 and 1995) which could be considered very low and three years (1992, 1993, 1994) of crime that are irregularly high.

Throughout the five years of study the university experience dramatic changes in the levels of recorded crimes on campus. Specifically, total criminal code offenses and property crimes rose significantly during the middle years (1992, 1993, 1994). The number of personal crimes (figure 7) at the university is relatively small, so slight changes in the level of these crimes dramatically affect crime rate calculations. One pattern did appear, in 1991, 1993, and 1995 the number of personal crimes at the U of M were comparable, while in 1992 and 1994 the university experienced a jump in crimes against persons. Caution should be applied when analyzing these statistics, since the numbers for crimes against persons at the university were very small. Since the numbers are so small, my focus will be on changes in the levels of total criminal code offenses and property crimes.

Figure 8 shows that the pattern of crime rate for total criminal code offenses between the university and the city of Winnipeg appears to be somewhat similar between the years of 1991 through to 1995. However in 1992 the university experienced an increase in total criminal offenses, property crimes, and personal

	UMPD	WPS-6	WPS						
	CRIME RATE	CRIME RATE	CRIME RATE						
	PERSONS	PERSONS	PERSONS						
1991	83	534	1029						
1992	137	558	1192						
1993	93	717	1321						
1994	154	625	1323						
1995	82	592	1239		* Rate Per 100,000				

Personal Crime Rate: UM, Wpg 6, Wpg.

Legend:
- ■ UMPD CRIME RATE PERSONS
- ■ WPS-6 CRIME RATE PERSONS
- □ WPS CRIME RATE PERSONS

FIGURE 7

50.1
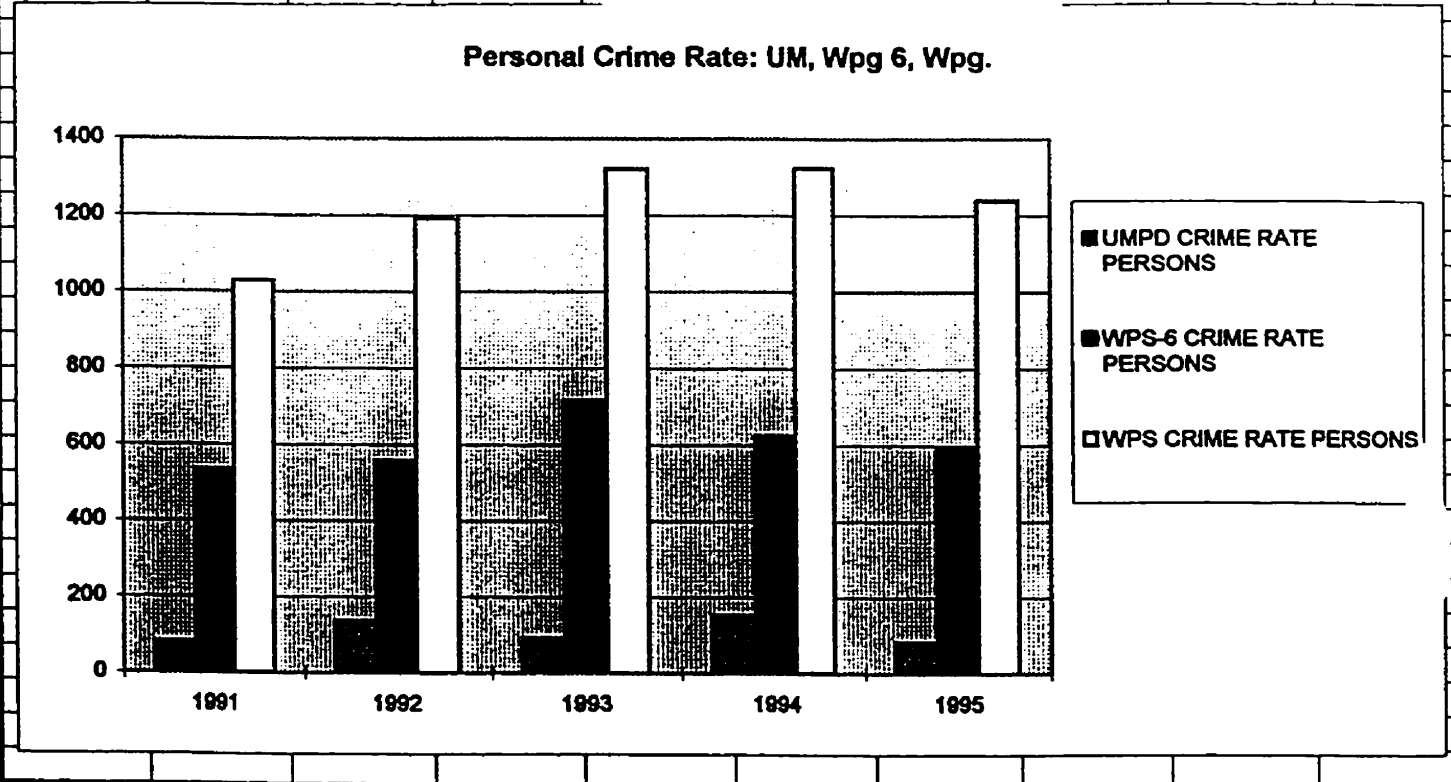
	UMPD	WPS-6	WPS
	CRIME RATE	CRIME RATE	CRIME RATE
	Criminal Code	Criminal Code	Criminal Code
1991	1705	7890	11578
1992	3020	7493	11447
1993	3262	7877	11927
1994	2830	7200	11824
1995	1909	7054	10875

Criminal Code Offenses - Crime Rate: UM, Wpg 6, Wpg.

■ UMPD CRIME RATE Criminal Code

■ WPS-6 CRIME RATE Criminal Code

□ WPS CRIME RATE Criminal Code
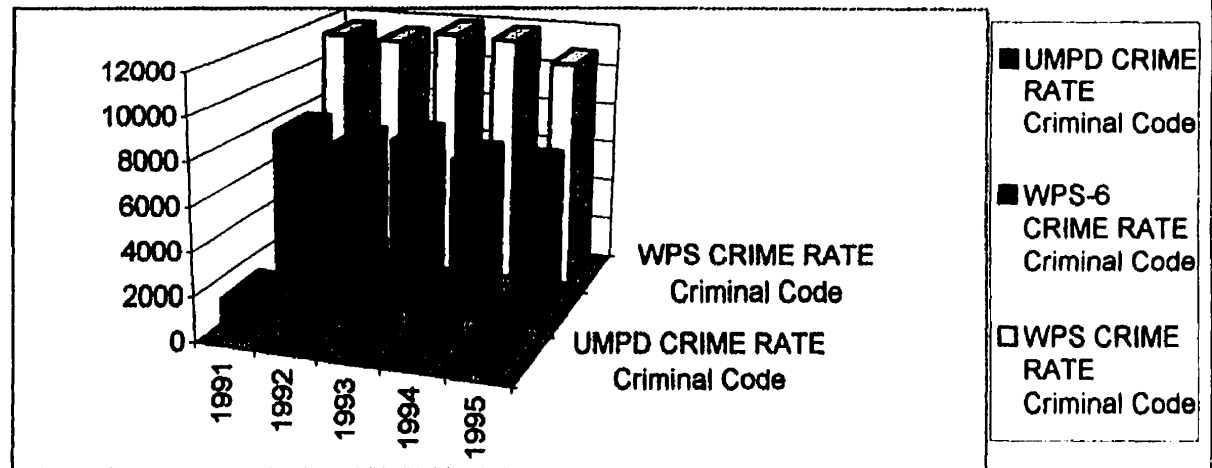
	UMPD	WPS-6	WPS
	CRIME RATE	CRIME RATE	CRIME RATE
	Property	Property	Property
1991	1400	5362	7706
1992	2468	4994	7219
1993	2400	5092	7445
1994	1858	4886	7601
1995	962	4584	6912

Property Crime Rate: UM, Wpg 6, Wpg.

■ UMPD CRIME RATE Property

■ WPS-6 CRIME RATE Property

□ WPS CRIME RATE Property
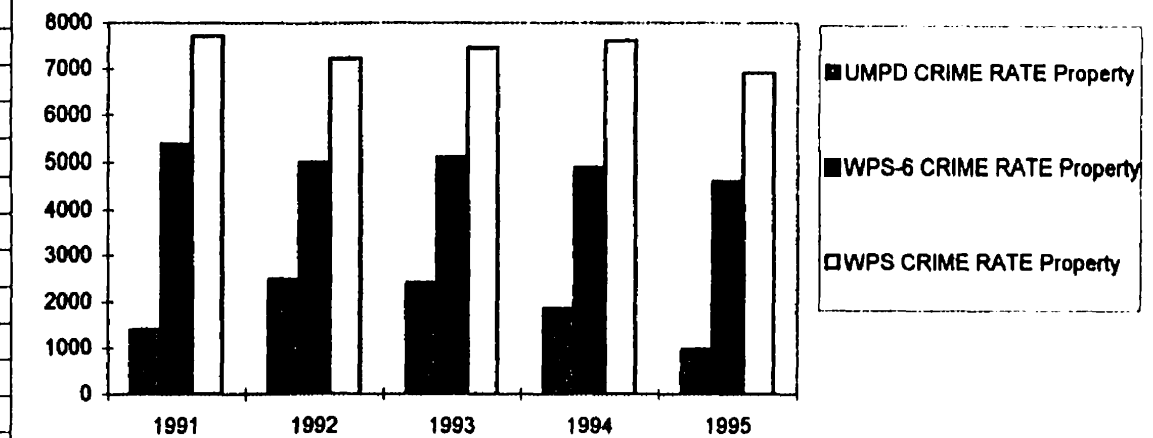
* Rate Per 100,000

FIGURE 8

50.2

crimes, whereas in 1992 the city of Winnipeg and District 6 both experienced a drop in crime.

Figure 8 on property crime rate indicates a consistent decrease in crime at the U of M from 1992 through to 1995. In the same period, District 6 in Winnipeg experienced a decrease in property crime rate from 1993 through to 1995, while the city of Winnipeg experienced a consistent increase in property crime rate from 1992 through 1994.

Can the decreases in crime at the U of M between 1993 to 1995 be attributed to the campus police's crime prevention programs? At best these findings (decrease in crime at the U of M) are tentative. The campus police did not formally provide crime statistics until 1994, where they backed up the statistical counts to 1991. Over the course of the evaluation, the campus police had undergone a significant number of changes in command structure and the recording procedures.

The campus police had undergone a significant number of changes in command structure (a change in the executive staff in 1993) which subsequently affected the direction of the department. With the new chief and deputy chief in place the focus changed from a security orientation to a law enforcement orientation. As a result, constables were expected to handle more cases of petty crimes (recording and investigation). The campus police experienced a drastic change in their method of recording crimes. The procedures changed to mirror the procedures of the Winnipeg City Police. These changes could affect the recorded crime rates at the U of M as much as actual changes in crime. Also, crime has not

yet returned to the 1991 level which was prior to the implementation of any of the programs.

Control Variables:

A number of variables were controlled to establish the changes in crime rates as resulting from the campus police's crime prevention programs. A number of variables were identified as possible explanations for increases or decreases in crime. These were: percent female population at the U of M, the number of disabled students at U of M, the U of M population, the City of Winnipeg population, and the number of vehicle parking passes sold at the U of M.

Potential Targets: Percent Female, Disabled Student Population, & Vehicle Parking Passes

There was little change between 1991 and 1995 in both the percentage of females at the university and the number of vehicles with parking passes at the university (Table 1). Data for percentage female was only available for the years of 1993 to 1995, 1991 and 1992 were not available due to changes in the way the university defined full-time students. The percentage of females who were full time students at the university in undergraduate studies ranged from a low of 51% and a high of 52%. Percentage of female full time graduate students changed from a low of 39% in 1992 and a high of 43% in 1994 and 1995.

The number of vehicle parking passes sold during the period of 1991 through 1995 did not change much with a low of 6055 in 1992 and a high of 6101 in 1991. The number of disabled students at the university of Manitoba was obtained by

TABLE 1

NUMBER OF PARKING PASSES SOLD AT UM 1991-1995							
	STAFF	STUDENT	TOTAL				
1991	2053	4048	6101				
1992	2071	3984	6055				
1993	2065	4008	6073				
1994	2068	4031	6099				
1995	2047	4037	-6084				
* Information provided by Parking Services U of M.							
NUMBER OF DISABLED STUDENTS REGISTERED WITH DISABILITY SERVICES UM							
1991	239						
1992	344						
1993	336						
1994	283						
1995	320						
* Information provided by Disability Services U of M.							
PERCENTAGE OF FEMALE STUDENTS AT UM							
	Graduate	Undergrad					
1991	?	?					
1992	39%	?					
1993	40%	51%				.	
1994	43%	51%					
1995	43%	52%					
IS Book of Institutional Statistics.							
Office of Institutional Analysis					.		
University of Manitoba							
Editions 19 and 22							

52.1

disability services at the university of Manitoba. The totals given represent only those students who have registered with Disability Services, and have applied and been accepted into a Faculty or School at the U of M, and are either full or part time students. Table 1 shows a distinctive jump in the number of disabled students at the University of Manitoba from 239 (1991) to 344 (1992). These years represent the low and high in disabled student population at the University of Manitoba between the years of 1991 through 1995. Although this increase is large in absolute numbers, the number of disabled students at the university is relatively small comprising under 2% of the full time population at the University of Manitoba.

The control variables have been identified as possible influences on crime at the U of M. Those variables have changed in small numbers and would only have a negligible effect in increasing or decreasing crime at the U of M.

Demographic Data: Age Groups, & Percent Female

The demographic changes in Winnipeg from 1991 to 1996 (table 2) indicate that the population for persons aged 15 to 24 decreased by 5.33%, while the population for the city of Winnipeg for all ages increased 2.28%. Research indicates that people between the age of 15 to 24 are at a higher risk to commit a criminal offense. This being true, we can expect a decrease in overall crime rate in the city of Winnipeg over the five year period, 1991 -1996. Coincidentally the city of Winnipeg did have a decrease of 6% in crime rate from 1991 to 1996. At the university, the total population from 1991 to 1995 decreased 9.73%. However, the university community comprises a higher percentage of its population in the 15-24 age range than the City of Winnipeg.

SECTION VII

DISCUSSION OF RELEVANT FINDINGS

Poor Police – Community Relations:

The data on police community relations revealed that relations between the police and community were poor and in need of improvement. The relevance of this finding may be associated with the poor showing of the community policing program. Many of the respondents indicated that the community's attitude towards the campus police was poor and in need of improvement. The attitude of campus police members was perceived to be average at best.

Why is the relationship poor? A few specific reasons to this question were provided by the key persons. In the survey, respondents were asked about their sense of the attitude of the university community towards the campus police.

Perhaps the biggest reason the relationship is poor is due to the lack of respect and confidence the community has in the campus police's "legitimate authority". Respondents felt this was due to the ambiguity of the campus police's role on campus. Are the campus police here to enforce laws and regulations? Respondents felt that the community did not expect or want a "law enforcement" presence on campus in the manner in which officers thought their role should be. This obvious difference in identity created a delicate situation for the campus police that affected the relations the campus police had with its community.

Another reason mentioned as influencing and perpetuating the negative relations and perspectives the community has for the campus police was the campus police's duty of enforcing parking regulations on campus. One respondent said that any type of "gains" the campus police would make in improving relations is wiped out by the issuing of parking tickets. Parking tickets are apparently what the community associates with its police department. This "stigma" is difficult to overcome. Respondents identified this association as the manner the community views the campus police. The enforcement of parking regulations is considered by a majority of respondents to be the main activity of the campus police, and this activity is generally viewed as negative.

Low Levels of Awareness of Crime Issue By Community:

Respondents indicated that the community at the U of M has a low to very low level of awareness of crime. This factor, plus the community's association of campus police as "parking ticket" enforcement cops, will influence the community's perception of the campus police's crime prevention programs. The study by O'Keefe (1986) indicated the importance of community awareness of crime as an issue affecting the effectiveness of crime prevention programs. These factors may have negatively affected the effectiveness of the program. If the community does not see crime as a problem or issue on campus, and the campus police are not seen as a serious solution then those programs will be ineffective.

Low and High level of Awareness, and Knowledge of Programs:

Twenty-seven key persons were surveyed about their opinions of the campus police's crime prevention programs. Key persons averaged 13 years at the U of M as either a student or employee of the University. If the campus police's crime prevention programs are to be effective, these people should be aware of and know about those programs.

Key persons were asked how they first heard of the campus police's programs. Their responses suggest that the campus police did a poor job of advertising the programs, except for the safewalk program. Most key persons found out about the emergency button program through their own routine activities by "seeing a blue pole and guessing what it is". Worst yet, operators (constables) of the community policing program found out about the program informally. Only one respondent was correct, and described a memo from the chief of police. The responses of the majority of constables ranged from, "I think it was a rumor", "I heard Dick (community officer) on the radio or something that was when I first heard about it", and "I heard a member talking about it". The success of both the emergency button and community policing programs were affected by the limited amount of advertising they received. On the other hand, safewalk was advertised with some success. The campus police advertised the program through posters, in staff notices, in the community paper, and through joint advertising at orientations and event days at university centre.

Programs Ineffective In Reducing Personal Fear On Campus:

Key persons indicated the crime prevention programs of the campus police were "not effective" in reducing their own personal fear levels of crime on campus. The primary reasons given for the programs' ineffectiveness ranged from the environment, and environmental factors to views' respondents had about the programs.

A large number of respondents said that they did not have any fear on campus, or that their position and time they were on campus did not place them in a "vulnerable" position. Respondents felt that the campus was generally a safe environment, one that is "sheltered" from the higher levels of crime associated with the city of Winnipeg. A number of variables contribute to this type of mentality. Factors such as high pedestrian traffic, and that most students or staff knew other people on campus facilitated an environment that appears to be safe to the respondents. Their perceptions are correct as the crime rate for the University of Manitoba is considerably less than the crime rate for the City of Winnipeg. However the community's perception of crime differed with different types of crime. For example, respondents felt that violent crimes and crimes against persons were generally nonexistent on campus. However, respondents felt that theft and petty property crimes were a problem on campus.

Respondents felt the programs of the campus police were not applicable to them. Specifically, respondents did not see the programs affecting crime, at least the crimes that would affect them (theft). It is this perception and the safety which respondents felt on campus that promotes the view that the crime prevention

programs of the campus police are not a viable option for many of the respondents. As a result respondents did not use the programs on an ongoing basis.

Crime Type - Theft a Crime Problem on Campus: Are Programs a Solution

Respondents felt that the campus was generally a safe environment. However, theft was considered a serious problem on campus. Over 96% of respondents felt that theft was the most prevalent crime on campus, while approximately 89% of respondents felt that theft was a serious problem.

All respondents who thought theft was a problem on campus were questioned about what they thought a solution would be. Notably only one respondent mentioned any of the campus police's crime prevention programs as a possible solution to the problem of theft. Respondents were questioned specifically about the campus police's safewalk and community policing programs as solutions to the problem of theft. Respondents felt the safewalk program was a viable solution, and the community policing program was not seen as an effective solution. Figure 9 illustrates that 59% of respondents thought the community policing program was "not a solution", while the same percentage felt the safewalk program was "a solution" to the problem of theft. These respondents felt the safewalk program was a solution to the problem of theft, because the safewalkers would patrol the campus and expand the "eyes and ears" of the campus police.

SOLUTIONS TO THEFT: COMMUNITY POLICING AND SAFEWALK

Score of		Community Policing	Safewalk
1	Poor Solution	11	4
2	Not a Solution	5	3
3	Possible Solution	6	3
4	Solution	3	14
5	Good Solution	1	2
	Total =	26	26
Average Scores =		**2.15**	**3.27**

Solutions To Problem of Theft

58.1

FIGURE 9
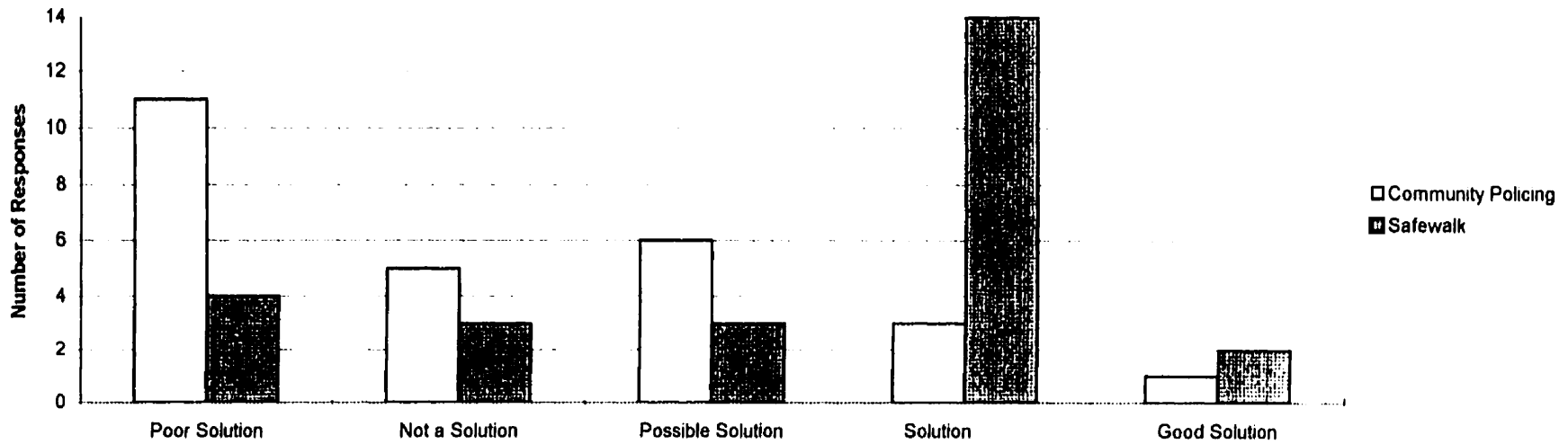
Objectives:

At the beginning of this study, I set out three specific objectives, they were:

1. To determine the effectiveness of the crime prevention programs in reducing crime and fear of crime, and in improving police community relations.

2. To identify critical variables and factors contributing to the programs' success or failure. (Relevant findings)

3. To assess the relevance of the findings, both for the programs' themselves, and for their contribution to our knowledge on crime prevention.

I believe these objectives were achieved, with the exception of determining the programs' ability to reduce crime. Limitations existed in gathering of secondary data. These limitations include the lack of statistical information kept by the campus police, and changes within the campus police command and recording structures. These limitations contributed to my inability to determine the programs' effectiveness in reducing crime.

SECTION VIII
RECOMMENDATIONS

The findings from this study of the University of Manitoba campus police's crime prevention programs demonstrate the importance of educating the community, attaining their support, and most importantly establishing a need for the programs.

Since there is not much crime on campus the perceived utility of the crime prevention programs are low. Of the three crime prevention programs evaluated, only one program was perceived to be effective among the community's key representatives. This program is the safewalk program. The campus police did an adequate job of advertising the program. The program was easily accepted because the community saw some value (need) in the program, if not as a crime reduction tool, then as a fear reduction tool. Why was this program more effective than the other two programs? Two main reasons, first is the way the safewalk program was perceived by the community and the second is the marketing of the program.

The university does not experience a high degree of crime. The only crime problem believed to be on campus is theft. Because theft is considered petty the community's "emotions" is not heightened which is reflected in the low levels of awareness of crime. Therefore what results is a low demand and use of any crime prevention strategy. For the campus police to effectively improve their crime prevention programs they must first rally the support and increase the awareness of

the community. No program can be effective without the support and active participation of the community.

The university community does not see a need for a "law enforcement" agency on campus, and does not see the campus police as a "law enforcement" agency. However, the university community is quite supportive of the crime prevention programs of the campus police. It appears the community is prepared to support any crime prevention initiative the campus police may offer. The campus police should use this type of atmosphere to facilitate a crime prevention program that will educate the community through mass advertising, and targeting of the crimes that the community sees as a problem on campus -- theft (establishing a need).

The university environment is one that is academic, this environment thrives on "academic freedom". The nature and manner by which the university community would be subject to crime prevention measures must not be through aggressive and intrusive techniques and programs. But one that facilitates cooperation and education for a purpose.

The safewalk program, employing students to patrol the campus in highly visible uniforms, accomplishes this task of non intrusiveness and increased security. Because the safewalk program is staffed by students this creates an association by students and staff to the students, and is a conduit for communication and repoire. The campus police should direct their officers towards more educational situations, such as taking part in seminars on safety, giving speeches, and conducting surveys

to assess the needs of the community. In this way the campus police will take a leadership role in the prevention of crimes that is acceptable to the community. Consequently, the campus police may become a legitimate "law enforcement" agency in the eyes of its community. This is the first step in providing effective crime prevention programs that will be used and considered viable options for the community.

LIMITATIONS OF STUDY:

The most important deficiency of this study lies in its lack of sophisticated analysis. The data are analyzed with relative and cumulative frequencies. However, it is my opinion, this method is the most appropriate for this study. My goal was to provide a descriptive analysis of the crime prevention programs, and how "effective" those programs were perceived to be in a number of areas. I believe this was accomplished.

Limitations existed in gathering of secondary data. These limitations include the lack of statistical information kept and thus provided by the campus police on the number of times each program was used. Specifically, no records exist as to the number of people attending various seminars. Recording of the number of times the safewalk program was used was sporadic (sometimes it would be recorded, and before 1993 there was no record of use). These limitations caused me to focus on the key person surveys for an indication on the amount of use the programs received.

Statistical data was a challenge to analyze. The changes in crime rate at the University of Manitoba were dramatic. Yearly changes in crime rate were as high as 79% and the low was 5%. These changes are significant, however crime was not seen as changing dramatically by a majority of key persons. What could cause this apparent discrepancy? Upon further investigation, it was revealed that the campus police had implemented a new recording system in 1994. The campus police did not formally provide crime statistics until 1994, where they backed up the statistical counts to 1991. Over the course of the evaluation, the campus police had undergone a significant number of changes in command structure and the recording procedures. These changes could affect the recorded crime rates at the U of M.

Secondary data were evaluated by comparing the changes between the U of M, City of Winnipeg, and District 6 (which is a section of Winnipeg that encompasses the U of M). Crime rate fluctuations were evaluated by viewing the changes between each area, graphically, and by the number of crime rate change. This was a simplistic approach, but I felt it was the most appropriate, given the dramatic changes in crime rate at the U of M between each year.

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CRIME PREVENTION EVALUATION SURVEY

Identification Number:

Card Number:

Key Actor Code:

Date of Interview:_____

Interviewer:_____

Background Information:

Name:_____

Position and Length of Time:_____

Department/Group and Length of Time:_____

Telephone Number:_____

Address:_____

COMMUNITY PROBLEMS:

1.   In your opinion, do you consider crime at the University of Manitoba to be:

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

2.   In the last five years, do you think that crime at the U of M has:

   Decreased...1

   Remained about the Same......................3

   Increased..5

   Don't Know...8

   No Response..9

3.   In your opinion, how much crime is on campus?

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

4.   Do you think that the students and staff at the U of M are changing their behavior because of crime?

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

5.   What do you think the **awareness level** of crime is, among the community at the University of Manitoba?

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

SECTION B

POLICE COMMUNITY RELATIONS:

1. What is your sense of the attitude of the university community towards the Campus Police? (PROBE TO IDENTIFY CONFLICT, ARE CITIZENS COOPERATIVE, RESPECTFUL, AWARE OF POLICE PROBLEMS?)

_____

_____

_____

2. Do you think that the university community's attitude towards the Campus Police needs to be improved?

1	2	3	4	5	(circle one)
Very Poor	Poor	Average	Good	Very Good	

3. What is your sense of the attitude of the Campus Police toward the community?

1	2	3	4	5	(circle one)
Very Poor	Poor	Average	Good	Very Good	

4. In your experience, what are the relations of the Campus Police with community organizations and groups at the University of Manitoba? (IDENTIFY COMMUNITY ORGANIZATIONS AND GROUPS THAT ARE RELEVANT, E.G. UMSU, ICS, ASBC, SSBC.)

_____

_____

_____

5. Taking into consideration the Campus Police's crime prevention programs, do you think that these programs have increased the interaction between the community and the Campus Police?

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

5.1.   Explain?

_____

_____

_____

6.   Have you personally interacted more with the Campus Police, as a result of their crime prevention programs?

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

CRIME PREVENTION PROGRAMS:

1.   Program 1: Community based Policing

A.   Are you aware that the Campus Police have implemented "community based" policing on campus?

> No...1
>
> Yes..2
>
> Don't Know...............................8
>
> No Response.............................9

IF YES, CONTINUE WITH QUESTIONS B-O, IF NO, DK, NR SKIP TO QUESTION 2.

B.   What do you know of the Campus Police's community based policing program?

_____

_____

_____

C.   Where did you hear of the community policing program from? (PROBE TO IDENTIFY IF THEY HEARD OF THE PROGRAM VIA ADS, MEDIA, PROMOTIONS, ETC.)

_____

_____

_____

D.   Do you think that this program is an effective way of improving **relations** between the Campus Police and the community?

1	2	3	4	5 (circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective

E.   Explain?

_____

_____

_____

F.   Do you think that this program has been effective in reducing the amount of **crime** at the University of Manitoba?

<div align="center">

1	2	3	4	5	(circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective	

</div>

G.   Explain?

_____

_____

_____

H.   Do you think that this program has been effective in reducing the amount of **fear of crime** at the University of Manitoba?

<div align="center">

1	2	3	4	5	(circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective	

</div>

I.   Explain?

_____

_____

_____

J.   Has this program reduced **your fear level** about crime on campus?

<div align="center">

1	2	3	4	5	(circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective	

</div>

K.   Explain?

_____

_____

_____

L.   Has this program increased your **awareness** and knowledge of crime and safety issues?

<div align="center">

1	2	3	4	5	(circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective	

</div>

M. Have you taken advantage of this program while you've been on campus?

No..1

Yes...2

Don't Know...8

No Response...9

N. Do you consider this type of activity to be appropriate work for the police?

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

O. Generally, are you **satisfied** with this service offered by the UM police.

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

2. Program 2: Safewalk

A. Are you aware that the Campus Police have implemented a safewalk program on campus?

No..1

Yes...2

Don't Know...8

No Response...9

IF YES, CONTINUE WITH QUESTIONS B-O, IF NO, DK, NR SKIP TO QUESTION 3.

B. What do you know of the Campus Police's safewalk program?

_____

_____

_____

C. Where did you hear of the safewalk program from? (PROBE TO IDENTIFY IF THEY HEARD OF THE PROGRAM VIA ADS, MEDIA, PROMOTIONS, ETC.)

_____

_____

_____

D. Do you think that this program is an effective way of improving **relations** between the Campus Police and the community?

1	2	3	4	5	(circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective	

E. Explain?

_____

_____

_____

F. Do you think that this program has been effective in reducing the amount of **crime** at the University of Manitoba?

1	2	3	4	5	(circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective	

G. Explain?

_____

_____

_____

H. Do you think that this program has been effective in reducing the amount of **fear of crime** at the University of Manitoba?

1	2	3	4	5	(circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective	

I.   Explain?

_____

_____

_____

J.   Has this program reduced **your fear level** about crime on campus?

         1   2   3   4   5   (circle one)
No Effect   Little Effect Average/Moderate Effective   Very Effective

K.   Explain?

_____

_____

_____

L.   Has this program increased your **awareness** and knowledge of crime and safety issues?

         1   2   3   4   5   (circle one)
No Effect   Little Effect Average/Moderate Effective   Very Effective

M.   Have you taken advantage of this program while you've been on campus?

        No..1

        Yes.......................................2

        Don't Know.............................8

        No Response..........................9

N.   Do you consider this type of activity to be appropriate work for the police?

         1   2   3   4   5   (circle one)
Very Low   Low   Moderate   High   Very High

O.   Generally, are you **satisfied** with this service offered by the UM police.

         1   2   3   4   5   (circle one)
Very Low   Low   Moderate   High   Very High

3. Program 3: Code Blue/Emergency Buttons

A.   Are you aware that the Campus Police have implemented a code blue/"emergency button" program on campus?

        No..1

        Yes...2

        Don't Know................................8

        No Response...............................9

IF YES, CONTINUE WITH QUESTIONS B-O, IF NO, DK, NR SKIP TO QUESTION 4.

B.   What do you know of the Campus Police's code blue/emergency button program?

_____

_____

_____

C.   Where did you hear of the code blue/emergency button program from? (PROBE TO IDENTIFY IF THEY HEARD OF THE PROGRAM VIA ADS, MEDIA, PROMOTIONS, ETC.)

_____

_____

_____

D.   Do you think that this program is an effective way of improving **relations** between the Campus Police and the community?

1	2	3	4	5	(circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective	

E.   Explain?

_____

_____

_____

F.   Do you think that this program has been effective in reducing the amount of **crime** at the University of Manitoba?

1	2	3	4	5 (circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective

G.   Explain?

_____

_____

_____

H.   Do you think that this program has been effective in reducing the amount of **fear of crime** at the University of Manitoba?

1	2	3	4	5 (circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective

I.   Explain?

_____

_____

_____

J.   Has this program reduced **your fear level** about crime on campus?

1	2	3	4	5 (circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective

K.   Explain?

_____

_____

_____

L.   Has this program increased your **awareness** and knowledge of crime and safety issues?

1	2	3	4	5 (circle one)
No Effect	Little Effect	Average/Moderate	Effective	Very Effective

M. Have you taken advantage of this program while you've been on campus?

No...1

Yes..2

Don't Know.....................................8

No Response....................................9

N. Do you consider this type of activity to be appropriate work for the police?

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

O. Generally, are you **satisfied** with this service offered by the UM police.

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

4. Do you think that **theft** is a crime problem at the University of Manitoba?

1	2	3	4	5	(circle one)
Very Low	Low	Moderate	High	Very High	

IF (3,4,5), CONTINUE WITH QUESTIONS 4.1-4.4. IF (1,2), SKIP TO QUESTION 5.

4.1. In your opinion, what are the possible solutions to this problem?

_____

_____

_____

4.2. Is anyone doing something about this problem now? (If yes , specify.)

_____

_____

_____

4.3.   Do you feel that the Campus Police's **Community based policing** program is a solution to this problem?

    1   2   3   4   5   (circle one)
    Very Poor   Poor   Average   Good   Very Good

4.4.   Do you feel that the Campus Police's **Safewalk** program is a solution to this problem?

    1   2   3   4   5   (circle one)
    Very Poor   Poor   Average   Good   Very Good

5.   Do you think that **assault** is a crime problem at the University of Manitoba?

    1   2   3   4   5   (circle one)
    Very Low   Low   Moderate   High   Very High

IF (3,4,5), CONTINUE WITH QUESTIONS 5.1-5.5. IF (1,2), SKIP TO QUESTION 6.

5.1.   In your opinion, what are the possible solutions to this problem?

_____

_____

_____

5.2.   Is anyone doing something about this problem now? (If yes , specify.)

_____

_____

_____

5.3.   Do you feel that the Campus Police's **Community based policing** program is a solution to this problem?

    1   2   3   4   5   (circle one)
    Very Poor   Poor   Average   Good   Very Good

5.4. Do you feel that the Campus Police's **Safewalk** program is a solution to this problem?

1	2	3	4	5	(circle one)
Very Poor	Poor	Average	Good	Very Good	

5.5. Do you feel that the Campus Police's **Emergency button** program is a solution to this problem?

1	2	3	4	5	(circle one)
Very Poor	Poor	Average	Good	Very Good	

6. What do you believe is the most prevalent crime at the University of Manitoba? (SEARCH FOR ANY CRIME, EVEN IF IT ISN'T SEEN AS SERIOUS.)

_____

_____

_____

6.1. What are the possible solutions to this problem?

_____

_____

_____

6.2. Is anyone doing something about this problem now? (If yes , specify.)

_____

_____

_____

6.3. Do you feel that the Campus Police's **Community based policing** program is a solution to this problem?

1	2	3	4	5	(circle one)
Very Poor	Poor	Average	Good	Very Good	

6.4. Do you feel that the Campus Police's **Safewalk** program is a solution to this problem?

1	2	3	4	5	(circle one)
Very Poor	Poor	Average	Good	Very Good	

6.5. Do you feel that the Campus Police's **Emergency button** program is a solution to this problem?

1	2	3	4	5	(circle one)
Very Poor	Poor	Average	Good	Very Good	

NAME

DATE

Dear NAME

I am a graduate Sociology student at the University of Manitoba. The reason I am writing you is to inform you about a research project that I will be conducting for my masters thesis at the University of Manitoba. The University of Manitoba Campus Police are currently providing various crime prevention services to the university community. The purpose of this research is to evaluate the crime prevention services offered by the Campus Police to its community.

You have been chosen as one of a few "key persons" to be interviewed for this research. You have been selected because of your relationship to those programs. Those relations have been identified as (1) administrator, (2) operator, and (3) intended users of the crime prevention programs. Your opinions, and answers are important in evaluating the effectiveness of those programs.

The amount of time required of you will be less than 30 minutes. This interview will be recorded in a questionnaire. You can be assured of complete confidentiality. Your identity will not be revealed during any stage of the research nor in any published reports. The exact time and location will be at your convenience, however I would suggest that we meet in a quiet location where there will be no interruptions.

Your participation in this research is completely voluntary. You may refuse to answer any or all questions the researcher asks. You may withdraw your participation in this study at any time, and you may choose to withdraw any or all information you have provided, without penalty.
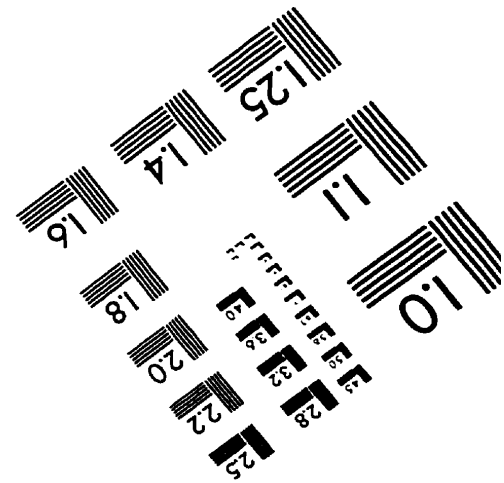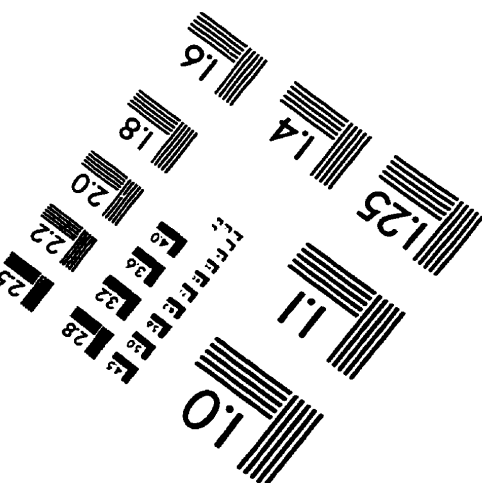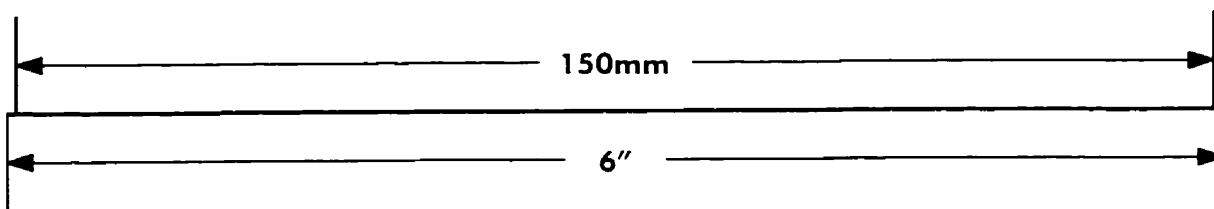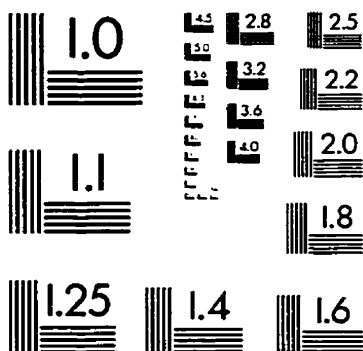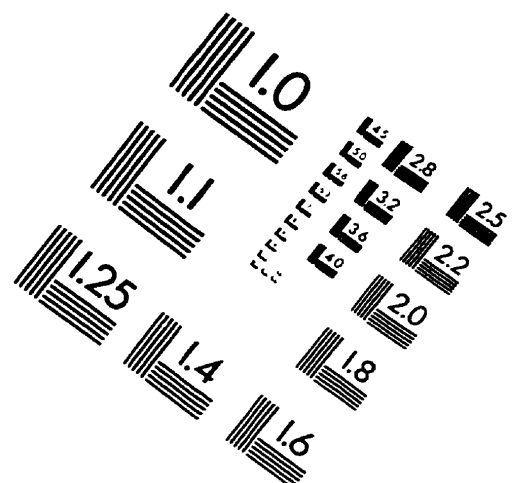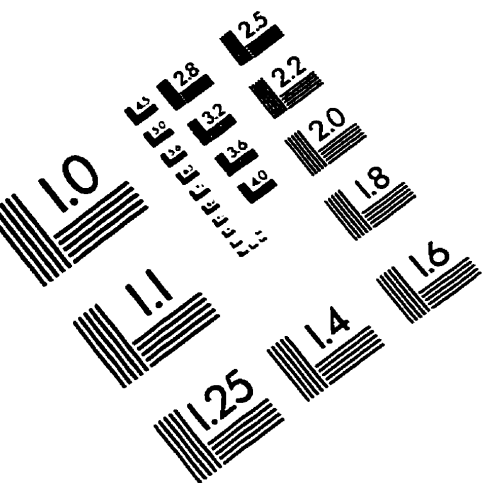
I hope that you will decide to participate in this research. Your opinions and input would be greatly appreciated. I will call you within the next week to confirm you participation. If you have any questions, please phone me at 233-7804.

Thank you for your assistance.

Sincerely,

Winston Yee
Researcher

IMAGE EVALUATION
TEST TARGET (QA−3)

150mm

6"