

OKLAHOMA STATE BUREAU OF INVESTIGATION

Evaluation of the
Oklahoma City SAFE Oklahoma Grant

Office of Criminal Justice Statistics
Oklahoma City, Oklahoma
February 2015

OKLAHOMA STATE BUREAU OF INVESTIGATION

EVALUATION OF THE
OKLAHOMA CITY SAFE OKLAHOMA GRANT PROGRAM
SUBMITTED TO THE OKLAHOMA CITY POLICE DEPARTMENT

In partial fulfillment of the requirements of the
Memorandum of Understanding between
Oklahoma State Bureau of Investigation and Oklahoma City Police Department

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This project was governed by a Memorandum of Understanding between the Oklahoma State Bureau of Investigation and the Oklahoma City Police Department. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the Oklahoma State Bureau of Investigation.

ACKNOWLEDGEMENTS

The evaluators thank the following Oklahoma City Police Department staff for their kind assistance and collaboration in conducting this evaluation:

- Chief Bill Citty, Chief of Police
- Major Jeffrey Becker, Hefner Division
- Major Dexter Nelson, Hefner Division
- Lieutenant Robert Cornelson, Operations Administration
- MSgt Robert Skalla, Police Community Relations Officer
- Renee Sachau, Business Manager

The evaluators also acknowledge the following employees of the Oklahoma State Bureau of Investigation:

- Stan Florence, Director
- Charles Curtis, Deputy Director
- Jimmy Bunn, Chief Legal Counsel
- John Flores-Hidones, Statistical Research Specialist
- Nikki Lofftus, Statistical Research Specialist
- Meredith Mouser, Statistical Research Specialist

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INTRODUCTION

In December 2013, the City of Oklahoma City received a grant award from the Justice Reinvestment Grant Program, which is administered by the Oklahoma Office of the Attorney General. This funding source was created through the passage of HB 3052 in 2012. Grant funds were made available to local law enforcement agencies to address violent crime using evidence-based policing strategies.

To be eligible for grant funds, local law enforcement applications must address one of the following purpose areas: (1) evidence-based policing strategies (intelligence-led policing, directed patrols); (2) technology advancements (e.g., crime mapping software, GPS technologies); (3) analytical capabilities (e.g., analysis of crime trends); (4) community partnership enhancements (e.g., programming focused on gang violence); or (5) direct victim services (e.g., enhancing access to victims' services).

The Oklahoma City Police Department requested funds for three purpose areas: (1) evidence-based policing strategies; (2) technology advancements; and (4) community partnership enhancements. First, OCPD proposed the use of grant funds to increase police overtime and code enforcement. Second, OCPD proposed the use of grant funds to create a data warehouse for information sharing among metro police departments – grant writers incorporated purpose area four (4) in the application by proposing data sharing agreements with five other municipalities. This evaluation is focused on the implementation and effectiveness of the first purpose area: evidence-based policing strategies.

The City of Oklahoma City authorized the Oklahoma City Police Department to enter into a Memorandum of Understanding with the Oklahoma State Bureau of Investigation for the

purpose of conducting the evaluation. The evaluation period was from December 1, 2013 to November 30, 2014. Based on the program evaluation, the evaluators make the following conclusions:

1. The Oklahoma City Police Department used data to identify a 4.4 square mile target area in northwest Oklahoma City with a high violent crime rate. Additional resources were needed to address the needs of the community. The SAFE Oklahoma Grant Program provided funding to OCPD to implement proactive policing strategies, nuisance abatement, and community outreach.

2. The Oklahoma City Police Department demonstrated a high level of fidelity to the activities outlined in the program narrative. Grant activities were based on current policing research. Appropriate performance measurement data were collected by OCPD to effectively evaluate the proactive policing strategies. Additional performance measurement data are needed to better understand nuisance abatement and community outreach activities funded by the grant.

3. The Oklahoma City Police Department dedicated appropriate resources to the target area throughout the program period. In general, overtime shifts were appropriately staffed in the target area.

4. Violent crime data suggest grant activities are influencing violent crime in the target area. Violent crime in the target area decreased by 5.7% during the first year of the Oklahoma City SAFE Oklahoma Grant Program. However, these data should be interpreted with caution for two reasons. First, grant activities have only been implemented in the target area since the end of 2013. Second, Oklahoma City experienced a similar decrease (4.3%) in violent crime during the same time period.

PROGRAM OVERVIEW

Using grant funds, OCPD developed a program model to address violent crime in the target area. According to the program narrative, the purpose of this program is to “reduce the occurrence of violent crime through both proactive and reactive efforts while using directed patrols, “hot spot” policing, and intelligence-led policing tactics in conjunction with code enforcement strategies.” The program also included a community outreach strategy to address the perception of law enforcement and the community among citizens and business owners in the target area.

Statement of Problem

In 2012, Oklahoma City reported 85 homicides to OSBI, representing a 49.1% increase over 2008. Historically, OCPD has reported more homicides than any other city in the state. In 2012, OCPD reported an increase in the number of rapes and aggravated assaults; in 2011, the crime rate was 67.10 (per 1,000). According to the Federal Bureau of Investigation (FBI), Oklahoma City had the seventh highest violent crime rate of those cities with a population of over 500,000 people. During the same period, Tulsa’s crime rate was 65.34, and the statewide crime rate was 38.34.

Table 1. Violent Crime, by Year

Violent Crime	2008	2009	2010	2011	2012	2013	Total
Murder	57	65	54	58	85	62	381
Rape	318	294	340	279	389	450	2,070
Robbery	1,524	1,249	1,112	1,228	1,209	1,191	7,513
Aggravated Assault	3,501	3,573	3,798	3,581	3,791	3,295	21,539
Total	5,400	5,181	5,304	5,146	5,474	4,998	31,503

Source: Crime in Oklahoma (2008-2013)

Drive-by shootings and homicides attributed to gangs have increased in Oklahoma City; approximately 5,400 gang members are operating in Oklahoma City. The increase in gang

activity has led to an increase in violent crime. In 2012, OCPD reported 28 gang-related homicides, representing an increase of 154.5% from 2008. Thirty percent of homicides in Oklahoma City were related to gang activities. Drive-by shootings also increased by 41.2% since 2008. The Centers for Disease Control and Prevention (CDC) identified Oklahoma City as one of the top five cities for gang-related violence. Gang-related crime and other violent activity pose a significant threat to public safety.

Table 2. Gang Violence, by Year

	2008	2009	2010	2011	2012	Total
Drive-by Shooting	136	100	97	132	192	657
Gang-Related Homicides	11	13	9	14	28	75

Source: Oklahoma City Police Department, 2013

Operational challenges further compound the ability of OCPD to address violent crime across the city. Based on population, the rate of commission police officers serving Oklahoma City is below the national average. Currently, OCPD has 1,076 commissioned police officers to serve 592,000 citizens, which equates to a rate of 1.82 commissioned police officers per 1,000 citizens. According to the Bureau of Justice Statistics (BJS), the rate of commissioned police officers is 2.5 per 1,000 citizens (for cities with populations of 250,000 or more).

The City of Oklahoma City encompasses 621 square miles. The Oklahoma City Metropolitan Area includes over 30 cities and counties. This creates a challenge for agencies as they attempt to share information and intelligence. To effectively implement crime reduction strategies, police departments must share information and intelligence. To do this, OCPD entered into data sharing agreements with five municipalities: Bethany, Edmond, Midwest City, Moore, and Norman.

OCPD is dedicated to identifying and implementing effective policing strategies to prevent and decrease violent crime. To that end, OCPD proposed a three-pronged approach to address violent crime: directed patrols, nuisance abatement, and community outreach. Professional literature suggest policing strategies that include directed patrols, based on intelligence and data, are effective in the prevention and reduction of violent crime.

Literature Review

Crime Prevention through Environmental Design

Crime Prevention through Environmental Design (CPTED) originated from the work of C. Ray Jeffery. CPTED is a crime prevention strategy that takes into account environmental factors (e.g., building design) that can reduce or prevent crime (Crowe 2000). The theory incorporates three common strategies that impact crime, including territorial reinforcement, natural surveillance, and natural access control. Other strategies that have been incorporated include activity support, image/space management, and target hardening (Cozens 2011).

Territorial reinforcement is a design concept that involves encouraging ownership and pride among those who are using space legitimately. It is suggested that opportunities for criminal activity are reduced when residents have strong feelings of pride and ownership in their communities. Natural surveillance is also based on design, mainly on the placement of windows and mechanical forms of surveillance (e.g., security cameras). This strategy implies that offenders will be less likely to commit crimes in areas in which they perceive they can be observed. Natural access control is a strategy aimed at reducing the opportunities for crime by denying access to targets and increasing the perceived risk of offending (Cozens 2011).

Other strategies of CPTED involve incorporating signage to support positive use of space (activity support), maintaining the built environment to ensure functionality and send positive messages (image/space management), and maximizing the effort and energy an offender must expend in order to commit a crime (target hardening) (Cozens 2011).

When incorporated into community redesign projects, CPTED Strategies have been found to significantly reduce crime (Cozens 2011). La Vigne (1997) described the CPTED Strategies used by the Washington, D.C. Metro system to reduce crime. This included the addition of graffiti resistant seats, windows, and fixtures (target hardening); limiting access to the Metro from street level and closing the Metro during the off peak hours (access control); and enhancing entry/exit screening and surveillance (increasing perceived risk). The integration of CPTED Strategies in the D.C. Metro resulted in a Part I crime rate of 1.51 (per one million riders) (La Vigne 1997). The example of the D.C. Metro implies that thoughtful environmental design can result in the reduction of crime.

Intelligence–Led Policing

Intelligence-led policing uses a top-down management approach and is reliant on strategies influenced by crime intelligence and crime analysts that are used with the goal of preventing, reducing, and disrupting crime (Ratcliffe 2011). Law enforcement use intelligence to make informed decisions about resource allocation (Ratcliffe 2011). Law enforcement use crime analysis to determine where to focus their efforts within the community.

Research conducted by Sampson and Groves (1989) indicated neighborhoods with certain conditions tend to be “hot spots” for criminal activity. Usually, these neighborhoods have high rates of poverty, little to no cohesiveness, and symbols of disorder (Anselin, Griffiths, and Tita 2011). Eck (2005) defines crime “hot spots” as “an area that has a greater than average number of criminal or disorder events, or an area where people have a higher than average risk of victimization” (p. 2). It is also important to understand that a crime “hot spot” may not be a whole neighborhood, but rather a subsection of street segments that experience higher than average levels of crime (Anselin et al. 2011).

Besides being a useful in assisting scholars in their explanations for why criminal activity congregates in certain areas, “hot spot” analysis also aids law enforcement in developing and implementing strategies to prevent, reduce, and disrupt criminal activity in hot spot areas (Anselin et al. 2011). Through mapping crime and identifying “hot spots”, police can use effective measures to reduce crime in those areas, such as increasing patrols at specific times (Anselin et al. 2011).

Broken Windows Theory

Based on the work of Wilson and Kelling (1982), the *Broken Windows Theory* suggests when symbols of social and physical disorder within a community are not remedied, the message is sent to criminals that no one in the community cares, and ultimately leads to more social and physical disorder and serious criminal activity. According to the authors, the way to combat serious criminal offenses is to prevent the first broken window (or other symbols of disorder).

One of the best examples of empirical support for the *Broken Windows Theory* is practices used in New York City in the 1990s. Beginning in the subway system, attempts were made to control acts of vandalism by removing graffiti from subway cars. However, little change was achieved, that is until transit police started to take action against disorderly behavior. Law enforcement found when these problems of disorderly behavior and conditions were addressed, the crime offenses in the subway dropped and the number of passengers increased (Wagers, Sousa, and Kelling 2011).

Situational Crime Prevention

Rooted in routine activities, rational choice, and crime pattern theories, situational crime prevention is an efficient crime reduction strategy. Situational crime prevention is only successful when focused on a particular type of crime. Additionally, situational crime prevention is successful when the motive for the crime is clearly understood. Situational prevention also makes use of an action-research model and includes practical solutions to reduce opportunity (Clarke 2011).

As previously mentioned, this strategy is useful in combating single crimes. Critics of situational prevention fear implementation of strategies will lead to displacement of crime. However, empirical research has found that while displacement is possible, it is not a certainty. Furthermore, in studies with evidence of displacement, crime was actually prevented at higher rates than displaced. In fact, research suggests situational prevention may actually lead to a 'diffusion of benefits,' which means benefits of the strategy carry over into the area surrounding the target area (Clarke 2011).

Logic Model

According to Kegler and Honeycutt (2008:3), logic models “provide a visual depiction of how a program is supposed to work.” Logic models tend to share similar components, including conditions, inputs, activities, outputs, intermediate outcomes, and long-term outcomes (see Figure #).

Conditions. The first component of a logic model is conditions. It identifies social conditions that contribute to the need of a program. Conditions that necessitated the Oklahoma City SAFE Program included an increase in violent crime (homicide, sexual assault, felonious assault, and robbery), drive-by shootings, and gang activity. Operational challenges (staffing levels and information sharing among surrounding agencies) compounded the conditions.

Inputs. The second component of a logic model is inputs. Inputs are the “resources that go into a program” (Kegler and Honeycutt 2008:5). Inputs for the Oklahoma City SAFE Program included overtime, ILP strategies, directed patrols, police reports, calls for services, vehicle/equipment, mapping software, community outreach activities, and nuisance abatement activities.

Activities. The third component of a logic model is activities. Activities are the “actual events or actions” (Kegler and Honeycutt 2008:5) of the program. Activities for the Oklahoma City SAFE Program included implementation of policing strategies, increased police presence in the target zone, identification and documentation of graffiti, enforcement of code violations, education of community members, and partnership with community leaders.

Outputs. The fourth component of a logic model is outputs. Outputs are the “direct results of program activities (Kegler and Honeycutt 2008:5) that can typically be measured. Outputs for the Oklahoma City SAFE Program included numbers of drive-by shootings, violent crimes, gang-related crimes, arrests, calls for service, overtime hours, code enforcement violations, action grams, and graffiti locations.

Outcomes (intermediate). The fifth component of a logic model is outcomes. Outcomes are the “sequence of changes triggered by the program” (Kegler and Honeycutt 2008:5).

Figure 2. Oklahoma City SAFE Oklahoma Grant – Logic Model

Conditions	Inputs	Activities	Outputs	Outcomes (intermediate)	Outcomes (long-term)
<p>Increase in population</p> <p>Increase in violent crime</p> <p>Increase in gang-related violence</p> <p>Low staff to citizen ratio</p> <p>Decline in communication, sense of ownership, and morale among citizens, community leaders, and other stakeholders</p>	<p>Grant funding</p> <p>Program staff</p> <p>Program supervisor</p> <p>Community relations Officer</p> <p>ILP Officers</p> <p>Nuisance Abatement</p> <p>Overtime</p> <p>Facilities</p> <p>Vehicles</p> <p>Equipment</p> <p>Police reports</p>	<p>Increase police presence</p> <p>Increase proactive policing strategies (e.g. traffic stops, voluntary contacts)</p> <p>Partner with community leaders, neighborhood stakeholders, and business owners</p> <p>Participate in community meetings</p> <p>Engage/educate apartment managers</p> <p>Document/report quality of life issues</p> <p>Increase code enforcement activities in target area</p> <p>Employ part-time code enforcement specialist</p> <p>Identify/document graffiti</p> <p>Follow-up investigations by Nuisance Abatement Unit</p>	<p>Number of:</p> <p>Violent crimes</p> <p>Gang-related crimes</p> <p>Drugs seized</p> <p>Arrests</p> <p>Citations issued</p> <p>Calls for service</p> <p>Reports filed</p> <p>Overtime hours</p> <p>Code violations</p> <p>Action grams</p> <p>Graffiti locations</p> <p>Community meetings</p>	<p>Increase visibility of law enforcement</p> <p>Deter criminal behavior</p> <p>Reduce gang activities</p> <p>Encourage sense of ownership in community</p> <p>Increase awareness among citizens and business owners</p> <p>Increase cooperation among law enforcement, citizens, and other community stakeholders</p> <p>Increase accountability of property owners</p>	<p>Reduce violent crime in target area</p> <p>Reduce gang presence</p> <p>Strengthen community relations among law enforcement, community leaders, citizens, and other stakeholders</p> <p>Strengthen sense of ownership among community leaders</p>

Grant Activities

To structure this report, evaluators divided grant activities into three components: proactive policing strategies, nuisance abatement, and community outreach. Comprised of just 4.4 square miles (and 3.13% of total population), the target area has consistently been responsible for six percent of all violent crime committed in Oklahoma City. To address this challenge, OCPD used grant funds to implement proactive policing strategies, nuisance abatement, and community outreach to achieve program goals.

Proactive Policing Strategies. The first component of the Oklahoma City SAFE Oklahoma Grant Program is proactive policing strategies. The program supervisor is responsible for overseeing the daily operations of the program. Program staff uses intelligence-led policing strategies to identify and focus resources toward “hot spots” in the target area. Patrol officers also increase their presence in the target area. Patrol officers initiate traffic stops, knock and talks, and other voluntary contacts in the area. Overtime officers forward street-level information to ILP officers and other special investigative units.

Overtime officers also identify and document graffiti in the target area, which is then sent to the Graffiti Investigation Unit and the Graffiti Abatement Unit. Overtime officers are also responsible for documenting and reporting code violations, including high grass and weeds, dilapidated structures, junk and debris, and derelict vehicles.

Nuisance Abatement. The second component of the Oklahoma City SAFE Oklahoma Grant Program is nuisance abatement. Nuisance abatement is responsible for addressing code violations to improve quality of life in the target area. OCPD hired a part-time code enforcement specialist to work in the target area. The code enforcement specialist is the department’s expert on municipal codes and zoning violations related to dilapidated structures, multi-family housing, abandoned vehicles, and waste management. The code enforcement specialist is responsible for self-initiated activity, responding to action grams, investigating citizen and business complaints, and participating in community outreach meetings.

Program staff also coordinated with other units in the police department. The Oklahoma City Police Department Nuisance Abatement Unit is responsible for conducting investigations of criminal activity involving property and vehicles. The goal of the unit is to eliminate the use of

property to conduct criminal activity. The unit conducts follow-up investigations on any property or vehicle that is involved in drug-related activity, prostitution-related activity, adult entertainment-related violations, and bar or tavern-related violations. Furthermore, vehicles are nuisances if they are used in the following criminal activities: prostitution (including transportation), drive-by shootings, and/or eluding a police officer. The Ordinance also covers private property (real property) when used for drug-related or prostitution crimes.

Community Outreach. The third component of the Oklahoma City SAFE Oklahoma Grant Program is community outreach. While policing strategies seek to influence the physical safety of citizens, community outreach is interested in the perceptions of citizens – in their security. Public perception of personal safety and law enforcement is critical in the success of the Oklahoma City SAFE Oklahoma Grant Program. The goal of community outreach is to increase positive interactions and develop trust among law enforcement, community stakeholders, apartment managers/owners, and citizens in the target area.

Police community relations officers work with community partners to organize community events in the target area. The purpose of the events is to engage community leaders, apartment managers, and the public. They are educated about strategies and resources available to them. The educational materials empower them to assume responsibility for the communities where they live and work. During the meetings, community relations officers encourage property owners to improve tenet screening practices and incorporate a crime free addendums to lease agreements.

Police community relations officers are also certified in Crime Prevention through Environmental Design (CPTED), which is an environmental approach to crime prevention. Officers educate citizens and businesses about CPTED strategies and conduct CPTED assessments for multi-housing units. Officers also distribute brochures, fliers, and other useful information to citizens in the community.

Program Staff

Evaluators work with program staff to identify program goals, strategies, and challenges. OCPD provided monthly performance data to evaluators. OCPD staff involved in the project includes:

Program Supervisor. The program supervisor is responsible for the management and implementation of the grant. He is also responsible for coordinating activities with those departments that operate in the target area. The program supervisor schedules overtime, collects performance data, and reports performance data to program evaluators.

Patrol Officer. The patrol officer is responsible for conducting directed patrol in the target area, which is determined daily based on intelligence and trends. Patrol officers work use overtime hours to conduct traffic stops, initiate voluntary contacts, and increase overall police presence in the target area.

Community Relations Officer. The community relations officer is responsible for increasing communication and cooperation with community stakeholders. He works with apartment management, home owners, neighborhood associations, and other groups in the target area. The community relations officer seeks to encourage community involvement in the target area. He also conducts Crime Prevention through Environmental Design (CPTED) assessments in the target area. The community relations officer also encourages apartment managers/owners to increase tenant screening and enforce a zero tolerance for violent crime.

Code Enforcement Specialist. The part-time code enforcement specialist is responsible for developing expertise in municipal codes and zoning violations. With that knowledge, the code enforcement specialist is responsible for addressing action grams (submitted by patrol officers), citizen complaints, and self-initiated violations.

Nuisance Abatement Unit. The Nuisance Abatement Unit is responsible for conducting follow-up investigations to identify properties and vehicles used for drug and prostitution-related crimes.

Table 3. Program Staff

Program Staff	Primary Responsibility
Program Supervisor	Schedules overtime; collects and reports program data
Patrol Officer	Works in target area using proactive policing strategies
Community Relations Officer	Works with community stakeholders; educates public
Code Enforcement Specialist	Identifies and enforces code violations
Nuisance Abatement Unit	Works with property owners to improve property

Performance Measures Defined

Each month, the program supervisor reports performance measure data to evaluators. Performance measure data elements and definitions include:

Overtime Hours. Overtime hours include hours worked by a police officer for the grant. Overtime hours are used for directed patrols, which are identified daily based on intelligence

Walk-Through Patrols. Walk-Through patrols include any officer activity where he/she patrols, on foot, an apartment complex, neighborhood, or business district

Reports Filed. Reports filed include any official report filed by a police officer

Calls Responses. Call responses include any dispatch generated calls for police service answered by an officer and/or self-initiated events, such as attempting to locate a suspect on an arrest warrant – call responses are not calls for service

Felony Arrests. Felony arrests include any arrest made by an officer resulting in a felony charge

Misdemeanor Arrests. Misdemeanor arrests include any arrest made by an officer resulting in a misdemeanor charge

Gang Arrests. Gang arrests include any arrest of an identified gang member

Gang Contacts. Gang contacts include any officer field interview (FI) of an identified gang member where an FI card is completed

Field Interview (FI) Cards. Field Interview Cards include any officer interview of a citizen (other than identified gang member) where an FI card is completed

Traffic Stops. Traffic stops include any traffic contact made by an officer

Citations Issued. Citations issued include any citation (hazardous/non-hazardous) written by an officer

Action Grams. Action grams include any service request by an officer for code violations or other public hazards (e.g., missing street signs, high weeds, pot holes, ect.)

Firearms Seized. Firearms seized include any firearm taken into police custody by an officer as a result of an arrest or recovery

Money Seized. Money seized include any money identified as possible drug proceeds seized by an officer

Vehicles Seized. Vehicles seized include any vehicle believed to be subject to asset forfeiture

CDS Seized. CDS seized include CDS recovered by an officer as a result of an arrest or contact -
Measured in grams

Stolen Cars Received. Stolen cars include any stolen vehicle recovered by an officer

PROGRAM EVALUATION

The purpose of this program evaluation is to determine the effectiveness of grant activities in the target area. The Oklahoma City SAFE Oklahoma Grant Program is funded by the SAFE Oklahoma Grant, which is administered by the Oklahoma Office of the Attorney General. The evaluation period for the first year was from December 1, 2013 to November 30, 2014. This document outlines program activities for the first year. The program is now in its second year, and evaluators continue to work with program staff to determine the effectiveness of program activities.

Evaluation Question

The goal of the SAFE Oklahoma Grant Program is to provide local law enforcement with funds to increase its ability to address violent crime. To that end, evaluators focused on the following question: Using program resources, did the Oklahoma City Police Department reduce violent crime in the target area?

Evaluators used a mixed-method evaluation design. By using a mixed-method evaluation design, evaluators are able to better understand the impact of program activities in the target area. OCPD provided monthly performance data to program evaluators. The evaluation team also met with program staff throughout the program period. The purpose of the meetings was to provide program staff with evaluation updates and seek clarification, when needed.

Stakeholder Analysis

Stakeholders are important to the success of any community program designed to increase communication and collaboration. Stakeholders for the Oklahoma City SAFE Oklahoma Grant Program include local and state leadership, law enforcement, community leaders, property owners, apartment managers, business owners, and residents in the target area (see table #)

Data Collection

During the program period, evaluators used multiple data sources. First, evaluators received performance data from program staff each month. Program staff provided performance

data for activities supported by the grant, including overtime hours, reports, call responses, felony arrests, misdemeanor arrests, gang arrests, gang contacts, field interviews, traffic stops, citations, and action grams. Evaluators maintained contact with program staff to monitor progress and address challenges encountered during the program period.

Second, evaluators used the annual *Crime in Oklahoma* report to collect violent crime data for Oklahoma City. Evaluators analyzed five years of violent crime data reported by the Oklahoma City Police Department. Violent crimes include murder, rape, robbery, and aggravated assault.

Third, evaluators used performance data for code enforcement activities supported by grant funds. Code enforcement activities include dilapidated structures, zoning violations, junk and debris complaints, property violations, high grass and weeds. Additional code enforcement activities were also used in the evaluation.

Fourth, evaluators used performance data for community outreach events supported by grant funds. Evaluators monitored the number of community outreach events organized by the community relations officer. Program staff also provided attendance information broke down by stakeholder type (e.g., business owners and community members). Evaluators attended several community events to observe and document meetings.

Finally, evaluators reviewed all grant-related documents to better understand project goals and strategies. Evaluators reviewed the annual *Crime in Oklahoma* report, the SAFE Oklahoma Grant solicitation, the Oklahoma City SAFE Oklahoma Grant application (including program narrative and budget). Evaluators also conducted a literature review of evidence-based programs and practices related to the implementation and success of proactive policing strategies.

FINDINGS

Violent crime decreased in the target during the program period. Violent crime in the target area decreased 5.7% compared to 2013. Violent crime also decreased 4.3% in Oklahoma City in 2014. A decline in the number of murders was similar in both the target area (-25.0%) and the city (-27.4%). Declines in the number of rapes reported to law enforcement was significantly higher in the target area (-28%) compared to the city (-3.6%). Across the city, robberies decreased by 5.5%; however, the target area experienced a 3.7% increase in number of reported robberies. Aggravated assaults decreased in both the target area (-6.4%) and the city (-3.6%).

Table 4. Violent Crime, Percent Change (2013 to 2014)

	Target Area	Oklahoma City
Murder	-25.0	-27.4
Rape	-28.0	-3.6
Robbery	3.7	-5.5
Aggravated Assault	-6.4	-3.6
TOTAL	-5.7	-4.3

According to the program narrative, the target area was responsible for an estimated six percent of all reported crime in Oklahoma City – this was relatively unchanged in 2014. Violent crime in the target area was responsible for 5.7% of all reported crime in Oklahoma City. Even more telling are the violent crime rates of both Oklahoma City and the target area. In 2014, the violent crime rate in Oklahoma City was 0.79 (per 1,000); in comparison, the violent crime rate in the target area was 1.40 (per 1,000).

Table 5. Violent Crime Comparison, 2014

	Target Area	Oklahoma City	% Target Area
Murder	3	45	6.67
Rape	18	434	4.15
Robbery	84	1,126	7.46
Aggravated Assault	161	3,177	5.07
TOTAL	266	4,782	5.56

Source: Oklahoma City Police Department

Table 6. Violent Crime Rates (per 1,000 people), 2014

	Target Area	Oklahoma City
Murder	0.02	0.01
Rape	0.09	0.07
Robbery	0.44	0.19
Aggravated Assault	0.85	0.53
TOTAL	1.40	0.79

Source: Population data used to calculate crime rates came from OCPD Program Narrative and FBI UCR population estimates for 2013. The estimated population of Oklahoma was 605,034; the estimated population of the target area was 18,959.

Grant Activities

The following section provides an overview of grant activities funded by the Oklahoma City SAFE Oklahoma Grant Program. To structure this report, evaluators divided grant activities into three components: proactive policing strategies, nuisance abatement, and community outreach.

Proactive Policing Strategies

The first component of the Oklahoma City SAFE Oklahoma Grant Program is proactive policing strategies. The program supervisor is responsible for overseeing the daily operations of the program. Program staff uses intelligence-led policing strategies to identify and focus resources toward “hot spots” in the target area. Patrol officers also increase their presence in the target area. Patrol officers initiate traffic stops, knock and talks, and other voluntary contacts in the area. Overtime officers forward street-level information to ILP officers and other special investigative units.

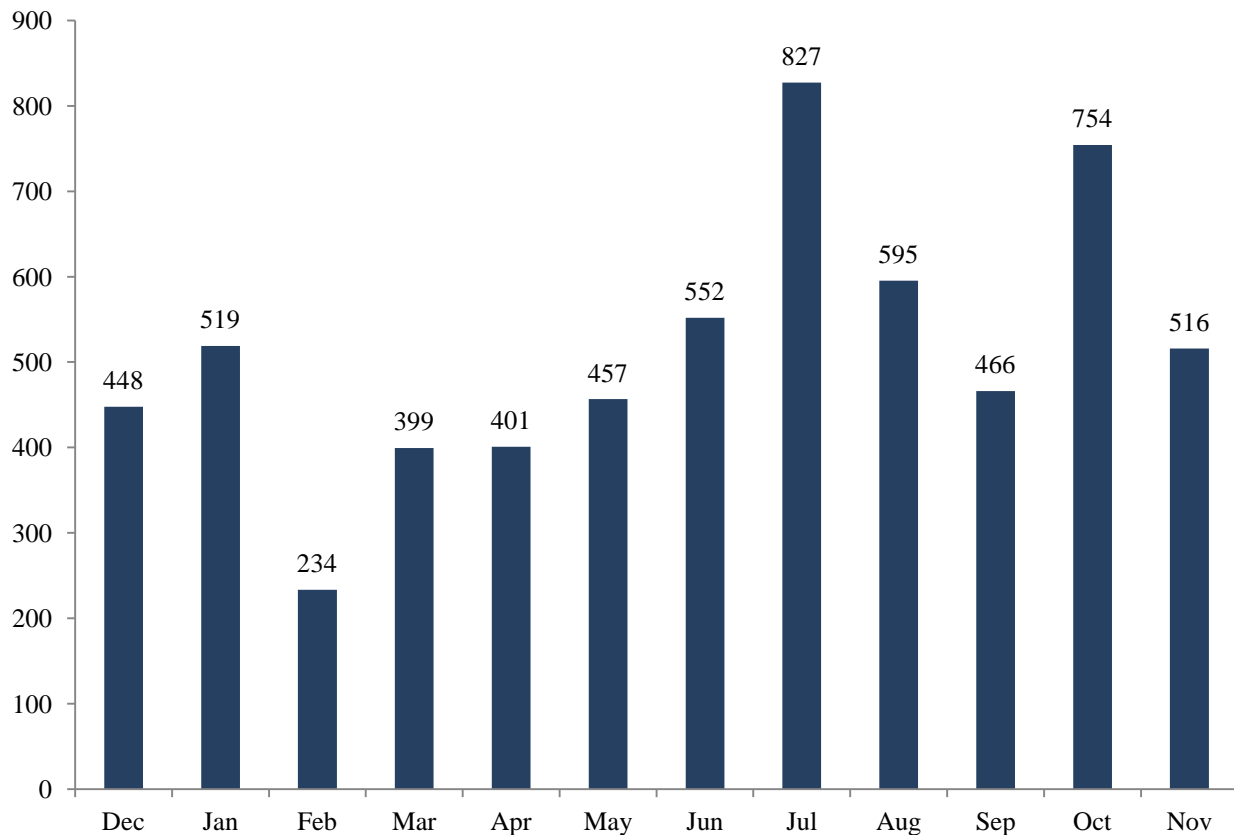
Overtime officers also identify and document graffiti in the target area, which is then sent to the Graffiti Investigation Unit and the Graffiti Abatement Unit. Overtime officers are also responsible for documenting and reporting code violations, including high grass and weeds, dilapidated structures, junk and debris, and derelict vehicles.

The following section provides an overview of overtime officer activities, including overtime hours, arrests, and other policing activities. A graph for each activity is provided. The line across the graph represents the average for each activity during the program period.

Officer Overtime Hours. Officer overtime hours include any hours worked by a police officer for the grant. Overtime hours were used for data-driven directed patrols. Overtime officers worked 6,168 overtime hours during the program period. On average, overtime officers worked 514 overtime hours each month. Overtime officers worked the most hours of overtime in July (827 hours) and the fewest hours of overtime in February (234 hours).

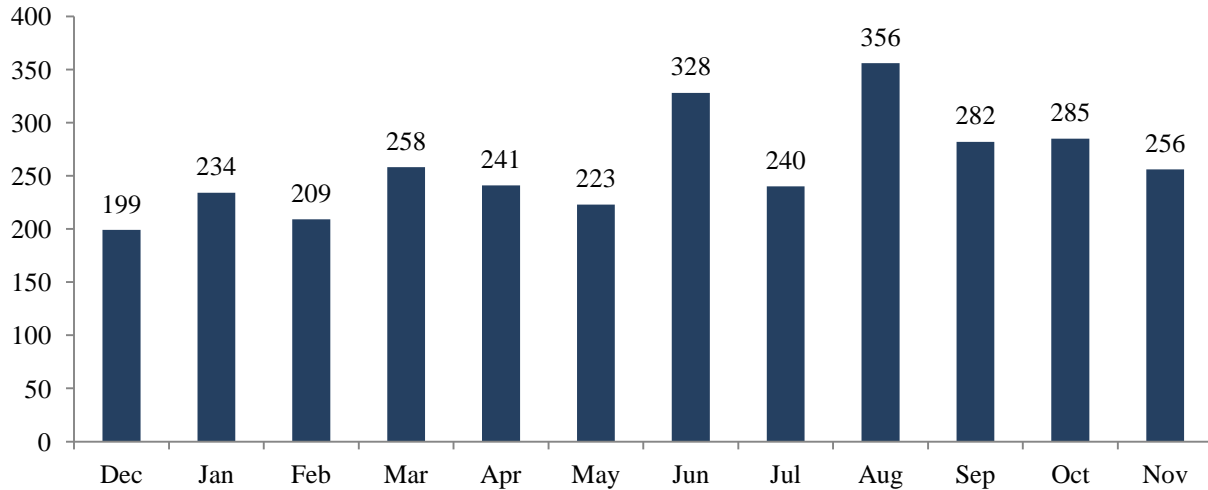
The activity of overtime officers is determined by crime trends in the target area and intelligence. Overtime officers engage in proactive policing, which means they do not answer routine service calls. Instead, overtime officers conduct foot patrols, initiate contact with the public, and document code violations and graffiti. Combined with code enforcement and community outreach activities, overtime officers increase communication and cooperation with the communities in the target area.

Graph 1. Overtime Hours, by Month



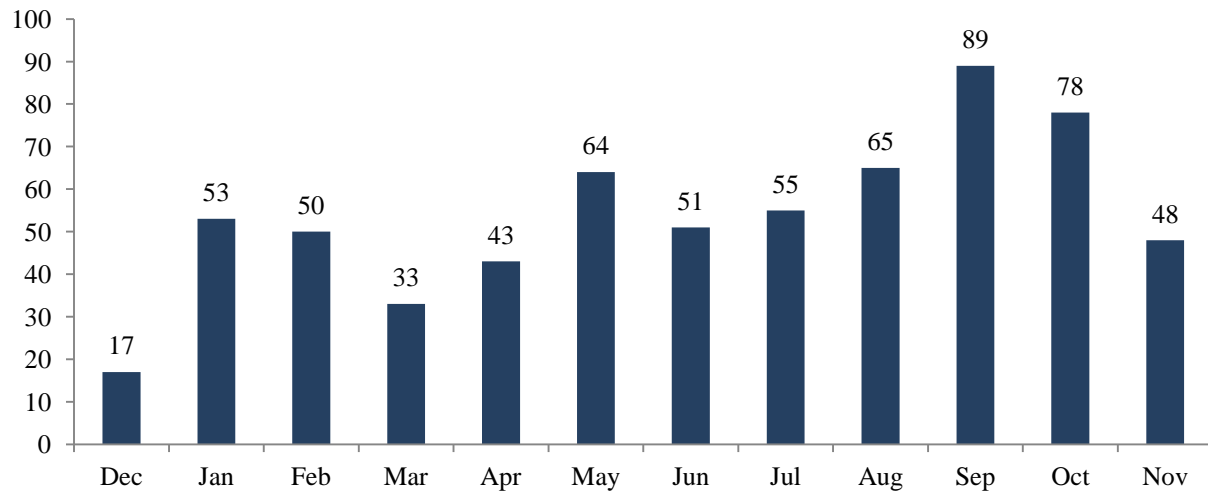
Walk-Through Patrols. Walk-through patrols include any activity where an officer patrols on foot. Overtime officers conducted 3,111 walk-through patrols during the program period. On average, overtime officers conducted 259 walk-through patrols each month. Overtime officers conducted the most walk-through patrols in August (356) and the fewest walk-through patrols in December (199).

Graph 2. Walk-Through Patrols, by Month



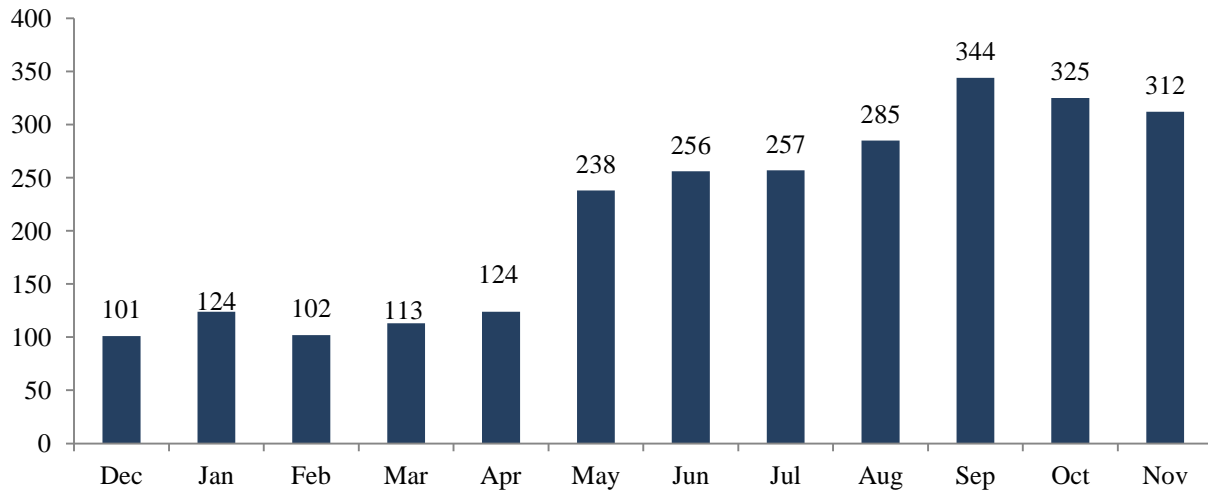
Reports Filed. A filed report includes any official report filed by a police officer. Overtime officers filed 646 reports in the target area during the program period. On average, overtime officers filed 54 reports each month. Officers filed the most reports in September (89) and the fewest reports in December (17).

Graph 3. Reports Filed, by Month



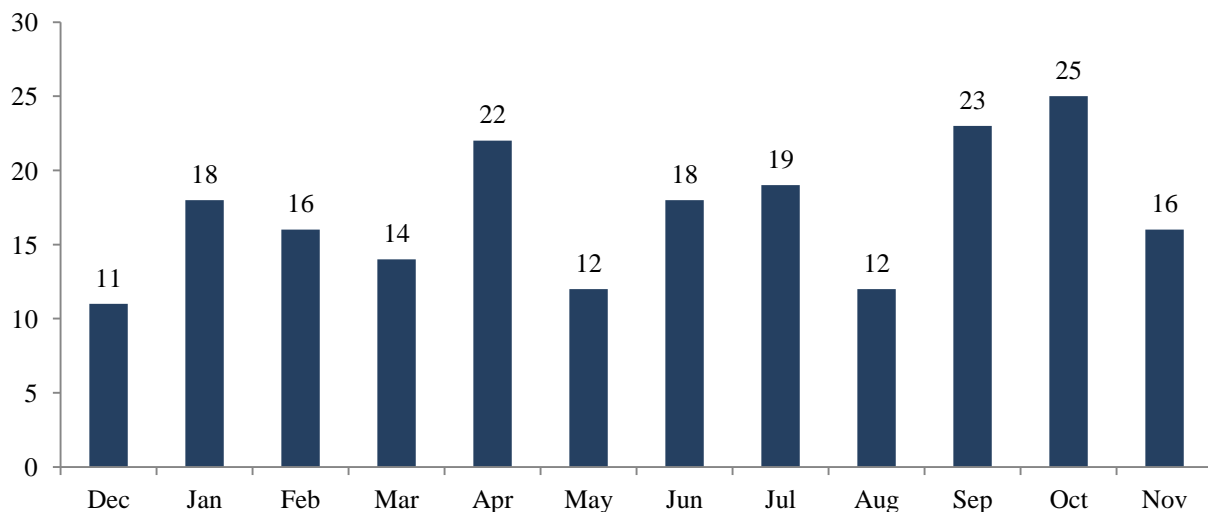
Call Responses. Calls responses include any dispatch-generated call for police service answered by an officer and/or self-initiated events - call responses are not calls for service. Overtime officers reported 2,581 call responses during the program period. On average, overtime officers reported 215 call responses each month. Overtime officers reported the most call responses in September (344) and the fewest call responses in December (101).

Graph 4. Call Responses, by Month



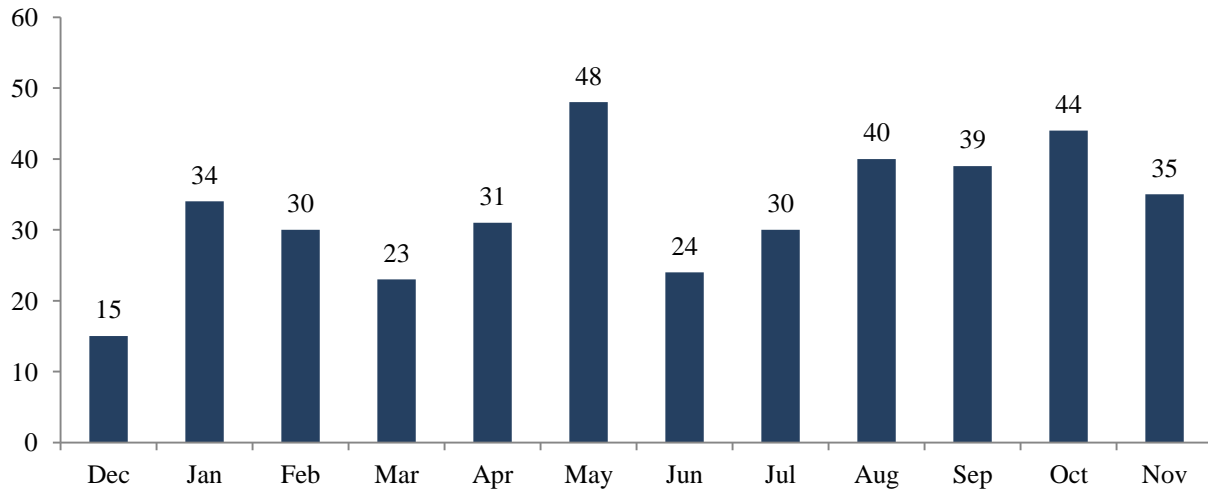
Felony Arrests. A felony arrest includes any arrest made by an officer resulting in a felony charge. Overtime officers made 206 felony arrests during the program period. On average, overtime officers made 17 felony arrests each month. Overtime officers made the most felony arrests in October (25) and the fewest arrests in December (11).

Graph 5. Felony Arrests, by Month



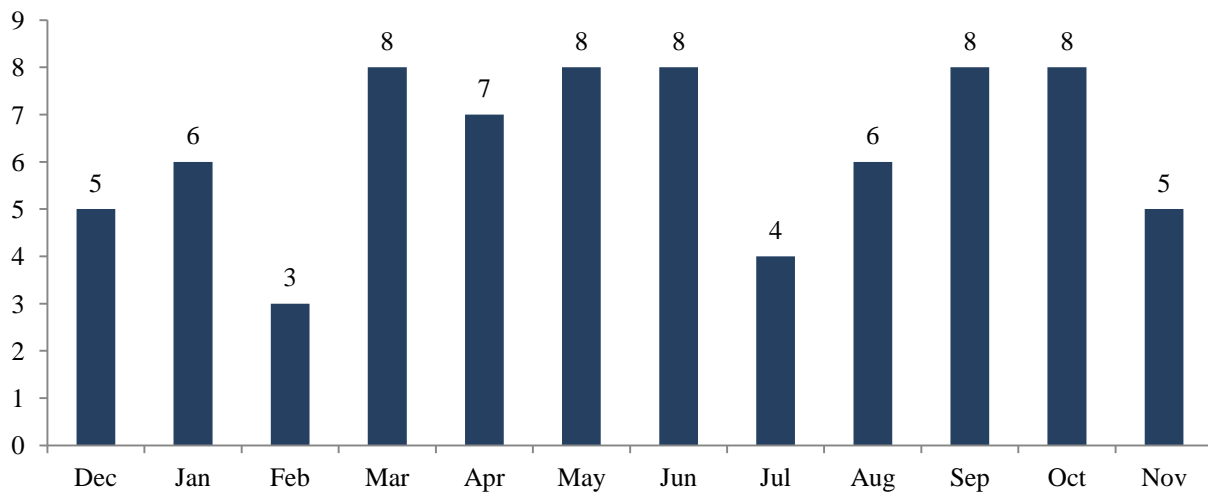
Misdemeanor Arrests. A misdemeanor arrest includes any arrest made by an officer resulting in a misdemeanor charge. Overtime officers made 393 misdemeanor arrests during the program period. On average, overtime officers made 33 misdemeanor arrests each month. Overtime officers made the most misdemeanor arrests in May (48) and the fewest misdemeanor arrests in December (15).

Graph 6. Misdemeanor Arrests, by Month



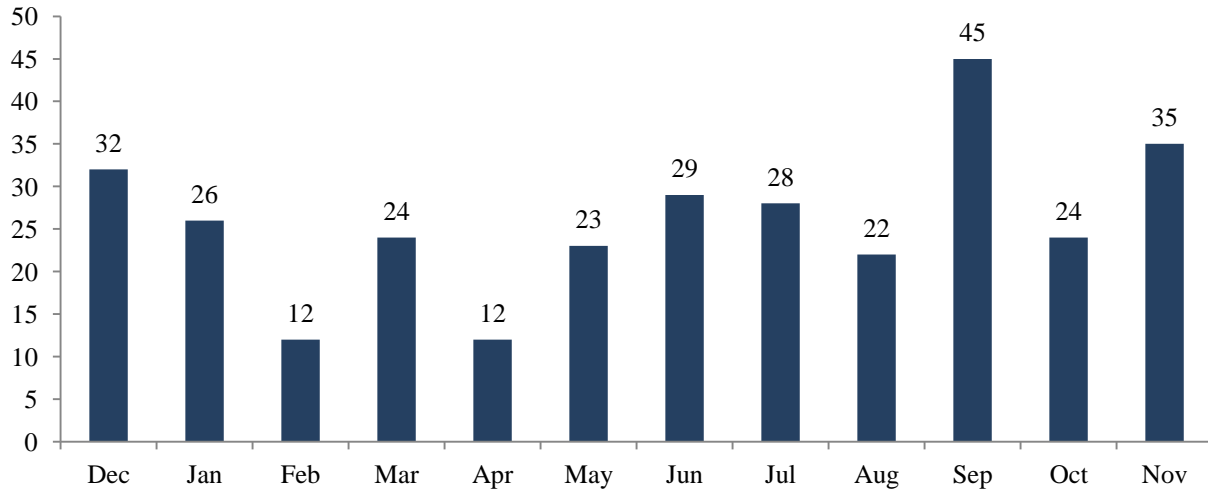
Gang Arrests. A gang arrest is any arrest of an identified gang member. Overtime officers made 76 gang arrests during the program period. On average, overtime officers made six gang arrests each month. Overtime made the fewest gang arrests in February (3).

Graph 7. Gang Arrests, by Month



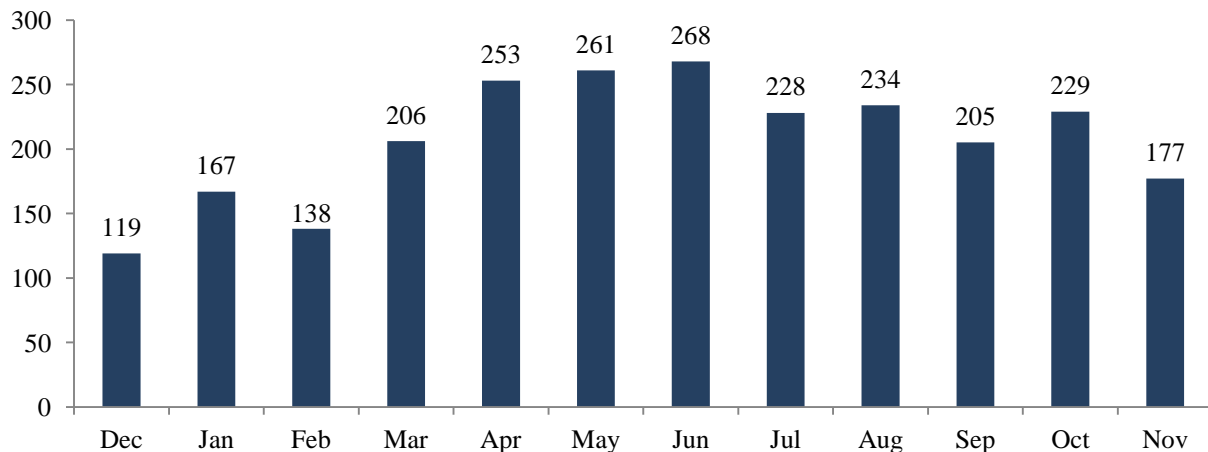
Gang Contacts. A gang contact includes any field interview (FI) of an identified gang member where an FI card is completed. Overtime officers made 312 gang contacts during the program period. On average, overtime officers made 26 gang contacts each month. Overtime officers made the most gang contacts in September (45) and the fewest gang contacts in February and April (12).

Graph 8. Gang Contacts, by Month



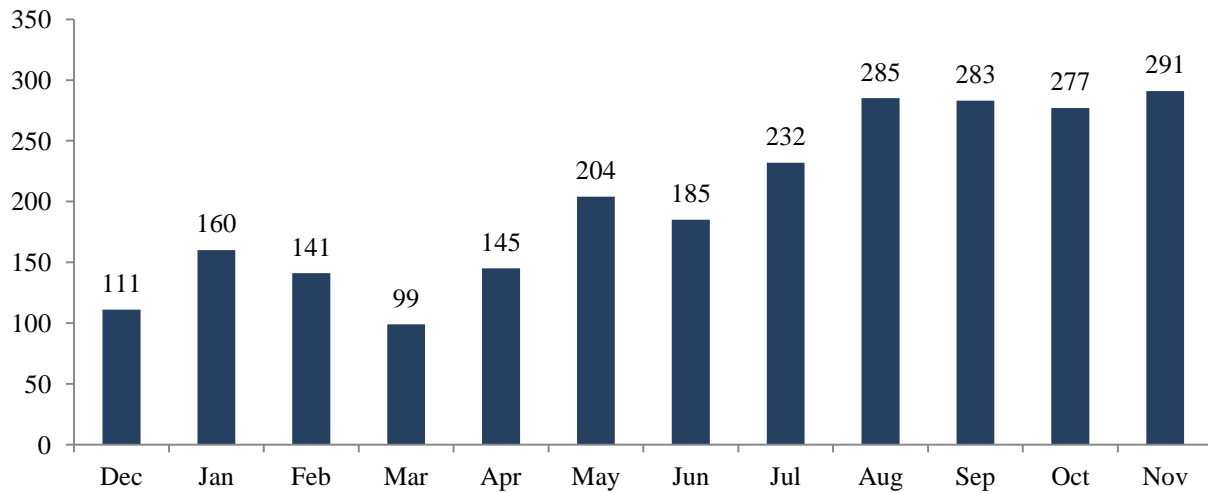
Field Interview Cards. A field interview card includes any officer interview of a citizen (other than identified gang member) where a field interview card is completed. Overtime officers completed 2,485 field interview cards in the program period. On average, overtime officers completed 207 field interview cards each month. Overtime officers completed the most field interview cards in June (268) and the fewest field interview cards in February (138).

Graph 9. Field Interview Cards, by Month



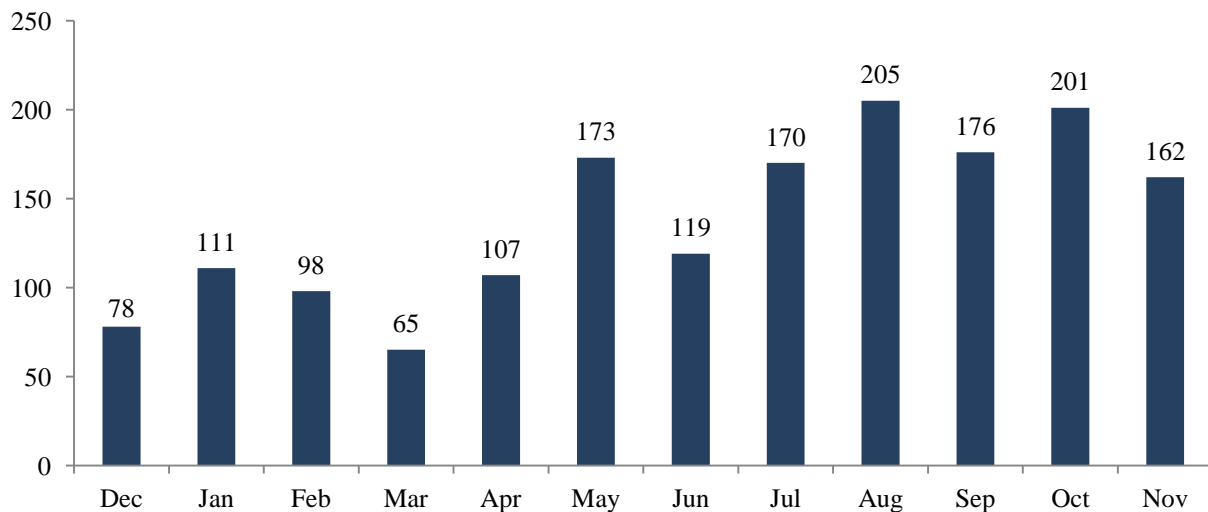
Traffic Stops. A traffic stop includes any traffic contact made by an officer. Overtime officers initiated 2,413 traffic stops during the program period. On average, overtime officers initiated 201 traffic stops each month. Overtime officers initiated the most traffic stops in November (291) and the fewest traffic stops in March (99).

Graph 10. Traffic Stops, by Month



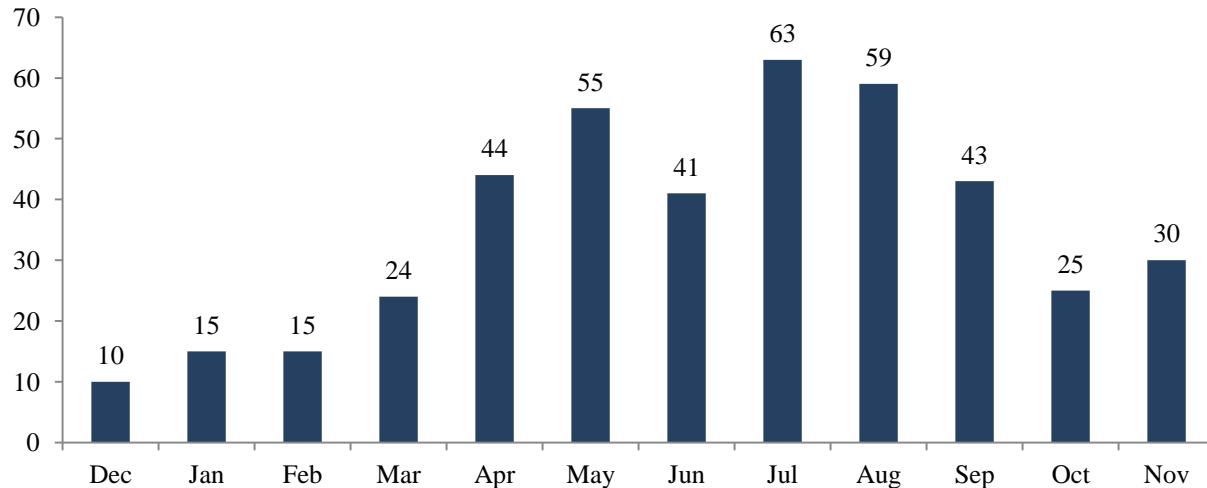
Citations. Citations (hazardous/non-hazardous) include those written by an officer. Overtime officers wrote 1,665 citations during the program period. On average, overtime officers wrote 139 citations each month. Overtime officers wrote the most citations in August (205) and the fewest citations in March (65).

Graph 11. Citations Issued, by Month



Action Grams. Action grams include any request by an officer for assistance with a code violation or other public hazards (e.g., missing street signs, high weeds, pot holes, ect.). Overtime officers submitted 424 action grams during the program period. On average, overtime officers submitted 35 action grams each month. Overtime officers submitted the most action grams in July (63) and the fewest action grams in December (10).

Graph 12. Action Grams, by Month



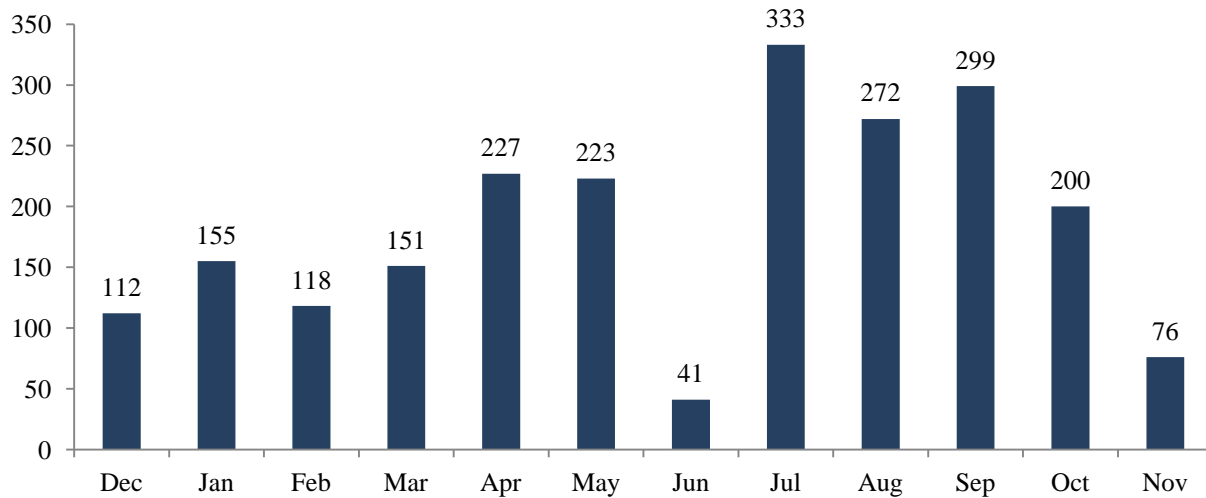
In addition to the activities above, overtime officers seized 10 guns, three vehicles, and recovered 25 stolen cars. Overtime officers also seized 470.4 grams of controlled dangerous substances, and \$1,080.00.

Nuisance Abatement

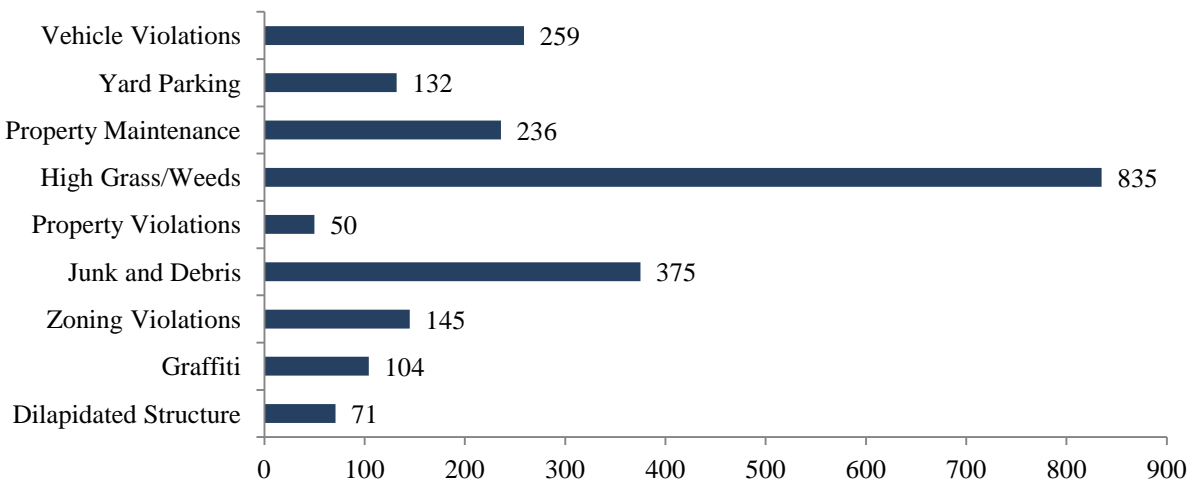
The second component of the Oklahoma City SAFE Oklahoma Grant Program is nuisance abatement. Nuisance abatement is responsible for addressing code violations to improve quality of life in the target area. OCPD hired a part-time code enforcement specialist to work in the target area. The code enforcement specialist is the department's expert on municipal codes and zoning violations related to dilapidated structures, multi-family housing, abandoned vehicles, and waste management. The code enforcement specialist is responsible for self-initiated activity, responding to action grams, investigating citizen and business complaints, and participating in community outreach meetings.

Code Enforcement Activities. Code enforcement activities include enforcing code violations in the target area. Code enforcement addresses dilapidated structures, graffiti, zoning violations, junk and debris, property violations, high grass/weeds, property maintenance, yard parking, and vehicle violations. Using grant funds, officials addressed 2,207 code violations during the program period. On average, the officials addressed 184 code violations each month. Officials addressed the most code violations in July (333) and the fewest code violations in June (41). During the program period, the most code violations were for high grass and weeds (835) and the fewest code violations were for property violations (50) in the target area.

Graph 13. Code Enforcement Activities Total, by Month



Graph 14. Code Enforcement Activities, by Activity

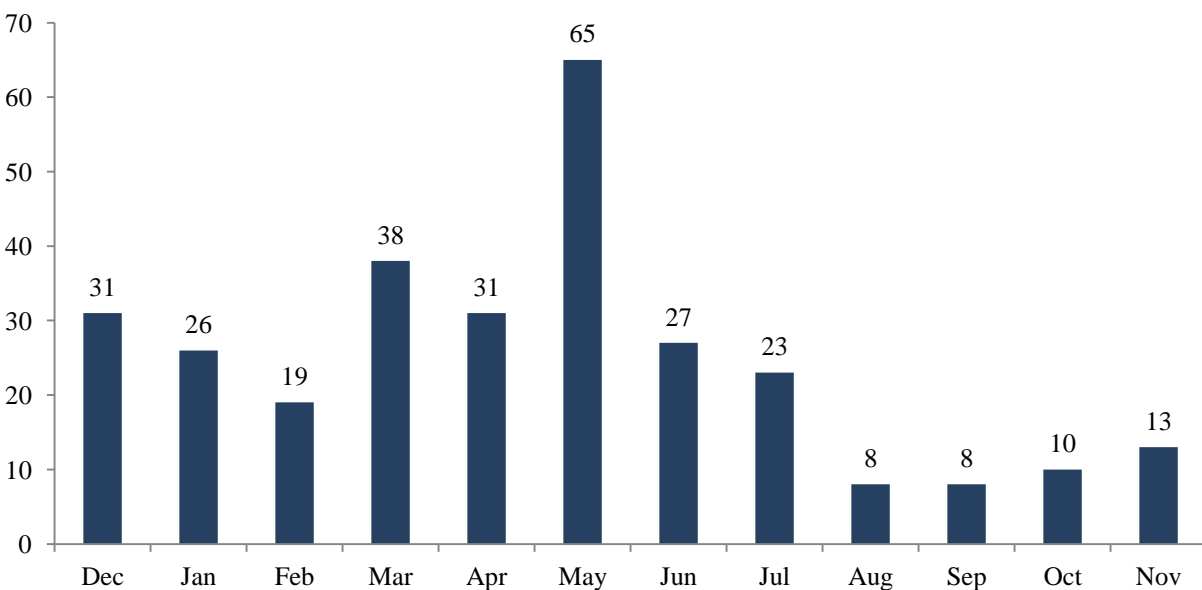


Community Outreach

The third component of the Oklahoma City SAFE Oklahoma Grant Program is community outreach. While policing strategies seek to influence the physical safety of citizens, community outreach is interested in the perceptions of citizens – in their security. Public perception of personal safety and law enforcement is critical in the success of the Oklahoma City SAFE Oklahoma Grant Program. The goal of community outreach is to increase positive interactions and develop trust among law enforcement, community stakeholders, apartment managers/owners, and citizens in the target area. Police community relations officers work with community partners to organize community events in the target area. Community relations officers also encourage property owners to improve tenet screening practices and incorporate a crime free addendums to lease agreements.

Outreach Activities. Outreach activities include neighborhood meetings, apartment meetings, church outreach, business outreach, and any phone conversations made by the community relations officer. Using grant funds, community relations officers reported 299 activities. On average, the community relations officer reported 25 activities each month. Community relations officers reported the most activities in May (65) and the fewest activities in August and September (8).

Graph 15. Outreach Activities, by Month



Limitations

The purpose of this program evaluation is to determine the effectiveness of grant activities in the target area. The evaluation period was from December 1, 2013 to November 30, 2014. This document only includes program activities performed by OCPD during the first year. To that end, the findings of this report should be interpreted with caution. Violent crime has plagued the target area for many years; the same factors that influenced crime at the beginning of the program still exist today.

Evaluators used both quantitative and qualitative data to answer the evaluation question: using program resources, did the OCPD reduce violent crime in the target area by implementing proactive policing strategies? Crime data for the target area suggest program resources may be influencing violent crime in the target area. Violent crime decreased in the target area by 5.7% in the first year. Except for robberies, all other violent crimes decreased in the target area; however, Oklahoma City experienced a decrease in violent crime, too.

Evaluators have data for the policing strategies; however, additional performance data are needed to measure the success of nuisance abatement and community outreach (especially community outreach). Community outreach is an important component of the program; however, these activities are difficult to quantify. Calls for service are an important performance measure for community outreach.

CONCLUSION

Using grant funds, OCPD developed a program to address violent crime in the target area. Police strategies included directed patrols, intelligence-led policing, and “hot spot” analysis. Quality of Life Strategies included nuisance abatement, graffiti abatement, and code enforcement. Community outreach included community interaction and crime free multi-housing strategies.

OCPD implemented a multidimensional approach to reduce violent crime in the target area. The target area was comprised of 4.4 square miles (0.7% of Oklahoma Cities total square miles), and six percent of all violent crime in Oklahoma City. Program staff used guided activities in proactive policing strategies, nuisance abatement, and community outreach to achieve program goals.

Proactive policing strategies were used to address violent crime in the target area. Program staff identified and documented graffiti in the target area. Overtime officers were also responsible for documenting and reporting “quality of life” violations, including high grass and weeds, dilapidated structures, junk and debris, and derelict vehicles.

Nuisance abatement was used to address code violations to improve quality of life in the target area. The part-time code enforcement officer enforced municipal codes and zoning violations related to dilapidated structures, multi-family housing, abandoned vehicles, and waste management. The Nuisance Abatement Unit conducted follow-up investigations on any property or vehicle that is involved in drug-related activity, prostitution-related activity, adult entertainment-related violations, and bar or tavern-related violations.

Police community relations officers worked with community partners to organize community events in the target area. The purpose of the events is to engage community leaders, apartment managers, and the public. They are educated about strategies and resources available to them. Police community relations officers also introduced community partners to an environmental approach to crime prevention through implementation of CPTED strategies.

RECOMMENDATIONS

1. Identify crime trends and activities in the target zone, specifically robberies and assaults.
2. Enhance information sharing among officers and among shifts.
3. Continue proactive policing strategies.
4. Continue to identify active gang members in the target area.
5. Continue to enforce nuisance abatement laws.
6. Continue outreach activities in apartment complexes.
7. Develop community buy-in for the implementation of CPTED Strategies.
8. Continue to meet with apartment complex managers, homeowners, and other community stakeholders.
9. Continue to encourage enhanced tenant screenings for those apartments in the target zone (crime-free addendums).
10. If possible, partner with an apartment complex to implement CPTED Strategies for comparison.
11. Apply for additional funding to support grant activities in the target zone.
12. Provide clear definitions for performance measures.

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