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EVALUATION OF THE URBAN INITIATIVES  
ANTI-CRIME PROGRAM

TAMPA, FL, CASE STUDY

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This report is one in a series that comprises a comprehensive evaluation of the Public Housing Urban Initiatives Anti-Crime Demonstration. The Final Report provides an integrated analysis of the design, implementation and impact of the entire demonstration, and each of the 15 site-specific case studies analyzes the implementation and impact of the programs at individual participating local housing authorities. The complete set of reports includes:

Evaluation of the Urban Initiatives Anti-Crime Program: Final Report

Evaluation of the Urban Initiatives Anti-Crime Program:

Baltimore, MD, Case Study  
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## PREFACE

The Urban Initiatives Anti-Crime Demonstration was created by the Public Housing Security Demonstration Act of 1978. The program was formally announced in May 1979 and awards were made by the following September. By early 1981, programs in all 39 selected sites were underway; and by mid-1982, all were essentially completed.

As the report notes, the design and implementation of the program were flawed. The demonstration was conceived and developed according to principles which the current Administration has sought to reverse--that influxes of Federal money and direct Federal involvement can provide solutions to local problems.

HUD is currently implementing a series of demonstrations designed to improve the quality of life of public housing residents. These demonstrations stress local autonomy in design and implementation, with communities free to tailor their programs to meet their own unique needs. The demonstrations emphasize the coordination of existing Federal, State, and local resources, rather than the duplication of existing efforts or the funding of new programs. They use existing HUD resources to leverage other public and private funds. And, they require the commitment of all sectors of the local community, with a special emphasis on public/ private partnerships.

The Department believes that the emphasis on local authority which characterizes current Administration policy and provides the basis for operating and planned demonstrations holds much more promise for improving the lives of low-income families than programs that are rigidly structured by the Federal government.

## I. PROGRAM SETTING

### A. The City

Located on the Gulf of Mexico adjacent to St. Petersburg, Tampa, a city of 277,000 people, is fairly well known for its large and established Cuban-American community and for being the nation's leading manufacturer of cigars. Tampa's Cuban community dates from long before Castro and is much older than Miami's. Beyond the Cuban community in Ybor City, Tampa is as much a white working class city as there is in Florida.

Tampa, the trade center for Florida's west coast, is the seat of the MacDill Air Force Base. Educational facilities include the University of South Florida, the University of Tampa, and a number of other four-year co-educational institutions.

### B. The Demonstration Sites and Surrounding Neighborhoods

The demonstration sites selected by the Tampa Housing Authority (THA), College Hill Homes and Ponce de Leon Courts are immediately adjacent to each other at 22nd Street and Lake Avenue. The developments are in the eastern section of the City of Tampa, bounded on the south by Ybor City, a spanish american residential, commercial and industrial area; on the east by a primarily black residential and commercial area; and on the west and north by mixed ethnic/racial residential areas.

College Hill Homes, a family project, consists of 710 units in 76 buildings, the majority of which were about 35 years old in 1982. The vacancy rate stood at one percent with a turnover rate of 17%. The population of 2,469 was approximately 99% black, .05% white, and .05% Hispanic. Approximately 92% of the heads of household were female. About 94% of all families had only one parent in the home. Minors comprised 56% of the population, young people aged eighteen to twenty-five comprised 12% and elderly residents about 5.5%. Only

12.5% of the male heads of household and 16.4% of the female heads of household were employed; 57% of all households report less than \$3,000 annual income. Approximately 53% of all families received AFDC.

Ponce de Leon Courts, also a family project, consists of 700 units in 87 buildings. Half of these buildings were approximately 30 years old in 1982 and the remainder were about 40 years old. The vacancy rate averaged two percent with a turnover rate of 17%. The population of 2782 was like that of College Hill, 99% black, .05% white, and .05% Hispanic. About 89% of the household heads were female; 93% of all families had only one parent in the home. Minors comprised 65% of the population, young people aged eighteen to twenty-five comprised 12%, and elderly residents about 3.2%. Approximately 35% of male heads of household and 27% of female heads of households were employed; 49% of all households reported less than \$3,000 annual income. About 62% of the families received AFDC.

While specific unemployment data was unavailable for development youth, the Florida Department of Labor estimated the youth unemployment rate in Tampa at 35.5% in April 1979. Conservative estimates by local employment officials placed the rate for public housing youth at between 50 and 60 percent.

Both developments have relatively stable management operations with on-site managers, assistants and community service workers. College Hill, under the Target Projects Program, received \$1,500,000 in modernization funds. Ponce de Leon, however, was badly in need of modernization to address basic physical plan deficiencies. Modernization funding needs for Ponce de Leon were estimated at \$5,532,500.

Crime and vandalism are major problems in nearly all of THA's large developments. Police statistics reveal, for example, that while THA developments constitute about five percent of all police reporting "grids",

these grids account for nearly ten percent of the total reported incidences of felonious crime in the entire city.

The two demonstration sites, Ponce de Leon and College Hill Homes, which represent only 30% of THA's total number of units under occupancy, account for nearly 40% of the total crime in grids containing THA developments.

Assaults, larceny, and burglary represent the most serious problems in the two housing developments. Although larceny and burglary were on the decline when the proposal was written, assaults had increased by 18%, and robberies by over 17%. Overall crime in the project areas had increased by 10%, while increasing only 5.7% city wide.

The THA believed that oth developments were particularly vulnerable to crimes against persons outside their homes. This condition, the THA felt, was due in part to the easy accessibility of the sites and the influence of severely depressed areas on the borders of the developments. For example, College Hill Homes is bordered on the east by a rapidly deteriorating commercial district called the "strip". Both residents and police alike contend that this area is the staging point for many acts of crime committed against THA residents and property.

## II. Program Development

### A. Methodology

The data collected by an on-site observer comprise the largest set of information detailing the implementation process and the functioning of the Tampa Anti-Crime Program. The site observer was hired on March 16, 1981 and attended a training session in Chicago, as did the majority of observers. Field information was received from the site observer into January 1982. The observer submitted interview transcripts, news articles, and direct observation reports.

Transcripts of interviews conducted by other evaluation staff supplement

the information received from the site observer. A staff member from Harvard University and from the Police Foundation made a joint site visit in February 1981 for five days.

B. Policy Making and Program Development

The Tampa proposal clearly delineated proposed Anti-Crime Program organization of responsibilities and general areas of issues the THA wanted to address. Specific activities, however, were are not presented, due in part to the intentions of the THA to set up an Anti-Crime Planning Team. The team was to be comprised of the Public Safety Coordinator, residents, Tampa Police Department representatives, and THA staff. The team was to receive advice from an Oversight Team and consultants. This Anti-Crime Planning Team was to be the initiator of actual Tampa program activities. Proposed activities, the few that were presented, were meant to be taken as suggestions only.

The Tampa proposal went through a number of revisions prior to being accepted by HUD for participation in the Anti-Crime Program. The proposal was written by the THA Director of Planning and Development, a PHA consultant and an outside consultant group, Roger Stevens and Associates.

Since the transmission of the application, the THA experienced substantial turnover in personnel and changes in organization. The only two THA members that were involved at the grant writing stage of the Anti-Crime Program that remain to date in the THA are the Executive Director and the Director of Planning and Development. The Executive Director was appointed only one week before the proposal was submitted. He had lived in Tampa for 37 years and personally knew many of the current THA staff before he assumed the position. Prior to his appointment as the THA Executive Director, he worked for four and a half years as the Administrative Assistant to the Mayor of Tampa.

The Executive Director is a strong believer in social service programs:

For example, under his leadership the THA had established a scholarship program which supports twenty project youth. He also recognized the need to combine such programs with physical modernization improvements. The Executive Director who had become a very strong force in the THA, partly due to his ability to choose a very capable administrative staff contended that a different housing project would have been a more appropriate site for the Tampa Anti-Crime Program as the other site already had \$9 million in Modernization funds at its disposal. He also felt that larger allotments should have been made to a smaller selection of PHA's nationwide to increase the effectiveness of the Anti-Crime Program.

The Director of Planning and Development, the only other significant actor who participated in proposal transmission, is no longer highly involved in the Tampa program. Most of his responsibility has been delegated to the current Director of Community Services. The Director of Planning and Development mentioned during an interview that the two projects were selected because both had high crime rates and were contiguous. His pressing workload was given as the reason for Tampa's not applying for ADAMHA, V/W, and OJJDP funds.

### III. PROGRAM IMPLEMENTATION

#### A. Improved PHA Management of Crime Prevention

The THA proposed to improved PHA management of crime prevention through three major areas of action. First, the THA intended to appoint a Public Safety Coordinator, a Crime Prevention Resident Assistant, the THA Deputy Director, and the THA Director of Planning and Development to administrate the Tampa Anti-Crime Program. Secondly, three project management policies were to be instituted. Finally, efforts were to be made to improve tenant-management relations.

A committee was to have been formed consisting of resident, Tampa Police Department and THA representatives to screen applicants for the Public Safety

Coordinator position. The committee was to compile a list of finalists which was then to be submitted to the Executive Director and the Board of Commissioners of the HAL for the final selection. The proposed screening committee did not materialize. However, the Oversight Team, which was comprised of 11 persons (the Executive Director of the THA, a representative from the regional HUD office, two representatives, a representative from the mayor's office, a representative from the City of Tampa Planning Department, the administrative assistant to a congressional representative, a representative from the Crime Prevention Bureau of the county sheriff's office, and a member of the Law Enforcement Council of the Tampa Chamber of Commerce), developed job qualifications for the Public Safety Coordinator.

The Public Safety Coordinator position was held by five persons. The proposal indicated that the THA Chief Purchasing Officer would perform these duties until a permanent Public Safety Coordinator could be selected. However, the first Public Safety Coordinator was recruited and hired before the Chief Purchasing Officer assumed the job.

The Executive Director hired the first Public Safety Coordinator on April 14, 1980 after two other candidates had declined the position. The Public Safety Coordinator had a B.A. in Criminology from the University of Tampa. He had worked in both the Police-Community Relations Unit and the Crime Prevention Unit during the eleven years he spent with the Tampa Police Department. Apparently he had had contact with the residents of the demonstration area in that capacity.

The THA Director of Planning and Development to whom the Public Safety Coordinator reported, explained some of the circumstances surrounding the first Public Safety Coordinator's stay. The first Public Safety Coordinator was hired at a time when the THA organizational structure was in a transitional state and,

as a consequence, no one had enough time to acquaint him with the program. He seemed incapable of supervising others, waiting instead for direction from others. After a belated and unsuccessful attempt by the new THA Director of Community Services to raise the performance of the Public Safety Coordinator to a satisfactory level, he was "allowed" to resign at the end of November 1980.

For the two months, December 1980 and January 1981, following the resignation of the first Public Safety Coordinator, the THA Community Services Technical Writer fulfilled the responsibilities of the position. Sometime during the tenure of the first Public Safety Coordinator, administrative responsibility for the supervision of the Anti-Crime Program was transferred from the THA Director of Planning and Development to the Department of Community Services. Although the second Public Safety Coordinator had no direct crime prevention experience, he had been actively involved in the program since its transfer to the Department of Community Services.

Toward the end of January 1981, the tasks of the Public Safety Coordinator position were assumed by the THA Special Programs Coordinator while she conducted interviews for a replacement. The Special Programs Coordinator had been responsible for overseeing the middle level management of the program since October 1980. Prior to the January 1981 recruitment for the next Public Safety Coordinator the title of the position was changed to Anti-Crime Supervisor.

The fourth person to act as the Tampa Public Safety Coordinator held the position from February 1981 through October 1981. In addition to teaching for two years in the public school system, he had ten years experience working in federally funded programs: three years as a Community Development Specialist; three years as the Assistant Coordinator of a Homemaker Services program, and three years as a Child Development Coordinator.

This Public Safety Coordinator saw his top three priorities to be:

1) encouragement of tenant participation in program activities to promote social cohesion; 2) improvement of the THA image in the eyes of the project residents as a first step towards improving the THA image in the eyes of the larger community; and 3) providing project youth with positive role models, as a means of deterring delinquency.

Despite these ambitious goals, he seemed to lack the ability to stimulate community action, although he had support from the administrative staff. He rarely attended Anti-Crime Program meetings, workshops or circulated among the tenants. Nor did he possess, it appears, the initiative to develop alternate methods of achieving goals once they were blocked. As a result of these difficulties, the fourth Public Safety Coordinator was fired by his long-time friend and supervisor, the THA Special Programs Coordinator on 22 October 1981.

After his termination, the Special Programs Coordinator assumed the coordinator position, devoting 50% of her time to the job. She had assumed direct supervision of the Recreation Leader in November 1980 due to the lack of direction provided by the first Public Safety Coordinator. She had been responsible for the Senior Resource Counselor position since its inception. (The position was developed to assure crisis intervention services at the Resource Center.) When she assumed the duties for the position, she became directly responsible for the Recreation Leader and the Chief Resource Counselor (previously managed through the THA social services department). She was also responsible for preparing fiscal reports and crime statistics reports for HUD. She reported directly to the Director of Community Services for the THA. The Modernization component activities were being coordinated by the Anti-Crime Program Hardware Supervisor.

The Special Program Coordinator performed the duties of the Anti-Crime Supervisor (Public Safety Coordinator) until mid-April 1982. With 50% of her

time being utilized for the implementation of the Anti-Crime Program, the Special Programs Coordinator was unable to devote an adequate amount of time to the other programs for which she was responsible. As a result, the direction of the program was transferred on April 12, 1982 to the THA Social Services Supervisor who held the position until September 20, 1982, the end of the program. She had been involved with the program earlier when some of the DOL youths received work experience with the THA Social Services Department.

It was proposed that the President of the Tenant Association would serve as the Crime Prevention Resident Assistant. Although that did occur, the individual who filled the position was not the same as the person mentioned in the proposal. When the Resident Council held its elections, the incumbent was replaced. The new President was a resident of the College Hill Homes development and President of the College Hill Homes Resident Council. She assisted in the screening of PSA and PRA applicants, in the planning of orientation and training for the DOL youths, in the involvement of residents in anti-crime activities, and the organization of resident activities. Prior to her employment in the Anti-Crime Program (May, 1980 to November, 1980), she had been employed with the City of Tampa Recreation Department and worked in the College Hill Homes Development.

A Tenant Representative position, not included in the proposal, was created and sponsored by the THA to assist in the implementation of resident activities. A resident of the demonstration site filled this position.

The Crime Prevention Resident Assistant became the Senior Center Supervisor in May 1981. This was not an Anti-Crime Program funded position. She provided home visits to the elderly and transportation to events, which include arts and crafts classes, Bible classes, crime prevention workshops, and picnics. She also worked with the THA project manager to promote the grouping of elderly

within the projects. No action on this has occurred yet.

It appears that the implementation of tenant management policies and the improvement of tenant/management relations did not occur. Nor were Tenant Imprest Funds disbursed.

B. More and Improved Anti-Crime Service Facilities and Physical Redesign

The THA proposed three modernization measures: 1) security - improving access routes to buildings and units; 2) grounds improvement - modification of exterior spaces along theories of defensible space; and 3) the construction of on-site facilities for Anti-Crime Program activities.

The implementation of Modernization activities did not occur until later in the program. A number of sources indicated that had the Modernization work been done at the outset the tenants would have had more faith in the THA and consequently would have rallied for the Anti-Crime Program software activities.

A Hardware Supervisor was hired in April 1981 to implement modernization plans. With the assistance of the DOL Physical Rehabilitation Aides (PRAS), he renovated the building previously used by THA Housing Management into the Service Center. The entrance and auditorium were painted and retiled. Office spaces were revamped to provide a ceramics room and a sitting room for television viewing, reading, and quiet game playing. A garage and storage room were converted into two activity rooms and a bathroom.

The THA contracted for the renovation of the Resource Center at College Hill Homes. The four bedroom unit was renovated and furnished to provide crisis intervention services. The upstairs bedrooms serve as office space for the Senior Resource Counselor and THA Social Services; the living room as a reception area. Clothes and food items for emergency distribution are stored in the Center. Renovation costs for the Senior Center and the Resource Center fell below the \$22,000 amount budgeted.

'Security' tasks costs slightly exceeded the \$140,000 estimate at \$169,130. Costs were inflated due to a number of external doors needing replacement. Replacement doors and hardware, deadbolt locks, peepholes, and mail slots were installed. Glass lights in the doors were also enclosed. In December 1982, the THA was in the process of installing security grills on first floor windows.

The THA eventually proposed three activities for 'grounds improvement': building identification; improved lighting, and tree trimming. Building identification involved repainting unit addresses enlarged to four inches in which reflective paint on a dark brown background. DOL Public Safety Assistants (PSAs) completed this task in 1981. In December 1982, both lighting improvement and tree trimming efforts were underway.

#### C. More Tenant Anti-Crime Participation

The THA intended to increase tenant anti-crime participation through the creation of an Anti-Crime Planning Team. Under the direction of the Public Safety Coordinator, this group was to undertake a number of activities, including (but not limited to) the organization of block clubs, the development of youth clubs, the organization of crime prevention workshops, the development of tenant/police relations programs, and the development of employment and educational programs. The planning team was to be comprised of resident representatives from the demonstration projects, project managers, community service workers, the Public Safety Coordinator, THA staff, the Tampa Police Department's Ponce de Leon Crime Prevention Director, and others as necessary. The director of the Robles Park (a housing project that is not participating in the Anti-Crime Program) Crime Prevention Program, was to serve as special advisor to the planning team.

The Anti-Crime Planning Team was not created. Activities were to have included youth clubs, block clubs, and workshops. A new youth club was not

organized, but Anti-Crime Program staff became involved with existing Trailblazers Youth Club and its activities. A Glee Club was organized early in 1981 and sponsored an Easter Cantata at a local church. However, interest in this venture was not sustained.

Block Clubs were attempted early in the program, with little interest and participation evident. Late in 1981, after repeated attempts to revive the clubs, it was noted that residents had expressed feelings of resentment toward Block Clubs. This resentment resulted from problems encountered years before with organizing Block Clubs. Consequently, the concept was altered and the name changed. Unit Watch Groups were formed with the occupants of each building. Once these units became operable, two or more groups were combined into larger groups. These were more successful and several are still in existence. Five of the larger groups remained at the end of the program in September, 1982.

A number of workshops were presented by different groups for the Anti-Crime Program. THA staff presented a workshop for the elderly on the benefits of direct deposit of their checks into their bank accounts. The Tampa Police Department Ponce de Leon anti-crime office representative conducted seminars on rape prevention and breaking and entering prevention.

Some of the scheduled workshops extended past the end of the Anti-Crime Program. In November, 1982, workshops were conducted for the elderly on "The Abuse of Prescription Drugs." A six-part violence workshop was to be completed in December, 1982. These sessions deal with spouse/partner abuse, self-defense, and related topics. Periodically, workshops were presented on "Parenting Skills" and "Parent Effectiveness Training." The most recent "Parenting Skills" workshop concluded in November, 1982 due to lack of participation. An additional series was to resume in January, 1983.

D. Increased Full- and Part-time Employment of Tenants

The THA sought a \$250,000 DOL/YCCIP grant to hire and train a total of twenty-four youths from the targeted projects. Twelve of these youths were to serve as physical rehabilitation aides devoting much of their time to THA modernization activities under the Anti-Crime Program. The remaining twelve youths were to be employed as public safety assistants, and were to be responsible for: (1) public security - including the patrolling of common areas, the reporting of suspicious activities, and the assisting of crime victims; and (2) tenant crime-prevention support - which includes organizing security demonstrations for tenants, assisting in the marking of valuables for residents, and working with youths in occupational, educational, and other related activities. The THA Resident Employment Counselor (whose offices are located at College Hill Homes) was to attempt to place participants in other positions; both within and outside the THA, after one year.

The DOL-funded Youth Training and Employment Program was perhaps the strongest part of Tampa's Anti-Crime Program. Youths were informed of the program through the Tenant Association and through the housing managers. A large number of applications for the positions were taken at the THA central office.

There were differing criteria for the two types of positions offered, Public Safety Assistant (PSA) and Physical Rehabilitation Aids (PRA). The PRAs were all to be out of school and the PSAs were all to be youths who were doing well in school (to set a good example for other project youths). Other than the youths fitting the DOL/YCCIP criteria of residing in the projects and being 16-19, two qualifications weighed most heavily in the selection decision: financial need (unemployment) and desire to work. Previous employment, criminal record, and sex of applicant appeared not to have influenced the selections.

The THA Job Development Counselor conducted a formal reference check, which, however, had no influence on the selection of individual youths. While considering youths who had a past entanglement with the law, these involved in the selection of the DOL youths felt that the chance for the youths to gain positive working experience outweighed the negative possibilities for the program stemming from their inclusion. Youth who knew a member of the selection board apparently had a greater chance of being hired.

The selection board consisted of the Executive Director of the THA, the THA Personnel Coordinator, the THA Job Developer, the first Public Safety Coordinator, and the Crime Prevention Resident Assistant. The final authority rested in the Executive Director with the other board members making recommendations.

The PSA youths were formally hired in June 1980. The training took place in two stages. During the first week, a general orientation, covering such topics as the goals of the Anti-Crime Program and its components and personal hygiene practices, was conducted at the THA. During the next two weeks, youths were taken on tours of Tampa Police Department, the Hillsborough County Sheriff's Department, the Irving Technical Center of Learning, and the Hillsborough Community College. Several guest speakers also presented lectures on job opportunities and search strategies to be used at the completion of their DOL employment. The training was oriented more towards general "world of work" issues.

The PRA youths were all formally hired in August 1980. Training provided for the PRA's in August included an oriented to THA policies and procedures and a workshop on job readiness skills. Through January 1981, DOL/YCCIP youths received pay for working two hours a day and for attending classes five hours a day. The PRA's were enrolled at the Irving Technical Training School.

THA representatives attended DOL/YCCIP conferences in Washington, D.C. and learned that youths could not be paid for attending class. Upon their return to Tampa, these representatives informed the youths of the mandate but gave youth participants the option to continue with the training classes without pay. Most participants agreed to such arrangements and their working hours were adjusted accordingly.

Of the twelve PRA youth hired in August, nine remained at the end of December 1980. Six of the original twelve PSA youth remained by mid April 1981.

Due to normal attrition DOL positions were vacated. A total of 34 youths were hired to fill the positions between June PSAs ended in June 1981 and in August 1981 for the PRAs. Remaining funds were used to hire and train additional youth until the official end of the DOL program on June 30, 1982.

PSA's assisted in the organization of Block Clubs/Unit Watches, patrolled common areas for suspicious activities or individuals; painted addresses to make them more visible to TPD patrol cars, informed residents of upcoming activities, assisted with resident activities, provided friendly visitations to the elderly, and marked valuables in the Operation I.D. effort. PRAs assisted in ground maintenance, painted, installed doors and hardware, installed security grills and hardware, and provided general help toward the modernization labors.

The Tampa Urban League, Inc. did set up a training program but not in the target site. Training was provided for females in non-traditional jobs. This involved training for positions thought of as "men's jobs" - construction, painting, mechanics, etc. Interest from residents of the target area was almost non-existent.

Another THA development, Central Park Village, received PHUIP Modernization funds also. The THA Job Development Counselor referred residents from several developments to the contractor for employment. Several residents of the target

site were hired. Among them was a young woman who was hired for a clerical position.

E. More and Improved Services to Combat Crime or Assist Victims/Witnesses

The THA experienced trouble implementing social service programs in general and attributed the problems, in part to a lack of proper direction from Washington, D.C. and to a lack of interest on the part of the tenants. Although problems were encountered, some software programs were implemented. Staff worked closely with the Trailblazers Youth Club, organized previously by the TPD. The PSAs and Recreational Leader organized a Glee Club which was short-lived. Youth recreational activities were centralized at College Hill Homes, with some youth activities also being held at the Ponce de Leon playground.

While it appears that a 'Senior Club' was not created, a number of senior activities took place. The coordination of elderly activities was begun at College Hill Homes by the Recreational Leader. When the Ponce Senior Center was completed, senior activities were centralized there. Senior activities held in the newly built Resource Center included workshops on arts and crafts, for which a kiln was bought, Bible classes, and a seminar on burglary prevention. Although participation by the elderly fluctuated, it was felt to be substantial.

The recreation leader held the position for one year, from June 1980 through June 1981. He sought to provide: equal opportunities for leadership and good citizenship; passive as well as active forms of recreation; opportunities to develop skills with a carryover value for subsequent activities; active encourage of tenant participation; and an interpretation of the functions and significance of the recreation program for the tenants.

After June 1981, the recreation leader was promoted to Director of the recreation program for all THA projects. His position as Anti-Crime Program

recreation leader was refilled.

References was made to the provision of counseling services at the Resource Center. A Chief Resource Counselor was hired in March 1981 but resigned in May 1981. The THA hired a new counselor in July 1981 who remained until February 1982. The Resource Counselor was involved in interviewing and counseling victims of crimes in the target site. He made referrals to other agencies when it was appropriate to do so.

#### F. Increased Use of Better Trained City Police Officers

The THA proposed the provision of sensitivity training for city police officers and the improvement of relations among THA Anti-Crime Program staff, city police, and project residents.

The proposed sensitivity training for police officers assigned to the target site was not provided. Except for short time periods when a special need surfaced, city police officers were not assigned to the developments. Tenant attitudes toward the police, however, appear to have improved as police protection improved. The Tenant Representative was involved in security additional patrols during the time of the month when AFDC and Social Security checks are received. Additionally, police have cut their response time to calls at the projects.

A joint staff meeting between THA and TPD staff was held early in the program, from the perspective of the THA, to: acquaint both groups with the respective goals of the TPD Crime Prevention program and the Anti-Crime Program; specify common concerns and appropriate avenues of collaboration; and solicit support from and pledge support to the TPD Crime Prevention program located at the site.

The THA attempted to establish a police-substation in College Hill Homes. It was felt that police visibility could deter crime in the area and allow

positive interaction between police and residents without the commission of a crime. Space was made available for the officers to utilize for report completion and for breaks. However, the Tampa Police Department declined the offer on the basis that the officers completed reports between calls whenever they could stop.

TPD staff worked with Anti-Crime Program staff in a number of ways. Two representatives from the TPS participated in the efforts of the Anti-Crime Oversight Team, reviewing the progress of the program and making suggestions on alternative strategies and activities.

When the Tampa Police Department personnel on the Oversight Team addressed the need for increased visibility of addresses, all Team members and Tampa Housing Authority staff agreed. A lengthy discussion covered the alternative methods of lettering and the appropriate sizes for the lettering. When a final decision had been made on the size and method of lettering, a display was prepared on all the alternatives. The display was presented at an Oversight Team meeting and the selection was acceptable to all. PSA youths performed this task.

The TPD also provided, for the duration of the Anti-Crime Program data on criminal incidents in these developments. Arrangements were made for the THA to obtain data on reported criminal incidents in all THA developments.

By far, the most significant contributions by the TPD to the Anti-Crime Program was conducted by the on-site TPD Crime Prevention office representatives. She had been instrumental in assisting victims of crime, increasing police patrols at the beginning of the month, and providing crime prevention workshops. The site observer documented workshops on rape prevention and breaking and entering prevention.

G. Stronger Linkages with Programs from Local Government and Other Sources

The THA proposed working with two agencies to create stronger linkages with other programs to provide services to the demonstration site and the surrounding area. The City of Tampa Planning Department and the THA were to jointly institute a study to develop a local area-wide plan to fight crime. Additional federal resources were to be sought for surrounding neighborhoods. The Tampa Urban League, Inc., which had previously sponsored parent and remedial education programs for public housing residents, intended to develop a job training program for female project residents.

The THA did not coordinate with the City of Tampa Planning Department to develop area-wide anti-crime plans. Another agency, the Jewish Community Center, sponsored arts and crafts classes for project residents. The THA worked with the Tampa Recreational Department to improve their working relationship and to increase activities in the area. Planning for a Senior Nutrition and Activity Program through the Hillsborough County Aging Services Agency was undertaken. Children at the site were provided meals through the Summer Lunch Program of the Community Action Agency. The Tampa Urban League, Inc. did implement a training program for females in non-traditional jobs but not in the demonstration site; interest from site residents was almost non-existent.

IV. PROGRAM IMPACT

After discussions with THA representatives and inspection of available information, another Tampa project, Robles Park, was judged sufficiently similar to the demonstration sites in terms of physical structure, population characteristics, and the nature of the crime problem to merit its selection as a comparison site. The Robles Park project consists of 436 units, three of which house the THA's Social Service Office, the University of South Florida Pre-School, and a TPD Crime Prevention Office. In October 1978, approximately 85% of the families were black, 9% were white, and 6% were Hispanic. About

1,500 tenants reside in Robles Park. Approximately 7% of the residents are elderly and a smaller percentage are handicapped.

A citizen attitude and victimization survey of the demonstration sites, the comparison site, and the respective neighborhoods began around the beginning of June 1981, a month after interviewers had been trained. Interviewers were in the field until mid-August 1981. Respondents were administered either a "long form", which contained an examination of a variety of attitudinal issues, or a "short form", which dealt almost exclusively with the issues of fear of crime and recent victimization experiences. The following table indicates the numbers of completed forms for each site.

Table 1.\*

	Total Units	Completed Households	Completed Interviews	Completed "Longform"	Completed "Shortform"
College Hill Homes Neighborhood	700	123	150	65	84
Ponce de Leon Neighborhood	161	46	66	N/A	N/A
Robles Park Neighborhood	710	99	121	50	70
	240	59	73	N/A	N/A
	436	79	93	38	55
	342	62	91	N/A	N/A

\*Table figures based on the Damans Methodology Report (April 1982). Discrepancies exist in the number of total units of College Hill and Ponce de Leon, in all other sources these figures are reversed. Discrepancies are also found when the numbers of completed long forms and short forms are summed, the do not equal the total number of completed interviews for College Hill and Ponce de Leon.

The Tampa Anti-Crime Program was being administered by the fourth Anti-Crime Coordinator, who was five months into his eight month term, when the interviews were conducted. A resident who had been the Crime Prevention Resident Assistance from May through November 1980 had just begun work as the Senior Center Supervisor, a non-Anti-Crime Program position. The Recreation Leader had been working for about one year. The first Senior Resource Counselor had worked for three months but was terminated about two months before the interviews were administered; a second counselor had just been hired. The DOL

program had functioned for approximately a year. Modernization work had begun on the Senior Center, but not on other Modernization activities.

A. Program Awareness

Approximately three out of every four residents interviewed in both sites reported an awareness of crime prevention meetings, probably reflecting the block watch organization meetings and the TPD on-site representative's presentation of a few anti-crime seminars. About 42% of respondents at the comparison site indicated an awareness of crime prevention meetings as well, probably indicating the activities of a TPD representative there. The TPD also operated an on-site representative's office at the Robles Park project, which may account for this figure.

Forty-three percent of those surveyed in College Hill and 34% of those in Ponce de Leon reported an awareness of youth employment programs. In Robles Park only 12% did so. The difference between the comparison and demonstration sites can probably be attributed to the DOL program.

Respondents perceived a difference between an apartment watch and a neighborhood watch as indicated by the significant contrasts in their responses to the awareness questions. At College Hill, 46% of the respondents indicated an awareness of an apartment watch program and only 7% indicated an awareness of a neighborhood watch program. In Ponce de Leon, 32% of those surveyed replied that they were aware of an apartment watch program and 8% were aware of a neighborhood watch. It is unclear which of these questions, if either, actually represent resident awareness of the initial short-lived block watch attempt. The Unit Watch Club effort, which began in late 1981, would not have been examined by these questions.

Many of the program awareness questions administered to the sites had little relevance to the Tampa Anti-Crime Program. There were not

victim/witness, alcohol and drug abuse, or Operation Identification programs under the AntiCrime Program. Varying percentages of respondents indicated an awareness of such programs, which may have been operated by other agencies or organizations.

B. Program Participation

Again, as in program awareness, large differences appear in the rates between neighborhood and apartment watch programs. In College Hill, 32% of those interviewed indicated that someone in the household participated in an apartment watch program whereas only 3% reported participation in a neighborhood watch program. In Ponce de Leon, 29% of the respondents indicated that someone in the household participated in an apartment watch and only 3% in a neighborhood watch program. At the comparison site 5% of the households surveyed reported participation in an apartment watch, the figure was the same for a neighborhood watch program. Clearly some difference between the demonstration sites and the comparison site accounts for these variations. However, too little is known about how the respondents interpreted the questions and the functioning of the program to definitely explain the difference.

In Ponce de Leon, 44% of the households surveyed indicated that someone in the household had participated in crime prevention meetings. Twenty;-nien percent of those in College Hill reported such participation, in contrast to 10% at Robles Park. This could suggest that such meetings did generate moderate levels of involvement.

Sixteen percent and fourteen percent, at College Hill and Ponce de Leon respectively, of the surveyed households reported participation in youth employment programs. None of those interviewed in Robles Park indicated that someone in the household participated in youth employment programs. Probably then the DOL program did have a modest effect on the employment of demonstration

site youths.

C. Fear and Victimization

Victimization information for the year preceeding the survey was collected from respondents in both demonstration sites, the comparison site, and the three neighborhoods. The following table represents the percentages of respondents in each site reporting a victimization incident in each of the four areas.

Table 2.

<u>Site</u>	<u>by burglary</u>	<u>by threats</u>	<u>by predatory crimes</u>	<u>by rape &amp; assault</u>
College Hill neighborhood	11.1	17.9	10.2	4.7
Ponce de Leon neighborhood	11.5	11.6	5.8	6.6
Robles Park neighborhood	23.2	22.6	6.8	13.0
	6.2	4.4	2.7	0.9
	16.4	10.9	7.0	N/A
	6.8	0.0	1.7	1.7

Ponce de Leon respondents indicated the highest percentage of victimization experiences in all categories of crime except by predatory crime. They also are most fearful as a group, 46% report feeling unsafe or very unsafe. Thirty-eight percent and 37%, in College Hill and Robles Park respectively, of those interviewed indicated that they felt unsafe or very unsafe.

Respondents reported using a variety of household protection techniques. By far the most popular was having someone keep an eye on their home, over 80% of the respondents in each site reported this method. Less than 30% reported putting in extra locks, less than 25% reported obtaining a gun, and less than 20% reported marking property. Respondents from the two demonstration sites and the comparison site were very close in how they answered the question - how much could you and your neighbors do to reduce crime. The average response from each site was very little to some.

E. Perceptions of Change

D. Recorded Crime Data

Monthly recorded crime data from 1977 through 1981 were collected for the

College Hill project, the Ponce de Leon project, and the Robles Park development. Because of data retrieval problems, such data could not be collected from the surrounding neighborhoods.

Recorded crime data mirror, to some extent, the victimization data; Ponce de Leon residents reported the highest rates of victimization experiences, followed by Robles Park and then College Hill. Recorded crime rates have increased fairly steadily since 1977 in both Ponce de Leon and the comparison site, Robles Park, while a decrease is evident since 1979 for College Hill Homes. Interestingly, both Ponce de Leon and Robles Park have on-site TPD Crime Prevention offices. Perhaps the increases in recorded crime rates are indicative of a decrease in the resident's reluctance to report crime as a result of the efforts of these TPD representatives. However, there is no obvious correlation between recorded crime rate trend and Anti-Crime Program activities.

Two survey questions administered to respondents sought information about the respondent's assessments of current conditions in contrast to perceptions of conditions of the previous year. Although the interviews were conducted after parts of the Tampa program had been implemented for slightly over a year, the responses to these questions can provide some indication of changes in perception during the implementation period of the Anti-Crime Program.

In response to whether the project or neighborhood was a better or worse place to live, compared to last year, respondents in all sites indicated a deterioration except for the College Hill neighborhood, where a slight improvement was noted. A similar trend appears when respondents were asked whether crime was more or less of a problem, compared to last year. All six sites indicated that crime was more of a problem.

## V. CONCLUSION

Both the Housing Authority staff and the Anti-Crime Program staff were plagued by rapid employee turnover and Authority reorganization.

This factor of change influenced the program since its inception. For example, due to the the pressing workload of the primary granwriter as a result of the THA reorganization, the THA did not apply for ADAMHA, Victim/Witness or OJJDP funds. Also, the first Public Safety Coordinator was left to flounder in his position without direction.

It cannot be denied that the program experienced its share of difficulties. A prime example is the succession of Public Safety Coordinators which seriously prevented the rapid implementation of the program. Modernization activities were performed slowly leading to a lack of faith by the tenants in the THA. The Anti-Crime Planning Team did not transpire thus disrupting the planned organization.

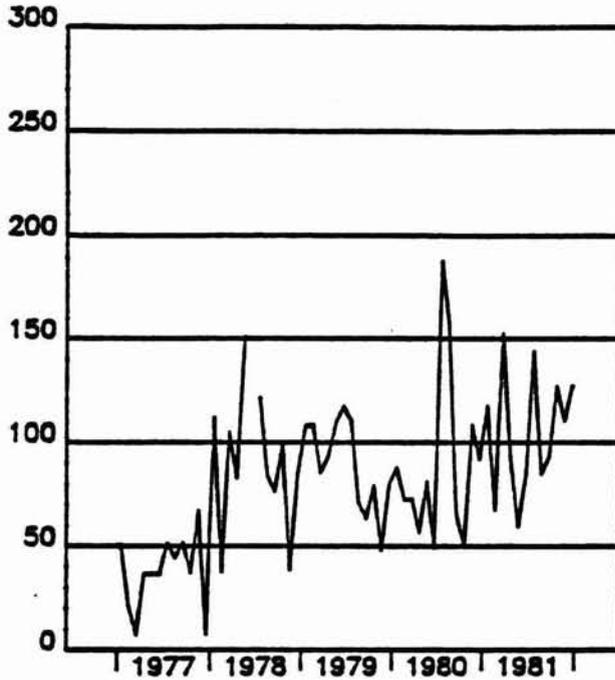
Still, some program elements appeared strong. Modernization efforts resulted in a Senior Center and a Resource Center, both of which are regularly used. These spaces provided the necessary base for the delivery of non-Anti-Crime Program social services which continue to date. Apartment doors were replaced and locks, peepholes, and mailslots were installed. Thirty-four site youths were hired through the DOL-funded Youth Training and Employment Program. The Tampa innovation of paying youths to attend training classes, although later discontinued due to DOL regulations, was felt to be singularly successful. The Anti-Crime Program Recreation Program was expanded after the first year to include all THA projects. Following the eary and unsuccessful attempts to organize Block Clubs, program staff revised the concept and managed to form Unit Watch Groups, five of which still operated at the end of the program. Capping all of this, were the anti-crime efforts by the TPD on-site representative which

resulted in increases in patrols at the beginning of the month and improved tenant attitudes toward police.

# TAMPA Robles Park Village

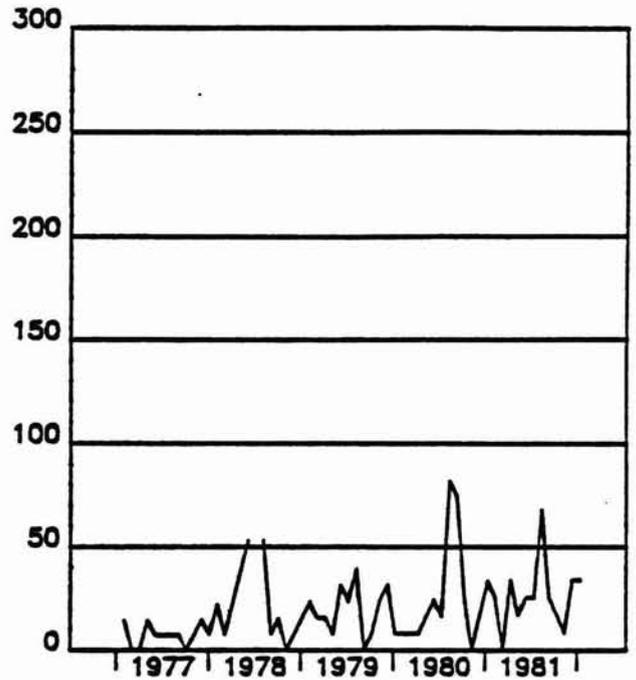
### RECORDED PART 1 CRIMES Per 10,000 Persons

(Personal and Property Crimes Combined)



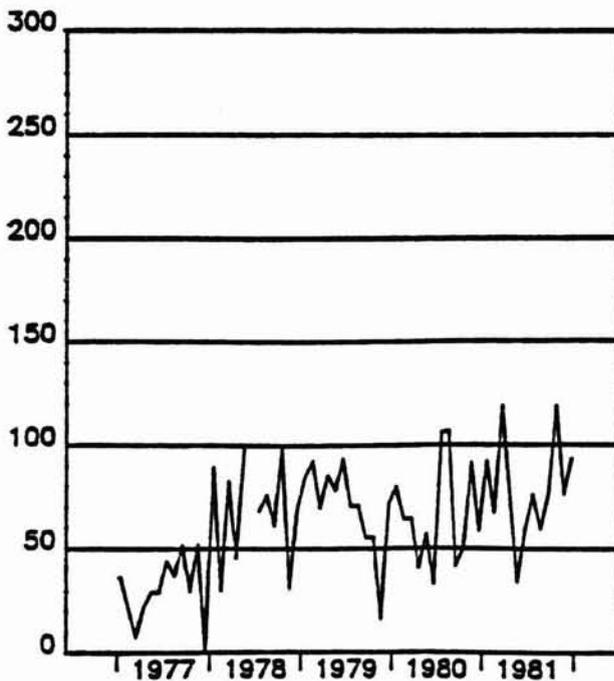
### RECORDED PERSONAL CRIMES Per 10,000 Persons

(Homicide, Rape, Aggravated Assault, Robbery)

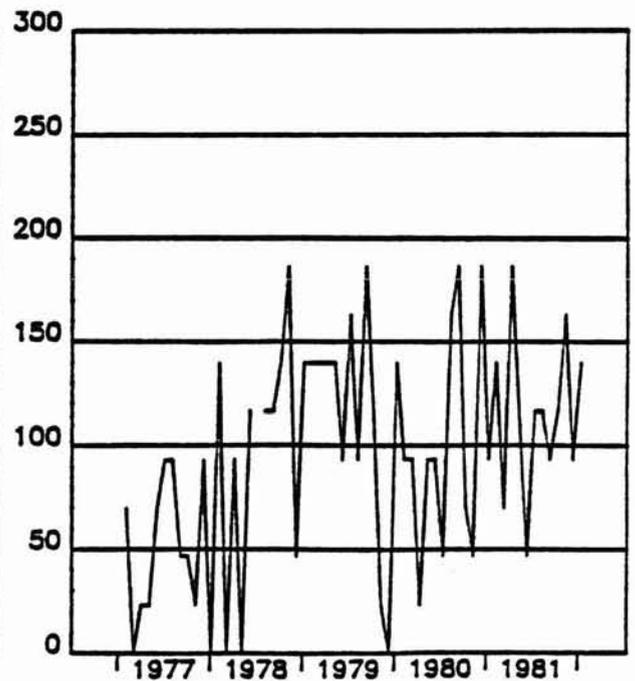


### RECORDED PROPERTY CRIMES Per 10,000 Persons

(Burglary, Larceny, Auto Theft)



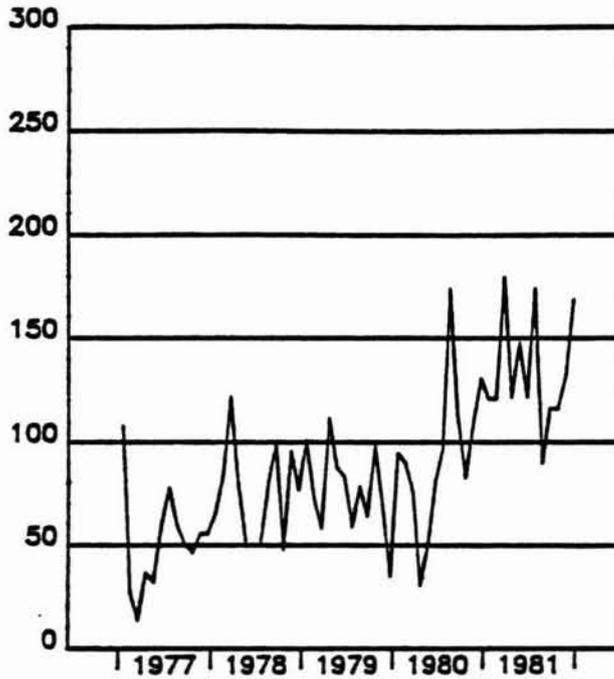
### RECORDED BURGLARIES Per 10,000 Occupied Units



TAMPA  
Ponce de Leon Courts

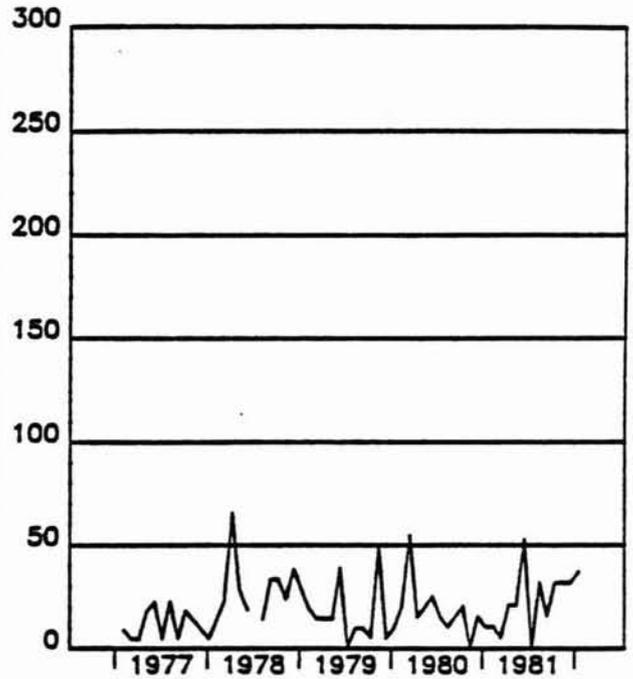
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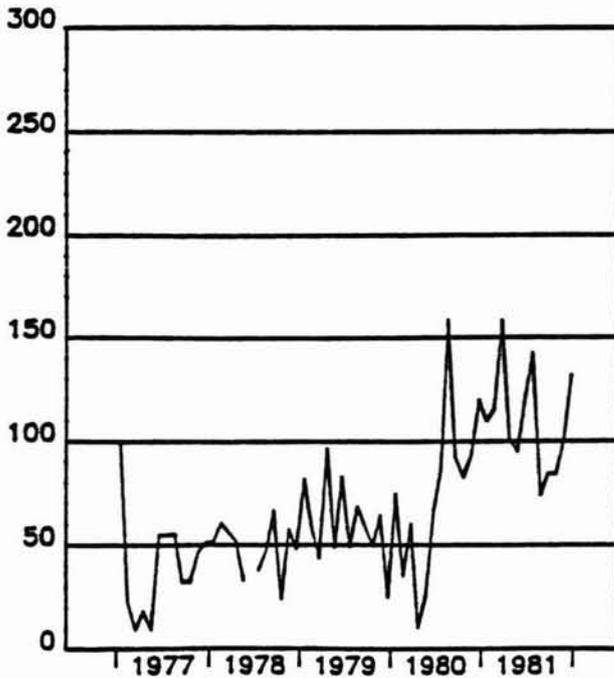
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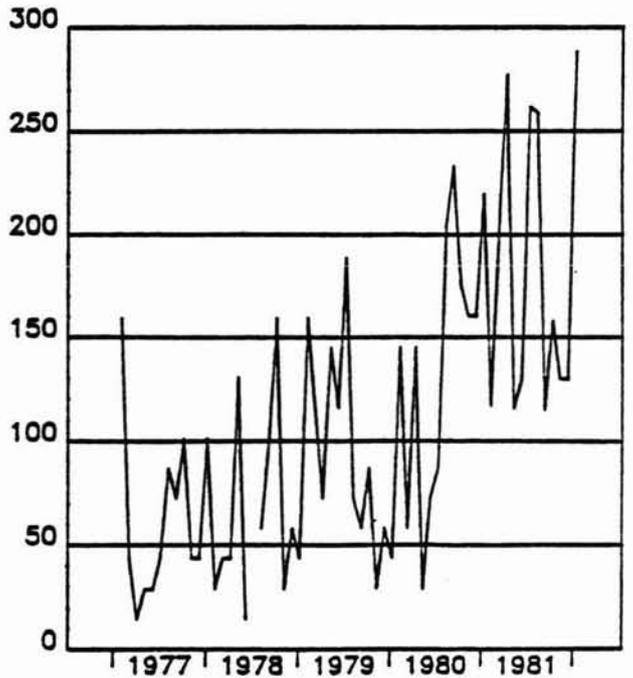


RECORDED PROPERTY CRIMES  
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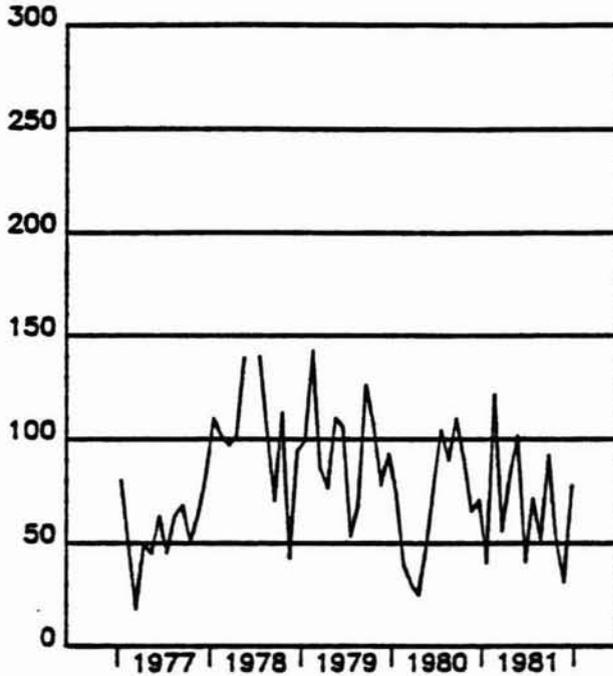
RECORDED BURGLARIES  
Per 10,000 Occupied Units



TAMPA  
College Hill Homes

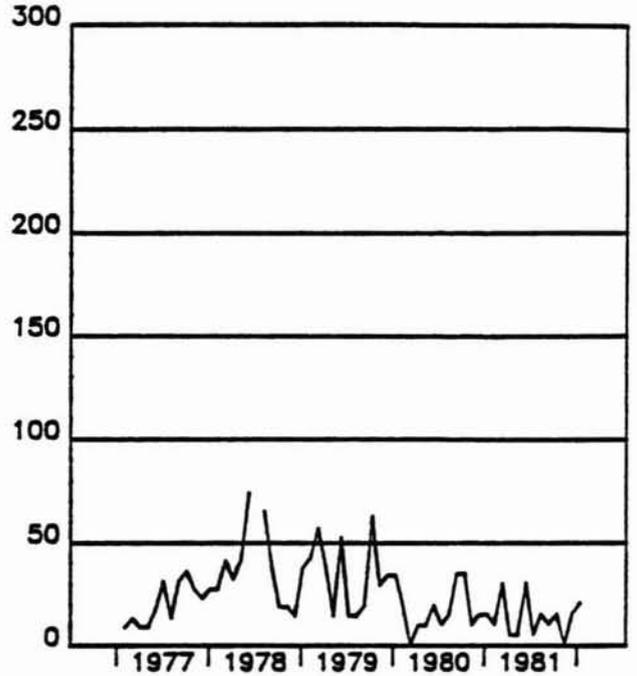
RECORDED PART 1 CRIMES  
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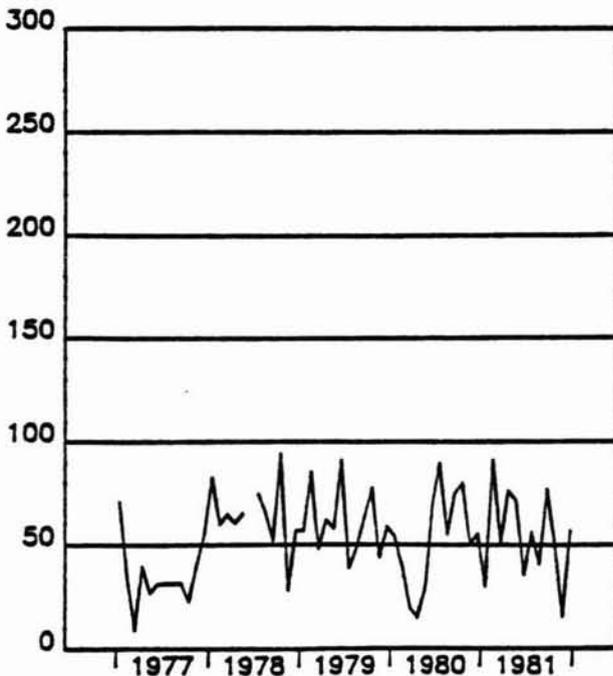
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RECORDED BURGLARIES  
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