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**HEMET**  
**POLICE**  
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# **BSCC ORT PREVENTION GRANT PROJECT LOCAL EVALUATION PLAN**

**Project Period: October 1, 2023 - December 31, 2026**

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## Background

The City of Hemet is located in the San Jacinto Valley region of Southern California. It is the 8th largest city in Riverside County, with an estimated population of 90,689 residents in 2022. This represents a 15.3% increase over the 2010 census and more than triples the growth rate for the state as a whole (4.8%) over this period.

Compared to recent statewide Census figures (see table to the right), Hemet has a higher proportion of residents aged 65 and older and a slightly higher proportion of residents under the age of 18. The majority of residents are White, followed by Multi-racial, Black/AA, and Asian. Nearly one-half of the City’s residents are Hispanic or Latino/a.

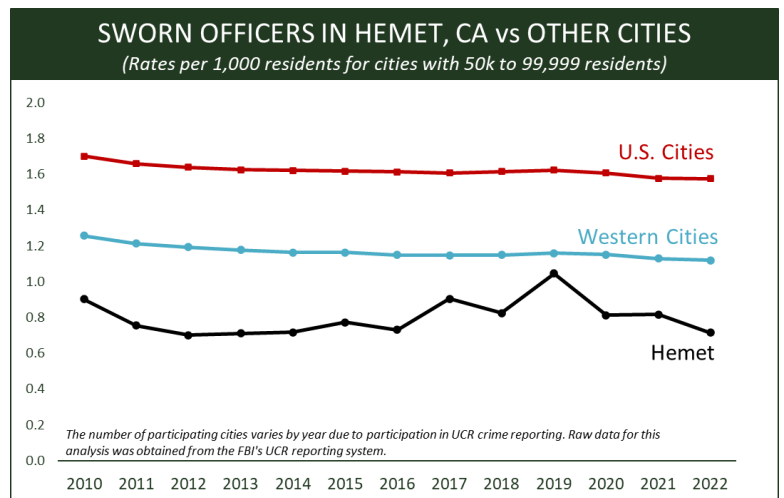
Hemet’s median household income in 2022 was 45.7% lower than the state as a whole. Accordingly, the proportion of people living in poverty in Hemet exceeds the figure for California.

Employment opportunities in Hemet are centered on six major sources: **retail trade** (estimated at 15.6% of jobs in 2021<sup>1</sup>), health care & social assistance (13.0%), construction (11.0%), transportation & warehousing (8.3%), manufacturing (7.1%), and education (6.9%). Notably, jobs in retail trade increased 54.9% from 2013 to 2021, nearly doubling the city’s total employment growth rate of 29.9%.

The importance of retail businesses in Hemet is also demonstrated by the fact that roughly one-half of the city’s general fund comes from sales tax revenue. These funds are particularly critical to the Hemet Police Department (HPD) which accounts for 60% of the city’s operating budget.

Any reduction in sales at local businesses or the permanent loss of retail establishments due to crime is, therefore, of great concern to the HPD, city leaders, and residents. As shown in the figure to the right, the HPD is

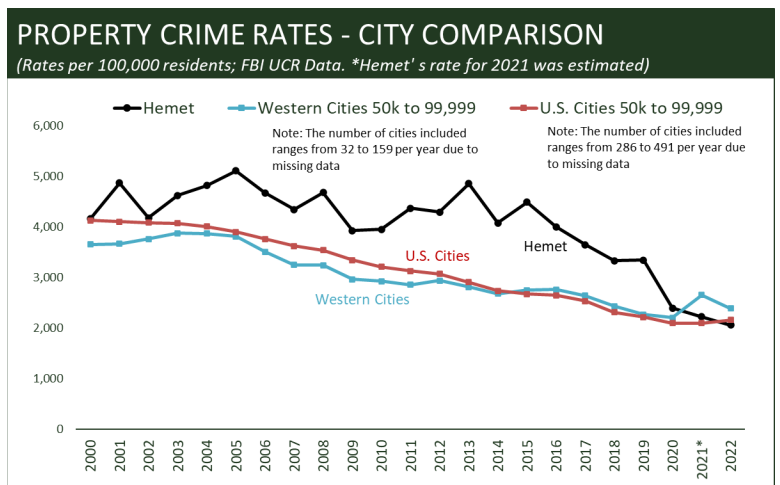
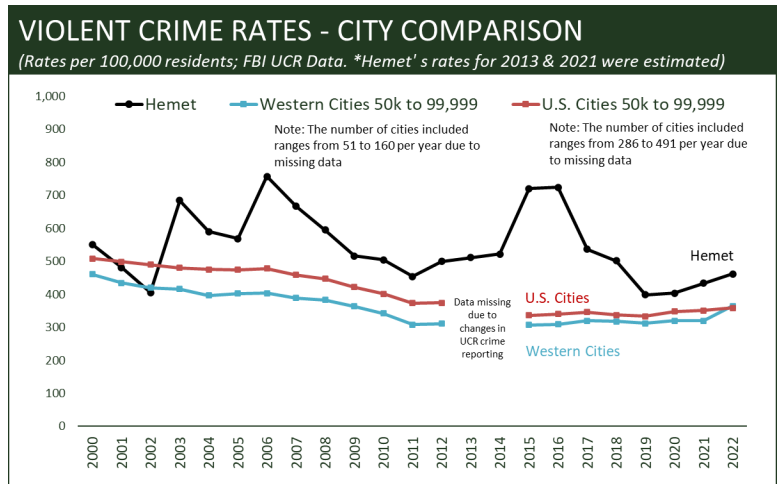
Census Data (2022)	Hemet, CA	California
Est. Population	90,689	39,040,616
% change from 2010	15.3%	4.8%
Age		
Under 18 years	24.1%	21.8%
Age 65+	22.4%	15.8%
Sex		
Female	51.2%	49.9%
Race (alone)		
White	56.8%	70.7%
Black or African Am.	8.5%	6.5%
Am. Indian & Alaska Native	1.4%	1.7%
Asian	2.7%	16.3%
Nat. Hawaiian & Pacific Islander	0.1%	0.5%
Two or More Races	13.3%	4.3%
Hispanic Origin		
Hispanic or Latino	49.0%	40.3%
Income & Poverty		
Median household income	\$49,901	\$91,905
Per capita income, past 12 mo.	\$26,043	\$45,591
Persons in poverty	17.4%	12.2%



<sup>1</sup> U.S. Census Bureau’s 5-year ACS estimates.

consistently understaffed relative to other Western cities with 50,000 to 99,999 residents.<sup>2</sup> The discrepancy is even more pronounced when Hemet is compared to similarly sized cities from across the U.S. In 2022 Hemet employed 65 sworn officers for a rate of .71 per 1,000 residents. The national figure for cities this size was more than twice as high at 1.58.<sup>3</sup>

Below-average staffing levels in a police department might be expected or acceptable in a city with low crime rates. Unfortunately, that has not been Hemet’s experience over the past 20 years. As shown in the first figure to the right, Hemet’s violent crime rate (e.g., murder, rape, robbery, & aggravated assault) was higher than the “average” for similarly-sized Western cities and the U.S. as a whole for all but two years. A similar pattern is seen with Hemet’s property crime rate (e.g., MV theft, burglary, and larceny/theft), the second figure to the right. Hemet had a higher property crime rate than most cities in the West and the U.S. until just the past few years, when the rate approached the “average.”



These statistics highlight a recurring and considerable challenge for the HPD. How do they respond to higher-than-average crime rates with considerably limited resources? Moreover, how do they effectively address one of the city’s more concerning crime problems: retail theft (RT) and organized retail theft (ORT) at local businesses?<sup>4</sup>

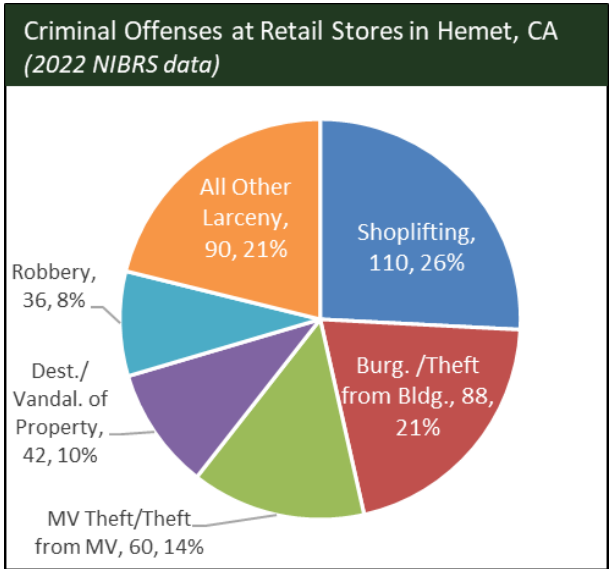
Fortunately, the HPD has been successful of late in mitigating the impact of low staffing levels and high property offending by investing in new crime control technologies, developing community partnerships, and providing additional training for staff members. While the agency is proud of the recent reduction seen in property offenses, it is also worried that retail thefts are significantly

<sup>2</sup> Based on FBI data from 124 to 133 (varies by year) police departments in the Western region.  
<sup>3</sup> Based on FBI data from 450 to 483 police departments in the U.S.  
<sup>4</sup> The key distinction between RT and ORT in California code (490.4) is that the latter involves acts where: 1) two or more people act in concert to steal merchandise with the intent of selling, exchanging, or returning it for value, 2) two or more people act in concert to receive, purchase or possess stolen merchandise knowing or believing it to have been stolen, 3) one or more persons act as an agent of another individual or group to steal merchandise as part of an organized plan to commit theft, or 4) one or more persons recruits, coordinates, organizes, supervises, directs, manages, or finances another to undertake the acts described in items 1 or 2 above. For simplicity in this document, we will just refer to “retail theft” when discussing both RT and ORT.

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underreported. For example, the agency’s National Incident-Based Reporting System (NIBRS) data submitted to the FBI document 451 criminal offenses at retail stores in 2022, costing those businesses an estimated total of \$1,041,749 in stolen and damaged property.

Criminal Offenses Reported to Police at Retail Stores in Hemet, CA (2022 NIBRS data)			
Location Type	#	Est. Value of Stolen Goods & Property Damage	Avg. Cost per Incident
Convenience Store	48	\$48,657	\$1,014
Department/Discount Store	105	\$256,117	\$2,439
Drug Store/Medical Office	51	\$123,860	\$2,429
Grocery/Supermarket	63	\$129,217	\$2,051
Liquor Store	7	\$19,820	\$2,831
Service/Gas Station	42	\$85,404	\$2,033
Shopping Mall	16	\$28,924	\$1,808
Specialty Store	119	\$349,750	\$2,939
<b>Total</b>	<b>451</b>	<b>\$1,041,749</b>	<b>\$2,310</b>



While these official statistics are concerning, inquiries at local businesses paint a much more serious picture of local retail theft. A survey of Target, Ulta, Lowes, Home Depot, and Walmart alone suggests that their true losses from retail theft in 2022 approach \$10 million. Several recent examples illustrate the city’s problems with ORT:

- On 4/23/2023, at 19:32 hours, three males entered Target and walked around. All three males entered the "Employee Only" rear area. The suspects loaded trash bags with an unknown amount of Apple products and Play Station 5's and exited through the rear doors with the stolen merchandise at an estimated value of over \$5,000.
- On 5/1/2023, at 13:47 hours, the three suspects entered Walmart through the garden area and proceeded to the electronics area, asking an associate to see a cell phone. After the locked case was opened, the associate was pushed away. Suspect #3 used a trash bag to steal approximately \$9,000 worth of iPhones.
- On 5/6/2023 at 16:50 hours, three suspects entered Walmart and proceeded to the electronics area. The female suspect #3 asked an associate for an item from the locked area. Once open, male suspect #1 grabbed the victim from behind and pulled him away from the electronics locker. Male suspect #2 grabbed the electronics and loaded them into a black laundry basket. The suspects then ran out of the building.

With the current grant, the HPD hopes to significantly reduce this type of offending in the coming years.

## Project Overview

With the ORT Prevention Grant Award from the Board of State and Community Corrections (BSCC), the HPD is implementing a comprehensive crime prevention program targeting retail theft and ORT. The ultimate goal of the project is to reduce retail theft in Hemet. The strategies for achieving this include preventing crime, improving law enforcement responses to ORT, improving efforts to deter ORT, and working to improve the rehabilitative impacts of diversion.

### Crime Prevention

The HPD will work to reduce theft at retail establishments in the city by educating businesses about Crime Prevention Through Environmental Design (CPTED). CPTED is a crime reduction approach that aims to prevent crime by designing or modifying the built environment. This includes attending to several core principles: movement control, surveillance, defensible space, and physical security.

CPTED also incorporates ideas of situational crime prevention, such as access control to locations, increased surveillance, defensible spaces, etc.). In addition, Situational Crime Prevention goes beyond CPTED by addressing factors such as reducing peer pressures, disrupting markets, increasing offenders' perceptions of risk, etc.

While not explicitly stated in the proposal, many of the HPD's strategies are consistent with the principles of Situational Crime Prevention. For instance, a component of the educational campaign is to make "potential theft rings" aware of the consequences of ORT. Such a campaign would be consistent with Situational Crime Prevention.

The HPD will leverage crime prevention in the following ways:

- **Develop Crime Prevention Materials to reduce retail theft:** The HPD will develop crime prevention materials specific to retail theft and deliver these to local retailers. Police and volunteers will carry out these activities.
- **Conduct CPTED Audits of retail establishments to reduce retail theft:** The HPD has individuals trained in CPTED who will assist in this activity. However, the main focus of this program will be developing a volunteer group and training them in CPTED. The volunteers will then work with retailers to identify and mitigate environmental factors contributing to retail theft.
- **Develop a city-wide educational campaign:** The HPD will work with a professional advertising agency to develop print and social media to highlight the negative impact of retail theft as well as the increased collaboration between police and local retailers.
- **Hire a Community Service Officer as Public Safety Business Liaison:** The HPD intends to hire an additional Community Service Officer. This position will work with local businesses, developing partnerships and assisting in crime prevention efforts. Having a dedicated, full-time employee coordinating the crime prevention efforts will improve the HPD's ability to manage its overall crime prevention campaign.

## Improved Law Enforcement Response

The HPD will increase its use of technology, develop and deploy ORT-focused investigative assets, and develop or join partnerships to improve law enforcement's response to this issue. This will build off the crime prevention campaign and, in turn, support the agency's efforts at rehabilitation and deterrence of ORT offenders.

The HPD plans to employ the following technologies, assets, and partnerships with the aim of improving law enforcement's response to ORT:

- **Technology:** A range of technologies will be deployed to improve the response to ORT and retail theft. This includes the implementation of 25 additional surveillance cameras (consistent with the principles of Situational Crime Prevention), four parking lot camera systems, gateway technology that allows access to cameras belonging to retail partners and integrates with partner agency cameras, and a Real-Time Information Center. This technology will improve the HPD's response to ORT and efforts at deterring criminal groups engaged in ORT.
- **Investigative Assets:** The HPD plans to hire and train a dedicated ORT investigator. This position will investigate ORT theft and follow cases through the judicial system (see the Rehabilitation and Deterrence sections below). In addition, a crime analyst will work 40 hours weekly in the agency's Real-Time Information Center. The analyst will operationalize new and existing technology to assist patrol responses to ORT and retail theft and will provide analytic assistance to ORT investigations.
- **Partnerships:** Many partnerships developed as part of the ORT Prevention program's efforts can be leveraged to improve the police response. To this end, the Public Safety Business Liaison mentioned (see page 6) will play a major role in coordinating partnerships with local retailers. These partnerships will improve communication between police and retailers. Additionally, the HPD will establish a local anti-ORT Task Force. This group will include regional law enforcement (e.g., Riverside County SO, the CHP, etc.) and representatives from local retailers. The group will coordinate law enforcement efforts, share best practices, and facilitate information sharing.

## Deterrence

The HPD agrees with the National Institute of Justice that increasing the certainty of being caught is a more powerful deterrent than the potential punishment incurred due to being apprehended<sup>5</sup>. The agency also believes that increasing the perception of risk involved in ORT and retail theft can reduce ORT offenders without necessarily increasing incarceration. The HPD will enhance crime prevention and its policing process by actively engaging in tactics that are likely to deter potential ORT offenders.

Deterrence will be aided through the community education campaign, increasing perceptions of risk (see Crime Prevention above), and via improved investigative techniques, increasing the certitude of

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<sup>5</sup> See: Five things about deterrence. National Institute of Justice. (2016, June 5). <https://nij.ojp.gov/topics/articles/five-things-about-deterrence>.

punishment (see Improved Law Enforcement Responses above). In addition to these efforts, the HPD will employ specific tactics aimed at deterring ORT offenders. These are detailed below:

- **Monthly Retail Theft Missions:** The HPD will engage in monthly missions to increase the perception of risk among ORT offenders. These missions will be conducted with partner retailers. The HPD plans to supply five officers, one sergeant, and one community service officer to each of these missions. The missions will be enforcement-focused, and the results will be advertised as a part of the public information campaign.
- **Monitor compliance with pre-trial diversion:** The ORT investigator will assist in monitoring individuals on diversion for ORT-related offenses. Improved monitoring will help deter criminal behavior by increasing perceptions of risk among those who continue to offend despite being on diversion.
- **Increase referrals for prosecution for high-risk or chronic offenders:** The ORT investigator, assisted by the crime analyst, will seek to identify high-risk and/or chronic offenders and increase the number of referrals for prosecution among this sub-group. Increased risk, when advertised to chronic offenders, will help deter the most active ORT offenders.

## Rehabilitation

The HPD plans to increase the use of diversion where appropriate. This will include the ORT crime analyst and investigator identifying cases appropriate for diversion and working to determine barriers offenders face in succeeding at diversion. The HPD will accomplish this through the following tactics:

- **Improved screening by the HPD:** Actively looking for individuals who would benefit from diversion and supporting the prosecutor in these cases will increase the number of suspects offered diversion.
- **Identifying barriers individuals face on diversion:** Through more intensive monitoring, the HPD hopes to identify barriers individuals face while on diversion. While the HPD may not be able to address these barriers, it will make the appropriate parties aware of them. This may improve offenders' chances of successfully completing diversion, thereby improving rehabilitation.

The HPD believes the comprehensive approach described above will reduce ORT and retail theft in their jurisdiction.

## Target Area

The general target for the crime prevention activities includes all merchants in Hemet. Additional attention will be paid to locations with above-average risk for retail theft that are not currently covered by the city's existing CCTV. These locations will be identified by analyzing recent criminal incident reports. In addition, high-risk or chronic retail thieves will be identified and referred for prosecution or to a pre-filing diversion program. The new ORT investigator and the Riverside District Attorney's Office will identify the applicable arrestees.



## Goals and Objectives

### Goal 1: Decrease incidents of retail theft in Hemet using preventative measures.

- **Objective 1a:** Develop crime prevention materials targeting retail theft (e.g., flyers, guides, signs) and offer to share these materials with 20 local retailers per month.
  - **Activities:** HPD staff (police/community service officer) will conduct visits to businesses to distribute educational materials, discuss methods for preventing retail theft, and develop formal crime prevention partnerships.
  - **Expected Outcome(s):** The HPD's outreach efforts will increase the number of crime prevention partnerships with local businesses. Increased use of crime prevention strategies by these businesses will deter some offenders from engaging in retail theft, reducing the count of these offenses.
- **Objective 1b:** Offer 20 Crime Prevention Through Environmental Design (CPTED) audits per month to local businesses.
  - **Activities:** The HPD will arrange for five police volunteers to receive formal CPTED training. These individuals will then offer free CPTED audits to local retailers that 1) identify factors that might be contributing to their retail theft, and 2) provide guidance on mitigating these risks.
  - **Expected Outcome(s):** The audits are expected to increase the use of CPTED and related crime prevention practices at participating businesses, thereby decreasing their incidence of retail theft.
- **Objective 1c:** Develop a city-wide education campaign targeting retail theft prevention.
  - **Activities:** With the assistance of a professional advertising agency, the HPD will develop a print and social media campaign highlighting the negative impact of retail theft and the increased collaboration between police and local retailers to address this crime.
  - **Expected Outcome(s):** The media campaign is expected to foster additional working partnerships with local businesses and deter people from engaging in retail theft (i.e., increase in perceived risk).
- **Objective 1d:** Assign Community Service Officer to work as Public Safety Business Liaison to coordinate organized retail theft efforts.
  - **Activities:** This position will coordinate HPD efforts with local businesses. It will serve as a point of contact between the agency and local businesses, conduct outreach, and coordinate information sharing associated with the grant.
  - **Expected Outcome(s):** The work of this position is expected to improve the quality of the partnerships established by the HPD with local businesses. It will also improve internal information sharing and communication related to the grant.

**Goal 2: Increase the clearance rate for retail theft and ORT (i.e., identification and apprehension of suspects).<sup>6</sup>**

- **Objective 2a:** Assign an investigator to handle all cases involving ORT.
  - **Activities:** The HPD will assign an investigator focused on ORT. This position will investigate ORT crimes and prepare cases for filing with the Riverside County District Attorney's Office. Part of this work will include reviewing cases to determine if they are appropriate for diversion. The position will also conduct follow-ups on individuals who are given diversion to ensure they have the resources needed to be successful [See Goal 3, Objectives 3a through 3b].
  - **Expected Outcome(s):** The addition of a specialized ORT investigator is expected to enhance the HPD's situation awareness. This should increase the number of ORT "rings" or "crews" that are identified and/or apprehended in the city, resulting in a higher clearance rate.
- **Objective 2b:** Assign a crime analyst to operate the Real-Time Information Center (RTIC) and assist with ORT investigations.
  - **Activities:** The HPD will assign a crime analyst to an RTIC. This position will monitor the RTIC (including cameras), assist in criminal investigations, and develop intelligence on ORT "rings" or "crews" targeting businesses in Hemet.
  - **Expected Outcome(s):** This work of the analyst is expected to reduce police response times for active incidents and increase the clearance rate for ORT incidents.
- **Objective 2c:** Expand the city's community camera program and focus on vulnerable business areas.
  - **Activities:** The HPD will add 25 cameras to its existing inventory. These will be used to cover high-risk retail locations not currently covered by existing cameras.
  - **Expected Outcome(s):** Increased surveillance at high-risk retail locations is expected to improve surveillance, increasing the ORT clearance rate. These cameras may also deter retail theft more broadly [see Goal 1].
- **Objective 2d:** Establish a local ORT task force to facilitate information sharing between loss prevention specialists and the police department.
  - **Activities:** The HPD will establish a retail theft taskforce, focusing on local retailers. It will comprise the HPD, Riverside SO, the CHP, and loss prevention agents from interested retailers. The task force will focus on information exchange, sharing tactical lessons/best practices in ORT prevention, and coordinating resources.
  - **Expected Outcome(s):** It is expected that improved information sharing and coordination will result in the identification of more ORT "rings", increased clearances for ORT, and aid in the development of novel tactics aimed at reducing ORT offenses.

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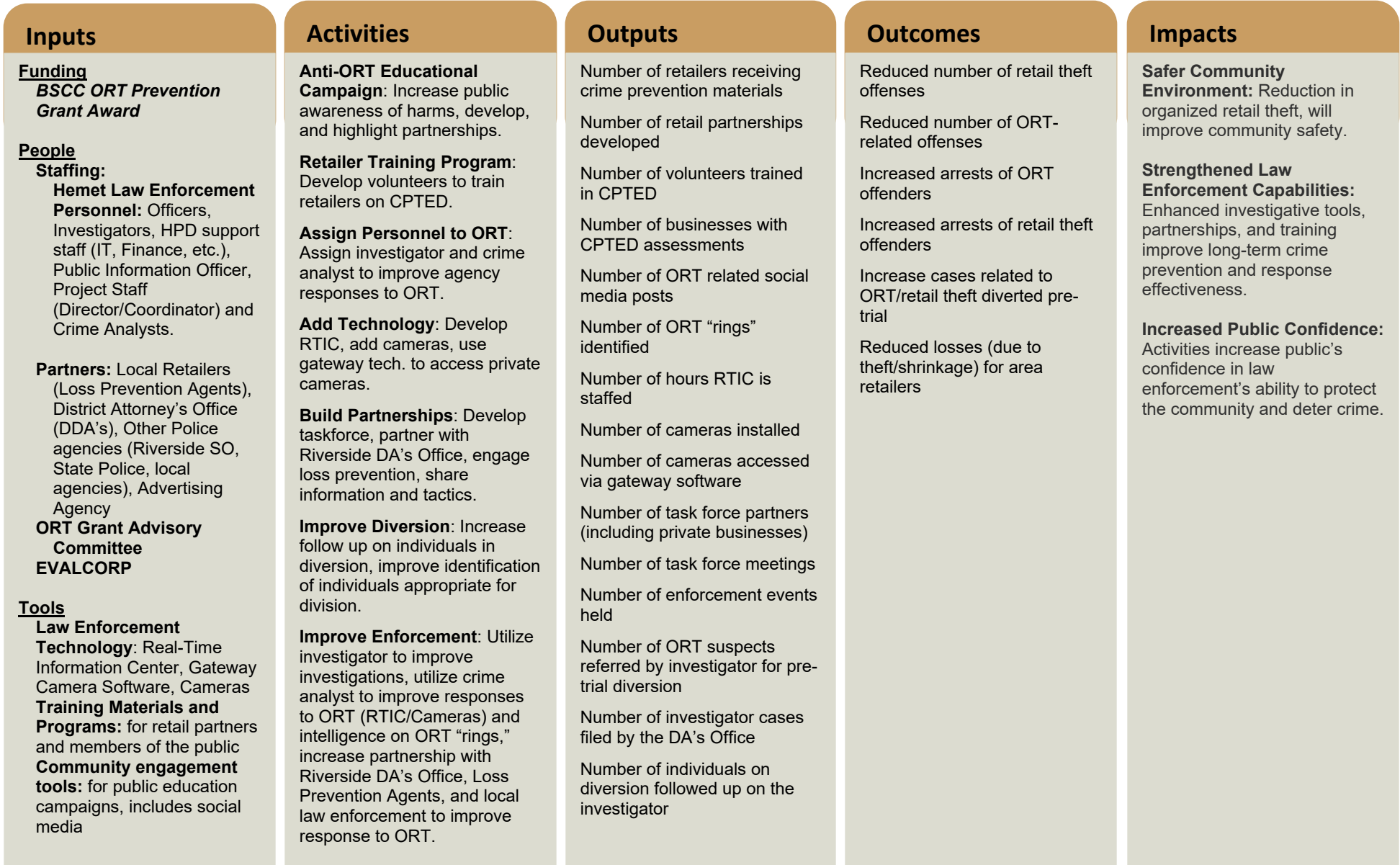
<sup>6</sup> For research purposes we will operationally define "retail theft" as a criminal incident at a retail business involving one or more of the following NIBRS offenses: shoplifting [23C], theft from a building [23D], other larceny [23H], burglary/B&E [220], vandalism [290], stolen property offense [280], robbery [120]. Any of these incidents that involved two or more offenders will be sub-classified as ORT.

- **Objective 2e:** Hold enforcement events in coordination with local retailers.
  - **Activities:** The HPD will conduct regular enforcement details, in partnership with local retailers. The details will focus on ORT “rings” and high-risk locations.
  - **Expected Outcome(s):** These events are expected to result in additional apprehensions of retail theft suspects (i.e., cases cleared). It is expected to improve the identification of ORT “rings.”
- **Objective 2f:** Deploy camera gateway technology to gain access to existing retail camera systems to support investigations.
  - **Activities:** The HPD will develop partnerships with retailers who have existing cameras and employ gateway technology to allow for monitoring of those systems.
  - **Expected Outcome(s):** Additional monitoring of existing cameras is expected to improve police responses, thereby increasing the HPD’s ability to clear these crimes via arrest or citation.

**Goal 3: Increase the number of retail theft and ORT cases referred to the Riverside District Attorney’s Office for prosecution or pre-filing diversion.**

- **Objective 3a:** Increase the number of cases referred for prosecution to remove high-risk or chronic offenders from the community.
  - **Activities:** Use the ORT investigator, crime analyst, and enhanced collaboration documented above to identify suspects meriting full prosecution.
  - **Expected Outcome(s):** The new resources are expected to improve investigations related to retail theft/ORT and increase cases filed with the DA's Office.
- **Objective 3b:** Work with the DA's Office to identify cases that would be appropriate for pre-filing diversion.
  - **Activities:** The new ORT investigator will work with the DA's Office to identify suspects that are appropriate for diversion. These individuals will be referred to various rehabilitation or treatment services in the community.
  - **Expected Outcome(s):** The investigator’s expertise in and knowledge about local ORT will increase the number of suspects offered diversion.
- **Objective 3c:** Ensure those assigned diversion adhere to the terms of the program and have the community resources to be successful.
  - **Activities:** The ORT investigator will follow up with people on diversion and, where necessary, report back to the monitoring court if there is evidence of non-compliance. The investigator will also assess whether the necessary community services are available to people on diversion.
  - **Expected Outcome(s):** Actively monitoring people on diversion is expected to increase compliance in this group, thereby decreasing recidivism and retail theft overall.

# Logic Model



## Evaluation Method and Design

The City of Hemet has contracted with EVALCORP to conduct a comprehensive evaluation of the project, including both process and outcome components, described together in this section.

### Evaluation Plan

As mentioned above, EVALCORP intends to conduct a **process** evaluation documenting the delivery of the crime prevention activities and services discussed earlier (i.e., outputs in the logic model). Additionally, an **outcome** evaluation (also called an impact evaluation) will assess whether these activities produced measurable outcomes in crime, victimization, and community sentiments regarding public safety. Process and impact evaluations, when combined, improve the causal inferences that can be made regarding an intervention and its targeted outcomes (see figure on right). Details regarding the data collection tools and evaluation plan are provided below.

		PROCESS EVALUATION	
		Activities & Services Delivered as Planned (High Fidelity)	Activities & Services NOT Delivered or Modified Significantly (Low Fidelity)
IMPACT EVALUATION	Target Problem(s) Declined*	Strong Evidence that the Intervention was Successful	Change in Problem(s) Due to Other Factors; Intervention Unlikely to be Cause of Change
	Target Problem(s) did NOT Decline*	Intervention was Not Successful; Activities & Services Insufficient to Reduce Problem(s)	Intervention Might Have Been Helpful if Successfully Implemented

\*Relative to the pre-intervention period in the target location and/or relative to change in comparison location(s).

### Framework

#### Evaluation Goals

The goals for the proposed evaluation are to (1) document the implementation of the project and the extent to which proposed activities were completed as intended (e.g., process evaluation); (2) measure the degree to which the goals or objectives were achieved (e.g., outcome evaluation); and (3) identify successes, challenges, and lessons learned. The last objective will help ensure lessons from the project can be utilized to inform future initiatives.

#### Approach

A mixed-methods evaluation approach consisting of qualitative and quantitative data collection activities will be implemented to assess the process and outcome measures established for the HPD comprehensive crime prevention program.

The planned robust evaluation is designed to assess the impact of the work carried out as part of this grant using multiple data collection approaches and sources to inform the assessment. Specific strategies that will be used include:

- A pre/post comparison methodology that contrasts baseline data collected prior to project activities with data collected during implementation to determine the ORT prevention program’s overall effectiveness on the outcomes established for the project.

- Ongoing assessment of identified process and outcome metrics assessing cumulative change (counts, increases, decreases) to (1) track ongoing project implementation and outcomes, and (2) allow for any necessary changes to strategies as the grant-funded initiative rolls out. This is key to a formative evaluation and involves compiling and reviewing ORT evaluation metrics on a consistent basis. Key project staff will be interviewed at the end of the project period to identify the extent to which the activities were implemented as planned, along with challenges and unforeseen events that impacted implementation and/or related outcomes.
- Qualitative enhancements through the use of Stakeholder Interviews with key personnel participating in the ORT project. The evaluation will utilize stakeholder interviews, observations, and success stories to inform the Local Evaluation Report (LER) and provide context, lessons learned, any unanticipated challenges and how they were overcome in addition to the quantitative measures (ORT process and outcome metrics).

### Coordination and Oversight

Captain Glen Brok is the HPD Project Director; he will provide strategic guidance, monitor overall grant activities, and provide oversight to ensure the goals and objectives are met. Lieutenant Mike Mouat is the Project Coordinator; he will oversee the day-to-day operations and assign tasks to appropriate parties within the HPD. Judith Gibson will implement the public education portion of the grant.

Project-related decisions will be made collaboratively by the HPD team, with consultation by EVALCORP when appropriate. Any changes requiring BSCC approval will be forwarded to the appropriate party prior to implementation.

EVALCORP will work collaboratively with HPD personnel and their partners to ensure the appropriate data collection methodologies, tools, and protocols are developed and implemented. The evaluation team will foster open communication with project personnel to ensure evaluation findings are communicated on a periodic basis and that high-quality, consistent data collection practices are employed. Meetings between HPD and EVALCORP will occur quarterly, or as needed, to ensure opportunities to address issues and discuss successes as they arise. Data collection concerns will be coordinated between the EVALCORP team and HPD personnel.

### Evaluation Tools

A series of data collection tools and standardized processes will track and monitor the project's success. Primary data collection tools will be developed to collect information specific to grant activities and secondary data (i.e., data already collected for another use) will be used, when possible, to reduce the burden on staff.

#### Primary Data Collection Tools

- **Volunteer CPTED Training Survey:** The Volunteer CPTED Training Survey will be administered to individuals attending the CPTED training sessions provided by the HPD. Relevant metrics include attendees' knowledge of CPTED strategies and confidence in applying them.

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- **Retailer Partner Surveys:** Surveys will be administered to retailers partnering with the HPD. Relevant metrics include perceptions of increased/decreased ORT, losses incurred due to theft, knowledge of crime prevention techniques, willingness to implement crime prevention techniques, and qualitative information related to the program's implementation.
- **Key Stakeholder Interviews:** To further assess implementation activities, the evaluation team will conduct key stakeholder interviews with primary project staff at the end of the grant period. These interviews will inform the extent to which the project was carried out as planned/intended and identify successes, challenges, and lessons learned.
- **Tracking Log:** The EVALCORP team will develop a tracking log for the HPD. This log will be used to track metrics specific to the evaluation. This will include variables such as partnerships developed, Task Force meetings attended, enforcement missions conducted, etc.

### Secondary Data Sources

- **Law Enforcement Data:** HPD's Record Management System (RMS) and Computer Aided Dispatch (CAD) System will be used to assess calls, incidents, arrests, and referrals related to ORT, MVT, and MVAT.
- **Personnel Records:** Daily rosters and/or payroll data will be used to determine the number of FTE staff assigned to various grant activities.
- **Administrative Records:** Administrative records will be used to document the planned ORT strategies implemented (e.g., LPRs), partnerships established, levels of partnership agency participation, and attendance at training sessions.
- **Retail Partner Loss Records:** Retail Partners will be engaged to develop information on estimated losses due to theft/shrinkage before and after the intervention.

The evaluation team will collaborate with HPD personnel to ensure that all requisite data are obtained, maintained, and reviewed consistently for accuracy/validity.

### Data Analysis

Project data will be obtained and reviewed quarterly and annually to ensure accurate and consistent data entry (frequency depends on the specific metric). Data will be aggregated and validated before conducting all required quantitative and qualitative analyses.

### Qualitative Analysis

Qualitative analysis will include data collected via open-ended survey items, observations, and key stakeholder interviews. It will involve coding, categorizing, and interpreting data to identify key themes. This information may be quantified as a part of this process. The overarching goal of these analyses is to gain a deeper understanding of the impact of the grant activities and perspectives on the extent to which the project is carried out as planned, including what challenges, if any, were experienced and the strategies used to overcome them.

## Quantitative Analysis

Quantitative data will be analyzed using Excel, R, or SPSS analytic software. Descriptive statistics will be run to characterize incidents, arrests, agencies engaged, retailers trained, and other relevant indicators. Crosstabs and inferential statistics (e.g., chi-square, t-tests) will be implemented to support descriptive findings and ensure data are interpreted appropriately.

## Reporting

The following is a list of anticipated reports and/or presentations EVALCORP will be responsible for or aid in developing:

- **Quarterly Progress Reports:** EVALCORP will support the HPD in developing the BSCC Quarterly Progress Reports.
- **Final Local Evaluation Report:** EVALCORP will develop a Final Local Evaluation Report summarizing the 3-year grant activity and the extent to which the goals and measurable objectives were achieved. This report will be submitted to the BSCC by June 1, 2027.
- **Annual Brief:** In addition to the two mandated reporting requirements described above (i.e., Quarterly Progress Reports and the Final Local Evaluation Report), EVALCORP will develop a summary outlining progress toward the grant's goals and objectives on an annual basis (i.e., end of calendar year).

In addition to ongoing grant meetings, these periodic reporting events allow grant personnel a formal process by which to monitor progress towards objectives and adjust activities as needed.

## Evaluation Metrics

To support accurate, valid, and consistent evaluation metrics tracking throughout the grant term, an HPD ORT Data Collection Matrix was developed (see Appendix A). The Data Collection Matrix was designed to ensure that evaluation planning, coordination, and implementation continue to meet both the funding requirements and the needs for information among the BSCC and HPD. It includes the list of metrics to be tracked, where the data will be pulled from (i.e., data source), the metric type (i.e., process vs. outcome), and how each relates to the identified project goals.

## Process Evaluation

The process evaluation will document and measure the degree to which grant activities were implemented as intended. The planned process metrics to be tracked for the evaluation of project activities include:

- The number of retailers receiving crime prevention materials
- The number of business audits conducted using CPTED principles
- The number of social media posts related to the city-wide education campaign
- The number of ORT cases referred for prosecution
- The number of ORT crews identified
- Response time to ORT/retail theft offenses
- The number of cameras installed



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- The number of cameras added via gateway technology
- The number hours the RTIC is staffed
- The number of task force meetings held
- The number of enforcement details held with retail partners
- The number of ORT cases involving chronic/repeat offenders forwarded for prosecution
- The number of cases identified as appropriate for diversion
- Number of individuals on diversion referred back to prosecutor
- Number of cases involving individuals on diversion where barriers to success are identified.

### Outcome Evaluation

The outcome evaluation will assess the extent to which the project successfully met each of the project's established goals. Planned outcome evaluation metrics for the project are:

- Reduced number of retail theft offenses pre/post
- Reduced number of qualifying ORT offenses pre/post
- Increase the ratio of ORT cases to qualifying ORT offenses pre/post
- Increase the clearance rate for retail theft cases pre/post
- Increase the ratio of ORT cases/to retail theft cases referred for prosecution pre/post
- Increase cases related to ORT/retail theft diverted pre-trial pre/post
- Reduced losses due to theft/shrinkage for area retailers pre/post
- Reduction in retail theft in PS relative to comparable location(s)<sup>7</sup>
  - Relative reduction in thefts at a business involving 2+ offenders in concert
  - Relative reduction in thefts at businesses involving forced entry
  - Relative reduction in the total value of items stolen from businesses
  - Relative increase in arrests for thefts at businesses

However, the nature of the intervention necessitates a case-study design, and access to data from comparable locations will need to be developed. Appendix B contains more information on how these challenges will be addressed in the Outcome Evaluation.

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<sup>7</sup> See Appendix B for more information; some of these metrics may not be possible with existing data.

## Appendix A. Evaluation Data Matrix

Process Evaluation Metric	Data Source	Related Goal(s)
Number of retailers receiving crime prevention materials	Tracking Log	1
Number of business audits conducted using CPTED principles	Tracking Log	1
Number of times print material or online posts were shared for the city-wide education campaign	Administrative Records	1
Number of retail theft/ORT arrest	Arrest Data	2
Number of cameras installed	Tracking Log	2
Number of cameras accessed via gateway technology	Tracking Log	2
Number of hours RTIC staffed	Personnel Records	2
Number of task force meetings held	Tracking Log	2
Number of ORT/retail theft suspects forwarded for prosecution	Arrest Records	3
Number of ORT/retail theft suspects offered diversion	Court Records	3
Number of suspects who failed diversion	Court Records	3
Number of suspects to successfully complete diversion	Court Records	3
Outcome Evaluation Metric	Data Source	Related Goals
Number of ORT/retail theft offenses per month, including NIBRS-level case details	RMS Data	1,2,3
Number of ORT/retail cases with arrest made per month, including NIBRS-level case details	RMS Data/Arrest Records	1,2
Number of ORT/retail theft offenses per month for comparable location(s), including NIBRS-level case details	NIBRS	1,2
Number of ORT/retail cases with arrest made per month for comparable location(s), including NIBRS-level case details	NIBRS	1.2

<sup>a</sup> See appendix b for more information; some metrics may not be possible with existing data.

## Appendix B. Outcome Evaluation – Method and Design

The comprehensive nature of HPD’s crime prevention activities and the citywide focus of the grant prescribes relying on a pre-post case study design wherein retail theft offense counts for the city will be compared across periods before and after the initiation of grant activities. The specific criminal offenses that will be used for this comparison are documented in the table below. The inclusion of vandalism, burglary, and robbery, reflects the fact that retail thieves are sometimes unsuccessful in gaining access to the business (e.g., window smashed but no entry or theft), that some thefts at a business involve illegal entry to a building, and that shoplifting may escalate to robbery if the thief threatens/uses physical force against a store employee or customer.

RETAIL THEFT/ORGANIZED RETAIL THEFT (NIBRS codes: 120, 220, 290, 23C, 23D, 23H)	
CA Code Section	CA Offense Description
211*	Robbery (First Degree; Second Degree)
459*	Burglary (First Degree; Second Degree)
488*	Petty Theft
459.5(A)	Shoplifting
460(A)*	Burglary (First Degree)
460(B)*	Burglary (Second Degree)
484(A)*	Theft of Personal Property; Petty Theft; Grand Theft
487(A)*	Grand Theft:Money/Labor/Property
490.4(A)(1)	Organized Retail Theft with Intent To Sell/Exch/Return
490.4(A)(3)	Organized Retail Theft Act As Agent For
490.4(A)(4)	Organized Retail Theft Organizes Others To Undertake
594(A)(1)*	Vandalism:Deface Property
594(A)(2)*	Vandalism:Damage Property
594(A)(3)*	Vandalism:Destroy Other'S Property
594(B)(1)*	Vandalism (\$400 Or More)
594(B)(2)(A)*	Vandalism Less Than \$400

\* Restricted to offenses involving a business as the victim in NIBRS data.

Additional metrics for assessing progress on this goal will depend on the availability and quality of data in HPD’s records management system (RMS). Ideally, this would include the following pre-to-post analyses:

1. Thefts at business involving two or more offenders acting in concert
2. Thefts at businesses involving forced entry
3. Total value of items stolen from businesses
4. Arrests for thefts at businesses

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Case studies involving a pre-post design with a single location suffer from what researchers call “weak internal validity.” In practical terms, this means we cannot be highly certain that a change in the target outcome over time is directly attributable to the intervention. Any change we see in retail thefts, either up or down, might be due to other factors. Perhaps businesses implement crime prevention strategies independent of the grant, several high-risk businesses might close, or there might be major changes in the region’s economic condition that impact crime.

Some of these issues, commonly referred to as “threats to internal validity”, can be mitigated by adding a control location or locations that are not receiving grant-related crime prevention activities. Accordingly, we will work with HPD to identify comparable cities in the region that were not awarded a BSCC ORT grant. These cities will serve as control sites for the impact evaluation. The cities selected must have begun reporting NIBRS crime data to the state in 2023 or earlier. Otherwise, we cannot use them for a pre-post comparison with HPD.