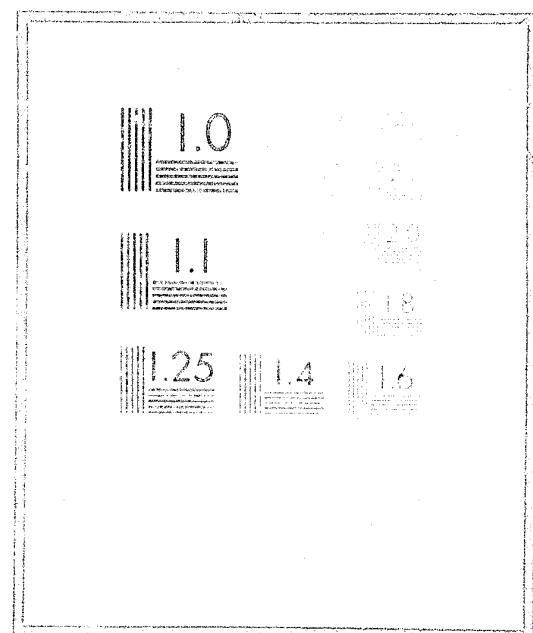


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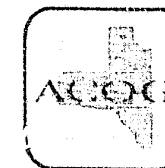
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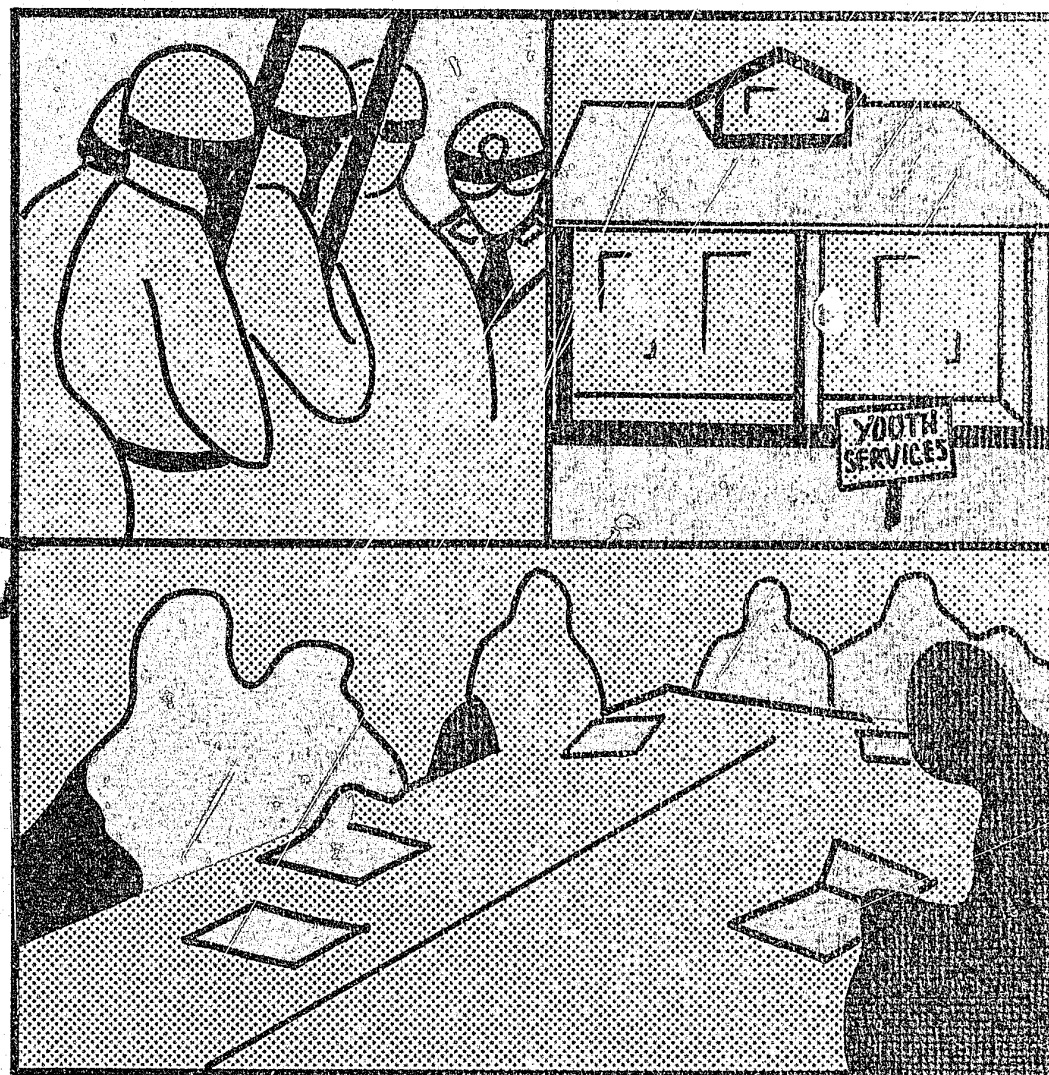


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PROJECT C.R.I.M.E.

(COMMUNITY-BASED RESEARCH TO IMPROVE METHODS OF EVALUATION)

ASSOCIATION OF CENTRAL OKLAHOMA GOVERNMENTS / 4801 CLASSEN BLVD. / SUITE 200 / OKLAHOMA CITY, OKLAHOMA 73118 / (405) 848-8361

TECHNICAL REPORT
"COMMUNITY-BASED RESEARCH TO IMPROVE
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Darrel Tiller, Project Director

Darrel Tiller

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CHAPTER I

INTRODUCTION

History

In June, 1975, the Association of Central Oklahoma Governments (the Association) was awarded a grant by the Law Enforcement Assistance Administration (LEAA) through the National Institute of Law Enforcement and Criminal Justice (NILE/CJ) under the Model Evaluation Program (MEP). The purpose of the program, as stated in the announcement, was to support the development and implementation of model evaluation programs in selected State Planning Agencies (SPA) and Regional Planning Units (RPU).

The Association is a regional planning unit composed of four counties (Canadian, Cleveland, Logan, and Oklahoma) located in the central part of Oklahoma. Within these counties there are thirty-one cities and towns, including one metropolitan city, which compose the Association's membership. Legislative authority for the organization was derived from the 30th Oklahoma Legislative Action in creating the Interlocal Cooperation Act, (Title 74, Oklahoma Statutes 1971, 1001-1008a). The Association was created as a legal entity under the statute and was one of the first councils of government in the state. As a planning unit, the Association is charged with a planning and coordination function for thirty-three governmental entities.

The Association's involvement in criminal justice stemmed from the enactment of the Omnibus Crime Control and Safe Streets Act of 1968, and the subsequent designation of the Association as a regional criminal justice planning body by the Oklahoma Crime Commission (OCC) for purposes of that agency's administration of the legislation. As a result, the Association began, both at the staff level and through a required planning committee of law enforcement and criminal justice professionals, to provide policy guidance and planning capabilities for a region-wide approach to criminal justice problems. Additionally, the Association is responsible for the review of many human resource programs which are related to criminal justice.

The overall goal of the Association's criminal justice program is to provide assistance at the regional level in criminal justice planning and coordination for all functional areas of the criminal justice system. The program is designed, (1) to achieve a reduction of crime in our area, (2) to improve the functions of the criminal justice system, and (3) to improve the safety and protection of citizens and their property in our cities, towns and rural areas.

Prior Evaluation Efforts

To provide a systematic approach toward the attainment of this goal, the criminal justice staff had, prior to this evaluation project, identified six functional areas within the program in which work efforts were to be exerted. Those

areas were: (1) planning, (2) coordination and information, (3) administration, management, and evaluation of the criminal justice planning and coordination activities, (4) administration of regional review and comment process under the Office of Management and Business (OMB) A-95, (5) criminal justice advisory committee administration and development, and (6) providing technical assistance to the regional criminal justice agencies. (Appendix II) Under each of the functional areas, the appropriate objectives and corresponding work elements were established.

Utilizing this approach, it was possible to assess the staff's activities. The process, which was first implemented in the criminal justice division, involved projecting the man-hours necessary to complete the work elements within each of the functional areas. A cost for each area was determined and each month the supervisor submitted a report, comparing the time actually expended to the time projected. The report also contained an explanation of time variance, a listing of objectives for the following month, and a narrative of problems and solutions. This provided for internal control and assessment by identifying objectives and analyzing the work effort and cost related to their achievement. The results of the process served as a base for the next year's planning and allowed for adjustment on a monthly basis, thus assuring a more successful program.

The Association's first attempt at criminal justice project evaluation was performed in 1974. It involved the

study and evaluation of youth service bureaus in Cleveland County. Two agencies, Moore Youth Services, located in Moore, Oklahoma, and Juvenile Services, Inc., in Norman, Oklahoma, were the subjects of the study.

Needs for Evaluation

During the course of the project, the need for a systematic approach to evaluation at the regional level and the benefits that could be derived from it were identified. For example, it was discovered that there was a lack of viable criteria by which to evaluate a project. The evaluation criteria which did exist was often ambiguous. Thus there was an inability, at the regional level, to identify interrelationships, overlaps, duplications, and gaps in services provided by the various projects which were administered within the region.

Another need for evaluation which was expressed by the Association's Board of Directors was the result of the "seed money" concept of LEAA funding and the resultant "decreasing funding" policy of the OCC. Under this concept, the amount of federal funds for which a criminal justice project, at the local level, was eligible decreased over a three year time period. At the end of the third year, the local government was expected to assume the total cost, if the project was to continue. Without an evaluation of a project, the public officials who provided the funds were unable to determine the merits of a program and whether or not it warranted the con-

tinued expenditure of public funds.

The Association's criminal justice staff and the Criminal Justice Advisory Committee (CJAC) identified needs which could be addressed through evaluation. The first of these was the benefits that it would provide in the planning process. The CJAC, in its planning capacity, would be provided the information necessary to assess the relative success of on-going criminal justice programs. This would enable the committee to identify the criminal justice problems of the region and plan for programs which might better attack those problems. Secondly, since the Association is the designated A-95 clearinghouse for the region, evaluation results could be provided to the CJAC and the Association's Board and serve as a basis for A-95 comments.

Another problem which was perceived by the criminal justice staff in its interaction with the directors of several projects administered in the region was a lack of understanding of evaluation. As a result, there was confusion as to the benefits of evaluation. It was often viewed as an obstacle instead of a management tool and the imposition of an evaluation requirement was often met with resistance.

Project C.R.I.M.E.
An Evaluation Plan

It was the prior identification of the problems and needs which could be addressed and met by the Association's developing an evaluation capacity that encouraged the Board of Direc-

tors and the staff of the Association to submit the evaluation proposal to NILE/CJ. The proposal as submitted was to design an evaluation system capable of the following:

- A. Assisting in determining the effectiveness of on-going programs in reaching their stated goals and objectives.
- B. Providing a means whereby the effects of a program can be compared to the overall goals of the criminal justice system.
- C. Providing a means of comparing a program or project to other similar programs or projects within the region, the state, or the nation.
- D. Provide a means of quantifying a program's success or failure.
- E. Insure that the activities of a project are in accord with the governing guidelines.
- F. Generate data upon which to base later plans.
- G. Provide a means of quantifying the impact of a project on its users and the community (where applicable).
- H. Provide a means whereby the weaknesses of a program or project can be identified and corrective measures taken.
- I. Measure cost-effectiveness to ensure that cost is kept to a minimum.
- J. Monitor federally funded programs.
- K. Generate community awareness of services provided by projects.
- L. Increase public awareness of services provided by the Regional Planning Unit (the Association).
- M. Provide elected officials the data necessary to assess the projects in terms of their relationship to the goals and priorities set forth by the region and the affected community, thus enabling them to better judge the concerned entity in the light of a public expenditure.

- N. Insure the coordination of related programs.
- O. Define the clients of various programs.
- P. Determine the influences (internal and external) which affect each program.

To accomplish the objectives it was decided to design an evaluation system and then "field test" it, utilizing a number of criminal justice projects. The system was designed around the following criteria:

- (1) It had to be simplistic in its technique to insure an easy comprehension by those utilizing it.
- (2) It had to be comprehensive to allow for both monitoring and intensive evaluation.
- (3) It had to meet the needs of project directors, policy makers, and evaluators at the regional level.

The remainder of this report deals with the evaluation approach employed by Project C.R.I.M.E., and the field test of the approach. Chapter II presents the federal requirements for monitoring and evaluation, and discusses the need for evaluation. Chapter III describes Project C.R.I.M.E.'s approach for evaluations by Regional Planning Units. The process and criteria followed in soliciting the volunteer projects for the field test of the approach are discussed in Chapter IV. Data sources for the field test are presented in Chapter V, and the results obtained are provided in Chapter VI. The last chapter presents the conclusions from the field test.

CHAPTER II

THE BASIS OF PROJECT C.R.I.M.E.'S

EVALUATION APPROACH

Evaluation has become increasingly important in the development of federal social policies and in the management of federal social programs. (22) The thought was reflected by the Honorable Robert H. Finch when he stated: "Evaluation is a necessary foundation for effective implementation and judicious modification of our existing programs." He went on to stress that evaluation will provide the information necessary to strengthen weak programs, fully support effective programs, and discontinue those not meeting the objectives intended by the Congress when the programs were originally enacted. (19) Finch was specifically addressing educational programs but his statements can be generalized across all programs.

Evaluation provides an analytic process by which the successes and failures of (federally) sponsored programs can be determined, thus insuring that they meet the needs of society. (23) It has been recommended that the federal government formulate plans to subject, at least, the most important social programs to evaluation and, further, that the plans be flexible enough to allow for revision to insure relevance

in the decision making process. (23)

In 1973, Mr. Donald E. Santerell, who at the time was the Administrator of the LEAA, charged the LEAA Evaluation Task Force with the following responsibilities:

- A. To review the current level of evaluation activities carried out by all LEAA offices and SPA agencies;
- B. To develop a common understanding of what is meant by "evaluation", including both the form and the function of activities to be included (and excluded) under the term;
- C. To develop evaluation goals and objectives for each part of the LEAA structure, including SPA's, that are mutually supporting and contribute to an overall agency evaluation goal;
- D. To formulate by March 1, 1974, for the administrator's review, alternative program plans to implement the proposed goals, addressing:
 - (1) Appropriate evaluation task statements for LEAA offices and the SPA's;
 - (2) Appropriate SPA evaluation guidelines to be promulgated by the administrator to supplant or supplement the existing guidelines;
 - (3) Appropriate funding mechanisms to implement the guidelines and program goals; and
 - (4) Appropriate training and technical assistance programs to implement the guidelines and program goals; and
- E. To oversee the development of a series of alternative models for the SPA's to use in setting up their evaluation programs. (15:1,2)

In its report, the Task Force recommended that a program be developed which would require that,

"... all parts of LEAA describe their activities in evaluable terms by specifying measurable objectives for which they will strive, that they themselves assess their progress in meeting those objectives, and that they use

outside evaluators to perform these assessments when they are too complex for internal staff to carry out." (15:24)

As an apparent outgrowth of this report, the 1977 Guideline Manual -- State Planning Agency Grants -- M 4100 1E established the following:

Plans for Monitoring and Evaluation

- a. ACT Requirements. ... that state planning agencies make provision for monitoring, evaluation, and audit of the performance of subgrantees. ...
- b. Purpose of Monitoring and Evaluation. The monitoring and evaluation requirement set forth in this paragraph are designed to assure that information is systematically generated for the SPA and local planners about the level of and reasons for the success or failure which is achieved by projects and programs funded by the SPA with LEAA monies. The requirements, therefore, are specifically designed to and in the achievement of three broad purposes:
 - (1) The increased utilization of performance information at each level of the Law Enforcement Assistance Program managers in achieving established goals;
 - (2) The acquisition and dissemination of information on the cost and effectiveness of various approaches to solving crime and criminal justice system problems; and
 - (3) The gradual development within state and local criminal justice system units of an increasingly sophisticated evaluation capacity as part of their management system. (7:47)

These plans provide the justification for each SPA to create some form of an evaluation system. But, as with all social planning, two factors must be kept in mind: (1) any course of action chosen has many possible outcomes and, (2) any act has inherent errors associated with it. No one can

predict, with complete accuracy, which results will follow from particular policies, nor should one be confident that policy implementation will conform to plan. Therefore, it should be emphasized that the thrust of an evaluation system is not merely the development of another system, but on the development of a necessary, useful tool for improving social programs which have been supported by federal monies. (23)

Evaluation: A Case For the Affirmative

A bureaucratic system is, by nature, resistant to change, yet it is the bureaucracy which administers, either directly or indirectly, the majority of this country's social programs. (2) Consequently, those engaged in program evaluation must be prepared to cope with resistance. Because of the inherent resistance to change and the perception of evaluation as suggesting change, some analysts have cautioned that political pressures will inevitably dominate policy-making, and label as naive the idea that evaluation results can play more than a token role in shaping federal programs and policy. (15) Without denying the fact that political considerations often have an effect on the impact of evaluation, experience has indicated that uncertainty, sometimes justifiable, about the usefulness of the evaluation product was just as often a factor.

The Urban Institute, in the course of its work with a variety of federal agencies, has isolated three critical problems that make users uncertain about the utility of evaluation. First, there was a lack of a designed link between

evaluation and management decision-making. Secondly, there was a lack of standard evaluation methodologies, and thirdly, there was a lack of knowledge about the relationship between the cost and the value of acting upon evaluation information. (2)

An underlying contributor to the problem is that the evaluator's role has been traditionally subordinate. That is, evaluators have usually been brought in by those with the administrative responsibility for programming, when and to the extent a need is identified for their technical expertise. (2) Otherwise, especially in-house, evaluators are seen as occupying a somewhat ambiguous position within the organization and often with no clear guidelines of responsibilities. This, of course, contributes to the many disputes which arise between evaluators, planners, and administrators. These disputes generally revolve around the following issues: (1) inadequate specification of program objectives, (2) weak baseline measures resulting from the delayed introduction of evaluation, (3) a project structure which precludes a strong research design, (4) incomplete access to data regarding programming activities, (5) insufficient resources for evaluation, and (6) inattention to the results of evaluation. (4) (21)

Another, and possibly the most formidable, problem encountered by the evaluator is the common misconception that evaluation serves as a weapon to be used to terminate programs. (15) This is especially so in those agencies headed by what has been termed the "trapped" administrator. (1) He has been characterized as a committed man, firmly believing

in the rightness and inevitability of his programs. Therefore, if an evaluation indicates the program's lack of effectiveness, he is prone to either question its validity or he may simply shelve the research without comment.

While these are major problems, they are not without solution. Evaluation is not a new concept, but it has only recently reached the point of being stressed, at least within LEAA. This is reflected in the report of the Evaluation Task Force, which stated:

"The essential and immediate purpose of evaluation is to provide guidance to manager in planning and implementing program decisions. To the extent that evaluation will encourage all parts of LEAA to articulate specific program and project goals and to justify their goals in terms of crime reduction, evaluation will make a contribution to the agency's overall goal." (15:13)

The report goes on to state that,

"... by carefully comparing the activities and objectives established on a grant application with program process, the grantee himself is provided with feedback which will assist management on a day-to-day basis." (15:11)

This is indicative of the attitude which evaluators must strive to reinforce. That is, evaluation is a management tool which can be used by administrators, not always to axe a program, but to make the adjustments necessary to insure its success. The evaluator should provide managers with enough information to allow for a wide range of responses. Based on the evaluation, managers should be able to (1) modify the direction of current activities, (2) increase the level of resources devoted to successful activities, or (3) reduce the

resources allocated to projects which show limited results.

It has been suggested that the aforementioned disputes between evaluators, planners, and administrators could be minimized by placing evaluators in a position where their presence may generate the full understanding of policy issues needed to develop strong evaluation strategy. This combined role may also generate the understanding and support for evaluation which is needed, not only to carry out sound research, but also to stimulate interest in evaluation findings. (4) If this becomes a reality, these evaluations can provide for a systematic and unbiased means of collecting information that can be used in future planning. (12)

An evaluation methodology can and should be included in the planning process and be implemented concurrently with the program or project. Unfortunately, "*There is no system for planning, executing and utilizing evaluation studies.*" (23:22) "Thus the question remains: How can more meaningful evaluations be made?" (12:107-108)

Evaluation and Monitoring

Confusion has often arisen as to the difference between monitoring and evaluation. It is not uncommon for the term evaluation to be used to describe both activities. While it was the contention of the staff of Project C.R.I.M.E. that an "evaluation system" should be broad enough to provide an assessment of a project, utilizing both monitoring and evaluation techniques, the difference between the two should be

delineated.

The Guideline Manual -- State Planning Agency Grants --
M 4100 1E on January 16, 1976, provided the following defini-
 tion for monitoring:

"Monitoring involves describing planned project results and comparing these planned results with actual project achievements. Monitoring, therefore, provides current information on project performance (resources expended, activities implemented and objectives achieved) with some relative or absolute standard of expected performance to determine to what extent project objectives are being met.
 (7:47)

In essence,

"Monitoring is the assessment of managerial and operational efficiency of programs or projects through periodic site visits and other management techniques. The usual objective of monitoring is to give program managers impressionistic data about how their projects are going, to see if they are being run effectively, if they are following program guidelines, if they have competent staffs -- in general, to do a management assessment of the soundness of individual projects." (23:27)

While monitoring can be effective in providing on-going information to management, John Waller of the Urban Institute has identified four major tasks facing SPA's attempting to develop or modify a monitoring system:

- (1) To establish agreement with the SPA management on what monitoring information is needed;
- (2) To establish agreement with the sub-grantee on what will be monitored;
- (3) To develop procedures to produce the type and quality of information required; and
- (4) To assure utilization of the monitoring information produced. (19:5)

Basically, then monitoring directs its attention to assessing effort, which is essentially input measurement which has no necessary relationship with measures of output.

Whereas monitoring is designed to compare a funded project's design to what actually happened, intensive evaluation attempts to verify that what happened was the result of a planned program activity. (21) Evaluation then,

"... involves a much more intensive analysis, utilizing more accurate or conclusive information to verify causality or that changes or achievements are, in fact, attributable to project activities. Evaluation, therefore, determines to what extent a specific set of program/project activities cause accomplishments of program objectives. The crucial difference between evaluation and monitoring is the verification that a project produced a specific result." (7.48)

The Report of the LEAA Evaluation Policy Task Force

stressed that,

"In those instances where more accurate or conclusive information is needed than systematic monitoring will supply, intensive evaluation should be conducted. Intensive evaluation should incorporate sound evaluation methodologies such as experimental designs developed prior to project implementation, control groups, independent data collection and analysis, and in-depth case studies." (15:26)

In order to conduct intensive evaluation, certain essential characteristics should be present. The characteristics should include:

Those who will use the evaluation results must agree on definitions of the program's or project's activities, the conditions it is supposed to change, and the kinds of outcomes expected.

The key assumptions on which the program is based must be stated in forms which can be tested objectively.

Program or project managers must spell out at least one clearly defined use for evaluation information in making a decision or in initiating administrative action. (21:10) (23:86)

Wholey, et. al., in the book, Federal Evaluation Policy -- Analyzing the Effects of Public Programs, emphasized that,

"Evaluation is a decision making tool. Its success or failure must be measured, therefore, in terms of its impact on changing program policies and resource allocation." (23:46)

To date, however,

"With few exceptions, federal agencies have had no adequate work plans for evaluating their major social programs." (23:35)

CHAPTER III

THE APPROACH TO EVALUATION

The information discussed in the preceding chapters provided the basic guidelines for the staff in developing an evaluation approach for the regional level. Once the requirements were clearly specified, a review of the available literature on evaluation was initiated. This review was completed in the third week of August, 1975, at which time the staff engaged in several discussions which covered a wide range of approaches to evaluation. The lively discussions which occurred eliminated several approaches, as the primary concern was to select a system which would provide an efficient and effective assessment of local projects.

The approach finally accepted by the evaluation staff was derived from the work of Edward Suchman (18). This basic structure appeared to address the previously specified requirements (Chapters I and II), and also provided the advantage of simple terminology by which to communicate the findings to project and local officials. Furthermore, the framework was flexible enough to meet LEAA requirements for monitoring and evaluation, and easily adapted to either the project or program level.

The remaining sections of the present chapter provides

a brief overview of the manner which Project C.R.I.M.E. applied Suchman's (18) basic framework to the criminal justice area. The framework divided a project into three distinct sets of objectives, the immediate, intermediate and ultimate objectives. Assessment of the extent to which objectives were achieved incorporated Suchman's proposed categories of criteria, with the assignment of the various categories to the levels of objectives determined by the extent to which the assessment was carried, that is, whether a given level was monitored or evaluated. These topics are more fully develop below.

Identification of Objectives

The task of Project C.R.I.M.E. was to develop an approach by which regional planning units could measure the success of local projects, rather than assessment of the program under which the project was funded. The objectives for the three levels, then, were extracted from each project's grant application as submitted to the State Planning Agency. The process employed to extract objectives involved first identifying the effect, or ultimate objectives, the project anticipated and proceeded downward to the lowest level of objectives, that is, the immediate objectives.

Assigned to the ultimate objectives were the statements of impact a project expected to have on the identified needs or problems of the target population. The intermediate objectives represented the service delivery aspect of the project, and as such were the means by which the project anticipated

achievement of the ultimate objectives. The lowest level were the immediate objectives, which were the initial activities specified in the grant as necessary to establish the project as a functional, service delivery unit.

The division of objectives into levels arranged a hierarchical order to a project's goals. The obtainment of each set of higher order objectives was dependent upon the achievement of the preceding level; conversely, the existence of each level was maintained by the next higher level. As an example, consider a special police unit project designed to reduce property loss resulting from burglary within a specified target population. The expected impact (ultimate objective) could not be achieved until the project provided the given activities (intermediate objectives) identified as the means of reducing property loss; in turn, these various activities would require increased personnel and equipment (immediate objectives) before delivery could occur. Moving up the hierarchy of objectives, the necessity for achieving the immediate objectives is derived from the services to be delivered (intermediate objectives), and the services provided are required to achieve the desired impact (ultimate objectives).

The interrelationships between the levels of objectives served two purposes. First, the interdependence between the levels of objectives simplified the task of extracting objectives from the grant application. The process began by first specifying the project's anticipated impact for the ultimate objectives, then identifying the means by which the impact

was to be achieved. The specified means or services were placed in the intermediate objectives. Finally, the activities necessary to provide the project's services were identified and served as the immediate objectives. As indicated, identification of the objectives for each level proceeded downward from the highest level to the lowest level.

Once the objectives had been identified by the evaluation staff, an outline of the objectives was discussed with the project director for clarification and approval. This discussion was to insure that the objectives were representative of the project and that the evaluation staff understood the service delivery aspect. With approval of the project director, the evaluation was ready to begin. The next step, which did not occur during the field test for reasons specified later, was the design of data forms for the project to provide the information for monitoring and evaluation.

Monitoring and evaluation occurred by assessing the extent to which the immediate objectives were obtained, then moving up the hierarchy toward the ultimate objectives. The second purpose served by interrelationship between levels, then, was to simplify the evaluators task in determining the project's impact. For example, a decreased property loss might be found for the previously mentioned special police unit. However, if the specified intermediate objectives were not delivered to the target area, the reduction could not necessarily be attributed to the unit's performance. The evaluator would be oriented toward examining other factors in the com-

munity, which in turn may identify new variables that did impact the problem.

It is recognized that the use of the term "objective" is generalized within the approach. Frequently in the literature objectives are divided into activities, which are subdivided into tasks or steps. As used in the present approach, objective retains its common definition, that is, the ends toward which effort is directed (18). However, the subdivisions of the term were not included in an effort to avoid the semantic problems which might occur. As a term is subdivided into smaller and smaller pieces, attention becomes directed more toward definitional problems than to the achievement of a mutual goal. By maintaining a simple terminology within the approach it was felt that the intellectual games, that frequently place evaluators and management in conflict, could be avoided.

Criteria For Monitoring And Evaluation

The term "criteria" refers to the performance standards against which to evaluate the direction of an on-going project and determine when the objectives are accomplished. The criteria employed to measure the achievement of each level of objectives were derived from the five categories of criteria proposed by Suchman (18). These five categories are: (a) measurement of effort, (b) measurement of performance, (c) adequacy of performance, (d) efficiency of performance, and (e) process analysis. The measurement of effort category pro-

vided the criteria by which monitoring of a project was performed, while the other four categories were used to generate the information necessary to evaluate the effect of the project.

The measurement of effort assessed the input of a project, but not the output. This category was assigned for use with the first two levels of objectives, that is, the immediate and intermediate objectives. Both levels represented the input of money and effort by the project into providing services to a specified target population. The categories of performance, adequacy, efficiency and process served to assess the validity of the assumptions which linked the project services to the anticipated impact represented by the ultimate objectives. Therefore, within the approach employed monitoring was restricted to the first two levels of objectives, while evaluation concerned the highest level or ultimate objectives. In the discussion which follows, the criteria employed are presented by the level of objectives to which the categories were assigned.

Immediate Objective

Assigned to the immediate objectives were the preconditions for the delivery of the project's services. Criteria for measurement of success at this first level addressed the expenditure of funds, or project costs, and the qualifications of the personnel retained.

Cost were divided into three types. The first set con-

cerned one-time, fixed costs, such as the research and planning involved in the project design. This involved examining the processes by which the need(s) for the project was (were) identified, and the effort expended in designing the record system employed. Since the evaluation approach required that the records provide complete information in relation to the project objectives, the adequacy of the records maintained was a primary concern. It was planned to review each project's record system prior to the initiation of service delivery so that weaknesses in the records could be identified and corrected. In this manner, the record systems could be insured of addressing the project's objectives.

The second set of considerations involved the investment costs required to facilitate the project. Expenditures for land, buildings, equipment and training were included. The final cost considerations were recurring costs, which consisted of personnel salaries, maintenance costs, replacement and training expenditures, miscellaneous materials, supplies and support costs.

In relation to personnel, the criteria concerned the employees' backgrounds (experience and education), training, assigned duties, recruitment procedures for volunteers, and management of staff activities. Training of personnel addressed the number of hours provided by the project and the types of training received.

For monitoring purposes, the criteria were extracted from the project's grant application, particularly the budget

summary. The actual values obtained were then compared to the amounts specified in the application. Over-or-under expenditures of funds were checked with the State Planning Agency to determine if line item changes had been requested by the project or if excess funds were returned.

Intermediate Objectives

The achievement of the immediate objectives allowed the project to provide the services specified in the grant application. Assessment at this level of objectives was again simply a monitoring process, that is, a comparison between expected activities and those actually delivered. Therefore, the category of criteria assigned the intermediate objectives was the measurement of effort. Of primary concern was the time devoted to service delivery by project personnel and the frequencies with which services were provided.

Time considerations for the intermediate objective level included the number of man-hours devoted to each type of service, the number of training hours provided by the project to line personnel and to volunteers, and the number of man-hours provided by volunteers to the project. The concern with training was to determine whether or not the project had complied with the requirements of the State Planning Agency for training personnel. However, the other time considerations were not specified for grant applications, so that a comparison base was not available. The man-hour information was an important part of determining the effort expended, and was ex-

tremely useful with the efficiency and process categories assigned to the ultimate objectives.

Not all of the information related to services was specified in grant applications. For example, equipment usage, intake standards, types of training and treatment policies could not be compared to grant specifications. Criteria on service delivery were projected in the application and thereby provided a comparison base. This included expected frequencies for service delivery, coordination efforts with external agencies, parental contacts and various other service aspects. Although not always specified in the grant, the service information was important data for the process analysis category of the ultimate objectives.

Ultimate Objectives

The final level of objectives represented the expected impact of the project. As such, the ultimate objectives were the indicators of success for the intermediate objectives. For example, a Special Police Unit may specify increased surveillance in high burglary areas as a means of reducing the amount of property loss due to burglary. The increased surveillance would be classified as an intermediate objective, with the expected impact (decreased property loss due to burglary) as an ultimate objective.

To assess the extent to which a project achieved its predicted impact the categories of performance, adequacy, efficiency, and process were assigned to the ultimate objec-

tives. Each category of criteria was used to incorporate into the approach four different measures by which to assess a project.

Measurement of performance provided a quantitative assessment of the project's impact. These indicators were expected to be found in the project's records or through public information such as the Uniform Crime Reports (UCR). Examples of the criteria for measurement of performance would be crime rates, recidivism rates, reduced case backlog, clearance rate, conviction rate, changes in juvenile arrest rates, and so forth. Such indicators were labeled by Suchman as impact criteria. (18)

The adequacy of performance category was used to measure the target population's feelings toward, and awareness of, the services provided by the project. To tap the target population in relation to the project, a telephone survey was employed; thus it was possible to incorporate the views of the target group into the evaluation. Such information was expected to be important to local officials when considering funding once federal money was no longer available.

Cost considerations composed the criteria for the efficiency of performance category. At the immediate objective level the cost concerns were directed toward the expenditure of funds; however, within the category of efficiency the concern was related to the cost of services and the cost of the impact achieved by the project. With services, the cost assessment consisted of personnel costs from the immediate ob-

jectives in relation to the frequencies of service delivery provided by the intermediate objective information. The assessment of costs for impact achieved was derived by dividing the various cost figures obtained at the immediate objective level by the quantitative impact measures extracted from the measurement of performance category. As indicated, the information incorporated in the efficiency category was simply a restructuring of data previously obtained.

The final category of criteria assigned to the ultimate objectives was process analysis. The criteria of the category were concerned with identifying the various aspects of the project which contributed to the impact provided, or the lack thereof. Of primary concern within the process category were changes, either internal or external to the project, which influenced service delivery. Examples would include changes in policy, law, economic conditions and so on. Also of concern within the process category would be changes induced within a specified environment as a result of a project's activities. Examples here would be changes in juvenile law, the approach of police to juveniles, community attitudes toward law enforcement, etc. Since these types of changes also provided an impact measure, their inclusion increased the sensitivity of the evaluation approach.

The assignment of the four categories of criteria to the ultimate objectives allowed the evaluations to incorporate more than a single measurement of a project's effect. First the measurement of performance category provided a quantita-

tive assessment of the effect produced by the project. Second, adequacy of performance brought the target population's perceptions into the evaluation. The third category, efficiency of performance, generated a cost figure for comparison with other approaches. The efficiency category also allowed local officials to consider the cost of the project in relation to the impact achieved. The final category, process analysis, reviewed the changes which occurred during the project year that may have affected a project's performance, either in a positive or negative manner.

CHAPTER IV

PROJECT SELECTION

To test the evaluation design seven projects in the Association's region were selected. Because the Association is a regional planning unit whose primary planning responsibility lies at the local level, the projects selected for the testing of the design were administered by local agencies. The Association in its A-95 clearinghouse function, is concerned with courts and corrections as they affect the region, but planning for those two elements of the criminal justice system is basically a state responsibility. Consequently, the projects selected for evaluation were in the two fields in which the Association's major planning efforts lie: juvenile delinquency and law enforcement.

The counties within the Association's region range in population character from rural (Logan County) to urban (Oklahoma County). Likewise, the law enforcement and juvenile agencies vary tremendously in terms of manpower. Because of the variance among agencies, the staff felt it imperative that the system employed should be able to meet the needs of an agency regardless of its size. To test this element of the design, it was decided to select the test projects utilizing size, in terms of manpower, as a criterion. The process would

not only test the utility of the evaluation design across different agencies but would also serve as a test for the idea that as the size of an agency increased so did its ability to perform more intensive self-evaluations.

Utilizing size as a criterion, the following seven projects were selected as a "field test":

Oklahoma County Juvenile Bureau and Youth
Services for Oklahoma County, Inc., Okla-
homa City, Oklahoma
Project Report I (attached)

Town of Harrah, Oklahoma, Police Department
Project Report II (attached)

Cleveland County Youth Bureau, Inc., Norman,
Oklahoma
Project Report III (attached)

City of Yukon, Oklahoma, Police Department
Project Report IV (attached)

City of Oklahoma City, Oklahoma, Police
Department
Project Report V (attached)

City of Norman, Oklahoma, Police Department
Project Report VI (attached)

Sunbeam Family Services, Oklahoma City,
Oklahoma (Discontinued)

The project administered by Sunbeam Family Services was not utilized as a test project because it was later learned that (1) the project had already undergone a third party evaluation, (2) the functions begun under the project had been discontinued because of lack of funding, and (3) the personnel who were employed under the grant had been terminated, making much of the necessary data impossible to obtain.

The remaining six consisted of three law enforcement pro-

jects and three juvenile delinquency projects, although one of the juvenile projects was administered by the Oklahoma City Police Department. Table I provides the manpower size of each project.

Table I
Manpower size of the six projects evaluated by Project CRIME

Functional Area and Classification	Agency	Number* Employed
Law Enforcement		
Small	Harrah Police Dept.	1
Medium	Yukon Police Dept.	2
Large	Norman Police Dept.	4
Juvenile Agencies		
Small	Cleveland Co. Youth Bureau Inc.	3
Medium	Oklahoma City Police Dept.	4
Large	Oklahoma County Youth Bureau and Youth Services for Okla. Co. Inc.	8

*For purposes of classification, only the number of employees within the project were included.

The process followed in selecting the test projects consisted of several steps. At the July, 1975, Criminal Justice Advisory Committee (CJAC) meeting, the evaluation project was explained. The committee members who were administering criminal justice projects were asked to voluntarily submit their projects for evaluation. From the list of those volunteering, six of the original seven projects were selected because they best fit the size criterion. The Town of Harrah did not have a CJAC representative, but because it represented a small department, the Association's staff met with the officials of

*Note: Because the juvenile project was administered by the police department, only the number of personnel in the Youth Bureau and the Youth Counselor Project were considered in the ranking.

the police department and the city clerk to request their assistance, and they, too, volunteered to assist in the evaluation project.

The decision to utilize volunteer projects in the evaluation effort was based on the three considerations. First, the Association had no policy concerning project evaluation and could not compel an agency to provide the necessary data. Second, because of the limited time frame of the evaluation project, it was felt that those people volunteering would more readily cooperate in the effort. Third, it was thought that the act of voluntarily submitting their projects for evaluation was an indication of the directors' interest in evaluation.

To assist the evaluation staff in formulating the proposed evaluation for each of the projects and to provide guidance in the research effort, a steering committee was formed. An official from each of the agencies to be evaluated served on the committee, thereby providing a means for those participating in the study to have input into the development of the evaluation approach. In addition, the following people were selected because of their expertise and professional position:

Dr. Ted Baumberger, Department of Institutions,*
Social and Rehabilitative Services
Mr. Don Bown, Executive Director, Oklahoma Crime
Commission
Mr. George Eifler, Councilman, Yukon, Oklahoma
(Board of Directors, the Association)
Mr. Jim McBee, Chairman, Oklahoma Crime Commission*

*Note: Neither of these members became active in the Committee because of other commitments.

Mayor Odell Morgan, Moore, Oklahoma
(Board of Directors, the Association)
Mr. Marian Opala, Court Administrator, Oklahoma
State Supreme Court
Mayor Marion Reed, Midwest City, Oklahoma
(Chairman, Board of Directors, the Association)
Mr. Paul Thomas, Oklahoma Crime Commission,
Statistical Analysis Center.

It was felt that the composition of the committee (elected officials, administrators, and practitioners) would allow for input from a broad range of experiences and insure that the research project met the needs of each group.

The committee met quarterly during the course of this project. At the first meeting in September, 1975, the staff presented the proposed evaluation design for each of the projects. The committee reviewed them, asked for clarification on some points, and approved the design. At its second and third meetings in December, 1975, and March, 1976, the committee was presented a report on the progress of the project and any problems encountered were discussed. At the fourth meeting on May 21, 1976 all members were presented copies of the completed evaluation documents for their review. The committee members were asked to examine each of the reports, not for specific content but as an overview of the applicability of evaluation at the regional level. It was also requested that, after they had the opportunity to critique the reports, they forward comments to the project staff.

After the first steering committee meeting, the evaluation staff arranged to meet with each of the project directors to explain in detail the objectives by which their individual

project would be evaluated and the process by which the objectives were derived. In each case the proposed objectives were extracted by the evaluation staff from past or current grant applications on file in the Association's offices.

This involved the restructuring of the grant application to fit the evaluation design. That is, from the grant, the staff identified the stated and sometimes implied objectives and fit them into the appropriate level (immediate, intermediate, or ultimate).

As the objectives and their origin were explained, input from the project director was solicited. The evaluation staff found this procedure necessary because, in some instances, the objectives were not clearly stated in the grant application which forced the staff to lend the specifics to them. But by utilizing the input from the project directors, the chances of misinterpretation on the part of the staff were minimized.

During the meetings, the evaluation staff also stressed to each of the directors that their assistance in the evaluation project would require little, if any, additional effort on their part. This was decided at the staff level because any extensive effort on the part of the project personnel to assist in collecting data, keeping additional records, etc., would represent a cost to them that was not reflected in their budget. Also, as was discussed earlier, because the Association had no policy concerning project evaluation, the evaluation staff could not require such things as additional records keeping.

Further, the evaluation staff discussed the issue of additional data needs and decided that, because of the relatively short time span of the evaluation project, the amount of data provided would not have been sufficient for the evaluation of the project. It was also during the course of these initial meetings with the project directors that the proposed evaluation for each project was finalized.

CHAPTER V

DATA COLLECTION

The purpose of the present chapter is to identify the data sources tapped for evaluation of the six volunteer projects. For a list of the data incorporated for each individual project the Appendix section of the Project Reports contains an outline of the objectives and accompanying data sources. The present chapter provides a summary of the data sources employed for each level of objectives.

Immediate Objectives

The measurement of effort criteria assigned to the immediate objectives were the three types of project cost and the personnel information. Project costs were obtained either through a budget form or a budget interview with the project director. Personnel information, such as qualifications and employment procedures, were also obtained through an interview with the project directors. Examples of the budget form and the interviews are in the Appendix section of the project reports.

The budget forms were completed by the financial directors of two projects (Project Reports I and III) and addressed each of the expenditures specified in the grant application. Through

a comparison of actual expenditures to the amounts specified in the grant it was possible to identify areas where discrepancies appeared. In such cases, the project director or financial officer was asked to show that line item changes had been requested through the State Planning Agency.

The budget interview (Project Reports II, IV, V and VI) was employed in an attempt to extract not only the financial information but also to obtain an indication of the director's awareness of the project's financial aspects. This approach was not productive when the project was part of a sizable organization. The interview was particularly inappropriate when the project director was removed from the accounting division, as in Project Report V.

A second interview, referred to as the project director interview, was conducted with either the director individually (Project Reports II, IV, VI) or in combination with other project personnel (Project Reports I, III, V). This interview addressed the following: (1) personnel qualifications, (2) employment procedures, (3) design of the project's record system, (4) dates when objectives were fulfilled, (5) training, (6) extent of project planning, (7) identification of the need for the project, and (8) the need for the equipment purchased.

A final consideration at the immediate objective level was project planning, which was examined through a literature review in Project Reports I, II and IV. The purpose of the reviews was to determine the success of previous attempts which had applied similar intermediate objectives, and to provide

an indication of the strengths and weaknesses of the criteria imposed by the evaluation staff on the project's ultimate objectives. Initial feedback from the State Planning Agency suggested the reviews did not contribute to the reports; however, feedback from project directors was supportive. In response, the evaluation staff decided to include the reviews in three reports and to exclude them from three, then allow the monitors of the evaluation project to determine the usefulness of the reviews.

Intermediate Objectives

This level addressed the actual delivery of the activities by which a project expected to impact a specified problem. As with the immediate objectives, assessment of the intermediate level was performed through a comparison between what the project stated in the grant application and what the project actually did.

Activity sheets served as a primary data source for the intermediate objectives. From the daily or monthly summaries of the project activities the frequencies of service delivery, number of clients served and other information were obtained. The frequencies were summed for a predetermined time period for comparison with amounts projected in the grant application. The adequacy of the information provided by the activity sheets varied from project to project, with only one project providing complete coverage of the intermediate objectives on the activity forms (Project Report III).

A second source of information on intermediate objectives was the project director interview. The use of the interview as an intermediate objective source depended on the coverage provided by the activity sheets. With juvenile delinquency projects the interview was used to provide information on the following aspects: (1) definitions of the services, (2) criteria used to determine the services provided to clients, (3) coordination with other agencies, (4) the perceived success of services provided, and (5) estimates of the frequency with which services were delivered. The interview, then, provided a means of further clarification of what was intended in relation to what was achieved.

For the police projects the interview addressed: (1) identification procedures used to isolate crime areas, (2) definitions of crime areas, (3) equipment usage, (4) the perceived success of each type of activity, and (5) approximations of activity frequencies. Again, the interview was employed to clarify project activities. Furthermore, this source allowed input from the director as to perceived benefits or problems which may not have been reflected in the quantitative information.

A final source of information at the intermediate level was a set of questionnaires completed by the counselors of two juvenile delinquency projects (Project Reports I and III). The counselor questionnaires provided an indication of the consistency with which the project's procedures were followed and of the counselors' opinions of the training provided.

Ultimate Objectives

The ultimate objectives were statements of the impact which a project was designed to achieve. For this level the data sources are presented by the four categories of criteria assigned for project evaluation.

Measurement of Performance

This category was used to provide a quantitative indication of the project's impact. Included as data sources were the quarterly and annual Uniform Crime Report (UCR) for the Association's region, project case files, and police incident reports. In Project Report III, the measurement of performance relied entirely on UCR information.

The UCR was included in police project evaluations to provide information on crime rates for various offense categories, clearance rates, and value of property stolen and recovered. With juvenile projects, the UCR provided an indication of the frequency of juvenile arrests within a project's target area. The inclusion of the UCR in the evaluations was committed with full awareness of the inherent difficulties built into the reports. When possible, as in Project Reports I and V, an effort was made not to include the UCR information. However, avoidance of this information was possible only when the project case files were inclusive enough not to require supplemental information.

For the police projects, the incident reports provided the necessary information to apply the Sellin and Wolfgang (17)

"Crime Seriousness Index" (CSI). This index is discussed in the literature reviews of Project Reports II and IV. Incident reports were also reviewed for Project Report VI, but an oversight in the data collection process biased CSI information. The information was dropped from the evaluation as it reflected only the cases which had not been cleared by arrest.

Adequacy of Performance

This set of criteria concerned the community's awareness and impressions of the project's services. Information for this category was obtained through a telephone survey of the project's identified target area. For Project Report V the survey was not performed, as the client sample extracted was widely dispersed and it did not seem probable that a random sample of residents from the state's largest city would indicate much awareness of the project. Furthermore, a representative sample would have required between 1,000 and 2,000 telephone calls, a number which was unrealistic within the time constraints placed on the data collection activities.

The survey was also dropped from Project Report III. A conflict with HEW regulations, which is presented in Chapter I of that report, was interpreted by officials to extend to all records maintained by the school which reflected the names of juveniles enrolled in the school system. A request to allow the evaluation staff to extract a random sample of telephone numbers from the records was therefore denied. A second request for the school to provide a sample of telephone numbers

was also denied, on the grounds that the time was not available for school personnel to provide the service. As a result of both denials, the planned survey had to be eliminated.

The telephone surveys (Project Reports I, II, IV, and VI) opened with identification of the caller and a statement of the purpose of the call. If the contact agreed to cooperate, the questions were asked. The first two questions concerned the contact's awareness of the project, with the remaining questions directed toward the project's objectives. For example, the telephone survey for Project Report II addressed whether or not the increased size of the police department had served to increase the contact's feeling of security, whether or not the contact would want the town to continue employment of the third officer after federal funds expired, and the adequacy of the department's response time as perceived by contacts who had occasion to request police assistance.

Efficiency of Performance

The assessment of project cost for the efficiency of performance category depended upon the extent to which the project's activity sheets provided a breakdown of hours worked. For Project Report I, this analysis was not performed. Since the specified objective was to alter a juvenile's delinquent career, it did not seem possible to directly estimate the benefits which the project provided. The project was in its first year of funding, so that the clients served had only limited time to re-enter the system. Furthermore, time sheets were not

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maintained by the project's personnel, as they were salaried employees. Therefore, any assessment of costs would have been at best a very crude estimate and it was decided that it would be preferable not to provide such information rather than misrepresent the project.

However, input from the SPA indicated that cost breakdowns were a necessary component of an adequate evaluation. In the remaining reports, then, a figure was derived. As an outgrowth of the frustration generated by attempting to estimate benefits, the analysis was altered to include only a cost assessment (Project Reports V, and VI). This involved deriving a cost per hour for service delivery, then determining the cost of each service provided by the project. Again, the analysis depended on the extent of information recorded on the project's activity sheets.

Process Analysis

The purpose of this set of criteria was to assess the extent to which a project's performance was affected by changes in the environment, and also the degree of change in the environment that was a spin-off of the project's activities. It was also planned to include an examination of the frequency with which each type of service was successful in providing an impact. However, the lack of data on intermediate objectives and the absence of linkages to impact eliminated such an assessment.

For Project Reports I, II, IV, and VI, the project director

interview was employed. The information obtained provided only a very limited examination of the project's environment. Project Report III, however, involved an interview with the majority of the project's staff and a telephone survey of various social agencies which were oriented toward a set of problems similar to the ones attacked by the project. The survey addressed the perception of external agencies toward the benefits derived from the project, and also the extent to which changes in the external environment had affected the project's impact on the need.

Data Problems

Several problems were encountered with retrieving information from the records maintained by the projects. The problems included: (1) necessary records not retrievable within the time allocated for data collection, (2) data on several objectives were categorized under one heading, so that information was not available for individual objectives, (3) records not maintained for all objectives, (4) activity sheets not completed regularly, and (5) absence of ties between service activities and outcomes. For the field test, the problems were resolved through the project director interview and other indirect measures of objective achievement.

At least one of the data problems enumerated above was found for each project, with the exception of the small juvenile delinquency project (Project Report III). An evaluation consultant retained for this project assisted in the design of

the record system, and the necessary information was available for the immediate and intermediate objectives. The completeness of the records for the first two levels of objectives illustrates the need for input from evaluators at the start of a project.

It should be noted that the reliance on project records eliminated one aspect of the field test. It was planned for the evaluation staff to prepare comprehensive record forms to be maintained by each projects' staff. This would allow the evaluation staff to determine if the necessary data for the approach could be maintained without interfering with service delivery. Unfortunately, the record keeping aspect of the approach was not included in the field test.

CHAPTER VI

MEASUREMENT OF EFFECT

The comparisons employed for monitoring purposes were briefly described in the preceding chapter. To reiterate, monitoring involved summing the project data derived for the measurement of effort category and comparing the actual values to the projections provided in the grant application. The criteria for monitoring consisted of project costs, personnel qualifications, training, time devoted to services and frequency of service delivery. This information provided feedback to directors on the achievement of lower level objectives, and was also useful in the measurement of the extent to which a project was successful in providing impact.

Data Analyses

For the statistical tests performed on project data the significance level was set at .10. While this level is larger than conventional levels, it was felt that if project activities did induce changes in the criteria for the ultimate objectives then it was desirable to increase the sensitivity of the tests to identify such changes. The increase in the significance level did increase the chances of falsely rejecting the null hypotheses, but within criminal justice it was felt

that failure to identify an effect was a more serious possibility. The category of criteria most affected by the increased significance level was measurement of performance.

Measurement of Performance

Assessment of the quantitative measures of effect was performed through pre-post comparisons. This involved the following four steps: (1) identification of objectives and evaluation criteria, which occurred at the start of the field test, (2) deriving criteria values for a time period, (3) prior to the start of a project and for the project period analyses of the before and after comparisons, and (4) attempts to identify alternative explanations for the results. (8) The adequacy and process categories of criteria provided the means for seeking alternative explanations.

For Project Reports IV and VI a modification of the before and after design was employed. This involved summing the UCR information for other police jurisdictions in the same county, and for equivalent time periods, then comparing the county frequencies to the project data. While the comparison base was not matched on control variables, the modification did offer an expansion of the comparison beyond the project area. It would have been desirable to match the project area with carefully selected communities for comparative purposes, but the Association did not allow direct comparisons between communities within the region.

Data analyses for the comparisons consisted of Z tests for the difference between proportions (Project Reports II, III

and IV), the contingency coefficient (Project Report II), and t tests (Project Reports II and IV). The Z test and contingency coefficient were calculated on the UCR information, with the t test employed for the CSI data.

Inclusion of the CSI in the measurement of performance for Project Reports II and IV provided a means of measuring more than just the frequency of crime. Application to police incident reports generated a total score for a crime based on each event which occurred during the offense. In this manner the measurement of performance incorporated more information about the harm inflicted by crime on the target population.

In Project Report II the CSI was applied to all Part I crimes. Results revealed that the frequency of Part I offenses had decreased by 19%, which exceeded the project objective of a 10% reduction. Although the 19% reduction was not significant, $Z=1.18$, $p=.12$, it appeared the project had provided an impact on crime. However, the CSI data indicated only a small change had occurred in the seriousness of crime, $t(60)=-.58$, $p>.25$. The reduction in crime, then, was not accompanied by a decrease in crime seriousness.

The CSI was also employed to examine changes in the seriousness of a single Part I category. This is illustrated in Project Report IV where the concern was with the frequency and seriousness of burglary. Analyses revealed a nonsignificant decrease in frequency, $Z=1.26$, $p=.11$, but a significant reduction in the seriousness of burglary, $t(112)=2.27$, $p<.05$. The results for Project Reports II and IV suggested the CSI increased

the sensitivity of the measurement of performance.

Criteria for the performance category also included reductions in property loss and increased clearance rates. Changes in property loss involved simply determining the total loss for property crime for the before and after periods, then deriving the percentage change. For clearance rates attempts were made to determine the number of clearances which occurred through project activities. Unfortunately it was not possible to relate the activities to arrests, as incident reports did not always provide such information. As a result, clearance information was extracted through the UCR.

For juvenile delinquency projects the performance criteria involved either the diversion of youth from the juvenile justice system or stabilization of delinquency within a specified age group. The diversion of youth was examined by tracing project clients through a county juvenile court (Project Report I) or through a police youth bureau (Project Report V), then determining the percentage of clients which became involved. A problem with this procedure was the limited time period which a juvenile could make contact with the juvenile justice system.

Stabilization of delinquency was assessed in Project Report III through juvenile arrest frequencies. A Z test for the difference between proportions revealed a significant reduction in the proportional contribution of the target age group to the total of Part II juvenile arrests, $Z=2.30$, $p=.01$. However, this finding could not be directly related to the project's services. Case files were not reviewed, due to the HEW

restriction mentioned in Chapter V, and the impact measure was indirect.

Project Reports I, V and VI did not include statistical tests in the assessment of performance. For these reports the criteria information was summed for the specified time periods and visually presented. Steering Committee members suggested this procedure did provide necessary information but left the directors unsure of the findings. Members also indicated that statistical analyses were necessary and desired.

Adequacy of Performance

The adequacy category brought the target population opinions into the evaluation and provided a means of identifying alternative explanations for the measurement of performance results. Analysis of the survey data consisted of X^2 tests and Fisher's exact test (Project Reports II and IV).

Project Report II illustrates how the adequacy category provided a means of identifying possible alternative explanations. The telephone survey of the community served by the project revealed strong support for the police department and suggested that community attitudes may have been one influence which contributed to the reduction in Part I crimes. The community was small and the police officers had developed a close working relationship with the citizens.

The telephone survey also provided a means of identifying weaknesses in a project, as demonstrated in Project Report I. The delivery of services for one aspect of the project depend-

ed on the community's awareness of the facilities and services, yet the survey revealed that only one percent of a random sample was aware of the available services. This information informed the project officials that more effort was needed to increase community awareness.

Efficiency of Performance

This category addressed the costs of a project relative to the impact provided. During the course of the field test, three approaches were employed in an attempt to provide a measure of efficiency which was representative. The first involved application of the cost/benefit analysis required by the State Planning Agency for juvenile delinquency projects (Project Report III). The analysis was performed by dividing the number of services by hours devoted to service delivery, which provided the average hours per service, then dividing the hours devoted into costs to estimate cost per hour. The final step was to multiply the cost per hour by the average hours per service, which estimated the cost for services per child. Note, this approach did not consider the benefits of the services, nor was the cost of individual services provided.

The second approach attempted to estimate the cost of each individual service category (Project Reports V and VI). This involved deriving a cost per service and simply multiplying the cost by the frequency with which each service was provided. Again, benefits were not considered.

In Project Report IV an attempt was made to include an

estimate of benefits, which represents the third approach attempted. An estimate by the officers employed through grant funds was obtained for the amount of time they spent in investigations. The total personnel salaries under the grant was multiplied by the time estimate to obtain a cost for investigation activities. This value was divided by the total number of investigations to obtain an estimated cost per investigation. The next step involved dividing the total number of burglary investigations by the number of clearances for burglary. It was assumed that each burglary clearance involved a series of investigations. This allowed the multiplication of the average number of investigations per burglary clearance by the cost per investigation to provide an estimated cost per clearance for burglary.

While the third approach did incorporate benefits, it required several assumptions to be made. The adequacy of the assumptions was not known. Obviously a standard procedure was not developed for the efficiency of performance category and more work is required. Part of the problem could be resolved through the generation of more adequate records.

Process Analysis

The interview approach to this category provided an opportunity for the project director to identify any changes, either internal or external, that may have disrupted the delivery of the project's services. For example, the process category for Project Report I revealed that an internal pro-

blem had reduced the performance of personnel and briefly affected service delivery. The process category also identified changes in Project Reports IV, V and VI that otherwise would not have been reflected by the quantitative information. In this sense, then, this category served to refine the impact measures.

As mentioned in Chapter V, the information for the process category was extended in Project Report III to include interviews with personnel from other social agencies. In these interviews the juvenile officers for the community police force stated that the increased opportunity to interact with juveniles in a positive manner had improved the rapport between police and juveniles. Also, a change was identified in the police approach to juvenile offenders. This change may have accounted for a portion of the reduction in juvenile arrests within the project's area.

Furthermore, the interviews revealed that the project's impact was not only a result of the direct services provided, but also through the improved working relations between school administration and outside agencies. The school became more open to external agencies, and the increased access to the school was identified by the agencies as extremely beneficial. The information provided by the external agencies, then, did serve to identify benefits which were an outgrowth of the project activities. In this manner, process analysis served to expand the measurement of effect for Project Report III.

Impact of Evaluation Reports

After completion of the data analyses for each project the staff prepared a rough draft of the evaluation report for review project director. Once the director had completed the review an exit interview was conducted. This interview, which was felt to be a vital aspect of the evaluation approach, provided the director an opportunity to clarify areas of confusion and to respond to the evaluation results. The director, then, was the first to receive the results.

Through the exit interview it was also possible for the staff to determine the manner in which the report would be employed by the director. Table 2 provides a listing of the effect which the reports had on each project.

Table 2
Impact of the Project Reports Prepared
By Project CRIME, 1976

Project Report	Indicators		
	Increased Adequacy of Records	Findings Used for Refunding	Increased Public Awareness Efforts
I	X	X	X
II	X		
III		X	
IV	X		
V	Unknown Impact		
VI	X		

As indicated, the main effect of the reports was on the records maintained by the projects, with four of the directors stating that record forms would be altered to include objectives

not previously covered. A second use of the reports was for the refunding cycle of two juvenile delinquency projects. In this manner the information generated by the approach was found acceptable to the State Planning Agency and the juvenile delinquency committee of that agency. The final use involved increased effort to correct a weakness in the project's performance. It was felt that the use of the reports indicated the approach did meet the informational needs of the directors.

Other indications that the approach met the informational needs of local officials have recently occurred. The steering committee for Project C.R.I.M.E. passed a recommendation to the Association's Board of Directors that the evaluation approach and effort be adopted by the Association. In turn, the Board authorized and provided the "match money" for a discretionary funds application to continue and expand the evaluation capabilities.

A complete assessment of the evaluation approach applied by Project C.R.I.M.E. is not possible at this time, as a primary indicator of success will be the future uses of the approach by local projects and the Association. To assist local officials and project directors employ the approach, a training manual was prepared by the consultant for Project CRIME. The manual was developed for evaluation training seminars within the Association's region, and contains an instructor and student manual. At the writing of this report, training seminars had not been conducted.

CHAPTER VII

SUMMARY AND CONCLUSIONS

Project CRIME was funded by a grant awarded to the Association from LEAA through NILE/CJ under the Model Evaluation Program. The purpose of the project was to develop and implement an evaluation approach within the region served by the Association. The approach was to be simple in technique, allow for both monitoring and evaluation, and provide the information desired by local officials in considering the continuation of projects.

The approach developed by Project CRIME was derived from the framework for evaluations proposed by Edward Suchman. (18) The approach retained the arrangement of objectives and categories of criteria suggested by Suchman, with the main departure from the original framework occurring in the assignment of categories of criteria to the levels of objectives. For Project CRIME, the measurement of effort category was assigned to the immediate and intermediate objectives, and provided the criteria for monitoring. Evaluation occurred at the level of the ultimate objectives, through criteria from the categories of measurement of performance, adequacy of performance, efficiency of performance and process analysis.

A field test of the approach was performed through the

evaluation of six volunteer projects. This test was limited by the lack of opportunity for the application to begin concurrently with the projects. As a result, necessary information for the evaluations was not always available.

Cost assessments for efficiency of performance was problematic and a consistent procedure was not achieved. Therefore, a means was not developed by which cost information could be compared across projects with similar ultimate objectives. Through inclusion of the approach in project planning, it would be possible to eliminate the shortcoming of the efficiency category, and also avoid other problems encountered in the field test application by Project CRIME.

The field test experience indicated that the approach met the criteria established. The structure imposed on project objectives was easily communicated to project directors, and allowed for both monitoring and evaluation within one framework. Furthermore, the use of the evaluation reports by two juvenile delinquency projects for the refunding cycle suggested that the necessary information for local officials was provided through the approach.

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