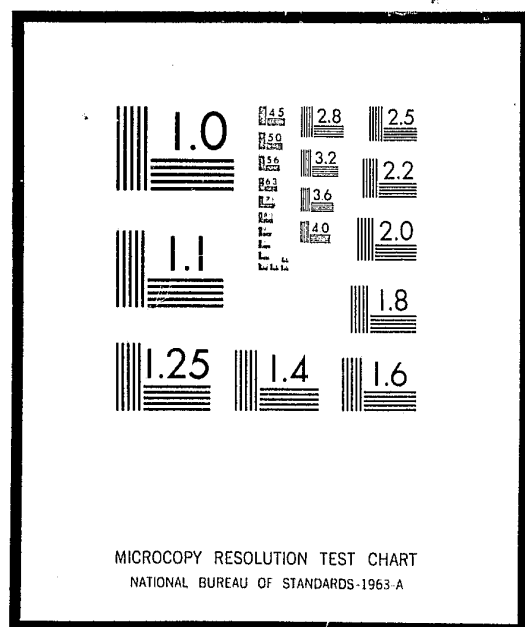


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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
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4/28/77

Date filmed

# EVALUATION GUIDE

• 39036



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ACQUISITIONS



# GENERAL FEDERATION OF WOMEN'S CLUBS

1734 N Street, N.W., Washington, D.C. 20036 • Telephone 202-347-3168

PRESIDENT, Mrs. Harry Wagner, Jr.

*Arise! Activate Dreams*

Dear Community Leaders:

What matters today - at all levels of government and in the private sector as well - is the significance and worth of programs of all types, especially those in crime prevention and reduction.

It is traditional that volunteers do not receive cash payments for the work they do. Payment comes from the challenge of meeting a need, the chance to have some impact, and the education in becoming more effective in community work. But time is costly, and volunteers want to spend it wisely on deserving projects.

Worthwhile projects do not just happen. They take careful planning based on documented information. They take a willingness to explore more deeply the reasons for doing projects and programs and estimating more carefully their outcome.

Many citizens ask, "What is evaluation? Why bother with it, why not use common sense?" Common sense does make sense; it is an essential ingredient in everything we do. It gives us balance. But it comes with experience over a long period of time. Sound planning and the experience of others can help us to avoid pitfalls and to conserve energies for action.

This new Evaluation Guide has been prepared especially for HANDS UP. By using it, you will join people all over the country who are working to make crime reduction programs more successful.

Ask others to join your HANDS UP evaluation team: the community college, nearby university, or local high school. Or members of your coalition on crime reduction who have an interest and want to contribute. Together, you can develop real proof that citizens have a great contribution to make in crime reduction and prevention.

Sincerely,

Mrs. Harry Wagner, Jr.

President



SLUG - PREFACE

## PREFACE

The material in this booklet provides guidance in the structuring and evaluation of HANDS UP crime reduction activities.

There has been a need for continuous compromise between keeping the discussion as simple as possible and yet considering the major factors necessary to the sound structuring and evaluation of a volunteer criminal justice project. The problem of presentation has been compounded by the necessity for avoiding simplistic attitudes toward crime itself.

A basic methodology for project structuring and evaluation is presented along with some discussion of examples. Implicit in the presentation is the belief that the citizen volunteer in 1976 is likely to be interested in what would have been considered sophisticated techniques in the past. Further, the volunteer will participate in crime reduction activities along with other citizens' organizations, with local colleges, and with agencies of state and local governments. Within these coalitions, there undoubtedly will be individuals who, because of their professional background, will want to concentrate upon the planning and evaluation of action programs.

There is an additional reason for attention to project evaluation. The ten-point "Objectives of the New Federalism" in part states, "The Federal Government should create the proper climate for involvement of the private sector in generating ideas and resources to achieve solutions." In recent years, it has been increasingly recognized that local people must control their local programs and so must develop local solutions. They also must demonstrate convincingly that local actions are effective. This usually depends upon well-structured projects, whose objectives can be demonstrated to have been achieved.

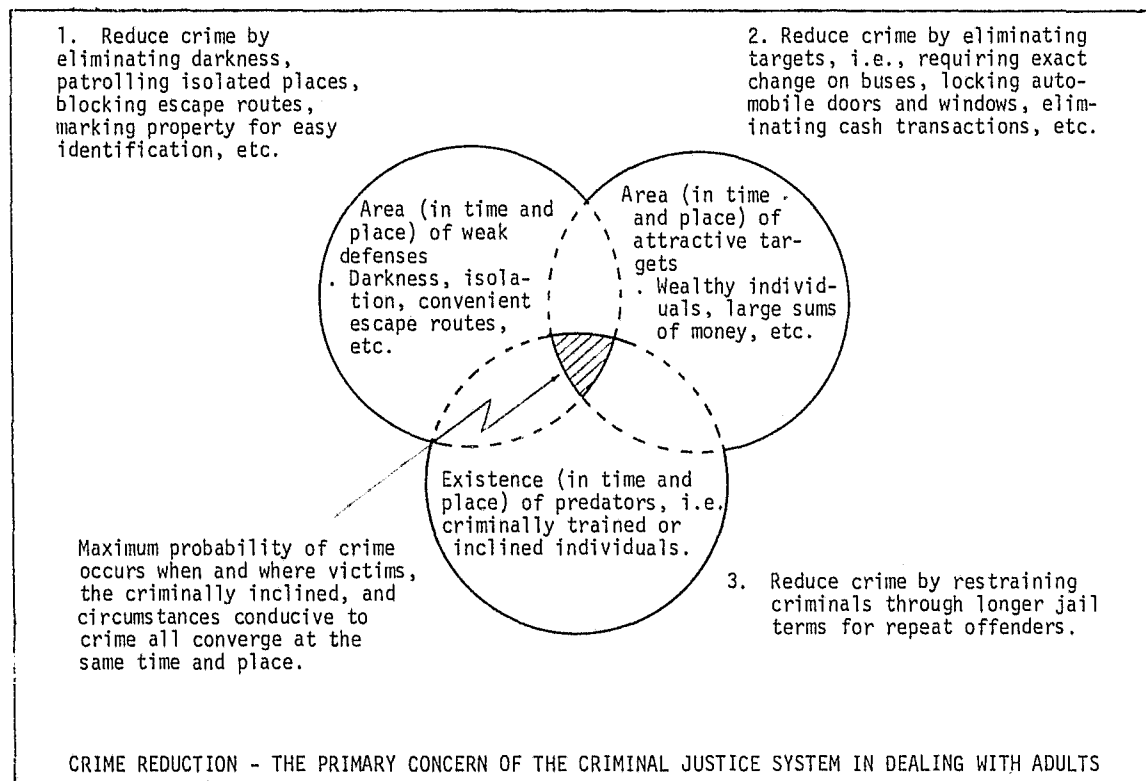
# INTRODUCTION

## HANDS UP PLANNING AND EVALUATION

**GENERAL**

The HANDS UP program is a volunteer effort for the reduction of crime. Along with local area programs and project activities, clubs and coalitions are encouraged to maintain ongoing evaluation, as part of the general national trend toward increased professionalism among volunteers.

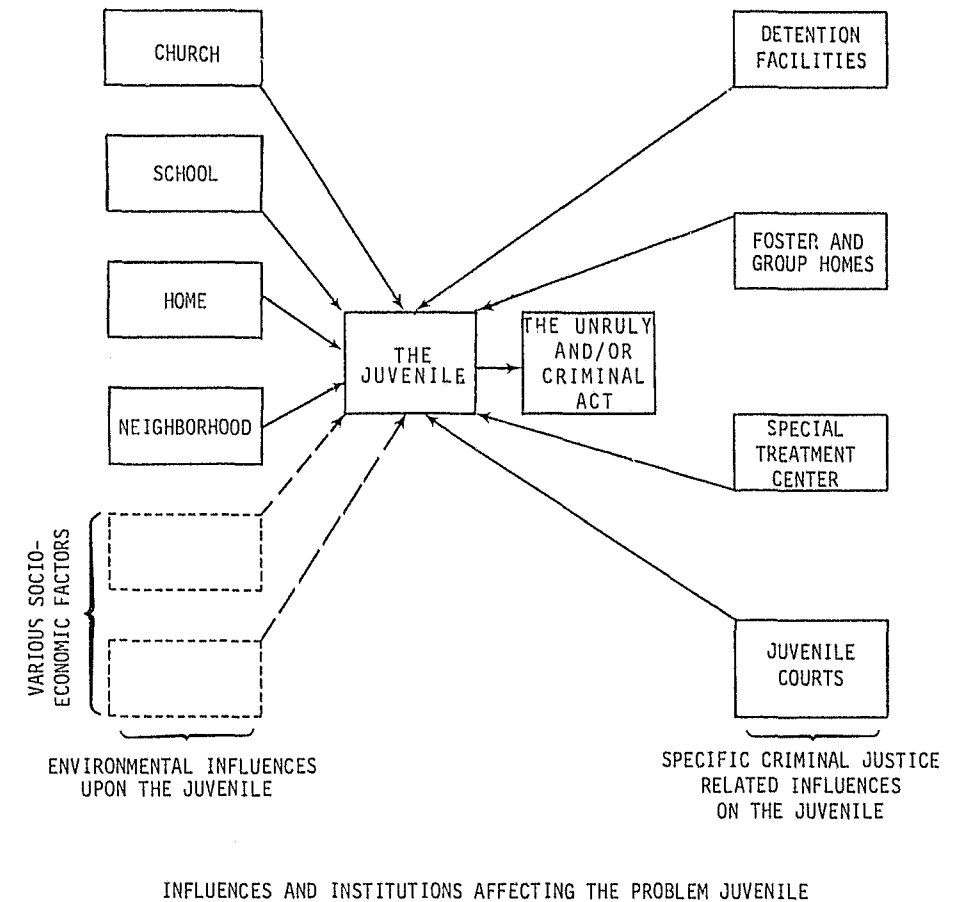
The primary concern of the criminal justice system, which includes police, prosecution, courts, corrections, and related public and private rehabilitative agencies, is the reduction of crime. While crimes of passion and other irrational crimes can occur under almost any conditions, predatory crime generally requires a criminal, a victim, and circumstances conducive to the event. The following exhibit illustrates this primary area of concern. Efforts to reduce crime concentrate on restraining or removing the criminal, lessening the possibility of victimization by eliminating the carrying of cash, for example, or by so-called "target hardening," which creates circumstances less favorable to crime.



Society, in general, and the Federation, in particular, have broad and long-range interests, of which crime reduction is only one important element. In considering the problem juvenile, for example, the limitations of the criminal justice system's authority and interest become clear.

Juvenile delinquents - defined as juveniles who commit acts which, if committed by an adult would be crimes - are not the only juveniles who become involved in the criminal justice system. Runaway and incorrigible children and others with behavior problems - status offenders, as well as abused and neglected children, also become involved. The exhibit entitled "Influences and Institutions Affecting the Problem Juvenile" illustrates the organizations through which the criminal justice system affects the child who commits a status offense or criminal act. The exhibit illustrates, in addition, institutions of society normally not considered to be within

the framework of criminal justice and crime reduction that have important influence on the child. If one becomes involved in all of the possible factors of interest, it may be difficult, if not impossible, to develop and carry out a meaningful action project. However, one must be constantly aware of the many strong influences outside the scope of criminal justice which can affect, in major ways, the outcome of the individual project.



In brief, very specific project objectives are extremely desirable and should be developed within the framework of the overall HANDS UP program goals of crime reduction. The emphasis upon clarity and evaluation is necessary to achieve results. However, this clarity of purpose should be developed with the realization that the goal of crime reduction is to be achieved within a larger societal framework.

## HANDS UP PROGRAM AREAS

PROGRAM AREA	SCOPE OF AREA	COMMENTS
Adult Crime Prevention & Reduction	Since one cannot know the age of the perpetrator of many crimes, the word "adult" may seem unnecessary. It is used primarily to differentiate this program area from Juvenile Crime Prevention & Reduction.	In a project aimed at specific crimes, e.g. breaking and entering, one may find that most of the offenders are juveniles. However, this should not cause problems in project implementation.
Juvenile Crime Prevention & Reduction	Refers to juvenile crime in society. Covers projects that concentrate on juvenile perpetrators of crime.	The maximum age of juveniles varies from state to state. In many states, juveniles accused of serious crimes may be processed in the adult court system.
Adult Corrections	"Corrections" applies to three functions: isolation from society, punishment, and rehabilitation. The system covering juvenile justice is separate.	Within the states, these activities are under the jurisdiction of the courts. Hence, there is an overlap with Court-Related Programs.
Juveniles in the Justice System (Diversion, Corrections, Courts)	Concerned with both the juvenile delinquent and the status offender within the criminal justice system.	The problems in this program area involve broader issues than crime reduction alone. Note that juvenile courts are in this program area rather than in Court-Related Programs.
Court-Related Programs	Covers the processes and procedures of criminal courts, both of limited and general jurisdiction. Also includes the prosecution and public defender functions and activities affecting the criminal code. It excludes the juvenile courts.	Court-related programs necessarily involve law enforcement and corrections. This area is a sensitive one since criminal courts have other important functions beside crime reduction, for example, procedural activities.

## MAJOR PROGRAM AREAS OF HANDS UP

To develop common guidance for HANDS UP local action projects, five major program areas have been defined. This framework provides necessary guidance without sacrificing the development of various local action projects. Each of the five major program areas has a goal which is invariably the reduction of crime. Each project, in turn, should have a specific objective related to crime reduction.

Coalitions of federated clubs and/or clubs working with other public or private organizations may concentrate their efforts in a single program area with individual clubs and other groups in a coalition, each identifying their own projects within that program area. Of the five program areas described below, note that the first two are concerned with individuals acting outside the criminal justice system and in society. The last three are concerned with persons within the system.

### Adult Crime Prevention & Reduction

This category's overall goal is the reduction of specifically defined crimes in clearly indicated jurisdictions. The achievement of the goal may be measured by using the records of criminal justice agencies of established units of government.

### Juvenile Crime Prevention & Reduction

This category's overall goal is the same as that for Adult Crime Prevention & Reduction; however, the age category of the offender population of interest is specifically identified.

### Adult Corrections

This category's overall goal is the reduction of crime through a reduced recidivism rate for a clearly defined and specified offender population.

### Juveniles in the Justice System

This category's overall goal is the reduction of juvenile crime and reduced potential for juvenile crime. It includes all juveniles who have become involved in the criminal justice system, not only juvenile delinquents but status offenders and neglected and/or abused children. Note, however, that the program area is concerned with the juvenile within the justice system in contrast to the second program area, "Juvenile Crime Reduction and Prevention," which refers to the juvenile delinquent in society.

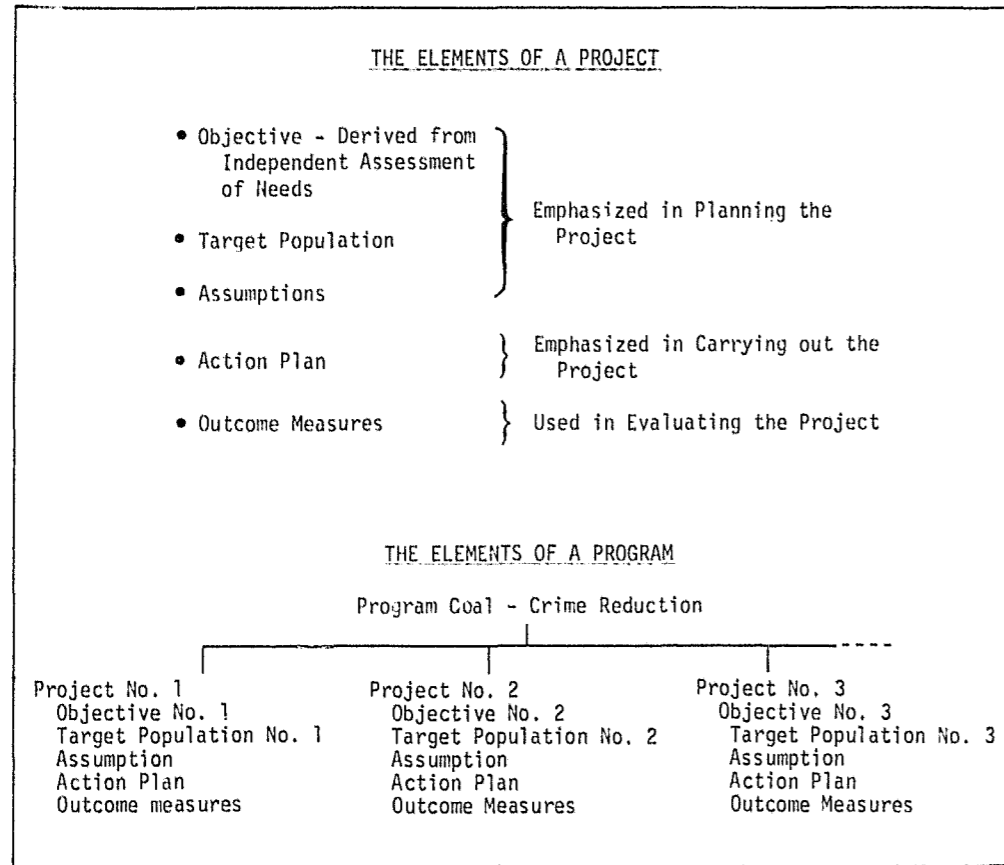
### Court-Related Programs

This category's goal is the reduction of crime. Projects in this area will characteristically have specific objectives which can be related to crime reduction only through certain stated assumptions. The evaluation of the project will then depend upon the extent to which these assumptions can be considered to be valid.<sup>(1)</sup> Although the goal of court-related programs is crime reduction, the goals of the court system itself are more diverse. The carrying out of a court-related project may require legislative action to affect either the criminal code or the court processes.

(1) A specific project may, for example, have as its objective the reduction of delays in the criminal court process. The assumption may be that speedier justice will result in more certain justice for the criminal. It should be clear, however, that this assumption is not necessarily true and that careful attention to the detailed structuring of the project and of the assumptions is necessary if the project is to be expected to have the desired effect. Speedy trials, of course, are highly desirable within a framework of justice.

# PROJECT DEVELOPMENT FOR EVALUATION

The exhibit on projects and programs, shown here, shows the structure of a HANDS UP Project and its relationship to an overall HANDS UP program. The overall program may be the reduction of burglaries in a major county. A local action group in a particular municipality may decide to initiate a local Operation Identification Project.



This conceptual sketch shows in general the elements of a project plan and of an overall program comprised of a number of independent projects.

## THE ELEMENTS OF A PROJECT AND RELATIONSHIPS BETWEEN PROJECTS AND PROGRAMS

The statement of the project objective should be as brief as possible. An observer will ask for the independent source of information which verifies that the project objective responds to a recognized local need. The HANDS UP Community Crime Profile, a set of short questionnaires, can provide this information. Other sources exist and may be used. The target population is the group expected to be directly affected by the project. In Operation Identification, discussed in Part 1, the target population may be all the residents of a jurisdiction, or it also may include all of the commercial and industrial establishments.

It is particularly important in HANDS UP projects to identify the jurisdiction, since cooperating criminal justice agencies work within specific jurisdictional boundaries.

A project objective is based on certain assumptions. The important influence of underlying assumptions on project activity is developed in the discussion of Operation Identification in Part 1. Generally, if the project objective is achieved one may conclude that the project

activity was successfully performed. In identifying the Outcome Measures, one determines the achievement of project objectives. If it also can be shown that the project assumptions are valid then the project is useful in terms of impact on crime. Validating assumptions can involve considerable investigation. It will help citizens' groups participating in crime reduction projects to include in their coalition interested professionals, on a volunteer basis, who have the training for such specialized tasks.

## SUPPORT AND ASSISTANCE IN EVALUATION

A club or coalition undertaking criminal justice projects can expect to remain involved in such activities for a number of years due to the development of ties with the criminal justice community and the interest of club members. Evaluation is an ongoing part of a crime reduction program which should be used to guide present and future planning. While evaluation should not take much time (perhaps a few days each month after it is initially established), it is important that there be continuity, best assured if the same people continue to do the evaluation. Advanced training in statistics or sociology is not necessary for performing an evaluation, but attention to detail and an interest in the subject are both important.

For these reasons, local federated clubs and/or coalitions are encouraged to establish small evaluation teams on a more or less permanent basis. These may include staff members of a local community college, particularly if the college offers courses in law enforcement and sociology. Personnel of the local law enforcement agency may be willing to work with action groups on evaluation work, particularly if the department has a computerized records system. In some situations, support may come from the local high school or even the junior high school if an informed and active teacher becomes involved.

Local or regional criminal justice planning agencies also may have personnel who are interested. County and city planners may want greater participation in volunteer programs or may have been directed to encourage such participation. Finally, of course, there may be individual club members themselves who, because of their training and/or personal interest, feel they can make a contribution to the project.

## GLOSSARY OF TERMS

The glossary defines terms in common use in criminal justice activity evaluation and discusses their relationship to the HANDS UP approach to evaluation.

### Action Plan

Schedule of activities developed for implementation of a project objective. An action plan in HANDS UP is one element of a project.

### Activity

As used in HANDS UP, refers to any effort of a club(s) or coalition whether planned, unplanned, or exploratory in nature. "Activity" may refer to a project or a program.

### Assumptions

Assumptions are important elements in the structuring of a HANDS UP project. They are hypotheses or premises which relate the objective the project seeks to achieve to the overall goal of crime reduction. Specific assumptions may be very sensible and subject to verification, such as: improved street lighting along certain streets will discourage crime along those streets. Other assumptions are more difficult to prove. The achievement of the project objective indicates the success of the project (see Process Evaluation). The verification of the assumptions indicates the value of the project.

### Cohort

A group of individuals who have shared a common experience in the same time interval, e.g., committed a similar crime in the same period of time. Cohorts are defined and utilized in the evaluation of correctional techniques (a cohort is identified and his activities followed and analyzed over a period of time).

### Crime Specific

A technique, a project or an approach is said to be crime specific if it focuses attention upon a specific crime or category of crimes having certain common characteristics. In HANDS UP, the crime specific approach is characterized by a narrowing down from general data to specific data to obtain insight into the criminal act.

### Evaluation

The determination of the significance or worth of an activity by careful appraisal and study. Evaluation is significant in HANDS UP because local clubs and coalitions are encouraged to determine the origins and particulars of crime in their communities. Thus, evaluation educates citizen volunteers to the value of a specific project and to the nature of crime problems in their community.

### Goal

A goal is the desired result of an overall program just as an objective is the desired result of a specific project within an overall program. The overall goal of each of the five major program areas of HANDS UP activities is directly related to crime reduction.

### Impact Evaluation

Evaluation measured in terms of the extent to which the program has achieved its basic goal, crime reduction. The project objectives are related to the program goal of crime reduction through certain stated assumptions. Therefore, impact of individual projects can be measured through validating the assumptions. Some assumptions, of course, are harder to prove than others. In HANDS UP, common sense will prevail over too intensive efforts to prove assumptions that take time needed for planning and action.

### Objective

The aim or end of an action project. In HANDS UP, objectives are associated with projects. Objectives are related to the goal of crime reduction by the assumptions which are specifically stated in the planning of the project.

### Outcome Measure

Those quantities or actions which in the initial project planning are specified as indicating achievement of the project objective. One outcome measure may be ten or more ex-offenders per month placed in useful employment. Another might be the removal of all juvenile status offenders from the local criminal justice system. Outcome measures should be realistic and wherever possible quantitative.

### Process Evaluation

The determination of how well the details of an activity are being performed. In HANDS UP, project evaluation is in terms of whether the objective has been achieved (process evaluation).

The value of the project itself in terms of crime reduction depends upon the validity of the assumptions.

## Project

In HANDS UP, a project is a component of a total program and is a sharply defined activity with a specific objective.

## Program

See also Goal. HANDS UP activities are divided into five major program areas (see tabulation, HANDS UP Program Areas").

## Recidivist

One who relapses; a habitual criminal. As used in the correctional community, a recidivist is a person who, having passed through the criminal justice community because of one offense, once more commits a crime:

## Target Population

The target population is an element in the planning of a project and it is that population directly affected by the project. The target population of a project to found and operate a group home for juveniles is the specific juvenile community for whom the home is planned. In certain projects, the target population can be a specified category of criminals. In other projects, the general population of a municipality can be the target population.

## PART 1

# EVALUATION FOR ADULT CRIME PREVENTION AND REDUCTION ACTIVITIES

## Assumptions in the Planning of a Project

"Operation Identification" is an example of a project in the Adult Crime Prevention and Reduction Program Area. Its objective is the increased rate of return of stolen property to its rightful owners. The objective relates to evaluation; the outcome measures are the number of returned stolen objects.

The project objective is based on one or more assumptions. These assumptions may be:

Assumption No. 1: It is assumed that the thief will find it less attractive to steal valuable objects which can be readily identified through Operation Identification numbers than to steal objects not so marked. Hence, Operation Identification should reduce crime, provided its existence is made known to prospective thieves.

Assumption No. 2: Regardless of the validity of Assumption No. 1, the rate of conviction for theft should increase due to the identification of the stolen property. Hence, Operation Identification should reduce crime because of the increased conviction rate.

Assumption No. 3: The direct beneficiary of Operation Identification is the property owner since there is a higher probability of recovering his property if it is stolen. Hence, it should attract widespread citizen participation in the project which can then be directed toward practices discouraging theft. Thus crime reduction can be achieved.

These assumptions affect the evaluation of the project. If Assumption No. 1 is true, for example, then the project should impact directly upon the burglary rate. If Assumption No. 2 is true, however, and No. 1 is not, the burglary rate will not be affected but the burglary conviction rate will be increased.

Through a clear statement of objective, club(s) or coalition of clubs and organizations can assess its own performance. Through a listing of assumptions, basic beliefs about the possible merit of a project can be identified and questioned. Such questions can help to clarify the reasons for a project and strengthen commitment to it.

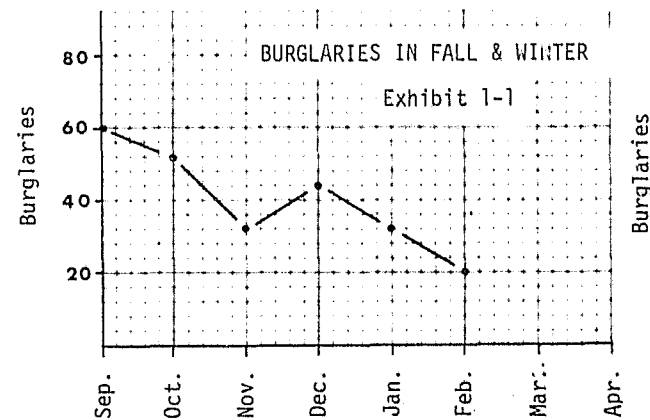
A sociologist in a rigorous evaluation of a specific project requires not only quantitative proof of the extent to which the project objective has been met but also firm evidence of the validity of the assumptions. However, HANDS UP emphasizes appropriate action more than rigorous scholarship. At the same time, individual clubs and coalitions should be aware of the importance of the assumptions and use common sense in determining the extent to which they need to be verified. (See also remarks on Support and Assistance in Evaluation in the Introduction.)



## The Program Goal—Crime Reduction

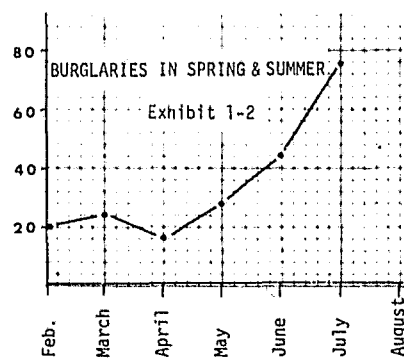
A coalition of clubs, citizens' groups, and community organizations may have a sufficient number of individual projects in Adult Crime Prevention and Reduction that it would be helpful to develop an evaluation of the extent to which the overall goal of crime reduction in the community is being achieved. For example, the HANDS UP Community Crime Profile, or some other survey, could determine that burglaries are among the most serious local crime problems. As a result, a burglary reduction program is initiated which consists of a number of individual projects each with its own objectives, assumptions, and outcome measures. Therefore, the effectiveness of the overall program - the impact on the crime rate - is monitored.

Assume that the burglary reduction program starts in September and that a monitoring of burglaries in the county or community shows a trend through the fall and winter months as shown in Exhibit 1-1. The purpose of including several tables is to show the steps in analysis of data. More than a limited amount of information is necessary to make sound conclusions.



One initial reaction may be that the basic data are incomplete since they are provided by the county police or sheriff and include only reported crime. The observation is valid, and at some future time the club(s) or group involved may wish to determine total burglaries. However, statistics on reported crime comprise the most reliable, readily available data source on crime and will continue to be used by most evaluators.

The initial conclusion after reviewing Exhibit 1-1 is that the project has been a great success since, in spite of an increase in burglaries in the holiday season, there has been an over-all decrease. A continuation of the project reveals, however, that during the warmer months the rate rises. (see Exhibit 1-2.) This leads to the question as to why burglaries decreased in the winter but increased in the summer.



In Exhibit I-3, burglaries in the county are plotted month-by-month and compared with burglaries plotted for the same months of the previous year. The number of burglaries in the winter months has been reduced, but the number of burglaries in the summer months has not been greatly affected.

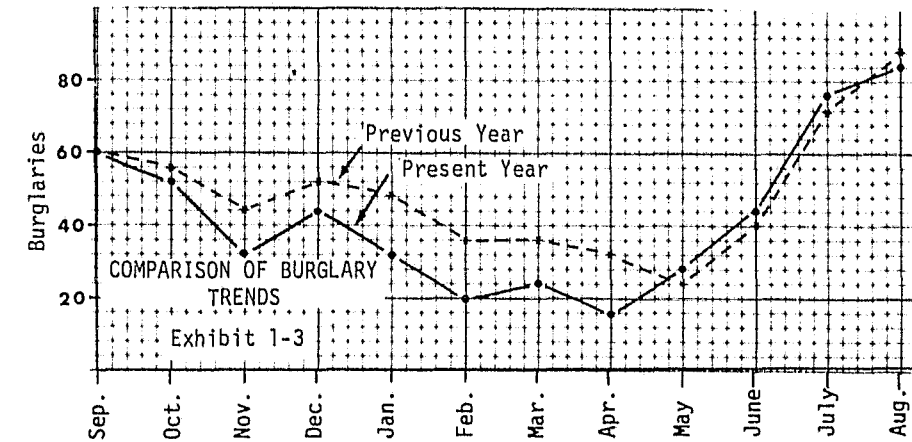


Exhibit 1-4 shows the numeric results with an overall reduction in crime of 12.9% for the year, suggesting the success of the project. However, such a reaction would be premature for too many questions remain unanswered. Would the 12.9% reduction have occurred without the community HANDS UP Project? After all, there may have been a general falloff in crime everywhere in this most recent year. If the project were a success in the winter months, why was it successful? Or, if the project were not effective in the summer months, why not? Unless it provides insight into the factors affecting the crime rate, the evaluation itself has not been very valuable.

Number of Burglaries			
MONTH	PREVIOUS YEAR	PRESENT YEAR	PERCENTAGE CHANGE
Sep.	60	60	0.0%
Oct.	56	52	-7.1%
Nov.	44	32	-27.3%
Dec.	52	44	-15.4%
Jan.	48	32	-33.3%
Feb.	36	20	-44.4%
Mar.	36	24	-33.3%
Apr.	32	16	-50.0%
May	24	28	+16.6%
June	40	44	+10.0%
July	72	76	+5.6%
Aug.	88	84	-4.5%
TOTALS	588	512	-12.9%

Data for Exhibit 1-3

Exhibit 1-4

In brief, if the program seems to be succeeding in reducing crime, one should understand why before taking credit for the success.

To find out whether or not there has been a general falloff in burglaries, several different approaches are possible. National averages from the Federal Bureau of Investigation (FBI) may be checked. State averages are usually available and may be used. One good approach is simply to compare data for neighboring municipalities which resemble one's own community. For ease of comparison, because the adjacent county in the example has approximately three times the population of the home county, burglaries per month are reduced by a third.

DATA MONTH	PREVIOUS YEAR		PRESENT YEAR		PERCENTAGE CHANGE IN ADJUSTED DATA
	Uncorrected	Adjusted	Uncorrected	Adjusted	
September	168	56	174	58	+ 3.6%
October	150	50	162	54	+ 8.0%
November	138	46	132	44	- 4.3%
December	180	60	192	64	+ 6.7%
January	132	44	144	48	+ 9.1%
February	120	40	126	42	+ 5.0%
March	108	36	120	40	+11.1%
April	96	32	120	40	+25.0%
May	108	36	114	38	+ 5.6%
June	156	52	168	56	+ 7.7%
July	204	68	216	72	+ 5.9%
August	216	72	240	80	+11.1%
TOTALS	1776	592	1908	636	+ 8.1%

- Data for Exhibit 1-6 -

Exhibit 1-5

In Exhibit 1-6 the data plotted for two years for the adjacent county reflect the adjustment (i.e., September:  $1/3$  of 168 = 56).

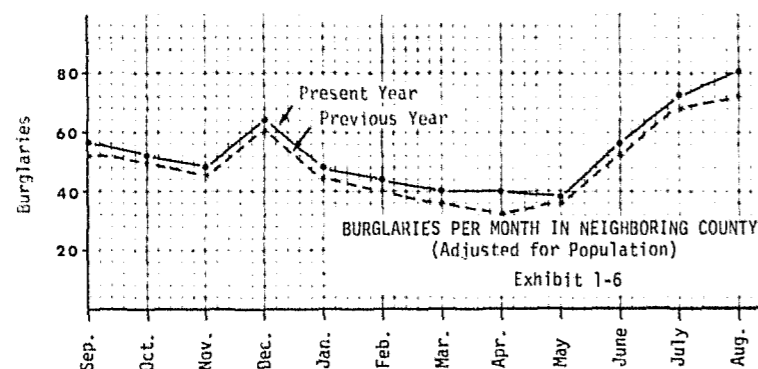


Exhibit 1-6 indicates strongly that there has been no downward trend in burglaries in the general area, and the federated club(s) or coalition can take some credit for the 12.9% decrease in burglaries in its own community (Exhibit 1-4). But one needs to know how and why the project succeeded in order to plan next year's program. There remains the question of the success in the winter months and the lack of success in the summer months.

At this point, it should be clear that although care is required in the use of the data, advanced skills are not required. As mentioned earlier, it is easy to collect data but also easy to oversimplify or even misunderstand its meaning.

In order to pinpoint more detailed information, the next step could be the analysis of the burglary rate by district or town. Presuming a total of 30 towns, the result is only one to two burglaries per month per town which allows detailed attention to causes. Another approach would be to separate burglaries by type of structure burglarized. In many residential areas, burglaries take place in the daytime when the family is at school or at work, and burglary of commercial and industrial establishments occurs at night when the proprietor is home. Hence these two types of crimes have different characteristics. The data for the hypothetical county under discussion are plotted by type of establishment in Exhibit 1-7.

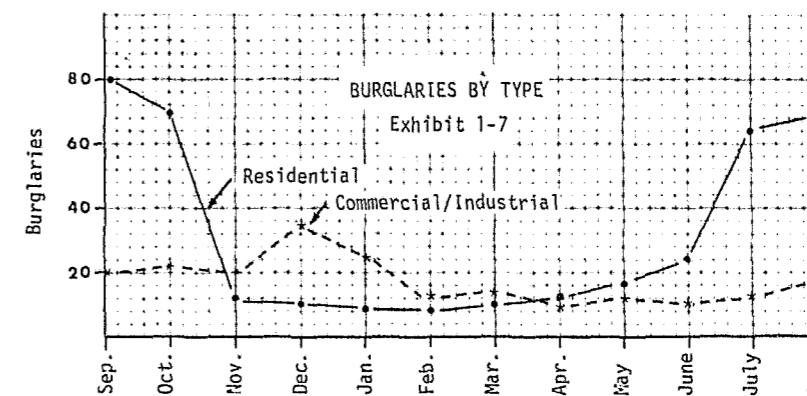


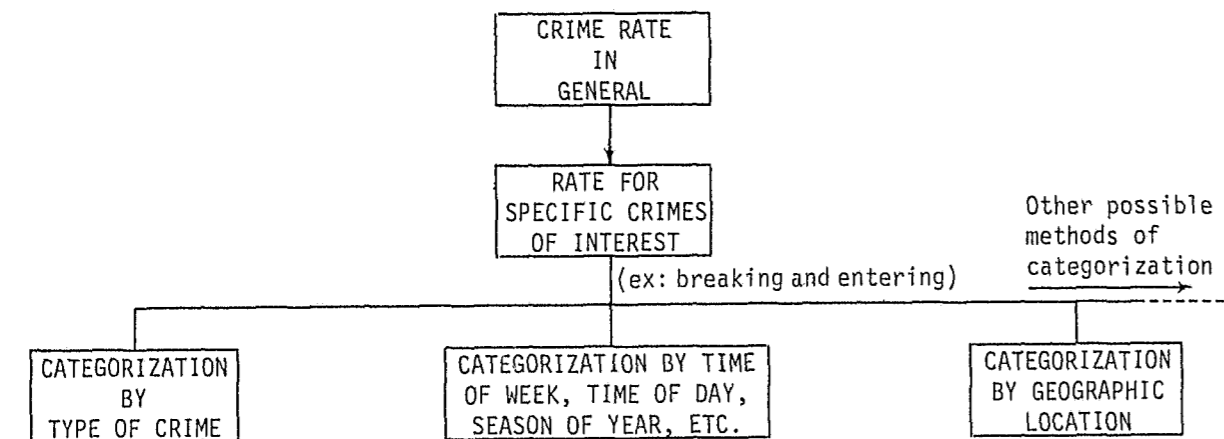
Exhibit 1-7 shows that the sharp increase in burglaries in the summer months is confined to residential burglaries. It is reasonable to say that this may be due to burglaries committed while the family is on vacation. If the county itself is a resort area, the sharp increase in burglaries may be due in part to the sharp increase of the population during the summer months. In any event, the evaluation activity is beginning to focus upon the detailed problems. It is becoming "crime specific."

Without further numeric or graphic examples, the possible results of continued analysis can be sketched. Projects in the total program may have been concentrated on reduction in burglaries of commercial and industrial establishments and, in that objective, will be successful. Now the coalition is aware of the nature of the residential area burglary problem and may in the following year expand activities to include increased attention to these types of burglaries.

Exhibit 1-8 is a graphic summary of the crime specific approach to impact evaluation which has been discussed here. As demonstrated, assessing the effectiveness of a crime control project by simply measuring the change in the crime rate can very easily yield misleading results. A crime reduction program may have excellent results, even though crime in the locality is rising due to factors outside the control of the community such as a sharp rise in unemployment nationwide. Another crime reduction program, due to other factors, may be ineffective although crime itself may be decreasing.

Among the factors that can influence the crime rate are time of day or day of week, weather conditions, family influence, education, occupation, and local economic conditions. Alcohol and drugs are, of course, major factors. In sorting out the pieces of the sociological puzzle, nothing can be taken for granted if a useful evaluation is to be obtained.

Once a sufficient data base has been established the trends must be examined in detail until the important contributing factors are understood. Identifying these factors is simply statistical detective work - looking for clues. The effects of the major contributing factors must be known before the club can determine how useful its activities have been.



(example: residential or commercial b&e (breaking & entering) types can be further broken down with crimes similarly committed grouped together.

(example: in many localities it has been found that burglaries of residence take place during daylight and of commercial establishments at night.

(example: downtown suburbs) In many large cities crime activity is recorded by what is called "Pauli block" which are similar to census tracts. In non-urban areas, townships or village boundaries can be used.

One uses crime statistics in the impact evaluation of crime reduction. Statistics, however, generally cannot be used for evaluation and/or improvement in the project until they are broken down into very specific sub-categories, as shown above, which provide insight into the criminal act. Further, comparing the crime rate in these categories with similar rates for other years or for neighboring jurisdictions enables one to determine where and to what extent progress is being made.

### THE CRIME SPECIFIC APPROACH TO IMPACT EVALUATION

Exhibit 1-8

## PART 2

### EVALUATION FOR JUVENILE CRIME PREVENTION AND REDUCTION ACTIVITIES

It may be difficult to develop clear objectives and assumptions for projects in the juvenile area where the emphasis is more nearly upon the individual than it is upon the act. An example of a project designed to reach younger children, which cannot be readily identified with crime reduction, is "Officer Friendly." In this project, law enforcement officers visit grade schools, for the purpose of creating better understanding of the police by children. It may be felt that, through the "Officer Friendly" project, children will become aware that the police exist for the safety and security of the community. The demand for such a program also may be a reaction to excessive acts of vandalism of school property. Presumably, with improved police/children relations as the result of an "Officer Friendly" project, vandalism will diminish, but this cause-effect relationship may be extremely difficult to prove.

An approach to structuring the project, and justifying it, is to include it as part of a larger overall program of vandalism reduction. Exhibit 2-1 shows the structure of an "Officer Friendly" project and Exhibit 2-2 a possible schedule for an overall program.

Objective: To carry out a series of "Officer Friendly" visits and lectures to grade school children in the city's schools

Target Population: Students in grades 3 through 6 in the city's grade schools

Assumptions:

1. "Officer Friendly" visits and lectures will create the appropriate atmosphere for an anti-vandalism program.
2. "Officer Friendly" visits can be made to lead directly to an anti-vandalism program.

Outcome Measures:

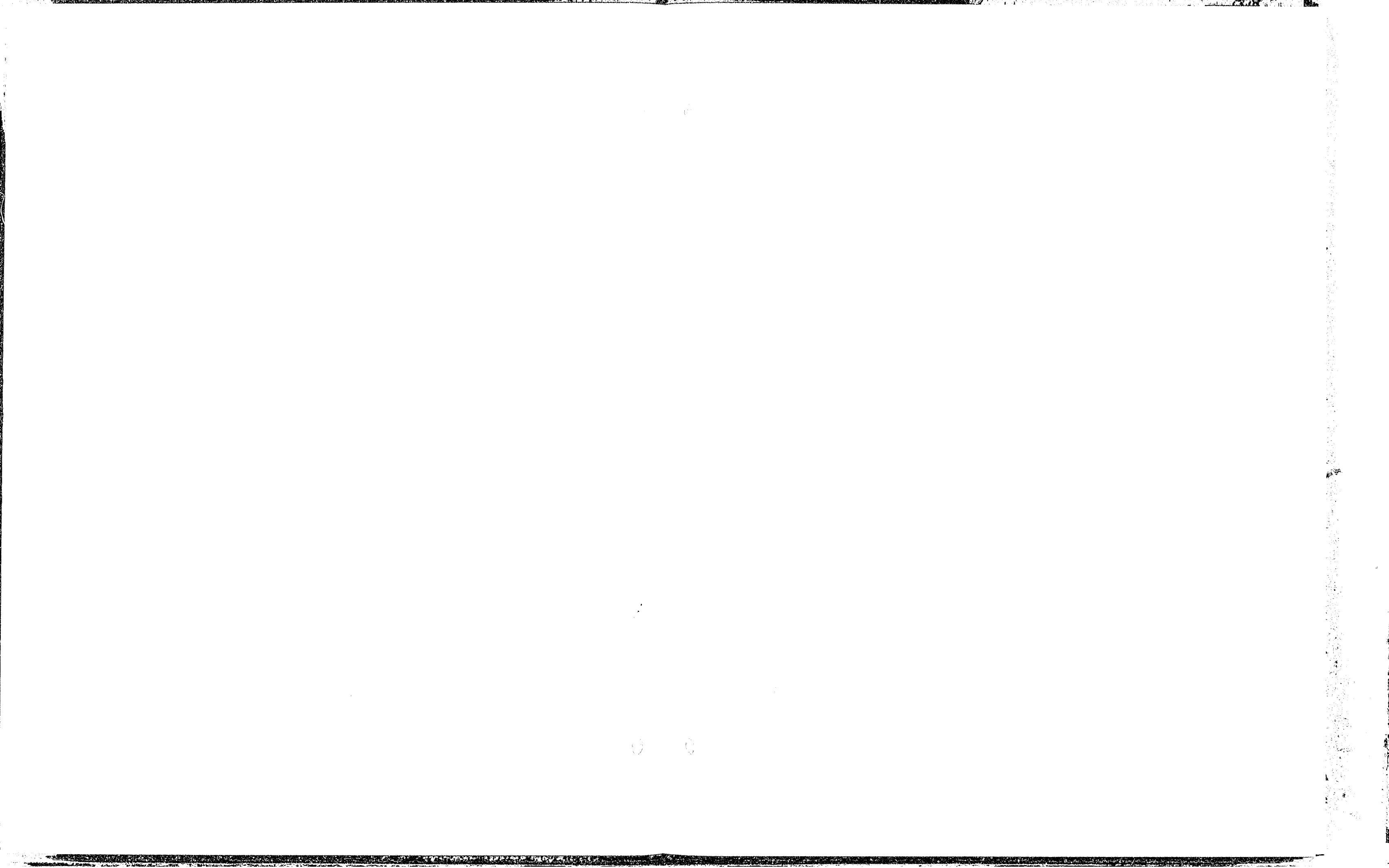
1. The number of visits and lectures scheduled and carried out
2. The initiation of the next stage of the anti-vandalism program

Note that the assumptions show that the project objective can be related to the overall goal of crime reduction only if the project is viewed as one of a series of sequentially scheduled projects in an overall program. See Exhibit 2-2 for the schedule of the overall program.

### STRUCTURE OF THE "OFFICER FRIENDLY" PROJECT

Exhibit 2-1

The "Officer Friendly" visits occur during the first half-year. A review and analysis of the acts of vandalism follow in the second half-year, perhaps limited to those acts of vandalism in the community. In a more general review, the community compares its problems with those of other areas.



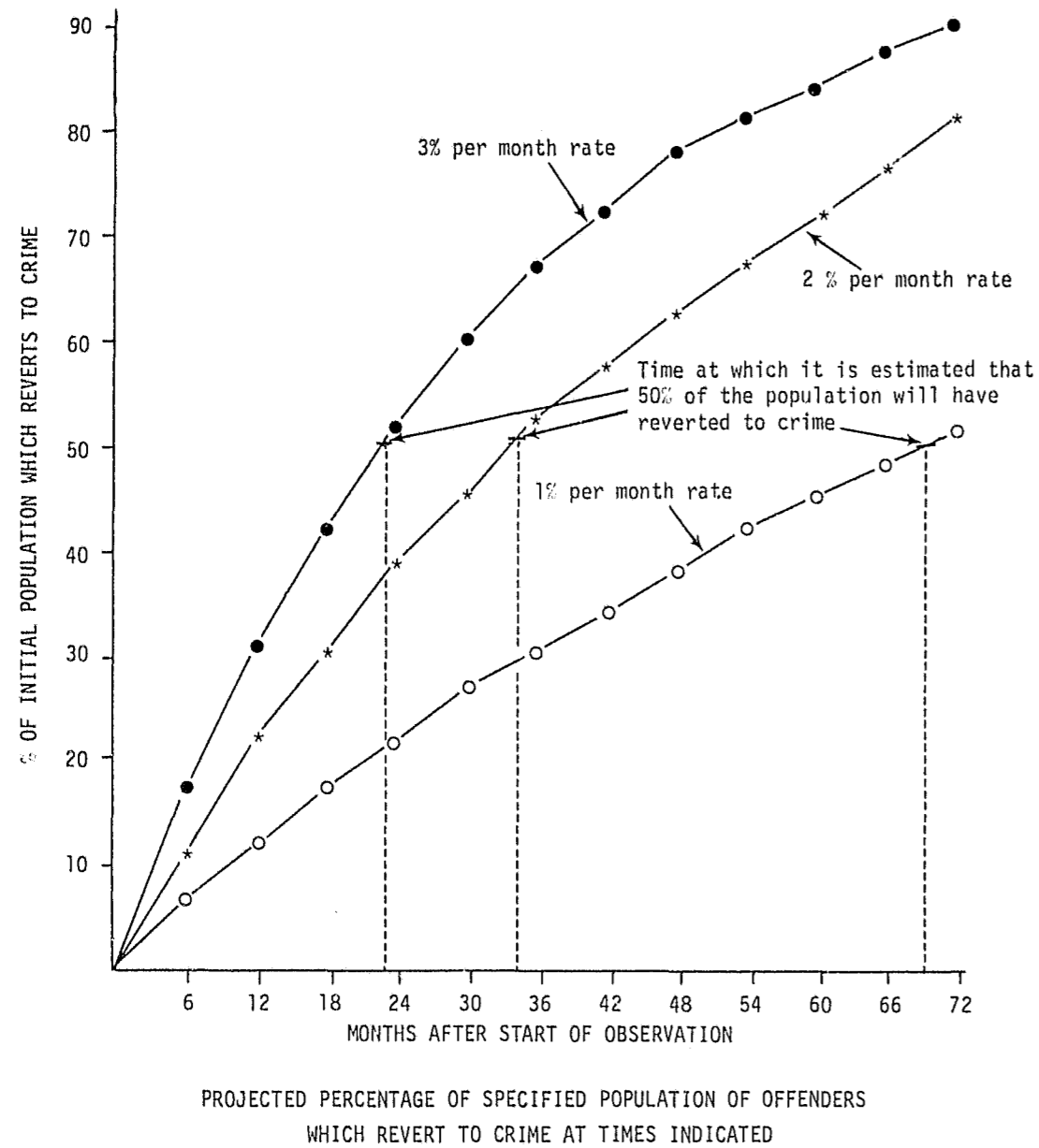


Exhibit 3-1

A brief review of available information indicates a wide range of recidivism rates for various jurisdictions in North America. Available examples indicate it takes from a minimum of ten months to a maximum of over eight years after release for half of the offender population to revert to crime. It is very difficult to identify any range of numbers as good, average, or unacceptable. A 50% time of two years means that half of the original offenders will never commit a crime again.

Consider an overall program as scheduled in Exhibit 3-2. It is found that the existing local correctional system is overburdened with a clientele, a large fraction of which could, with benefit, be diverted from the system. Because a sufficiently large coalition of local organizations is involved in many specific projects, it is determined to evaluate the overall program by a measure of the recidivism rate on a before and after basis. It is assumed in addition that volunteers or staff persons of cooperating agencies or institutions with appropriate training and interest are available to carry out impact evaluation.

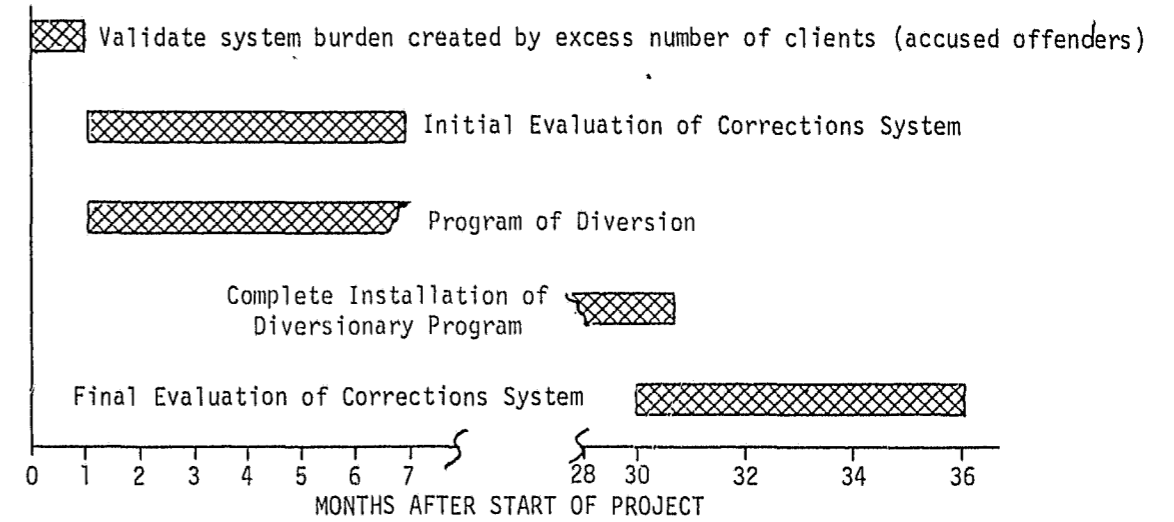


Exhibit 3-2

Exhibit 3-3 shows the results of the evaluation of the "before" system. The tabulation of Exhibit 3-4 can be used to estimate the time when 50% will have reverted to crime. The offender population used in Exhibit 3-3 is that which on a selected date, perhaps one year in the past, is in contact with the general public. Those incarcerated or those who have completed their sentences are not included. These cohort, at the same time, are in some way under the supervision of the local courts and/or correctional system due to existing charges or convictions.

MONTH	NO. OF REVERSIONS		ESTIMATED TIME
	Individual	Cummulative	
1	6	6	11 months
2	4	10	13 months
3	7	17	11 months
4	3	20	12 months
5	2	22	14 months
6	2	24	15 months

A total offender population of 100 individuals is assumed.

ESTIMATED TIME OF REVERSION OF 50% OF OFFENDER POPULATION

Exhibit 3-3

Now examine in detail the results of Exhibit 3-3, as was done in the case of the burglary data in Part 1. This will help identify patterns and/or areas of significant positive or negative results, and lead to suggestions for improvement. An examination of the 24 individuals who reverted to crime in the first six months compared to the total offender population under observation might yield results shown in Exhibit 3-5(B). Note that of a total of eight individuals on work release, four reverted to crime, but of 20 on parole only two reverted to crime. For an alternate situation, see Exhibit 3-5(C).

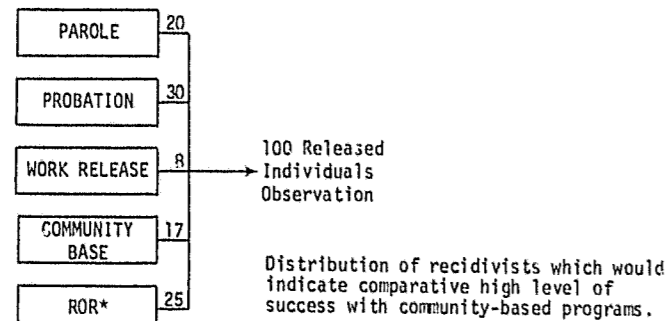
REVERSION RATE IN PERCENT DURING OBSERVATION PERIOD	OBSERVATION PERIOD IN MONTHS	1	2	3	4	5	6
1	69.0	138	207	276	345	414	
2	34.3	68.7	103	137	172	206	
3	22.8	45.5	68.3	91.0	114	137	
4	17.0	34.0	50.9	67.9	84.9	102	
5	13.5	27.0	40.5	54.0	67.6	81.1	
6	11.2	22.4	33.6	44.8	56.0	67.2	
7	9.6	19.1	28.7	38.9	47.8	57.3	
8	8.3	16.6	24.9	33.2	41.6	49.9	
9	7.3	14.6	22.0	29.4	36.7	44.1	
10	6.6	13.2	19.7	26.3	32.9	39.5	
11	6.0	11.9	17.8	23.8	29.7	35.7	
12	5.4	10.8	16.3	21.7	27.1	32.5	
13	5.0	9.9	14.9	19.9	24.9	29.9	
14	4.6	9.2	13.8	18.4	23.0	27.6	
15	4.3	8.5	12.8	17.1	21.3	25.6	
16	4.0	7.9	11.9	15.9	19.9	23.9	
17	3.7	7.4	11.2	14.9	18.6	22.3	
18	3.5	7.0	10.5	14.0	17.5	21.0	
19	3.3	6.6	9.9	13.2	16.4	19.7	
20	3.1	6.2	9.3	12.4	15.5	18.6	
21	2.9	5.9	8.8	11.8	14.7	17.4	
22	2.8	5.6	8.4	11.2	13.9	16.7	
23	2.6	5.3	8.0	10.6	13.3	15.9	
24	2.5	5.0	7.6	10.1	12.6	15.2	
25	2.4	4.8	7.2	9.6	12.0	14.5	

This table is a means for predicting long term recidivism rates from observations made over short periods of time. The table gives the number of months expected to pass until 50% of the offenders have reverted to an act of crime. See text for explanation.

TABLE GIVING ESTIMATED TIME TO POINT OF REVERSION TO CRIME AS FUNCTION OF PERCENTAGE DECREASE DURING OBSERVATION PERIOD

Exhibit 3-4

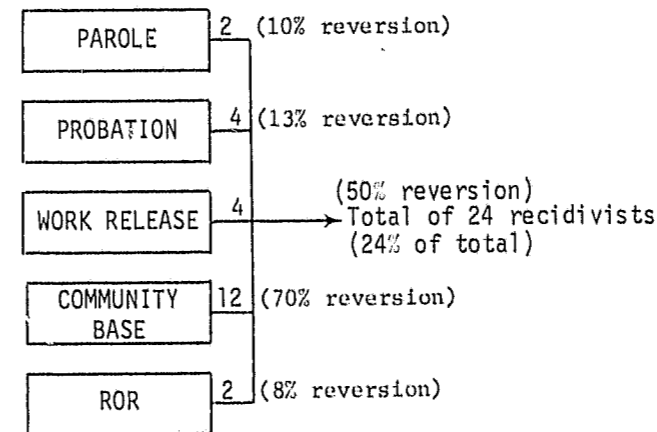
The result of the first case suggests either that parolees are more carefully selected than are candidates for work release or that guidance and supervision in the two areas differ significantly. In the second case, guidance and supervision could again make the difference.



\*Released on recognizance

Assumed original distribution of population under observation

Exhibit 3-5 (A)



Distribution of recidivists which would indicate serious problems with the community-based programs.

Exhibit 3-5(B)

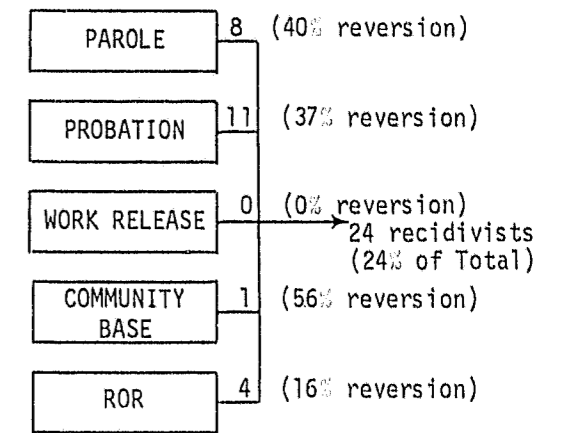
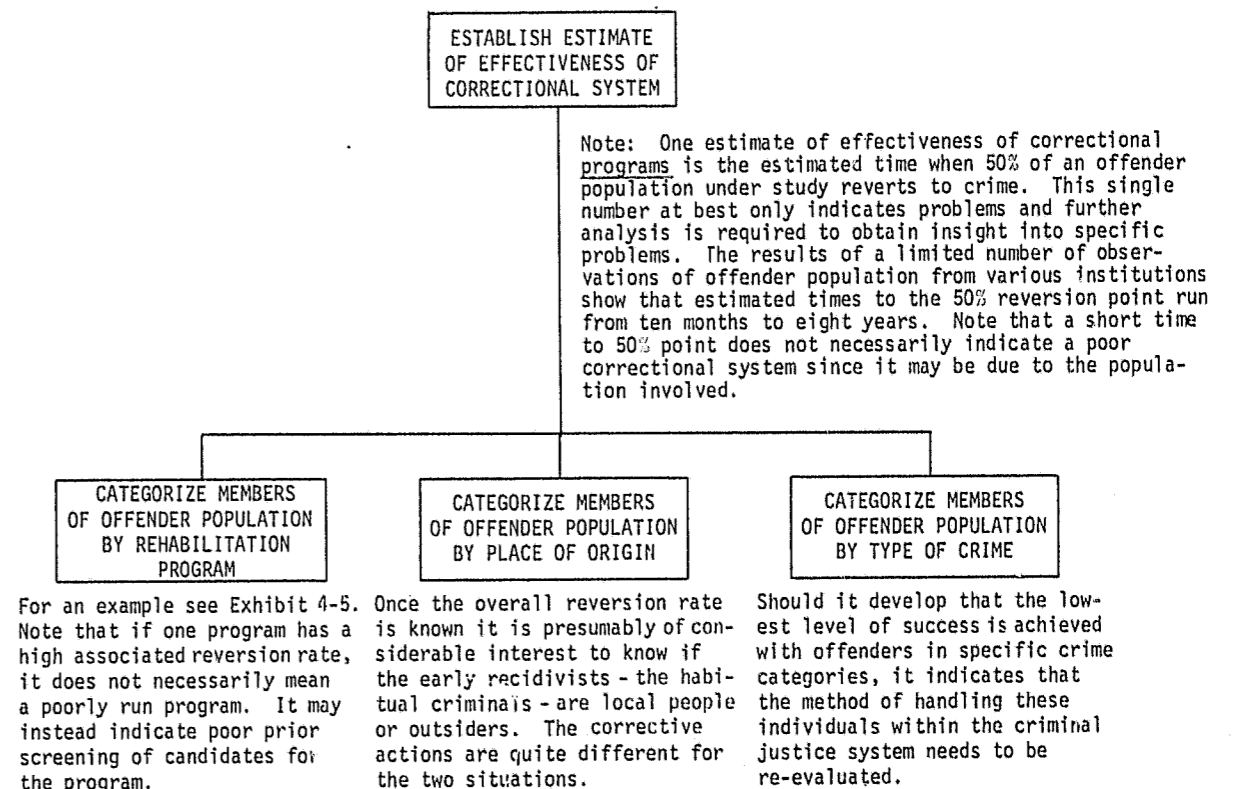


Exhibit 3-5(C)

COMPARISON OF REVERSION RATES FOR DIFFERENT PROGRAMS

Exhibit 3-5

The point is that the estimate of the recidivism rate can be used not only as a before-and-after measure of the overall effectiveness of a correctional system but as a detailed measure of specific strengths and weaknesses of the systems. Exhibit 3-6 suggests a number of alternate approaches to the analysis of such results.



The above diagram indicates a "recidivism-specific" approach to improved corrections similar to the crime specific approach described in Part 1. An initial period of data gathering and analysis will help local coalitions develop confidence in their own insight into the characteristics of the local community offender population.

APPROACH TO ANALYSIS OF THE REVERSION RATE DATA

Exhibit 3-6

Crime data is known to be imperfect and approximate. The same is true of recidivism data. Individuals in the cohort of interest will revert to crime and not be detected. Others will be arrested in other jurisdictions and the incident not disclosed during the observation period. It is therefore advisable to check routinely with appropriate adjacent jurisdictions as well as with state and federal record centers. Further, the statistical base should be sufficiently large and the time of observation sufficiently long to provide reasonable and useful approximations.

## PART 4

# EVALUATION FOR ACTIVITIES CONCERNED WITH JUVENILES IN THE JUSTICE SYSTEM

### General

The program area of Juveniles in the Justice System is not limited to juvenile delinquents who commit the same crimes as adults but also covers juveniles involved with the criminal justice system. This includes the status offenders and abused and neglected children.

There are two useful documents available through the GFWC Public Affairs Department. They are the "Guidelines to Involvement in Justice for Juveniles" and "Justice for Juveniles Community Scorecard." Their use enables one to follow step-by-step procedures to:

- . Become familiar with the existing system serving youth in trouble in one's own community - the familiarity includes a rating of the merits and drawbacks of the existing system.
- . Develop a basis for identifying potential allies for possible coalitions for action.
- . Identify needs which can become the basis for useful projects.

### Example—Job Training for Dropouts

Exhibit 4-1 outlines a possible structure of a work-study program for school dropouts as a means of discouraging delinquency. Both the National Council on Crime and Delinquency and the GFWC/Justice for Juveniles "Community Scorecard" suggest the utility of such programs.

The assumptions listed in Exhibit 4-1 and the discussion show that the concept of job training for dropouts does not automatically yield the desired results. As indicated, the candidate population, since it rejected schooling once, may well reject it again. Hence, careful thought on the combination of requirements and incentives is required. Further, local economic conditions may be such that training will not enhance the probability of employment. Finally, unless the matching of the individual to the job opportunity is carefully planned, failure at a job may serve to embitter the youth and increase the youth's potential for crime.

These considerations are not meant to disparage what is a project of basic merit. They emphasize that "people changing" projects can contain unexpected pitfalls which are realized only after developing detailed statements of objectives and assumptions.

The evaluation of the success of the described project is accomplished simply through counting the number of youths for whom the project provides the defined training. The value of the project itself depends upon the validity of the three assumptions. The first assumption is readily validated by the response of the youth population. Similarly, insight into the validity of the second assumption is gained through the record of success of the trained youths in obtaining employment.

Objective: To provide training programs and/or work-study programs for school dropouts who have been apprehended for minor offenses.

Target Population: Youths 16 to 18 years of age who have dropped out of school and have been apprehended for minor offenses and who, except for the arrest, are not otherwise ineligible for useful employment.

Assumptions:

1. Youths in the target population will respond to the opportunity to become involved in training or work/study activities.
2. As a result of involvement in these activities, the probability of the youths gaining useful employment will be enhanced.
3. As a result of the useful employment, the probability of the youths reverting to acts of delinquency will be diminished.

Action Plan: Schedule of activities to set up training program and/or work-study program.

Outcome Measures: The number of youths in the population of interest who enroll in and complete the training or work/study courses; the number who obtain work.

Note the important effect that assumptions have upon the detailed way in which the Action Plan is developed. If it cannot be assumed that the youth population of interest will respond to the opportunity, then either a requirement or an incentive for doing so must be built into the Action Plan. Second, if it can not be assumed that these youths will, after training, be able to find employment, considerable emphasis must be placed on locating jobs. Finally, the assumption of reduced delinquency through useful employment is reasonable but not a surety. If, for example, candidates for available jobs are poorly selected and develop records of employment instability, the project will be adversely affected and individuals may be embittered by their experiences. See discussion in text.

STRUCTURE OF TRAINING PROGRAMS FOR DELINQUENT HIGH SCHOOL DROPOUTS  
Exhibit 4-1

The third assumption relating stable employment to reduced acts of delinquency is difficult to validate. In a project of this nature in a small community, the action group involved may accept this as a reasonable assumption. In a large community, in which a coalition of citizens' groups is involved in a number of projects in this program area, an evaluation group may find it useful to obtain a measure of recidivism. In such a case, the techniques described in Part 4 for developing approximate estimates of recidivism rates may be applied to the juvenile populations of interest.

Because in Exhibit 4-1, the target population is limited to juveniles who have had contact with the criminal justice system, the rate of recidivism is an appropriate measure for the overall program goal. If the target population were expanded to include all juvenile school dropouts in the 16-18 age group, the project would fall in the area of Juvenile Crime Prevention and Reduction. The appropriate program measure in this case would be based on the juvenile crime rate.

## How You Can Specify a Target Population

Exhibit 4-2 outlines the structure of a project leading to a Youth Service System. The Juvenile Justice and Delinquency Prevention Act of 1974 (PL93-415) directs that juvenile status offenders be placed in shelter facilities rather than in juvenile detention or correctional facilities. The GFWC's Justice for Juveniles campaign aims toward a similar goal in urging the "establishment of Youth Service Systems" to divert youths from tangling with the law by providing community programs to meet their needs and problems. The federation also suggests a "Day in Court" project as part of the Justice for Juveniles activity.

Objective: To schedule and carry out routine visits of observation to the juvenile court by citizen participants and to supplement these visits with informative lectures by appropriate knowledgeable individuals in the area of juvenile justice.

Target Population: Citizen participants in a coalition of local service clubs, church groups, and civic organizations interested in an improved juvenile justice system.

Assumptions:

1. The court visits and lectures will make the citizen participants knowledgeable about the local juvenile justice system.
2. On the basis of this knowledge, the local coalition will be able to structure a project to implement a Youth Service System.
3. The Youth Service System, when implemented, will contribute to reducing juvenile crime or juvenile recidivism.
4. If the local coalition determines to not carry through a Youth Service System project, it will be because a superior alternative project becomes evident which will more effectively reduce juvenile delinquency.

Action Plan

Output Measures: The number of court visits and lectures scheduled and attended.

The value of the project described above depends on the validity of the assumptions; therefore, it must be followed by other action projects if it is to have value in terms of crime reduction. In this respect, the project is similar to the "Officer Friendly" Project in Exhibit 2-1.

STRUCTURE OF THE "DAY IN JUVENILE COURT" PROJECT  
Exhibit 4-2

Establishing a Youth Service System may be a comprehensive enough program to require a number of separate but coordinated projects. Thus, it is similar to the establishment of projects for diversion from the adult criminal justice system discussed in Part 3. The total of all the individual juvenile diversion projects comprises a program to improve the juvenile justice system. If appropriate skills are available in the coalition, the program should measure reduced recidivism of delinquents or, depending on the specific projects, reduced recurrence of behavior incidents by status offenders.



PART 5

EVALUATION FOR COURT-RELATED ACTIVITIES



The Courts as the Criminal Justice System Manager

The courts are the central element of the criminal justice system. They are responsible for the fair and efficient administration of justice. The courts manage the system by overseeing the prosecution and defense, and by ensuring that the rights of all parties are protected. The courts also play a role in the rehabilitation of offenders and the prevention of crime.

Court Related Projects

Court related projects are initiatives that aim to improve the efficiency and effectiveness of the courts. These projects can include the implementation of new technologies, the development of new procedures, and the training of court staff. The goal of these projects is to reduce the backlog of cases, improve the quality of the judiciary, and enhance the public's confidence in the courts.



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There are substantial resources that can be used to structure well-balanced objectives for any criminal justice project. These are the compilations of standards and goals that have been formulated through the federal LEAA, the state planning agencies, and such private professional organizations as the American Bar Association and the American Correctional Association. The General Federation of Women's Clubs, through its resolutions, also identifies areas of critical need. These resources are particularly useful in structuring court-related activities because of the importance of establishing objectives which contribute positively to crime reduction without infringing upon the broader responsibilities of the courts.

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**GENERAL FEDERATION OF WOMEN'S CLUBS/HANDS UP Program**  
1728 N St., N.W. / Washington, D.C. 20036 / Telephone: (202) 347-6450

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