

M72-167
Rev. 1

INVESTIGATION OF CRIME

CRIME





M72-167

Rev. 1

NATIONAL IMPACT PROGRAM EVALUATION

THE HIGH IMPACT ANTI-CRIME PROGRAM

An Orientation Briefing

by

D-36 IMPACT EVALUATION STAFF

The MITRE Corporation

NOVEMBER 1972

U. S. DEPARTMENT OF JUSTICE

Law Enforcement Assistance Administration

National Institute of Law Enforcement and Criminal Justice

FOREWORD

The material contained in this paper represents the charts and descriptive matter of an orientation briefing prepared by MITRE personnel for the National Institute of Law Enforcement and Criminal Justice. The briefing describes the roles and responsibilities of the organizations directly involved in the National High Impact Anti-Crime Program. Throughout the briefing, emphasis is placed on evaluation.

The briefing has been presented to various organizations within the Law Enforcement Assistance Administration, viz., Office of Inspection and Review, Office of Criminal Justice Assistance, and the National Institute. It was also presented to each of the eight Impact Cities, at which were present: the Crime Analysis Team Director and members of his staff; one or more representatives of the Criminal Justice State Planning Agency; the Impact Coordinator of the LEAA Regional Office; and others.

The briefing is so structured that it can be presented to a variety of audiences. Depending on the background and interests of the audience, different aspects are highlighted. Similarly, depending on audience, examples are woven throughout the presentation. For clarity and conciseness, these examples have been omitted in this paper.



NATIONAL
IMPACT PROGRAM

BRIEFING



THE HIGH IMPACT ANTI-CRIME PROGRAM

ORIENTATION BRIEFING

AGENDA

The agenda for this briefing consists of:

Background which presents a descriptive definition of the National Impact Program.

Organization which presents the major functional units within LEAA, and the other groups directly involved in the National Impact Program.

Evaluation Program which presents the objectives and levels of evaluation, and describes the roles and responsibilities of the organizational units for the planning and implementation of the evaluation process.

National Institute/MITRE Tasks which presents a broad overview of the activities the National Institute and MITRE will perform in carrying out the National Impact Program Evaluation.

Summary which is a succinct restatement of the definition of the National Impact Program.



- BACKGROUND
- ORGANIZATION
- EVALUATION PROGRAM
- NATIONAL INSTITUTE / MITRE TASKS
- CURRENT STATUS
- SUMMARY

BACKGROUND

The National High Impact Anti-Crime Program, referred to as the National Impact Program, was announced publicly by Vice President Agnew early in 1972. The principal thrust of the program is that it is a Comprehensive Action program, not a study program. As a Comprehensive Action program, it consists of Plans, Implementation, and Evaluation, with equal emphasis on all three elements. Funds will not be disbursed to the operating agencies until substantive plans have been produced which include not only the planning of the activities to be implemented, but the specifics of implementation, and details regarding procedures for and techniques of the evaluation process.

The National Impact Program activities will, on the local level, consist of Projects and Programs, a Project being the lowest level of activity which can be evaluated relative to its objectives as a single entity, a Program being a single project or collection of projects having a single Program goal. Projects and programs may be organized in functional areas, such as police, courts, etc.; or they may be organized relative to their specific objectives, such as drug prevention or juvenile diversion, etc., particularly so when Projects or Programs cross more than one functional area. The setting of goals and objectives, and the selection of Projects and Programs, is a crucial element, requiring special attention to the analysis of local crime data.

The National Impact Goal is for a Rapid Reduction, that is, a 5% reduction in two years and 20% in five years, of Specific Crimes, namely stranger-to-stranger street crimes and burglary.

For this program, eight Target Cities were selected as the Impact Cities: Atlanta; Baltimore; Cleveland; Dallas; Denver; Newark; Portland, Oregon; and St. Louis. Each of these cities has a population between 250,000 and one million, and lies in a different LEAA geographical region.

The administration of the local Projects and Programs is under the cognizance of the LEAA Regional Offices, thus following the President's guidelines for decentralization. For three of the cities, viz., Atlanta, Dallas, and Denver, the Regional Office is located within the Impact City. The other five Impact City-Regional Office locations are as follows: Baltimore-Philadelphia; Cleveland-Chicago; Newark-New York; Portland-Seattle; and St. Louis-Kansas City.

The primary source for funding is LEAA, but Other Federal Funds can be requested by the cities from agencies such as HUD, HEW, Department of Labor, and so forth.



NATIONAL
IMPACT PROGRAM

BACKGROUND



- COMPREHENSIVE ACTION
- PLANS, IMPLEMENTATION, EVALUATION
- PROJECTS, PROGRAMS
- RAPID REDUCTION
- SPECIFIC CRIMES
- TARGET CITIES
- LEAA REGIONAL OFFICES
- LEAA & OTHER FEDERAL FUNDS

ORGANIZATION-I

The Law Enforcement Assistance Administration, created by Congress in 1968, is a major government agency within the Department of Justice. Mr. Jerris Leonard is the Administrator of LEAA. In addition to five offices serving primarily staff functions, there are three operating units: the Office of Criminal Justice Assistance; the National Institute of Law Enforcement and Criminal Justice; and the Office of Operations Support.

The bulk of LEAA's financial assistance is for action awards to state and local level units of government and is distributed through ten Regional Offices under the control of the Office of Criminal Justice Assistance. These Regional Offices review and approve the annual State Planning Agency comprehensive plans for improvements in the State and local Criminal Justice Systems. The ROs monitor the action grants and negotiate audit findings. The ROs also provide technical assistance.

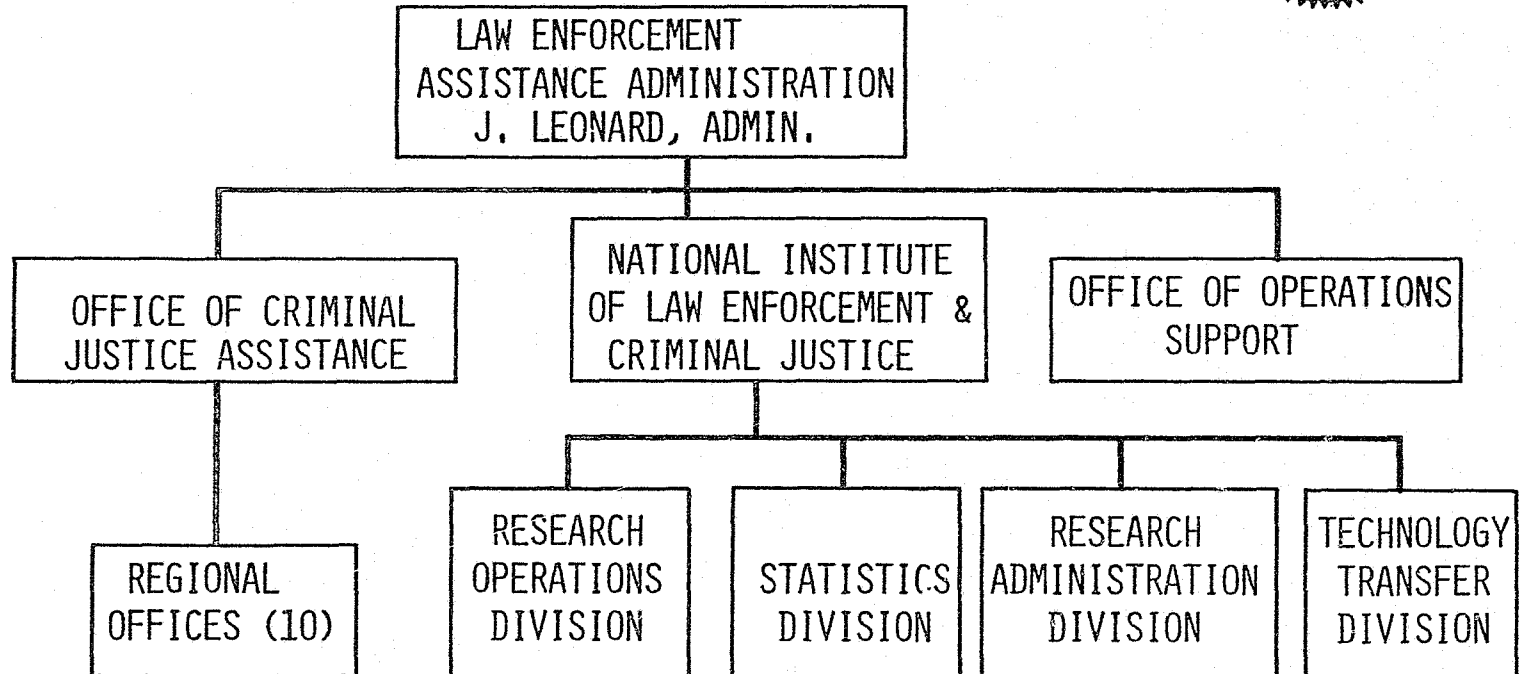
The National Institute consists of four operating units. The Research Operations Division conducts research in law enforcement and criminal justice, and provides technical assistance to other areas of LEAA.

The Statistics Division is responsible for the statistical analyses related to crimes and other criminal justice activities.

The Research Administration Division makes and oversees research grants and contracts to non-LEAA individuals and organizations.

The Technology Transfer Division is responsible for developing methods and programs for identifying and disseminating research findings and conclusions.

The Office of Operations Support has no direct role in the Impact Program.



ORGANIZATION-II

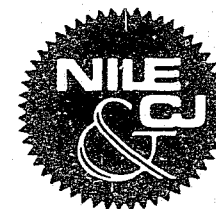
To implement the Impact Program, there have been established in LEAA four special organizational units.

The Decision Group is composed of three persons: two LEAA Assistant Administrators, the head of the Office of Criminal Justice Assistance and the head of the National Institute; and the Chairman of the Office of Inspection and Review. This group sets the policy for the Impact Program.

The National Impact Coordinator assists the head of the Office of Criminal Justice Assistance in implementing Impact Program policy, especially with regard to matters which directly affect attainment of the program goals. Because of the special nature of the Impact Program, the Coordinator also advises the Regional Offices on policy matters.

The Impact Evaluation Group is responsible for providing guidance to the Impact cities in preparing evaluation components as part of project and program grant applications, and for conducting the evaluation of the Impact Program on the National Level.

The Victimization Survey Group is charged with making an independent assessment of progress toward the program goals of 5% reduction in target crimes in two years and 20% reduction in five years.



LAW ENFORCEMENT
ASSISTANCE ADMINISTRATION
J. LEONARD, ADMIN.

DECISION
GROUP

OFFICE OF CRIMINAL
JUSTICE ASSISTANCE

NATIONAL INSTITUTE
OF LAW ENFORCEMENT &
CRIMINAL JUSTICE

OFFICE OF OPERATIONS
SUPPORT

NATIONAL
IMPACT
COORDINATOR

REGIONAL
OFFICES (10)

RESEARCH
OPERATIONS
DIVISION

STATISTICS
DIVISION

RESEARCH
ADMINISTRATION
DIVISION

TECHNOLOGY
TRANSFER
DIVISION

IMPACT
EVALUATION
GROUP

VICTIMIZATION
SURVEY
GROUP

ORGANIZATION-III

As required by the Federal Act which established LEAA, each participating State has formed a Criminal Justice State Planning Agency. Grants from Regional Offices are normally made to the State Planning Agencies which use these funds to implement State and local level programs in accordance with the goals and priorities of their approved comprehensive annual action plans.

For purposes of the Impact Program, each participating city has established a Crime Analysis Team funded by the National Institute. Each Crime Analysis Team prepares its comprehensive plan for implementation of its Impact Program for attainment of the National Program Goals. They must provide for comprehensive evaluation components in the grant application(s) prepared by local criminal justice agencies.

Local City Agencies, and in some cases, State and county agencies performing services in and for the Impact cities, plus community groups, are eligible to prepare grant applications for projects and programs within the context of the Impact Program. Each approved project and program is conducted by the local agency and is monitored and evaluated by the Crime Analysis Team. LEAA regional offices approve action programs/projects submitted under the procedures outlined in the approved Impact Plan.

The MITRE Corporation/Washington Operations has been asked to assist the Impact Evaluation Group in carrying out its functions with respect to evaluation planning guidance and National level evaluations.



LAW ENFORCEMENT
ASSISTANCE ADMINISTRATION
J. LEONARD, ADMIN.

DECISION
GROUP

OFFICE OF CRIMINAL
JUSTICE ASSISTANCE

NATIONAL INSTITUTE
OF LAW ENFORCEMENT &
CRIMINAL JUSTICE

OFFICE OF OPERATIONS
SUPPORT

NATIONAL
IMPACT
COORDINATOR

REGIONAL
OFFICES (10)

RESEARCH
OPERATIONS
DIVISION

STATISTICS
DIVISION

RESEARCH
ADMINISTRATION
DIVISION

TECHNOLOGY
TRANSFER
DIVISION

STATE
PLANNING
AGENCIES

CRIME
ANALYSIS TEAMS

LOCAL CITY AGENCIES

IMPACT
EVALUATION
GROUP

MITRE

VICTIMIZATION
SURVEY
GROUP

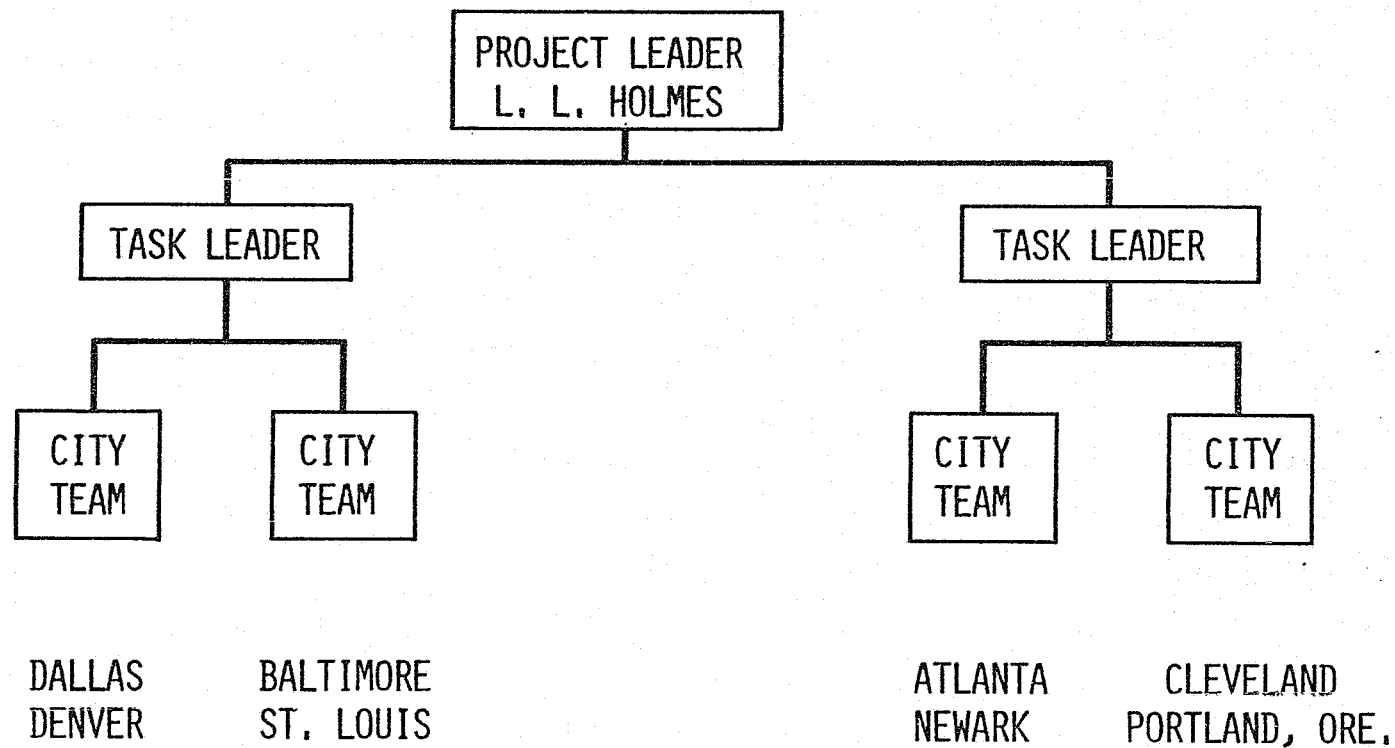
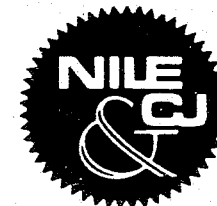
CENSUS BUREAU

MITRE PROJECT ORGANIZATION

MITRE has established a special Project Organization to perform its tasks in support of the Impact Evaluation Group. The MITRE Project Leader is Lawrence L. Holmes, who has two Task Leaders reporting directly to him.

Each Task Leader, in addition to the other tasks assigned to him by Mr. Holmes, has the responsibility for maintaining an up-to-date status of the projects and programs of the four Impact Cities under his jurisdiction.

The Task Leaders are supported by several other professionals on the MITRE project team. Individual tasks are assigned to team members primarily on the basis of training and experience.



IMPACT PROGRAM ELEMENTS

The elements of the Impact Program are Plans, Implementation, and Evaluation. Plans and Implementation will not be discussed as part of this briefing.

The rest of the presentation is devoted to evaluation which is the key interest of the National Institute/MITRE at this time.



NATIONAL
IMPACT PROGRAM

IMPACT PROGRAM ELEMENTS

● PLANS

● IMPLEMENTATION

● EVALUATION



EVALUATION OBJECTIVES

The objectives of the evaluation program are to:

- Identify the degree of success of each project or program;
- Identify innovative projects or programs;
- Determine transferability of successful projects and programs;
- Measure the degree of achievement of the National Impact Goal
(5% reduction of the target crimes in two years, 20% in five years).

These objectives give rise to four levels of evaluation:

- City Project and Program Evaluations
- National Institute and MITRE Program Evaluations
- National Institute and MITRE Comparative Evaluation
- National Impact Evaluation

The next four charts examine the roles and responsibilities of the organizations involved for each level of evaluation.



IDENTIFY:

- DEGREE OF SUCCESS OF PROJECTS & PROGRAMS
- INNOVATIVE PROJECTS & PROGRAMS
- TRANSFERABLE PROJECTS & PROGRAMS
- DEGREE OF ACHIEVEMENT TOWARD IMPACT GOALS

CITY PROJECT/PROGRAM EVALUATION

Each Crime Analysis Team has the primary responsibility for its City Project/Program Evaluations. This responsibility consists of establishing the project/program objectives, planning the evaluation, establishing the data requirements, collecting the data, analyzing the data, and evaluating the projects and programs.

The nature and amount of support the CAT will receive from the RO and SPA, both of which have a supporting responsibility, will vary for each Impact city, since the general relationship between RO, SPA, and city varies.

The support from the National Institute/MITRE will be primarily in the area of evaluation planning. The cities' evaluation results and data are crucial to the success of the National Level Evaluation. Assistance has been provided, in part, by sending each CAT and corresponding RO and SPA example evaluation components which can be used as models.



NATIONAL
IMPACT PROGRAM

CITY
PROJECT/PROGRAM EVALUATION



- ESTABLISH PROJECT / PROGRAM EVALUATION OBJECTIVES
- PLAN EVALUATION & ESTABLISH DATA REQUIREMENTS
- COLLECT EVALUATION DATA
- ANALYZE DATA & EVALUATE PROJECT / PROGRAMS

CRIME ANALYSIS TEAM
REGIONAL OFFICE/STATE PLANNING AGENCY
NATIONAL INSTITUTE/MITRE

NATIONAL INSTITUTE/MITRE PROGRAM EVALUATION

The National Institute and MITRE will perform several Program Evaluations in addition to those being performed by the Crime Analysis Teams. These evaluations will be done to help quickly identify innovative programs, successful programs for transfer, and to select candidates for the comparative evaluation.

Except for data collected by the Crime Analysis Teams in conjunction with their respective evaluations, the National Institute and MITRE will have the responsibility for all other functions relative to these selected Program Evaluations. This responsibility covers establishing objectives, planning the evaluations, establishing the data requirements, analyzing the data and evaluating these programs.

Support will be given by the Regional Office, the State Planning Agency, and the Crime Analysis Team, where appropriate.



- ESTABLISH PROGRAM EVALUATION OBJECTIVES
- PLAN EVALUATION & ESTABLISH DATA REQUIREMENTS
- ANALYZE DATA & EVALUATE PROGRAMS

NATIONAL INSTITUTE/MITRE
REGIONAL OFFICE/STATE PLANNING AGENCY
CRIME ANALYSIS TEAM

- COLLECT EVALUATION DATA

CRIME ANALYSIS TEAM
NATIONAL INSTITUTE/MITRE
REGIONAL OFFICE/STATE PLANNING AGENCY

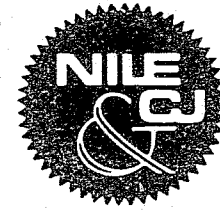
COMPARATIVE EVALUATION

The National Institute and MITRE have the primary responsibility for the Comparative Evaluation. They will establish criteria for selecting the projects and programs to be evaluated.

Evaluation planning and determination of data requirements will be accomplished by the National Institute/MITRE team.

Much of the data which the Crime Analysis Teams will collect for their evaluations will be useful for the Comparative Evaluations, but there may be additional information needed. This supplemental information will be collected by the Crime Analysis Teams and by the National Institute/MITRE, where appropriate.

Analysis of these data for the Comparative Evaluations will be performed by the National Institute and MITRE.



- SELECT PROJECTS & PROGRAMS FOR COMPARATIVE EVALUATION
- PLAN EVALUATION & ESTABLISH DATA REQUIREMENTS

NATIONAL INSTITUTE/MITRE
CRIME ANALYSIS TEAM
REGIONAL OFFICE/STATE PLANNING AGENCY

- COLLECT SUPPLEMENTAL DATA
CRIME ANALYSIS TEAM/NATIONAL INSTITUTE/MITRE
REGIONAL OFFICE/STATE PLANNING AGENCY
- ANALYZE DATA & PERFORM COMPARATIVE EVALUATIONS
NATIONAL INSTITUTE/MITRE

NATIONAL IMPACT EVALUATION

The National Institute, with the assistance of the Bureau of the Census, will measure the degree of success achieved by the Impact Program.

The National Impact Program goals have been set by LEAA. A 5% reduction in target crimes is expected within two years, and a corresponding reduction of 20% in five years.

Planning for this evaluation has been done by the National Institute with the Bureau of the Census.

A Victimization Survey, designed to obtain crime data, is being conducted at the present time (late Summer 1972), and will be repeated in early 1975 and in early 1977. It is anticipated that the survey will generate more valid statistics than obtained from existing procedures for reporting crimes.

The National Institute, with the Bureau of the Census, will analyze the Victimization Survey data to determine the degree to which the Impact Program has achieved the National Impact Goals.



NATIONAL
IMPACT PROGRAM

NATIONAL IMPACT EVALUATION



- ESTABLISH NATIONAL IMPACT EVALUATION GOALS
LEAA
- PLAN NATIONAL EVALUATION & ESTABLISH DATA REQUIREMENTS
NATIONAL INSTITUTE / CENSUS BUREAU
- COLLECT VICTIMIZATION DATA (1972, 1975, 1977)
NATIONAL INSTITUTE / CENSUS BUREAU
- ANALYZE DATA & PERFORM NATIONAL EVALUATIONS
NATIONAL INSTITUTE / CENSUS BUREAU

EVALUATION ROLES

This chart presents a summary of the information presented in the last four charts. For each level of evaluation, the roles of each of the involved organizations are shown.

For instance, in the Comparative Evaluation, the evaluation planning and establishing of data requirements is the primary responsibility of the National Institute and MITRE, with support from the CAT, the RO, and the SPA. The data collection, on the other hand, is primarily the responsibility of the CAT, with support from the RO and SPA, and from the National Institute and MITRE.



NATIONAL IMPACT PROGRAM

EVALUATION ROLES



	CITY PRJ/PRO.	NI/MITRE PROGRAMS	COMPARATIVE	NATIONAL IMPACT
ESTABLISH EVALUATION OBJECTIVES	CAT RO/SPA NI/MITRE	NI/MITRE RO/SPA CAT	—	LEAA
SELECT PROJECTS & PROGRAMS	—	—	NI/MITRE CAT RO/SPA	—
PLAN EVALUATION & ESTABLISH DATA REQUIREMENTS	CAT RO/SPA NI/MITRE	NI/MITRE RO/SPA CAT	NI/MITRE CAT RO/SPA	NI/CENSUS
COLLECT DATA	CAT RO/SPA NI/MITRE	CAT RO/SPA NI/MITRE	CAT RO/SPA NI/MITRE	NI/CENSUS
ANALYZE & EVALUATE	CAT RO/SPA NI/MITRE	NI/MITRE RO/SPA CAT	NI/MITRE	NI/CENSUS

EXAMPLE

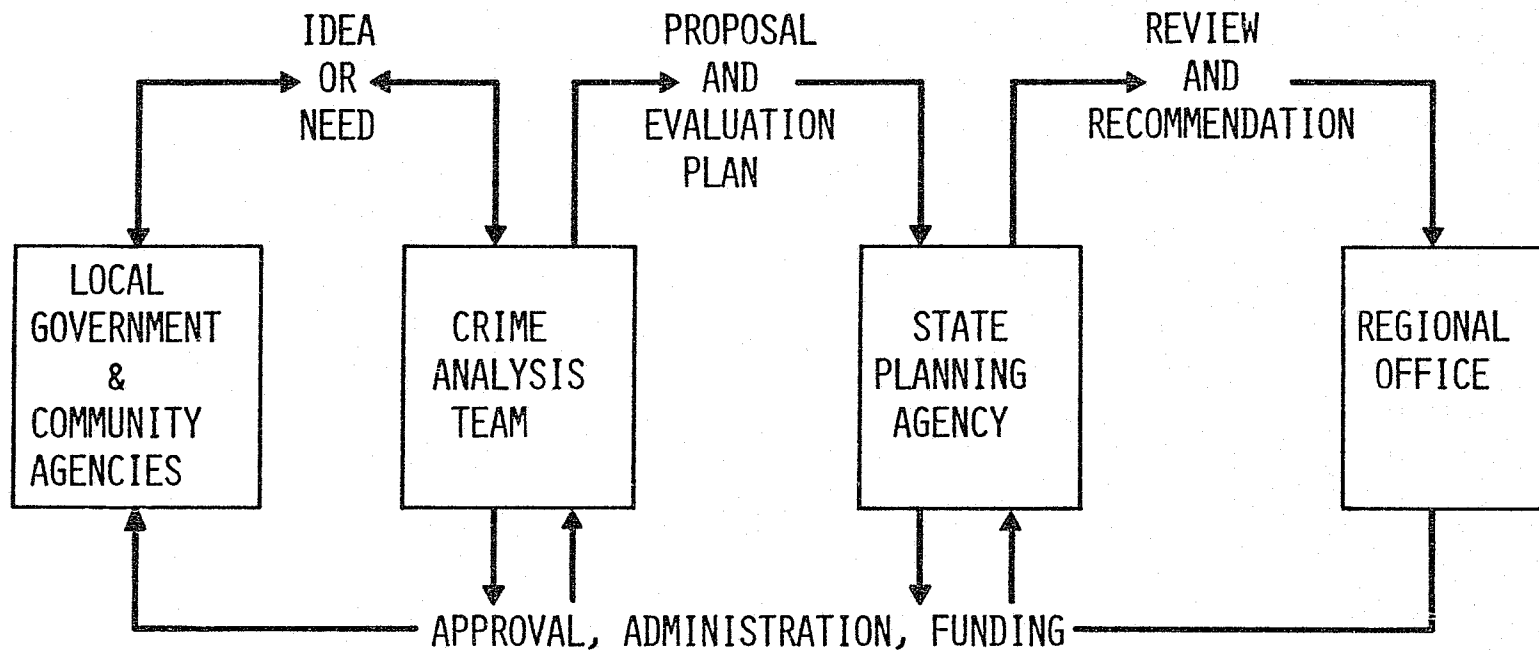
The process for project/program implementation from concept to fruition may be viewed as follows:

The Crime Analysis Team will do crime specific planning for the selection of projects and programs they feel will contribute toward the National Impact Program Goals. This planning will be based on existing local crime data and on the Questionnaire provided to the CAT by the National Institute. Upon completion of the crime specific planning, ideas or needs will be shared between the CAT and the Local Government and Community Agencies for possible implementation.

The Local Operating Agencies working with the Crime Analysis Team will prepare the Grant Application, insuring inclusion of all elements for planning, implementation and evaluation.

The Grant Application (Proposal and Evaluation Plan) will be forwarded for approval. The application may be sent to the State Planning Agency for review and recommendation, or the application may go directly to the Regional Office.

The funds may be disbursed via the SPA, and/or the CAT, or directly to the Local Operating Agency for implementing the various projects and programs.



NATIONAL INSTITUTE/MITRE TASKS

The MITRE Corporation/Washington Operations' role is to support the National Institute in the planning and execution of the National Level Evaluation. A major portion of the MITRE resources will be allocated to planning for and analysis of the National Level Evaluation, and supporting the National Impact Program Management. The remainder of the MITRE effort is aimed at providing support to the Impact Cities in their efforts to develop good evaluation procedures. The success of the Impact Cities in planning for their evaluations is critical to the fulfillment of the National Level Evaluation.

MITRE prepares the detailed plans and procedures for conducting National Level Evaluations. Guideline documentation, including examples of evaluation components, are prepared and distributed to the Crime Analysis Teams, the State Planning Agencies and to the Regional Offices.

With respect to the development of a data base, MITRE is determining the specific data requirements, the design of acquisition techniques, and the organization and implementation of the data base.

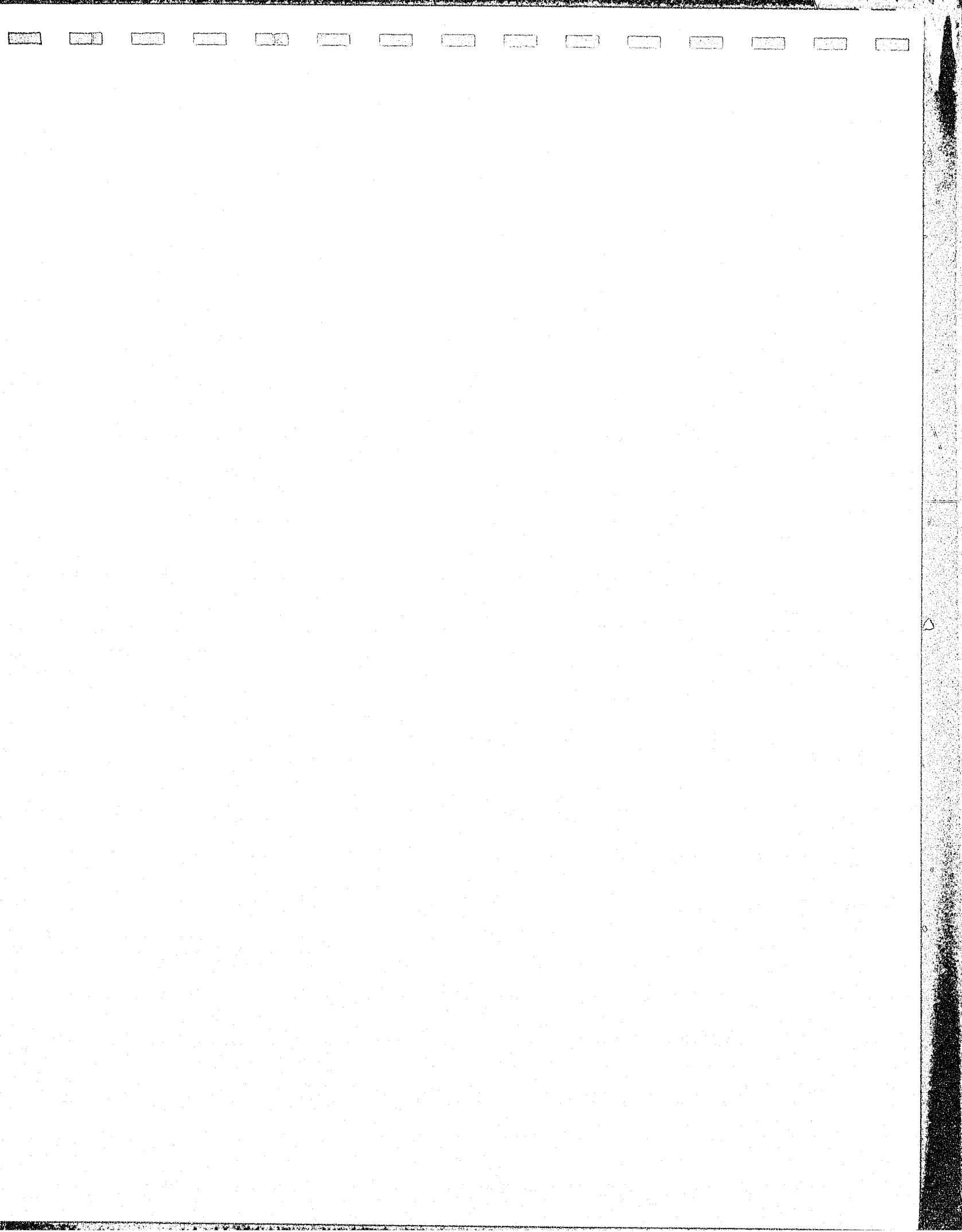
Analysis is to be performed to evaluate selected projects and programs; and comparative analyses will assess the relative progress and results of similar programs implemented in different Impact Cities.

The National Institute is provided with periodic summaries of progress on MITRE tasks, and with reports on technical information, significant events, observations and results. Regular reports are issued monthly and semi-annually. When necessary, special reports are issued. These special reports may be contributions to evaluation research, lessons learned (e.g., on data base development and evaluation planning), or selected topics on the operations of criminal justice agencies.

MITRE maintains a historical record of all significant events and documents pertinent to programs selected for the National Impact Program Evaluation.



- EVALUATION PLANNING
PLANS & PROCEDURES
- DATA BASE DEVELOPMENT
DATA REQUIREMENTS
ACQUISITION & STORAGE TECHNIQUES
- ANALYSIS
PROGRAM EVALUATIONS
COMPARATIVE EVALUATIONS
- REPORTING
ROUTINE & SPECIAL DOCUMENTATION
- PROGRAM HISTORY
EVENTS & DOCUMENTATION





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