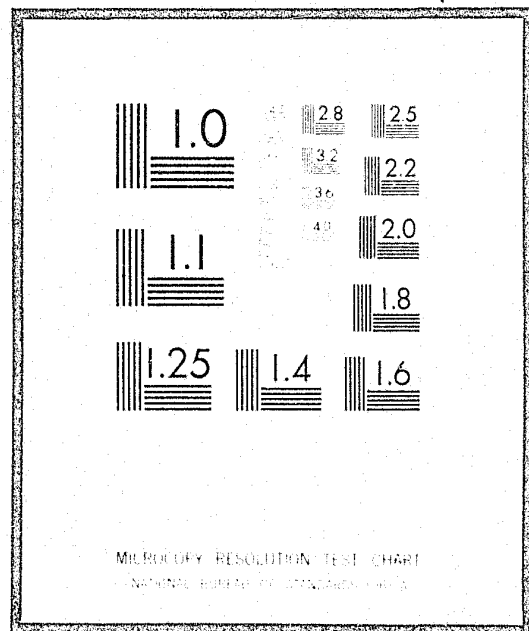# NCJRS

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NATIONAL WOMEN'S CRUSADE AGAINST CRIME

FINAL EVALUATION REPORT

October, 1976

(75TA-07-0001)

by

Allen D. Gill
Nelson B. Heller

HD367
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# I. Introduction

This report is the last of four reports provided as part of the evaluation of the National Women's Crusade Against Crime (LEAA grant number 75-TA-07-0001). The evaluation was conducted by The Institute for Public Program Analysis under contract with the St. Louis Women's Crusade Against Crime (contract dated September 15, 1975 as amended).

The first objective of the evaluation was to monitor and assess the project's attainment of its stated objectives, which are:

1. Prepare a prescriptive package on establishing a Women's Crusade Against Crime (WCAC).

2. Provide technical assistance in establishing or expanding local WCAC organizations to three or more urban communities in other states, to three or more Missouri communities outside the St. Louis area, and to other urban communities within the St. Louis area.

3. Make available to these communities the programs and experience of the St. Louis WCAC.*

The second objective of the evaluation is to assess the validity of assumptions upon which the project is based. These appear to be the following:

Assumption 1. The knowledge and skills of the St. Louis WCAC are transferable to other urban areas.

Assumption 2. It is possible to replicate the success of the St. Louis WCAC in other urban areas.

Assumption 3. There is a perceived need and desire in

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*This statement of project objectives incorporates changes made in the grant revision approved on April 21, 1976.

other cities for information about organizing and operating citizen groups such as WCAC.

The third objective of the evaluation is to provide written interim and final reports on the evaluation findings. Three interim evaluation reports were submitted on the following dates: December 1, 1975 (31 pages); March 1, 1976 (21 pages); and August 13, 1976 (14 pages).

This document is the final evaluation report. It discusses the past two and one half months' findings regarding project objectives and assumptions and summarizes the findings of the entire study. Section two of this report summarizes the evaluation activities carried out during the final months of the study; included are discussions of the "Crusade in Action" questionnaire, the telephone survey of national crusade target cities, and the National Crusade Roundup. Section three reviews the final months' findings regarding project attainment of stated objectives, and section four discusses the final months' findings regarding verification of project assumptions. Section five presents a brief summary of the findings of the entire study, based upon information contained in this report and the three interim reports.

The appendices to this report contain the following: a copy of the "Crusade in Action" mail survey questionnaire with response totals and cover letter; a copy of the National Crusade Telephone Survey questionnaire with response totals; a copy of the program for the National Crusade Roundup and a list of Roundup participants; and a copy of the draft outline of "Evaluation Guidelines for Anti-Crime Crusades," which was developed for the project by the evaluation team.

The evaluation team carried out the following evaluation activities during the past two and one half months:

1. Met with project staff on several occasions to review project progress and planned evaluation activities.

2. Prepared and mailed a written questionnaire to 200 WCAC contacts, and tabulated the responses on the returned questionnaires.

3. Conducted a telephone survey of National Crusade cities to get updated information on the progress of these crusades and to get the local leaders' assessment of the National Crusade and the future of their own crusades.

4. Attended the National Crusade Roundup, interviewing numerous participants.

5. Reviewed project materials, including reports to LEAA, progress reports on pilot and satellite crusades, and the crusade "scoreboards" developed to show the progress made by the various crusades.

6. Assisted in drafting an outline of instructional material on evaluation for use by local crusades in evaluating local crusades and crusade-sponsored projects.

A.  "Crusade in Action" Questionnaire.  The booklet "A Crusade in Action - Guides to Forming a Crusade Against Crime" has been distributed to persons throughout the country by the project.  In order to assess the reactions to the booklet, a questionnaire was constructed and mailed to a random sample of 200 persons listed on the "out of state" mailing list of the Women's Crusade Against Crime.  This list contains the names and addresses of 523 people who have expressed an interest in the WCAC, and shortly after the booklet was printed, a copy of it was sent to everyone on this list.

Some of the names on the list had been added since the booklet was mailed, and it was not possible to reconstruct the original list used when the booklets were mailed.  Consequently, a space was provided in which respondents could indicate that no booklet had been received.  A booklet and a fresh questionnaire were sent to those persons so indicating.  These "second" questionnaires were marked and tabulated separately when returned.

Five weeks after the questionnaires had been mailed, a total of 33 had been returned.  Tables 1 and 2 summarize who these respondents were and what they had done with the booklet.  Twenty-one respondents indicated that they had not received a copy of the booklet.  There are several possible explanations for this:

o  as noted above, some names were added to the "out of state" list after booklets had been mailed;

o  booklets were somehow lost in the mail or intercepted by other persons in the respondents agencies or

o  the respondents did receive booklets, but paid no attention to them or simply forgot having received them.

Which of these possibilities account for the high number of negative

## Table 1

EXTENT OF RESPONDENTS' PRIMARY INVOLVEMENT
IN THE CRIMINAL JUSTICE SYSTEM

| Types of Involvement in the Criminal Justice System | Number of Respondents |
|---|---|
| Employed in a criminal justice agency | 17 |
| Volunteer in a criminal justice agency | 0 |
| Member or volunteer in a citizens' organization which is active in issues related to crime and criminal justice | 11 |
| Member or volunteer in a citizens' organization which is not active in issues related to crime and criminal justice | 0 |
| Other (including no response) | 5 |
| TOTAL | 33 |

## Table 2

WHAT RESPONDENTS DID WITH THE BOOKLETS

| Type of Response | Number of Respondents |
|---|---|
| I have read it completely and use it as a constant reference | 2 |
| I have read it completely | 7 |
| I have read parts of it | 2 |
| I have glanced at it but have not read it | 1 |
| I did not receive a copy of the booklet | 21 |
| TOTAL: | 33 |

responses is not known.

Due to the large number of respondents who indicated that they had not received a copy of the booklet, only 12 of the 33 questionnaires returned were completed. In addition, five of the 21 respondents who had not received the booklet later completed and returned the duplicate questionnaires sent to them with a copy of the booklet. This brought the total number of completed questionnaires up to 17.

Those who read the booklet were apparently favorably impressed by it, as shown in Table 3. Tables 4 and 5 show that most of these same respondents shared the book with other people, giving it at least a limited recommendation. Equal proportions of those employed in the criminal justice system and those involved in citizens' organizations shared or recommended the booklet to others. Reasons given for not recommending the booklet or giving it only a limited recommendation are shown in Table 6.

Despite the generally favorable responses of those persons who completed the questionnaire, only 5 stated that they were actually trying to use the information contained in the booklet. All of these were members or volunteers in citizens' organizations. One of the respondents was using the information in forming a citizens' anti-crime organization, and the others were trying to apply the information to existing programs. It should be noted that contact people in the National Crusade target cities were not included in this survey.

A sample questionnaire showing tablulated responses is contained in the appendix to this report.

Table 3

REACTIONS TO "A CRUSADE IN ACTION"

| Response | Number of Respondents |
|---|---|
| It is right on target with many ideas that should be (or are being) used in my community. | 8 |
| It contains some interesting ideas that might be useful in my community. | 8 |
| It contains some interesting ideas, but I don't think they would work in my community. | 1 |
| It contains little or nothing that is needed or useful in my community. | 0 |
| TOTAL: | 17 |

## Table 4

PERSONS WITH WHOM RESPONDENTS HAD
SHARED "A CRUSADE IN ACTION"

| Types of Persons | Number of Respondents* |
|---|---|
| Fellow employees/volunteers | 12 |
| Friends and neighbors | 1 |
| Public officials | 4 |
| Civic leaders | 3 |
| Others: students; citizens interested in crime prevention | 3 |
| Book not shared with anyone | 5 |

*Based upon the responses of 17 respondents.

## Table 5

TYPES OF RECOMMENDATIONS GIVEN
TO "A CRUSADE IN ACTION"

| Type of Recommendation | Number of Respondents |
|---|---|
| I would give the booklet my unqualified recommendation | 8 |
| I would give the booklet a limited recommendation | 6 |
| I would not recommend the booklet at all | 1 |
| No response | 2 |
| TOTAL: | 17 |

## Table 6

### REASONS GIVEN FOR LIMITING RECOMMENDATIONS OF "A CRUSADE IN ACTION"

| Reason Given | Number of Respondents* |
|---|---|
| It's too general | 2 |
| It's too long | 1 |
| It's too short | 1 |
| Starting an anti-crime crusade is not something you can learn to do from books | 1 |
| What worked in St. Louis might not work in my community | 4 |
| Other: "Not familiar with booklet" | 2 |

*Based upon the responses of 7 respondents.

**B. Telephone Survey.** It was originally planned that a member of the evaluation team would attend major kick-off events in each Crusade target city. By August 1976, only one city had held such an event so there had been little or no direct contact between the evaluation team and crusade leaders in the target cities since the February In-House Session. Therefore, a telephone survey was implemented to gather evaluative information from key contact people in the National Crusade cities.

An attempt was also made to contact key people in other cities who had attended initial National Crusade events, but had not followed through with forming a crusade. Interviews were completed with people in seven cities:

Baltimore, Maryland
Columbus, Ohio
Kansas city, Missouri
Salt Lake City, Utah
San Antonio, Texas
Springfield, Missouri
Tampa, Florida

In addition, an attempt was made to contact people in Hartford (Connecticut), Morganton (South Carolina), and Savannah (Georgia), but these representatives could not be contacted within the time available.

One purpose for the telephone survey was to gather information on the progress made by the new crusades. This information is presented in the section of this report on attainment of project objectives. Other information requested related to the factors helping or hindering the crusades' progress, types of technical assistance received by the groups from the WCAC and other sources, and general comments about the National Crusade and the future of local citizens' anti-crime groups.

Respondents were asked what significant problems they had encountered in attempting to form a citizens' anti-crime organization.

The results are shown in Table 7. The lack of financial support relates to the need for an office, a telephone, and initial publicity to build the membership base of a new organization. The existence of other anti-crime groups and crime prevention programs was a matter of serious concern for several respondents, since these other efforts raised questions about the role and need for a citizens' crusade. The single respondent to mention no problems was only involved in the initial stages of group formation.

Persons interviewed were asked to describe the kinds of assistance provided to their organizations by the St. Louis WCAC, and their responses are listed in Table 8. Written materials (pamphlets, brochures, etc.) and "how-to" information were mentioned most frequently. Help in gaining the cooperation of local officials, local media, and other local citizens' organizations were citied as important factors in the progress of several groups. Two people specifically stated that the moral support and encouragement of the St. Louis WCAC helped motivate them to put their local plans into effect. The variety in the types of assistance cited indicates that the project has been quite flexible in attempting to meet the needs of the organizations being assisted. The organization receiving no assistance was one which sent representatives to the In-House Session but declined to participate further in the project.

Four respondents stated that their organizations had received assistance from sources other than the St. Louis WCAC. One group has been working closely with the Hands Up program of the General Federation of Women's Clubs and the Impact program of the Association of Junior Leagues. One organization was initiated with staff and financial assistance from a local junior league, and another group

Table 7

PROBLEMS ENCOUNTERED BY LOCAL
ANTI-CRIME ORGANIZATIONS

| Problem | Number of Respondents* |
|---|---|
| Lack of volunteer support or enthusiasm | 3 |
| Lack of financial support | 3 |
| Competition with existing programs and groups | 3 |
| Lack of local leadership | 1 |
| Lack of cooperation from local officials | 2 |
| Lack of on-going programs | 1 |
| Lack of central office | 1 |
| Lack of support from husbands | 1 |
| (No problems mentioned) | 1 |

*Based on the comments of seven respondents.

Table 8

TYPES OF ASSISTANCE CITED AS HAVING BEEN
PROVIDED BY THE ST. LOUIS WCAC

| Type of Assistance | Number of Respondents* |
|---|---|
| Written materials (pamphlets, etc.) | 6 |
| Instructions on forming a Crusade | 4 |
| Assistance in gaining the support of local officials | 3 |
| Moral support and encouragement | 2 |
| Orientation to the crminal justice system | 1 |
| Training for the organization's leaders | 1 |
| Assistance in recruiting volunteers | 1 |
| Assistance in holding public meetings | 1 |
| Assistance in gaining the cooperation of other local citizens' groups | 1 |
| Assistance in gaining media cooperation | 1 |
| Specific program information and ideas | 1 |
| No assistance provided | 1 |

*Based on the comments of seven respondents.

was formed with the help of a local chamber of commerce. One group had corresponded casually with the Indianapolis Women's Crusade Against Crime to get ideas on ways to survive without federal funding.

Two of the groups receiving assistance from sources other than the National Crusade stated that this outside assistance helped them achieve some of their objectives. The group working with the Hands Up and Impact programs mentioned them as helpful, but it was also stated that it was the assistance of the St. Louis WCAC that initiated the cooperation between these local groups. Another group stated that the financial and staff assistance from the local junior league had been essential to the group's successful formation.

When asked about local factors contributing to the success of local anti-crime organizations, respondents cited a variety of items, as shown in Table 9. Among the local officials whose cooperation was mentioned as particularly valuable, the police chief or director of public safety was mentioned most often.

Telephone survey respondents offered some interesting comments about the future of their anti-crime organizations. Frequently mentioned were the need to establish cooperative relationships with other programs and citizens' organizations and the necessity of building a broad base of volunteer support. Apparently many communities have several small crime prevention programs and citizen groups which have limited communication with each other. The process of building an active organizational membership is a constant concern for citizen groups.

Five respondents stated that their groups needed no further assistance from the St. Louis WCAC. This does not mean that these groups are viewed as totally successful. Two respondents emphasized

### Table 9

LOCAL FACTORS CITED AS CONTRIBUTING
TO ORGANIZATIONAL SUCCESS

| Factor | Number of Respondents* |
|---|---|
| Cooperation of local officials | 5 |
| Volunteer support and enthusiasm | 2 |
| Support of local civic leaders | 2 |
| Media coverage | 2 |
| Local leadership | 1 |
| None (no success achieved) | 1 |

*Based on the comments of seven respondents.

that all possible assistance had been provided and now the local people must follow through on their own. Two others felt that all necessary resources were available locally. One respondent had given up on the idea of forming a local crusade. All stated that contact would be maintained with the St. Louis WCAC for new materials and program ideas.

The two people requesting further assistance were fairly specific in their requests. One was interested in materials and training for court-watching and help in developing a membership letter for mass mailing. The other also needed help in recruiting volunteers.

An interesting comment came from a representative of one of the less successful crusades. The crusade had been started as a citizens' crusade - open to both men and women - and the respondent stated that if they were to begin all over again, they would have a women's crusade. The reason is that they have never been able to enlist the support of other neighborhood anti-crime groups, perhaps because the crusade was seen as a threat to the autonomy of funding of these other groups. The respondent's feeling was that a women's crusade would not be as much of a threat to other organizations.

A sample telephone survey form showing tabulated responses and comments can be found in the appendix to this report.

C. National Crusade Roundup. On October 4 through October 7, 1976, the project held a National Crusade Roundup in St. Louis to bring together delegates from the National Crusade cities. The purpose of the conference was to give the delegates an opportunity to share their experiences with each other and to learn more about the efforts of the St. Louis WCAC. In addition, nationally known experts addressed the group on different criminal justice issues, and several citizens' anti-crime groups not associated with the national crusade shared their experiences.

The presentations that were made by the various organizations were well received by the conference participants. Special attention was given to the methods by which the groups had been organized, the types of local issues being addressed, programs that have been implemented, and problems that have been encountered. A question and answer period followed each presentation. Also, a "hospitality room" was provided where delegates could meet informally, and two "continental breakfasts" were held at the WCAC office for further informal discussions. These informal gatherings provided an opportunity for delegates to pursue topics of particular interest in more detail than is possible in more formal sessions.

Between the national crusade groups and the other organizations, a variety of organizational styles and programs were represented. For example, one group was being organized out of a mayor's office, two other groups had been backed by local newspapers, and yet another had been built upon neighborhood block associations. This variety seems to underscore the comments of survey respondents who stressed the need for local creativity.

III. Project Progress Toward Stated Objectives

A. Objective 1: Prepare a prescriptive package on establishing a Womens' Crusade Against Crime. No new work has been done on the prescriptive package since the last interim evaluation report. This "how-to" information was essentially finalized several months ago. Work is continuing, however, on the development of material on fund-raising and evaluation. The evaluation team has been working with the project staff to outline information that could be included in a booklet on evaluation. Questionnaire respondents who had read the booklet "A Crusade in Action" gave it generally favorable ratings, indicating that a general overview of the St. Louis WCAC can be valuable to other groups.

B. Objectives 2 and 3: Provide technical assistance regarding WCAC programs to other urban communities. A summary of the technical assistance effort in the National Crusade target cities is shown in Table 10. The St. Louis area pilot crusades are not shown since they have been in daily contact with the St. Louis WCAC. Two additional cities were recently added to the list of national crusade cities. Morganton, North Carolina, has a Women's Crusade Against Crime which has been patterned after the St. Louis WCAC. The group's organizers obtained information on the St. Louis WCAC and proceeded to organize their own crusade; only when problems arose with their court-watching-program did they request personal assistance. A visit to Morganton (Burke Co.) by the St. Louis staff and participation by Morganton volunteers in the National Crusade Roundup now appears to have resolved the major problems confronting the group.

Table 10

SUMMARY OF TECHNICAL ASSISTANCE
EFFORTS IN NATIONAL CRUSADE
TARGET CITIES

| Target City | Number Attending National Town Meeting (October, 1975) | Number Attending In-House Session February, 1976 | Number Attending Crusade Roundup (October, 1976) | On Site Technical Assistance Number of Visits to Target City | Number of Staff/Volunteers Attending |
|---|---|---|---|---|---|
| Missouri: | | | | | |
| Kansas City | 4 | 0 | 4 | 0 | 0 |
| Springfield | 0 | 2 | 0 | 1 | 4 |
| National: | | | | | |
| Baltimore | 1 | 0 | 1 | | 2 |
| Columbus | 1 | 2 | 2 | 1 | 2 |
| Hartford | 0 | 2 | 1 | 1 | 3 |
| Salt Lake City | 1 | 4 | 0 | 2 | 2/2 |
| Morganton (Burke Co.) | 0 | 0 | 2 | 1 | 3 |
| Savannah | 1 | 0 | 1 | 1 | 2 |

Note: The St. Louis area pilot crusades are not shown since they have in effect received daily assistance. Additional data was to have been shown on telephone and written assistance, but such data were not available from project staff as perviously planned.

Savannah, Georgia, has had a Court Watchers organization for several years, and the group has requested help in expanding to include other criminal justice programs. A visit to Savannah by St. Louis staff and participation by a Savannah volunteer in the National Crusade Roundup appear to have helped the group begin planning for its expansion.

Figure 1 shows the progress made to date by the various crusades. As noted in a previous report, some groups have made steady progress (Springfield, Baltimore, and Salt Lake City), while others have had great difficulty moving beyond the formation of an initial core group (Columbus and Hartford). In the cases of Morganton and Savannah, the existence of a previously established organization has helped accelerate the groups' progress, although in Kansas City and Salt Lake City the existence of other crime prevention organizations has slowed crusade progress. The fact that some groups have been slow to organize has enabled the project to offer assistance to the two additional cities in recent months.

The National Crusade Roundup can be characterized as one form of technical assistance to the participating organizations. The participants seemed to feel that the informal exchange of information between the various groups was at least as valuable as the information presented by the St. Louis WCAC and the guest speakers. This information exchange also benefitted the participating organizations that have not been part of the national crusade. These organizations included the Citizens Local Alliance for a Safer Philadelphia (CLASP), the Chicago Coalition of Concerned Women in the War on Crime, the New Orleans Women Against Crime, the General Federation of Women's Clubs, and the Association of Junior Leagues.

## Figure 1 — NATIONAL CRUSADE SCOREBOARD

| Crusade | Florissant | Fox District/Jefferson County | Jennings | Normandy | University City | Kansas City | Springfield | Baltimore | Columbus | Hartford | Salt Lake City | Burke Co. (Morganton) | Savannah |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Youth | | | | X | | | | | | | | | |
| Courts, Corrections | | | | X | | | | | | | X | | |
| Police | | | | X | | | X | | | | X | X | |
| Special Events | X | X | X | X | | | X | | | | X | X | X |
| Publicity | X | X | X | X | | | X | | | | X | X | X |
| Study/Research | X | | X | X | | | | | | | X | | |
| Staff Support | X | X | X | X | | | X | | | | X | | |
| Public Officials | X | X | X | X | X | X | X | | | | X | X | |
| Financing (Incorporation) | X | | X | X | | | X | | | | | | |
| Date of Operations | X | X | X | X | X | | | X | | | | | |
| Trade Committee | X | X | X | X | | | | | | | X | | |
| Chair Course | X | X | X | X | | | X | | | | X | X | |
| Define Purpose | X | X | X | X | X | | X | X | | | X | X | X |
| Steering Committee | X | X | X | X | X | X | X | X | | | X | X | X |
| Get Crew | X | X | X | X | X | X | X | | X | X | X | X | X |

St. Louis Area:
1. Florissant
2. Fox District/Jefferson County
3. Jennings
4. Normandy
5. University City

Missouri:
1. Kansas City
2. Springfield

National:
1. Baltimore
2. Columbus
3. Hartford
4. Salt Lake City
5. Burke Co. (Morganton)
6. Savannah

## IV. Assessment of Project Assumptions

A. Assumption 1: The knowledge and skills of the St. Louis WCAC are transferrable to other urban communities. The essentials of forming and operating a crusade have been rather concisely recorded in project materials and this information has been used by numerous other groups in cities throughout the country. However, not all target cities included in the National Crusade have experienced the same degree of success in applying the information put together by the St. Louis WCAC, which suggests that there is still much to be learned about applying crusade concepts to other cities. For example, the St. Louis WCAC has had the benefit of strong creative leadership. Such leadership is not easily developed, and some essential organizing and leadership skills are not easily taught (such as generating volunteer enthusiasm and finding an organizational balance between structure and flexibility). Also, survey respondents and other persons interviewed have stressed the need for local creativity in applying crusade concepts.

B. Assumption 2: It is possible to replicate the success of the St. Louis WCAC in other urban areas. The experiences of the pilot crusades in suburban St. Louis communities and several of the national crusade cities appear to indicate that other urban areas can replicate the success of the St. Louis WCAC. However, not all target communities have successfully launched crusades. It appears that the knowledge and assistance of the St. Louis are most valuable in cities where there exists the potential for creative citizen leadership, sufficient public interest in crime prevention and criminal justice, and cooperation from criminal justice officials.

C.   Assumption 3:   There is a perceived need and desire in other cities for information about organizing and operating citizen groups such as the WCAC.   The amount of interest in the National Crusade and other citizen anti-crime efforts has continued to expand throughout the life of the project.   Requests are still being received for copies of "A Crusade in Action," and the National Crusade Roundup had even more participation than previous project events; the event was attended by 25 out of town delegates representing 16 cities.   Citizens anti-crime organizations exist in at least 12 cities, and both the Association of Junior Leagues and the General Federation of Women's Clubs have initiated major anti-crime efforts emphasizing local citizen involvement.

## V.   Summary of Evaluation Findings

The following is a brief summary of the findings of this evaluation, based upon the information presented in the three interim evaluation reports and this final report.

| Project Objectives: | Evaluation Findings |
|---|---|
| **Objective 1:**<br><br>Prepare a prescriptive package on establishing a Women's Crusade Against Crime | 1. A "Crusade Starter Kit" combines sample crusade materials with basic instructional material.<br><br>2. A concise booklet, "A Crusade in Action-Guides to Forming a Crusade Against Crime," has been published.  The booklet provides an overview of the tasks to be accomplished in forming an anti-crime crusade. Most questionnaire respondents did not recall having received a booklet, but those who completed questionnaires gave it favorable ratings.<br><br>3. More specific material is needed in the areas of fund-raising and evaluation. |
| **Objective 2:**<br><br>Provide urban communities with technical assistance in establishing or expanding local Crusade organizations. | 1. "Pilot" crusades were successfully initiated in five suburban St. Louis communities.<br><br>2. A National Town Meeting on Crime Control was held in St. Louis on October 9, 1975, including a workshop on "How to Form an Anti-Crime Crusade."  The workshop was attended by 32 persons from 26 cities.<br><br>3. An "In-House Session," February 9-11, 1976, was attended by 21 persons from 11 potential target cities in order to acquaint them more fully with the St. Louis WCAC and determine the need for further WCAC assistance.<br><br>4. Project staff expended 20 staff days on-site in 7 cities.  This and other forms of assistance are shown in Table (page 21) |

**Project Objectives** (continued)

**Evaluation Findings** (Cont'd.)

5. National crusades have made varying degrees of progress, with some making strong beginnings and some not getting going at all.

6. Nearly all of those organizations receiving assistance felt it was valuable in helping them progress.

**Objective 3:**

Make available to urban communities the programs and experience of the St. Louis WCAC.

1. The planning, implementation, and operation of various crusade programs were discussed in the Town Meeting workshop, the In-House Session, and the on-site visits by project staff.

2. Pamphlets and brochures on various WCAC programs were distributed to persons participating in the project meetings.

**Objective 4:**

Serve as a clearinghouse on approaches for problem solving (objective deleted, April 1976)

1. Procedures were established for collecting, filing, and disseminating information on citizen anti-crime efforts throughout the country.

2. Over 65 items were collected and indexed.

3. Over 200 requests for information were processed.

**Project Assumptions:**

**Evaluation Findings:**

**Assumption 1:**

The knowledge and skills of the St. Louis WCAC are transferable to other urban areas.

1. Pilot crusades were successfully formed in five suburban St. Louis communities.

2. Participants at the "How to Form a Crusade" Workshop (October 9, 1975) agreed unanimously that the information presented would be useful in their communities.

3. Some essential organizational and leadership skills are not easily taught (such as generating volunteer enthusiasm, and finding an organizational balance between structure and flexibility).

4. Not all target cities have experienced the same successes; some have encountered considerable difficulty.

5. Survey respondents and others have stressed the need for local creativity.

**Assumption 2:**

It is possible to replicate the success of the St. Louis WCAC in other urban areas.

1. The pilot crusades in suburban St. Louis communities have made considerable progress; these have benefitted, however, from their close proximity to the St. Louis organization.

2. Three target cities (Springfield, Baltimore, Morganton) have made strong beginnings at forming crusades.

3. Kansas City, Columbus, Hartford, and Salt Lake City have encountered difficulties and have made little progress.

**Assumption 3:**

There is a perceived need and desire in other cities for information about organizing and operating citizen groups such as WCAC.

1. All 20 respondents to the "How to Form a Crusade" Workshop questionnaire indicated that there was a need to form or expand

citizens' anti-crime groups in
their communities.

2. Over 200 requests for information
were received by the project from
cities throughout the country.

3. Persons from 8 cities requested
to attend the WCAC In-House
Session in order to learn more
about forming anti-crime groups
in their own communities.

4. Citizens' anti-crime organization
already exist in at least 12 citi

5. The Association of Junior Leagues
and the General Federation of
Women's Clubs have each started
anti-crime programs involving
numerous local organizations.   (1
local Junior Leagues are now
participating.)

6. The National Crusade Round-up
was attended by 25 out of town
delegates representing 16 cities.

APPENDIX A

"CRUSADE IN ACTION" QUESTIONNAIRE

AND COVER LETTER
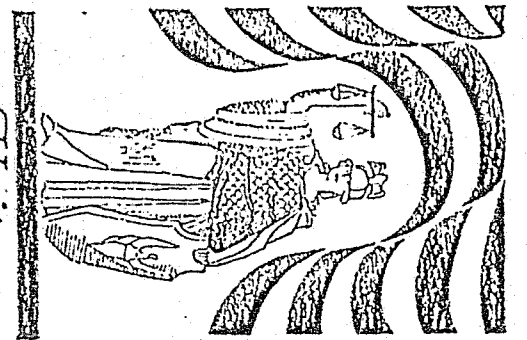
# THE WOMEN'S CRUSADE AGAINST CRIME

1221 LOCUST-ST. LOUIS MO 63103-(314) 231-0425

August 27, 1976

Dear Friend,

Some time ago we sent you a copy of our new booklet entitled "A Crusade In Action -- Guides to Forming a Crusade Against Crime," and now we would like to get your comments and reactions to the booklet.

Please take a few minutes to complete the attached questionnaire and return it in the enclosed envelope. Your responses will be helpful to us in designing future publications and will help us to assess the impact of our current efforts. Your cooperation in making a prompt reply would be greatly appreciated.

Sincerely,

Mrs. James S. (Delphine) McClellan
Co-Chairman

Mrs. Ann Slaughter
Co-Chairman

P.S. If for some reason you have not received a copy of the booklet, please indicate this in the space provided on the questionnaire and a copy will be sent to you.

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(Response Totals)

Please tell us about yourself:

a. Name (Optional): _____

b. City: _____

c. Which of the following best describes the extent of your primary involvement in the criminal justice system: (Check one only.)

[17] I am employed in an agency which is part of the criminal justice system. (Specify agency name below.)

[0] I am a volunteer in an agency which is part of the criminal justice system. (Specify agency name below.)

[11] I am a member or volunteer in a citizens' organization which is active in issues related to crime and criminal justice. (Specify organization name below.)

[0] I am a member or volunteer in a citizens' organization which is not active in issues related to crime and criminal justice at the present time. (Specify organization name below.)

[1] I am a concerned citizen.

[2] Other: (Specify)

2 No response

Name of agency/organization: _____

What have you done with the booklet "A Crusade in Action" since you received it? (Check one only.)

[2] I have read it completely and I use it as a constant reference.

[7] I have read it completely.

[2] I have read parts of it.

[1] I have glanced at it, but have not read it.

[21] I did not receive a copy of the booklet. (Please indicate your name and address above, return this form, and a booklet will be sent to you.)

3. Which of the following best describes your reaction to the booklet: (Check one only.)

[8] It is right on target with many ideas that should be (or are being) used in my community.

[8] It contains some interesting ideas that might be useful in my community.

[1] It contains some interesting ideas, but I don't think they would work in my community.

[0] It contains little or nothing that is needed or useful in my community.

Comments: _____

4. Have you shared or discussed the booklet with anyone else?

[5] No

[12] Yes: If "yes," with whom? (Check as many as apply.)

[12] Fellow employees/volunteers

[1] Friends

[0] Neighbors

[4] Public officials

[3] Civic leaders

[3] Others: (Specify) Students; citizens interested in crime prevention.

NOTE: Totals listed for questions 3 through 6 include responses by 5 respondents who initially indicated that they had not received a booklet. (Persons so indicating were sent a booklet and a fresh questionnaire.)

In sharing the booklet with a friend or associate, what kind of recommendation would you give it? (Check one only.)

[8] I would give the booklet my unqualified recommendation. (Skip to Question 6.)

[6] I would give the booklet a limited recommendation.

[1] I would not recommend the booklet at all.
2 (No Response)

5a. For what reasons would you give the booklet a limited recommendation or not recommend it at all? (Check as many as apply.)

[2] It's too general.

[1] It's too long.

[1] It's too short.

[1] Starting an anti-crime crusade is not something you can learn to do from books.

[4] What worked in St. Louis might not work in my community.

[1] Other: (Specify) Men not included.
2 (No Response)

Have you or any of your friends/associates tried to use any of the information contained in the booklet?

[8] No: (Skip to Question 7.)

[5] Yes: (If "yes," please answer the following questions.)
3 (No Response)

6a. How have you or your friends/associates tried to use the information? (Check as many as apply.)

[1] I am (my friends/associates are) applying the information to the formation of a citizens' anti-crime group in my community.

[2] I (my friends/associates) have tried to apply some of the information to existing programs in my community

[3] I (my friends/associates) have suggested to local groups or agencies that they apply some of the information to their programs.

[1] Other: (Specify)

Programs implemented at hospital.

6b. Describe any ways in which the information in the booklet has been particularly helpful.

"Helped form cooperative attitudes."

"It makes many suggestions which can be helpful in all phases of the criminal justice system."

"Formation of Crime Blockers."

"Booklet shows the snowballing effect the effort of a few people can bring about."

"Food for thought."

7. If you have used other books or materials which you found to be helpful, please list them here so that we can pass the information on to others.

(Various LEAA publications listed.)

8. Please add any other comments or suggestions you may have, and please return this form as soon as possible to the St. Louis Women's Crusade Against Crime, 1221 Locust, St. Louis, Missouri, 63103. Thank you.

"12 steps are very clear and helpful; PCR section very useful; section on 'study' needs expansion: how to find available information and information that is not so readily available?"
"Material was helpful and interesting."
"Don't give up."
"Difficult to move city leaders."

33

34

NATIONAL CRUSADE TELEPHONE SURVEY

(75-TA-07-0001)

(Response Totals)

City: _____

Name of Crusade: _____

    Address: _____

    Telephone: ( ) _____

Person Contacted/Title: _____

    Address: _____

    Telephone: ( ) _____

Date Contacted: _____

Interviewer: _____

1. The booklet "A Crusade in Action – Guides to Forming a Crusade Against Crime" (published by the St. Louis Women's Crusade Against Crime) describes 12 steps that must be taken in forming anti-crime crusades. Which of these 12 steps has your organization completed?

| | | Yes | No |
|---|---|---|---|
| 1a. | Core groups formed? | 6 | |
| 1b. | Steering committee formed? | 4 | |
| 1c. | Purposes defined? | 5 | |
| 1d. | Specific goals set? | 2 | |
| 1e. | Basic committees formed? (if "yes," which committees?) | 1 | |
| | 1e(1) Police committee formed? | | |
| | 1e(2) Court committee formed? | | |
| | 1e(3) Corrections committee formed? | | |
| | 1e(4) Youth committee formed? | | |
| | 1e(5) Others? | | |
| 1f. | Base of operations (office) established? | 2 | |
| 1g. | Organization and financing plan developed? | 2 | |
| 1h. | Met with officials? | 4 | |
| 1i. | Community support tested? (mailings, speakers, etc.) | 2 | |
| 1j. | Issues studied and recommendations made? (If "yes," describe below.) | 1 | |
| 1k. | Publicity gained? (If "yes," describe below.) | 3 | |
| 1l. | Special events held? (If "yes," describe below.) | 3 | |

2. What would you say are the major accomplishments of your organization to date? (Items listed above? projects initiated? innovations introduced?)

3   None-no significant accomplishments.

Various home security programs promoted-is now more public awareness

Have only laid the groundwork for a crusade.

"Hands Up" Seminar, in cooperation with Women's Club. As a result, local groups are now at least talking with each other.

Have enlisted cooperation of local Pilot Clubs, and are cooperating with police on O-I and Crime Blockers.

Law enforcement dinner (annual); public awareness increased.

3. What significant problems have you encountered in attempting to form an anti-crime organization? (i.e., what obstacles have impeded the organization's progress?)

(Items are listed only for interviewer's use in classifying responses - list is not to be read to interviewee.)

| 3 | Lack of volunteer support or enthusiasm

| 1 | Lack of local leadership

| 2 | Lack of cooperation from local officials
        -don't seek citizen help
| 0 | Lack of support from civic leaders

| 0 | Lack of media coverage

| 3 | Lack of financial support

| 1 | Lack of good programs (most efforts are short-term)

| 0 | Lack of program management expertise

| 4 | Other: (Specify)        1-lack of office
                            3-competition among existing groups
    1   None                   and programs
                            1-lack of support from husbands

4. What assistance, if any, has your organization received from the St. Louis Women's Crusade Against Crime?

(Items are listed only for interviewer's use in classifying responses - list is not to be read to interviewee.)

| 1 | None (skip to question 5)

| 6 | Written materials

| 1 | Orientation to the criminal justice system

| 4 | Instructions on forming a crusade

| 1 | Training for the organization's leaders

| 3 | Assistance in getting support of local officials

| 1 | Assistance in recruiting volunteers

| 0 | Assistance in developing a fund raising plan

| 0 | Assistance in setting up an office

| 1 | Assistance in holding public meetings

| 5 | Other (specify)
      Visit by Del to steering committee.
  2   Moral Support
      Specific program information and ideas
      Gaining cooperation of existing citizens' groups.
      Gaining media assistance.
      Attended In-House Session

4a. Was the assistance of the St. Louis Women's Crusade Against Crime instrumental in your organization achieving any of the successes listed above (in questions 1 and 2)?

| 0 | No

| 4 | Yes:  If "yes," in what way?   -devel. of home security program
                                    and gaining support of Public
                                   Safety Director
| 2 | No successes listed          -helped develop plan for contact
                                    ing local officials
                                   -gaining cooperation of media an
                                    existing groups
                                   -provided the spark to get thing
                                    going - motivated local leaders

5. Has your organization received assistance from any sources other than the St. Louis Women's Crusade Against Crime?

⊠3 No (skip to Question 6)

⊠4 Yes: If "yes," what sources? Indianapolis WCAC; Women's Club ("Hands Up" program); Junior League ("Impact" Program); local Chamber of Commerce; local Junior League

5a. What assistance was provided by this source? (If more than one source is listed, indicate assistance provided by each.)

(Items are listed only for interviewer's use in classifying responses – list is not to be read to interviewee.)

⊠1 Written materials

⊠1 Orientation to the criminal justice system

⊠0 Instructions on forming a crusade

⊠0 Training for local leaders

⊠1 Assistance in getting support of local officials

⊠0 Assistance in recruiting volunteers

⊠0 Assistance in fund-raising

⊠0 Assistance in setting up an office

⊠1 Assistance in holding public meetings

⊠1 Monetary support

⊠0 Office space, supplies, equipment, etc.

⊠3 Other: (Specify)
 –Conversation on survival without federal funds
 –Staff support from Chamber of Commerce
 –Junior League organizers

5b. Was the assistance of this (these) other source(s) instrumental in your organization achieving the successes listed above?

⊠1 No

⊠2 Yes: If "yes," in what way? "Hands Up" and "Impact" helped program ideas; WCAC helped pull groups together. Junior League grant and staff aid got group launched.

⊠1 No successes listed

6. Other than the outside assistance that you have received, what factors have contributed to the progress made by your organization?

(Items are listed only for interviewer's use in classifying responses – list is not to be read to the interviewee)

⊠2 Volunteer support and enthusiasm

⊠1 Local leadership

⊠5 Cooperation of local officials    1–judges
                                     1–mayor
                                     1–public safety director
⊠2 Support of local civic leaders    2–police chief

⊠2 Media coverage

⊠0 Other: (Specify)

1 None (no progress made)

7. What future do you see for your crusade? (Obstacles to overcome, goals to meet, issues to address, projects to initiate, etc.)

Need volunteers and cooperation among existing groups.

Need to overcome competition among various local groups and perhaps redefine crusade purpose in the process.

Need larger core group.

Must now build upon initial cooperation of local groups; if existing groups continue to work together, a crusade per se may not be needed.

Do not see a crusade being formed.

Must overcome public apathy.

Need broader base of participation by citizens; a few people now do most of the work.

8.  What assistance do you now need from the St. Louis Women's Crusade Against Crime?

    (Items are listed only for interviewer's use in classifying responses - list is not to be read to interviewee.)

    Resources available locally.

    [5] None:  Why not? St. Louis WCAC has done all that can be don
    It is up to local people to carry on.

    [1] Written materials Do not intend to form a Crusade at this t
    Group is now well established.

    [0] Orientation to the criminal justice system

    [0] Instructions on forming a crusade

    [1] Training for local leaders  -Court Watching

    [0] Assistance in getting support of local officials

    [1] Assistance in recruiting volunteers

    [0] Assistance in developing a fund raising plan

    [0] Assistance in setting up an office

    [0] Assistance in holding public meetings

    [1] Other:  (Specify)  Moral support
    Use of bulk rate mailing permit

9.  Do you have any other comments or suggestions regarding the "National Crusade" program?
    9a.  Are the services offered of value to other citizen's anti-crime groups?
    9b.  Are there additional types of assistance that should be made available?  Get more national publicity.  Funding would help - even $100 for stationery and phone would help. More specific "how-to" information, but emphasizing local creativity.  National Crusade is best LEAA program.  Let local people decide own organizational structure. National Crusade meetings should have more small group discussions.

10. If you could start your organization over again, what (if anything) would you do differently?

    More volunteers at the outset and funding from the beginning
    Would have a Women's Crusade, not including men, since women are less of a threat to existing groups, at least initially.
    2   Nothing
    Would get a cross-section of the community involved - civic leaders, businessmen, etc.

APPENDIX C

NATIONAL CRUSADE ROUNDUP PROGRAM

AND LIST OF PARTICIPANTS

# WOMEN'S CRUSADE AGAINST CRIME

Organized in 1970 to promote citizen involvement for community survival.
Non-Partisan, Interracial, Volunteer
Women were gathered from the four corners of the community for action together against crime.

*COMMITTEES OF VOLUNTEERS* are set up in the following categories:

*POLICE*
To study police administration; assist, support, and press for improved police services, recruit Block-watchers and provide tools and decals to mark property under Operation: Ident.

*COURTS*
To sit in courtrooms to observe procedures, seek reforms and speed up the system of justice.

*CORRECTIONS*
To visit jails, assist where reform is needed, and seek rehabilitation for prisoners.

*JUVENILES*
To work with the Juvenile Court for enforcement of juvenile laws and to support programs of rehabilitation.

*EDUCATIONAL SEMINARS*
Conducted throughout the year on GUN CONTROL, SHOPLIFTING, COURTS, JUVENILE PROBLEMS, DRUGS, CORRECTIONS and other crime-related subjects.

To volunteer, join a committee, attend a seminar, or help in any way to fight crime, call us at 231-0425. We provide forms for you to report juvenile crime, adult crime, drug pushing, which are relayed to proper officials.
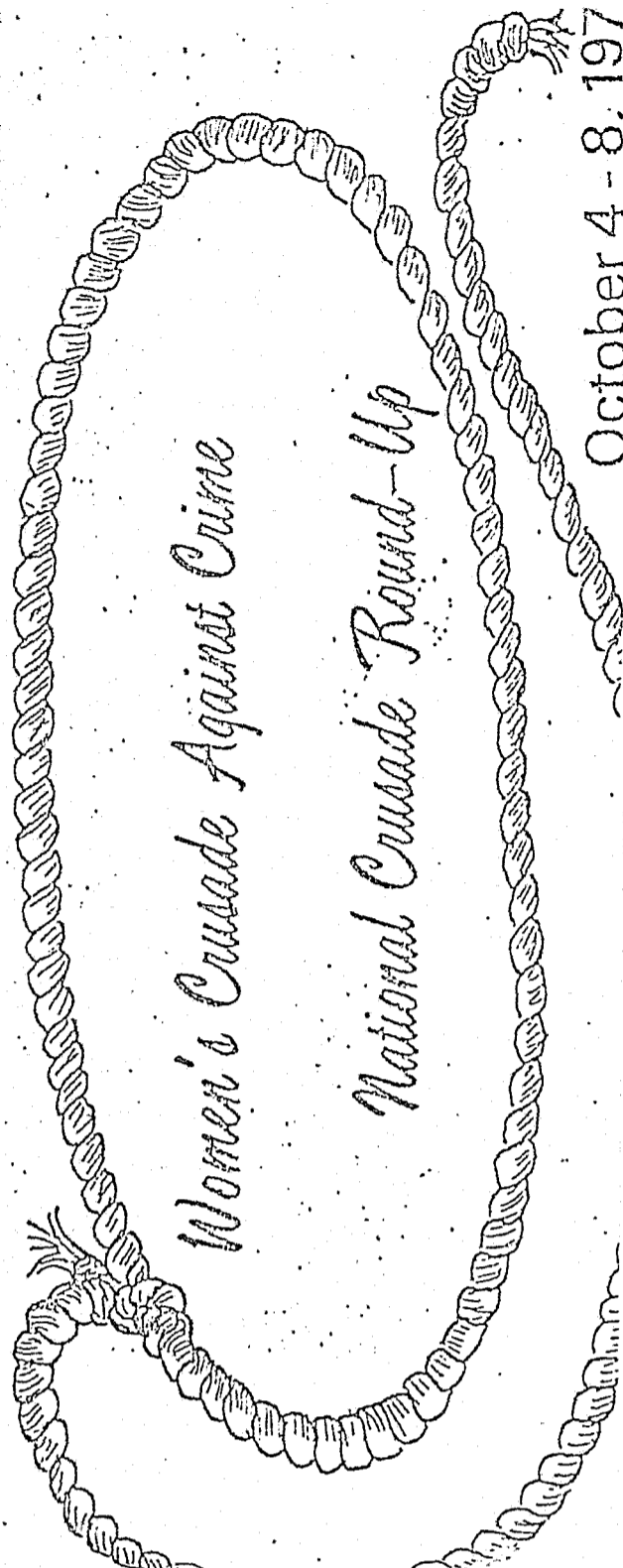
The Women's Crusade operates with funds from the Law Enforcement Assistance Council under the Safe Streets Act of 1968.

But we MUST HAVE DONATIONS—large and small—to match the grant money and to show that citizens support our efforts. We are NON-PROFIT AND TAX DEDUCTIBLE.
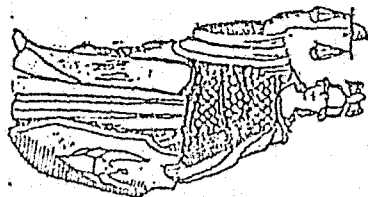
## Women's Crusade Against Crime
### National Crusade Round-Up

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COL. BRUCE R. BAKER
*Chief of Police, Portland, Oregon*

COL. EUGENE CAMP
*Chief of Police, St. Louis, Missouri*

CAPTAIN GAY CARRAWAY
*Commander, St. Louis' 7th Police District*

NORMAN CARLSON
*Director, U.S. Bureau of Prisons, Washington, D.C.*

HARRY F. CONNICK
*District Attorney, New Orleans, La.*

COL. EDWARD M. DAVIS
*Chief of Police, Los Angeles;*
*President-elect of the International Association of Chiefs of Police*

HON. MARGARET DRISCOLL
*President, National Council of Juvenile Court Judges*

COL. GILBERT KLEINKNECHT
*Chief of Police, St. Louis County*

RITA LIMPERT
*Court watchers of Savannah, Georgia*

MILTON LUGER
*Director, Office of Juvenile Justice and Delinquency Prevention, Washington, D.C.*

MRS. BILLY MOORE
*Women Against Crime, New Orleans*

ETHEL PAYNE
*Coalition of Concerned Women in the War on Crime, Chicago, Illinois*

CATHERINE PUGH
*Women's Crusade Against Crime, Baltimore, Md.*

SGT. THOMAS ROOKS
*Public Affairs Officer, St. Louis' 7th Police District*

BRENNAN RYAN
*Circuit Attorney, St. Louis*

COL. SALEES S. SEDDON
*Member, Board of Police Commissioners, St. Louis;*
*Member, Women's Crusade Against Crime*

DOYLE SHACKLEFORD
*School of Police Administration, National Crime Prevention Institute*

MRS. DON WARREN
*Deputy Director, General Federation of Women's Clubs "Hands Up" Program*

ELLIE WEGENER
*Citizens Local Alliance for a Safer Philadelphia*

MRS. BRANDON B. WOOLLEY
*President, Women Against Crime, New Orleans*

MRS. EDWARD F. WEBER
*Member, Board of Directors, the Association of Junior Leagues, Inc.*

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**MONDAY, OCTOBER 4**

| | |
|---|---|
| 4:00-5:30 p.m. | Registration |
| 7:00 p.m. By Invitation | Get-acquainted dinner aboard the Robert E. Lee riverboat on the Mississippi |

**TUESDAY, OCTOBER 5**

| | |
|---|---|
| 9:00 a.m. | Late registration |
| 10:00 a.m. | Welcome... Hon. Christopher Bond Governor of Missouri |

St. Louis Show & Tell: Team Policing
Panel:
Col. Eugene Camp
Col. SaLees Seddon
Capt. Gay Carraway
Sgt. Thomas Rooks
Moderator:
Mrs. Henry Oliver

| | |
|---|---|
| 12:00 | Luncheon Welcome... Hon. John Poelker, Mayor of St. Louis Hon. Gene McNary, St. Louis County Supervisor |
| 1:30 p.m. | New Orleans Show & Tell: The "Career Criminal" Program Harry F. Connick |

Women Against Crime
Mrs. Brandon B. Woolley
Mrs. Billy Moore
Moderator:
Mrs. Robert Fetch

| | |
|---|---|
| 5:30-6:30 p.m. | Cocktail reception, Mayor's Office, City Hall |
| 7:30 p.m. | Dinner The Media's Role In Crime Control Bob Hardy, KMOX Radio Bill Feustel, St. L. Globe-Democrat Dick Ford, KSD-TV Eric Zoeckler, |

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10:00 a.m. Breckenridge Pavilion Inn
More Show & Tell, featuring:
Philadelphia - *Ellie Wegener*
Baltimore - *Catherine Pugh*
Chicago - *Ethel Payne*
Savannah - *Rita Limpert*

| | |
|---|---|
| 12:00 | Luncheon - Breckenridge Pavilion Inn |
| 1:00 p.m. | Impact of Fencing of Stolen Goods in the United States Col. Bruce R. Baker Col. Gilbert Kleinknecht Col. Eugene Camp Moderators: Mrs. Martin Kerckhoff Mrs. David Rapp |
| 4:00-6:00 p.m. By Invitation | MEDAL OF VALOR Award Ceremony to police and civilians Col. Edward M. Davis Co-Chairmen: Mrs. Theo Froeschner Hon. Leah B. McCartney Bicentennial Reception |

**THURSDAY, OCTOBER 7**

| | |
|---|---|
| 9:30 a.m. | Meet at Junior League headquarters More Show & Tell: The Importance of Crime Prevention Doyle Shackleford Mrs. Don Warren Mrs. Edward F. Weber |
| 1:00 p.m. | Luncheon Crime Prevention and the Juvenile Milton Luger Hon. Margaret Driscoll Moderators: Mrs. William McCalpin Mrs. John Page |
| 7:00 p.m. | Closing banquet, Mayan Room, Bel Air Hilton Hotel Overview of our Prison System Norman Carlson Moderator Mrs. Lou Adamie |

NATIONAL CRUSADE ROUND-UP, OCTOBER 4, 5, 6, 7, 1976

OUT OF TOWN DELEGATES

Elbert Anderson, Kansas City, Mo.

Angellee Connelly, Morganton , North Carolina

Linda Harper, Kansas City, Mo.

Mamie Hughes, Kansas City, Mo.

Addie Jenkins, Morganton, N. C.

Rita Limpert, Savannah, Georgia

Don Maxwell, Kansas City, Mo.

Pat Moore, New Orleans, La.

Mrs. L. T. Moore, Houston, Texas

J. P. Herndon, Houston, Texas

D. L. Armstrong, Houston, Texas

M. B. Black, Houston, Texas

Katherine Newbold, Belleville, Illinois

Mary Garden Williams, Chicago, Illinois

Brenda Priestly, Jacksonville, Fla.

Catherine Pugh, Baltimore, Md.

Doyle Shackleford, Louisville, Ky.

Dr. Andrea Sullivan, New York, N.Y.

Dale Tummelson, Jacksonville, Fla.

Faye Warren, Washington, D. C.

Ellie Wegener, Philadelphia, Pa.

Alice Weber, Toledo, Ohio

Carol Woolley, New Orleans, La.

Judy Backstrom, Columbus, Ohio

Barbara King, Atlanta, Ga.

APPENDIX D

OUTLINE FOR "EVALUATION GUIDELINES
FOR ANTI-CRIME CRUSADES"

EVALUATION GUIDELINES
FOR ANTI-CRIME CRUSADES

(OUTLINE)

I. Introduction

A. Purpose: to provide an introduction to the concepts
of monitoring and evaluation so that the reader can:
(1) apply these concepts to local crusades and crusade
programs and (2) gain a better understanding of evalu-
ation findings on other programs.

B. Outline and structure of report

II. What is Evaluation?

A. Evaluation is the process of gathering information on
the value and success of a program for the purpose of
influencing program decision-making. (Wholey p. A-23)

1. It is a tool for planning future programs and
modifying existing programs.

2. "Evaluation assesses the effectiveness of an on-
going program in achieving its objectives," by
asking:

a. What happened that would not have happened
in the absence of the program?

b. What program strategies or techniques work
best?

3. Evaluation relies upon research principles to verify
that program effects (outcomes) were the result of
program activities.

4. Evaluation may contribute to the body of knowledge
on a particular type of program or social problem.

5. Evaluation is part of the programming process (See
Figure 1).

a. Evaluation provides feedback to planning and
operations decisions.

b. Evaluation is of little value if not part of
such an on-going decision-making process or if it
has no impact upon this process.

c. To have an impact upon this process, evaluation
must do the following:

(1) Produce information relevant to key
programming decisions.

(2) Produce information that is understandable
and usable to the decision-makers.

(3) Have the information available when needed
by the decision-makers.

d. Feedback to formal planning stages may be useful
only at certain periods of time when key deci-
sions are to be made, but feedback to program
operations is best accomplished on a continuous
basis.

(1) A "final report" may have little or no
impact upon a project since the information
produced is not available during the life
of the project.

(2) This report presupposes a "continuous feed-
back" approach to evaluation, wherein
information on project operation and out-
put is continuously supplied to program
planners and administrators so that changes
may be made during the life of the project.

B. Levels of Evaluation: Evaluation is research in that it
is concerned with gathering information which is often
quantitative in nature; however, evaluation does not
always involve the use of experimental designs, control
groups, and sophisticated mathematical analyses.

1. Monitoring

a. Monitoring usually implies an on-going process
through which project managers are informed of
day-to-day project operations, progress, and
problems.

(1) Is project being implemented as planned?

(2) Are significant problems impeding project
progress?

b. Opinions differ on whether monitoring also
includes documentation of project results pro-
duced.

(1) Some view monitoring as simple documenta-
tion of project efforts: resources expended
and activities carried out. (Wholey 95)

(2) Others view monitoring as documentation of project efforts plus comparison of project plans with actual project results (Waller, p. 4)

(3) This report will assume the broader difinition of the term and will assume that project monitoring is an essential step in any evaluation effort.

2. Effort Evaluation

a. Effort evaluation measures the amount of project inputs: amount and nature of the resources expended, activities implemented, strategies used, costs incurred (same as what is sometimes referred to as "monitoring")

b. May also seek to assess the adequacy of project inputs: i.e., were sufficient resources available?

c. Uses data which can be routinely collected during the life of a project.

3. Effect Evaluation

a. Effect evaluation seeks to determine what effects (outcomes) were produced by project activities (efforts) and whether these effects were a direct result of project activities.

(1) Project outcomes can be monitored throughout the the life of the project to see if desired results are obtained.

(2) Linking project activities to observed outcomes may require more rigorous experimental designs and sophisticated data analysis.

b. Effect evaluation may also seek to discover unanticipated project side effects (positive and negative).

c. If anticipated outcomes are not produced, evaluation may seek to determine reasons for lack of effect.

III. Why Evaluate?
From the preceding discussion, it can be seen that evaluation requires thought, time, and project resources. The question may be asked, "Why bother?"

A. Commonly given, but faulty, reasons for evaluating projects include the following:

1. "The government says we have to."

2. "Everyone else is doing it."

3. "It will help make us look good."

B. Benefits which can be gained from project evaluation efforts include the following:

1. Development of more accurate information on project effects.

2. Verification of assumptions made about crime, criminal behavior, community attitudes, etc.

3. Development of more accurate cost/benefit information.

4. Development of more accurate information on the relative effectiveness of various project strategies.

5. Demonstration of the value of proposed reforms or innovations in criminal justice procedures.

6. Justification for continued expenditure of funds.

C. When not to evaluate:

1. Evaluation costs outweigh the possible benefits.

2. Necessary data is not available or reliable.

3. Information will not be used once produced.

4. Information cannot be produced in time to be of use to decision-makers.

5. Information needed to influence decision-making can be obtained elsewhere.

IV. How to Use Evaluation Findings on Other Programs: Most volunteer groups are likely to be consumers rather than producers of evaluation reports.

A. Identify the type of evaluation being reported (effort, effect, cost/benefit) and the types of data used to support conclusions.

B. Identify potentially useful learnings:

1. If the project was deemed successful, what helped make it a success?

2. If the project was not deemed successful, what

contributed to its failure? (Can the same mistakes/pitfalls be avoided?

3. Were some activities or strategies judged more successful than others? (What potentially valuable crime-fighting methods were used?)

4. What does the project experience tell us about crime, criminal behavior, the criminal justice system, and community attitudes?

C. Compare potentially useful learnings with other evaluation findings and your own experience.

1. Were project outcomes (success or failure) the result of local conditions or can the same results be expected elsewhere? (What worked in one community might not work in another.)

2. Would it be possible to improve upon the reported project? (Can we avoid their mistakes?)

D. Apply selected learnings to new or on-going projects and monitor the results.

V. How to Develop an Evaluation Plan: Any evaluation effort must be carefully planned, and the same basic steps apply, whether the subject of the evaluation is a crusade-sponsored project or the crusade itself.

A. Develop a clear statement of program rationale; objectives, methods, anticipated outcomes, and assumptions.

1. Example: Operation Identification (Figure 2).

2. Objectives need to be clearly defined in measurable terms.

3. Assumptions regarding crime, criminal behavior, the criminal justice system, and community attitudes must be clearly stated.

4. There should be clear, concise definitions of terms to be used in describing project methods and objectives.

5. This same procedure needs to be followed whether the evaluation is of a crusade-sponsored project (e.g., O-I) or the crusade itself, although it may be more difficult in the latter case. An evaluation of a crusade may consist of an assessment of the collective impact of various crusade-sponsored projects, but the overall crusade rationale must still be developed. (Wholey, p. 25)

B. Determine the specific questions to be addressed.

1. Determine the amount of time and resources available for the evaluation effort

2. Concentrate upon those areas which have the potential for development of the most useful and practical information within the limits of project resources.

3. Consideration should be given to the information needs of the audience to which the evaluation findings will be addressed.

C. Determine the specific information and data items required to answer each question.

1. Assess the availability and reliability of the data desired.

2. Avoid collecting more data than needed; in many cases, data from project records will be sufficient.

3. Data can be objective or subjective (interviews with project personnel or persons served by the project can supplement statistical data)

4. Very often, the most simple studies have the most impact. (Adams, p. 15, 58)

D. Identify the sources of the data needed

1. Project records

2. Crime and criminal justice statistics

3. Surveys of project clients, staff, general public, etc.

E. Develop procedures for collecting and analyzing the information gathered. (Waller, p. 35)

1. If data from other agencies is to be used, data collection procedures need to be jointly agreed upon.

2. Forms should be developed to expedite the routine collection of project performance data.

3. Data analysis can range from simple comparison of what actually happened, to more complex statistical techniques such as trend analysis.

F. Plan for dissemination and utilization of evaluation findings.

1. Set a timetable for completion so that information is ready when needed as input to decision-making.

2. Identify potential comsumers of evaluation findings and determine their information needs.

3. Implications for action should be clearly drawn in evaluation reports.

4. Reports should be understandable to those who will make use of them.

VI. Evaluation Implementation Strategies

A. Who should conduct the evaluation?

1. Project staff: are close to daily workings of project and are familiar with methods and problems, but often lack training in evaluation methodology, may be diverted to other tasks, and may lack objectivity.

2. Evaluation consultants: have expertise in evaluation methodology, but may be unfamiliar with project methods and problems and may be out of touch with daily workings of project; however, may be more objective.

3. Funding source: may have professional evaluators familiar with similar projects, but are often too busy to go into much detail on any one project and may have a narrow view of project objectives.

B. Evaluation Costs

1. Money spent on evaluation must be taken away from other program priorities, but some evaluation effort is necessary if anything is to be learned.

2. Use of outside consultants may increase evaluation costs.

3. Cost of evaluation effort must be judged in terms of potential learnings, total program investment, and program priority.

C. How much data is enough?

1. It is easy to collect much more data than can be used during the time available.

2. Focus of evaluation effort must be narrowed to concentrate upon priority questions for which adequate reliable data is available.

D. How much time should be allowed?

1. Some effects may not be immediately observable (e.g. recidivism rates).

2. Some data may be subject to seasonal variations.

3. Some data may need to be sampled before the project begins and after the project has been in existence for a given period of time.

VII. Simple Evaluation Techniques

A. Monitoring of project efforts and effects

1. Documentation of project efforts

a. Data can be recorded routinely on project forms —

b. Project activities need to be documented:

(1) What activities were initiated?

(2) What services were rendered?

(3) Who was contacted and served by the project?

(4) What amount of effort, time, and money was spent on each activity?

c. Major question to be answered: was the project implemented as planned?

(1) What changes in project goals and methods were made?

(2) Were portions of the project impossible to implement?

(3) What conditions prompted these changes in project plans?

2. Documentation of project effects

a. Monitoring anticipated outcomes may require analysis of data (such as crime statistics) from sources other than project records, which may require additional data collection efforts.

b. Major question to be answered: were the anticipated outcomes produced?

(1) Measurement of outcomes must be based upon clearly stated project objectives.

B.  Crusade "Scoreboard"

1.  Combines statement of objectives and information from monitoring efforts

2.  Requires that project goals and objectives be stated as a series of definable, measurable steps and that information be kept on completion of these steps.  (Similar to management by objectives.).

3.  Visual display is made of the result, so that progress can be clearly shown by checking off each step as accomplished.  (See Figure 3.)

C.  Surveys

1.  Surveys gather similar data from several sources for the purpose of drawing conclusions about the combined sources rather than individual sources. (Adams, p. 55)

2.  Reasons for using surveys:

a.  To collect data not captured routinely or accurately on project forms.

b.  To gain more knowledge about the attitudes and motivations of the target population or the community at large.

c.  To test public awareness of and reaction to the project.

3.  Types of surveys

a.  Written questionnaires

(1) Can be mailed, so can reach large numbers of people inexpensively.

(2) Must be carefully worded with clear choices, so much qualitative information can be lost.

(3) Are limited by length — if too long, people won't take time to respond.

(4) May yield more candid results since respondent is anonymous.

b.  Telephone interviews

(1) More personal than written questionnaires, so more qualitative information can be obtained.

(2) Sampling difficulties can occur, since many households either do not have telephones or have unlisted telephone numbers.

(3) Are relatively inexpensive.

(4) Considerable screening and training may be required to get competent interviewers.

(5) Can be conducted from a centralized office without inconveniencing respondents.

c.  Personal interviews (face to face)

(1) Allow the use of visual aids

(2) Allow maximum interaction between interviewer and respondent, so much qualitative information can be gained and interviewer can pursue non-verbal impressions.

(3) Require skilled interviewers, who must spend some time seeking out respondents.

(4) Is the most expensive survey technique.

(5) May not be suitable in some neighborhoods where residents will not open their doors to strangers.

Program Planning

Program
Implementation
and Operation

Program
Evaluation
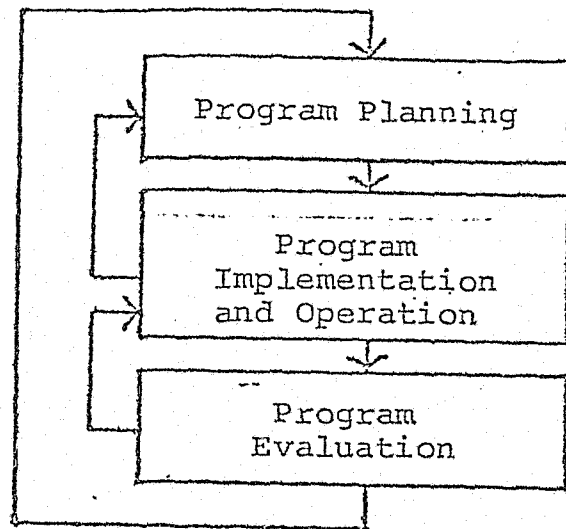
Figure 1

SIMPLIFIED PLANNING AND
PROGRAMMING PROCESS

Project Activity:
Buy engraving tools and decals.
Publicize program.

Project Activity:
Loan engraving tools to citizens
and issue project decals.

Immediate Outcome:
Citizens mark property and
post decals as instructed.

Short-Term Objective:
Burglars avoid marked
property and households

Short-Term Objective:
Burglars who steal marked
property are caught

Short-Term Objective:
Recovered stolen property
is traced to rightful owne

Long-Range Goal:
Burglar rate goes down

Long-Range Goal:
Apprehension rate for
burglars goes up

Long-Range Goal:
More stolen property is
recovered by owners.

Figure 2

SIMPLIFIED PROGRAM RATIONALE
FOR OPERATION IDENTIFICATION

Figure 3

National Crusade Scoreboard

|  | City A | City B | City C | City D |
|---|---|---|---|---|
|  | X |  |  |  |
|  | X | X |  |  |
|  | X |  |  |  |
|  | X |  |  |  |
|  |  |  |  |  |
|  |  |  |  |  |
|  | X | X | X | X |
|  |  |  |  |  |
|  | X | X | X |  |
|  | X |  |  |  |
|  |  | X | X |  |
|  | X | X | X |  |
|  | X | X | X | X |
|  | X | X | X | X |

## VIII. Suggestions for Further Reading

### A. Evaluation Methodology

1. Evaluative Research: Principles and Practice in Public Service and Social Action Programs. Edward Suchman. New York: Russell Sage Foundation, 1967.

   This is a basic evaluation text, which reviews the conceptual, methodological, and administrative aspects of evaluation. Topics covered include the current status of evaluative research, concepts and principles of evaluation, types of evaluation, the conduct of evaluative research, evaluation design, measurement of effects, the relationship between evaluation and program administration, the administration of evaluative research, and the future of evaluative research.

2. Federal Evaluation Policy: Analyzing the Effects of Public Programs. Joseph Wholey, John Scanlon, Hugh Duffy, James Fukumoto, and Leona Vogt. Washington, D. C.: The Urban Institute, 1970.

   Presented in this book is a discussion of the state of the art of evaluating federal programs. The types and scope of federal evaluation efforts are discussed, and the lack of impact from these efforts is underscored. The administration of an evaluation system is outlined, including defining program objectives, developing work plans, designing and executing studies, and disseminating evaluation results. Also discussed are evaluation methodologies, organizational relationships and evaluation responsibilities, and recommendations for future federal action.

3. Practical Program Evaluation for State and Local Government Officials. Harry Hatry, Richard Winnie, and Donald Fisk. Washington, D. C.: The Urban Institute, 1973.

   This book presents economical and useful ways for governmental units with limited technical capabilities to implement program evaluations. Outlined are the basic steps in conducting program evaluations, suggestions for setting definable and measurable objectives, descriptions of clientele groups that need to be considered, evaluation designs and techniques, and institutional issues involved in program evaluation. An illustrative case study of a city clean-up program is presented.

4.  Obtaining Citizen Feedback:  The Application of
    Citizen Surveys to Local Governments.  Kenneth Webb
    and Harry Hatry.  Washington, D. C.:  The Urban
    Institute, 1973.

    This is a practical guide to using citizen surveys
    as a means of obtaining additional information on
    program results.  The types of surveys and their
    uses are discussed, and the potential dangers and
    pitfalls are noted.  Survey procedures, costs, and
    organizational arrangements are outlined, and sample
    surveys are shown.

B.  Evaluation in Criminal Justice Programs

    1.  Evaluation of Crime Control Programs.  Michael D.
        Maltz, Research Operations Division, National
        Institute of Law Enforcement and Criminal Justice.
        Washington, D. C.:  U. S. Government Printing
        Office, April 1972.

        This brief document presents a concise discussion of
        the problems and procedures involved in evaluating
        crime control programs.  Special attention is given
        to crime displacement effects, use of crime data,
        and selection of measures of effectiveness.  Also
        presented is an overview of evaluation procedures,
        including descriptions of three sample program
        evaluations.

    2.  Evaluation in Criminal Justice Programs:  Guidelines
        and Examples.  Ellen Albright, M. Baum, B. Forman, S.
        Gems, D. Jaffe, F. Jordan, Jr., R. Katz, and P. Sinsky.
        Prepared for the National Institute of Law Enforce-
        ment and Criminal Justice.  Washington, D. C.:  U. S.
        Government Printing Office, June 1973.

        This book contains a combination of several documents
        prepared as aids to the evaluation of the High Impact
        Anti-Crime Program.  Together, they provide a guide
        for developing and implementing plans to evaluate
        criminal justice projects.  The volume contains infor-
        mation on the nature and conduct of evaluations for
        project managers and also contains more specific
        instructional material on methodology for project
        evaluators.  Eight sample project evaluation compo-
        nents are described.

    3.  Intensive Evaluation for Criminal Justice Planning
        Agencies.  Donald Weidman, John Waller, Dona MacNeil,
        Francine Tolson, and Joseph Wholey.  Prepared for the
        National Institute of Law Enforcement and Criminal
        Justice.  Washington, D. C.:  U. S. Government
        Printing Office, 1975.

        Intensive evaluation is defined as an attempt to
        definitively link project effects to project efforts.
        The role of intensive evaluation in the Law Enforce-
        ment Assistance Administration is discussed, and the
        tasks facing an evaluation manager are described.
        These tasks are preparing projects for intensive
        evaluation, developing evaluation designs,
        executing evaluation designs, achieving utilization
        of evaluation findings, and managing evaluation
        resources.  Several case studies are presented.

    4.  Monitoring for Criminal Justice Planning Agencies.
        John Waller, Dona MacNeil, John Scanlon, Francine
        Tolson, and Joseph Wholey.  Preared for the National
        Institute of Law Enforcement and Criminal Justice.
        Washington, D. C.:  U. S. Government Printing
        Office, 1974.

        This document discusses the role of program monitoring
        in the Law Enforcement Assistance Administration, and
        outlines the major tasks facing a monitoring system
        manager.  These tasks are establishing agreement on
        what is to be monitored and what information will be
        required, establishing the flow of information, and
        assuring the utilization of monitoring information.
        Case examples are discussed.

    5.  Routinizing Evaluation:  Getting Feedback on Effective-
        ness of Crime and Delinquency Programs.  Daniel Glaser,
        University of Southern California.  Prepared for the
        National Institute of Mental Health, Center for Studies
        of Crime and Delinquency.  Washington, D. C.:  U. S.
        Government Printing Office, 1973.

        This book presents guidelines for evaluating programs
        that are aimed at changing the behavior of people
        adjudged delinquent, criminal, or otherwise socially
        deviant.  Topics covered include the following:  grounds
        for concern with evaluation; defining success or fail-
        ure, choosing among alternative measures, cost-benefit
        analysis methods, guarding against spurious evaluation
        criteria, determining which clients to compare,
        obtaining data on treatment consequences, obtaining data
        on subjects and programs, combining measurements of
        subjects and programs, determining who should do the
        comparing, and making the knowledge gained by evaluative
        research cumulative.  Recommendations are made for
        institutionalizing the conduct and use of evaluation
        research.

C.  Burglary Prevention Evaluations

1. An Evaluation of Operation Identification as Implemented in Illinois. Hans W. Mattick, C. Kavanagh Olander, David G. Baker, and Harold E. Schlegel. Prepared for the Illinois Law Enforcement Commission. Chicago: University of Illinois at Chicago Circle, September, 1974.

This volume presents the findings of an evaluation of the statewide Operation Identification (O-I) program in Illinois. Crime data, project records, project site visits, citizen surveys, and a property offender survey are described, and an assessment is made of the implementation and operation of local O-I projects throughout the state. Among the findings reported are the following: most O-I projects were not implemented according to Illinois Law Enforcement Commission plans, and no burglary reduction occurred which could be attributed to the program. Brief case histories are presented to illustrate project implementation in several communities, including Chicago.

2. Phase I Evaluation of Operation Identification: Summary of the Assessment of Operation Identification's Effectiveness and Plans for Evaluating a Single Project. Nelson B. Heller, William W. Stenzel, Allen D. Gill, Richard A. Kolde, and Stanley R. Schimerman. Prepared for the Law Enforcement Assistance Administration. St. Louis: The Institute for Public Program Analysis, May 1975.

This volume is the third of a three-volume final report examining the effectiveness of Operation Identification. The study was conducted as part of the National Evaluation Program of the National Institute of Law Enforcement and Criminal Justice. Contained in the volume is a summary of the major findings of the study, including a description and assessment of the major O-I activities and effects. These findings include the following: (1) most O-I projects have been unable to enlist more than a minimal number of participants; (2) the cost of recruiting and enrolling O-I participants is higher than expected; (3) O-I participants do have significantly lower burglary rates, but O-I communities have not experienced reductions in city-wide burglary rates or increases in the number of apprehended burglars; and (4) O-I markings have not increased the recovery and return of stolen property. The volume also presents a model data collection and evaluation plan for use by local O-I projects. Identified in this plan are key data elements, information sources, data collection procedures, quantitative measures, specific comparisons, and implementation guidelines for 14 evaluation questions.

3. Police Burglary Prevention Programs. Thomas White, Katryna Regan, John Waller, and Joseph Wholey. Prescriptive package prepared for the National Institute of Law Enforcement and Criminal Justice by The Urban Institute. Washington, D. C.: U. S. Government Printing Office, September 1975.

This book presents a summary of the findings of a study of police programs designed to deter burglaries either through target hardening techniques or actions to increase the risk of apprehension or reduce the value of stolen property. The evaluative results reported were gathered from existing data and extensive interviews with police personnel. The report presents a description of the burglary problem and activities used to deter burglaries, and discusses methods of evaluating burglary prevention projects. Several activities are discussed in detail: crime pattern and vulnerability analysis, community education, premise security surveys, property marking programs, patrol and surveillance, and anti-fencing operations.

D. Evaluation in Courts and Corrections

1. Evaluative Research in Corrections: A Practical Guide. Stuart Adams. Prescriptive package prepared for the National Institute of Law Enforcement and Criminal Justice. Washington, D. C.: U. S. Government Printing Office, March 1975.

This volume examines the role of evaluative research in corrections and offers guidelines for making evaluation a more effective tool for managing and improving corrections projects. The book is divided into four parts. Part one deals with the nature and status of correctional evaluation and presents six case studies. Part two discusses the role of the agency administrator, including identifying research needs and priorities, staffing and funding evaluation efforts, and utilizing findings. Part three discusses various research methods and strategies, including experimental and non-experimental studies, cost benefit analysis, operations research and systems analysis, and simulation. Part four presents a look at the future of evaluation and presents recommendations for improvement.

2. Juvenile Diversion. Andrew Rutherford and Robert McDermott. National Evaluation Program Phase I Summary Report prepared by the University of Minnesota. Washington, D. C.: National Institute of Law Enforcement and Criminal Justice, September 1976.

This report presents an assessment of diversion within the juvenile justice process. It includes a review of diversion programs and the process of diversion. A distinction is made between "traditional diversion" which sought ways of preventing certain juveniles from entering the juvenile justice system and "new diversion" which is represented by an array of programs which at best reduce penetration into the system. Case examples of several types of diversion programs are discussed.

E. Criminal Justice Evaluation Bibliographies

1. Criminal Justice Evaluation: An Annotated Bibliography. Washington, D. C.: National Criminal Justice Reference Service, June 1975.

   This list provides a broad sampling of a variety of evaluation related material. The entries are divided into general sections including evaluation methodology and procedure and program evaluation. An index facilitates identification of entries pertaining to specific topics such as corrections, courts, police, juveniles, and youth service bureaus.

2. Evaluation Document Loan List - No. 2. Washington, D. C.: National Criminal Justice Reference Service, September 1975.

   This documents lists evaluation documents that are available on a loan basis through the inter-library loan service of the National Criminal Justice Reference Service. The list is divided into four sections: evaluation methodology, police, courts, and corrections.

3. Selected Literature on Evaluation. Washington, D. C.: National Institute of Law Enforcement and Criminal Justice, October 1975.

   This is a selected list of evaluation-related documents available from the National Criminal Justice Reference Service. Entries are arranged alphabetically by title, and brief abstracts are given. Most of the documents listed pertain to issues and methods involved in evaluating different types of criminal justice programs.

END