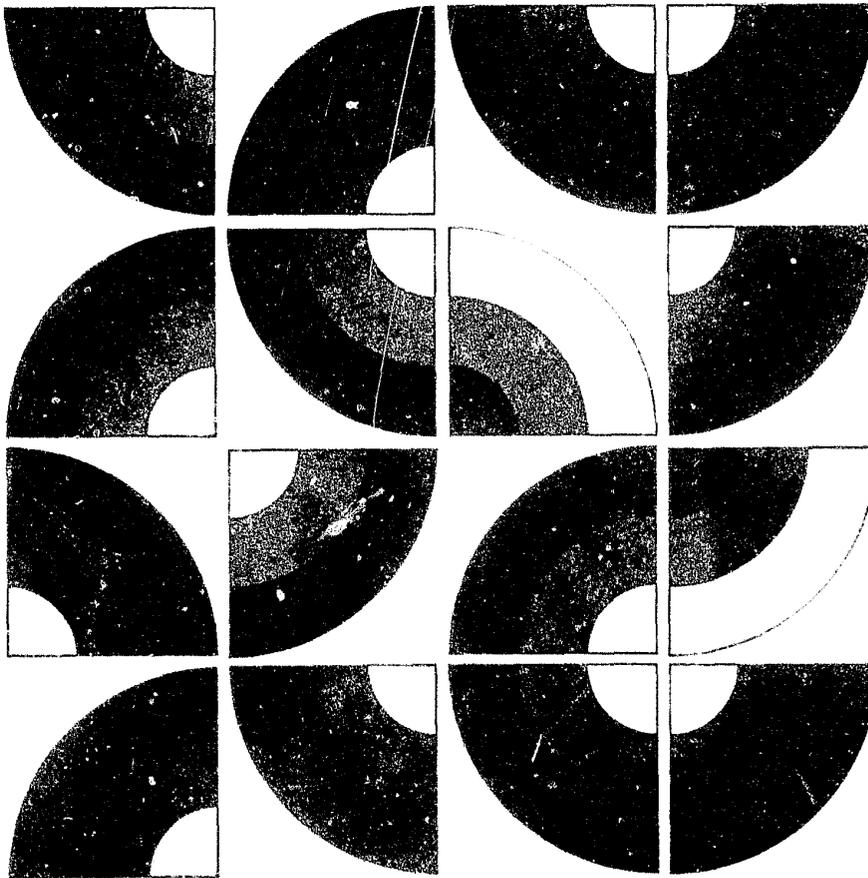


# THE NILECJ EVALUATION PROGRAM



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National Institute of Law Enforcement and Criminal Justice  
Law Enforcement Assistance Administration  
United States Department of Justice

**THE NILECJ EVALUATION PROGRAM**

**October 1975**

**National Institute of Law Enforcement  
and Criminal Justice  
Law Enforcement Assistance Administration  
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## INTRODUCTION

In the Crime Control Act of 1973, Congress directed the National Institute of Law Enforcement and Criminal Justice where possible to evaluate criminal justice assistance programs to determine the impact of the Federal effort to date and to guide the planning of future programs. In response, the Law Enforcement Assistance Administration Evaluation Policy Task Force was formed in November 1973. Its members represented LEAA central and regional offices and State Planning Agencies with the Deputy Director of the Institute serving as chairman. Their report of March 1974 outlined a comprehensive approach to the evaluation process to be implemented jointly by LEAA and the states and coordinated by the Institute.

Evaluation research is not new to the Institute. It has constituted a significant part of Institute funding since its inception. A total of \$21,769,489 supported evaluation studies or research projects with a major evaluation component.

In response to the new Congressional mandate, however, the Institute expanded this effort into a comprehensive program covering criminal justice techniques on a system-wide basis. The goals of this program established by the LEAA Evaluation Policy Task Force include the following:

- o Determine the cost and effectiveness of various approaches to criminal justice problems.
- o Enhance the management and performance of LEAA programs.
- o Help state and local agencies improve their own evaluation capabilities.

Implicit in these goals is a fourth one — to advance the state of the art. As implemented

by the Institute last year, the evaluation program accordingly has four major components:

### **National Evaluation Program**

Many innovative projects contain an evaluation phase, but these studies are almost always limited to the specific circumstances or environment in which the project operates. There has been little effort to determine the cost-effectiveness of specific types of programs — halfway houses, for example — on a nationwide basis. The Institute's National Evaluation Program will provide this knowledge. With the help of LEAA State Planning Agencies, about 19 candidate types of programs will be identified annually. Each will be the subject of a short "Phase I" assessment to determine its known costs and benefits, the need for further study, and the best strategy for such a study. Where sufficient reliable information about the topic area is already available, the Institute will analyze the data and prepare recommendations for effective operation of specific projects. If more intensive study is indicated, a "Phase II" in-depth evaluation will be conducted by outstanding criminal justice evaluation experts with funding from the Institute's Office of Research Programs.

### **Program Evaluation**

The effort to evaluate LEAA's national-level programs began in 1973, when the MITRE Corporation was chosen to evaluate the Impact Cities Program. In fiscal 1974, evaluations were funded for the Pilot Cities program (American Institutes for Research), the Institute's equipment development program (Northwestern University), the LEAA Courts Improvement Program (Rand), and two Institute demonstration programs —

police-family crisis intervention (Human Resources Research organization) and Des Moines community-based corrections (Florida State University). The Institute will also evaluate a limited number of other programs that have generated significant national interest. Such studies were funded last year in the decriminalization of public drunkenness, an automatic monitoring system for patrol cars, and a training program for State Planning Agency personnel.\*

## Developing State Capabilities

While most states have undertaken some criminal justice evaluations on their own and, in some cases, have developed quite sophisticated evaluation capability, there is a great need for increased state capacity in this area. The Institute will provide resources of several different kinds. It is developing a clearinghouse service through the National Criminal Justice Reference Service to which state evaluators can turn for ready access to information on developments in other states. It is sponsoring specialized training and general technical assistance services for State Planning Agency personnel. In addition, a \$2 million Model Evaluation Program has funded projects in 12 SPAs and RPU's to test ways in which state and local agencies can use evaluation information to achieve agency objectives.

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\*The High Impact Anti-Crime Program was designed by LEAA to demonstrate (in eight large cities) the effectiveness of comprehensive, crime-specific programs in reducing burglary and stranger-to-stranger street crime. The Institute funded Crime Analysis Teams in Atlanta, Baltimore, Cleveland, Dallas, Denver, Newark, Portland, and St. Louis; each team was responsible for planning and evaluating the city program.

## Developing New Methodologies

As applied to criminal justice, evaluation is still in its infancy, and the Institute's goal is to devise more sophisticated instruments for measuring the impact of criminal justice programs. One such instrument is the criminal justice system model that is used to predict the consequences of a change in the amount or mix of resources available to the system or to some of its elements — for example, a model could be used to predict the effect on case processing time if the number of judges are increased or the effect on the number of arrests if police patrols are reduced. Under a \$150,000 grant, the Rand Corporation will prepare an anthology of the best models, a description of their technical aspects, and a report on the most fruitful areas for LEAA support.

Detailed descriptions of these projects in these four areas are contained in this document. Section 1 features the projects in the National Evaluation Program, while Sections 2, 3, and 4 cover the evaluations of major criminal justice programs, Model Evaluation Program grants, and projects to develop new methodologies. Each description contains the title of the project, name and address of the grantee, the project director, the period of award, and an abstract of the aims of the evaluation.

# SECTION 1

## NATIONAL EVALUATION PROGRAM

### PHASE I PROJECT DESCRIPTIONS

The Introduction to this document outlines the basic goals of the Phase I assessments under the Institute's National Evaluation Program. To accomplish these goals, the evaluations will result in: (1) a summary of available knowledge, (2) an assessment of the quality and reliability of the studies and available data, (3) plausible performance measures of success or failure and the factors that contribute to success or failure within a theoretical framework, (4) identification of gaps in knowledge and recommendations for filling them, (5) program and cost models suitable for funding and research.

Each of the topics funded for Phase I study is summarized in this section. All are designed to fulfill the criteria discussed above.

TOPIC: Citizen Crime Reporting Programs  
GRANTEE: Loyola University of Chicago  
PROJECT DIRECTOR: Leonard Bickman  
PERIOD OF AWARD: April 11, 1975 to November 11, 1975

Summary Description of Project: This is an evaluation of state and local citizen surveillance and crime reporting projects. Data will be collected through telephone surveys of State Planning Agencies (SPA), through mail and site surveys of LEAA and non-LEAA funded programs, through a detailed review of the relevant criminal justice literature, and through consultation with experts in evaluation and citizen reporting and related subject areas. This information will be compiled in a synthesis of available knowledge on crime reporting programs, including a classification of existing alternative methods of implementation, an identification of the basic assumptions underlying each method or type

of program, and a tentative assessment of the effectiveness with which the various alternatives fulfill their basic project assumptions.

TOPIC: Citizen Patrol  
GRANTEE: The Rand Corporation  
PROJECT DIRECTOR: Robert Yin  
PERIOD OF AWARD: April 30, 1975 to January 31, 1976

Summary Description of Projects: This study will be a Phase I evaluation of state and local citizen patrol projects. SPAs will be surveyed by telephone to collect data and LEAA and non-LEAA funded programs will be surveyed by mail or direct site visits. Data also will be gathered from relevant criminal justice literature and from consultations with evaluation and citizen patrol experts. This effort will result in a compilation of available knowledge on citizen patrol programs that will highlight existing alternative methods, basic assumption for each type of program, and an assessment of how effectively the alternatives are fulfilling the basic project assumptions.

TOPIC: Crime Analysis  
GRANTEE: Foundation for Research and Development in Law Enforcement and Criminal Justice  
PROJECT DIRECTOR: Hobard Reinier  
PERIOD OF AWARD: January 1, 1975 to September 31, 1975

Summary Description of Project: This project is an evaluation of police patrol support systems, specifically focusing on crime analysis. Crime analysis is a critical subject for national evaluation. As an extremely integral function of police

services, more needs to be known about its impact and effectiveness.

TOPIC: Detention of Juveniles and Alternatives to Its Use

GRANTEE: University of Chicago  
PROJECT DIRECTOR: Donnell Pappenfort  
PERIOD OF AWARD: June 4, 1975 to December 3, 1975

Summary Description of Project: Detention of juveniles and alternatives to detention is the subject of this study. The assessment will be conducted to determine what is currently known about the project type and its effectiveness, what additional information could be provided through further evaluation of the project type, and what would be the cost and value of obtaining the additional information.

TOPIC: Early Warning Robbery Reduction Projects

GRANTEE: The MITRE Corporation  
PROJECT DIRECTOR: Warner Eliot  
PERIOD OF AWARD: March 15, 1975 to March 14, 1976

Summary Description of Project: This evaluation will analyze early-warning robbery reduction projects that are police operations directed against robbery of convenience stores; gas stations; and other vulnerable, largely night-time businesses. The basic concept involves the use of covert stake-out patrols stationed near the threatened store and victim-operated, police-owned alarm systems located inside the stores. By maintaining the stake-out patrol only a short distance from the store, often in a cruising, unmarked car, and by providing direct radio alarm to alert the patrol when a robbery is in progress, the police are able to reduce the response time in some instances to a matter of

seconds and thereby increase the likelihood of interdicting the robbery and capturing the robber at the scene. At least 56 police agencies in the nation have initiated, or are planning to initiate, robbery control projects of this kind.

TOPIC: Evaluation of Court Information Systems

GRANTEE: The MITRE Corporation  
PROJECT DIRECTOR: Burton Kreindel  
PERIOD OF AWARD: August 25, 1975 to March 24, 1976

Summary Description of Project: This project will provide a state of the art on court information systems to an audience that includes policy-makers, operational personnel, and other court personnel who would be affected by a court information system. Most importantly, it will identify for Congress, LEAA, and other funding sources, past and current projects and will provide an assessment of the types and amount of evaluation that has been done.

The outstanding products of this project will be an issues paper that will summarize current opinions and literature, a judgmental assessment which will point out gaps in the overall assessment, and a single agency evaluation design which will facilitate assessment of individual projects. These products will provide an assessment of the status of court information systems in their various forms (e.g. manual, computer-based) will be presented.

A comprehensive literature search, structured telephone interviews, and site visits are integral tasks focused on ascertaining what is presently known about the costs and effectiveness of court information system projects; how much more should and can be learned and at what cost; and if more in-depth evaluation seems warranted, how such a program should be carried out.

TOPICS: (a) Juvenile Diversion  
(b) Alternatives to Incarceration for Juveniles

GRANTEE: University of Minnesota  
PROJECT DIRECTOR: Andrew Rutherford  
PERIOD OF AWARD: March 19, 1975 to October 18, 1975

Summary Description of Project: The purpose of this project is to assess two important program areas in the juvenile delinquency field: diversion and community-based alternatives to incarceration. Important issues surrounding programming in the diversion and alternatives to incarceration areas will be examined in the course of the assessment effort. They include: (1) What is the nature of the universe of projects funded under these concepts? (2) What kinds of intervention strategies do they represent? (3) What is the range of program elements? (4) What is known about their levels of effectiveness? and (5) Do the types of projects funded in these areas actually constitute program alternatives to juvenile justice system processing?

TOPIC: Operation Identification Projects  
GRANTEE: The Institute for Public Program Analysis

PROJECT DIRECTOR: Nelson B. Heller  
PERIOD OF AWARD: October 14, 1974 to April 13, 1975

Summary Description of Project: This grant will conduct a six-month, \$96,257 evaluation of state and local Operation-Identification projects. Data will be collected through telephone surveys of SPAs, through phone and site surveys of LEAA and non-LEAA funded Operation Identification programs, through interviews with Operation Identification equipment manufacturers, through a detailed review of the relevant criminal justice literature, and through consultation with experts in property identification and related subject areas.

TOPIC: Pretrial Release Programs  
GRANTEE: National Center for State Courts

PROJECT DIRECTOR: Barry Mahoney  
PERIOD OF AWARD: February 15, 1975 to September 14, 1975

Summary Description of Project: This evaluation will cover Pretrial Release Programs. The project staff will accomplish these Phase I aims by gathering and analyzing data from recent evaluation studies and reports from field observation. Tentative sites include those presently supported by LEAA funds (e.g. major programs in Philadelphia and in Brooklyn) and programs that were previously funded by LEAA, but are now supported by local taxes (e.g. programs in Santa Clara County, California and Monroe County, New York). They also formulate quantifiable measures of program effectiveness, taking into account the assumptions underlying the programs and prepare a model data collection system for assessing programs of pretrial release.

The primary audience for the products of this study will be criminal justice planners and administrators of pretrial release programs who are concerned about the effectiveness of alternative pretrial systems.

TOPIC: Pretrial Screening Projects  
GRANTEE: Bureau of Social Science Research

PROJECT DIRECTOR: Joan Jacoby  
PERIOD OF AWARD: March 15, 1975 to September 14, 1975

Summary Description of Project: This Phase I study will be concerned with Pretrial Screening Projects. The project staff will accomplish these aims by gathering and analyzing data from recent evaluation studies and reports of specific programs, from interviews with knowledgeable experts, and from field observation. Visits to approximately 20 prosecutors' offices are planned, the sites to be determined by

using a stratified sample drawn from cities over 100,000.

The primary audience for the products of this study will be criminal justice planners and prosecutors who are concerned about the effectiveness of pretrial screening projects.

TOPIC: Prevention of Juvenile Delinquency  
GRANTEE: Ohio State University  
PROJECT DIRECTOR: Jerry Walker  
PERIOD OF AWARD: April 21, 1975 to November 21, 1975

Summary Description of Project: This grant will study juvenile delinquency prevention programs. The grant will examine important issues surrounding programming in the delinquency prevention area. These include: (1) How is delinquency prevention defined? (2) What is the range of project types funded under the rubric of delinquency prevention? (3) What are the actual interventions to prevent delinquent behavior and what are the chains of logical assumptions linking the interventions to hypotheses of delinquency causation? (4) What does the research conducted to date tell us about their levels of effectiveness? (5) How are target groups actually identified? and (6) What is the nature of social service agency involvement?

TOPIC: Residential Inmate Aftercare (Halfway Houses) for Adult Offenders  
GRANTEE: The Ohio State University Research Foundation  
PROJECT DIRECTOR: Richard P. Seiter  
PERIOD OF AWARD: August 25, 1975 to February 24, 1976

Summary Description of Project: This project will develop a comprehensive state of the art of residential inmate aftercare (halfway house) projects funded by federal (LEAA), state, and local agencies.

The products to be generated include an issues paper outlining expert views and opinions, and past and current research and evaluation efforts; a judgmental assessment identifying areas needing further evaluation, and the importance, unimportance, and cost of obtaining this information; and a single agency evaluation design. This will facilitate evaluation of individual ongoing programs utilizing the methods and criteria to judge project success that are to be assembled in this Phase I study.

TOPIC: Specialized Patrol Operations  
GRANTEE: Institute for Human Resources Research  
PROJECT DIRECTOR: Kenneth Webb  
PERIOD OF AWARD: January 1, 1975 to August 28, 1975

Summary Description of Project: This project will focus on police management. In accordance with the National Evaluation Program (NEP) mission, this study will assess the cumulative knowledge about three specialized patrol operations — suspect-oriented patrol, tactical patrol, and anti-crime or "old clothes" patrol.

TOPIC: Team Policing  
GRANTEE: National Sheriff's Association  
PROJECT DIRECTOR: William Gay  
PERIOD OF AWARD: February 15, 1975 to October 14, 1975

Summary Description of Project: The Neighborhood Team Policing (NTP) concept was designed to strike a balance between the presumed efficiency of centralized urban police departments and the need to provide improved police service to the community. However, team policing is still in its formative operational stage. Although claims about the advantages of team policing over traditional patrol methods have been stated in the most positive language, little empirical evaluation has been done to validate

its supposed benefits. Quantitative information to evaluate team policing may be, as some claim, the wave of the future and deserves considerable Federal support. Therefore, this evolution will identify, classify, and analyze a clear picture of the current status of team policing as it is being utilized by various law enforcement agencies before action at the national level is taken.

TOPIC: Traditional Preventive Patrol  
GRANTEE: University City Science Center  
PROJECT DIRECTOR: Don Overly  
PERIOD OF AWARD: January 1, 1975 to August 31, 1975

Summary Description of Project: The University City Science Center will conduct a study of selected patrol strategies: traditional preventive patrol. The study will be oriented towards answering the following questions: What is the current state of the art in traditional patrol? How are departments currently carrying out the traditional patrol function? What types of activities have been found to be most effective? What is the best way to evaluate on-going projects? What information is needed for effective planning and decision making? What should LEAA do in order to improve the state of the art in police patrol?

TOPIC: Treatment Alternatives to Street Crime (TASC) Program  
GRANTEE: The Lazar Institute  
PROJECT DIRECTOR: Mary Toborg  
PERIOD OF AWARD: January 1, 1975 to November 23, 1975

Summary Description of Project: The purpose of this project is the assessment of the Treatment Alternatives to Street Crime (TASC). Little systematic knowledge is available with regard to the operation and effectiveness of TASC projects although

LEAA has funded the establishment and operation of 28 such projects to date. The research will address critical issues with regard to TASC projects including: (1) extent to which TASC has helped reduce drug-related crime, (2) the extent to which TASC has reduced the caseload burden of the criminal justice system, (3) the extent to which TASC has been successful in identifying and channelling into treatment people who had not sought treatment earlier, and (4) the extent to which TASC clients are handled differently in treatment than other clients and the consequence of such differential treatment.

TOPIC: Youth Services Bureaus  
GRANTEE: Boston University  
PROJECT DIRECTOR: Arnold Schuchter  
PERIOD OF AWARD: July 15, 1974 to February 15, 1975

Summary Description of Project: This project is an assessment of Youth Service Bureaus (YSB). This topic was chosen because little systematic knowledge is available with regard to the operation and effectiveness of YSB, although LEAA alone has funded more than 200 such projects since 1967. The research will address critical questions with regard to YSB, including: (1) What is a YSB? (2) What is the range of YSB across the country in terms of structure and functions? (3) What does the research conducted to date on YSB tell us about their levels of effectiveness? (4) What function should be performed and what services should be provided by YSB? and (5) Under whose auspices should YSB be operated?

The study will be based on a critical review of YSB literature and interviews with a wide range of theoretical and program experts and on the expertise of the investigators and consultants, general knowledge, past findings, and modified information drawn from site visits.

## SECTION 2

### PROGRAM EVALUATIONS

This section presents summaries of those Institute supported projects designed to evaluate criminal justice programs which have important national implications. In fiscal year 1976, evaluations will be made of ten such programs.

**TITLE OF PROJECT:** An Approach to Evaluating a Police Program of Family Crisis Intervention in Six Demonstration Cities

**GRANTEE:** Human Resources Research Organization  
300 North Washington Street  
Alexandria, Virginia 22314

**PROJECT DIRECTOR:** Peter B. Wylie  
**PERIOD OF AWARD:** July 1, 1974 to December 31, 1975

**Summary Description of Project:** The purpose of this project is to evaluate the replication of the Family Crisis Intervention Program (FCIP) in six demonstration sites: Syracuse, New York; Portsmouth, Virginia; New Orleans, Louisiana; Peoria, Illinois; Columbus, Georgia; and Jacksonville, Florida. This LEAA Exemplary Project proved successful in trial implementations in New York City in reducing assaults and homicides directly precipitated by family crises and in reducing instances of injuries to police called to intervene in family disputes. This grant will not only assess the effectiveness of the FCIP in actual operation, but also the major training program in FCIP techniques that will be implemented in each participating police department.

The methodology of this study will focus on the following key indices: a decrease in the number of family connected assaults, particularly homicides; a decrease in the number of injuries sustained by patrolmen during family crisis interventions; improve-

ment in the identification and referral of persons with incipient emotional disorders; acceptance of the FCIP both by the local citizenry as well as by the police themselves; and reduction in police and court costs involved in resolving family disputes. The final report will fully document the entire evaluation effort and include an interpretive description of overall FCIP success.

**TITLE OF PROJECT:** Detoxification, Decriminalization and the Criminal Justice System in the City of Boston

**GRANTEE:** City of Boston  
Mayor's Safe Streets Act  
Advisory Committee  
80 Boylston Street  
Boston, Massachusetts 02116

**PROJECT DIRECTOR:** Ronald W. Geddes  
**PERIOD OF AWARD:** January 1, 1974 to December 31, 1974

**Summary Description of Project:** The purpose of this grant is to evaluate the impact of the Boston Alcohol Detoxification Project (BADP) on the criminal justice system in Boston. The BADP began in the fall of 1970 as an SPA-sponsored research and demonstration effort. The study examines criminal justice system practices in Boston during: (1) the ten year period prior to the establishment of the BADP; (2) the two year period when the BADP was operative prior to decriminalization; and (3) a one year period following the repeal of the public drunkenness statutes in Massachusetts. Police-public inebriate activity in the various city districts (some lacking detoxification facilities) will constitute the experimental and control variables for the study. Detailed lists of hypotheses that were carefully prepared with regard to the police, inebriates, police administrators, police

districts, the volume of police activity, and the use of detoxification facilities will be considered under the changing circumstances.

**TITLE OF PROJECT:** The Impact of Decriminalization on the Intake Process for Public Inebriates

**GRANTEE:** The American University Law School  
Institute for Studies in Justice and Social Behavior  
Massachusetts and Nebraska Avenues, N. W.  
Washington, D. C. 20016

**PROJECT DIRECTOR:** Dr. C. Thomas Dienes

**PERIOD OF AWARD:** July 1, 1974 to April 30, 1976

**Summary Description of Project:** The purpose of this study is to evaluate the impact that decriminalizing public drunkenness has had on the intake of public inebriates and on other components of the criminal justice system. The format for the study will be developed in Washington, D. C. and further data will be gathered in four other major cities, two with a similar treatment-oriented approach and two with criminal sanctions against public intoxication. The first step will be to establish alcoholism rates and intake rates prior to and since decriminalization. Preliminary studies in the District of Columbia suggest that intake rates have significantly declined while alcoholism rates have continued to increase. The reasons for the differences and similarities in all sites will be analyzed and a model mechanism for delivering public inebriates to treatment facilities in metropolitan areas will be proposed.

**TITLE OF PROJECT:** Evaluation of an Implemented Automatic Vehicle Monitoring System

**GRANTEE:** Public Systems Evaluation, Inc.  
3 Johnson Terrace  
Winthrop, Massachusetts 02152

**PROJECT DIRECTOR:** Richard C. Larson  
**PERIOD OF AWARD:** July 1, 1974 to December 31, 1975

**Summary Description of Project:** The St. Louis Police Department is planning to install Boeing's FLAIR Automatic Vehicle Monitoring (AVM) system, equipping in stages virtually their entire fleet of cars over the next 18 months to 2 years. This will be the first large-scale, operational implementation of such a system. It is the intent of the present evaluation to use the St. Louis experience as a case study. The project goes beyond this in that it proposes to use St. Louis data to produce a generalized "model" of how various generic types of AVM systems with different technical characteristics will affect police operations in cities with different basic patrol problems. An important aim is to establish practical guidelines that can be used by a police department contemplating the installation of AVM.

**TITLE OF PROJECT:** Evaluation of Criminal Justice Planning Institute

**GRANTEE:** American Justice Institute  
1007 7th Street, Suite 406  
Sacramento, California 95814

**PROJECT DIRECTOR:** Dr. Gary G. Taylor  
**PERIOD OF AWARD:** April 15, 1974 to September 1, 1975

**Summary Description of Project:** LEAA's Region IX, through a grant to the University of Southern California, created a Criminal Justice Planning Institute whose purpose is to design and carry out a short course in planning and evaluation techniques for selected LEAA state planning agency staff members in that region. The mission and objectives of the course were worked out jointly by LEAA and USC staff along with an advisory committee from LEAA headquarters and from the SPAs. It is intended that the course also serve as a developed prototype that can be easily adopted by other LEAA Regional Offices. USC's first offering of the course took place April 15-25, 1974. It was repeated for Region IX May 22-June 6. Region X

is planning to offer the course in September of this year. The purpose of this evaluation is to test the appropriateness and adequacy of the subject matter, the effectiveness of the course materials and presentation, the response of the attendees to the various course elements, the transferability of the subject material to practice on the job, and the degree to which the course itself and the specially prepared materials can be utilized in similar offerings elsewhere.

**TITLE OF PROJECT:** Evaluation of Community-Based Programs for Adult Offenders

**GRANTEE:** The Florida State University  
Graduate Studies and Research  
Tallahassee, Florida 32306

**PROJECT DIRECTOR:** Dr. Charles Wellford  
**PERIOD OF AWARD:** June 15, 1974 to December 14, 1975

**Summary Description of Project:** The purpose of this project is to evaluate the replication of the Des Moines Community-Based Corrections program in five demonstration sites. This LEAA Exemplary Project provides a method of handling adult offenders and includes the following elements: (1) a release on recognizance program; (2) supervised pretrial release; (3) an active probation program; and (4) a community-based treatment facility. The grant will assess the effects of each of these components as well as the overall impact of this replication program on each local criminal justice system. Further, the evaluation framework takes into account the variations in project design, differences in operating conditions, and the need for on-site research observation and documentation.

**TITLE OF PROJECT:** Evaluation of the LEAA Courts Improvement Program, Phase I

**GRANTEE:** The RAND Corporation  
1700 Main Street  
Santa Monica,  
California 90406

**PROJECT DIRECTORS:** Dr. P. W. Greenwood, and Sorrel Wildhorn

**PERIOD OF AWARD:** January 4, 1974 to August 31, 1974

**Summary Description of Project:** In order to assist LEAA in making future decisions on prosecution-related research and technical assistance activities, the RAND Corporation evaluated the National Center for Prosecution Management (NCPM). A briefing and final written report summarizing and evaluating the products and activities of the National Center for Prosecution Management was presented to LEAA and the NCPM management. The briefing addressed: the NCPM model to characterize and classify prosecutors' offices; NCPM manuals; technical assistance activities aiding specific prosecutors' offices; seminars, workshops, and other communication activities. Potential new service areas and future research projects, as well as their implications for management, staffing and support activities were discussed.

**TITLE OF PROJECT:** Evaluative Study of the Equipment Systems Improvement Program

**GRANTEE:** Northwestern University  
Organization Behavior  
Department  
Evanston, Illinois

**PROJECT DIRECTOR:** M. Radnor  
**PERIOD OF AWARD:** October 15, 1973 to July 14, 1974.

**Summary Description of Project:** NILECJ's Equipment Systems Improvement Program grew out of the immediate and pressing need for the institute to consolidate its work in the hardware test and development area and to establish a systematic program for producing results of maximum utility to the operating criminal justice system. The program is designed to operate through the work of three operational groups. The Analysis Group defines equipment research

needs and priorities through empirical study of criminal justice system operations. The Development Group performs the research necessary for the actual development of new or improved equipment. The Standards Group develops and disseminates definitive test procedures and standards of performance for items of commercially available equipment. This study will evaluate the Equipment Systems Improvement Program (ESIP), which was fully implemented as of July 1, 1972. The grantee will examine the development and performance of ESIP as a research and development system in the light of: (1) the total existing system (both governmental and private) now performing research and development for criminal justice and (2) the optimum possible intervention strategy that can be adopted by a Federal program with an extremely modest budget in order to get useful technological innovations actually into the hands of the operating agencies.

**TITLE OF PROJECT:** LEAA Assessment: Planning and Program Impact  
**GRANTEE:** Advisory Commission on Intergovernmental Relations (ACIR)  
726 Jackson Place, N. W.  
Washington, D. C. 20575  
**PROJECT DIRECTOR:** Dr. Carl Stenberg  
**PERIOD OF AWARD:** March 10, 1975 to March 9, 1976

**Summary Description of Project:** There are two objectives of this inter-agency agreement. First, the ACIR will conduct an analysis of the impact of the LEAA program on criminal justice system reform and improvement at the state and local levels. It will document with some precision the actual uses to which monies granted by LEAA to the 55 State Planning Agencies have been put over the program's life, including the most successful and least successful projects funded. A detailed analysis will be made of ten SPAs to determine which projects have been "innovative" in nature, have been continued with non-Federal funds and have served as a model for other programs in other juris-

dictions. It will also attempt to measure the impact of LEAA activities on crime reduction.

**TITLE OF PROJECT:** National Evaluation of Pilot City Program  
**GRANTEE:** American Institutes for Research  
3301 New Mexico Avenue,  
N. W.  
Washington, D. C. 20016  
**PROJECT DIRECTOR:** Robert Krug  
**PERIOD OF AWARD:** November 2, 1973 to April 1, 1975

**Summary Description of Project:** The Pilot City Program was initiated in 1970 by the Institute to create a group of demonstration cities where new ideas and technologies in law enforcement could be tested and evaluated. The cities involved are San Jose, California; Dayton, Ohio; Charlotte, North Carolina; Albuquerque, New Mexico; Norfolk, Virginia; Omaha, Nebraska; Des Moines, Iowa; and Rochester, New York. The goals of the National Evaluation are to monitor the progress of each city's program, to measure the effects of each program, and to increase understanding of the processes by which change in the criminal justice system takes place. One of the tasks will be to pinpoint projects that have succeeded on the basis of unique, local characteristics and to determine which successful experiments could easily be transferred to other cities.

**TITLE OF PROJECT:** National Evaluation of the High Impact Anti-Crime Program  
**GRANTEE:** The MITRE Corporation  
Westgate Research Park  
McLean, Virginia 22101  
**PROJECT DIRECTOR:** Eleanor Chelimsky  
**PERIOD OF AWARD:** June 2, 1972 to February 28, 1975; April 7, 1975 to January 31, 1976

**Summary Description of Project:** The Impact Program is an intensive planning and

action effort designed to reduce the incidence of stranger-to-stranger crime and burglary in eight American cities through the use of crime-oriented planning and crime-specific programs. The National Level Evaluation of the Impact Program includes nine tasks:

- o Study of crime-oriented planning and implementation in the eight cities.
- o Assessment of progress made toward institutionalization within the criminal justice system.
- o A study of the TASC programs which were attempted by Impact cities.
- o A study of programs undertaken by the cities which are based on one of the following assumptions:

- Police activity is related to crime rates.

- The intensity of supervision is related to recidivism.

- o An examination of innovation in the Impact Program.
- o The identification of transferable Impact projects.
- o The identification of effective evaluation techniques.
- o The documentation of the Impact Program history in each of the eight cities and from a national perspective.
- o A final report will bring together the broader Impact issues, receiving inputs from the eight other tasks, and developing its own information as well.

### SECTION 3

## MODEL EVALUATION PROGRAM

This section lists summaries of the eleven projects which comprise the National Institute's Model Evaluation Program. This program competition was announced in September 1974 and was open to all State Planning Agencies and Regional Planning Units. Grants were awarded to 5 SPAs and to 5 RPU's. In addition, a grant to the Urban Institute will provide an overall assessment of the program.

TITLE OF PROJECT: Model Evaluation Program

GRANTEE: Alameda Regional Criminal Justice Planning Board  
100 Webster Street, Suite 104  
Oakland, California 94607

PROJECT DIRECTOR: John F. Lenser  
PERIOD OF AWARD: July 15, 1975 to July 14, 1976

Summary Description of Project: This project will advance the evaluation capability of the Alameda Regional Criminal Justice Planning Board beyond the competent but isolated project-level evaluations currently being produced to a more comparative assessment of alternative approaches to similar objectives. This effort will examine the cost effectiveness of LEAA-supported projects and more traditional criminal justice activities and will provide the resource necessary to expand the use of more rigorous evaluation designs.

TITLE OF PROJECT: Central Midlands, South Carolina Model Evaluation Program

GRANTEE: Central Midlands Regional Planning Council  
Suite 155, 800 Dutch Square Blvd.  
Columbia, South Carolina 29210

PROJECT DIRECTOR: Frank M. Castellow, Jr.  
PERIOD OF AWARD: July 1, 1975 to June 30, 1977

Summary Description of Project: This grant will allow the Central Midlands Regional Planning Council to implement a regional evaluation program. The project will use and add extensively to an existing geographic data base. This data base will be utilized to measure the independent effect of criminal justice projects on the incidence of crime. An evaluation director will be hired and charged with developing standard evaluation procedures for project-level evaluations. It is anticipated that this project will produce crime-specific evaluation plans, a variety of measurement instruments, and a final report on the project's activities and findings.

TITLE OF PROJECT: Central Oklahoma Model Evaluation Program  
GRANTEE: Association of Central Oklahoma Governments  
Suite 200, 4801 Classen Blvd.  
Oklahoma City, Oklahoma 73118

PROJECT DIRECTOR: Darrel Tiller  
PERIOD OF AWARD: June 1, 1975 to April 30, 1976

Summary Description of Project: This grant will allow the Association of Central Oklahoma Governments (ACOG) to set up an in-house evaluation system. The Association is the regional planning unit for the four-county central Oklahoma area, which includes Oklahoma City, plus 32 cities and towns, with a total population of 692,000. The ACOG will hire an evaluation staff that will design, conduct, and analyze evaluations of selected regional criminal

justice projects. The information culled from the evaluations will enable the staff to develop a reservoir of evaluation data and criteria for use in future ACOG evaluation and planning activities. Products resulting from the grant will include a number of project-level evaluations and the data collected during these evaluations, evaluation training programs for local evaluators, and a final report detailing the costs and benefits of the program.

TITLE OF PROJECT: Jacksonville, Florida  
Model Evaluation Program  
GRANTEE: Office of Criminal Justice  
Planning  
Mayor's Office, City of  
Jacksonville  
101 East Adams Street  
Jacksonville, Florida 32202  
PROJECT DIRECTOR: James Jarboe  
PERIOD OF AWARD: May 26, 1975 to  
May 25, 1976

Summary Description of Project: This project proposed by the Jacksonville metropolitan planning agency will examine the value of increased evaluation activity in an urban governmental setting organized in teams along traditional police, courts, and corrections program areas.

System level information about the criminal justice activities in Jacksonville (such as client flow and agency interactions) also will be developed for use by the Office of Criminal Justice Programs in its planning and funding decisions.

TITLE OF PROJECT: Ventura, California  
Model Evaluation Program  
GRANTEE: Ventura Region Criminal Justice  
Planning Board  
168 North Brent Street,  
Suite 305  
Ventura, California 93003  
PROJECT DIRECTOR: Mal King  
PERIOD OF AWARD: June 15, 1975 to  
June 14, 1976

Summary Description of Project: This project will combine an in-house evaluation capability with an on-going standards and goals effort. The Ventura Region Criminal Justice Planning Board has already developed an extensive statement of local criminal justice standards and goals and has undertaken a modest (\$47,000 for fiscal year 1975) agency-based evaluation effort. With the support obtained under this Institute Model Evaluation Program grant, the Ventura RPU will develop a model Evaluation Program to work toward the establishment of intensive evaluation components for all LEAA and California Council on Criminal Justice projects in the Ventura Region. Such an effort will provide local criminal justice decision-makers with the evaluation information they need to assess the achievement of both project and agency standards and goals.

TITLE OF PROJECT: Illinois Model Evaluation Program  
GRANTEE: Illinois Law Enforcement  
Commission  
120 South Riverside Plaza  
Chicago, Illinois 60606  
PROJECT DIRECTOR: Richard F. Sullivan  
PERIOD OF AWARD: July 1, 1975 to  
June 30, 1976

Summary Description of Project: Under this project, the Illinois Law Enforcement Commission (ILEC) will provide direct technical assistance in the area of project evaluation to selected rural and urban regional planning units. This assistance will involve the direct participation of ILEC evaluation specialists in the development of grant applications, regional plans, and data collection efforts.

This grant will provide some support for ILEC's ongoing project data standardization activities. By incorporating standard data reporting procedures into the grant application evaluation components, ILEC will be able to establish and maintain a computer based information system for the production, storage, and retrieval of evaluation analyses. The project staff will

complement these efforts with the establishment of a resource library on evaluation activities, methodology, and results in criminal justice.

An assessment of the effects of this project will be made by comparing the utility of evaluation materials produced in the regions receiving evaluation assistance and in those which do not. A handbook describing project activities and results will be produced for use by other State Planning Agencies.

TITLE OF PROJECT: Massachusetts Model Evaluation Program  
GRANTEE: Massachusetts Committee on  
Criminal Justice  
80 Boylston Street  
Boston, Massachusetts 02116  
PROJECT DIRECTOR: Robert Cole  
PERIOD OF AWARD: April 26, 1975 to  
April 25, 1977

Summary Description of Project: The Massachusetts proposal will test whether development of an evaluation capability to serve RPU and agency administrators will result in improved planning and decision-making at both the SPA and region/agency levels.

Massachusetts will place evaluators in selected regions and criminal justice agencies to serve as "consultants" to region/agency administrators. As a consultant, the evaluator will advise the administrator of evaluation findings, will design and monitor project evaluations, and will make recommendations for utilizing evaluation results. It is expected that this support will enable the region/agency administrator to base more decisions on empirical information.

In addition, the project is expected to produce prototype evaluation strategies for assessing programs and to produce six to nine program evaluations.

TITLE OF PROJECT: Michigan Model Evaluation Program  
GRANTEE: State of Michigan  
Office of Criminal Justice  
Programs  
Lewis Cass Building, 2nd Floor  
Lansing, Michigan 48913  
PROJECT DIRECTOR: Marilyn Hall  
PERIOD OF AWARD: July 1, 1975 to  
September 30, 1977

Summary Description of Project: This project will expand the evaluation capabilities of the Michigan criminal justice community by integrating the evaluation efforts and staff of the Michigan SPA with those of several Regional Planning Units, the Michigan State University School of Criminal Justice, and three criminal justice operating agencies: the State Departments of Corrections and Education, and the Wayne County Sheriff's Department. These agencies will work together toward the development of evaluation training programs, the planning and implementation of agency based evaluation programs, and the improved use of evaluation information in criminal justice planning. In order to accomplish these goals, four professional staff members will be hired and six graduate internships will be created. This effort, if successful, will be a valuable contribution to the knowledge about the utility of cooperative SPA-Operating Agency-University evaluation activities.

TITLE OF PROJECT: Pennsylvania Model Evaluation Program  
GRANTEE: Governor's Justice Commission  
Evaluation and Monitoring  
Unit  
P. O. Box 1167  
Harrisburg, Pennsylvania 17120  
PROJECT DIRECTOR: Joseph Riggione  
PERIOD OF AWARD: April 26, 1975 to  
April 26, 1977

Summary Description of Project: Pennsylvania seeks to establish a three-level

evaluation system that will provide data regarding projects, programs, and their impact on the total criminal justice system. The capability of the Pennsylvania Regions will be improved through SPA training of staff, technical assistance, and standardization of methodology and data items. The findings of the project evaluations will be synthesized with evaluation results of SPA studies to form program level evaluations. The SPA will utilize the program evaluations to assess the problems and functioning of the total Pennsylvania criminal justice system. It is expected that this information will result in improved planning and administration at both the SPA and regional/agency levels.

**TITLE OF PROJECT:** Virginia Model Evaluation Program

**GRANTEE:** Commonwealth of Virginia  
Division of Justice and Crime Prevention  
8501 Mayland Drive  
Richmond, Virginia 23229

**PROJECT DIRECTOR:** Bruce Brennan  
**PERIOD OF AWARD:** April 25, 1975 to April 25, 1977

**Summary Description of Project:** The purpose of the Virginia project is to develop an alternative to their current monitoring-evaluation system. The current Virginia system is essentially one of obtaining outside professional judgement of a particular project after it is completed.

The proposed alternative system will be based on data items that are identified by the users and are quantified and amenable to computer processing. Development of such a system will enable the Virginia SPA to make program and project evaluations.

A test of the utility of the old (professional judgement) and new (quantifiable data) systems will be conducted. This will be done by submitting actual evaluations of five projects, each evaluated by both methods, to five decision-makers for their judgement of the usefulness of each.

**TITLE OF PROJECT:** Proposal for Assistance in Developing Appropriate SPA and LEAA Evaluation Systems

**GRANTEE:** The Urban Institute  
2100 M Street, N. W.  
Washington, D. C. 20037

**PROJECT DIRECTOR:** Dr. Joseph Wholey  
**PERIOD OF AWARD:** January 1, 1975 to December 31, 1976

**Summary Description of Project:** This project provides for Urban Institute assistance to the Office of Evaluation in the development of effective evaluation programs both at the State Planning Agency (SPA) and Regional Planning Unit (RPU) levels, as well as within LEAA itself. The grantee will undertake three major tasks in support of this objective:

- o Assist LEAA in developing, implementing, and assessing the Model Evaluation Program.
- o Provide advice and assistance to SPAs and RPUs in developing evaluation and monitoring systems (as a follow-up to the evaluation and monitoring Prescriptive Packages now being developed for SPAs).
- o Assist LEAA in developing and critiquing evaluation designs, proposals, and RFPs as required by the National Institute.

## SECTION 4

### PROJECTS TO DEVELOP NEW METHODOLOGIES

New ideas and technologies must also be developed in order to keep abreast of criminal justice demands. These new methodologies also must be evaluated to determine their impact and application to a wide range of law enforcement situations. A few of these evaluation programs are discussed briefly in this section.

**TITLE OF PROJECT:** Analysis of Deterrence for Criminal Justice Planning  
**GRANTEE:** Carnegie-Mellon University  
5000 Forbes Avenue  
Pittsburgh, Pennsylvania 15213  
**PROJECT DIRECTOR:** Alfred Blumstein  
**PERIOD OF AWARD:** September 1, 1974 to August 31, 1975

**Summary Description of Project:** It is generally conceded that the legal power possessed by the criminal justice system to interfere in various ways in the lives of persons accused and convicted of crimes poses a threat that is itself a deterrent to criminal activity. However, the degree of effectiveness of such deterrence is widely argued. No definitive methodological approach to the measurement of general deterrence has yet been satisfactorily established. It is the purpose of this project to develop and test a particular methodology, and apply it to a crime for which very complete data about the system's processing of cases is available. A high degree of success in this application would be necessary to warrant proceeding with the additional data gathering and research needed to generalize this methodology to other crimes. The purpose of this work is to establish a sound theoretical and empirical basis for estimating crime rate changes likely to be associated with changes introduced into current criminal justice system practices and activities and to

translate this into a set of prototypes that could be used directly by criminal justice planners.

**TITLE OF PROJECT:** A Cooperative Program in Law and Society and a Research Support Activity  
**GRANTEE:** The University of Illinois  
Graduate College  
Urbana, Illinois 61801  
**PROJECT DIRECTOR:** Professors Hugh Folk and Rita Simon  
**PERIOD OF AWARD:** August 24, 1975 to June 24, 1976

**Summary Description of Project:** In this 10 month planning and demonstration project, the University of Illinois will investigate the costs and utilities of various design options for a cooperative program between the National Institute of Law Enforcement and Criminal Justice and the University's Program in Law and Society and Center for Advanced Computation. The proposed program consists of three interdependent components: a Research Support Activity; a Policy Oriented Research Activity; and a Faculty Initiated Research Activity.

The Research Support Activity will investigate the establishment of an archive of major existing criminal justice data bases in a facility which would provide not only easier access to the data but also some level of technical support in its use. The target user group is Central LEAA and the Criminal Justice Research Community. The Policy Oriented Research Activity will examine the nature of the substantive questions that might be addressed through secondary data analysis from the perspective of support to LEAA policy planning. Finally, the Faculty Initiated Research Activity will investigate and demonstrate the

potential a data archive facility might hold for more basic research.

A major part of this effort will be directed toward determination of those design requirements most necessary to maximize the facility's usefulness to criminal justice researchers throughout the nation.

TITLE OF PROJECT: Long-Range Planning and Law Enforcement

GRANTEE: The Hudson Institute  
Quaker Ridge Road  
Croton-on-Hudson,  
New York 10520

PROJECT DIRECTOR: Dr. Herman Kahn  
PERIOD OF AWARD: April 30, 1975 to  
April 29, 1976

Summary Description of Project: Techniques of long-range planning and future studies have seldom been systematically applied to the formulation of law enforcement policy. The reasons for this are twofold: the day-to-day management needs take priority over long-range planning and, often, criminal justice agencies lack the expertise and resources for such planning. In response to the dearth of long-range planning studies in law enforcement and criminal justice, the proposed one-year project will:

- o Identify and project the basic trends that will influence LEAA's mission over the next five to ten years.
- o Formulate the alternative futures issuing from these trends in the period under study.
- o Analyze the policy implications of the forgoing projections both for adult and juvenile crime and law enforcement.
- o Develop an overall conceptual framework for LEAA's current and future planning needs.

TITLE OF PROJECT: Review of Criminal Justice Models

GRANTEE: The RAND Corporation  
1700 Main Street  
Santa Monica, California 90401

PROJECT DIRECTOR: Leo P. Holliday  
PERIOD OF AWARD: August 1, 1974 to  
July 31, 1975

Summary Description of Project: This project will survey existing criminal justice models, critically review approximately eight to ten of the better models, and write them up in detail. The grantee will trace the history of these models, determining their applications, validity, and transferability to other agencies. A general discussion of models, their uses, and limitations will be developed. The end-products will include a detailed but non-technical syllabus describing the models studied which will be useful to criminal justice planners interested in the applications of modeling, a technical supplement for model builders, and a report with program recommendations for use by LEAA management.

TITLE OF PROJECT: Stochastic Modeling and Analysis of Crime

GRANTEE: Georgia Institute of Technology  
225 North Avenue  
Atlanta, Georgia 30332

PROJECT DIRECTOR: Stuart J. Deutsch  
PERIOD OF AWARD: June 15, 1975 to  
June 14, 1977

Summary Description of Project: This project is directed at developing a technique to predict crime rates in small geographic areas. The predictive tool developed would be applicable to any city, but would utilize data unique to that jurisdiction. To develop the tool, past crime rates in specific cities will be analyzed by the statistical method of stochastic modeling which is a technique of separating the natural variation in monthly crime rates from the "caused" incidence of crime, thus distinguishing actual from apparent changes. Initially, the model will use only one

variable (crime rates); after testing and validation, the model will be expanded to include other factors such as demographic characteristics and socio-economic factors. If this research is successful, it will pro-

duce a multi-variable predictive tool that cities could use for predicting both city-wide and neighborhood crime rates, for estimating crime displacement, and for evaluating crime ameliorative projects.

**END**