



Quality Assurance for POLICE PREVENTION PROJECTS

An Evaluation Aid

Police Crime
Prevention by the
German State and
Federal Governments

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dass Sie
sicher leben.



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Introduction



Introduction

1 Prevention is Measurable

This “evaluation aid” has been developed for police officers who are planning or implementing prevention projects. It is designed to show that an evaluation of their projects is by far not as difficult as the term may sound. Even more, however, this aid is intended to demonstrate the benefit the consideration of evaluation aspects has for the development and implementation of prevention projects.

Such benefit becomes truly obvious when applying the aid in practice. This is at least what the authors experienced: Initially somewhat “theoretical,” our conviction of the evaluation's benefit finally turned into a practical one in the course of a concrete prevention project. The consideration of evaluation aspects during the planning and implementation of a project results in a significant improvement of the project and thus an increase in quality of police prevention.

Although developed for crime prevention, this aid can be applied to accident prevention as well.

It supports persons practically involved in the evaluation of prevention projects in terms of their concept, implementation and effect. Its main part includes instructions on how the success and effect of prevention can be rendered measurable, i.e. by

- identifying work steps allowing prevention projects to be designed and implemented in accordance with the evaluation, and by
- providing guidance on the execution of evaluations.

However, this “evaluation aid” is neither a “project management guide” nor a “guide for empirical social research methods in the field of evaluation”.

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What is the Benefit of Evaluation?

The benefit of evaluation for practical police (prevention) work is mainly attributable to the fact that this approach is used for systematically and methodically implementing the evaluation of projects. Of course, police activities are always goal-oriented even without evaluation and are always evaluated as well. Each police officer and each police agency evaluate themselves and their performance, compare it with the performance and achievements of others – and are evaluated and compared. However, these “evaluations” are not always carried out consciously and particularly not always on the basis of objective, verifiable and comprehensible systematic-methodical criteria. This, in turn, may give rise to justified doubt about the accuracy of these evaluations.

A systematic-methodical evaluation, however, is absolutely necessary for quality assurance. This can be seen from experience gained in other fields of police work: In the field of employment, for example, it was the consideration and implementation of evaluation aspects during both follow-up and planning as well as execution that led to the professionalism, efficiency and effectiveness which are the remarkable features of police operations today. The evaluation of prevention projects is comparable with the processing of operational situations as defined in PDV 100 – and certainly is of equal benefit to practical police work.

It is often feared that evaluations are used to judge and control persons involved in the project and will, thus, result in distrust and deterioration of motivation of the individuals concerned. Such use of evaluations definitely represents a misuse!

3 So What Does Evaluation Actually Mean?

Evaluation means the systematically and methodically guided review and assessment of prevention projects in terms of their concept, implementation and effect. This alone shows that the evaluation of a project by no means refers exclusively to the measurement and assessment of effects, but that it can be implemented using different objectives and different approaches. The following forms of evaluation are primarily important to practical police work:

- **Formative Evaluation**

Formative evaluation already starts with the initial considerations during the planning stage of a project. It includes the development and/or adaptation of a project concept to the specific "local" conditions, not only prior to but also during the project, if necessary. A formative evaluation will always have to be carried out for a totally new project, but also in cases where an existing project originating from other areas or based on other local conditions is to be applied. Thus, a formative evaluation is, in fact, necessary for any project!!!

- **Process Evaluation**

Process evaluation is also a standard procedure for prevention projects. During and/or after completion of the project, it is used to examine as to whether the work accomplished meets the planning requirements and whether the respective target group has been reached.

- **Effect Evaluation**

The effect evaluation is used to examine projects as to whether their objectives have been achieved and whether the identified changes can be attributed to the project carried out rather than to the effect of other factors (as well). Effect evaluations are mostly carried out after completion of a project and often repeated at certain intervals. They partly require – depending on the purpose of the project – counselling or implementation by external expert personnel. Before a project can be evaluated in terms of its effect, both a formative and process evaluation have to be conducted.

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Does Each and Everything Have to Be Evaluated?

The effectiveness of preventive measures is to be examined using prespecified assessment criteria or criteria yet to be developed. The findings are to be analysed and used for optimising preventive measures. This requirement of PDV 100 (see Part H of evaluation aid) is clear and specific. However, its absoluteness is rather deterrent, particularly since it refers to the effect evaluation, which is probably the most comprehensive of the mentioned evaluation forms and which often cannot be carried out with police assets and opportunities alone.

Although the evaluation of all police activities in the field of crime and traffic accident prevention that require more than just minor resources – ranging from the handout to the interdepartmental large-scale project – should become standard procedure, it would be advisable – particularly in the beginning – to select individual areas and deal with smaller, compact projects. However, projects not designed for evaluation raise the critical question as to whether mere campaignism may be involved that in view of scarce resources and high quality-demands on the police work should better be abandoned.

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Last but not Least: Seven “Golden Rules” for Successful Evaluation

1. *Small steps instead of long marches during which you run out of breath!*
Initially, smaller evaluation projects should be started with. This way, it will be easier to monitor the requirements and it will also be possible to gain experience more quickly in the execution and design of evaluations.
2. *Rather carrying out fewer projects, but with assured quality instead!*
The efforts for the planning and execution of preventive projects will undoubtedly be greater than before by taking their evaluation into consideration. With the personnel and financial resources remaining unchanged, it will no longer be possible to carry out so many projects. However, this quantitative “loss” will be more than compensated by the qualitative gain!

3. *Integrating evaluation into the project planning from the very beginning!*

Evaluation must form an integral part of preventive projects. Otherwise, there will be the risk that it is understood only as a (voluntary) additional task and it will ultimately not be carried out after all. However, there will be maximum benefit for the project only when considering evaluation aspects as early as in the project planning stage.

4. *Evaluation is almost always worth its price!*

There is no doubt that evaluation requires time, money and personnel. These short-term costs will, however, be offset by considerable cost savings in the medium term, because evaluation will yield information on how projects have to be designed and carried out in order to achieve the desired results. Since evaluation helps to avoid an ineffective and inefficient use of the available resources, it contributes to sometimes saving much time and costs.

5. *Evaluation within the police is not intended to replace sociological research!*

Formative evaluation and process evaluation are of great importance to quality assurance of prevention projects and can normally be carried out by the police themselves. Only when more profound sociological information is needed for evaluation, qualified personnel will have to be consulted.

6. *Evaluation requires self-confidence!*

Evaluation put projects to the test and inevitably means that one's own work is exposed to the observation, analysis and assessment by third parties – and good intentions and much effort do not always bring about the desired results. However, this – admittedly unpleasant – knowledge is better than a “carry on!” where the desired effects are not achieved. In addition, projects that have not been evaluated should be regarded as inadequate.

7. *Making evaluation results available to others!*

Evaluation will gain its full value only when the results are documented and made available to others. In doing so, the experience gained with a project can be incorporated into subsequent projects – even those of other agencies, and one's own work can in turn profit from their experience.

Work Steps for Evaluation



Work Steps for Evaluation

The following work steps serve the purpose of developing, carrying out and evaluating prevention projects. They will enable the police officers working in the field of prevention to systematically design a project, consistently gear it to a defined project objective and render the results of the project verifiable on the basis of evaluation aspects.

For that purpose, the entire project sequence is broken down into many small single steps: work steps for conceptual planning, work steps for resource planning and work steps for process evaluation, effect evaluation and finally documentation. Each work step normally consists of sub-items. However, it will not be necessary to always consider all sub-items for a concrete project, and some sub-items can be dealt with quickly as well. In other words, the effort involved remains by all means limited in practice.

Moreover, all work steps are demonstrated and explained with the aid of two case studies. Thus, Part B I of the evaluation aid contains an exemplary project from the field of crime prevention and Part B II an exemplary project from the field of accident prevention.

On advice to start with: It proved to be useful and makes work easier to maintain a project logbook in which the design and entire course of the project can be recorded in brief. In this connection, it is very important to record the implementation of the planning, for experience has shown that this is the stage where deviations occur. The reasons for the planning deviations are to be recorded in the project logbook together with the derived consequences and/or responses. This will be beneficial to future projects, as possible sources of interference can be better identified and avoided beforehand. It may also yield findings regarding the transferability of a project.

Overview of Work Steps

Formative Evaluation – Conceptual Planning

- 1 Problem Description
- 2 Cause Analysis and Assessment
- 3 Objective Definition
- 4 Target Groups
- 5 Indicators for Problem Measurement
- 6 Collection, Assessment and Selection of Measures
- 7 Indicators for Measuring Objective Achievement
- 8 Project Duration

Formative Evaluation – Resource Planning

- 9 Requirements Regarding Project Organisation and Commitment of Resources
- 10 Cost-Benefit Assessment
- 11 Preparation of Project Structure Plan

Process Evaluation, Effect Evaluation and Documentation

- 12 Process Evaluation
- 13 Effect Evaluation
- 14 Project Report and Consequences

1

Problem Description

Prevention projects of the police are aimed at avoiding or reducing crime problems and the resulting damage. A clear identification and description of the problem at which the planned project is targeted is absolutely necessary, as this will allow the identification of the prevention objectives, target groups and planned measures.

- First identify the problem and define it in clear terms.
- Describe how long this problem has already existed, whether geographic focal points can be identified and what characteristic features offenders and victims show.
- Describe whether the problem has changed recently and, if applicable, in what direction it has changed.
- Show what data and information objectively represent the problem (e.g. through statistics or interview results).
- Assess the scope, quality and relevance of the problem. Disclose your assessment bases and criteria (public sources, public interviews, official sources, frequency data, ratio figures).
- Find out what objectives regarding your problem are being pursued at federal, state and regional level.
- Review to what extent municipalities, individual authorities or other institutions have already recognised the problem, are looking for approaches or are already carrying out measures to that effect.

2 Cause Analysis and Assessment

A crime problem always has underlying causes. It is influenced by local and/or regional conditions (e.g. economic and demographic structure, settlement structure), individual characteristics of persons, by crime opportunities, the social living conditions of people and a series of other social factors. The presumable causes of the current crime problem have to be described and analysed on the basis of criminologic and criminalistic intelligence.

- Classify the problem under criminologic and criminalistic aspects. What intelligence has to be taken into account regarding the current form of offense, characteristic features of the groups of offenses and offenders or other offense-specific peculiarities?
- Compile the possible causes of the problem and assess their importance. Review, if possible, what criminologic and criminalistic approaches and/or theories may contribute to the description of the causes.

3 Objective Definition

A prevention project pursues prevention objectives and program objectives. They must be exactly designated and clearly differentiated. At first, the prevention objective has to be defined; there may possibly be several prevention objectives. Subsequently, it is necessary to identify the program objective or several program objectives by means of which a defined prevention objective is to be reached.

Prevention Objectives

Prevention objectives are those goals that expressly mention the prevention or reduction of a crime problem.

This includes:

- Prevention or reduction of offenses.
- Avoidance or reduction of the damage caused by offenses.
- Strengthening the feeling of safety and safety and/or reduction of the fear of crime.
- Strengthening the prevention awareness in the population.

The prevention objective should be formulated as precisely as possible.

Example: Reduction of burglaries within six months in a specific residential area.

Program Objectives

Program objectives, in contrast, include those goals that are to be directly achieved by prevention measures.

Example: Increased use of technical safety measures in the houses of a certain residential area.

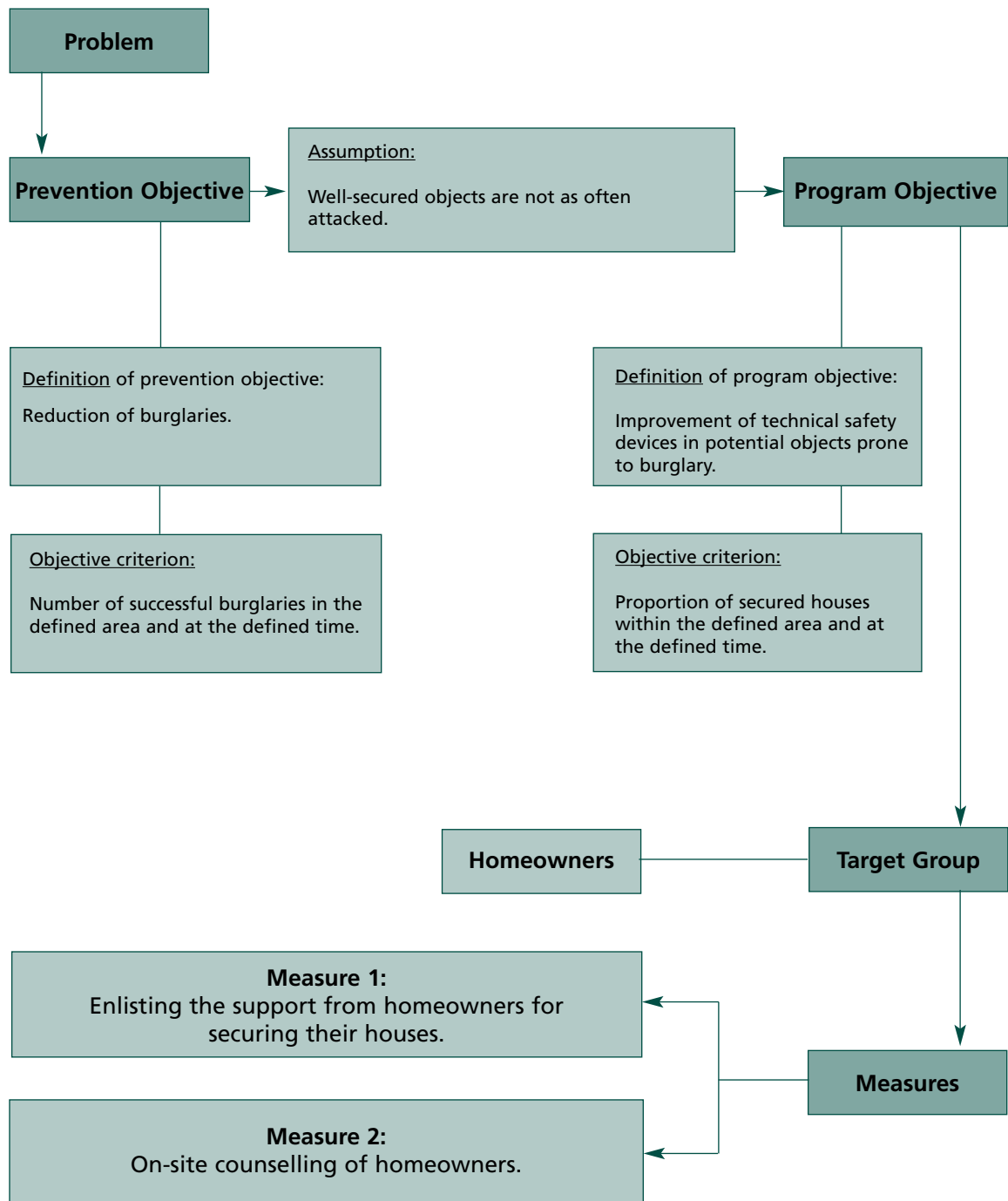
There is a direct relationship between program and prevention objective. Thus, it is presumed either from (theoretical) assumptions or on the basis of available intelligence that a certain program objective is suited to contribute to the achievement of the specific prevention objective.

Example: It is assumed that an increased use of technical safety measures in the houses of a certain residential area (program objective) will contribute to the reduction of burglaries in that particular area (prevention objective).

A prevention objective may normally be reached not only through one program objective, but in different ways, i.e. through several program objectives.

Example: The reduction of burglaries in a specific area (prevention objective) may also be achieved through the program objective of increased neighbourhood contacts and mutual attention.

The Relationship between Prevention Objective and Program Objective



- First define your prevention objective. A prevention objective must describe the desired change in the problem.
- Subsequently define your program objective. The changes produced by the program must be measurable.

4 Target Groups

Measures are generally aimed at potential or actual offenders, victims or witnesses and/or helpers.

A prevention project may have one or several target groups. The definition of the target groups normally is the result of the problem description in conjunction with the determination of the program objectives. Only the exact definition of the target groups with information on the size of the target group and its geographic distribution will allow statements on what portion of the target group could be reached by the prevention project and thus also on how many persons of the target group have experienced possible effects of the prevention project.

- Exactly define the criteria according to which the target groups to be reached are to be delimited.
- Take into account that too many persons in the target group not “suitable” for the prevention project are likely to disproportionately increase the cost compared to the benefit of the program.

5 Indicators for Problem Measurement

The scope of the problem is to be presented by indicators. Indicators are, for example, the suspect ratio figures (number of suspects of an offense category per 100,000 inhabitants) based on the police criminal statistics. Not only the data from the police criminal statistics or other police data collections, but also results from public interviews or own analyses should, if possible, be used for the determination of indicators. Only unique, reliable and reproducible indicators will permit regional comparisons or comparisons on the timeline.

- Define the current scope of the problem (current status). Define the indicators suitable for measuring the problem. It is possible that several indicators may be required. Indications of possible indicators normally arise from the problem description.

- List all indicators you can use to describe the scope of the problem with the aid of the available data sources.

Example: Number of drug-related deaths in a rural district in one year; proportion of the population over 14 years that expresses a feeling of unsafety in its residential area at a particular time; amount of financial damage caused by graffiti within three months in the town center.

6

Collection, Assessment and Selection of Measures

Then the measures have to be selected that appear suitable to reach the desired program objective(s).

6.1 Collection of Measures

In a first step, suitable measures should be collected creatively without being constricted by “feasibility considerations”.

- Refer to specialised literature and relevant databases (e.g. the “Prevention Infopool” of the Federal Office of Criminal Investigation or the PRÄVIS information system) with regard to prevention programs or measures that may be suitable for your project. Programs and measures that have proved to be useful should be given preference.
- Collect your proposed measures for each program objective.
- Substantiate the expected preventive effect from the criminologic point of view.

6.2 Assessment of Measures

Subsequently, in a second step, the collected measures should be roughly assessed in terms of their expected preventive effect and feasibility by taking into account the personnel, financial and material assets actually required and/or already available.

- First predict for each proposed measure the expected preventive effect on the basis of a constant scale (e.g. school grades).

- Then roughly assess your proposed measures in terms of their feasibility.
- Verify in particular whether
 - Personnel (number, qualification),
 - organisational requirements,
 - funds and
 - material assetswill permit implementation.
- Effects of the improvement of results by cooperation (synergy) should be utilised. The opportunities for cooperation with other agencies and institutions dealing with similar problems and targeting with their projects or initiatives the same persons or groups of persons always have to be examined in terms of a networking of the preventive efforts (e.g. youth welfare office, labor office, crime prevention councils, free providers of youth welfare services, schools).
- Predict the estimated time needed to achieve the desired effects of the individual measures.

6.3 Selection of Measures

Based on the outcome of the assessments, in a third step, those measures have to be selected that appear most suitable for achieving the objective.

- Select in the overall consideration of feasibility and expected preventive effect those measures that appear most suitable.
- Carefully relist the selected measures.

The following worksheet is designed to simplify the collection of measures and permit a systematic assessment.

7 Indicators for Measuring Objective Achievement

Just as the indicators for problem measurement should be determined (work step 5), indicators have to be defined by means of which the achievement of the program objectives can be measured, first in relation to the program objectives and then to the prevention objectives. Only in this way will it be possible to assess whether and to what extent changes intended by the prevention project have occurred.

As indicators for measuring the achievement of the project's objectives, indicators may possibly be used that were already defined for the presentation of the problem.

The indicators reflecting the achievement of the project objectives form one objective criterion.

Example: Frequency of burglaries in a certain part of town (objective criterion for the prevention objective); percentage of households having a burglarproof house or apartment door (objective criterion for the program objective).

Based on the selected indicators for the achievement of the objective, the exact objective value – the so-called objective dimension – will be determined.

Example: Reduction of burglaries by 10% within a year within a certain part of town; increase of the number of households by 3% within a year that have a burglarproof house or apartment door.

- First, determine the objective criterion for the respective program objective.
- Then determine the desired objective value for achieving the program objective (objective dimension).
- Now determine the objective criterion for the respective prevention objective.
- Determine the desired objective value for achieving the prevention objective (objective dimension).

- To find out whether the changes are attributable to the prevention project, measurements before the start and after completion of the project may be required (before-after comparison).
- A follow-on analysis plan may be required which incorporates a reference group (control group) differing from the target group of the prevention project only in that it did not experience the measures of the project.

Due to the methodological requirements, analysis plans using the pretest/posttest method and/or a control group can often be implemented only through external specialists.

Project Duration

- Determine the duration (time) of the prevention project.
- Take into consideration that the duration of the planned project must be designed so that the desired objectives can be achieved during this period of time.

Example: A training measure designed for a short period of time will offer little prospect of adequate training success, because the participants will not be able to sufficiently grasp and remember the learning contents.

However, the intended control measurement to find out whether the objective value of the program objective and prevention objective has been achieved may lie outside the project duration.

9

Requirements Regarding Project Organisation and Commitment of Resources

After having worked out the desired structure for the prevention project, it has to be verified whether all resources required for implementation are available or can be obtained. Detailed planning for all measures will be necessary. Major aspects to be considered during the detailed planning are the workflow and/or work processes, possible cooperation, also with external partners, the number and qualification of the earmarked personnel, the organisational structure and procedures as well as the financial and material assets. These are so-called result- and effect-relevant factors of a project.

- Prepare a detailed list of all measures to determine what resources and parameters will be required for the implementation of the project (desired status).
- Define the available resources and parameters for each measure (actual status). If the available resources are insufficient, determine the necessary steps to meet the requirement.
- Take into account that there is a correlation between the size of the target group and the quantity of the resources to be employed.

9.1 Optimisation of Sequences and Cooperation Activities (Process Objectives)

- Have the sequences and cooperation activities (processes) relevant to the individual measures been analysed and optimised?

Example: Use of the education authority's official channels instead of addressing each school.

- Can processing times, consultations or information channels be shortened and thus rendered more efficient (process duration)?
- Is the cooperation between the parties involved in the different processes of a measure (process participants) regulated by clear, comprehensible agreements or contracts? Are the communication channels between them (both inside and outside the police) designed in an optimum manner?

- Is the incorporation of governmental and local cooperating partners as well as of non-governmental organisations arranged in a binding manner (regulatory partnerships/crime prevention council, contract, minutes of verbal agreements)?

9.2 Review of Qualitative Preconditions (Potential Objectives)

- Do the qualitative preconditions for carrying out a specific measure exist?
- Will a sufficient number of qualified personnel be available for carrying out the measure?
 - How many working days will be necessary for advanced training (preparation, execution and follow-up)?
 - Are there cooperating partners whose special empirical knowledge can be utilised (e.g. youth welfare office, addict counselling)?
- Are the existing organisational structure and/or procedures suitable for implementing the planned measure?
 - Will a special organisational structure be needed?
 - Do other organisational procedures have to be arranged?
 - What reporting obligations have to be fulfilled?
 - Will a modification of the official channels be necessary?

9.3 Personnel, Financial and Material Requirements (Input Objectives)

- Define as to what resources will be required in terms of personnel, funds and material to carry out each measure.
- Determine the personnel requirements for the involved organisational units and cooperating partners:
 - Working time.
 - Required number of positions.
 - Operating days or hours.
- Determine the financial requirements:
 - Remuneration for specialists (presentations, graphic designers, evaluators etc.).
 - Funds for public relations work.
 - Include the possibility of sponsoring in your considerations, observing the relevant directives.

- Define the material assets required to carry out the measure:
 - Rooms.
 - Equipment of rooms (PC, telephone, fax etc.).
 - Material allowance.
 - Expendables etc.
- Use the following table for your resource planning!

10 Cost-Benefit Assessment

The costs of the project and the change in the problem expected from the project should be in reasonable proportion.

- Review once again whether the objective value can be achieved in a more cost-effective manner (e.g. by other measures).

If the prevention project has been planned up to this stage in accordance with the described work steps, its development and adjustment to the specific local conditions – i.e. its formative evaluation – is completed.

Planning of Requirements for Project Organisation and Commitment of Resources

Area	Subarea	Item of review and planning	Actual status	Desired status	Requirement (difference between actual and desired status)	Measures (to offset difference)
Optimisation of sequences and cooperation activities (process objectives)	Process duration	<ul style="list-style-type: none"> · Processing times · Counselling · Information channels 				
	Process participants	<ul style="list-style-type: none"> · Participants inside the police · Cooperating partners · Basis for cooperation · Communication channels 				
Review of qualitative preconditions (potential objectives)	Personnel	<ul style="list-style-type: none"> · Sufficient number of qualified personnel · Cooperating partners 				
	Organisation	<ul style="list-style-type: none"> · Organisational structure · Organisational procedures · Reporting obligation · Official channels 				
Personnel, financial and material requirements (input objectives)	Personnel	Inside the police: <ul style="list-style-type: none"> · Working time for organisational units involved · Number of staff 				
		Outside the police: <ul style="list-style-type: none"> · Commitment of personnel (time and staff for cooperating partners) 				
	Funds	<ul style="list-style-type: none"> · Remuneration for specialists · Public relations work · Sponsoring opportunities 				
	Material resources	<ul style="list-style-type: none"> · Rooms required · PC, telephones, fax etc. · Material allowance · Expendables 				

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Preparation of Project Structure Plan

Now all data, definitions and determinations are available that are required for the description of the project structure.

- Prepare the project structure plan, incorporating the requirements of process evaluation and, if applicable, an envisaged effect evaluation.

Example:

Timeline	By August 2002	September/ December 2002	January 2003	February 2003
Project steps				
Completion of planning	01/06/02 – 30/08/02 Offcr Mayer (CPS)			
Approval of planning		01/09/02 – 30/10/02 ADG Detmold		
Design, development, and preparation of info folders for storeowners				01/02/03 – 10/02/03 Offcr Müller and Offcr May (PS)
Invitation to bid for printing contract				10/02/03 – 28/02/03
Conduct of advanced training				11/02/03 – 25/02/03 (Offcr Graf and Offcr Schultz at PATI Neuss)
Orientation of typist			28/01/03 – 29/01/03	
Requesting of office			Request to ALD by 15/01/2003 (CPS)	
Requesting of vehicles			Request to ALD by 15/01/2003 (CPS)	

Abbreviations:

ADG: Administrative district government
 PS: Prevention Section
 CPS: Chief, Prevention Section
 ALD: Administration and Logistics Division
 PATI Neuss: Police Advanced Training Institute, Neuss

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Process Evaluation

A **process evaluation** is primarily intended to find out to what extent a project has actually reached the addressed target groups and whether the work carried out are in accordance with the planning specifications.

12.1 Target Groups

- Review – even at regular intervals, if necessary – the level of accessibility of the target groups.
 - What portion of the persons reached belonged to the defined target group?
 - What size is the portion of the members of the target group that was reached?
 - Has the number of participants changed over time in longer-term projects?
- As early as during the first half of the project duration, following a random review, it is possible to seek an improvement of the level of accessibility.
- If too many project participants do not show the definition criteria of the target group, it is absolutely necessary to consider readjustments, which could involve an extension of the project duration to achieve a better overall assessment of the project. This will, of course, depend on the available resources.

12.2 Review of Measures and Project Steps

- Were all measures carried in accordance with the planning in terms of contents and time?
- The outcome of a project may be influenced by events that are outside and/or in the wider vicinity of the project and were possibly not foreseeable. Did a change in the situational conditions occur that might have affected the willingness to participate in or the attitude towards the project? What deviations from the planning occurred during the implementation of the program? Will the start of the program be delayed?
- In order to be able to assess the type and scope of the effect of deviations, the events have to be documented in the project logbook.

- What are the reasons for these deviations? List the concrete contextual conditions prevailing in the project's vicinity?

Example: A rape series widely covered by the press could have essentially influenced the demand for the self-defense training course for women.

- What was done to keep the deviations as small as possible? What readjustments were implemented?
- How is the importance of the deviations rated? What were the effects on the overall project?

12.3 Review of Commitment of Resources

- Were all required resources available according to the planning?
- Did the cooperation with other organisational units of the police and the cooperating partners take place as agreed?
- Was the cost estimate adhered to?
- List the discrepancies between planning and implementation by type and scope.
- Assess the discrepancies in terms of their relevance to the deviations that occurred with regard to planning during the implementation of the project.

12.4 Side Effects

- Were unplanned, positive or negative side effects caused by the project that had not been envisaged as program objectives or prevention objectives (e.g. lightening of the dark zone)?
- List the side effects that in your opinion were caused by the project.

13

Effect Evaluation

The aim of the **effect evaluation** is to show whether and to what extent the program objectives and prevention objectives have been achieved and whether the identified changes may be regarded as an effect of the respective project and not (also) of other factors.

13.1 Program Objectives

- Verify whether the program objectives have been achieved. To what extent has the respective program objective been achieved? For this purpose, use the indicators as a basis for the program objective (see work step 7).
- In case the effect evaluation is based on an analysis of the reference group: How great is the discrepancy of the indicators between the members of the project target group and the reference group after completion of the project?

13.2 Prevention Objectives

- Verify whether the prevention objectives have been achieved. To what extent has the respective prevention objective been achieved? For this purpose, use the indicators as a basis for the prevention objective (see work step 7).
- In case the effect evaluation is based on an analysis of the reference group: How great is the discrepancy of the indicators between the members of the project target group and the reference group after completion of the project?

13.3 Cost-Benefit Assessment

- Assess the data and information gained by the evaluation to answer the question whether the actual costs and the actually achieved effect are in adequate proportion.

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Project Report and Consequences

- Prepare a final project report! This way you will ensure a comprehensible description of the entire project and course of the project. The project report should reflect all essential work steps of the formative evaluation. It is to show factors of success and weak points and include the overall assessment of the project, particularly taking existing results from the process and effect evaluations into account. The project report represents an important basis for the documentation and exchange of evaluation results.
- Summarize the proposals for improvement and recommendations that you can communicate on the basis of the experience gained from the project.
- Assess whether the project is principally applicable to other ranges of topics, other places and/or other police agencies.

Crime Prevention



**Example of Application to Crime Prevention:
Prevention Project "Shoplifting"**

The following example of crime prevention exclusively serves as a comprehension aid of how the described "work steps for the evaluation of prevention projects" are to be managed. It does not refer to any project already implemented. The problem description, project planning and results are purely fictitious.

1 Problem Description

The MEGA Center is located on the outskirts of Altenburg, a rural major city. Altenburg has a population of about 250,000 with the next major city being approximately 80 km away. The MEGA Center, a fully roofed, multi-story building complex with integrated parking structures, houses many small retail outlets, restaurants and banks, but also some large stores such as a MEGA home improvement center, a MEGA media and hi-fi market as well as a MEGA department store.

Shoplifting has increased in the MEGA Center in recent months. In addition, the responsible police stations receive reports of a steady rise of offenses involving handling of stolen property committed in the Altenburg high-rise housing complex.

The retail trade community increasingly demands more rigorous action by the police. The introduction of a private security service has already been discussed in detail, even in the local press. The increased occurrence of offenses has more and more become a topic on the local radio.

2 Cause Analysis and Assessment

Cause Description

- Unemployment in the area has increased by 6%. In the past two years, several major Bundeswehr garrisons have been closed and/or moved to other areas.
- In recent months, several 12 to 15-story apartment buildings have been occupied for the first time in the immediate vicinity of the shopping center. The concentration of social problems caused by public housing has increased.
- Due to the (deliberate) freedom of movement in the shopping center, there are tempting opportunities for committing offenses.

- There are mainly self-service stores in the MEGA Center. There is few personnel, but the structural design of the shopping center provides excellent opportunities for escape. Several catering businesses and large corners with non-foliage plants, for instance, can be found in the immediate vicinity of the stores.
- Only few stores are equipped with merchandise protection systems or optical room monitoring devices. Only a very small number of store detectives are employed.
- In the stores no signs stating the consequences of shoplifting are displayed.
- Due to the great number of visitors, also on weekdays, customers hardly know each other. In addition, there are few real customer relations from the storeowners' side. The whole business atmosphere is very anonymous and concentrates on the "quick deal" with occasional customers.
- There are no indications of a drug scene so that the increased shoplifting offenses are not likely to be attributable to drug-related acquisitive crime.

Cause Assessment

Economic problems, including unemployment, may – if further problem factors exist – increase the tendency to acquire consumer goods with illegal means. In the short term, it is very difficult to influence the labor market situation and, thus, also the chances of employment – at least not by the police.

The concentration of social problems associated with public housing in the Altenburg high-rise dwelling complex has first to be addressed by the municipal administration in cooperation with the housing construction companies. For this purpose, a series of measures will be required, including measures regarding the occupancy of apartments, improved recreational and cultural opportunities particularly for younger people or the promotion of educational and training establishments. However, the police is not or at least not primarily responsible for these issues. On the other hand, the police is able to influence, on a short-term basis and directly, the conditions at the MEGA Center to the effect that salesrooms are monitored more effectively and shoplifting is rendered more difficult.

3 Objective Definition

As a result of the analysis presented, it is assumed that shoplifting will further increase as the shopping center becomes more popular. Thus, there is a need for campaigning, with the police particularly being able to help reduce the opportunities for committing offenses.

- **Prevention Objective:**

Cases of shoplifting at the MEGA Center are reduced.

- **Program Objective:**

The monitoring pressure on the visitors of the MEGA Center is increased.

4 Target Groups

Target groups addressed to reach the program objectives are:

- MEGA Center management,
- owners of the small, integrated stores,
- managers of the integrated large department stores,
- operators of mobile, temporary sales stands,
- secondarily also the visitors of the shopping center.

5 Indicators for Problem Measurement

- Number of reported shoplifting cases per month at the MEGA Center (this indicator covers identified offenses only).
- Identified inventory losses per month at the MEGA Center (store inventory discrepancies are recorded regularly which comprise the losses caused by shoplifting, staff shoplifting as well as damaged and possibly expired merchandise).
- Number of stores equipped with merchandise protection systems divided by the total number of stores.

6

Collection, Evaluation and Selection of Measures

6.1 Collection of Measures

- Introductory event for all storeowners.
- Personal counselling of the individual storeowners by prevention officers in terms of merchandise display and options for merchandise protection.
- "Internal competition" event for the storeowners: "Who has the safest store?"
- Training sessions for the sales staff.
- Visible optical salesroom monitoring (video monitoring) at trouble spots by the operators of the MEGA Center and/or storeowners.
- Establishment of a security service at the shopping center.
- Information of the visitors with posters, announcements and handouts about the increased risk of being detected when shoplifting at the shopping center.
- "Fake shoplifting" demonstrated by a theater group.

6.2 Assessment of Measures

Collection of Measures to Achieve the Program Objective:
The monitoring pressure on the visitors of the MEGA Center has increased.

Serial No.	Proposal	Target group of measure	Potential cooperating partners	Advantages	Disadvantages	Rating of expected preventive effect in school grades (1-6)	Are adequate resources available (rough estimate)?								Rating of feasibility in school grades (1-6)	
							Personnel		Material resources		Funds		Organisation			
							Yes	No	Yes	No	Yes	No	Yes	No		
1	Introductory event for storeowners	Management of the shopping center, storeowners	Management of the center	Creation of problem awareness, facilitates direct approach to storeowners	None	1	x		x			x				1
2	Personal counselling of individual storeowners by prevention officers	Storeowners	Traffic Education Service, Vds	Individual approach to changing opportunity for offense	Cooperation could be misinterpreted; thus only through associations	1	x		x			x				1
3	Internal competition "Who has the safest store?"	Storeowners	Management of the center	Incentive for implementation	Rather a flanking measure	2	x		x			x				2
4	Training sessions for sales staff	Storeowners, staff	HDE	Creation of problem awareness with staff	High organisational expenditure, as business continues	2	x		x			x				5



Collection of Measures to Achieve the Program Objective:
The monitoring pressure on the visitors of the MEGA Center has increased.

Serial No.	Proposal	Target group of measure	Potential cooperating partners	Advantages	Disadvantages	Rating of expected preventive effect in school grades (1-6)	Are adequate resources available (rough estimate)?								Rating of feasibility in school grades (1-6)	
							Personnel		Material resources		Funds		Organisation			
							Yes	No	Yes	No	Yes	No	Yes	No		
5	Efforts towards optical salesroom monitoring (video monitoring)	Potential offenders	Management of the center	Deterrent effect; offenders may be persecuted	No police measure; cannot be mandated by police	1	x		x		x					2
6	Establishment of a security service at the shopping center	Potential offenders	Management of the center	Deterrent effect; offenders may be persecuted	No police measure; cannot be mandated by police	1	x		x		x					2
7	Highlighting to the visitors with posters, announcements and handouts the increased risk of being detected when shoplifting center.	Visitors to the center (potential offenders)	Management of the center	May increase threshold to commit shoplifting	Behavioral change is very difficult to verify	2	x		x		x					1
8	"Fake shoplifting" demonstrated by theater group	Potential offenders, potential witnesses	City cultural office, management of the center	Good PR effect	One-time performance will not have great impact	4	x		x		x					5

6.3 Selection of Measures

- Proposal 1:

The introductory event for all storeowners is designed to provide information about the options for merchandise protection and state-of-the-art technology as well as advertising the advantages of introducing merchandise protection systems. An introductory event is regarded as absolutely necessary for developing problem awareness and, thus, the acceptance of merchandise protection systems. The financial costs likely to arise out of the introductory event (presentation by external briefer, room rental, catering) are considered adequate.
- Proposal 2:

Personal counselling of the individual storeowners by prevention officers in terms of merchandise display and options for merchandise protection involves relatively high one-time expenditure. On the other hand, you will gain a significant long-term benefit without any further sponsoring services by the police in return. This measure is a focal point of the project and will be carried out.
- Proposal 3:

The “internal competition” event for the storeowners: “Who has the safest store?” is intended to promote the storeowners’ motivation to deal with the topic of merchandise protection systems. Since the additional personnel requirement is low, the measure will be carried out. Expenditure for hosting the final event with the prize-awarding ceremony is reasonable.
- Proposal 4:

The training of sales staff, which could increase the problem awareness regarding shoplifting, could be carried out in the form of a voluntary session during business hours at best. This would guarantee that the majority of the sales staff would be reached. In addition, this would lead to a lack of personnel in the stores, which in turn could result in acceptance problems with the management. Since this would be a very manpower-intensive measure for the police as well and since it must be assumed that there is a basic level of problem awareness with the sales staff, this measure will not be carried out.

- Proposal 5:
Visible optical salesroom monitoring (video monitoring) at trouble spots represents an effective measure to increase the monitoring pressure. Relevant measures can be initiated and carried out only by the management of the MEGA Center. Advertising the introduction of such monitoring systems could be done by two technical prevention officers from the local police station with little expenditure of work and time.
- Proposal 6:
The same applies to the establishment of a security service.
- Proposal 7:
Informing the visitors with posters of the increased risk of being detected during shoplifting at the shopping center increases the monitoring pressure and can be done with little manpower and financial expenditure. Therefore, for this project, posters with details on merchandise protection systems will preferably be placed at the entrances and in the dwelling areas. As experience has shown, periodic announcements would be perceived as disturbing by the visitors of the shopping center and are, therefore, not to the benefit of the businesses. They could affect the acceptance of the project as a whole. To make sure that handouts will have any effect at all, they would have to be distributed personally at all entrances of the MEGA Center. This would be very manpower-intensive, particularly under the aspect that their informative value and degree of effectiveness is not rated much higher than that of posters. Therefore, handouts will not be used at the MEGA Center.
- Proposal 8:
The employment of a theater group to demonstrate “fake shoplifting” is to show problems involved in the identification of shoplifting. Current tricks of shoplifters are shown to the sales staff and structural deficiencies to the management. Both the preparation (briefing and training of the theater group) and the time needed for the performances in each store at the MEGA Center would require considerable expenditure in terms of personnel and funds by the police. This will not be compensated by the relatively small advantage this measure has compared to the counselling with the same contents of the sales staff and store-owners by the police. Therefore, this measure will not be included in the project to be planned.

7 Indicators for Measuring Objective Achievement

Program Objective

- Objective criterion:
Number of stores equipped with merchandise protection systems divided by the total number of stores.
- Objective value:
The installation of new merchandise protection systems amounts to 30%.

Prevention Objective

- Objective criterion:
Total of reported inventory losses per month divided by the number of stores at the MEGA Center.
- Objective value:
Inventory discrepancies are reduced by 10%.

8 Project Duration

The duration of the project is 15 months.

It consists of 3 months for the direct police measures, ranging from the introductory event to the last counselling session at the shopping center, and the following 12 months used for the implementation of the proposed concepts by the managers of the different stores at the MEGA Center.

9

Requirements Regarding Project Organisation and Commitment of Resources

*The organisational preconditions and required resources have to be determined for **each** single measure. In order to limit the practical example, only the “introductory event” measure will be described.*

9.1 Optimisation of Sequences and Cooperation Activities

Initial contact with the management of the MEGA Center will be necessary at an early stage during which the project is briefly presented and the designation of a concrete point of contact at the MEGA Center is requested. Furthermore, the scope of cooperation (provision of resources, sharing of costs, possibility of using communication equipment of the management to address storeowners) will be determined in coordination with the management. The competent associations and organisations (VdS/Traffic Education Service and HDE) are contacted as well to discuss participation particularly by sending briefers.

9.2 Review of Qualitative Preconditions

- Personnel

The counselling center has a staff of six, two of which are exclusively committed to safety counselling. These two will carry out the introductory event in cooperation with a member of the behavioral prevention section. A secretary will be available for scheduling dates and times. Special training of the staff members is not necessary, as special knowledge of merchandise protection systems is to be imparted by external briefers.

- Organisation

The assigned prevention officers are to be relieved from routine duty for the day on which the introductory event is staged.

The contact letters to the management of the MEGA Center and the storeowners are to be sent through the agency management.

9.3 Personnel, Financial and Material Requirements

- Personnel

Two man-days will be committed to the preparation of the event. The prevention officers will be relieved of routine duty for the day of the introductory event. Additionally, 5 man-days are to be committed to the preparation of the information folders that will be distributed to the storeowners at the end of the event. Thus, there will be a total personnel requirement of 10 man-days.

- Funds

Approximately € 350.00 will be required for the preparation of the information folders, which can be paid from the available budget. € 250.00 will be needed for beverages. The conference room will be made available by the management of the MEGA Center free of charge for the duration of the event. There will be no cleaning costs. The costs for the briefers are estimated at € 600.00, including travel expenses. Thus the total costs will amount to € 1,200.00.

- Material

- Provision of two staff cars.
- Provision of two portable PCs and one projector for presentation.
- Both are available and can be used for the project.

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Cost-Benefit Assessment

The following costs will arise as a result of the measures carried out within the framework of the project:

Introductory event	€ 1,200.00 (including information folders)
Posters	€ 400.00
Advanced training of the officers	€ 1,200.00
Final event	€ 1,400.00 (including prize for competition)
Total:	€ 4,200.00

The personnel requirement for the project will be:

Introductory event	10 man-days
On-premise counselling	40 man-days
Production of posters	1 man-day
Advanced training	6 man-days
Final event	8 man-days
Project organisation:	2 man-days (Project logbook, cover letters etc.)
Total:	67 man-days

Compared to the direct damaged caused by shoplifting and to the indirect damage resulting from the disadvantageous development of the district (departure of storeowners, closing of stores) the effort is justified.



Preparation of Project Structure Plan

Timeline	By August 2002	September/ December 2002	January 2003	February 2003	March 2003	April 2003	May 2003	June 2003	By September 2003
Project steps									
Completion of planning	01/06/02 – 30/08/02 Offcr Alt (CPS)								
Approval of planning		01/09/02 – 30/10/02 ADG Detmold							
Design, development and preparation of info folders for storeowners				01/02/03 – 10/02/03 Offcr Behr and Offcr Müller (PS)					
Invitation to bid for printing order				10/02/03 – 28/02/03					
Conduct of advanced training				11/02/03 – 25/02/03 (Offcr Sieber and Offcr Döhl at PATI Neuss)					
Orientation of typist			28/01/03 – 29/01/03 (CPS)						
Requesting of office			Request to ALD by 15/01/03 (CPS)						
Requesting of vehicles			Request to ALD by 15/01/03 (CPS)						
Arrangement of organisational procedures			Request to President of Police through channels by 15/01/03 (CPS)						
Printing of info folders for storeowners					01/03/03 – 15/03/03 (Immer-Druck Altenburg)				
Press communiqué					From 20/03/03 by project manager in cooperation with Press Section				



12

Process Evaluation**12.1 Target Groups**

After the final event, the safety counselling checklists were evaluated. The target group of storeowners had been reached by 100%. While the introductory event had been attended by only 70% of the storeowners, all of them participated in the individual counselling by the police.

12.2 Review of Measures and Project Steps

All measures were carried out as planned.

12.3 Review of Commitment of Resources

Deviations from the time schedule occurred due to the rescheduling of appointments by the storeowners, which led to an extension of the on-premise counselling period by 2 days. Due to the one-week absence of one officer for health reasons, the on-premise counselling session had to be extended by another 2 days. This delay, however, had no adverse effects on the project, as no subsequent measures were affected by this shift. Except for the increase in costs by € 100.00 for the information folders, the financial limit was not exceeded either.

12.4 Side Effects

Street crime in the immediate vicinity of the shopping center decreased, as the security service employed by the management of the MEGA Center patrolled the parking lots as well.

Project Logbook

In the following, the measure “personal counselling of the different storeowners by prevention officers” is documented as an example over a period of 30 days.

Date	Event	Initiation/Rationale	Consequences/Response
01/02/03 – 06/02/03	Beginning of advanced training in “technical prevention”	In accordance with planning	Conducted as planned
01/02/03 – 10/02/03	Compilation and production of info folders by two officers	In accordance with planning	Cost increased by € 100.00; authorized and paid by administration.
09/02/03 – 16/02/03	Training of two prevention officers in safety technology in neighbouring authority, focusing on merchandise protection systems/video monitoring	Thorough training within the scope of preparation of the project would not have been possible. The neighbouring authority agreed to conduct the measure.	As the officers had a shorter way to the neighbouring authority than to their parent authority and a staff car was made available, no additional costs arised.
17/02/03 – 18/02/03	Training by the manufacturer of four prevention officers in video monitoring and merchandise protection systems	In accordance with planning	The officers considered the presentations to be very helpful and feel that they are up to the appropriate counselling task.
19/02/03	Consultations with HDE and VdS were negative. Both associations were not in a position to support appropriate counselling, but confirmed to send briefers.	According to the two associations personnel for comprehensive counselling cannot be made available. Alternatively, the associations recommended to contact member firms.	Participation of the associations was deleted as an option. Events staged by firms violate commitment to neutrality. Storeowners were issued lists of member firms of both associations and advised that no recommendations may be made.
21/02/03	Introductory event at the MEGA Center's instruction room; 72 participants; external briefers: Heiner Neu, HDE; Werner Müller, VdS	In accordance with planning	Distribution of info folders; first talks with storeowners; strong interest in topic
24/02/03	First day of counselling after the introductory event: 12 storeowners counselled	All agreed appointments could be kept. The time estimate for a counselling session was realistic.	No change of plan
25/02/03	Second day of counselling; 10 storeowners counselled	Two appointments cancelled as storeowners had to honor other appointments at short notice.	Rescheduling of appointment
28/02/03	Third day of counselling; 12 storeowners counselled	All appointments were kept.	No change of plan

13

Effect Evaluation**13.1 Program Objective**

Fourteen months after the project started, all of the 110 storeowners had been visited by prevention officers from the security technology section. Of the 90 stores that were not equipped with merchandise protection systems prior to the start of the project, 64 had installed or ordered such systems in the meantime. This amounts to a new installation rate of 71%. With 90% of newly installed merchandise protection systems, the percentage was particularly high among the textile stores. An exception were the small and medium-sized food stores, of which only 25% had installed new merchandise protection systems. However, with regard to optical salesroom monitoring, the rate of new installations amounted to 52% here, while it was only 30% in other lines of business.

As a result of the police counselling, structural changes and/or rearrangements of the sales areas had been carried out in 35% of all stores. This exclusively involves owners of small and medium-sized stores.

The owners had visibly installed video cameras at trouble spots throughout the MEGA Center. A security service was tasked with monitoring the video images and patrolling the shopping center.

Thus, the monitoring pressure on the visitors has increased considerably and the opportunities for committing offenses at the MEGACenter have decreased accordingly. The objective value of a new installation rate of 30% for merchandise protection systems was clearly exceeded.

13.2 Prevention Objective

Prior to the project, the inventory discrepancies averaged 3.8% per month. They already decreased by 0.2% during the implementation of the project – compared to the reference months of the previous year. After completion of the measures and the installation of most of the merchandise protection systems, the rate dropped to 3.1% and remained constant for the following evaluation months. Therefore, the objective value for the prevention objective was exceeded as well.

13.3 Cost-Benefit Assessment

The cost-benefit analysis that had already been rated positively earlier is supported once again by the marked excess of the objective value for the prevention objective. Thus, the project has proven to be useful.

14

Project Report and Consequences

Project Documentation

The project documentation is the final report of the project. Due to the size of this documentation, it will not be presented as an example here.

Consequences

The project is generally applicable to other places and/or district police stations if comparable basic conditions, particularly high shoplifting rates in conjunction with a low use of merchandise protection systems, exist. Due to the large commuting area of the shopping center, some influencing factors of theft crime that otherwise play a certain role, such as urban development conditions and socio-demographic data (e.g. unemployment rate, level of education), seem to be of secondary importance.



Traffic Accident



**Example of Application to
Traffic Accident Prevention:
Prevention Project “Young Drivers”**

The following example exclusively serves as a comprehension aid of how the described “work steps for the evaluation of prevention projects” are to be managed. It does not refer to any project already implemented. The results are purely fictitious.



Problem Description

The number of traffic accidents with bodily injury involving young drivers increased noticeably in the rural district of Neustadt during the past 12 months. More than 30% of the victims were between 18 and 24 years of age, although this age group in the rural district of Neustadt accounts for just 8% of the population.

Compared to the years 2001 and 2002, the situation is as follows:

	2001	2002
Total of traffic accidents with bodily injury	427	402
Total of injured persons From the “young adults” group	584 143 (24.4%)	530 144 (27.1%)
Total of persons with minor injuries From the “young adults” group	393 104 (26.4%)	370 107 (28.9%)
Total of persons with serious injuries From the “young adults” group	191 39 (20.4%)	160 37 (23.1%)
Total of persons killed From the “young adults” group	19 3 (15.7%)	22 8 (36.36%)
Total of persons injured and killed From the “young adults” group	603 146 (24.2%)	552 152 (28.6%)
Accidents caused by “speeding” Total of persons involved Young adults	110 39 (35.4%)	105 44 (41.9%)
Accidents caused by “alcohol” Total of persons involved Young adults	31 8 (25.8%)	30 11 (36.6%)

According to local accident investigations:

- The involvement of young men is disproportionately high.
- The main cause of accident is speeding and influence of alcohol.
- Presumably, there is a large dark zone for “driving under the influence of drugs”.
- The main accident periods are on weekends, from Friday to Saturday and from Saturday to Sunday.
- Locations prone to accidents:
 - Highway B 294, at Schweigen,
 - Highway L 3110, kilometer marker 37 (wooded area),
 - District Road K 5786, between Hausen and Eggenen.

2 Cause Analysis and Assessment

Cause Description

The following influencing factors are likely to have contributed to the increased number of accidents involving young adults:

- Poor driving experience.
- Increased preparedness to take risks.
- Increased hazard exposure.
- Rural area, making young people dependent on the car.
- Reopening of the “Alpha” discotheque in the Neustadt industrial area.
- Closing of the “Kaffeeklatsch” youth center in Hausen.

Thus, it must be assumed that the number of accidents with personal damage involving young drivers will increase.

Cause Analysis

- Poor driving experience

Due to their poor driving experience, young drivers lack a sufficiently developed degree of automation needed for their driving activities – in other words, insufficient driving routine. In addition, the capability to recognise hazards, particularly rare and hidden ones, is not yet fully developed.

- **Increased preparedness to take risks**
With increasing driving practice, the young drivers enter the stage where they test their limits and that of the car. The tendency to take continually higher risks increases. The preparedness to become involved in situations with uncertain outcome is more marked with people of the younger age group than at any other stage of life. In this connection, an essential risk factor is the overestimation of one's own capabilities. The motives are manifold: On the one hand, it is about testing and proving oneself in dealing with new, difficult and dangerous tasks and the resulting increase in self-esteem. In addition, there is the basic attitude with the feeling of invulnerability. On the other hand, it also involves the recognition by reference groups of the same age where risky and non-standard behaviour often leads to increased esteem.
- **Increased hazard exposure**
Pleasure trips of young adults are largely made in the evening and at night. Darkness, possibly intensified by weather influences (rain, fog, snow, ice), poses an increased risk in itself. These trips are often made to discos and pubs with many passengers in the car. High spirits, overloud music, group dynamic processes and consumption of alcohol directly affect the way of driving. On longer trips, especially on highways, speed rules are hardly observed. Therefore, such trips are made under extremely negative conditions.

Cause Assessment

The fact of poor driving experience among young drivers can practically not be changed. It is all the more important that this group of persons is aware of the hazards when disregarding the traffic regulations.

The tendency to take high risks and overestimate one's capabilities can be countered by different measures. For instance, young people should be offered an opportunity to live out their urge to test and prove themselves in new, difficult and dangerous tasks in another field of activity (e.g. sports) to experience the resulting increase in self-esteem. In this respect, however, the police can only become involved as an initiator, if at all.

The basic attitude of a feeling of invulnerability can be countered by realistic and practical description of the opposite. The estimation that risky and non-standard behaviour leads to increased esteem in the reference group of the same age can probably best be refuted by describing the (personal)

consequences of non-standard behavior and making them a central theme particularly within the reference group. The police can make an essential contribution to information in cooperation with other prevention carriers from the traffic sector.

The fact that many trips of young drivers are made under an increased exposure to hazards in the first place can be prevented only to a limited extent either. It is a fact that the leisure activities are pursued on weekends in the evening and at night. In this respect, the improvement of local public transport or the establishment of collective taxi and disco shuttle bus services may be possible solutions. The police can only act as an initiator, while implementation is the responsibility of the cooperating.

3 Objective Definition

- **Prevention Objective**

The target group of adolescents and young adults are more seldom involved in accidents with serious bodily injury.

- **Program Objective**

Adolescents and young adults are aware of the traffic risk in their age group.

4 Target Groups

- Young men aged 16 – 21 years as drivers,
- young women as passengers,
- students aged 16 – 21 years.

5 Indicators for Problem Measurement

- Total number of traffic accidents with bodily injury involving young adults (as drivers and passengers).
- Number of young adults injured and killed.
- Frequency of traffic accidents with bodily injury mainly caused by young adults.
- Number of traffic accidents caused by excessive speed, alcohol or drugs.
- Proportion of adolescents or young adults displaying adequate knowledge of the special accident hazards in their age group during an interview.

6 Collection, Assessment and Selection of Measures

6.1 Collection of Measures

- Campaign days on the topic "Young People in Road Traffic" staged at the Neustadt vocational school center.
- Campaign events at the target group's meeting places ("Grüne Hütte" youth club, "Alpha" disco).
- Encouragement of vouchers for (collective) taxi services at discount rates.
- Encouragement of free drinks when using local public transport.
- Establishment of a disco shuttle bus service.
- Poster campaigns at critical accident spots.

6.2 Assessment of Measures

Collection of Measures to Achieve the Program Objective: Adolescents and young adults are aware of the traffic risk of their age group.

Serial No.	Proposal	Target group of measure	Potential cooperating partners	Advantages	Disadvantages	Rating of expected preventive effect in school grades (1–6)	Are adequate resources available (rough estimate)?								Rating of feasibility in school grades (1–6)
							Personnel		Material resources		Funds		Organisation		
							Yes	No	Yes	No	Yes	No	Yes	No	
1	Campaign days on topic "Young People in Road Traffic" at Neustadt vocational school center	Students aged 16 – 19 – Vocational school – 3rd training year – Secondary school (upper level)	<ul style="list-style-type: none"> – School management – Parents' council – Red Cross – Fire department – USE CAUTION IN TRAFFIC – Trans-highway service – Association against Alcohol and Drugs in Road Traffic – Health Office/health insurance – Driving instructors' association 	Target groups are reached to large extent (1,600 students directly through classes, total of 3,200 students through exhibitions, info stands and events); ample space available; integration of students into events possible, resulting in higher rate of acceptance.	High planning/coordination expenditure; school management, faculty and parents must be willing to support campaign; behavioral change cannot be verified; events over short period of time only	1.5	x	x	x				x		2.5
2	Campaign events at target group's meeting places ("Grüne Hütte" youth club, "Alpha" disco)	Adolescents	Youth Office, church, owner of disco	Target group is reached	Acceptance of police at such institutions rather questionable; uncertainty as to whether operators support campaign.	3	x		x				x		4

6.3 Selection of Measures

In order to achieve the program objective, the following measures appear to be suitable:

- Campaign days on the topic "Young People in Road Traffic" staged at the Neustadt vocational school center,
- poster campaigns at critical accident spots.

The following campaigns are to be rated secondary in terms of their effectiveness and/or feasibility:

- Campaigns at the target group's meeting places ("Grüne Hütte" youth club, "Alpha" disco),
- encouragement of vouchers for (collective) taxi services at discount rate,
- encouragement of free drinks when using local public transport,
- establishment of a disco shuttle bus service.

7

Indicators for Measuring Objective Achievement

Program Objective

- Objective criterion:
Number of young adults sufficiently aware of the accident risks within their age group.
- Objective value:
The "awareness" rate in the target group has increased by 30% compared to the first interview.

Prevention Objective

- Objective criterion:
Number of young adults involved in traffic accidents with bodily injury.
- Objective value:
The number of young adults involved in accidents with bodily injury was reduced by 20%.

8 Project Duration

The total project duration is 12 months.

9 Requirements Regarding Project Organisation and Commitment of Resources

The organisational preconditions and required resources have to be determined for each single measure. In order to limit the practical example, only the “campaign days at the vocational school center” measure will be described.

9.1 Optimisation of Sequences and Cooperation Activities

Initial contact with the school management of the vocational school center will be necessary at an early stage during which the problem, the objective and the first project considerations are presented. Early involvement of both the student codetermination element and parents' council is to be sought regarding acceptance of the measure by students and parents. The designation of a concrete point of contact by the school is desirable (e.g. teacher for traffic safety issues). Subsequently, the question has to be discussed with the school of how and to what extent the project days can be conducted.

In addition, it will be necessary to contact the cooperating partners such as the German Red Cross, the fire department, USE CAUTION IN TRAFFIC, the German Automobile Association (ADAC), the district trans highway service, the state trans highway service, the Alliance against Alcohol and Drugs in Road Traffic, the Association of Driving Instructors etc. and to determine the relevant scope of cooperation (provision of resources, sharing of costs etc.).

Finally, in a concrete project plan, agreement must be reached among all parties involved on who will do what by when!

9.2 Review of Qualitative Preconditions

● Personnel

Police:

- Road safety education service: five officers to give classes and presentations on the topics "speed," "alcohol" and "drugs."
- Road traffic team: three officers to demonstrate laser speed measurements.
- Neustadt und Dorfen precincts: one youth officer each and two officers each from the patrol service to take care of the campaign stands.
- Criminal police: one officer to take care of the violence prevention stand.

External cooperating partners:

German Red Cross/fire department: The German Red Cross and the fire department, by means of realistic demonstrations of accident scenes, will demonstrate the required rescue campaigns and the relevant first-aid measures.

● Organisation

The two-week event at the vocational school center can be staged within the framework of the general organisational structure. The employed officers are to be relieved from routine duty for the duration of the events.

9.3 Personnel, Financial and Material Requirements

● Personnel

14 man-days will be committed to the preparation of the event. To carry out the project days (total of two weeks), 65 man-days will be required and another 2 man-days for the follow-up.

● Funds

Questionnaires, poster printing and "graveyard" campaign; costs: € 400.00.

- Material

Neustadt police headquarters:

- Two patrol cars,
- laser speed measuring device,
- posters,
- questionnaires.

Langen state police headquarters:

- Information stand "USE CAUTION IN TRAFFIC".

State Office of Criminal Investigation:

- Information stand "Violence Prevention" and "Drugs".

Road Traffic/"USE CAUTION IN TRAFFIC" coordinating and developing agency:

- Exhibition stand,
- banner,
- rear-projection screen.

Cooperating partners will provide free of charge:

Vocational school center:

- Rooms.

German Automobile Association (ADAC):

- Reaction test device,
- driving simulator,
- traffic safety training as prize.

Baden-Württemberg State Trans Highway Service:

- Brochures,
- traffic safety training as prize.

District Trans Highway Service:

- Accident vehicle.

German Red Cross School:

- Demonstrations,
- rescue vehicle,
- information stand,
- first-aid material and first-aid training course as prize.

Fire Department:

- Demonstrations,
- fire engine.

10

Cost-Benefit Assessment

The following costs will arise due to the project measures:

Posters	€ 50.00
"Graveyard" campaign	€ 150.00
3,200 questionnaires	€ 200.00
Total:	€ 400.00

The following personnel will be required for the project:

Project organisation	14 man-days
On-premise counselling/training	65 man-days
Follow-up	2 man-days
Total:	81 man-days

Based on a calculation model, the Federal Road Research Institute determined in its December 2002 study the current costs based on the severity of accidents (killed, with serious injuries, with minor injuries). Thus, economically, the following average "costs" will arise:

Traffic-related death	€ 1,187,652.00
Traffic victim with serious injuries	€ 82,937.00
Traffic victim with minor injuries	€ 3,720.00

Compared to the above economic damage caused by traffic accidents and the immaterial damage not yet taken into account, the efforts and project costs are in reasonable proportion.



Preparation of Project Structure Plan

Project steps	Timeline	By December 2001	January 2002	February 2002	March 2002	April 2002	May 2002	June 2002	June 2002
Completion of planning		05/11/01 – 23/12/01 Offcr Maier and Offcr Müller (VED)							
Approval of planning			Weeks 1 & 2 DCOS						
Meeting with school management for information on planned project and arrangement of further cooperation			28/01/02 – 31/01/02 CTES						
Working meeting with student codetermination element, responsible teachers, coordination of appointments				Week 7 Offcr Maier			Week 20		
Contact letters to cooperating partners to inform on planned campaign				Week 8 Offcr Maier					
Design, development and preparation of questionnaires and posters				Weeks 8 – 10 Offcr Müller and Offcr Kunze (CPCOS)					
Solicitation of 3 bids for 3,200 questionnaires within the scope of limited contracting					Weeks 11 – 13 Offcr Müller				
Procurement of patrol cars, laser speed measuring device and info stands						Weeks 17 – 20 Offcr Maier and Offcr Müller			
Arrangement of organisational procedures, detailed personnel planning							Week 20 COS and TES		
Contracting for printing of 3,200 questionnaires						Week 14 By CTES to company DRUCK, Neustadt			



Project steps	Timeline	By December 2001	January 2002	February 2002	March 2002	April 2002	May 2002	June 2002	June 2002
Press communiqué							From week 22 by project manager and PR Section		
Distribution of questionnaires for 1st interview within the scope of classes							Week 22 Offcr Müller	Week 24 By teachers	
Positioning of accident vehicle							Week 21 CTES, Offcr Maier, Offcr Müller		
Project meeting with all representatives of all participating institutions									
Set-up of all fair and campaign stands								End of week 24; all participants	
Introductory event at vocational school center								17/06/02 at auditorium of vocational school center DRPHQ, CTES	
Conception of classes								Weeks 25 – 26 Traffic Education Service	
Demonstration of laser speed measuring device								Weeks 25 – 26 Traffic Section	
Operation of campaign/ fair stands								Weeks 25 – 26 Preinct	
Dismantling of all fair and campaign stands								Week 27 All participants	
Distribution of questionnaires for 2nd interview within the scope of classes								Week 27 By teachers	
Follow-up meeting with school management and student codetermination element								Week 27 CTES, Offcr Maier, Offcr Müller	
Evaluation of returned questionnaires								Week 28 Offcr Maier and Offcr Kunze, OCOS	
Preparation of project report								By week 40 (Project manager)	
Maintenance of project logbook									

Abbreviations:

- COs: Command and Operations Staff
- OCOS: Operational Command and Operations Staff
- CPCOS: Crime Prevention Command and Operations Staff
- DCOS: Director, Command and Operations Staff
- DRPHQ: Director, Regional Police Headquarters
- Pr: Precinct
- TES: Traffic Education Service
- CTES: Chief, Traffic Education Service

12

Process Evaluation

12.1 Target Groups

1,600 students were directly reached through classes. It was possible to “address” the remaining students through the events and/or exhibitions open to everybody. It was noticed that the campaign became known far beyond the school center and was visited by other students and/or young adults as well. Thus, it may be assumed that 80 – 90% of the target group was reached.

12.2 Review of Measures and Project Steps

All measures were carried out as planned. However, the State Office of Criminal Investigation's stand covering “violence prevention” could be used for four days only, as it was needed for another event.

The campaign days were overshadowed by a tragic event:

On Friday, prior to the event, three students of the vocational school center were killed in an accident on their way home (from school!) with their car. Due to excessive speed, the driver went into a skid with his car while passing another vehicle.

The car hit a tree sideways and was ripped into two pieces. One passenger was killed immediately, the driver died at the scene and another passenger died in hospital a few hours later.

This event, of course, greatly affected the atmosphere at the school. It was decided in coordination with the school pastor, the school management and the student codetermination element to conduct the planned program anyway. However, this change in the initial situation was taken into account by all parties involved – police officers, teachers, cooperating partners – when carrying out the individual measures.

12.3 Review of Commitment of Resources

Due to the fact that an officer became sick at the beginning of the planning phase, a 14-day delay occurred. It was, however, possible to make up this delay during the remaining planning period. The financial framework was not exceeded.

12.4 Side Effects

As a result of the intensive, two-week contact between students and the police, the recruiting counselor of the police headquarters could notice an increased interest in the police profession and a larger number of applications for enlistment with the police.

13

Effect Evaluation

13.1 Program Objective

All of the 1,600 students of the basic target group, i.e. students between 16 and 19 years of age, students of the senior high school grades and vocational school students in their third year as an apprentice, were interviewed prior and immediately after the 14-day event about the extent to which they are aware of the increased accident risk within their age group. Prior to the event, the proportion of students who were sufficiently aware of the increased risk amounted to only 31%. Then, in the final interview, 82% of the students finally stated that they were clearly open to this issue so that the defined program objective was even surpassed. The question as to what extent this increased awareness is attributable to the event itself or to the fatal accident of the schoolmates cannot be answered.

13.2 Prevention Objective

The evaluation of the semi-annual figures showed a decrease in the involvement of adolescents and young adults in traffic accidents with serious bodily injury by 23.8%, while the involvement in accidents of other adults during the same period remained unchanged. Thus, the prevention objective was not only achieved but even exceeded. The question as to whether this will be a lasting effect can only be answered after long-term monitoring.

13.3 Cost-Benefit Assessment

The cost-benefit analysis that had already been rated favorably before is underlined once again by so clear exceeding the objective value for the prevention objective. Thus, the project proved to be effective.

14

Project Report and Consequences

Project Documentation

Due to the size of the project documentation, it will not be presented as an example here.

Consequences

The project is generally applicable to other places and/or district police stations.

Cooperation



Opportunities for Consultation and Cooperation in Evaluation

In case external assistance is required, the following organisations will be available as points of contact or cooperating partners:

- **Universities,**
- **public, semi-public and even private institutions,**
and in many German states the
- **technical administrative colleges (police section) and technical police colleges.**

For reasons of neutrality, no specific institutes can be recommended here.

Counselling of police agencies is offered free of charge by:

Bundeskriminalamt (Federal Office of Criminal Investigation) – KI 14
Beratungs- und Servicezentrum Auswertung
(Counselling and Evaluation Service Center)
Thaerstraße 11
65173 Wiesbaden
Tel.: (+49-611) 55-14101
E-Mail: ki14@bka.bund.de

Further points of contact for counselling free of charge are:

Zentrum für Umfragen, Methoden und Analysen e.V. (ZUMA)
(Center for Survey Research and Methodology)
Postfach 122155
68072 Mannheim
Tel.: (+49-621) 1246-0
Fax: (+49-621) 1246-100
Internet: www.gesis.org/zuma
E-Mail: zuma@zuma-mannheim.de

The Center for Survey Research and Methodology in Mannheim provides advice on the design, execution and evaluation of sociological analyses, carries out own analyses, facilitates access to official data and monitors and analyses the social development on the basis of social indicators. Counselling on methodological aspects of empirical social research, particularly survey research, is one focal point. This includes almost all aspects of a research project – ranging from the development of a research plan to the evaluation of collected data. Scientists at universities, other public

institutions and nonprofit organisations can use the services. Counselling services are normally free of charge, whereas studies conducted for external contractors have to be paid for.

Public organisations experienced in the evaluation of prevention-related activities and able to provide advice are:

**Bundeszentrale für gesundheitliche Aufklärung
(Federal Center for Health Education)**

Ostmerheimer Str. 220
51109 Köln
Tel.: (+49-221) 8992-0
Fax: (+49-221) 8992-300
Internet: www.bzga.de
E-Mail: poststelle@bzga.de

**Bundeszentrale für politische Bildung
(Federal Center for Political Education)**

Berliner Freiheit 7
53111 Bonn
Tel.: (+49-1888) 515-0
Fax: (+49-1888) 515-113
Internet: www.bpb.de
E-Mail: info@bpb.de

Internet addresses to search for research institutes or research results

www.sozialforschung.de	Website to search for sociological research institutes.
www.jugendforschung.de	Search in the field of youth research.
www.socionet.de	Search for sociological research results of different orientations.



Information



Information and Documentation on Evaluated Projects

1

InfoDOK – A Collection of Information on Crime Prevention

Under the name **InfoDOK**, the Federal Office of Criminal Investigation (Bundeskriminalamt) offers a collection of information on crime prevention. This includes the research documentation (Forschungsdokumentation – FODOK) with information on research projects and/or research results on the one hand, and the Prevention Infopool with a collection of prevention projects, on the other.

The InfoDOK collection of information is available on the Extranet at: www.infodok.extrapol.de

The **Prevention Infopool** is a project data base that is not designed to provide a quantitative overview of prevention activities in Germany, but to document those prevention projects and initiatives that are of a model- or recommendation-type nature and that, due to the achieved results, may be regarded as “good practice”. The database contains foreign projects and programs as well.

Projects and programs will be included in the Prevention Infopool, particularly if it must be assumed on the basis of the available description that crime-related objectives such as the reduction of the number of offenses or an improvement of the feeling of safety could be achieved. This is to give the users of the project database the opportunity to search specifically for those projects on which sound statements regarding the achievement of objectives and the effects are available.

Selected projects from the “Prevention Infopool” are regularly published as national selections (“Kriminalprävention in Deutschland – Länder-Bund-Projektsammlung” (Crime Prevention in Germany – A Collection of State and Federal Projects)); in addition, special editions, e.g. on foreign prevention projects, are published. Apart from the Extranet, the project database is also accessible on the Internet at: www.bka.de/infopool_de.html

The **FODOK Research Documentation** is a documentation that provides information on criminalistic-criminologic research projects for the academic community and for practical use. This way interested persons are given the opportunity to search in a nationwide inventory of ongoing and completed police-related research projects.

During the annual update of FODOK, information from the organisations committed to police research, such as the police academy, the state offices of criminal investigation, the technical police colleges and other institutes (e.g. the Kriminologische Zentralstelle (Center for Criminology), the Max Planck Institute for Foreign and International Criminal Law, university institutes etc.).

Further details on the information collections can be obtained from:

Bundeskriminalamt (Federal Office of Criminal Investigation)

● Fachbereich KI 14 (in Infopool matters)

● Fachbereich KI 16 (in FODOK matters)

65173 Wiesbaden

Tel.: (+49-611) 55-0

Fax: (+49-611) 55-12189

E-Mail: ki14@bka.bund.de or ki16@bka.bund.de

2

Presentation of Own Evaluated Crime Prevention Projects in Print Media

Apart from the presentation of evaluated crime prevention projects in specific documentation inventories, publication in various print media would also be possible.

Opportunities for publication:

- Statewide
in regional police periodicals

- Nationwide
in periodicals such as:
 - Kriminalistik, independent periodical for criminalistic science and practice.
 - Die Kriminalprävention, periodical of the European Center for Crime Prevention.
 - forum kriminalprävention, periodical of the Foundation "German Forum for Crime Prevention".
 - Neue Kriminalpolitik, forum for practice, politics and science.
 - DVJJ-Journal, periodical for youth welfare law and services.



Opportunity

E Opportunities for the Sponsoring and Funding of Projects

Specific funding of the evaluation of projects will probably occur only in a few cases. The costs of evaluation will often have to be borne within the framework of general project funding.

1 Federal and State Funds

To date a series of programs and projects have been sponsored with federal and state funds. For the (co-) financing of prevention projects, including their evaluation, research funds of individual federal ministries may also be an option if a focal topic is involved that falls into the area of responsibility of the respective ministry.

In some states it is also possible to request funds from lottery revenues to finance prevention projects.

2 Financial Support by Foundations

There are associations that were exclusively founded to promote local crime prevention. In addition, there are citizens' foundations that, among other things, expressly seek to promote prevention.

Furthermore, financial support can be requested from other foundations such as the Volkswagen Foundation, the Bosch or Bertelsmann Foundations with prospect of success. Relevant information can be obtained through the Association of German Foundations at:

Bundesverband Deutscher Stiftungen

Alfred-Krupp-Haus

Binger Str. 40

14197 Berlin

Tel.: (+49-30) 89 79 47-0

Fax: (+49-30) 89 79 47-11

Internet: www.stiftungen.org; www.stiftungsindex.de

E-Mail: bundesverband@stiftungen.org

3 Cooperation with Sponsors

The Police Crime Prevention Guidelines approved by Working Group II “Internal Security” of the Standing Conference of State Ministers and Senators of the Interior on 17 September 1998 contain the following statements on this issue¹:

“The commitment of the population, of industry and of associations to crime prevention may also find its expression in financial contributions. Irrespective of the government's obligation to finance police crime prevention, a participation of the police in privately (co-) financed projects as well as the participation of private persons in police crime prevention measures is generally possible. However, the accomplishment of tasks by the police and the principles of neutrality and independence must not be affected.”

Sponsoring is a special form of communication of an enterprise with its target groups and serves advertising (image-building) purposes. For both the sponsor and the recipient it is a legal transaction on a service/consideration basis, which requires careful contractual specification. If the police has a (co-) responsibility for a project of criminal or traffic accident prevention and wishes to enlist the services of a sponsor, the official policy of the respective state has to be observed.

4 Subsidies from the European Union

On 22 July 2002, the framework program concerning police and judicial cooperation in criminal matters (AGIS) was adopted and for this purpose an amount of 65 million euro allocated for the period 2003 to 2007. The objectives of the program also include crime prevention.

Application forms for subsidies (normally 70% of the project volume) can be downloaded from the website

www.europa.eu.int/comm/justice_home/jail/prog_de.htm

The documents may also be obtained upon request by e-mail at *JAI-AGIS@cec.eu.int* or by fax at (+32-2) 2998215.

¹ See Police Crime Prevention Guidelines in Part G of this evaluation aid.



Glossary



Glossary











Glossary














*Note: The term appearing after the symbol **▣▣▣▣** in the description of a term will be explained elsewhere in the glossary.*

Base indicator	▣▣▣▣ Indicator used for comparison, e.g. to describe the situation prior to a ▣▣▣▣ measure.
Coding	Conversion of the data collection results (e.g. answers in the questionnaire, observations) into symbols (figures, numerical values, letters) with the aim to facilitate the mostly computer-assisted data evaluation.
Content Analysis	▣▣▣▣ Method of empirical social research to collect and evaluate available records of all kind; frequently used as a synonym for ▣▣▣▣ documentary analysis.
Control Group	Also called ▣▣▣▣ reference group; group of persons who show identical or very similar characteristics as the action group and/or experimental group, but are not exposed to certain influencing factor such as a specific (prevention) measure.
Correlation	Statistical measurable quantity by means of which it is determined to what extent certain facts occur simultaneously and/or jointly or, in fact, do not occur. This, however, does not say anything about the question as to whether the facts form a cause-and-effect relationship (e.g. birth rate and existing population of storks correlate with each other without a cause-and-effect relationship existing).
Criminologic Regional Analysis (CRA)	Analysis of a specimen region, its crime situation and crime control based on the survey and/or the combination of structural, social and criminal data for the respective geographic area.

Cross-sectional Analysis	Type of design of an analysis during which the differences between various specimen units (e.g. groups of persons) are analysed and/or observed; e.g. comparing a group of 14-year-old with a group of 18-year-old, in contrast to a ►►► longitudinal analysis where the very same person is analysed when he or she is 14 and 18 years old.
Degree of objective Achievement	Describes whether and to what extent the defined ►►► object has been achieved.
Document Analysis	►►► Method of empirical social research to record and evaluate certificates, documents and the like; frequently also used for ►►► content analysis.
Effect Evaluation	Form of ►►► evaluation to determine as to what extent the ►►► program objective and/or ►►► prevention objective has been achieved and the recorded changes may be considered an effect of the prevention measure.
Effectiveness	Degree of success of the action with regard to the desired objective; it indicates to what extent the determined ►►► objectives are achieved by the activities carried out (“are we doing the right things?”).
Efficiency	Assessment of the employed assets in relation to the achieved result (»are we doing things properly?«); can either be rated as to whether the best possible result was achieved with a given framework of resources, or whether a certain result was achieved with the least possible employment of resources.
Efficiency Analysis	Form of ►►► evaluation to determine the cost-benefit ratio of programs, projects and measures.
Empiricism	Finding based on experience (observing, recording).
Evaluation	Systematic application of sociological methods to assess the concept, design, implementation and benefit of a ►►► measure or a ►►► program of social intervention.

Evaluation Design	Structure and concept of an evaluation. The evaluation design describes the objectives, questions and methodological approach.
Experiment	Method of empirical research by means of which one or more influencing factors are specifically changed in order to examine their effect on certain facts; it is used to verify hypotheses.
Filter Question	Question in the questionnaire or interview the answer of which will determine what further questions will be asked. It has to be differentiated between the filter question where only respondents with certain answers are given further, more detailed questions, and the branching point where – depending on the answer – different further questions are asked.
Formative Evaluation	Form of evaluation that – particularly during the development phase of a project – serves the purpose of reviewing the design and consistency of a project concept both in terms of the desired objectives and the available resources. Project concepts already used elsewhere have to be adapted to the specific conditions of the own project location by means of formative evaluation.
Hypothesis	Unsubstantiated (and thus preliminary) statement and/or assertion still to be reviewed for correctness.
Incidence	Frequency with which certain facts have occurred within a certain period of time; to be distinguished from prevalence.
Indicator	Figures or data by means of which the order of magnitude of a problem or of facts can be measurably represented (e.g. number of offenses per 100,000 inhabitants within a year in a certain area).
Input	Personnel, funds and material assets (resources) available for carrying out a project and/or measure.

Input Objective	Difference between the available  resources and those required for a certain project.
Interview	The most common  method of empirical social research. By interviewing persons, information is gathered in order to be able to make statements on the features, attitudes, opinions and behavior of certain population groups. There are different types of interviews: depending on the degree of standardisation (structured, partly structured, not structured), type of contact (personally, by telephone, in writing) and the number of persons simultaneously interviewed (individually or in groups).
Interviewer's Effect	Influence of the interviewer on the interview situation and the resulting answers and/or data. The question as to how strong the interviewer's effect is will depend on the interviewer's experience, the quality of the interviewer training and the social distance between the interviewer and the respondent.
Longitudinal Analysis	Type of design of an analysis during which the specimen units (e.g. persons) are analysed and/or observed at several (at least two) points in time. This will allow determining changes in time of the same specimen units (as opposed to the  cross-sectional analysis).
Measure	Individual phases and/or steps within a  program.
Metaevaluation	Form of  evaluation where the evaluation results of several (subject-related) single studies are compared in order to arrive at an overall assessment, e.g. on the  measure that will produce the strongest effects.
Methods of Empirical Social Research	Tools used to collect data and information in social sciences; the basic forms are:  interviews,  observations,  experiments,  content/document analyses.



Multipliers	Persons provided with and/or trained on the basis of information in order to pass it on to the actual target group (e.g. parents, teachers as multipliers for children and adolescents); persons who are incorporated into a  measure because they have an influence on the target group and thus can amplify the effect of the measure.
New Control	Comprehensive approach to modernising public administration and management systems, which is to bring about result- and/or output-oriented control and which is essentially based on the elements product definition, budgeting, cost/performance assessment, controlling, reporting and agreement on objectives.
Objective	A condition sought by a  measure; in this context a distinction is made between  program objective and  prevention objective.
Objective Content	Synonym for  objective; a condition sought by a  measure; in this context a distinction is made between  program objective and  prevention objective.
Objective Dimension	Determining as to what extent the  objective has been achieved (e.g. reduction of the house walls stained by graffiti in district X by 20%).
Objective Criterion	Unit of measure defined in the analysis to measure the objective; should correspond to the  problem standard.
Objective Value	Synonym for  objective dimension; determines to what extent the  objective is to be achieved.
Observation	 Method of empirical social research, particularly to record behavioural characteristics.
Operationalisation	Rendering facts or a term measurable using observable, recordable indicators (e.g. crime fear by specific questions in a questionnaire like: "How safe do you feel when you are out in your neighbourhood at night?").

Outcome	(Prevention) effect of a (prevention) measure, comparable to achieving the ►►►► prevention objective.
Output	Immediate result of a prevention measure, comparable to achieving the ►►►► program objective.
Pilot Study	Analysis to prepare a main study. It is mostly intended to determine the relevant characteristics and facts of a study area and to establish ►►►► hypotheses for the main study.
Planning	Systematic, future-oriented thinking out and determining of ►►►► objectives and ►►►► measures to achieve objectives.
Population	Aggregate of the elements (e.g. persons, events) that form the object of the analysis and/or to which a ►►►► measure is to apply in general; aggregate of the elements for which a generalisation is made; to be differentiated from ►►►► sample.
Potential Objective	Difference between the existing (qualitative) requirements that are met, for example, by the personnel of an organisational unit and the qualification required to actually accomplish a certain task.
Pretest	Test run to check the tool (e.g. a questionnaire) for its suitability to produce the desired information and its practical employability; part of a ►►►► formative evaluation.
Pretest/Posttest Method	(Possible) form of ►►►► result evaluation where data collection (observation, measurement) is carried out prior to and after the ►►►► measure; only partly suitable to prove the effectiveness of a measure unless a comparison with the reference group is made.
Prevalence	Frequency of certain facts occurring within a certain population (e.g. number of persons within a population group who have already been victims of a crime); to be differentiated from incidence).

Prevention Objective	▣ Objective envisaged by prevention ▣ measures aiming at the reduction of crime, of the damage caused by crime, the change of the feeling of safety within the population and/or change of the prevention awareness within the population; to be distinguished from ▣ program objective.
Problem Standard	Unit of measure defined in the analysis to represent a problem (e.g. number of graffiti cases per sq km of an area).
Process Evaluation	Form of ▣ evaluation to determine to what extent it was possible to reach the target group of a ▣ project or a ▣ measure and to what degree the execution of the project and/or measure corresponds with the previous planning.
Process Objective	Determination of the potential for optimisation of sequences required within the framework of the execution of a measure, e.g. in the form of suitable information management or suitable channels of communication to involve persons participating in the project.
Program	Explanation of principles; concepts designed to achieve a specific ▣ objective.
Program Objective	Immediate objective of a ▣ program defined by a set of measures; it is to indirectly promote the achievement of a ▣ prevention objective. Example of a program objective: "Increased dissemination of technical safety measures within a residential area"; has indirect effect on the achievement of the prevention objective: "Reduction of burglaries in the respective residential area".
Project	Unique processes with a specific start and completion date to achieve defined objectives.
Project Logbook	Calendar of sequences in which the course of the project, including the reasons for deviations, are continuously recorded.

Project Management	Aggregate of the planning, management and control activities involved in projects limited in time.
Project Structure Plan	Timeline (e.g. in the form of a chart) on which all project steps and implementation aspects of a ► project (including the duration of individual steps, costs, persons involved) are represented and updated so that the implementation and deviations from the project plan become visible.
Quality Management	Generic term for methods and procedures used to plan and achieve quality criteria and quality standards; the aim is to consequently orient the performance towards the requirements of the recipients and the needs of the own organisation's administration.
Questionnaire	Instrument of data collection within the framework of an ► interview.
Random Sample	Sample where only coincidence determines what specimen units will be selected from a ► population; a scaled-down image of the characteristic features of a population.
Reference Group	Also called control group; group of persons who show exactly the same characteristics as the target group and/or experimental group, but who have <i>not</i> been exposed to a certain influence, e.g. a certain (prevention) measure.
Reliability	Indicator for the quality of a survey tool; allows a statement as to what extent a survey tool repeatedly applied will lead to identical or very similar values.
Representativeness	Extent to which the ► sample corresponds to the ► population and the results can thus be generalised to the population.
Resources	Personnel, money, material and organisational assets, including time and knowledge that are available for accomplishing a task (creation of a ► product, execution of a ► project).

Response Rate	Proportion of those persons who provide answers in a written interview.
Result- and Effect-relevant Factors	Dependence of the desired success on certain influencing factors and conditions, e.g. on the quantity and quality of the personnel, organisational structure and/or procedures or the available funds.
Result Evaluation	Synonym for ►►► effect evaluation; form of ►►► evaluation to determine as to what extent the ►►► program objective and/or ►►► prevention objective has been achieved and the recorded changes may be considered an effect of the prevention measure.
Sample	Part of a population; ►►► representativeness of a sample exists if it represents the scaled-down image of the characteristic features of the ►►► population (►►► random sample).
Side Effect	Unintended effect of a program or ►►► measure.
Significance	Probability with which it can be stated to what extent values measured in a ►►► sample actually correspond to the values within the ►►► population; generally, a result is considered statistically significant if the probability is 95%, i.e. if the error risk amounts to no more than 5%.
Social Desirability	Distortion factor particularly during ►►► interviews (when collecting data on properties, attitudes and patterns of behaviour); the persons interviewed preferably make statements that seem socially desirable. This behaviour is understandable, as persons interviewed often like to present themselves in a "favourable light" and wish to comply with the system of standards and values of a society.
Standard	Binding (prescribed and agreed) minimum requirements.
Subject	Person of a sample, person interviewed, person analysed.

Synergy Effect	Improvement of results by the interaction of different forces (organisational units or institutions) to accomplish a task, often simultaneously relieving the parties involved.
Target Group	Addressees of a  measure; group of persons with whom a certain  objective is to be achieved.
Target Time	Period of time during which the defined objective is to be achieved; in practice always identical with the project duration.
Validity	Statement on whether a survey tool is appropriate for the question and whether it really will measure what it is supposed to measure; indicator for the quality of a survey tool and/or the data collected therewith.
Variable	Characteristic occurring in two or more versions (e.g. gender, income, voting behaviour).



Guidelines



Police Crime Prevention Guidelines

1

Crime Prevention as a Task for Society as a Whole

1.1 Safety and Quality of Life

Safety is one of the most important basic needs of the people and forms part of their quality of life. To contain crime, it will be necessary to fight its manifold causes just as resolutely as the criminal offenses themselves. Also crime fears and disturbances of public order must be taken seriously and incorporated into the prevention concepts.

1.2 Social and Situational Prevention Approach

The causes of crime are attributable to the offender's personality, the social living conditions and the existing structures regarding opportunities for offense. The social prevention approach (primary and tertiary prevention) aims at the prevention of offenses by improved education, imparting of values and education, prevention of deficits in the personality development and removal of social deficiencies and/or prevention of renewed liability to punishment. The situational prevention approach (secondary prevention) aims at the reduction of opportunities for offense.

1.3 Need for Joint Prevention Work

A sustained strategy of crime prevention must take the great variety of causes into account. This will require a joint and integrated overall concept. Crime prevention, thus, is a task for society as a whole, a task for which not only the police, but also particularly politicians, other governmental and non-governmental organisations, industry, the media and the citizens themselves are responsible and to which they must make their specific contributions.

Crime prevention understood this way comprises all public and private efforts, programs and measures that are to prevent or reduce crime as a social phenomenon or individual event or to minimise its consequences.

1.4 Three-tier Organisation of Crime Prevention

The organisational implementation of crime prevention by society as a whole is an important future task of all governmental and non-governmental institutions.

At **local level**, crime prevention can be carried out particularly effective through goal-oriented project work, as crime mainly arises and is experienced regionally. In this connection, all regionally relevant prevention carriers – particularly local authorities, police, judiciary, media, schools, churches, associations, federations and the population – should be included. Efforts should be made towards interconnecting the respective projects and measures and increasingly institutionalising the participation of the citizens. The establishment of local prevention councils and/or safety and public order partnerships can frequently contribute to this aim. Their furtherance in terms of organisation and content should be left to the local actors within the framework of their personal responsibility:

At **state level**, supraregional planning and close cooperation among all competent ministries and with associations, private institutions etc. involved will be required to increase the effectiveness of individual measures.

Prevention councils, coordinating agencies or comparable establishments at state level can impart objectives and contents of crime prevention involving society as a whole, promote local prevention bodies and support their work.

At **federal level**, the German Forum for Crime Prevention, in cooperation with public and private decision makers including industry, is to provide the concept of crime prevention involving society as a whole with stimulating impulses and at the same time exercise awareness and support functions nationwide.

1.5 Cooperation with Sponsors

The commitment of the population, of industry and of associations to crime prevention may also find its expression in financial contributions. Irrespective of the government's obligation to finance police crime prevention, a participation of the police in privately (co-) financed projects

as well as the participation of private persons in police crime prevention measures is generally possible. However, the accomplishment of tasks by the police and the principles of neutrality and independence must not be affected.

1.6 Private Security Services

Although private security services cannot replace professional police work, they can effectively contribute to crime prevention outside the sovereign sphere of duties. This applies particularly to the protection of business enterprises and events and to safety measures in the local public transport sector. Opportunities for incorporating them in measures and projects of local crime prevention have to be analysed.

2 Police Crime Prevention

Police crime prevention, within the framework of crime prevention involving society as a whole, comprises tasks to be accomplished independently by the police and the participation of other responsibility-holding bodies in prevention measures.

2.1 Significance within the Spectrum of Police Tasks

The great significance of crime prevention within the spectrum of police tasks does not only result from the paramount importance of crime protection to the population, but also from the realisation that it makes more sense not to let offenses happen in the first place instead of having to prosecute them with great efforts later. Apart from the material and bodily damage, offenses often lead to serious mental consequences for the victims, and even the most successful law enforcement cannot compensate for this.

2.2 Integral Part of Accomplishment of Police Tasks

Preventive and repressive actions by the police are an integral part of their overall mission, which is particularly aimed at ensuring safety and increasing the feeling of safety in the population.

Prioritisation of police work is to take into account the priority in terms of contents and time of crime prevention over repression. Crime prevention is the task of all police officers and must, of course, form an integral part of daily routine police work. Police work geared to the general public's interest is the basis for a relationship of trust between the police and the citizens and, thus, an indispensable precondition for effective crime prevention.

2.3 Independent Prevention Measures of the Police

The prevention tasks to be independently accomplished by the police include in particular:

- Preparation of crime situation images.
- Physical presence adapted to the situation.
- Safety counselling.
- Behaviour-oriented counselling.
- Preventive public relations work.
- Implementation of nationwide key programs (ProPK).

These measures are mainly directed at the reduction of opportunities for offense. They can prevent crime or minimise its consequences, but not remove deeper causes of individual or social deficits. The police can influence areas such as education, housing situation, local infrastructure and recreational behaviour only indirectly, if at all. The accomplishment of the law enforcement mission produces general and special preventive effects as well.

2.4 Participation in Prevention Measures by Other Responsibility-holding Bodies

Participation in joint prevention measures does not mean that the police will take over crime prevention measures from other responsibility-holding bodies, but the obligation to actively highlight crime-related problems to other responsible parties, to provide police information needed for problem solution and to work towards joint prevention measures.

Within the framework of local crime prevention, the tasks particularly to be accomplished by the police are:

- Early-warning function for crime-related developments.
- Preparation of safety analyses and local crime situation images under crime prevention aspects.
- Recommendation of prevention opportunities considered suitable from the police point of view.
- Participation in the preparation and implementation of local prevention concepts.
- Coordination of their original police prevention activities with local crime prevention measures.

2.5. Crime-Preventive Public Relations Work

The public relations work of the police must be carried out also under the aspect of crime-preventive effects and has to actively contribute its share to the increase of the feeling of safety and promotion of the prevention awareness in the population.

Under the "Police Crime Prevention Program of the State and Federal Governments (ProPK)", uniform crime-preventive public relations work is conducted and maintained across state boundaries.

The ProPK Program supports the accomplishment of police tasks by providing media and concepts not only in the classic counselling and prevention work, but also within the framework of the participation of joint prevention measures.

2.6. Framework Conditions for Successful Police Crime Prevention

In order to meet the high standard and demand of police crime prevention, it is necessary to create the required conditions in the police organisation, for the allocation of personnel and funds as well as for basic and advanced training.

Successful police prevention work and orientation to the general public's interest should serve to an even greater extent than before as an assessment standard for police (management) action.

Prevention

H Excerpt on Prevention from Police Regulation PDV 100 "Führung und Einsatz der Polizei" (Command, Control and Employment of Police Forces)

2.1 Prevention

2.1.1 General

2.1.1.1 Prevention comprises all public and private efforts, programs and measures that will

- Prevent,
- reduce or
- minimize

the consequences of crime and traffic accidents as social phenomena or individual events.

Such negative consequences include physical, mental and material damage as well as fear of crime, particularly the fear of becoming a victim.

2.1.1.2 Prevention goes beyond the general and special preventive effect of the prosecution of criminal and administrative offenses, the counselling work of the police and police presence. Being a task to be accomplished by society as a whole, it requires close cooperation with all governmental, local and private institutions concerned.

2.1.1.3 Prevention has to be taken into account for strategic planning and development of tactical concepts at all command echelons. For this purpose, crime and traffic accidents have to be assessed – perhaps regionally limited – as to whether they are preventable at reasonable costs from the police point of view and, if necessary, with their participation.

2.1.1.4 Social changes have to be observed and analysed in order to be able to recognise and counter possible police-relevant developments at an early stage. The police has to cooperate already at the local level with the relevant social groups, political decision makers and the population.

2.1.1.5 The feeling of safety in the population requires special attention. It is influenced by many different factors – such as personal experience, the media or criminal and administrative offenses occurring in the social environment.

2.1.1.6 The following elements in particular can contribute to prevention:

- Physical presence and availability.
- Swift and consistent prosecution of criminal and administrative offenses.
- Highlighting of investigation successes by public relations work.
- Establishing of organisational units dealing with special prevention tasks.
- Implementation of prevention programs.
- Development and implementation of local prevention concepts.
- Counselling and support of other authorities, institutions and bodies.

2.1.1.7 Visible presence is to be ensured by active public relations measures – particularly in the form of patrols, checks, and key operations.

The presence of covert forces can be announced through public relations work.

2.1.1.8 Echelon-specific data of criminal geography and criminologic regional analysis as well as of traffic accident analysis are to be used for the development of prevention programs and measures particularly on:

- Nature, frequency, geographical distribution and causes of criminal offenses and/or traffic accidents.
- Processes of origin.
- Sociological and infrastructural conditions.
- Expected developments.
- Opportunities for controlling and combating crime.

2.1.1.9 An exchange of current information on local, regional and supra-regional prevention measures is to be sought.

2.1.1.10 Neighbouring agencies are to be informed about measures that are designed or may lead to suppression; coordination of actions may be necessary.

2.1.1.11 The effectiveness of preventive measures is to be analysed using assessment criteria that are either prespecified or need to be developed first. The data gained are to be analysed and used for optimising prevention measures.

- 2.1.1.12 The public is to be informed particularly by advertising, media and topical prevention-oriented coverage to promote safety awareness.
- 2.1.1.13 The police is to counsel and support external prevention bodies, e.g. prevention councils, local and joint initiatives in order to incorporate their knowledge and experience. Participation is also to be sought in order to gain findings for concentration of efforts.
- 2.1.1.14 In addition, the police is to provide technical advice to decision makers, particularly from the political, judicial and administrative arenas so that the required overall social framework conditions can be created and/or improved.
- 2.1.1.15 Technical developments and their possibilities of use are to be constantly monitored; efforts are to be made, if necessary, to the effect that products jeopardising safety are neither manufactured nor marketed.
- 2.1.1.16 Within the framework of prevention, the police is particularly responsible for **police crime prevention** and **traffic accident prevention** which are tasks to be accomplished by any police officer.

2.1.2 Police Crime Prevention

2.1.2.1 Objectives are in particular:

- Preventing criminal offenses.
- Strengthening the feeling of safety.
- Strengthening the idea of self-defense and generating safety-oriented behaviour.
- Reducing objectively unfounded fear of crime.
- Promoting the citizens' awareness of dangers that may arise from crime.
- Removing and reducing crime causes.
- Preventing the generation or consolidation of crime-generating factors.

- 2.1.2.2 Crime forecasts are a prerequisite for the planning of personnel commitment, advanced training and equipment as well as the preparation and support of criminal strategic initiatives and decisions.

For this purpose, the central state and federal agencies have to provide appropriate foundations by collecting and evaluating relevant information.

Knowledge gained from event-based evaluation and evaluation within the framework of the Criminal Police Reporting Service (Kriminalpolizeilicher Meldedienst – KPMD), including the special reporting services and Criminal Police Personal Data Collections (Kriminalpolizeiliche Personenbezogene Sammlungen – KPS), have to be taken into consideration.

- 2.1.2.3 For special prevention tasks, particularly

- Stationary and mobile counselling agencies,
- personnel for certain target groups or areas can be designated.

Personnel with special extension training is to be employed for those tasks.

- 2.1.2.4 When appropriate, e.g. within the framework of events, in individual discussions or by other appropriate measures such the distribution of information material, the police is to

- influence the behaviour of potentially injured persons and/or victims (**behaviour-oriented prevention**),
- counsel potentially injured persons and/or victims or police officers responsible for a certain facility with regard to technical safety measures to impede and/or prevent criminal offenses (**prevention by technical safety measures**),
- inform potential witnesses and assistants on crime-inhibiting or impeding behaviour and to promote their willingness to assume responsibility for others,
- prevent persons from committing criminal offenses.

2.1.2.5 The police, in the interest of prevention in terms of urban planning measures, have to incorporate their knowledge and experience in crime-promoting factors within the framework of participation procedures during the preparation of urban development plans and the redesign of recreation centers and other important facilities.

2.1.3 Traffic Accident Prevention

2.1.3.1 Traffic accident prevention is primarily effected through **traffic safety counselling, traffic accident evaluation** and participation in **traffic space management**.

The objectives pursued are in particular:

- Preventing criminal and administrative offenses in road traffic.
- Strengthening the feeling of safety in road traffic.
- Creating and promoting safety awareness in road traffic behaviour.
- Making the population aware of the dangers that may arise from road traffic.
- Improving the road safety situation, particularly by reducing the number of traffic accidents and mitigating consequences of accidents.
- Gaining knowledge, particularly by investigating traffic accident causes.
- Preventing and removing accident-promoting factors, particularly by contributing to rendering the traffic space safe for road traffic.

2.1.3.2 **Traffic safety counselling** is to

- ensure early, long-term, coordinated and target group-oriented work based on the principle of "lifelong learning"; in this context both individual and common responsibility of the road users have to be developed and enhanced and behaviour based on partnership to be highlighted as exemplary,
- inform road users and multipliers, e.g. parents, educators, associations and other bodies, for the purpose of their road safety activities about traffic safety developments and findings as well as about proper behaviour in road traffic.

Special personnel is also to be employed for traffic safety counselling.

Traffic safety counselling, traffic monitoring and participation in traffic space management are to be conceptually coordinated.

Traffic safety counselling on a case-by-case basis is of special importance when intervening.

Recording and processing of traffic accidents provides:

Basic data for traffic safety work, particularly for traffic accident evaluation and for contribution to rendering the traffic space safe for road traffic.

2.1.3.3 **Traffic accident evaluation** yields findings for the efficient employment of the police in

- traffic safety counselling,
- traffic monitoring and public relations work,
- traffic control and road construction measures of the originally responsible highway traffic and construction authorities,
- political decision-making at local level,
- traffic safety research.

The required measures have to be based primarily on the critical accident spots, the seriousness of accident consequences and the accident cost rate.

Traffic accidents recorded by the police should be included in the traffic accident analysis.

The local traffic investigations of the police provide information on typical inappropriate behaviour of the road users and deficiencies of the traffic space.

Findings gained from traffic safety research have to be intensively used for traffic accident prevention.

2.1.3.4 For traffic safety reasons, the police – as the authority responsible for public matters – is to contribute to **traffic space management** and bring to bear its influence in the planning of the traffic infrastructure.

The contribution of the police to traffic space management is to be aimed at

- identifying safety deficits in planning at an early stage,
- emphasizing traffic safety matters,
- having experience from police traffic safety work, results of traffic safety research, findings gained from police crime prevention and criminalistic-criminologic research
 - incorporated in the planning,
 - presenting concrete proposals for enhancing traffic safety on a case-by-case basis,
 - providing technical advice to the originally responsible highway traffic and construction authorities in traffic accident committees or similar bodies on the basis of the local traffic accident investigations.

Originally responsible authorities and other agencies are to be invited to honor their respective responsibilities.

Source: PDV 100, 1999 Edition, pages 31-36

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