

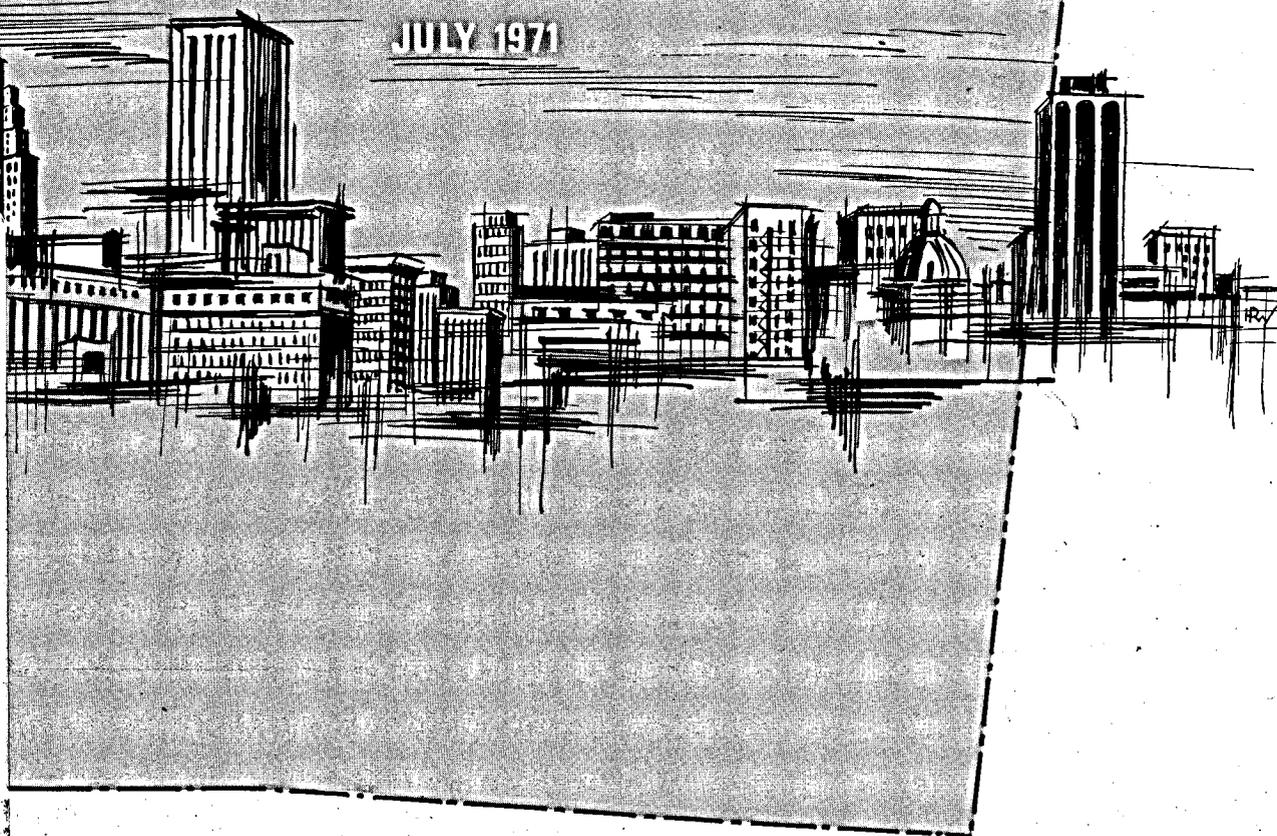
Dayton-Montgomery County

CRIMINAL JUSTICE PILOT CITIES PROGRAM

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REPORT
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PLANS AND PROGRESS
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COMMUNITY RESEARCH INC. DAYTON, OHIO 45402

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CHAPTER 1

PROGRAM DESCRIPTION

Team Organization

In June 1970, Community Research, Inc., Dayton, Ohio, applied for a grant from the Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, for the purpose of establishing a Pilot Cities Program. In July 1970, the grant was approved for the program. Community Research, Inc. (CRI) is a private, non-profit research organization which is financed by contributions from foundations and individuals for the purpose of performing research on local government problems.

Community Research, Inc. is engaged in a variety of urban action research efforts in the Dayton area which are not directly related to the Pilot Cities Program. With regard to the Pilot Cities Grant, CRI is responsible for the administration of the program, which includes administrative support and fiscal accountability for program funds.

The following professionals were selected for the Pilot Cities Team:

JAMES BAIN, JR. - Systems Analysis

Works with all criminal justice agencies through the other members of the team.

GARY K. PENCE - Police

Works with the Dayton Police Department, and with Montgomery County law enforcement agencies.

JOHN W. KESSLER - Courts

Works with the City and County Prosecutor's Office, the Dayton Municipal Court, and the Montgomery County Court of Common Pleas.

JAMES J. GRANDFIELD - Corrections

Works with the Juvenile Court, the City and County Probation Departments, the Dayton Human Rehabilitation Center, and with private welfare organizations concerned with corrections and the prevention of crime and delinquency.

Broad Objectives

The Dayton/Montgomery County Criminal Justice Pilot Cities program consists then, of a community based technical assistance team. It is the objective of the team to assist community administrators in reducing crime and improving

criminal justice operations. The team has divided its time and resources between two main areas of activity:

1. Technology Transfer
2. Immediate Impact Programs

Technology Transfer

Technology transfer has involved the development of a planning system at the local level. This is necessary in order to provide administrators with the capability to identify those programs which are sufficiently effective and economical to be implemented or continued. The planning methodology is discussed in Chapter 2 and the planning organization is discussed in Chapter 3.

In order to implement a planning methodology, relevant management information is required. The information requirements are to be eventually defined and provided for by Project CIRCLE, which provides for the design of a regional criminal justice information system. This project is discussed in depth in Chapter 11.

Having begun to develop a plan for change in conjunction with local administrators, a means for continuing transfer of technical improvements was seen as essential. This is to be provided by the Regional Planning Unit (RPU) [See Chapter 3] in cooperation with the City of Dayton in the form of a Criminal Justice Center. This project has been funded and is discussed in Chapter 12.

Immediate Impact Programs

Immediate impact programs were developed in response to critical problem areas identified by concerned community administrators at the outset of the Pilot Cities project. It was the belief of these administrators and the team that these problem areas needed assistance prior to the development of a computerized planning methodology. Projects addressing these critical areas were prepared by local officials with the assistance of the team, and are summarized in Chapter 13.

System Description

Montgomery County, Ohio, covers an estimated 465 square miles, with an approximate population of 650,000. It is governed by a board of three county commissioners, who are elected by the citizens for a period of four years.

The largest city in Montgomery County is Dayton, which covers 38.271 square miles and serves an estimated population of 276,500. It is governed by a five-member City Commission. The commissioners are elected by the citizens of Dayton to serve for four years. The separately-elected mayor serves as the presiding City Commissioner. A City Manager is employed by the City Commission to carry out commission policies. The City Manager has jurisdiction over all departments of city government.

The variance among the communities that compose Montgomery County is reflected through the socio-economic factors. Dayton is the core city and is confronted with the full range of urban problems. It is surrounded by more affluent neighboring populations. The problems that Dayton is presently experiencing, therefore, are not characteristic of the entire metropolitan region.

The agencies that compose the criminal justice process are staffed by competent persons. However, due to the independent jurisdictional structure of the agencies, the same priorities and concerns are not reflected equally by all agencies.

A desire for cooperation and coordination is generally evidenced by all agencies, and there is outstanding leadership in police, courts, and corrections. This is reflected in their participation in a number of coordinating organizations, such as the Miami Valley Council of Governments, Dayton Bar Association, Montgomery County Police Officers Association, and the Health and Welfare Planning Council.

PART I

DAYTON/MONTGOMERY COUNTY CRIMINAL JUSTICE
PILOT CITIES PROGRAM

CHAPTER 2

CRIMINAL JUSTICE PLANNING

SECTION I. INTRODUCTION

The purpose of planning is to generate information needed for problem-solving and project evaluation. In the area of criminal justice, planning should involve an inter-agency and multijurisdictional planning process to assist criminal justice administrators in selecting:

1. The most important problems to be solved within the local criminal justice agencies.
2. The most appropriate general solutions to the problems.
3. The projects most effective in achieving the general solutions.

The systems approach, systems analysis, and project management can be woven into criminal justice planning. A brief explanation of these processes is presented in subsequent paragraphs.

A. Systems Approach

The systems approach has grown out of the systems engineering philosophy. The concept has proven so effective in equipment development that acceptance in several other fields has followed. It is our belief that it can be applied to criminal justice operations.

The basic idea involved is one that requires examination of the total systems in which problems occur. There are several systems involved in criminal justice; namely, police, prosecution, defense, judicial, and social systems. There are two types of problems which occur within these systems: erosion in the rights of society, and in the rights of individuals. Solutions to these problems involve both crime reduction within the community and improvements within the criminal justice agencies to achieve the most effective balance between the goals of public safety and civil liberty.

Included in the systems approach are the definition of objectives of all criminal justice agencies, the identification of relevant problems, and the development of measurable criteria to evaluate all criminal justice solutions and projects. Thus, the systems approach involves quantification of achievements and criteria for the criminal justice

goals of public safety and civil liberty. Public safety achievements and criteria are easier to quantify than those for the civil liberty goal. Considerable research effort must be expended to quantify civil liberty achievements and criteria in order to apply the following systems approach:

1. Define measurable criminal justice achievements. The goals of public safety and civil liberty are sub-divided into functions which must be performed. Each function is further divided until a measurable achievement is identified and defined at some level. The end result of this benefit analysis is a functional flow which is an orderly and logical division of goals into measurable achievements of the police, prosecution, defense, judicial, corrections, and social systems.
2. Develop quantitative criminal justice criteria which are used to: (a) determine the importance of problems, (b) optimize and compare alternative courses of action, and (c) evaluate project designs and implementation plans.

There are three quantitative value criteria used in criminal justice planning. These are:

1. Effectiveness - a measurement of a change in the achievement of criminal justice objectives by an alternative system when it is operational in a given environment. It is measured on a scale between 0 (the value of the existing achievement rate), and 100 (the value of the desired achievement rate). An effectiveness measure of 90, for example, indicates a given system will achieve 90 per cent of what is desired.
2. Economy - the public value of a change in the costs of achievements of crime and justice objectives. It is measured on a utility scale between 0 (the value of the existing cost), and 100 (the value of the ideal cost). An economy of 20, for example, indicates that a given change will conserve 20 per cent more of the public taxes than maintaining the status quo.
3. Worth - the public value of the improvement, i.e., the combined effectiveness and economy. It is also measured on a utility scale between 0 and 100.

Without a systematic approach, planners tend to approach problem-solving and project evaluation on a function or agency basis. However, problems frequently appear as symptoms in several different functional organizations, such as: police, prosecution, defense, judicial, corrections, and social agencies. Once a symptom is assumed to be the problem, then a solution, which seemingly solves the problem in one functional area can create new and unanticipated problems in other agencies. Narrow symptomatic diagnosis and treatment may be less than satisfactory because the changes can result in marginal improvements, organizational disruptions, and public criticisms. Worse still, they usually cause a serious imbalance between public safety and civil liberty achievements.

B. Systems Analysis

The growth of systems analysis has been accelerated in the past decade by two main factors. First, the early recognition of the importance of factual data, even in solving conventional problems, led to the development of analytical techniques. More refined analysis dealt with investment decisions for the businessman and with operations research for the military. The second impetus was in the rapidly growing need for quantified analysis. The general proliferation of choice, coupled with the high investment cost of new programs, presented administrators in all areas with new decisions of unprecedented magnitude and complexity. The result has been a general turn to systematic and quantified analysis as an aid to decision making.

The methods of systems analysis are still developing and the problems of criminal justice are, in general, more varied and unique than business problems. Consequently, there is no specified procedure or direct approach to criminal justice systems analysis. There are, however, several fundamental steps which are necessary to criminal justice systems analysis. They are:

1. Measure changes in criminal justice achievements during a specified calendar time period. The magnitude and directions of the variances identify problems.
2. Identify important problems to be solved by estimation and comparison of the changes in effectiveness for an incremental change in the variances of achievements. Problems with relatively high incremental effectiveness measures are the most important problems to solve.

3. Describe alternative factors causing the problem by using experienced criminal justice expertise. Presented with the problem, they attempt to describe the factors that are causing that problem. Each alternative set of factors that are assumed to be causing a problem is called a "hypothesis".

4. Estimate and compare the validity of alternatives by the development and test of mathematical models. Achievements are related to each alternative set of factors, then, mathematical and statistical tests are performed to determine and compare the correlation, significance, and certainty of the alternative hypotheses.

5. Select best factors to change based upon evaluation of the alternative hypotheses. If the evaluation results in a decision that no factors are good enough, the analysis returns to the step which describes alternative factors causing the problem. This recycling continues until a decision is made to select a set of factors to change.

6. Describe alternative courses of action by using experienced criminal justice expertise. Presented with the factors to change, they attempt to describe ways to change those factors. Each proposed corrective action is a discrete alternative, but two or more alternatives can be combined to form another discrete alternative.

7. Estimate achievements and costs of alternatives by developing mathematical systems and cost models. The systems model relates changes in factors to changes in achievements. The cost model relates changes in achievements to changes in the costs of those achievements for an assumed future time period.

8. Optimize and compare alternatives by performing a trade-off analysis based upon the criterion of expected maximum worth. Compare the expected maximum effectiveness, economy, and worth of alternatives to show the relative gains. Using contingency analysis compare the risks of alternatives for possible future contingencies.

9. Select the best course of action based upon an evaluation of gains and risks of each alternative. If the evaluation results in a decision

that no alternative is adequate, the analysis returns to the step which describes alternative courses of action. This recycling continues until a decision is made to select a course of action.

The above systems analysis methodology provides a rational problem-solving tool for ferreting out relevant problems and selecting the best solutions from competing courses of action. It is most limited by selection and quantification of meaningful criteria plus unknown incommensurables and uncertainties, but any other system of selection is likewise limited. Its primary advantage is that it presents logical proof that a problem is real and that a solution is best. Through better knowledge of the systems analysis process, the criminal justice administrators will be in a better position to develop strong arguments rather than depending upon arguing strongly for their improvement programs.

C. Project Management

Any project to improve criminal justice moves through a series of orderly phases in time to become fully operational. At the end of each phase, the project plans and progress are reviewed and evaluated in terms of performance, cost, and schedule. Based upon the proper balancing of the factors of cost, time, and other resources to achieve the best improvements that are possible in accordance with the criminal justice goals, the project is given approval to proceed to the next phase. Projects which do not show promise are either terminated or continued in a phase until they do. These series of reviews and approvals insure that only the most effective and economical projects survive to become operational.

The period and purpose of the project phases are briefly described as follows:

1. Conceptual Phase - The period between identification of a problem and submission of a locally-approved project development grant application to LEAA. The purpose of this phase is to generate information to evaluate project concepts which appear to offer the greatest system worth and feasibility (technical, political, and economic) for improving the achievement of system objectives. If justified, the project receives an approval to proceed to the definition phase.

2. Definition Phase - The period between approval of project development funds by LEAA and local approval of a project development plan. The purpose of this phase is to assure that full-scale development is not started until cost, schedule, and performance objectives have been sufficiently identified and evaluated against one another and that a high probability of successful completion of the development phase is established. In-house governmental resources and contracts with industry are both used during this phase. If justified, the project gets an approval to proceed to the development phase.

3. Development Phase - The period between either award of the contract or issue of the statement of work and submission of the project implementation grant application to LEAA. The purpose of this phase is to generate skill and equipment specifications and an implementation plan for a project design which satisfies the needs of, and can be afforded by, local governments. Again, in-house resources and contracts with industry are both used during this phase. If justified, the project wins an approval to proceed to the implementation phase.

4. Implementation Phase - The period between approval of the project implementation funds by LEAA and full operation of the project by local agencies. The purpose of this phase is to develop the policies and procedures, procure and install hardware, and train personnel before the project begins its operational phase. In-house resources and contracts with industry are also used during this phase. If justified, the project receives the approval to proceed to the operational phase.

5. Operational Phase - During the operational phase, problems occur which cause a recycling of systems analysis and of all the project phases.

A discussion of project management would be incomplete without including something about project managers. A project manager is established to manage across functional agencies in order to bring together at one focal point the management activities required to define, develop, and implement a project. He has the tremendous task of moving a project through the phase reviews. This task involves costing, scheduling, evaluating project and

contract performance, reporting and integrating the total project. The fact that complex criminal justice projects must be defined, developed, and implemented under time and cost pressures assures a future for project management in criminal justice planning.

SECTION II. OBJECTIVES

A. Pilot Cities Objective

A major objective of the Dayton/Montgomery County Pilot Cities Program is to assist in the development and implementation of a criminal justice planning methodology based upon the concepts of the systems approach. In evaluating this approach in relationship to criminal justice planning the following alternative planning methods were considered:

1. The requirement approach which involves the submission of projects by various agencies and the listing of these projects in a regional criminal justice plan. This approach normally results in a request for more funds than what are available.

2. The priority listing approach involves a listing in priority those projects deemed most important in reducing crime. However, this approach also suffers from the lack of a basic methodology which assists in providing information concerning the payoffs and cost of alternative programs.

B. Area Planning Objectives

The area criminal justice planning development is itself a project which should travel through the conceptual, definition, development, and implementation phases. The following objectives are necessary to accomplish each of these phases:

1. Conceptual Phase - The purpose of this phase is to transfer the systems planning technology to the criminal justice planning unit. The objective is to determine whether or not this technology transfer is a feasible approach in developing goals and plans that will be realistically related to the needs of the community.

2. Definition Phase - The purpose of this phase is to define the cost, schedule, and scope of work required to develop a criminal justice planning methodology. The objective is to determine the probability of successful completion of the development phase.

3. Development Phase - The purpose of this phase is to develop a criminal justice methodology and its implementation plan. The objective is to assure that the methodology is acceptable to local administrators and that its implementation plan can be afforded by local governments and LEAA.

4. Implementation Phase - The purpose of this phase is to develop the procedures and job descriptions, train personnel, and acquire equipment needed for a fully operational criminal justice planning process. The objective is to determine whether area planning agencies have the total resources needed to use the criminal justice planning process to achieve the following benefits:

- a. Greater unity of purpose among criminal justice agencies.
- b. Greater coordination of effort among political jurisdictions.
- c. More positive citizen involvement.

SECTION III. SITUATION ANALYSIS

A. Conceptual Phase

This phase was completed in May 1971 and the results set forth in Section I of this chapter. As stated, the systems approach, systems analysis, and project management concepts are feasible for regional criminal justice planning. Criminal justice services can achieve optimum effectiveness only when the functional agencies of criminal justice realize their mutual responsibilities and goals. This realization can be achieved through a formal and systematic process that involves both criminal justice officials and general elected officials. It is important then, that this planning take place on a multi-jurisdictional basis by an inter-disciplinary planning team using a systematic analytical planning process.

B. Definition Phase

This phase was completed in July 1971 and the tasks are summarized as follows:

1. Tasks of Pilot Cities Systems Consultants

a. Orientation of administrators of test agencies. The purpose of these briefings is to solicit cooperation in developing, testing, and evaluating criminal justice planning processes using the systems approach, systems analysis, and project management concepts.

b. Development of measurable criminal justice achievements. The purpose of this task is to help local criminal justice officials develop a set of measurable objectives for their functional agency. A benefit analysis is performed to divide the public safety and civil liberty goals into functions down to the measurable achievement level, i.e., objectives.

c. Development of achievement-cost reports. The purpose of these reports are to measure the magnitude and direction of the achievements over a time period. If an achievement is either increasing when it should be decreasing or decreasing when it should be increasing, then the variance indicates a possible problem. Further, if the costs are increasing, it indicates a possible problem. By use of the crime prevention and criminal justice criteria models, the significance or importance of the problem can be determined.

d. Development of criminal justice plans. The purpose of this task is to select and justify the best solutions to the problems. This can be done by using mathematical models for pretest of alternative courses of action. The relative effectiveness and economy of each alternative is calculated by use of the mathematical model and then compared to select the alternative with the most worth, i.e., combined effectiveness and economy.

2. Systems Analysis Tasks

a. Survey of priorities of public goals. The task involves the assignment of utility values to the functional flow developed in the benefit analysis. First, the relative importance of public safety and civil liberty goals are determined by public survey. Second, the relative importance of types of crimes are determined by public survey. Finally, the relative importance of the criminal justice functions and achievements are determined by surveys of criminal justice officials. Using utility theory and the Delphi technique, the relative importance of all crime prevention and criminal justice achievements can be measured by quantifying the judgments of the public and of the criminal justice administrators. Once these relative values are obtained, then the "equal utility per last dollar spent" rule can be applied to determine the ideal allocation of funds and manpower to the criminal justice agencies and their functions. The cost and schedule of this task is estimated to be \$30,000 and six months, respectively. Pilot cities operating funds should be budgeted for the costs of this task to be performed by the systems analyst.

b. Development of crime prevention criteria model. The purpose of this task is to develop the relative effectiveness and economy measurements for crime prevention alternatives which are proposed to reduce the numbers and types of crimes. Because different numbers and types of crimes have different utility values, the criteria model consists of mathematical formulas which relate the types and numbers of crimes prevented to effectiveness values. Further, the criteria model relates changes in costs of crime to economy values. The crime prevention criteria model, then, estimates the relative effectiveness and economy of changes in achievements and costs resulting from any alternative course of action proposed to reduce crime. The cost and schedule of this task are estimated to be \$3,000 and two months, respectively.

The costs are primarily rental costs for remote operation of the computer. Again, the pilot cities operating funds should be budgeted for the costs of this task to be performed by the systems analyst.

c. Development of criminal justice criteria model. The purpose of this task is to develop the relative effectiveness and economy measurements for the criminal justice improvement alternative which are proposed to increase achievements and/or decrease costs of achievements. Because different achievements and magnitudes of those achievements have different utility values, the criteria model consists of mathematical formulas which relate changes in achievements to effectiveness values. Further, the criteria model relates changes in costs of achievements to economy values. The criminal justice criteria model, then, estimates the relative effectiveness and economy of changes in achievements and costs resulting from any alternative course of action proposed to improve criminal justice. The cost and schedule of this task are estimated to be \$5,000 and three months, respectively. The costs are primarily rental costs for remote operation of the computer. The pilot cities operating funds should be budgeted for the costs of this task.

d. Combined mathematical models. The purpose of this task is to combine the criteria, systems, and trade-off models to pretest any alternative course of action proposed to reduce crime and/or improve criminal justice. It estimates the relative effectiveness and economy of alternatives so they can be compared to select the best solutions to achieve the goals of public safety and civil liberty. The cost and schedule of this task are estimated to be \$2,000 and one month, respectively. The costs are primarily rental costs for remote operation of the computer. Pilot cities operating funds should be budgeted for the costs of this task to be performed by the systems analyst.

3. Tasks of Contractors

a. Victimization survey. The purpose of this survey is to estimate the types and numbers of unreported crimes, and the victim costs of these crimes, within the area of interest of a pilot cities program. This survey was conducted for the first time in Montgomery County in January and February 1971. The Bureau of Census was the contractor which conducted the survey based upon the statistical and questionnaire design developed by LEAA. The analysis and reduction of data for the victimization survey has not yet been made available.

b. Development of crime prevention model. Based upon the numbers and types of unreported crimes estimated by the victimization survey, a mathematical model will be developed to relate the actual crimes to demographic statistics and public attitudes. The purpose of this model is to predict the changes in actual crimes and reported crimes for changes in social, human, and material conditions within the community. The cost and schedule of this task is estimated to be \$100,000 and ten months, respectively. A research grant should be submitted to LEAA to pay for the contractual costs involved in this systems analysis task.

c. Development of criminal justice model. The purpose of this mathematical model is to estimate the changes in achievements and costs of any changes in policies, operations, and resources within criminal justice agencies. The model then relates changes in achievements and costs of achievements to changes in policies, operations, and resources which are controllable by criminal justice officials. The total costs and schedule for this contractual task are estimated to be \$250,000 and fifteen months.

d. Development of measureable civil liberty achievements. The purpose of this task is to perform the research needed to develop measureable achievements for the civil liberty goal which is of primary interest to the defense and judicial systems. The questions

to be answered by this research are "what are the measurable achievements of the defense and judicial services with respect to 'due process'." Until this research is accomplished, then problems, solutions, and projects in the defense and judicial systems cannot be identified, compared, and evaluated, respectively. This is an important task which requires capable systems and analytical talent in the development of measurable achievements. It is estimated that the cost and schedule of this task are \$100,000 and ten months, respectively.

Figure 1 illustrates the relationship among the mathematical models described in the above tasks. These computerized models will be developed for use in criminal justice planning within Montgomery County.

SECTION IV. DESIGN FOR CHANGE

A. Development Phase

This phase was initiated in July 1971 to accomplish all the development tasks defined in the previous section. Grant applications are being prepared for submission and justification to the Systems Analysis Division, Office of Operations Support, National Criminal Justice Statistics and Information Center, LEAA. The grant applications request funds for the following project tasks:

1. Development of crime-prevention model.
2. Development of measurable criminal justice achievements.

A grant application for development of the criminal justice model was approved by the National Criminal Justice Statistics and Information Center in May 1971. The grant approved \$120,000 to develop the criminal justice model for juveniles and tentatively agreed to fund an additional \$130,000 to develop the criminal justice models for misdemeanants. Systems Development Corporation (SDC) was awarded the contract in May 1971 to develop the model. Up to July 1971, the analytical team has been going through a criminal justice familiarization phase which was needed because the primary experience of SDC's analysts has been with defense systems. The SDC team has completed the network flow model for juveniles and is currently analyzing relationships

**RELATIONSHIP AMONG THE MATHEMATICAL MODELS
USED IN CRIMINAL JUSTICE PLANNING**

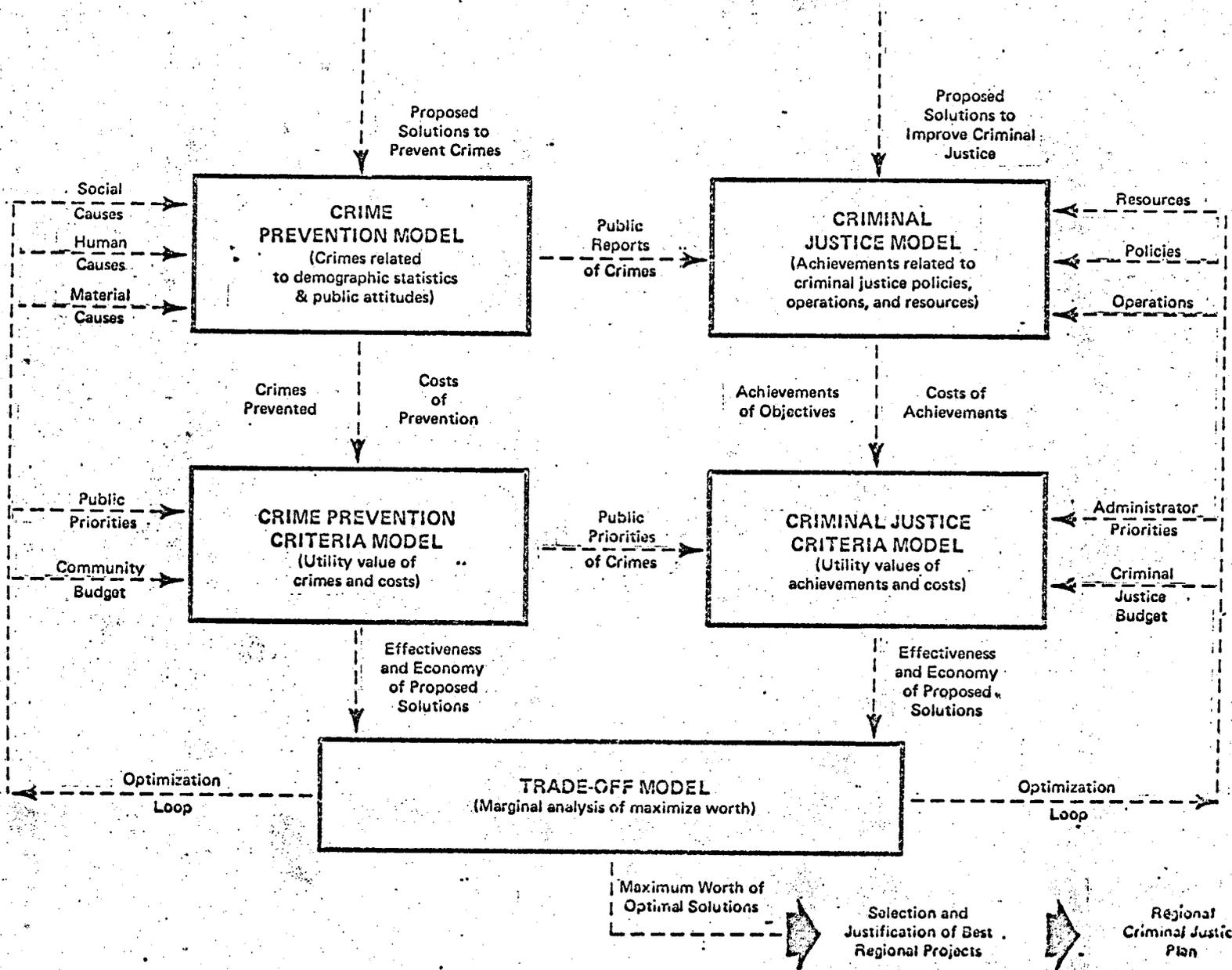


Figure 1

among achievements and policies, operations, and resources. This pioneer effort will be completed in January 1972. The initial objective is to think-through the methodology and technology for development of a criminal justice model. This information will be of use primarily to systems analysts rather than local criminal justice officials. Once the thinking-through process is completed, then block and discretionary funds will be used to develop the criminal justice model that can be used by regional criminal justice planners to pretest alternative courses of action to solve problems.

The pilot cities grant application for the next eighteen month period, beginning January 1972, will budget for the funds needed to accomplish the following tasks:

1. Survey of priorities of public goals.
2. Establishment of crime prevention criteria.
3. Creation of criminal justice criteria model.
4. Development of combined mathematical models.

B. Implementation Phase

This phase will not begin until all four tasks are completed. It is estimated that this phase will begin in January 1973 and be completed in January 1974. The implementation phase of regional criminal justice planning will involve the following tasks:

1. Preparation of criminal justice planning policies and procedures.
2. Training of local elected officials and criminal justice personnel in the planning process.

C. Operational Phase

Regional criminal justice planning using the concepts of the systems approach, systems analysis, and project management should be fully operational by January 1974. Of course, components of the regional criminal justice planning process will become operational during the implementation phase.

The purpose of area-wide planning is to coordinate local efforts to solve problems and evaluate projects which cannot be solved and evaluated as efficiently or as effectively by individual local governments acting alone. The involvement of local elected officials in this process cannot be overemphasized. The success of this planning process will depend to a considerable degree on public official involvement, either directly with the planning process or indirectly with continuous coordination.

CHAPTER 3

DEVELOPMENT OF PLANNING ORGANIZATION

SECTION I. INTRODUCTION

The local criminal justice process involves a hierarchy of systems and sub-systems. The two largest systems involved with the objectives of reducing crime and improving the operations of the criminal justice process are:

1. The Community System - which is comprised of all the community sub-systems within the County; and,
2. The Criminal Justice System - which is comprised of all the police, court, prosecution, and correction sub-systems in the County.

This chapter will deal with the law enforcement planning organization for these two "parent" systems.

While there is a hierarchy of systems within the county, there is no hierarchy of system administrators. That is, there is no single authority to make decisions for the whole community system or for the whole criminal justice system (or for any of the whole sub-systems). There is a multitude of independent administrators responsible for separate, though interrelated, parts of the process.

Given this situation, it is extremely difficult to implement systems planning. Local criminal justice programs have suffered as a result of insufficient system-wide information and system-wide integration. As a result, planning has not been much more than a projection of needs for existing programs--in short, a shopping list. This short-range planning without the benefit of long-range planning frequently results in administrators being confronted with crisis situations. Often they are forced to adapt to the environment, whereas with long-range planning they could have had a role in shaping the environment, or at least in anticipating the environment to which they would have to respond.

SECTION II. OBJECTIVES

The objective of a planning organization is to provide to administrators the information which answers the following questions:

1. Which existing programs are sufficiently effective and economical enough to be continued; and
2. Which new programs are sufficiently effective and economical enough to be implemented.

The process by which this information is generated has been detailed in Chapter 2.

To achieve this objective, the planning organization must include representation from all areas of the process. To maximize the planning organization's effectiveness it must also be developed around measureable program objectives.

SECTION III. SITUATION ANALYSIS

The local planning organization has just undergone revision. Some of the major differences between the old and new structures are shown in Figure 2.

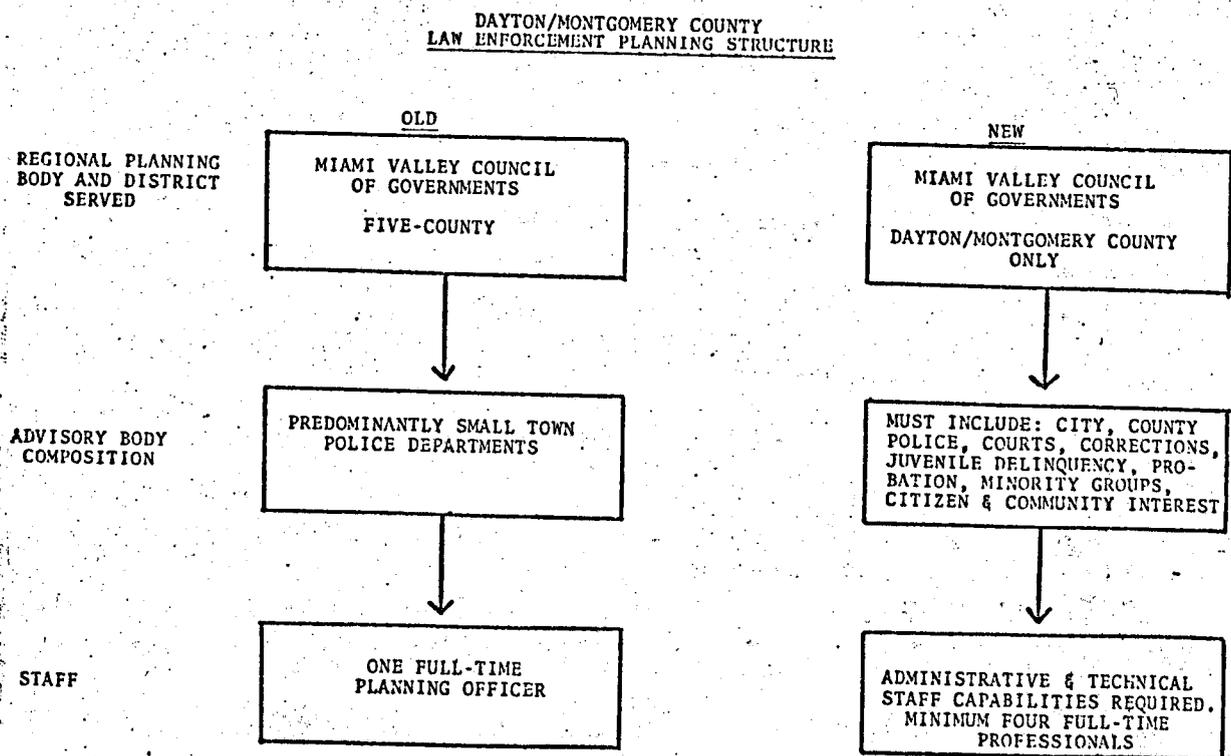


Figure 2

The Miami Valley Council of Governments (MVCOG) is a unit of government, formed under Section 167 of the Ohio Revised Code. It consists of representatives from individual governments within Montgomery County. While not all governments within the county are members of the MVCOG, the major governments are members. Annual dues for participating governments are 3¢ per capita. The MVCOG was formed for the purpose of coordinating interests and efforts in those matters which cross individual governmental boundaries. In addition to law enforcement planning, MVCOG is currently the planning body for cable television and 911 emergency telephone number programs for the county. A total of 21 votes are cast by eighteen MVCOG members (the City of Dayton and Montgomery County each holding two votes). The MVCOG has traditionally appointed advisory committees to handle each of its accepted interests, while retaining the ultimate authority to implement or disapprove committee recommendations.

MVCOG's formal governmental status places it in the unique position of being the only general local governmental unit with action powers which represents many governments. Because of these two factors, MVCOG has been designated the grantee for system-wide projects and for city-county cooperative projects which receive LEAA funds.

In the past, the Law Enforcement Advisory Committee (LEAC) was designated by the MVCOG to plan law enforcement programs. Virtually all of LEAC's recommendations were approved by MVCOG. LEAC consisted of voluntary representatives, primarily from small police departments, from a five-county area. Its sub-committees were organized around hardware (such as communications equipment) and functions (such as training). There was one full-time staff planning officer. In spite of the limitations of this structure, some system-wide projects were generated. Pilot Cities staff provided technical assistance to MVCOG and LEAC in the development of these projects.

Since its inception, Pilot Cities has worked closely with the MVCOG President (who is also a County Commissioner), the Chairman of LEAC (who is the County Prosecutor), and the staff planning officer. These individuals were aware of the limitations of the local law enforcement planning structure. They were receptive to the ideas of broadening the representation of LEAC and of re-organizing sub-committees around categorical objectives. However, several factors resulted in a delay in effecting a reviewed planning organization.

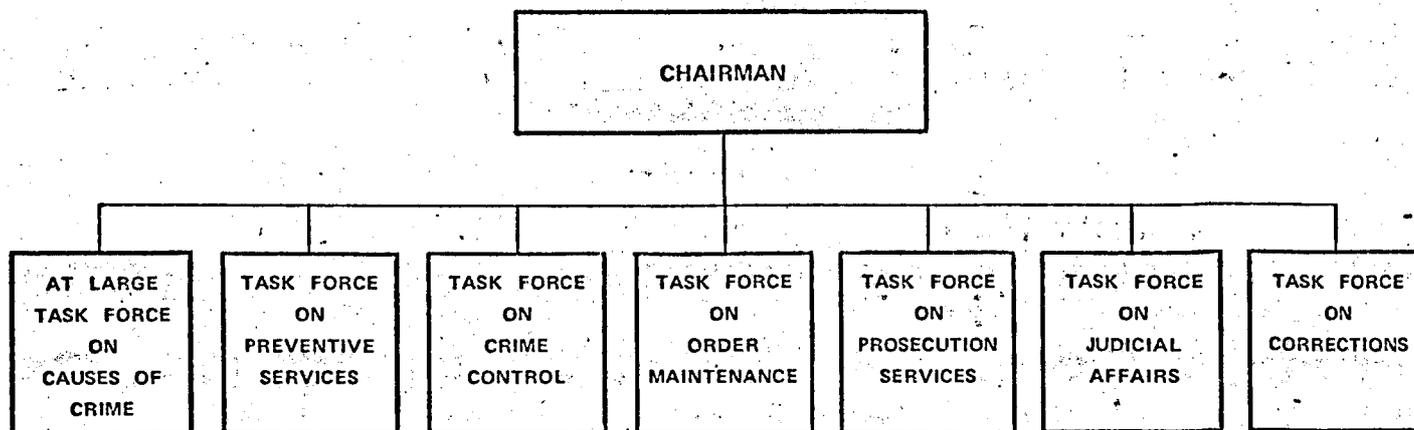
In March of this year, Ohio's state planning agency, the Department of Urban Affairs (DUA), announced that reorganization of local planning organizations would be required by August 31, 1971. This directive was brought about by the Omnibus Crime Control Act of 1970, which places a new emphasis on urban areas and requires the state planning agency to pass through a portion of its Part B (Planning) funds directly to major metropolitan areas. The DUA issued guidelines for establishing new Regional Planning Unit (RPU) organizations.

SECTION IV. DESIGN FOR CHANGE

As a result of the new state guidelines, a Dayton/Montgomery County RPU was required to be named; a Supervisory Board meeting "representative character" requirements had to be formed; and administrative and technical service staff were required.

Pilot Cities staff have provided technical assistance in the development of the new organizational structure and in obtaining necessary governmental approval. Pilot Cities staff have established relationships with elected officials and public administrators of Dayton and Montgomery County. These relationships facilitated the processing required in creating a new local law enforcement planning organization.

Figure 2 indicated the new organizational structure for Dayton/Montgomery County. Figure 3 details the organization of the new Supervisory Board.



SUPERVISORY BOARD

Figure 3

The Supervisory Board consists of 28 members, eleven of whom are Dayton representatives and eleven of whom are Montgomery County representatives. The other six members are from other incorporated municipalities. The Chairman of the Supervisory Board is appointed by the Supervisory Commission.

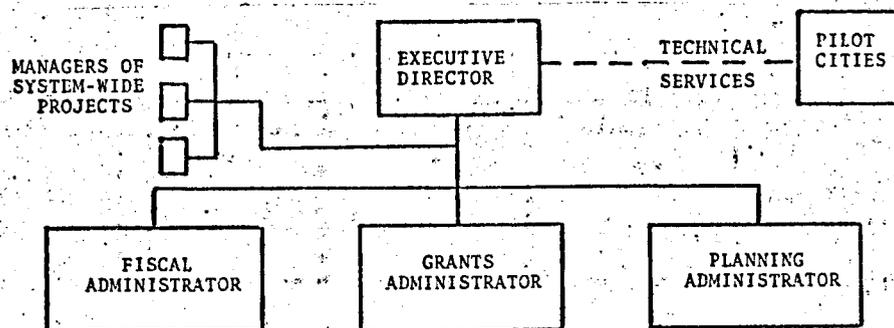
The Supervisory Board is comprised of the members of seven Task Forces, plus a Chairman. The Task Forces represent the seven major categorical program areas relative to reducing crime and improving the operations of the criminal justice process.

The purpose of each Task Force is to provide the focal point for leadership in its categorical area of responsibility. Committees are named under each Task Force to deal with specific program areas. The specific program areas under each Task Force are detailed in subsequent chapters.

Task Forces and their committees are charged to not limit their efforts to those that can only be successful with LEAA funds. Comprehensive, qualitative planning efforts are encouraged which require that other modes of effecting improvement also be considered, such as:

- legislative changes
- altering or eliminating existing programs and reallocating resources
- transfer of technology

Figure 4 indicates the new staff organization for the local law enforcement planning structure.



STAFF ORGANIZATION

Figure 4

This staff structure formally recognizes Pilot Cities as the technical services unit for the planning organization. The existence of Pilot Cities in Dayton/Montgomery County has enabled the planning organization to better cover the other staff services required by the new state guidelines. Without Pilot Cities, the planning staff would have required specialists in police, courts, and corrections.

In the past, individual block grant project proposals underwent a review process at the state level. This resulted in a 60 to 90 day delay in the funding of projects. In the future, the state will allocate to the RPU, on a quarterly basis, the block funds for that region. The RPU will then allocate funds to individual projects, so long as the projects are consistent with the previously submitted annual plan.

The new staff structure was designed to accommodate the increased administrative and fiscal responsibilities, as follows:

Executive Director - Chief administrator of the RPU staff; liaison between staff, Supervisory Board, MVCOG, System Projects Managers, and state planning agency.

Fiscal Administrator - Accounting and disbursement officer; technical consultant on financial matters.

Grants Administrator - Form and content review officer; technical assistance in grant preparation; consolidates component functions of various projects.

Planning Administrator - Chief officer of planning services; steers Pilot Cities technical services to Task Forces and their committees, as needed; liaison with other community agencies and organizations; coordinates research and evaluation of various projects; coordinates planning of Task Forces and prepares annual RPU plan.

Managers of system projects for which MVCOG is the grantee report to the MVCOG through the Executive Director.

Pilot Cities staff provide technical services in the areas of organization, problem identification, planning, and evaluation.

This new planning organization holds considerable promise. The diversity of backgrounds of Supervisory Board members promises planning which incorporates a sensitivity to the times and to people. The formal recognition of Pilot Cities as the technical services unit promises an extension of system planning knowledge in the community. The expanded RPU staff promises more cohesive administrative and planning services.

It is our belief that this organization provides the elementary structure necessary for comprehensive systems planning and for substantive achievement of the goals of reducing crime and improving the operations of the criminal justice process.

PART II

PREVENTIVE COMMUNITY SERVICES

CHAPTER 4

PREVENTIVE COMMUNITY SERVICES

SECTION I. INTRODUCTION

A. Crime Prevention

This chapter deals with the prevention of first-offender crime. If nothing is ever done about the basic causes of crime, criminal justice agencies will always be faced with a substantial clientele. While the eradication of crime is not being suggested as a realistic objective, it is believed that some things can be done to reduce crime.

The question "What causes crime?" is impossible to answer definitively because the factors associated with crime are so numerous and the data about the factors so scarce. A systems approach offers a rational means of resolving this dilemma.

B. Systems Analysis Approach

The systems approach asks the question about the causes of crime a little differently: "What are those controllable factors which have the greatest measureable effect on current crime levels?". These are called "sensitive" factors because a small change in them can produce a large change in the crime levels. (It is important to consider controllable factors because a decision-maker wants to decide on corrective actions to take to solve his urgent problems. It follows that corrective actions must be worth the effort and must be technically, economically, and politically feasible.)

Systems analysis can be used to identify the sensitive and controllable factors associated with crime. This can be accomplished by relating numerous sets of controllable factors to crime levels. Validity tests of correlation, significance, and certainty can be performed to suggest valid relationships that will predict crimes based on a few sensitive factors. Then, using a test area, these factors are changed to test the model against reality. Comparison of the predicted results with the actual results can substantiate that crime can be affected by changes in a few sensitive factors.

C. First-Offender Crime

A crime is committed by either a first-offender or a recidivist. While the recidivist has been involved with criminal justice agencies, the first-offender has not. It can be assumed then, that first-offenders commit crimes as a result of factors in the community. This assumption will not only simplify the collection of factor data by reducing the amount of needed data, but will also improve the accuracy of the results by reducing uncertainty.

Using this assumption, it follows that first-offender crime levels must be based upon those reported crimes committed by first-offenders who have been apprehended. Unless a crime has been reported, there is no way of knowing whether a crime has been committed, and unless an offender has been apprehended, there is no way of knowing whether he is a first-offender or a recidivist.

D. Mathematical Crime Prevention Model

The systems approach constructs and uses mathematical models in the study of crime prevention. The crime prevention model will take the form of an equation in which a measure of first-offender crimes (C) within an area is equated to some relationship (f) between a set of demographic characteristics of the area (D) and a set of attitudes of the area citizens (A). Expressed symbolically, the basic form of the crime prevention model is:

$$C = f(D,A)$$

SECTION II. OBJECTIVES

A. Pilot Cities Objectives

A primary objective of the Pilot Cities team is to make available problem-solving technology and to encourage its use to find the significant and controllable factors causing crime in communities within Montgomery County.

A secondary objective is to transfer this problem solving method to criminal justice planners so they can apply it continually toward the reduction of crime.

B. Project Objectives

The development of a crime prevention model is a project which must travel through phases before it can

be used in criminal justice planning. The objective of each phase is described as follows:

1. Conceptual Phase - to demonstrate the feasibility of a research method to develop the crime prevention model.
2. Definition Phase - to define the costs, schedules, and tasks to develop the model.
3. Development Phase - to develop a crime prevention model which predicts first-offender crimes prevented and costs of prevention, given changes in significant and controllable factors.
4. Implementation Phase - test the crime prevention model against reality by implementing changes in the factors in a selected test area.
5. Operational Phase - to use the crime prevention model for crime control within communities of Montgomery County.

SECTION III. SITUATION ANALYSIS

A. Conceptual Phase

A proposed research method that could be used to develop the mathematical crime prevention model is multiple regression analysis which determines the validity of regression equations relating actual crimes to sets of factors proposed as causes of crime. Using a standard computer library program for multiple regression analysis, a methodical search of factor data can be performed to find the most valid equations based upon the criteria of regression coefficients, correlation coefficients, and F-ratio test statistics. Scatter diagrams can be used to develop transformations to non-linear multiple regression equations. The end product of this research is an equation which predicts first-offender crimes prevented, given changes in specified factors.

A crime prevention cost model can also be developed to predict the total costs of prevention. The method involves the addition of two equations which estimate the decreasing costs of crimes prevented and the increasing costs of crime prevention.

B. Recent Applications of the Research Method

The Ohio Youth Commission conducted a study of factors causing juvenile delinquency in 1970 using the research method outlined above. The effort was initially oriented towards validating the methodology rather than accurately predicting juvenile crimes. The latter is a follow-on task which is still being accomplished by the study team.

The results of the methodology validation to date indicate that the following relationship might be used to predict the number of first offender delinquents in a census tract within an urban area:

$$V = A + BW^C + DX^E + FY^G + HZ^I$$

where,

V = number of first offender delinquents in the census tract

W = number of families renting within the census tract

X = number of families within the census tract who have annual incomes less than \$4,000

Y = number of families within the census tract who feel the police, courts, and corrections services are ineffective

Z = number of deaths and arrests of addicts within the census tract

A thru I = constants

The above equation was presented to a group of delinquency and social experts for interpretation. They felt that the equation was telling them that the major causes of first-offender delinquency are:

1. Lack of social security (renters).
2. Economic discrimination - poverty (incomes).
3. Public tolerance of crime (attitudes).
4. Drug and alcohol usage (deaths and arrests).

Further, the constants of the above equation indicated that family rootlessness was the most significant cause of first-offender delinquency. The order of decreasing importance of the other factors was economic discrimination, public tolerance of crime, and drug and alcohol usage, respectively.

If first offender delinquency can be predicted by the above equation, then delinquency can be affected by finding ways to reduce renters, increase incomes, improve attitudes, and decrease drug and alcohol addiction.

SECTION IV. DESIGN FOR CHANGE

A grant application is being prepared to obtain research funds from LEAA for the project "Development of a Crime Prevention Model".

In addition, the Task Force on the Causes of Crime (see Chapter 3) provides a focal point of leadership for use of this model, as well as for integration of all community efforts in the area of crime prevention. It is anticipated that this Task Force will work with public officials and administrators in effecting improved courses of crime prevention.

CHAPTER 5

REMEDIAL INDIVIDUAL SERVICES

SECTION I. INTRODUCTION

The distinction between preventive community services (Chapter 4) and remedial individual services is two-fold:

1. Preventive community services are concerned with causes; remedial individual services are concerned with results.
2. Preventive community services are concerned with the collective social community; remedial individual services are concerned with individuals.

For example, an alcoholic and addict treatment program which deals with individuals as a result of their having a drug-dependency problem does not attack the conglomerate of social dynamics which led to their drug-dependency.

SECTION II. OBJECTIVES

The objectives of remedial individual services are:

1. To prevent those with a predilection for crime and delinquency from committing such acts.
2. To reduce the workload of the criminal justice system by providing service alternatives to those individuals who need them.

SECTION III. SITUATION ANALYSIS

This analysis is limited to those remedial individual services which have as one of their primary goals one of the two objectives listed in Section II. The reasons for this limitation are:

1. The local social service delivery "system" consists of a multitude of administratively separate agencies with little or no vested interest in the general criminal justice process; and
2. The multitude of other agencies would require a time and energy investment beyond current available resources.

Those remedial individual services which have one of the objectives in Section II fall into two general service areas: addiction services and youth services.

A. Addiction Services

Through a \$200,000 LEAA 1970 discretionary grant, a comprehensive treatment program for drug-dependent individuals was begun. These funds were shared by several organizations to provide separate components of the combined comprehensive program, as follows:

Combined Health District: operates an eighteen-bed de-toxification clinic.

East Dayton Halfway Houses, Inc.: provides residence and aftercare services primarily to alcoholics.

CURE, Inc.: provides residence, withdrawal, and aftercare services primarily to addicts.

The LEAA funds have acted as "seed money" for both East Dayton Halfway Houses and CURE, Inc. Both organizations relied on LEAA funds for a formal commencement of services and both have subsequently generated other modest funding resources.

This project also precipitated the formation of the Dayton Area Council on Alcoholism and Drug Abuse (DACADA). DACADA is the focal point for leadership and coordination of drug-dependency programs. This organization is an example of the much needed coordinating bodies that have been fostered by LEAA funds and supported by Pilot Cities efforts. DACADA functions as a unit of the Health and Welfare Planning Council (HWPC), the regional social planning agency.

The State of Ohio, through its Mental Health Division, operates a methadone maintenance clinic in Dayton. While it does not receive LEAA funds, it does coordinate its delivery of services with those of CURE, Inc.

B. Youth Services

The Youth Resources Commission (YRC) was established with local funds and supplemented by a grant of \$24,000 of block funds. Its purpose is to provide leadership and coordination in youth services in the area, to act as an information clearinghouse, and to develop youth programs. It has a forty member commission and a fifty member Youth Advisory Board. Youth share in the policy-making and

decision-making of the YRC. Staff services are provided by a Director and an Administrative Assistant. First year efforts have been directed to internal organization and to the development of a Youth Service Bureaus proposal.

SECTION IV. DESIGN FOR CHANGE

Two projects are pending which would enhance the remedial individual services available in this locale. The pending projects are under the same categories identified in Section III: Addiction Services and Youth Services.

A. Addiction Services

The success of the first-year treatment program and the implementation of DACADA have led to the development of an expanded project proposal which seeks \$375,000 in discretionary funds under the Large City/County Special Grants category. MVCOG would act as the grantee and funds would be distributed to the following organizations for the stated purposes:

DACADA: to provide an Administrative Coordinator, a Planning Assistant, and necessary secretarial support for coordinating, implementing, and administering all project components.

United Health Foundation: to provide a community-oriented educational program on drug abuse and alcoholism.

Combined Health District: to provide a thirty-bed de-toxification clinic for alcoholics and addicts; team diagnosis, and limited treatment and aftercare services.

CURE, Inc.: to provide residence, withdrawal, short-range, and long-range therapeutic community services for addicts.

East Dayton Halfway Houses, Inc.: to provide residence and aftercare services for alcoholics.

Encounter, Inc.: to provide a non-residential long-term structured therapeutic community primarily for young people; short-term counselling for youth and their relatives; training of community workers; and assistance to community educational services.

B. Youth Services

The Youth Resources Commission has identified several problem areas in the field of youth services. It has developed a project proposal for \$535,000 to establish four Youth Service Bureaus in Dayton/Montgomery County. MVCOG would also be the grantee for this project. The goals of this project are:

1. to reduce delinquency;
2. to reduce the workload of the Juvenile Court;
3. to increase the effectiveness of community social services for youth; and
4. to increase youth participation in identifying problems and structuring solutions.

These Youth Service Bureaus would operate continuously, providing emergency counselling, referral, and advocacy services. The referral and advocacy functions of this project were developed in response to the "cracks" in the existing youth services system. That is, while there are a number of service agencies to which youth are referred, it frequently occurs that they do not receive a continuum of services. YSB staff would follow-up on each referral made to assure that an appropriate range of services is provided to each youth.

The word "coordination" is used frequently throughout this report. It reflects the emphasis that Pilot Cities has given to bringing together diverse agencies and organizations around common program objectives. This gathering of individual bodies into larger bodies based on objectives is essential to a systems planning approach.

The new planning organization provides a Task Force on Remedial Individual Services. It is the purpose of this Task Force to involve all relevant organizations in identifying problems, developing alternate solutions, and implementing new programs for remedial individual services. One objective is the consolidation of those functions which have been performed independently by the separate agencies in the past. It permits each agency to see itself as a part of a whole, and therefore, to refine its service policies as a unit of a larger conglomerate. In addition, it affords a stronger voice for remedial individual services than when each agency speaks by itself.

One of this Task Force's goals, and of its committee structure, will be to achieve an assured delivery of services from other service agencies in the community for those predisposed to crime and delinquency. Its efforts will be directed toward assisting existing agencies and organizations in the improvement of services. For example, schools are an excellent source of early identification of behavior problems which, when untreated, frequently result in delinquent behavior. Yet many youth with behavior problems go untreated because of the dearth of treatment services or because of a service system which does not vigorously pursue service delivery to its clientele. This problem, as well as others, will be addressed by the new Task Force on Remedial Services.

PART III

IMPROVEMENT OF CRIMINAL JUSTICE OPERATIONS

CHAPTER 6

POLICE SERVICES

"Unless we have a purpose there is no reason why individuals should try to cooperate together at all or why anyone should organize them."¹

SECTION I. INTRODUCTION

Without clearly defined objectives and the data necessary to measure whether or not they are being accomplished, planning cannot be related to goal attainment. Such a situation can result in increased efforts which bear no connection with what is needed. Probably the most significant use of objectives is in the planning process. Carefully defined objectives can narrow the scope of work required, if not pinpoint it altogether.

A police department's objectives provide direction to the activities of the various segments of a department and serve as a means by which multiple interests are combined into a joint effort. Each part of a police organization can contribute toward department-wide objectives if it understands its relationship to those objectives and can determine, through measurement, its contribution. Objectives must be realistic and stated in terms of the specific end result desired. A police administrator who has clearly defined the objectives of his department has laid the foundation necessary to perform the various functions of management required by him. The realization of objectives provides the basis for decision-making and a direction for the actions of a police agency.

The Dayton Police Department, with the assistance of the Pilot Cities team, has developed a program structure which identifies some of the ultimate objectives of that department as a whole. However, in any police department there is a hierarchy of objectives. The top administrators of a police department guide the entire organization in a given direction. This requires each division, bureau, section, and unit to direct its efforts toward a set of intermediate objectives which are consistent with and contribute to the goals of the next higher organizational

¹"Notes on the Theory of Organization", (N.Y., American Management Association, 1952), pg. 18.

level. These intermediate objectives, if accomplished, should result in the attainment of the department's ultimate objectives. The lack of clearly defined objectives will normally result in confusion and a lack of understanding of the direction of a police organization.

The Pilot Cities team will provide resources to the Dayton Police Department in refining its program structure and identifying intermediate objectives consistent with that structure during the next six months. This service will be available to other police agencies upon request. It is entirely possible that the various police agencies in Montgomery County will have different intermediate objectives because of different organizational structures, departmental policies, strategies, and community priorities. However, the rate of change in a hierarchy of objectives becomes negligible as one progresses up the scale. Therefore, the ultimate objectives that the police departments are responsible for are not expected to vary significantly between agencies. The only areas where variance will be significant is in regards to priorities and intermediate objectives.

It is recommended by the Pilot Cities team that area administrators review the Dayton Police Department's program structure for area planning purposes. If accepted it would provide a clear-cut statement of the ultimate objectives in the police area. This would provide the basis for coordinating planning between local police agencies. The Regional Law Enforcement Planning Unit would then have a basis for expansion and/or refinement of objectives in the police area and an example of how to proceed in other areas. The RPU could then develop and provide the following capabilities:

1. A definitive description of objectives.
2. A precise description of problems, critical factors involved, their relative importance, and relationships.
3. The ability to evaluate relevant factors in determining solutions to problems.
4. Description of possible solutions, and the cost, benefits, risk, and basis for each.
5. The information required and criteria for determining the "best" solution to a problem.

6. The ability to compare and evaluate problems and solutions across agency lines.

7. A basis for providing the consequence of change.

If police agencies are going to be involved in the planning process and work together they will need a purpose. Clearly articulated objectives should provide that purpose.

SECTION II. OBJECTIVES

The Dayton Police Department's present program structure contains three major categories: maintenance of law, maintenance of order, community service. These categories are divided into program areas. A program consists of one or a group of related objectives. The following is a breakdown and explanation of the ultimate objectives of the Dayton Police Department:

Category: Maintenance of Law

In this category the police are concerned with reducing the amount and effects of crime while maintaining an atmosphere in which citizens are secure both in their person and property. This involves the identifying, locating, and the subsequent arrest of persons responsible for the commission of crimes. This requires the enforcement of the law. It consists of two programs:

Program - Crime Control

Program Objectives - 1. Decrease unreported Part I and Part II crimes.

The measurement for unreported crimes is acquired through ascertaining the difference between reported crimes (crimes known to the police) and actual crime. A victimization study will be utilized to obtain the actual crime figures.

2. Increase clearance of reported Part I and Part II crimes.

A crime is cleared when the perpetrator of it has been positively identified. Positive identification entails (a) that level of evidence required to arrest, charge, and turn the individual over to the court for prosecution, (b) knowledge of the exact location of the offender so that he can be arrested immediately.

A crime is considered cleared when one of the following occurs:

1. Cleared by arrest. An offense is cleared by arrest when a person is charged in court.
 2. Exceptionally cleared. An offense can be exceptionally cleared when the offender and his whereabouts are positively known, but yet cannot be apprehended because of circumstances beyond the control of the police. These circumstances include:
 - a. Death of the offender.
 - b. A deathbed confession.
 - c. Confession by an offender already in custody or serving sentence on another charge.
 - d. The offender is being held outside the agency's jurisdiction and cannot be returned.
 - e. Denial of extradition.
 - f. Victim refuses to cooperate in the prosecution of the offender.
 - g. Prosecution for a lesser offense.²
 3. Unfounded. Complaints can be classified as unfounded when it is determined they have no actual foundation in fact.
 4. Not cleared. A complaint is classified as not cleared when a suspect has not been positively identified or his whereabouts are unknown to the police.
3. Decrease notification time of Part I and Part II offenses.

The notification time is the time which elapses between the occurrence of the offense and the time

²This information was condensed from the FBI's Uniform Crime Reports. This was necessary in order to conform to the department's present reporting system.

that the police are informed that an offense has been committed. The police cannot be held accountable for this time per se, but are responsible to the extent that they inspire public confidence in police effectiveness.

4. Decrease apprehension time of Part I and Part II offenses.

Apprehension time is the number of minutes or hours which elapse from the time an offense has occurred to the time of the arrest of the offender.

5. Increase successful prosecution of persons arrested for Part I and Part II offenses.

A successful prosecution is one in which a conviction is obtained. In order to be successful, the prosecution does not have to be on the original charge; it may be on a related lesser offense. In addition, a successful disposition can include the referral of the offender to a non-punitive rehabilitation program.

6. Increase recovery of stolen property.

Stolen property is any article obtained by the use of illegal means.

Calls received by the police pertaining to all Part I and Part II crimes are included under Crime Control.

Program - Traffic Control

Program Objectives - 1. Decrease reported traffic congestion incidents.

A traffic congestion is any event, natural or manmade, which interrupts the flow of traffic sufficiently to retard its movement and require police intervention.

2. Decrease accidents caused by traffic law violations.

The violation of traffic laws which result in the concentration of traffic accidents in a geographical area can be reduced through education of populace, warning tags, and traffic citations. If the violations which cause these accidents can be reduced the result should be fewer accidents in these areas.

3. Increase successful prosecution of persons arrested for traffic violations.

(See definition of successful prosecution under crime control program.)

In the category Maintenance of Law the Dayton Police Department has not assumed total responsibility for the reduction of crime. The police are but one resource available to the community capable of reducing crime. Any number of factors could cause an increase in crime. However, the effectiveness of the police operation is gauged by its ability to respond to that increase while accomplishing its objectives.

Category: Maintenance of Order

Maintaining order involves the elimination of behavior that either disturbs or threatens to disturb the public peace. In this area the police are required to arbitrate disputes which involve face to face confrontation between two or more persons. Police agencies have traditionally been more involved in the maintenance of public order and peace than the enforcement of laws. The maintenance of order category consists of one program at this time, conflict management.

Program - Conflict Management

Program Objectives - 1. Decrease the number of Part I and Part II crimes committed as a result of tension incidents (disorder) within the community.

A tension incident is a conflict involving two segments of the community or two factions within a group, such as a neighborhood, which may lead to a confrontation and a possible outbreak of violence

(crime). In a conflict situation the police are successful if they maintain the peace by preventing such crimes as assault, vandalism, disorderly conduct, etc. The measurement of this objective will be the average number of Part I and Part II crimes which result per tension incident.

2. Decrease Part I and Part II crimes committed against individuals or property within the same family unit.

A family unit consists of any individuals related by blood, marriage, or cohabitating in the same dwelling. The measurement involved will be the average number of Part I and Part II crimes per family crisis. In a family crisis situation the police are successful if they prevent such crimes as disorderly conduct, assault and battery, aggravated assault, shooting to kill, etc.

Category: Emergency Personal Service

Police departments are one of the few agencies which provide service seven days a week, twenty-four hours a day. The police provide service to the public in non-criminal, non-traffic personal emergencies because there is no other agency available or willing to provide such service. If the police did not provide such service the quality of life in Dayton, or any community where the police cease to provide such service, would be seriously affected. It is also impossible to determine what relationship exists between this service and the community's willingness to cooperate with and assist the police in accomplishing the other objectives which have been listed. This category consists of one program at this time, which is police aid, and is generally divided between those services defined as emergency or non-emergency.

Program - Police Aid

- Program Objectives - 1. Decrease response time for emergency calls.

Emergency is a situation in which possible loss of life or serious injury to persons and property may result if immediate action is not taken. Response time is the period of time which elapses between the call for service and the time that the police arrive on the scene.

Emergency Police Service calls include:

Illness/Injury
Man down
Maternity
Mental case
Remove to hospital
Investigation of explosions, bombs, bomb threats
Odor of gas
Escort
Remove prisoner to hospital

2. Decrease response time for accepted service calls.

Those services provided by the police which are not related to maintenance of law or order maintenance, and are not of an emergency nature. Due to limited resources the police can not respond to every request for service. Therefore, when possible, the police refer calls to other agencies to provide the desired service.

Non-Emergency Police Service calls include:

Animal bite
Animal at large
Barking dog
Ill/injured animal
Miscellaneous animal calls
Feed at jail
Guard prisoner
Transport prisoner
Miscellaneous building assignment
Advise citizen
Assist citizen
Information
Locked out of house
Lost/found property
Lost/found person
Public relations function
Miscellaneous service call

It was not possible to develop a direct measurement of the quality of service provided. However, it is believed that when a citizen requests service from the police they want it as soon as possible. Therefore, response time to a degree is an indication of police effectiveness in this area.

SECTION III. SITUATION ANALYSIS

A situation analysis requires the identification of objectives and a systematic analysis of the facts and existing conditions in order to determine what is relevant to the achievement of those objectives. Determining what is relevant is the primary aspect of good planning and in general involves the following steps:

1. Recognition of the right problem.
2. Isolation of the problem to permit the collection of pertinent data.
3. Analysis of available alternatives.
4. Predicted consequence of each alternative.
5. Selection of the "best" solution.

The Pilot Cities team assisted the Dayton Police Department in conducting the following situational analysis utilizing the department's objectives of decreasing notification and apprehension time.

The utilization of the objectives in evaluating the department's present operations required the formulation of a hypothesis and the definition of terms. A hypothesis was required in order to specify the data requirements for this study. The hypothesis that was to be tested maintained that apprehension time was a function of the following variables:

Definition of Variables

(Apprehension Time) A_T = the clock time (hours or minutes) which elapse from the time an offense has occurred, to the time of arrest of the offender.

(Notification Time) N_T = the clock time (hours or minutes) which elapse between the occurrence of an offense and the notification of the police that an offense has occurred.

(Investigation Time) I_T = the clock time (hours or minutes) between the notification of the police of

Column A was used to record the number assigned by the Dayton Police Department to the offense report for filing purposes. This number provided the capability to retrieve individual offense reports at a later date.

Column B was used to record the offense codes which are used by the Dayton Police Department in designating the types of offenses committed.

Column C was used to record the approximate date and time on which the offense occurred. This information was obtained from the Dayton Police Department's offense reports.

Column D was used to record the time and date on which a police officer was dispatched to investigate a criminal offense. This information is recorded on the above offense report.

Column E was used to record the date and time that a suspect was arrested for the commission of a crime for which an offense report was required. This information was obtained either from an arrest report or an arrest card.

Column F was used to record notification time which resulted from finding the difference between Column D and Column C.

Column G was used to record investigation time which was acquired by calculating the difference between Column E and Column D.

Apprehension time was then acquired by totaling Columns F and G.

The second form, which is represented in Figure 6, was used to record the following information:

Columns A and B were used to record the ranks (number) of officers on duty for any given day in 1970. This information was obtained from daily personnel logs submitted by each division in the police department. However, the only time recorded was that of personnel whose function was such that it could be related to the department's crime control program. This included field services, investigative services, special services (excluding communication), and technical services (crime lab).

Column C was used to record overtime received in the aforementioned areas.

Column D is the total of Columns B and C.

Columns E, F, and G were used to record the time the above personnel were not on duty for any reason other than a regular scheduled day off. Columns E and F are self-explanatory. Column G includes such absences as suspension, sickness or death in the family, and special leave. However, that information was not relevant to this study.

A	B	C	D	E	F	G
RANK	HOURS WORKED			Vacation Time	Sick Time	Other
	Regular	Overtime	Total			
CSO						
Patrolman						
Detective						
TOTAL						
Sergeant						
Lieutenant						
Captain						
TOTAL						

Figure 6

For the purpose of this study, only those crimes which resulted in an offense report and an arrest were considered. This represents one part of a more general study being undertaken to determine the influence of time factors on all reported offenses.

The total manhours spent on non-criminal activities TNCA was obtained from the Dayton Police Department's EDP operation. They obtain this information from a radio dispatch card which is filled out by the police dispatcher.

The dispatcher has 15 codes that he can assign a call. It was determined through interviews with police dispatchers that the following radio call categories were not directly related to the crime control program:

1. Disturbance
2. Family trouble
3. Illness and injury
4. Miscellaneous investigation
5. Traffic accident
6. Traffic complaint
7. Fire
8. Missing person
9. Convey prisoner
10. Miscellaneous service

The total time spent in the above categories was then calculated. This total was then subtracted from time-on because these activities are not directly related to the crime control program.

The calculated results which were the product of the data collection efforts were then placed in a data array. (See Figure 7) The data were then run through a multiple regression analysis program on the University of Dayton's computer which determined relationship, relevancy, and certainty of predictions of apprehension time using various combinations of variables. Through successive runs of the program the following information was considered to have a high degree of correlation, relevancy, and certainty.

Analysis of Data

When a crime is reported, the first task of the investigating officer is to determine if a crime has actually been committed. Once it is established that a crime has been committed, the search is started for the offender(s). The search involves the collection of information (evidence) relevant to the crime. The longer the delay in notifying the police, the greater the likelihood that physical evidence will be inadvertently destroyed and witnesses will no longer be available for questioning. The ultimate product of such a situation is a more time-consuming criminal investigation.

Work is now underway preparing the phase of data on each individual offense for tape storage and selected retrieval programs are now being written. The first question to be investigated

MONTHLY AVERAGES FOR 1970

<u>Month</u>	<u>Time on in Manhours</u>	<u>Time in Manhours on Non-Criminal Acts</u>	<u>Mean of Notification Time in Hours (1)</u>	<u>Mean of Investigation (1) Time in Hours (2)</u>	<u>Mean of Apprehension Time in Hours AT (1)</u>
January	44210	7569	19.8	57.0	76.8
February	39889	6286	36.1	89.8	125.9
March	43046	7341	20.1	58.6	78.7
April	40987	8581	18.9	82.4	129.9
May	39767	8732	45.7	122.4	168.3
June	38618	9056	25.3	67.5	92.8
July	39560	8854	13.0	87.7	100.7
August	36220	9491	20.9	83.7	104.6
September	36519	8844	14.5	52.9	67.5
October	43008	6701	5.7	50.0	55.7
November	42011	5663	11.4	26.8	38.2
December	47542	6399	4.5	17.1	21.5
Average	40958	7793	19.7	66.3	88.4

(1) All offenses cleared by arrest

(2) (Investigation time) = (Apprehension time) - (Notification time)

Figure 7

is that of a hypothesized correlation between notification time (N_T) and apprehension time (A_T). The assumption is made that for crimes of a given type (say type i), that apprehension time is a linear function of notification time:

$$A_T = a(i) + b(i) N_T$$

Computer programs being written will determine separately for each type of crime the best set of constants $a(i)$ and $b(i)$ to fit the 1970 data. Statistical parameters indicating how well this model fits the actual data will also be calculated.

One of the intermediate goals in the achievement of the Dayton Police Department's objectives is the reduction of apprehension time. Two factors which would appear to affect this are the notification time and the police workload. This study will attempt to evaluate their relative importance as evidenced in the 1970 data on crimes cleared by arrest. The input data consists of monthly averages of apprehension times (A_T), notification times (N_T), and police manpower hours available for criminal investigators (T_{ON}), plus the total number of reported offenses during the month irrespective of whether they were subsequently cleared by arrest (N). Again, defining "investigation" time as the elapsed time between notification and apprehension, the following model is assumed as a hypothesis:

$$I_T = a + b \frac{(T_{ON})}{(N)} + c \frac{(T_{ON})}{(N)} + d N_T$$

The variable $\frac{(T_{ON})}{(N)}$ reflects not only the average available manpower during a given month, but also the workload in terms of manhours available per reported offense.

As soon as the work on the automation of the data base is completed, this model will be subjected to a multiple regression analysis to find the best values of the coefficients a , b , c , and d as determined by the 1970 data, aggregated by months. If good correlation is found, the model would then determine the relative effectiveness for purposes of reduction in apprehension time of measures which reduce the investigative workload versus measures which reduce notification time.

The Pilot Cities team will assist the Dayton Police Department in determining the causes of delay in notification

and the subsequent programming for its reduction. This will be accomplished by identifying the census tracts which have the highest and lowest notification time. The demographic characteristics of these two census tracts and other factors, will then be analyzed in order to determine the cause or causes for the variance in notification time.

SECTION IV. DESIGN FOR CHANGE

The Dayton Police Department has been successful in identifying its objectives. However, it has not had sufficient resources available to it to identify what presently exists in relationship to each objective. This activity is presently taking place, but the length of time required for the completion of this task is dependent upon the resources (manpower) available to it. Colonel Igleburger is attempting to reduce the level of effort required for this task through the installation of a master numbering system (Dispatch Number). This number is necessary to relate each radio call to the corresponding offense report, arrest report, or incident report by means of the computer. Once this system is installed it will greatly reduce the effort required to measure the department's objectives.

The Pilot Cities team will continue to work with the Dayton Police Department in collecting data relevant to their operation. This data will be used to identify problems and in planning for the "best" solutions to those problems. Programs will then be developed in order to implement those solutions. Crime does not recognize geographical boundaries or the artificial jurisdictions of the various agencies that compose the criminal justice process.

If crime is to be reduced, individual agencies will have to utilize a systematic problem-solving methodology and individual planning efforts will have to be coordinated on a regional basis. The Pilot Cities team has recommended this approach and is working with local agencies on its development. A study was conducted by the Pilot Cities team in order to obtain baseline data regarding the staffing, budgeting, and activities of the law enforcement agencies in Montgomery County for regional planning purposes. The basis for the study was a 1968 survey conducted by Ernst & Ernst for the MCOG. The Pilot Cities study served the purpose of updating that survey and expanding the existing data base. The study provided the Pilot Cities project with a list of client agencies

and a limited prospective into their needs based on crime and population. The same study was conducted in the neighboring counties of Darke, Greene, Preble, and Miami, due to the need for coordinated regional planning on some projects, such as CIRCLE.

A summary of the results of this survey is given in Figures 8 and 9.

GOVERNMENTAL JURISDICTION

STAFFING - 1970

ACTIVITIES - 1970

BUDGET - 1970

NAME	TYPE OF GOVERNMENT	1970 POPULATION	FULL TIME SWORN OFFICERS	PART TIME SWORN OFFICERS	AUXILIARY OFFICERS	CIVILIAN PERSONNEL	FULL TIME OFFICERS PER 1,000 POPULATION	PART I CRIMES				PART II CRIMES				NUMBER OF ARRESTS PER 1,000 POPULATION		NUMBER OF ARRESTS TO FULL TIME OFFICERS		PERCENTAGE OF ARRESTS/CRIMES		TOTAL POLICE BUDGET 1970	POLICE BUDGET PER CAPITA	
								NUMBER OF CRIMES	NUMBER OF ARRESTS	ADULT OFFENDERS	JUVENILE OFFENDERS	NUMBER OF CRIMES	NUMBER OF ARRESTS	ADULT OFFENDERS	JUVENILE OFFENDERS	PART I	PART II	PART I	PART II	PART I	PART II			
MONTGOMERY	▲	606,148	99	0	100	17	.2	2,128	373 ¹	-	103	3,216	1,815	1,662	153	.6	29	3.7	18.5	17.5	56.5	\$1,443,469	\$ 2.34	
Dayton	C	243,601	426	4	100	113	1.8	16,105	5,749	4,122	1,627	140,323	134,789*	100,835	1,239	24.4	555	13.5	316	35.6	96.5	\$6,200,000	25.80	
Riverside	V	447	1	6	4	1	2	63	15	11	4	1,131	1,077	1,053	24	35	245	15	1,077	23.9	95	\$ 29,400	60.00	
Vandalia	C	10,796	15	0	9	6	1.4	250	30	10	20	2,358	2,225**	2,026	154	2.8	206.5	2	148	12	94.5	\$ 243,450	22.50	
Englewood	V	7,885	7	1	7	5	.9	112	15	5	10	1,099	973*	685	126	1.9	123.4	2.1	139	13.4	87.9	\$ 93,620	11.90	
Trotwood	V	6,997	12	6	1	2	1.7	489	129	99	30	1,337	1,136	973	163	18.5	163	10.8	113	26.4	85.5	\$ 162,600	23.40	
Centerville	C	10,333	10	0	12	4	1	429	135	68	67	1,339	1,317*	81	39	13	128	13.5	131	31.6	98.5	\$ 140,000	13.50	
Kettering	C	69,599	64	0	0	12	.9	2,165	455	215	240	6,495	6,043	5,008	1,035	6.5	87	7.1	94.5	21	93	\$1,091,525	15.70	
Oakwood	C	10,095	33	0	0	8	3.3	281	25	4	21	5,253	4,177*	71	33	2.5	414	.8	127	8.9	79	\$ 507,335.51	46.30	
Miamisburg	C	14,797	21	0	0	5	1.4	1,155	100	40	60	3,216	3,201*	3,142	59	6.8	217	4.7	153	8.6	99.8	\$ 294,603.52	19.90	
Moraine	C	4,898	19	0	0	4	3.9	677	120	55	65	4,089	3,991	3,753	238	24.6	816	6.3	206	17.6	97.5	\$ 272,168	55.70	
Brookville	V	4,403	5	0	10	1	1.1	29	9	9	0	499	279**	265	39	2.2	63	.8	55.9	31	56	\$ 50,370	11.40	
Farmersville	V	865	0	7	0	0	0	43	3	1	2	267	183	156	27	3.5	222	0	0	7	68.5	\$ 1,500	1.74	
Clay	T	7,438	0	3	1	0	0	38	8	4	4	489	56	44	12	1.1	7.5	0	0	21	11.4	\$ 3,900	.53	
Germantown	V	4,088	4	3	0	5	1	174	N/I	N/I	N/I	287	N/I	N/I	33	N/I	N/I	N/I	N/I	N/I	N/I	N/I	-	-
West Carrollton	C	10,748	12	0	0	5	1	491	73	52	21	1,697	1,345*	1,042	342	6.8	125	6	112	14.8	79.5	\$ 186,949	17.40	
Wayne	T	27,975	13	0	0	1	.5	578	132	92	40	1,514	1,156**	866	411	4.7	41.5	10.2	89	228	76.5	\$ N/I	-	
Phillipsburg	V	831	0	3	2	1	0	0	0	0	0	387	312	304	8	0	376	0	0	N/I	80.9	\$ 5,552	6.68	
Union	V	3,654	2	5	4	1	.6	39	18	0	18	147	110	78	32	5	30	9	55	46.2	75	\$ 11,605	3.18	
Madison	T	29,087	5	11	9	2	.2	1,032	67	35	32	2,354	1,926	1,475	451	2.2	66.2	13.4	386	6.5	82	\$ 82,760	2.84	
Mad River	T	38,705	4	7	15	1	.1	757	220 ²	107	126	1,244	235**	83	92	5.5	5.8	55	58.6	29.1	18.9	\$ 90,000	2.33	
New Lebanon	V	4,248	2	8	0	1	.5	37	16	12	4	417	417	382	35	3.8	99	8	191	43.2	100	\$ 34,482	8.15	
Butler	T	19,890	0	9	9	0	0	117	14 ³	43	6	1,080	567	571	53	.7	28.6	0	0	8.3	52.5	\$ 39,190	1.97	

MONTGOMERY COUNTY

SYMBOLS - ▲ = Sheriffs Dept. (County)
 C = City
 V = Village
 T = Township
 N/I = Not Indicated
 * Parking violations are not classified as Adult and Juvenile Offenders.
 ** Run-away Juveniles were not arrested.

FOOTNOTES - ¹ Montgomery County Sheriffs Dept. - Number of Adults arrested not available; figures are for number of offenses cleared. Juvenile figures show offenses cleared within juveniles were involved (with or without adults).

² Mad River Township - All robberies, burglary - breaking and entering, and auto thefts were turned over to the County.

³ Butler Township - Data concerning Adult and Juvenile Offenders do not correlate to number of arrests. Attempts to clarify the information were unsuccessful.

GOVERNMENTAL JURISDICTION

STAFFING - 1970

ACTIVITIES - 1970

BUDGET - 1970

NAME	TYPE OF GOVERNMENT	1970 POPULATION	FULL TIME SWORN OFFICERS	PART TIME SWORN OFFICERS	AUXILIARY OFFICERS	CIVILIAN PERSONNEL	FULL TIME OFFICERS PER 1,000 POPULATION	PART I CRIMES				PART II CRIMES				NUMBER OF ARRESTS PER 1,000 POPULATION		NUMBER OF ARRESTS TO FULL TIME OFFICERS		PERCENTAGE OF ARRESTS/CRIMES		TOTAL POLICE BUDGET 1970	POLICE BUDGET PER CAPITA
								NUMBER OF CRIMES	NUMBER OF ARRESTS	ADULT OFFENDERS	JUVENILE OFFENDERS	NUMBER OF CRIMES	NUMBER OF ARRESTS	ADULT OFFENDERS	JUVENILE OFFENDERS	PART I	PART II	PART I	PART II	PART I	PART II		
DARKE COUNTY	▲	49,141	9	0	25	0	.2	198	30	26	4	346	320**	226	59	.6	6.5	3.3	35.6	15.2	92.5	\$ 92,952	\$ 1.93
Greenville	C	12,380	15	0	17	0	1.2	268	34	26	N/A	941	789	787	N/A	2.7	63.7	2.2	52.5	12.7	84	\$ 128,159.62	10.40
Union City	V	1,808	3	6	0	0	1.7	11	5	3	2	102	45	45	N/A	2.7	25	1.7	15	4.5	44	\$ 24,000	13.30
Arcanum	V	1,993	2	0	4	0	1.1	0	0	0	0	18	18	14	4	0	4	0	9	0	100	\$ 21,600	10.85
Versailles	V	2,441																					
Ansonia	V	1,044																					
GREENE COUNTY	▲	125,057	35	0	46	6	.3	623	37	28	9	N/A	198	155	43	.3	1.5	1.1	5.6	5.6	N/A	\$ 376,160	2.83
Xenia	C	25,373	36	0	15	10	1.4	1,170	177	84	93	80,406	3,047**	3,992	563	7	120	4.9	84.6	15.2	3.8	\$ 446,913	17.60
Fairborn	C	32,267	37	0	0	5	1.1	1,126	141	56	85	13,639	3,286 ¹	2,743	543	4.4	102	3.8	88.5	12.5	24	\$ 523,904.27	16.20
Yellow Springs	V	4,624	7	5	2	4	1.5	523	17	10	7	1,499	1,413*	66	4	3.7	306	2.4	202	3.3	94.5	\$ 115,180	25.00
Clifton	V	150	0	2	1	0	0	2	0	0	3	246	243*	7	3	0	620	0	0	0	98.5	\$ 2,478	16.50
Cedarville	V	2,342																					
Jamestown	V	1,790																					
Beavercreek	T	26,555	4	15	0	9	.2	441	27	22	7 ²	759	761**	652	160	.1	27.8	6.7	190	6.1	86	\$ 100,921.53	3.81
MIAMI COUNTY	▲	84,342	18	0	30	1	.2	513	30	30	0	869	194	119	75	.4	2.3	1.6	10.8	5.9	22.4	\$ 203,000	1.91
Bradford	V	1,240	2	1	6	0	1.6	7	9	1	8	97	75**	62	17	7.3	60.5	4.5	37.5	126	64	\$ 11,700	9.45
Tipp City	V	5,090	9	0	4	1	1.8	159	9	9	0	457	405**	405	15	1.7	80	1	45	5.7	89	\$ 93,331	18.30
Fletcher	V	539	0	2	0	0	0	1	0	0	0	7	0	0	0	0	0	0	0	0	0	N/A	-
Covington	V	2,575	2	3	10	1	.8	8	4	4	0	619	595**	549	51	1.6	230	2	298	50	89	\$ 25,000	9.72
Piqua	C	20,741	26	0	25	1	1.3	866	102	57	45	1,559	695*	629	66	5	33.3	3.9	26.8	11.8	44.6	\$ 305,600	14.80
Troy	C	17,186	27	0	0	2	1.6	463	101	53	48	22,408	20,725*	472	79	5.9	1.2	3.7	765	21.8	92.5	\$ 314,328	18.30
West Milton	V	3,696																					
Casstown	V	380																					
Pleasant Hill	V	1,025																					
PREBLE COUNTY	▲	34,719	4	0	18	0	.1	322	53	N/A	N/A	51	N/A	N/A	N/A	1.5	N/A	13.2	N/A	16.4	N/A	\$ 70,130	2.02
New Paris	V	1,692	1	1	0	0	.6	9	1	1	0	172	166	148	18	.6	95	1	166	11.1	96.5	\$ 8,000	4.73
Lewisburg	V	1,553																					
Gratis	V	621																					
Eldorado	V	483																					
Verona	V	506																					

DARKE, GREENE, MIAMI, PREBLE COUNTIES

SYMBOLS - ▲ = Sheriffs Dept. (County)
 C = City
 V = Village

T = Township
 N/A = Not Available
 * Parking violations are not classified as Adult and Juvenile Offenders.
 ** Run-away Juveniles were not arrested.

FOOTNOTES - ¹ Fairborn - Parking violations were not classified as arrests.

² Beavercreek - Juveniles were not arrested for auto theft.

CHAPTER 7
JUDICIAL SERVICES

SECTION I. INTRODUCTION

A. Jurisdiction and Organization

The primary jurisdictional divisions among the various courts of Dayton/Montgomery County are that of subject and subject matter -- adults v. juveniles and misdemeanors v. felonies. Juveniles are those individuals under the age of eighteen years, and a misdemeanor is defined as any crime which is punishable by less than one year of confinement under the Ohio Revised Code. The organizational chart below illustrates the relationships between the various courts throughout the county.

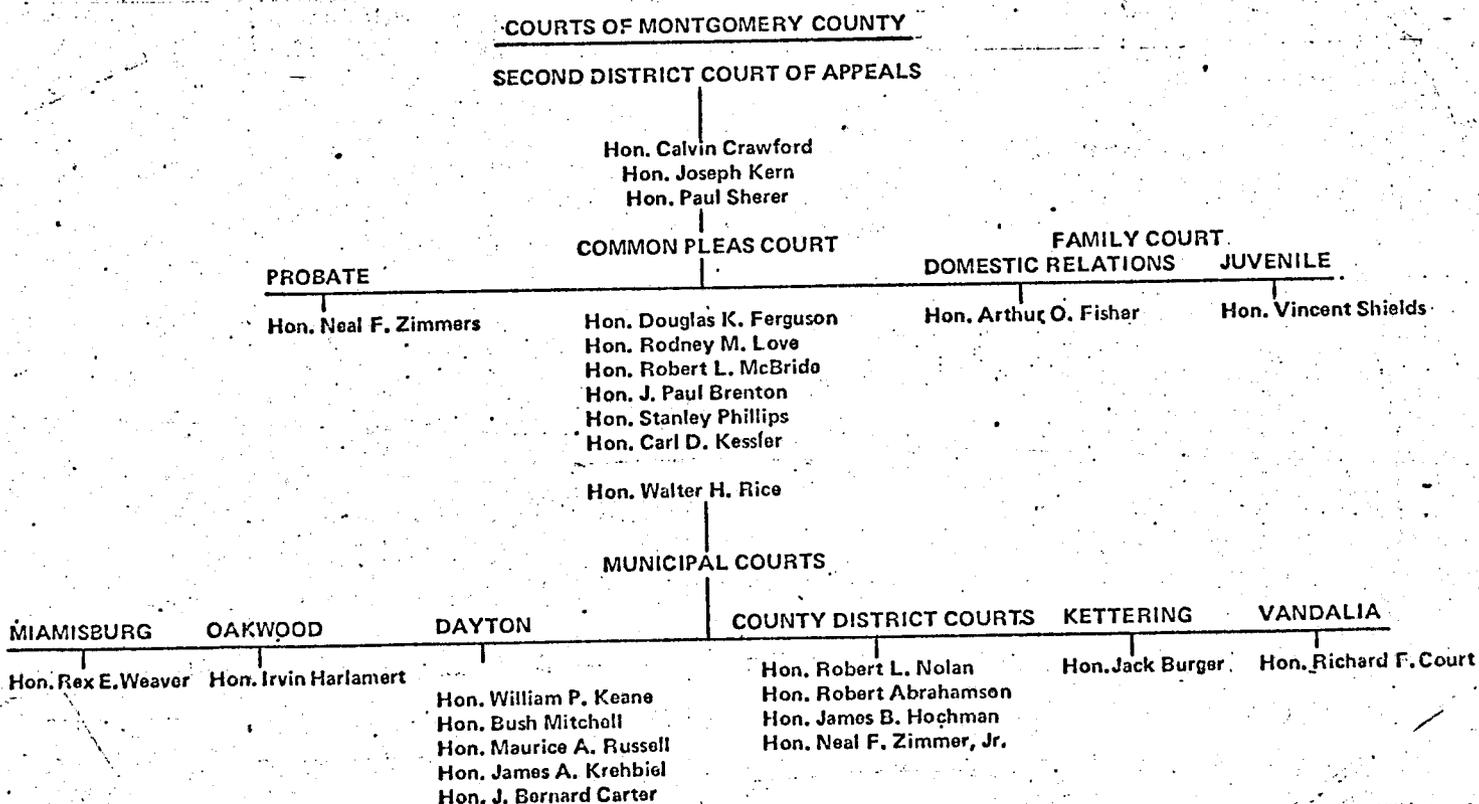


Figure 10

The Municipal and County District Courts, which comprise the lower court strata, have original and concurrent jurisdiction of misdemeanors committed by adults. This means that they have the power to hear a misdemeanor case upon an initial filing and the authority to determine the punishment of the convicted offender. Such power is shared concurrently with the Montgomery County Common Pleas Court, which may hear adult misdemeanor cases upon their presentation by the Montgomery County Grand Jury, the only restrictions being those of double jeopardy.

Within the lower court strata, jurisdiction is further divided by geographic considerations. Each municipal corporation of more than 5,000 registered voters is authorized to maintain a separate Municipal Court and the number of judges authorized in each is set by population. All unincorporated territory within the county is jurisdictionally divided into three County District Courts. This geographic prerequisite for jurisdiction in criminal cases is called "venue" and is defined as the place where the crime was committed. The process for disposition of misdemeanor cases is illustrated as follows:

MUNICIPAL AND COUNTY DISTRICT COURTS

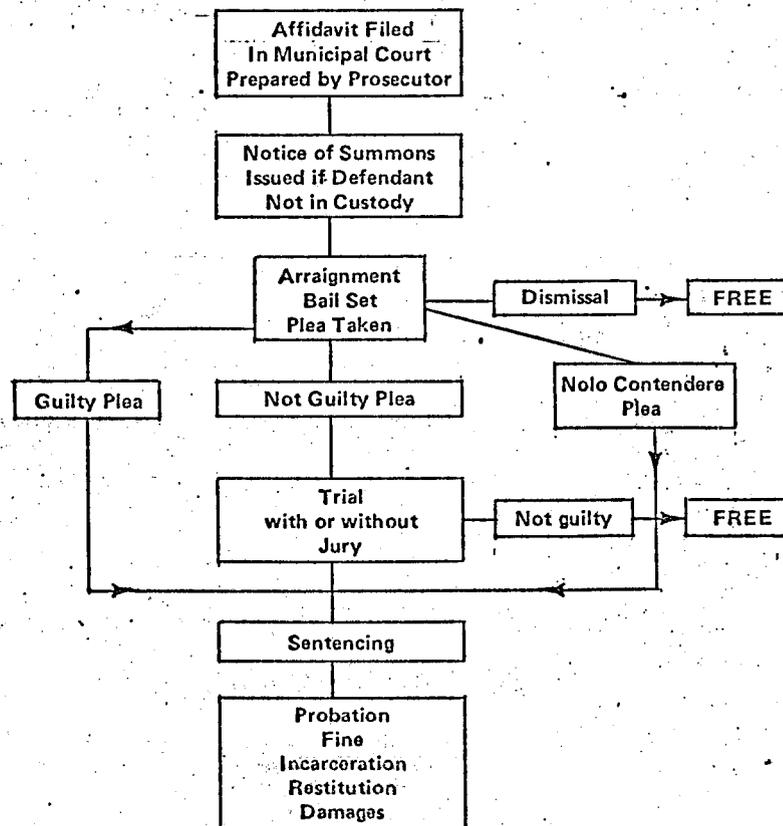


Figure 11

The Montgomery County Common Pleas Court, the second level court, has original, exclusive jurisdiction over all felonies committed within the county. This means that it is the only court which may hear the trial of these cases and determine the punishment of the individuals convicted. There is, however, a concurrent aspect to its jurisdiction in these cases with the Municipal and County District Courts. This aspect is exemplified by the procedures of initial arraignment and preliminary hearing in the Municipal and County District Courts which is shown on the following case flow chart for felony cases:

PROCESSING OF FELONIES

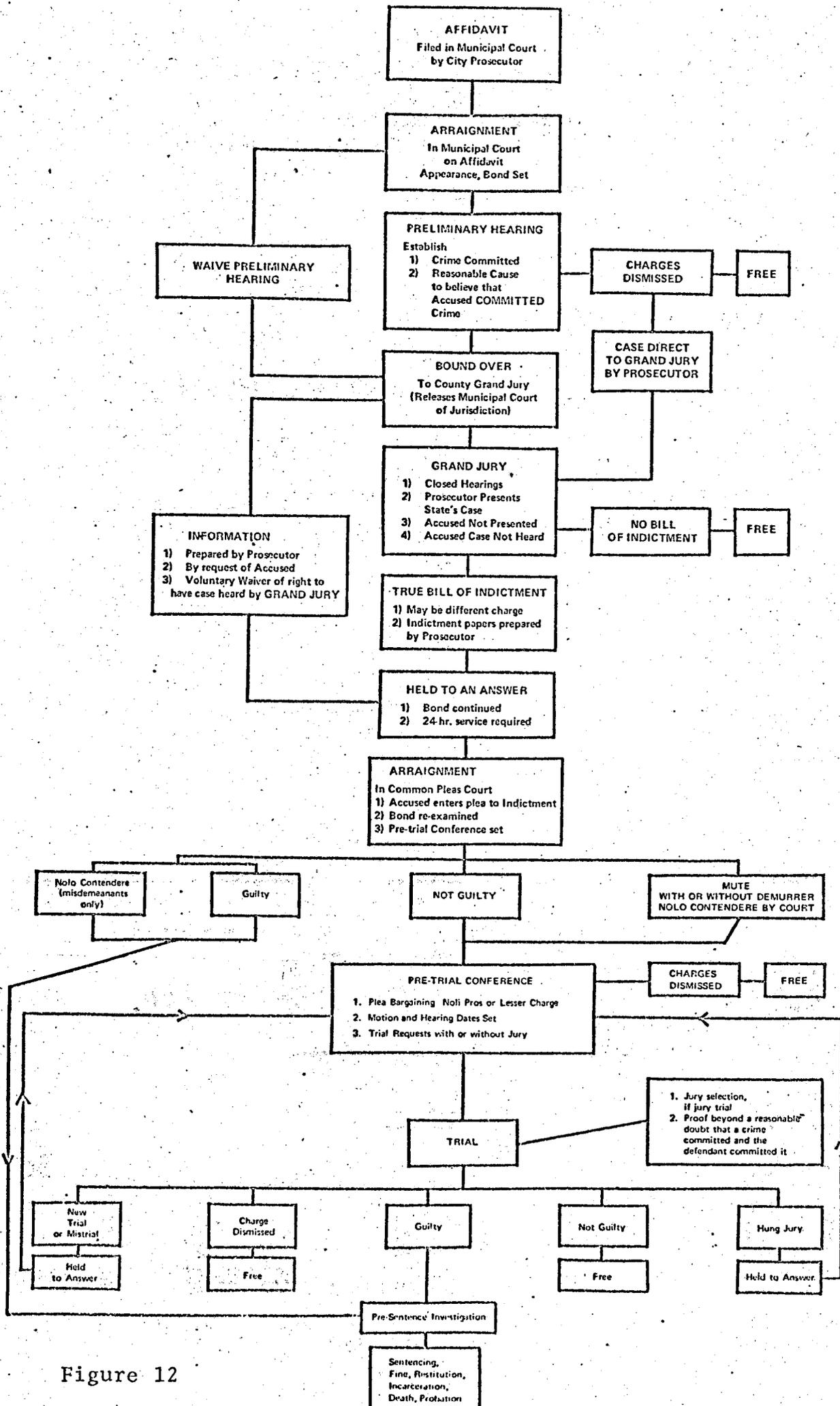


Figure 12

The Montgomery County Juvenile Court is a division of the Montgomery County Common Pleas Court, and has original exclusive jurisdiction over all juveniles charged with either misdemeanors or felonies within the county. Since the handling of juveniles under the law is a remedial procedure as opposed to a punitive one requiring full-blown adversary proceedings, a system of referees and counsellors is employed rather than numerous judges. Juvenile court operations and organization are described in Chapter 10 of this report. An illustration of the case flow, however, is shown below.

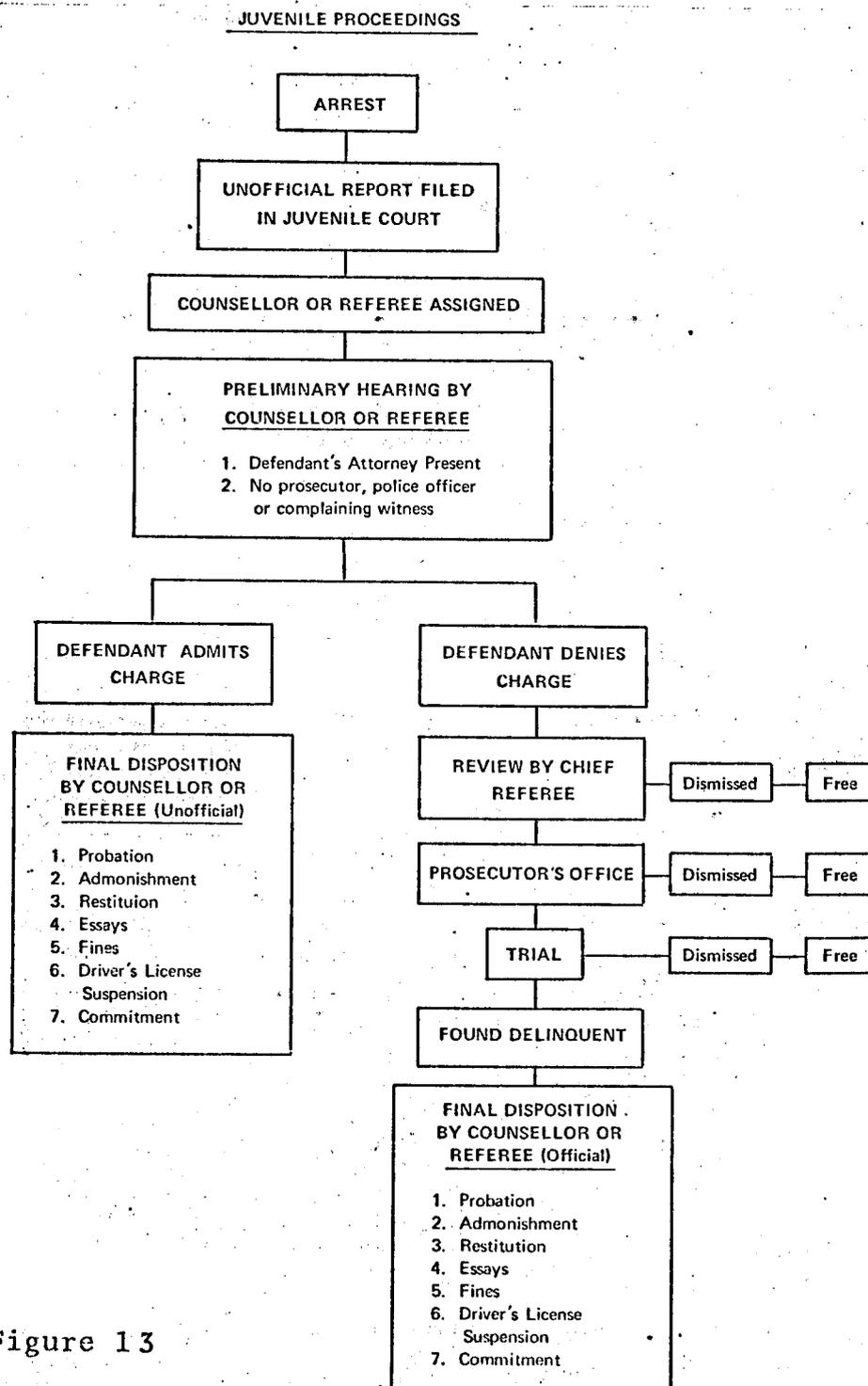


Figure 13

The Appellate Court to which all of the lower courts are responsible is the Second District Court of Appeals of Ohio, whose jurisdiction includes all of Montgomery County and surrounding counties (Darke, Preble, Miami, Shelby, Clark, Champaign, Greene, Fayette and Madison).

All judicial positions in Montgomery County are locally elective offices of varying terms. In addition, the Court Clerks of the City of Dayton, the City of Kettering, and Montgomery County are elective offices. The staff components of the various courts and clerks offices are broken down as follows:

1. Montgomery County District Courts

Judges	4
Bailiff	1
Clerks	3
Assistant Clerks	2
Secretaries	2

STAFFING TOTAL 12

2. Dayton Municipal Court

Clerk	1
Administrator	1
Chief Deputy	1
Assistant Chief Deputy	1
Judges	5
Court Stenographers	5
Assignment Commissioner	1
Deputy Clerk	1
Bailiff	1
Deputy Bailiffs	14
Criminal Deputy Clerks	6
Traffic Division Deputy Clerks	7
Traffic Violation Deputy Clerks	3
Parking Bail Deputy Clerks	4
Civil Division Deputy Clerks (includes Small Claims, Trusteeships)	15
Probation Dept., Chief Probation Officer	1
Probation Dept., Assistant Probation Officer	1
Stenographers	2
Part Time Probation Officer	1
Records and Stock Room, Deputy Clerks	2

STAFFING TOTAL 73

3.	Oakwood Municipal Court	
	Judge	1
	Bailiff	1
	Clerk	1
	STAFFING TOTAL	3
4.	Kettering Municipal Court	
	Judge	1
	Secretary	1
	Bailiff	1
	Clerk	1
	Chief Deputy	1
	Civil	1
	Civil (part-time)	1
	Criminal	2
	STAFFING TOTAL	9
5.	Miamisburg Municipal Court	
	Judge	1
	Bailiff	1
	Clerk	1
	Clerk (part-time)	1
	Deputy Clerk	1
	STAFFING TOTAL	5
6.	Vandalia Municipal Court	
	Judge	1
	Bailiff	1
	Clerk	1
	Deputy Clerks	3
	Deputy Clerks (part-time)	2
	STAFFING TOTAL	8
7.	Montgomery County Common Pleas Court (excluding Clerk's Office)	
	Assignment Commissioner	1
	Secretaries	3
	Bailiff/Judge	10
	Court Reporter/Judge	10
	Judges	10
	Law Clerks	2
	Director (Chief Probation Officer)	1
	Investigator Chief	1
	Investigators	5

Secretaries	6
Supervisor Chief	1
Supervisors	8

STAFFING TOTAL 58

8. Second District Court of Appeals

Judges	3
Secretaries	2
Part-time Secretary	1

STAFFING TOTAL 6

B. Caseloads and Budgets

1. Municipal and County District Courts

a. County District Courts

The total 1970 budget for the Montgomery County District Courts was \$110,801.19. The budget was broken down as follows:

Judges Salaries	\$39,187.26
Bailiffs, Clerks, Secretaries	56,331.98
Stationery & Supplies	6,446.63
Juror's Fees	2,099.15
Witness Fees	3,781.60
Miscellaneous	2,954.57

The total caseload for the Montgomery County District Courts was 10,476 cases. The caseload was broken down as follows:

Court #1 - Criminal	842	
Traffic	2,100	
Civil	311	
Small Claims	82	
Trusteeships	16	
Court #2 - Criminal)	4,790	(combined)
Traffic)		
Civil	339	
Small Claims	96	
Trusteeships	12	
Court #4 - Criminal	390	
Traffic	1,248	
Civil	196	
Small Claims	36	
Trusteeships	18	

b. Dayton Municipal Court

The total 1970 budget for the Dayton Municipal Court was \$700,027.95. The budget was broken down as follows:

Salaries (Judges, Bailiffs, Clerks, etc., plus vacation pay)	\$620,452.68
Contractual Services	
Communication	19,036.32
Equipment Repair	1,997.92
Equipment Rental	673.80
Service Charges	8,385.54
Travel	3,199.28
Professional Services	5,321.35
Miscellaneous	196.91
Supplies	26,485.74
Auto Maintenance	7,144.45
Miscellaneous	682.80
Furniture and Fixtures	2,516.60
Machinery and Equipment	3,934.56

The total caseload for the Dayton Municipal Court was 57,162 cases. The caseload was broken down as follows:

Criminal	11,948
Traffic	33,970
Civil	10,001
Small Claims	943
Trusteeships	300

c. Oakwood Municipal Court

The total budget for 1970 for the Oakwood Municipal Court was \$13,319.53 and the total caseload was 3,853 cases, of which no breakdown is available.

d. Kettering Municipal Court

The total budget for 1970 for the Kettering Municipal Court was \$77,801.82, and the total caseload was 6,789, which is broken down as follows:

Criminal)	5,885 (combined)
Traffic)	
Civil	715
Small Claims	178
Trusteeships	11

e. Miamisburg Municipal Court

The total budget for 1970 for the Miamisburg Municipal Court was \$33,493.00, which is broken down as follows:

Salaries	\$20,977.00
Expenses	12,516.00

The total caseload for 1970 for the Miamisburg Municipal Court is not reported, however, criminal and traffic cases were, and they are as follows:

Criminal	1,084 (42 felonies)
Traffic	2,589

f. Vandalia Municipal Court

The total budget for 1970 for the Vandalia Municipal Court was \$108,000.00, which is broken down as follows:

Salaries	\$55,000.00
Furniture and Fixtures	3,000.00
Stationery, Books, Supplies	6,500.00
Building Maintenance	1,000.00
P.E.R.S.	5,500.00
Insurance	3,500.00
Auto Expenses	500.00
Montgomery County Law Library	30,000.00
Telephone	1,000.00
Incidentals	2,000.00

The total caseload for 1970 for the Vandalia Municipal Court was 14,575, which is broken down as follows:

Criminal	13,736 (combined)
Traffic	
Civil	690
Small Claims	135
Trusteeships	14

2. Common Pleas and Appellate Courts

a. Montgomery County Common Pleas Court

The total budget for 1970 was \$801,731.00, which is broken down as follows:

Salaries-Judges	\$105,000.00
Salaries-Constables & Bailiff, Yearly	89,909.00
Salaries-Court Reporters	88,652.00
Salaries-Temporary Employee	1,960.00
Supplies	9,513.00
Attorney's Fees-Indigent Prisoners	82,059.00
Jurors' Fees	131,090.00
Witness Fees-Criminal Grand Jury	16,902.00
Transcript-Court Reporter	14,746.00
Travel	5,944.00
Salaries-Foreign Judges	10,650.00
Other expenses-gasoline	19,490.00
Notaries Office	-0-
Investigators-Bail Bond Defenders	1,250.00
	-0-
Salaries-(2) Jury Commissioners	2,000.00
Salaries-Assignment Commissioners	30,736.00
Supplies-Jury Commission	572.00
Other expenses-Jury Commission	461.00
Salary-Law Librarian	15,000.00
Salaries-Probation Officers, Yearly	157,845.00
Supplies	1,615.00

The total caseload for 1970 was 13,793, which is broken down as follows:

Domestic Relations (exclusive of Juvenile Court)	7,111
Civil	4,153
Criminal	2,529

b. Second District Court of Appeals

The total budget for 1970 is undifferentiated for Montgomery County alone, but the total caseload for 1970 from Montgomery County was 306, which is broken down as follows:

Criminal	102
Civil	195
Domestic Relations	9

SECTION II. OBJECTIVES

In every structured society there are rules - mores, folkways, laws, etc. - which are designed to promote socially acceptable conduct and discourage socially unacceptable conduct by that society's individual members. In every structured society there are also individuals who, despite knowledge of the existence of such rules, indulge in socially unacceptable behavior. It is a requirement, therefore, in such societies that a method of determining guilt or fault be maintained as a prerequisite to punitive and/or correctional actions against the alleged rule-breakers. In most societies these methods have extended beyond mere accusation and have taken many forms throughout the years - trial by combat, trial by fire, divine guidance, tribunals, magistrates, etc.

The application of a body of criminal law in a court in accordance with the established rules of due process is the primary method by which American society deals with its individuals' more serious behavioral problems. Consequently, it is the court - the judge and/or jury - that is at the core, the very heart of the criminal process. All other agencies or units of government involved - the police, the prosecutor, the defender, the probation department, and the prisons - are but accoutrements to this basic structure.

It is within the genius of the American judicial system that the clash of advocates in the objective atmosphere of the courtroom reveals the truth and makes possible fair and impartial adjudications of those individuals before the court. Yet even these advocates that provide for the clash in the courtroom are secondary to the existence of the judge and/or jury, as they serve only to aid the court in examining the full scope of the claims of the accused or the accuser.

In this vein the function of an independent court with the requisite decisional authority was held so important by the framers of the United States Constitution that a separate branch of government with exclusive powers from that of the legislative and executive was created. The concept of a separate judiciary has been adopted and implemented by the constitutions of the various states of the Union.

The tasks or objectives of this judiciary in the application of the criminal law of whatever jurisdiction are primarily divided into two categories, the judgment function and the sentencing function. The judgment function is one which entails the application of legal principles in the

form of due process rights, burdens and standards of proof, and rules of evidence to the proceedings in the court. In cases where juries have not been requested by the defendant, the judge must take the judgment function one step further and actually decide the ultimate fact in issue - that of guilt or innocence.

The sentencing function, that of passing sentence upon convicted offenders, is seen as a three dimensional process. Presented on one hand are the characteristics of the offender; such as age, sex, income, family situation, criminal history, etc. On the other hand, is the offender's conduct and the type of offense he has committed. Yet another set of considerations concern the varied public needs; such as rehabilitation of the offender, revenge or punishment to the offender for his acts, removal of the defendant from society as a danger to that society, and deterrence to other similar potential offenders. To assign the penalty in a case then, the judge's decision is generally reached by selecting the proper element from the considerations of the public needs, the characteristics of the offender, and the type of crime which was committed. These factors are combined to produce the sentence which is passed with the view that it will be an effective sentence, both in relation to the public and to the individual.

To state the judgment and sentencing functions in the form of measureable objectives is difficult and speculative at best. However, it is felt that essentially two objectives may be identified from a study of the two functions. These objectives are: (1) increase criminal dispositions in accordance with due process of law, and (2) increase the relative effectiveness of sentences for convicted offenders.

What is included within a criminal disposition in accordance with due process of law is almost impossible to describe. There is no static situation with regard to dispositions in accord with due process. The law is constantly changing the essential elements of a criminal disposition and the relative civil liberties of the individuals involved. With each new decision a new measurement criterion comes into being and an old one is lost. Obviously, such dispositions would include full compliance with the rights in Wade, Mallory, Miranda, Escobedo, etc. Also, included are those dispositions in accord with the established principles of evidence and criminal procedure, and, of course, those dispositions in conformity with the Bill of Rights, as stated in the U.S. Constitution. Included within the latter is the decreasing of unnecessary delay which is currently the

focus of national attention. Caution must be exercised here so that only unnecessary delay is attacked. Much of the case flow time is taken by necessary delay such as motion hearings, witness depositions, discovery proceedings, etc. Care must be taken to separate the two. Unnecessary delay, of course, is not always detrimental to the defendant. In fact, many defendants desire to have their cases delayed to the point of impossibility of prosecution. Due process rights, however, demand that unnecessary delay be attacked and reduced. More than coincidentally, perhaps, this is seen as the easiest of the due process aspects to deal with by curative programs. Certainly it is the most visible by virtue of jail populations and provides the most quantitative measurement criterion - that of units of time.

Due process also contemplates the vigorous advocacy of a defense and equal access to legal process without regard to the economic status of the defendant.

The morass of potential measurement criterion then based on the above considerations becomes prohibitive when one seeks to establish a workable basis to determine if the stated objective is being accomplished or more specifically, to what degree it is being accomplished.

Effectiveness of sentences as referred to in Objective #2 is again an extremely difficult thing to measure, and it is doubted that an absolute measure of effectiveness can ever be achieved. The best thing that can be hoped for is a relative measure of effectiveness of sentence.

In the present structure for the Common Pleas Courts within Ohio, in felony cases there is for all practical purposes only one decision in sentencing that can be made in each individual case - that is prison or probation. Few alternatives exist, such as halfway houses or alcohol and drug rehabilitation facilities to which any particular individual can be assigned upon conviction in the Common Pleas Court for a felony. Also, restrictions are forced upon the judiciary by the Legislature of the State of Ohio in the form of mandatory sentences for certain types of crime. Most judges have confronted the situation wherein they are constrained by statutes to sentence individuals before them which in their professional judgment would have greatly benefited by different correctional alternatives had they existed.

Since sentencing decisions then can be constrained by a lack of correctional alternatives and a lack of authority

by legislation, sentences passed under such constraints may be less effective than desired.

The only way to measure such considerations then is to have the judiciary establish its own ideal sentencing patterns through concentrated research against which to compare actual sentences so constrained.

Each of the above objectives, therefore, are seen as somewhat esoteric since no measurement criteria exists throughout the country to cover these points. Research is being done, however, and effort provided by the Pilot Cities project to a national effort to develop measurement criteria for the above.

SECTION III. SITUATION ANALYSIS

The role of the Law Enforcement Assistance Administration in general, and the Pilot Cities project in specific, must be closely scrutinized with regard to the judiciary.

The Law Enforcement Assistance Administration as an agency of the United States Department of Justice, is part of the executive branch of government. The police - federal, state, and local - are part of the executive branch of government. The prosecution - federal, state, and local - is part of the executive branch of government. Monetary assistance provided to the police and prosecution services by the Law Enforcement Assistance Administration provides no particular ideological conflict. Monetary assistance provided to the judiciary, however, does present substantial ideological conflict.

In an excellent article appraising the Omnibus Crime Control and Safe Streets Act of 1968, by Donald G. Alexander, in Vol. 10, No. 1, American Criminal Law Review 205, this problem is identified as a primary one at pg. 217.

"First there is a basic conflict between the separation of powers doctrine and the ideal of a comprehensive and fully co-ordinated criminal justice system. Indeed, the Constitutional separation of executive, legislative and judicial powers was intended to prevent the legal system from becoming easily subject to integrated control."

It is in this respect that a substantial portion of the judiciary within Montgomery County feel that for the court to accept Law Enforcement Assistance Administration money,

directly, as a grantee on a specific project, would be a breach of the separation of powers concept as set forth in the United States Constitution. The reason being that the use of executive money by the courts would have the ultimate effect of amalgamating those two separate branches of government by including them in the same fiscal pot.

It is by this token that the popular phrase "criminal justice system" is seen as less than accurate. There is a criminal process by which defendants are arrested, prosecuted, defended, adjudged, and sentenced, but there is no system in terms of a team effort that results in the handling of criminal defendants.

The team concept inherent within the "criminal justice system" approach is reflected in the often heard comments of the police to the effect that they did their job by catching the criminal, but that either the prosecutor or judge dropped the ball after the hand-off by dismissing the case, allowing a plea to a lesser charge, or putting the defendant on probation. This appearance or attitude is considered a substantial detriment to the aura of independence of the judiciary held so vital under a constitutional form of government. Indeed in this context it is not unusual to hear repeated by others the comments of militants that the judges are simply tools of the police.

The judiciary within Montgomery County is one of the most competent and concerned of any within the experience of this writer. Statistically, the Montgomery County Court of Common Pleas is by far the most efficient court of metropolitan jurisdiction in the State of Ohio, and this is due in no part to the existence of the Pilot Cities Project. This court was one of the first in the state to move its calendaring operations to the "separate docket system", and has led the state in many other innovations with respect to court rules, court administration, etc.

This obviously indicates that substantial long-range planning takes place within the judiciary.

With respect to extra-judicial planning the various courts do not participate as a unit. Individual judges do, however, donate their time and experience to a wide variety of activities which have as their objectives the improvement of the quality of life for the residents of Montgomery County and the improvement of the various components of the criminal process. The reason why the courts do not participate in such activities as a unit again relates to the role of the

court in the American system of government. The detached objectivity of the court must be maintained at all times so that the public - of whatever political, religious, or social persuasion - can have confidence that a neutral forum exists for the resolution of controversies.

It is the above considerations which currently are being wrestled with in regard to the reorganization of the regional planning body to fit the state guidelines for block fund distribution within Montgomery County as discussed in Chapter 3.

Despite the long-range planning by the courts, problems continue to arise relating to the objectives set out above as the caseload continues to grow. The primary need for the court to continue to effectively deal with such problems is seen as one of data availability and collection. Currently, case data is hand tabulated by the various Court Clerks' offices and is compiled only in total caseload annual or monthly reports. These reports rarely, if ever, reflect any specifics on the cases included, such as time lapses, nature of the charges, particular dispositions, etc.

In most County District and Municipal Courts specifics on the cases handled are not available even for hand tabulation. In order to ascertain such data a search of each specific case file would have to be done to withdraw pertinent facts.

In the Montgomery County Common Pleas Court hand tabulated data is available on a limited basis through examination of the docket books compiled by the Court clerk. Figure 14 is a compilation from monthly reports issued by the Common Pleas Court showing a yearly picture of total criminal case docket movement.

	JAN.	FEB.	MAR.	APR.	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.	TOTAL 1970
Cases Pending Beginning of Month	650	708	731	727	707	706	574	685	754	632	647	663	Not Applicable
Cases Filed During Month	166	148	146	120	161	115	189	156	124	205	196	153	1879
Cases Disposed of During Month	108	125	150	140	162	247	78	87	246	190	180	199	1912
Cases Pending End of Month	708	731	727	707	706	574	685	754	632	647	663	617	Not Applicable

In order to more closely scrutinize some particulars of the criminal caseload of the Montgomery County Common Pleas Court, an independent collection of the data available in the docket books of the Clerk of Courts was made by three first year law students working as interns for the Pilot Cities Project. Tabulations of the results are shown in Figure 15.

Case Nos.: 30159 to 32042
(1,883)

Total No. of Defendants: 2,178

Figure 15

No. of Offenses Charged:

Murder I	18	(.7%)
Murder II	14	(.6%)
Mansl. I	30	1.3%
Mans. II	7	(.3%)
Rape	22	(.96%)
Robbery	193	(8.5%)
Burglary	380	(16.7%)
Agg. Assault	189	(8.3%)
Larceny	229	(10.0%)
Auto Theft	18	(.7%)
Forgery & Counterfeit	262	(11.5%)
Embez. & Fraud	66	(2.9%)
Rec. Stolen Prop.	60	(2.6%)
C.C.W.	330	(14.5%)
Comm. Vice	1	(.04%)
Sex Off. (Not Rape)	15	(.6%)
Narcotic	238	(10.4%)
Gambling	1	(.04%)
Other Offenses (Arson, Mal, Dest.)	185	(8.1%)
TOTAL	2,258	

Race, Sex, and Average
Age Breakdown:

WM, 26.9 yrs. - 982 (45.0%)
 CM, 28.3 yrs. - 994 (45.6%)
 WF, 27.0 yrs. - 98 (4.5%)
 CF, 27.5 yrs. - 104 (4.7%)

Ave. Time Lapse Between Filing
Date and Indictment Date:

Average 48 days
 Maximum 399 days
 Minimum 1 day

No. of Dispositions Per Defendant:
(See No. of Defendants Above)

Guilty Plea as Charged	935	(63.3%)
Guilty Plea L.I.O.	204	(13.8%)
Guilty Trial as Charged	53	(3.6%)
Guilty Trial L.I.O.	15	(1.0%)
Trial Not Guilty	17	(1.1%)
Nolle Prosequi	195	(13.2%)
Dismissed by Court	57	(3.9%)
TOTAL	1,476	

No. Defendants Indicted 1,786
 No. Defendants on Inactive Docket 165
 No. Defendants Ignored by Grand Jury 373
 No. Indictments by Information 148

No. of Cases Upon Which

Sentence Was Passed 911:

A. Probation	571	(62.6%)
B. Confinement	340	(37.4%)
OSP	87	
OSR	185	
OSP & Fine	1	
Death	2	
Jail & Workhouse	37	
Fine, Jail & Workhouse	11	
Workhouse & Probation	14	
Fine & Probation	1	
Fine, Workhouse & Probation	2	

As can be seen of the 1,883 cases filed in the Common Pleas Court, 1,476 dispositions occurred and 165 cases were placed on the inactive docket, leaving 242 cases pending as of 12-31-70. Convictions were obtained in 81.7% or 1,207 cases, and as of December 31, 1970, sentence had been passed in 897 of these cases.

These statistics first of all indicate a high efficiency rate for each stage of the felony process. An area of concern might be, however, indicated by the average time lapse between filing of charges and indictment in the Common Pleas Court, and the ratio of cases ignored by the Grand Jury to cases indicted. This area is currently being explored by the Montgomery County Prosecutor's Office and is dealt with in more detail in Chapter 8 of this report.

SECTION IV. DESIGN FOR CHANGE

Since little or no progress has been made nationally in quantifying the objectives set forth in Section II, little or no objective analysis of potential problem areas can be done within the area of judicial services. One problem is anticipated, however, and that is the problem of data. As with all other agencies within the criminal process the lack of data prevents adequate assessment of potential problem situations. The CIRCLE project described in Chapter 11 is intended to aid the courts should they desire to move in this direction. It would provide the requisite research and development technology and defray the large implementation costs in this area.

The individual judges already assume an active role in the area of increasing relative effectiveness of sentence. They are in general continually requesting the legislature to change the sentencing provisions in the Ohio Revised Code to accommodate more effective sentencing from the bench. As an adjunct to this problem, the Lima State Hospital situation has been a particularly depressing one. Psychiatric evaluations have been extremely poor, if not non-existent. In this regard a project was prepared through the Ohio Department of Mental Hygiene and Corrections, Division of Psychiatric Criminology, and Pilot Cities for a local forensic psychiatric center. This center would provide all of the services currently being provided by the Lima State Hospital, with a much lower median time for evaluation and a much more refined psychiatric procedure and staff available. In addition, it would have the advantage of serving as an outpatient facility. This project contemplates the addition of approximately three psychiatrists and a social work staff which would be able to perform adequate

background investigations, family histories, follow-up contacts, and aid in current probation services.

A greatly needed area of improvement for effective sentencing in Municipal and County District Courts is in the probation services provided by the municipal and county district courts. Currently there is only one court on this level which has any probation services provided to it by a full-time staff. That is the Dayton Municipal Court and their probation office is essentially a two and one half man operation. It is proposed that expanded, cohesive misdemeanor probation services be provided county-wide. Currently one county district court under the leadership of its judge has established a volunteer probation service through local business and industry leaders. This is essentially a one-on-one type of probation service, somewhat similar to the volunteer misdemeanant probation service currently operating in Denver, Colorado. With all of the varying lower level courts having need of probation services this project is seen as one in which the judiciary could move toward county-wide implementation.

CHAPTER 8

PROSECUTION SERVICES

SECTION I. INTRODUCTION

A. Jurisdiction and Organization

1. Municipal and County District Courts

Each municipal and county district court within Montgomery County has at least one prosecuting attorney assigned to its criminal court operations. Each municipality referred to below employs its own attorneys for this function. The Montgomery County Prosecutor's Office supplies the attorneys for the County District Courts. None of these attorneys are elected and none save the City of Dayton attorneys are employed on a full-time basis.

MUNICIPAL PROSECUTORS

GOVERNMENTAL UNIT	PROSECUTORS AND ASSISTANTS
Dayton	Henry Phillips Jack D. Duncan Jack T. Schwarz Steven Milby
Oakwood	James Gould
Miamisburg	Patrick Carney
Kettering	Phillip Hargesheimer Thomas White
Vandalia	Alex DeMarco
County District Courts (3)	Paul Roderer William H. Wolf, Jr. Ray Schmidt

Figure 16

The jurisdiction of the Municipal and County District Court prosecutors is the same as that of their respective courts, except with regard to prosecution in felony preliminary hearings. In those instances the Municipal and County District Courts are supplied with attorneys working in the Montgomery County Prosecutor's Office (Criminal Division)

2. Common Pleas and Appellate Courts

The agency charged with county wide prosecutive jurisdiction is the Montgomery County Prosecutor's Office. This is an elective office of four years duration with no limitation to the number of successive terms.

The Montgomery County Prosecutor's Office has a staff of thirty appointed attorneys, twelve secretaries, one investigator, and one administrative assistant.

The Criminal Division is responsible for the prosecution of all criminal cases brought before the Montgomery County Common Pleas and Juvenile Court, and the continuing prosecution of all those criminal cases in which appeal is taken from decisions in the Montgomery County Common Pleas Court. The Civil Division is responsible for representing the interests of the State of Ohio and Montgomery County in zoning cases, tax cases, Bureau of Motor Vehicle cases, etc.

Each prosecuting attorney's office in Ohio, of whatever jurisdiction, has quasi-judicial powers with regard to each case it is handling. This means that a case may be dismissed or reduced to a lesser charge without its having been brought to trial. This generally requires approval by a Judge and a statement of good cause, but it is within the discretion of the prosecuting attorney to initiate such action. Correspondingly, prosecuting attorneys are required to take an oath which varies in form according to the particular office, but which in substance requires them to prosecute the guilty and protect the innocent.

Lee C. Falke
Montgomery County Prosecutor

James A. Brogan
First Assistant Prosecutor

Clifford Campell
Administrative Assistant

Secretaries
(12)

Investigator
William Crutcher

Herbert Jacobson
Chief Trial Counsel, Criminal
Division

Lillian Kern
Chief, Civil Division

Full-Time Criminal Assistants

Walter Dodsworth
John R. Hoover
Randall Anderson
Robert Skinner
Paul Leonard
James Wilson
Richard Dodge
Leonard Zdara
James T. Burroughs
Larry Henke
Andrew Niekamp
John Slavens
Jim Connell
Gary Gottschlich

Full-Time Civil Assistants

Dennis Turner
Chris VanShaik
Joseph Burke

Part-Time Civil Assistants

William MacBeth
Thomas Riley
Larry Smith

Full-Time Juvenile Courts Assistants

Ronald Fobes
Dennis Gump

Part-Time Criminal Assistants for
County District Courts

Paul Roderer
William H. Wolf, Jr.
Ray Schmidt

Figure 17

B. Caseloads and Budgets

1. Municipal and County District Courts

In general, compilations of criminal caseloads by the various Municipal and County District Prosecutors are not made on a regular basis, and their budgets generally do not amount to more than their respective salaries and perhaps a portion of the time of a municipally employed secretary.

The City of Dayton, however, having implemented a sophisticated budget reporting system and being the only lower level governmental unit employing full-time prosecutors does have some available case-load and budget data for the operation of its law department, a portion of which is the municipal prosecution staff.

The total City of Dayton law department budget for 1970 was \$311,100 of which \$108,000 went for the prosecutive staff component of four lawyers and three secretaries, plus the requisite office supplies, equipment, etc.

The total criminal caseload for the Dayton Municipal Prosecutor's Office in 1970 was 11,948 cases, of which 1,777 cases were felony filings handled solely by the Montgomery County Prosecutor's Office after the initial court appearance. The difference of 10,171 cases is the total caseload for the four prosecutive staff attorneys.

2. Common Pleas and Appellate Court

The Montgomery County Prosecutor's Office criminal caseload for 1970 was 2,533 felony cases and the total operating budget, including the civil division, was \$392,948. The caseload for the civil division was 949.

Statistics made available by the Ohio Department of Mental Hygiene and Correction for 1969 indicate that in that year the caseload was 2,176 felony cases. This amounts to an increase of 357 felony cases in one year, or approximately 16.4 percent increase in the overall caseload.

The Montgomery County Prosecutor's Office budget for 1969 was \$377,543. This amounts to an increase of \$15,405 in one year, or approximately a 4.1% increase in the overall budget.

No statistics are available for either 1969 or 1970 as to how many cases were prosecuted in the Second District Court of Appeals serving Montgomery County, and the Ohio Supreme Court. No separate appellate section exists within the Montgomery County Prosecutor's Office. Each case that is appealed is handled by the Assistant Prosecutor who had the trial assignment for that particular case.

SECTION II. OBJECTIVES

A. Program Structure

The operation of a prosecutor's office admits to considerably less subjective conjecture in the establishment of program objectives than that of the court which it serves. The quasi-judicial function involved in case-screening and evaluation referred to above has some ramifications of the due process objectives of the court, but most of this function is approached with the following two objectives in mind. They are:

1. Increase successful prosecutions of sane offenders.
2. Decrease unnecessary delay in prosecution.

In order to delineate between the jurisdictional and governmental divisions within the prosecutive system the programs have been separated as follows:

1. Service Area - Security of Persons and Property
 - a. Category - Administration of Justice
 - i. Program - Prosecution of Adults Charged with Felonies.
 - ii. Program - Prosecution of Adults Charged with Misdemeanors.
 - iii. Program - Prosecution of Adults Charged with Traffic Offenses.
 - iv. Program - Prosecution of Juveniles Charged with Delinquency and Traffic Offenses.

Within each program except the fourth, the objectives referred to above remain the same. Therefore, in the case

of Program i, for example, the first program objective would read "Increase successful prosecutions of sane adults charged with felonies." Program ii would read the same, but for misdemeanors, and Program iii for traffic offenses.

Within Objective #1 for all the programs the words "successful" and "charged" need some definition. Success or failure in a prosecution in the traditional sense is reflective of the findings of "guilty" or "not guilty" to the crime with which the accused is charged in the indictment or information. Such definition, however, is probably overly restrictive in light of the plea bargaining process for lesser included offenses which occurs in almost every major prosecutive agency in the country. Most prosecutors look upon a plea or verdict to a lesser included offense as a successful prosecution even though it is less favorable than a plea or verdict to the crime as charged. The lesser included offense is still a conviction, correspondingly the objective should encompass all dispositions short of dismissals or not guilty verdicts.

Several things can affect the success of the prosecution in a case brought to court by the prosecutor's office. The first is the quality of the investigation. The second is the correctness of the specific charge propounded in the affidavit or indictment. The third, if the case is one which goes to trial, is the quality of the advocate presenting the case. Prosecutor's offices have reasonably good control of all of these variables and can therefore fairly be measured by this objective.

It is an implicit requirement within the oath of the prosecutor to prosecute only the guilty and to protect the innocent. Occasionally, innocent people are arrested and "charged" with the commission of a crime. In these instances the objective to successfully prosecute those "charged" with crime comes in conflict with the prosecutor's sworn duty. In order, therefore, to make this objective viable, such cases must be segregated from the vast majority of the cases handled by the prosecutor's office. In order to identify and eliminate such cases, the word "charged" is envisioned to refer to only those crimes named in the affidavits which are filed in the municipal courts or the indictments or informations filed in Common Pleas Court, not necessarily those for which the arrests are made.

Under the present system of case screening at all levels this distinction between arrest and formal charge would have little bearing on identifying those innocent individuals who have been erroneously charged. The distinction contemplates the addition of a formalized process

with the involved prosecuting agency which can make informal determinations as to the probable guilt or innocence of the accused, at least insofar as a vigorous prosecutive attempt is concerned.

A further consideration with regard to this objective is that it applies only to sane individuals. Insanity proceedings in Ohio are controlled by statute and have as their objective the cessation of prosecution of those individuals determined to be legally insane. Again by oath the prosecutor is required to follow the substance and spirit of the law of Ohio and must not attempt successful prosecution of those individuals who may be otherwise be determined insane. Adequate forum is provided by statute to explore the issue of insanity in the courts prior to the initiation of prosecution.

Objective #2, that of decreasing unnecessary delay in prosecution of whatever type crime, does not need to be qualified by the provision regarding sane defendants. Since within the separate process existing for sanity commitment hearings unnecessary delay can occur, a legitimate objective of decreasing unnecessary delay is present in those instances.

The area of concern with regard to Objective #2 relates to the word "unnecessary". There are many delays in the prosecutive process which may be classified as necessary delays. For example, motion hearings, preparation of evidenciary reports, witness depositions, etc. It is the unnecessary delay, that time in which no legal action is pending upon the case, which is the area of concern. Of course, only a portion of the unnecessary delays in the criminal process are results of prosecutive action or inaction. It is only the portion which relates to the prosecutor's office which is intended for consideration and measurement under the four programs above. It may be fairly said, for example, that almost always unnecessary delay between preliminary hearing bindover and Grand Jury Indictment is prosecutive delay.

The fourth program of prosecution of juvenile offenders is substantially the same as those above except that due to the nature of juvenile proceedings it must be worded slightly differently. Objective #1 of this program would otherwise be to increase the successful prosecutions of sane juveniles charged with delinquency and traffic offenses. This would not be within the spirit of the law in juvenile matters. As indicated in the case flow diagram in Chapter 7, only those juveniles who do not admit to the offense with which they are charged, are officially charged in the

Juvenile Court. Those who admit their offense are unofficially charged, and the proceedings are substantially different in terms of court appearances and hearings, etc.

The County Prosecutor's Office has little, if any, input to proceedings which are unofficial in the Juvenile Court. The only prosecutive response is to those cases in which official charges are filed. The objective must therefore be stated, "Increase the successful prosecution of sane juveniles officially charged with delinquency and traffic offenses."

Those proceedings in Juvenile Court which deal with adults charged with contributing to the delinquency, neglect, or abuse of minors are matters of prosecutive concern and are handled by both the Prosecutor's Office and the Juvenile Court the same as they would be in a misdemeanor court. In this regard, Program ii is used to measure the prosecutive response.

In all juvenile court proceedings of whatever nature, the objective of reducing unnecessary delay remains substantially unchanged.

SECTION III. SITUATION ANALYSIS

A. Municipal and County District Courts

In order to measure the achievements of the objectives set forth in Section II, certain measurement criteria must be established. For example, the total number of cases which resulted in either convictions as charged in the affidavit or guilty pleas as charged in the affidavit must be determined along with the number of guilty pleas to lesser charges, trials in which defendants were found not guilty, prosecutive dismissals, dismissals by the court, etc. These statistics are not available for misdemeanor cases. In fact, statistics are not available through most of the Municipal and County District Court Prosecutors for their total criminal caseload. There is no way, therefore, to determine from year to year whether more or less successful prosecutions are being obtained or in particular for which types of crimes more or less successful prosecutions are being obtained.

With regard to the objective of reducing unnecessary delay, again, no statistics are available to show the average median time to disposition on misdemeanor cases of any nature or traffic cases.

Without such data it is next to impossible to design demonstration programs which might aid such offices. The reason being that specific problem areas cannot be readily identified or measured to discover the width and depth of the problem. It is readily apparent that the numbers of cases being processed have overpowered the resources available to Municipal and County District Court Prosecutors. These prosecution offices are simply reactive at this time, doing all they can do to keep abreast of their current caseloads.

B. Common Pleas and Appellate Courts

The breakout of data in the county prosecutor's office is the most substantial, even though it is hand tabulated. It indicates that priorities in terms of convictions are placed upon such cases as murder, rape, armed robbery, and breaking and entering an inhabited dwelling. Also, accurate statistics are kept on those cases which result in pleas as charged in indictment or information and those cases to which lesser pleas are made. Dismissals, trials with guilty verdicts, trials with not-guilty verdicts, and nolle prosequi are also accurately recorded.

The reason for the disparity in the data collection between the municipal and the county prosecutor's offices is in part due to volume. With a four-man staff in the Dayton system and a 10,000 plus caseload it is not surprising that accurate data is not kept on the cases. The county prosecutor's office has a thirty-man staff and a caseload of approximately 2,500.

Problems indicated by the caseload data in the county prosecutor's office are that approximately 25% of the cases brought to the Grand Jury's attention are not billed. Further, approximately 25% of the cases indicted by the Grand Jury must be either reduced to lesser charges or dismissed altogether.

The Grand Jury operates in full-time session, five days a week, and considers an average of eight cases per day. In terms of working time this amounts to barely enough time to hear testimony from the investigating detectives.

The Grand Jury is maintained by the Common Pleas Court and has jurisdiction over all criminal matters within Montgomery County brought to its attention. The Grand Jury sessions are administered by the County Prosecutor's Office, which has one of its assistants assigned there on a full-time basis. The Grand Jury hearings are closed, and proceedings therein are secret. The accused does not testify before the Grand Jury and defense evidence is rarely heard.

The County Prosecutor, with the consent of the accused, may bypass Grand Jury proceedings by a special pleading called "Information". This is essentially a voluntary waiver of the accused's right to have his case heard by the Grand Jury. The accused may then plead to the Information by any of the pleas available to an Indictment. This procedure, while a substantial time-saver, is rarely used. The reason is because little, if any, defense contact is made prior to Indictment by any members of the county prosecutor's office to explore the availability of this course of action.

It is interesting to note that 4,122 Part I Crime (Felony) arrests were made by the Dayton Police in 1970, and of those, 1,777 felony filings were made. This indicates that a substantial case screening process is taking place. It is not a formalized process, however, or even substantially located in any one agency. Much of the screening takes place within the Dayton Police Department itself through case review by the Detective Section. Some case screening is done by the Municipal Prosecutor's Office since they are generally charged with preparing the certifying affidavit of formal charge and filing it with the clerk of the Municipal Court. Also, some case screening, particularly for those cases that have required the issuance of a search warrant, is done by the Montgomery County Prosecutor's Office. The reason for this is that the detectives overseeing the investigation of such cases have learned to rely on the legal opinions of the experienced county prosecutors through continued contact in the trial of felony cases. In matters such as search and seizure and border-line cases they tend to go to this office for evaluation.

As stated above, the Montgomery County Prosecutor's Office supplies attorneys to the various Municipal and County District Courts for the purpose of representing the State of Ohio in felony preliminary hearings. While jurisdictionally this is not required of the county prosecutor, it is currently done with the commendable idea that case evaluation and defense contact can be made at this early stage so as to facilitate the transition of cases properly charged and evaluated to the Grand Jury. Unfortunately, due to the rapidly increasing caseload and a somewhat high staff turnover, little more preparation or adequate evaluation of cases is accomplished at this stage than that in the municipal prosecutor's offices. The younger, less experienced attorneys are generally assigned responsibility for preliminary hearings, since procedural mistakes cause less damage at this stage. They receive little or no continuous supervision by experienced prosecutors and in general are ill prepared to distinguish a good case from a bad one. They are generally reluctant therefore, to enter into plea-bargaining at this stage.

With no effective screening at this point, a serious overloading occurs at the Grand Jury preventing the assistant prosecutor at this stage, who is an otherwise very experienced lawyer, from doing all but the most cursory case evaluation.

SECTION IV. DESIGN FOR CHANGE

A. Municipal and County District Courts

The obvious solution to the only obvious problem in this area, that being the complete lack of data, is to provide an efficient method of data collection and processing for these agencies. It is hoped that this will be made available in the near future by the institution of the CIRCLE project grant referred to in Chapter 11 of this report. It is envisioned that accurate data files may be maintained throughout all jurisdictions to provide accurate data in order to analyze potential problem areas within the municipal and county district court prosecutive agencies.

B. Common Pleas and Appellate Courts

Analysis of the data available has already determined that the solution for the primary problem in the county prosecutor's office is to extend resources into the early case screening and Grand Jury process.

In order to accomplish this within the current budgetary guidelines the Montgomery County Prosecutor's Office has applied to the Law Enforcement Assistance Administration under Discretionary Grant Program H-3 for a Felony Complaint Evaluation Project. This project contemplates the creation of a case "Intake Department" within the prosecutor's office.

The "Intake Department" will operate in three separate stages. The first will have two experienced lawyers and two investigators screening all felony filings by all police agencies throughout the county. The cases and witnesses will be evaluated for their legal sufficiency and the investigators will supply the needed supplemental investigations and evidence gathering required before affidavits are filed.

The second stage, that of preliminary hearings, will consist of two lawyers who will prosecute at preliminary hearings and make active defense contact to attempt to facilitate early disposition.

The third stage, that of the Grand Jury, will consist of two lawyers and one investigator, which will pursue the defense contact and make final supplemental evaluations and investigations. It is anticipated that the operations of this project will accomplish the following objectives:

1. Increase the successful prosecution as charged by Indictment or Information of adult felony offenders.

2. Decrease the cases dismissed for lack of probable cause at preliminary hearing.

3. Decrease the cases no billed by Grand Jury.

4. Decrease the time delay between initial filing and indictment by Grand Jury.

5. Increase the cases brought to Common Pleas Court by Information.

6. Increase communication and evaluative exchange between prosecution and defense.

7. Increase fast and effective enforcement of the criminal law for all types of crimes.

8. Increase the public's confidence in the operations of the criminal justice system.

9. Decrease overall costs of criminal justice system operations.

10. Develop formalized guidelines for the exercise of discretion in felony complaint evaluation by a prosecuting agency.

It is hoped that the success of this project will encourage the other prosecution agencies to move toward similar activities in the near future, thereby increasing both the service in the public interest and protection of the individual.

A second problem area, although unverified due to the lack of data, would seem to be in the county prosecutor's appellate process. Since appellate work is delegated to the assistants who have tried the respective cases, appeals are approached with a somewhat catch-as-catch-can attitude by the assistants who must devote their full energies to keeping pace with the trial docket.

The institution of an appellate section within the prosecutor's office would have the beneficial effect of

centralizing responsibility for the prosecution of appeals and concentrating talent in that area to insure the best possible presentation of the legal position of the State of Ohio to the Second District Court of Appeals and the Ohio Supreme Court. In addition, adequate data on such cases could be maintained so that specific problem areas might be identified and rectified through long-range planning.

CHAPTER 9

DEFENSE SERVICES

SECTION I. INTRODUCTION

Within Dayton/Montgomery County, there is no institution or governmental unit which has as its sole function the defense of criminal cases. The vast majority of criminal defense services are performed by individual private practitioners of the Dayton Bar Association.

The Dayton Bar Association is the governing body for the legal profession in Montgomery County. It has the power to regulate the methods of practice and professional conduct of all lawyers within its jurisdiction. The Dayton Bar Association maintains several committees comprised of members of the bar which meet from time to time to discuss and recommend improvements in all the varied aspects of legal endeavor.

Three of these committees deal more or less regularly with problems in the administration of criminal justice. They are the Committee on Legal Reform and Judicial Administration, the Committee on Common Pleas and Appellate Court Practice, and the Committee on Criminal Law and Enforcement. Occasionally these committees make recommendations for specific improvements to the various components in the criminal process, but they are primarily reactive in this respect and do not indulge in constant and coordinated long-range planning for the administration of criminal justice, leaving such functions for the various governmental units involved.

The Committee on Criminal Law and Enforcement of the Dayton Bar Association is by far the most active committee in terms of planning and implementing improvements for the criminal process. Through this committee the establishment of a skeletal pretrial release project has been accomplished, also, a volunteer indigent protection (VIP) project has been set up to provide volunteer lawyers to represent indigent criminal defendants at preliminary stages of case processing.

This committee has thirty-two members organized into nine subcommittees, which are as follows:

1. Investigate activities of professional bondsmen in local courts.
2. Bail bonds recognizance program.

3. Improvement of criminal procedures.
4. Relationship with law enforcement agencies and prosecuting attorneys.
5. Minimum standards of justice in criminal cases.
6. Investigate the need for a public defender system.
7. Analyze statutes and policies re: sentencing of defendants, and the rehabilitation of prisoners, in felony cases.
8. Legal internship program (pre-law students).
9. Liaison between the courts and the Criminal Law Committee of the Dayton Bar Association.

Each subcommittee has a chairman assigned to it and is only as active as that chairman desires it to be. Correspondingly, the subcommittee areas which receive priority are those which are active and not necessarily those encompassing the greater criminal process problem.

Criminal defense services for indigent criminal defendants are provided by volunteers from the Dayton Bar Association under the VIP program at the Municipal and County District Court level, and by individual appointment at the Common Pleas and Appellate Court level. The volunteers are, of course, uncompensated for their services, and a schedule of fees is maintained in the Common Pleas and Appellate Courts for appointed cases.

Those lawyers receiving appointments for indigent criminal cases are by in large the same lawyers who have extensive experience in the practice of criminal law. To some extent, young lawyers working in law firms specializing in areas other than criminal law receive appointments to provide them with criminal trial practice exposure.

No Public Defender program exists within the county and the only institution or governmental unit which provides any defense services for indigents is the Legal Services Division of the Dayton Model Cities Project.

This project is staffed by its director, three staff lawyers, and three secretaries. Model Cities activities are mandated in Dayton for a target geographical area which is comprised of a predominately black, low income group. The major thrust of Legal Services of Model Cities is in poverty law and not in the area of criminal defense. However, such cases are handled on a small scale in order to provide more comprehensive legal services to the target area.

population. Such criminal defense services are generally continuous in that they span the process from arrest to disposition.

There is currently no Legal Aid Project operating in Dayton due to some difficulty with OEO funding. Even if such a project were in operation, however, no criminal defense services could be provided in accordance with OEO guidelines.

SECTION II. OBJECTIVES

The objectives of the defense in criminal cases are nebulous at best and admit to little, if any quantitative refinement. They may be generally stated thusly:

1. Increase individual criminal dispositions in accordance with due process of law.
2. Increase individual applications of the best correctional alternatives.

A criminal disposition in accordance with due process of law may incorporate many things. Obviously it includes insuring that the proper procedural safeguards are complied with, such as the rules in Miranda, Wade, Mallory, etc., and the rights of the accused set forth in the Bill of Rights. It also includes things such as a vigorous advocacy of the defendant's cause; insuring the evidentiary correctness of the charges against the defendant; and the application of the proper standards of proof. Interim dispositions are also properly included within this objective. In particular, the proper application of the defendant's right to reasonable bail provided for in the Ohio Revised Code.

How such considerations can be measured is a question which has yet to be answered. Objective measures have not been devised, nor would the required data be available for them even if they were. Subjective measures are possible but would be extremely costly to collect, considering the number of defendants, the number of criminal lawyers, and the number of needed evaluators to retrieve evaluations.

Application of the best correctional alternative, of course, implies the existence of correctional alternatives. It is generally agreed that a defense lawyer's role does not cease upon the finding of guilt, either by plea or verdict. As an officer of the court, as are all lawyers who practice before the court, it is the defense lawyer's duty to bring to light all those facts which would be beneficial to the court in determining the best correctional

alternative. As stated in Chapter 7, in most instances in felony cases there are only two alternatives -- probation or confinement. This does not detract from the defense lawyers role in this regard and, in fact, probably adds a new dimension to it. That is the active advocacy for the development of new correctional alternatives through whatever means available. Again, the limiting problem in this objective is one of measurement. No objective criteria have yet been devised and subjective evaluations are costly and of limited value.

SECTION III. SITUATION ANALYSIS

As stated above, the objectives of criminal defense services admit to little, if any, quantitative refinement. It is thereby impossible to collect data on potential problem areas even assuming such data would be available.

A limited subjective evaluation of overall defense services has taken place through the Committee on Criminal Law and Enforcement of the Dayton Bar Association in their annual report.³

In addition to the report, data from the 1969 and 1970 operations of the Bail Bond Recognizance Program is available as Figure 18-A, B, C, and D.

³Vol. 20, No. 10, Dayton Bar Briefs; June, 1971.



DAYTON BAR ASSOCIATION

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BAIL BOND PROJECT--1970

Comparative analysis of felonies filed in the Dayton Municipal Court and the number of persons interviewed by the Bail Bond Subcommittee during 1970.

<u>1970</u>	<u>Felony Arraignments</u>	<u>Number Interviewed</u>	<u>%</u>
January	139	24	17%
February	153	34	22%
March	118	25	21%
April	105	28	27%
May	128	32	25%
June	134	24	18%
July	169	32	19%
August	157	36	23%
September	142	20	14%
October	162	11	7%
November	160	30	19%
December	<u>126</u>	<u>20</u>	<u>16%</u>
TOTAL:	1693	316	19%

Figure 18-A



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BAIL BOND PROJECT--1969

Comparative analysis of felonies filed in the Dayton Municipal Court and the number of persons interviewed by the Bail Bond Subcommittee during 1969.

<u>(1969)</u>	<u>Felony Arraignments</u>	<u>Number Interviewed</u>	<u>%</u>
January	89	40	45%
February	88	28	32%
March	100	15	15%
April	93	25	27%
May	89	25	28%
June	104	21	20%
July	92	41	45%
August	103	23	22%
September	115	46	40%
October	139	22	16%
November	97	20	21%
December	<u>134</u>	<u>45</u>	<u>34%</u>
TOTAL:	1243	351	28%

Figure 18-B



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BAIL BOND PROJECT--1969

Comparative statistics following interviews and recommendations by the Bail Bond Subcommittee (all Dayton Municipal Court)

	<u>1969</u>	<u>%</u>
Number Interviewed	351	
Recommended OR	149	42%
NOT Recommended OR	<u>202</u>	<u>58%</u>
	351	100%
Recommended and Released OR	44	30%
Recommended and NOT Released OR	<u>105</u>	<u>70%</u>
	149	100%
NOT Recommended and NOT Released OR	194	96%
NOT Recommended and Released OR	<u>8</u>	<u>4%</u>
	202	100%
RECOMMENDED OR AND RELEASED OR, WHO RETURNED TO HONOR COMMITMENT	43	98%
RECOMMENDED OR, and RELEASED OR, FOR WHOM CAPIAS ISSUED	<u>1</u>	<u>2%</u>
	44	100%

Figure 18-D



DAYTON BAR ASSOCIATION

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BAIL BOND PROJECT---1970

Comparative statistics following interviews and recommendations by the Bail Bond Subcommittee (all Dayton Municipal Court)

	<u>1970</u>	<u>%</u>
Number Interviewed	316	
Recommended OR	145	46%
NOT Recommended OR	<u>171</u>	<u>54%</u>
	316	100%
Recommended and Released OR	51	35%
Recommended and NOT Released OR	<u>94</u>	<u>65%</u>
	145	100%
NOT Recommended and NOT Released OR	163	95%
NOT Recommended and Released OR	<u>8</u>	<u>5%</u>
	171	100%
RECOMMENDED OR AND RELEASED OR, WHO RETURNED TO HONOR COMMITMENT	50	98%
RECOMMENDED OR, AND RELEASED OR, FOR WHOM CAPIAS ISSUED	<u>1</u>	<u>2%</u>
	51	100%

Figure 18-C

From the above, three problems are suggested: The first in relation to objective one is that the Bail Bond Recognizance project needs to be expanded and refined. The commendable efforts of the lawyer who has undertaken this project is thusly by no means being criticized. His own analysis of the situation is that the project needs full-time direction and supervision and expanded application throughout all the courts within Montgomery County. A vigorous expansion of this project would have a great impact on the problems identified in the committee report section on Activities of Professional Bondsmen in Local Courts.

The second problem also relating to objective one is the need to provide cohesive defense services for indigent criminal defendants. Most lawyers seem to be in favor of a public defender's office which would provide such services on a continuous basis -- this is, from arrest to disposition. This is a delicate area, however, for two reasons.

The first is that there is some feeling that the institution of a public defense service in the common pleas and appellate courts would work economic hardship particularly on those private practitioners who specialize in criminal defense. Since approximately 60 - 65% of all criminal defendants are indigent, a substantial portion of the criminal docket is handled by appointment. It is hard to envision, however, due to the relatively small fees allowed for appointments, that 60 - 65% of a criminal defense lawyer's gross income is derived from appointive cases.

The second reason is the more persuasive by far, and that is that the appointed counsel system in Common Pleas and Appellate Court works. The indigent defendants get, in general, the best legal counsel available and the costs and operations of such system remain within the control of the judiciary. The public defender would represent a step into the unknown, which, if this problem were seen as extremely severe might legitimately be taken. However, with no overwhelming problem being apparent, this step is viewed as an unnecessary risk.

These considerations do not pertain, however, to operations within the Municipal and County District Courts. Here no fees are provided for and no system of representation is firmly entrenched. The VIP program referred to above is an admirable answer by the bar association to this pressing problem. As with the Bail Bond Recognizance Project, operational problems have resulted from administrative and coordinative functions which demand full-time attention. Lack of timely notice for VIP lawyers, potential travel time and expenses to outlying courts, schedule

conflicts, etc. are just a few of the problems that have been encountered. Consequently, there is almost unilateral agreement that a public defender project is needed at this level.

The third problem relates to objective two and is in fact objective two itself. As can be seen from the report of the Committee on Criminal Law and Enforcement, little attention is being directed to this area despite the existence of a subcommittee for this purpose. It is probable that a substantial impact in this area might be realized by a coordinated effort from the Bar Association. The tendency is, however, to confine Bar Association activities and inquiries to only those areas which have direct relation to the procedural activities within the legal exercise. Under the view of having objective two as an integral part of defense services, the creation of correctional alternatives is a prerequisite to be dealt with on a large scale.

SECTION IV. DESIGN FOR CHANGE

In order to deal with the first two problems outlined above, a combined Public Defender and Pretrial Release Project has been prepared and submitted through the Miami Valley Council of Governments for funding in fiscal '71 under the Block Grant program of the State of Ohio. The Public Defender portion of the project contemplates the creation of a four-man staff of lawyers, one investigator and two secretaries for the defense of indigent criminal defendants from arrest through indictment by the Montgomery County Grand Jury in felony cases, and also legal representation of a maximum of twenty-five indigent misdemeanants per month. This project will supplant the current VIP program and will provide cohesive defense services through all preliminary case processing stages.

The Pretrial Release portion of the project will have a full-time director, one secretary and the part-time assistance of ten interviewer-investigators from the local area colleges and universities. This will supplant the existing Bail Bond Recognizance project of the Dayton Bar Association and will provide vastly expanded services to all the courts within the county.

One great fear in both the above types of projects has been that their institution would result in more delay and less efficiency within the criminal process. In a report just completed by the Court Management Project in Cleveland, Ohio, it is statistically demonstrated that the existence

of both these projects actually lowers the median time to disposition in the sample of studied cases. Beyond this increase in efficiency the creation of these agencies will be a substantial step in the inclusion in the planning process of centralized figures which can generate the much needed long-range planning in this area.

Correctional improvement is currently being undertaken by the administrators of the few correctional facilities and programs existant in Montgomery County. It is rare, however, for these individuals to plan beyond their own projects for the creation of new and varied correctional projects -- and probably rightly so. Much is needed to improve the existing facilities and effort is being thusly directed. It remains a function of both correctional administrators and the defense bar to work together for the implementation of modern correctional alternatives both to lighten the load on the current institutions and provide for better correctional treatment of the individuals represented by the defense lawyer.

It would be desirable, therefore, that a joint legal-correctional committee be established to provide planning and action in this area. Initiative for this committee or commission could come from the Bar Association, and should be among the top priorities for its work in 1971-1972.

CHAPTER 10

CORRECTIONS SERVICES

SECTION I. INTRODUCTION

The first step in applying a systematic problem-solving methodology within corrections is to define the parameters of corrections. The following working definition of corrections has been developed: all of those programs which administer sentences imposed by the courts and which are subject to local governmental control (administrative and/or financial).

While some of both juvenile and adult offenders are committed to the custody of the State, they are not included in the scope of our working definition as there is no continuing local administrative or financial control over State correctional programs. The effectiveness of State correctional programs will be ascertained for comparison with the effectiveness of local programs.

Commitments to other facilities outside of this area, such as the Cincinnati workhouse for adults, and private boarding schools for juveniles, are considered an integral part of local corrections because financial control is retained by local governments. The rationale for such exclusion/inclusion is a basic principle of effective administration: one cannot manage what one does not control.

SECTION II. OBJECTIVES

From a systems viewpoint, the objective of corrections is to reduce recidivism. How recidivism is reduced accounts for the diversity of correctional units, i.e. probation departments, rehabilitation facilities. The activities of these units further refine the manner in which the common objective of reducing recidivism is approached.

Pilot Cities sponsored a series of ten meetings in December, 1970, and January-February, 1971, for correctional administrators. The purpose of this series was to brief the administrators on Pilot Cities and the systems planning approach and to solicit their involvement in the development of a program structure for corrections.

The program-budget structure for corrections as developed by the administrators is shown below. The numbers in parentheses are the relative "weights" assigned to the categories, programs, and objectives by the administrators.

Recidivism was defined by them as "a criminal or delinquent act for which the individual is formally charged, guilt determined, and a new or additional disposition effected, during the probationary or incarceration period or within six months after release from probation/incarceration."

CORRECTIONS PROGRAM BUDGET STRUCTURE

A. CATEGORY -- ADULT CORRECTIONS

1. Program: Rehabilitation of Felons

Objectives: a. To decrease the recidivism of felons who have been placed on probation

Budget Activities: Common Pleas Court Probation Department

2. Program: Rehabilitation of Misdemeanants (25)

Objectives: a. To decrease the recidivism of misdemeanants who have been placed on probation (30)

b. To decrease the recidivism of misdemeanants who have been committed to a correctional facility (70)

Budget Activities: Human Rehabilitation Center
Common Pleas Court Probation Department
Municipal Court Probation Department

3. Program: Rehabilitation of Traffic Offenders (5)

Objectives: a. To decrease the recidivism of traffic offenders who have been committed to a correctional facility (100)

Budget Activities: Human Rehabilitation Center

B. CATEGORY -- JUVENILE CORRECTIONS (60)

1. Program: Rehabilitation of Juvenile Delinquents and unruly children (100)

- Objectives:
- a. To decrease the recidivism of delinquents and unruly children who have been placed on probation (80)
 - b. To decrease the recidivism of delinquents and unruly children who have been committed to FWN treatment center (20)

Budget Activities: Juvenile Court

SECTION III. SITUATION ANALYSIS

As a result of the legal framework underlying governments and their courts in this area, corrections is a patchwork of various types of service units under diverse administrative controls. Following is a brief description of each of the main correctional programs operating in Montgomery County:

Human Rehabilitation Center - Administered by the City of Dayton, this facility has a capacity of 350 adult male misdemeanants and an average population of one hundred twenty-five. Eighty percent of the inmates come from Dayton Municipal and other municipal and district courts in Montgomery County; the remaining 20% are accepted from neighboring counties, which pay a per diem rate. There is a staff of sixty-three. Inmate sentences range from a few days up to a maximum of one year. Average stay is six months. Average inmate age range is 18 to 26. The rehabilitation program is limited by insufficient staff and resources (1969 budget was \$642,000.00)

Montgomery County Juvenile Court - This court has jurisdiction over all delinquency cases filed anywhere in the county. A staff of 57 carries out the basic responsibilities of adjudication, investigation, and probation. Five thousand six hundred forty-nine delinquency complaints were accepted in 1969. Nine hundred thirty-five youngsters were on probation during the year. The Frank Nicholas Juvenile Rehabilitation Facility, a residential facility for delinquent youth (12 boys and 12 girls) opened in the Spring of 1970. It has a staff of twenty-two. Total budget for all Juvenile Court operations in 1969 was \$1,480,000.00.

Montgomery County Court of Common Pleas Probation Department - Staff service is supplied by 23 persons, including six in the Investigation Department with an average

caseload of 50, and 9 in the Supervision Department with an average caseload of 130.

Dayton Municipal Court Probation Department - A staff of 2-1/2 persons serviced 253 probationers in 1968 (last biennial report). The budget is incorporated in overall Court operations.

(Organizational tables for the above programs, except the 2-1/2 member Municipal Court Probation Department, are shown in Figures 19 and 20.

ORGANIZATIONAL CHART
MONTGOMERY COUNTY JUVENILE COURT
DAYTON, OHIO

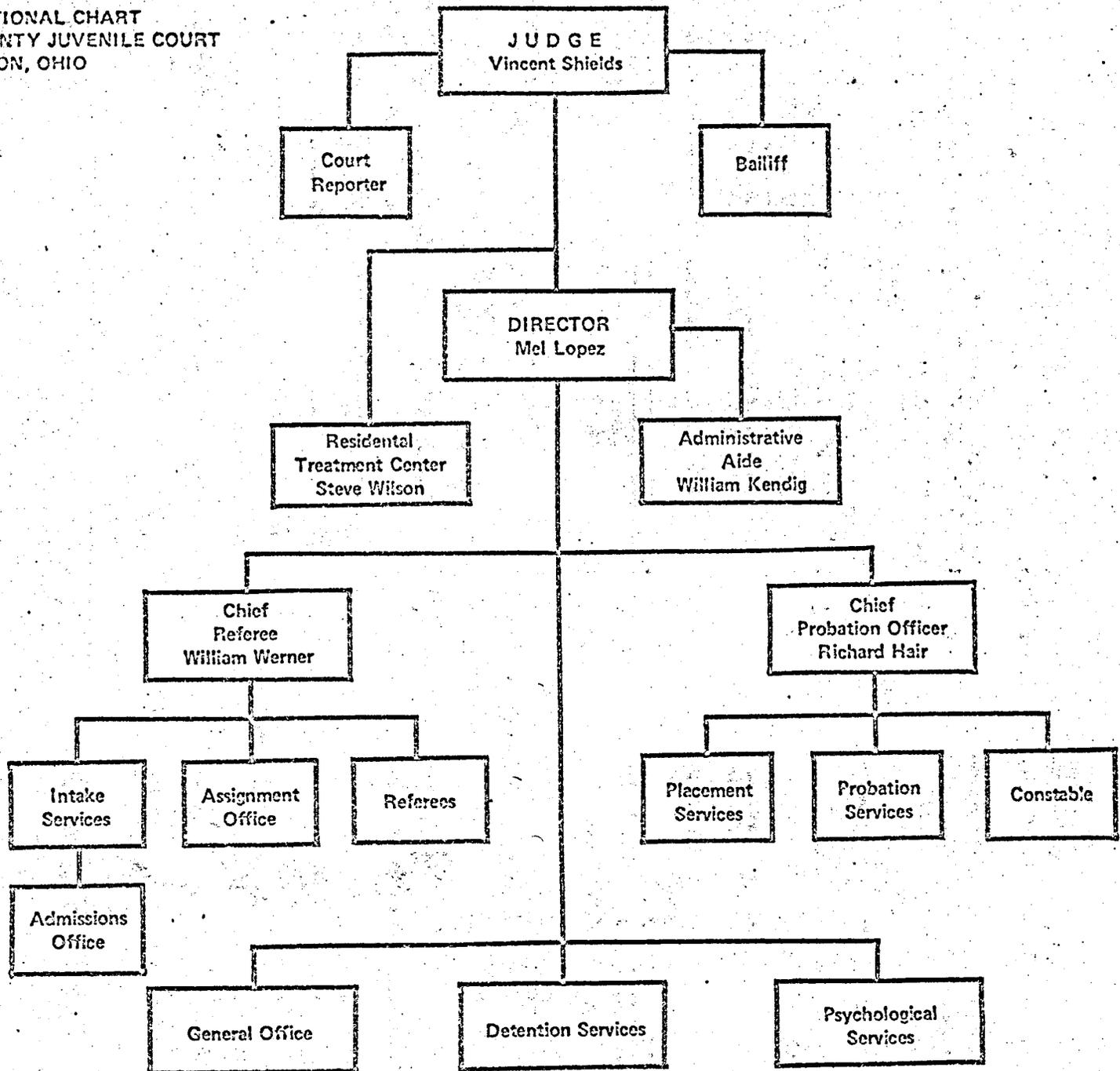


Figure 19

MONTGOMERY COUNTY COMMON PLEAS COURT
PROBATION DEPARTMENT

TABLE OF ORGANIZATION

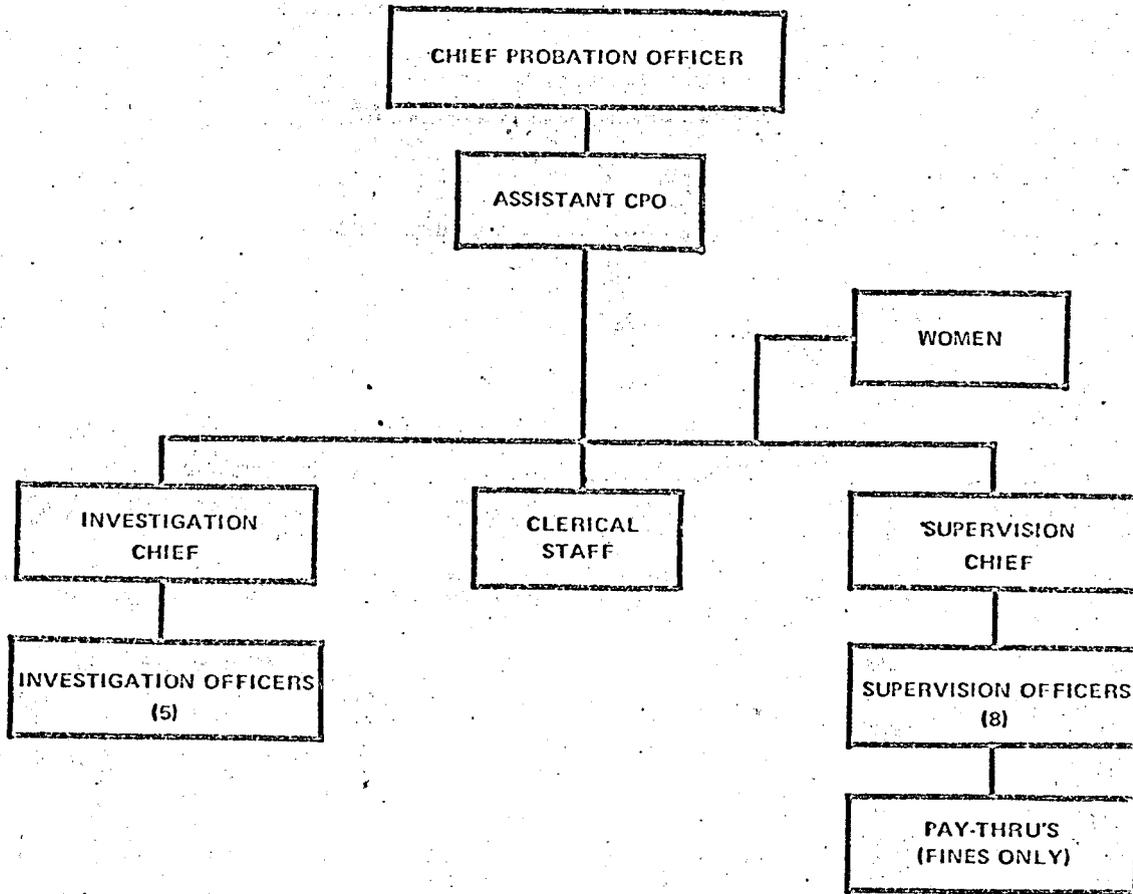


Figure 20

An additional quasi-correctional facility is the County Jail (under the County Sheriff's administration). The County Jail operates primarily as a detention center, but approximately 3% of its residents are on commitments to that facility. The average stay for all individuals at the County Jail is two to three months. The individual awaiting trial in the County Jail spends virtually all of his time in a cell.

The City Jail acts only as a detention center and is not, therefore, considered a correctional facility. However, the Dayton Police Department has a project proposal pending which would place the City Jail under the City corrections department. Uniformed police who now staff the jail would be replaced by professional corrections staff.

The specificity of function of the various correctional programs, coupled with insufficient staff and resources, has done much to preclude the development of a professional correctional organization which could represent the interests of the entire field of corrections. This fragmentation and lack of coordination has resulted in corrections continuing to have less "clout", money and community support than do police and courts. This point is particularly reflected in the lack of proportionate participation by corrections in LEAA block grant funds.

Several developments have occurred as a result of our relationship with correctional administrators. A series of three one-day seminars on Management-By-Objectives was held for police and corrections administrators in March of this year. This series, in turn, precipitated the local Juvenile Court's initial effort in applying this approach to their operations. We also assisted the Superintendent of the Human Rehabilitation Center with the development of a \$190,000 discretionary fund project proposal which would provide diagnostic and treatment services for inmates at that facility. (See Figures 21 and 22 for current and proposed Tables of Organization, Human Rehabilitation Center.)

HUMAN REHABILITATION CENTER
(REGIONAL ADULT CORRECTIONAL FACILITY)
DAYTON, OHIO

TABLE OF ORGANIZATION

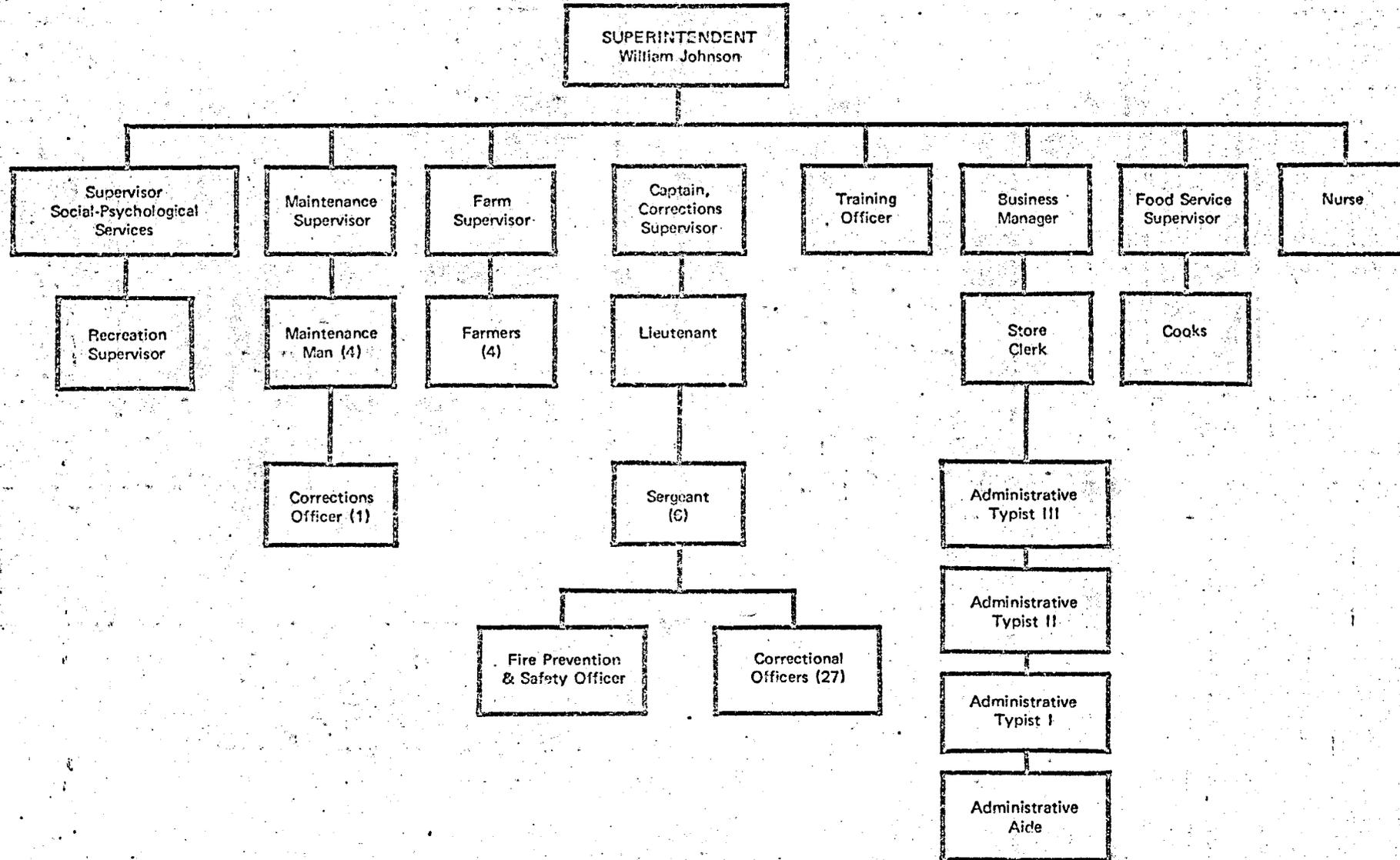


Figure 21

SECTION IV. DESIGN FOR CHANGE

The new planning organization, with its Task Force on Corrections, can provide a much needed focal point for leadership and coordination in the corrections field. Hopefully, this Task Force will provide a rallying point for citizens and professionals to stimulate desirable modifications in the corrections area.

Some ideas which will be presented to this Task Force as desirable modifications of the existing system are:

- administrative separation of correction services from other organizations
- consolidation of similar correction services
- management through quantified decision-making
- a system of correctional programs based on offender specifics
- cost/benefit analysis of each correctional program

It is also anticipated that this new Task Force will attempt to resolve current problem situations, (e.g., the impasse presented by the Common Pleas Court judges' attitude regarding federal funds).

Additional impetus for improving corrections operations should be realized from several system-wide projects, namely the Criminal Justice Center and the Criminal Justice Information System (Project CIRCLE). These projects are detailed in Chapter 11 and 12. The information system will make available management data and the training system will provide the knowledge necessary to maximize the use of that management data. In addition, the model of the criminal justice system will provide for immediate analysis of the data. These projects, along with the newly developed Task Force, offer corrections the promise of a better coordinated and more cohesive and effective system.

PART IV

IMPROVEMENT OF CRIMINAL JUSTICE
INFORMATION AND TRAINING

CHAPTER 11

REGIONAL CRIMINAL JUSTICE INFORMATION SYSTEM

SECTION I. INTRODUCTION

A major problem of the law enforcement and criminal justice agencies within Montgomery County is that the existing information procedures do not provide the quantity and quality of information needed both on an intra- and interagency basis.

"Probably the single greatest technical limitation on the (criminal justice) system's ability to make its decisions wisely and fairly is that people in the system often are required to decide issues without enough information. Existing procedures must be made more efficient; and new procedures must be devised so that information can flow fully and swiftly among the system's many parts."⁴

The existing procedures depend heavily upon the use of clerical personnel who:

"often must work with poor facilities: recordkeeping systems that are clumsy and inefficient, communications equipment that makes speedy action difficult, and an absence of all kinds of scientific and technological aids."⁵

Essentially, the availability of needed information is directly related to the availability of needed clerical manpower.

The existing procedures are not likely to be improved without the aid of modern information technology. There are indications that the clerical manpower for the present systems have reached the limit that can be afforded by local governments. At the same time, the quantity of information needed has been increasing because of the increasing crime rates, i.e., more offenders and cases to process by the police, courts, and corrections agencies. If the clerical force is fixed by budgetary constraints, and if the quantity of information is increasing, then the existing systems can only sacrifice quality for quantity. This alternative is not

⁴The Challenge of Crime in a Free Society, a Report by the President's Commission on Law Enforcement and Administration of Justice, Government Printing Office, Washington, D. C., 1967, pg. 13.

⁵Ibid, pg. 13.

desirable because accurate and timely information is necessary for problem-solving and decision making. Another alternative is to increase the clerical force by a corresponding decrease in law enforcement and criminal justice professionals. This alternative is also not desirable because agencies need more, not fewer, professionals. A feasible alternative, therefore, is to use machines to perform many of the routine clerical functions.

The design and implementation of a modern criminal justice information system by local agencies requires extensive investment funds which, in the present fiscal crisis, cannot be afforded by the local governments within Montgomery County. The costs of system development, procurement of equipment, and retraining of personnel would be exceedingly high over a short period of time. The return on this investment would be a more effective system for the same operation costs which are presently required by the existing systems. Despite this advantage, the local governments are constrained to existing systems because they cannot raise the bulk of investment funds needed to improve the existing system by the use of modern technology and equipment.

Law enforcement and criminal justice agencies within the county have made attempts to improve the information systems within their agencies. Specifically, the Dayton and Kettering Police Departments are employing computers to process their information. However, these pioneer efforts to modernize their systems have been limited by the lack of sufficient investment funds to acquire the necessary sophisticated equipment and personnel. Further, the operation costs of these improved systems are high because they were not designed for use by other agencies. Without a sharing of both the use and the cost of expensive equipment and qualified personnel, an improved agency system is expensive to operate and difficult to justify to administrators.

A. The Approach to the Problem

The Miami Valley Council of Governments (MVCOG) is undertaking a project to design and implement an integrated regional criminal justice information system to serve the combined needs of all police, prosecution, court, and correction agencies within Montgomery County and the surrounding counties of Greene, Darke, Preble, and Miami. Each of those agencies has information needed by others. A regional information system would provide the means for collecting, processing, and disseminating information to those who need it. Each can be kept in close communication with the others and information transferred by voice, microfilm, teletype, or computer to computer. Criminal

justice components could benefit dramatically from a regional information system which employs:

1. Modern computer and communications technology that permits many users, each sitting in his own office, to have immediate remote access to large central computer-based information files. Each user can feed information into, and request information from, crime and criminal files which can be shared by others. Access can be restricted so that only specified users can get certain information.
2. Modern microfilm technology that permits economical and efficient storage and retrieval of historical information files. Each user can have immediate library access to large central microfilm information files, which can either be read or reproduced by the user.

The approach is to use all available federal funds to pay for the investment costs of a modern regional information system called CIRCLE (Concept for Information Retrieval for Crime and Law Enforcement). Multiple funding sources can be used to pay for the design and implementation of a system which will, hopefully, be more effective and cost less to operate than the existing manual systems. It is contemplated that an operational CIRCLE will take at least three years to design and implement within Montgomery County. If the demonstration CIRCLE proves successful, then the CIRCLE can be enlarged to satisfy the information requirements of all criminal justice agencies within the surrounding counties.

B. Types of Information Processed by CIRCLE

CIRCLE will be designed to provide swift, efficient, and economical retrieval of information needed for problem-solving and decision-making by law enforcement and criminal justice agencies within Montgomery County. CIRCLE shall provide the following types of information:

1. Shared crime and criminal information, which consists of:
 - a. Criminal files, such as wanted criminals, criminal histories, fingerprints, modus operandi, criminal associates, etc.

TYPES OF INFORMATION AND INFORMATION FILES

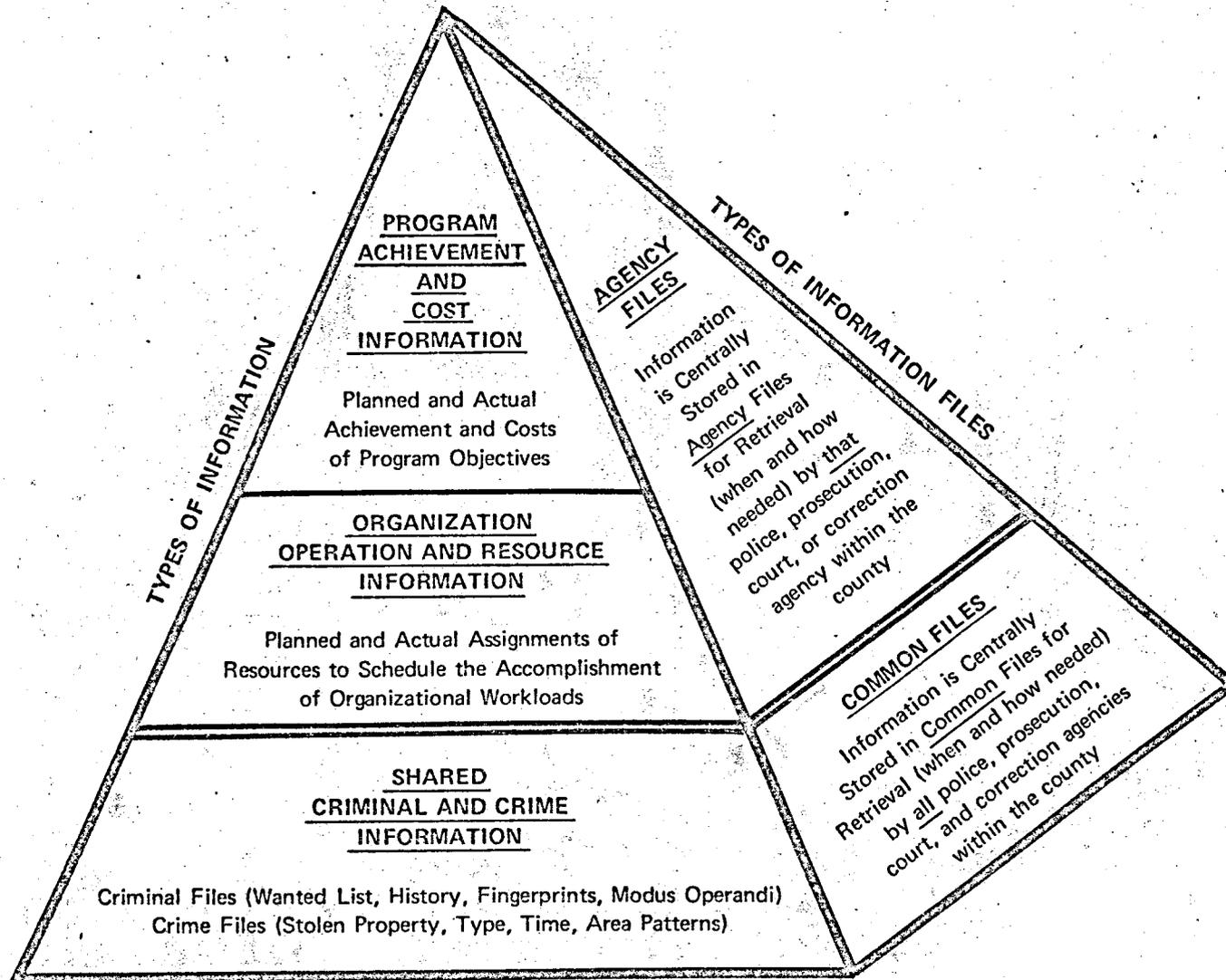


Figure 23

b. Crime files, such as stolen property and types, time, area, patterns of crime, etc.

2. Organization operations and resources information, which consists of planned and actual assignments of resources to schedule the accomplishment of organizational workloads.

3. Program achievement and cost information, which consists of planned and actual achievements and costs of program objectives during a five-year timeframe.

The types of information files required are:

1. Agency files. The program achievement and cost information, and the organization operation and resource information, will be centrally stored in an agency file for retrieval by that agency.

2. Common files. Shared crime and criminal information will be centrally stored in a common file for retrieval when needed.

C. Functions of CIRCLE

Examples of possible CIRCLE functions or application programs are listed as follows:

1. Records and reports would enable all agencies to reduce duplication in recordkeeping and manual preparation of reports.

2. Police patrol would enable a police officer to check rapidly the identification of people and property against a central "wanted" file.

3. Crime investigation would provide a police officer or detective with crime patterns, modus operandi, criminal associates, criminal descriptions, fingerprints, etc.

4. Police deployment would permit a police supervisor to alter deployment in response to changing patterns of crime on an hourly, daily, seasonal, or emergency basis.

5. Traffic and criminal case scheduling and calendar control would enable a prosecutor, court administrator, or judge to have a case scheduling and calendar system which maximizes the number of dispositions each day and minimizes delays between filing and trial.

6. Jury selection and management would enable a court administrator to reduce clerical effort.

7. Protection of individual rights would assure that arrest records include court disposition, thereby presenting a fairer picture to the police and to judges; restricting access to certain criminal records after a specified period of good conduct.

8. Program planning would evaluate by using mathematical models to estimate achievements and costs of changes proposed to reduce crime and improve criminal justice operations through the use of mathematical models.

9. Program-budget reporting would evaluate program areas by comparison of the planned and actual achievements and costs of programs.

10. Operations planning would pretest alternative assignments of men and equipment through the use of mathematical models to assist in determining the optimum allocation for changing workloads.

11. Crime prevention is a method of using crime, demographic, and criminal career data in conjunction with mathematical models to achieve a better understanding of how to design and evaluate programs to prevent crime.

12. Fiscal accountability accounts for fiscal obligations, unliquidated obligations, expenditures, and disbursements for budget appropriations.

D. Design Trade-Off Analysis

A trade-off analysis of the CIRCLE design will be performed to insure that operation costs of the system are minimized at the expense of a possible increase in the development and investment costs. The purpose of

this trade-off analysis is to develop the most effective CIRCLE system that can be afforded by the local government funds. Simply, the effectiveness of the CIRCLE system is more likely to be constrained by its annual operation costs than by the technological state-of-the-art.

E. Use of Available Information Equipment

CIRCLE will be an extension of the existing information system. Therefore, the design will consider the utilization of currently available equipment. Although several computers are presently utilized by law enforcement and criminal justice agencies within Montgomery County, the one designated as the regional computer should be the one that has the most crime and criminal information and criminal justice application programs. CIRCLE will consider interface requirements for other state and federal crime and criminal information systems, such as LEADS, CLEAR, and NCIC.

F. Clients of CIRCLE

The needs analysis will probably indicate that similar information is urgently needed by all police, prosecution, courts, or corrections agencies within the county, because their responsibilities are similar.

CIRCLE will be designed to satisfy the information and functional needs of each individual agency as determined by that agency. No one agency or group of agencies will determine or dictate the information needs of others. The needed crime and criminal information files will receive first priority in the design and subsequent implementation.

SECTION II. OBJECTIVES

The initial objectives of the CIRCLE plan are listed as follows:

1. Definition Phase. The purpose of this phase is to define the cost, schedule, and scope of work required to develop CIRCLE. The objective is to assure that a high probability of successful completion of the development phase is established.
2. Development Phase. The purpose of this phase is to develop a regional criminal justice information system and its implementation plan. The objective is to assure that the system is acceptable to

local administrators and that its implementation plan can be afforded by local governments and LEAA.

3. Implementation Phase. The purpose of this phase is to develop the procedures and job descriptions, train the personnel, and acquire equipment needed for a fully operational regional criminal justice information system. The objective is to assure that regional criminal justice agencies have the total resources needed to operate the system.

SECTION III. SITUATION ANALYSIS

A. Contract Status

Westinghouse Justice Institute has been selected to furnish the professional and technical personnel, clerical services, equipment, materials, and facilities necessary for the design of CIRCLE.

A contract has been prepared in which Westinghouse agrees to perform the following tasks within nine months and for \$400,000:

Task 1. Perform a needs analysis to determine the information and functional needs of all the criminal justice agencies.

Task 2. Study the existing information system of the specified criminal justice agencies to determine the following:

a. Information and functional needs that are satisfied by the existing system.

b. Total future operation costs of the existing system for an assumed ten year system lifetime.

Task 3. Conceptualize an ideal system which extends the existing information system to the best that can be designed within the technological state-of-the-art available during the 1972-75 implementation period. Describe the ideal system in sufficient detail to enable administrators to determine whether the design concept is acceptable for further development. Determine the following for the ideal system.

a. Information and functional needs that can be satisfied by the ideal system.

b. Total future development, investment, and operation costs for an assumed ten year system lifetime.

c. Total implementation timeframe.

Task 4. Upon the completion, acceptance, and approval of all work defined under the Tasks 1 to 3, the Contractor shall proceed with the design of several optional systems that have progressively less and less effectiveness than the previous system, beginning with the ideal system. The contractor will then determine the following for each optional system:

a. Information and functional needs that can be satisfied by the optional system.

b. Total future development, investment, and operation costs for an assumed ten year system lifetime.

c. Total implementation timeframe.

Task 5. Participate in briefings to community administrators to help them decide the system design that can be afforded. Prepare the following information for presentation at the briefings:

a. Tabular and graphical comparisons of the achievements, costs, and schedules of system alternatives which include the existing optional, and ideal systems.

b. For the county and each village, township, and city within the county, provide estimates of the incremental annual operation costs of each system alternative, i.e., the total annual operating cost of a system alternative less the inherited annual operation cost of the existing system,

Task 6. Upon completion, acceptance, and approval of all work defined under Tasks 4 and 5, a system design will be designated to the contractor. The contractor shall proceed immediately with the development of specifications for that system; determine the following for the system:

- a. Functional requirements that will establish the organizational/functional relationships within the specified criminal justice agencies.
- b. Personnel requirements that establish the organization assignments, training, and special skills of personnel.
- c. Equipment requirements that establish the organizational assignments, procurement quantity, and specifications of equipment.

Task 7. Develop the system implementation plan which should describe how to accomplish the transition from the existing system to the selected system design. The plan should include:

- a. A PERT type of network showing the stream of events, activities, and decisions during the implementation period.
- b. A description of work packages to be assigned to contractors and community organizations.
- c. An estimate of the annual investment costs during the implementation period.
- d. A description of the training and evaluation tasks.

B. Status of Grant Applications for Development of CIRCLE

As of 15 September 1971, neither the block nor discretionary grants submitted in April 1971 have been approved by the State Planning Agency and LEAA, respectively. The appointment of the CIRCLE system manager and the initiation of contract effort has been delayed because of the lack of approved funds.

SECTION IV. DESIGN FOR CHANGE

During the nine months following the approval of the contract with Westinghouse Justice Institute, the Pilot Cities team will be assisting the CIRCLE system manager in evaluation. The evaluations to be performed are:

1. Feasibility Evaluation. Upon completion of Tasks 1 thru 3, the system concept proposed by the contractor will be evaluated by the Supervisory Board and MVCOG in terms of its technical feasibility and its satisfaction of the information needs of the users.

2. Design Evaluation. Upon completion of Tasks 4 and 5, the optional CIRCLE designs will be evaluated by the Supervisory Board and MVCOG in terms of cost and effectiveness. Comparisons of incremental operation costs and the effectiveness of the optimal CIRCLE designs will enable local governments to select the CIRCLE design that can be afforded.

3. Implementation Plan Evaluation. Upon completion of Tasks 6 and 7, the Supervisory Board and MVCOG will evaluate the implementation plan in terms of its costs and schedule.

CHAPTER 12

CRIMINAL JUSTICE TRAINING

"... 'resources' capable of enlargement can only be human resources. All other resources stand under the laws of mechanics. They can be better utilized or worse utilized, but they can never have an output greater than the sum of the inputs. On the contrary, the problem in putting non-human resources together is always to keep to a minimum the inevitable output-shrinkage through friction, etc. Man, alone of all the resources available to man, can grow and develop."⁶

SECTION I. INTRODUCTION

At the beginning of the Pilot Cities Project, local criminal justice administrators worked with Pilot Cities Team members on developing an improved management system. It was as a result of this effort that certain basic objectives of the criminal justice process were articulated. This, in turn, led to a review of the combined information needs of project CIRCLE (see Chapter 11). The initial effort of the Pilot Cities Project was in two areas: management and information.

As a result of working on a management system and reviewing information needs, some basic observations were made. First, the criminal justice process is a human system that deals with people's problems. Second, its effectiveness cannot be evaluated in terms of man-hours or number of miles patrolled. Third, it is responsible for the accomplishment of certain societal goals, which require the development and maximum utilization of human resources. The objectives that the criminal justice agencies are responsible for accomplishing cannot be accomplished through just the purchase of more cars, computers, or other types of equipment. A car alone cannot respond to an armed robbery call or administer first aid to an accident victim. A computer cannot dispense justice. The goals can only be met through man's ability to organize all of his resources in the most productive manner possible. Therefore, if a criminal justice management system is to be viable, information put to use, and progress made toward articulated objectives, strategies and policies will have to be formed

⁶Drucker, Peter F., Practice of Management, p. 912.

that develop and engage the energies of the individuals and groups who compose the criminal justice process to their fullest potential.

SECTION II. OBJECTIVES

See Technology Transfer in Chapter I of this report.

SECTION III. SITUATION ANALYSIS

The personnel development programs of the various criminal justice agencies were reviewed. It was determined that criminal justice training in the Dayton area was either non-existent, or was inefficient because of duplication, fragmentation or restriction. There were also serious weaknesses (pointed out to the team by local administrators) in the areas of personnel selection, personnel evaluation, and career development.

The existing personnel process of local criminal justice agencies is composed of many complex functions and relationships. However, basically, the following phases are involved in some form:

1. Personnel selection process.
2. Information exchange
3. Task completion
4. Problem solution
5. Goal attainment

The personnel process involves the selection of persons who have the capability to use information necessary for the completion of tasks. Problems are solved when related tasks are completed and the final output is progress toward goal attainment. While this is a simplistic explanation of the personnel process, it permits a more organized and detailed discussion of the existing situation.

First, the personnel selection process only admits "select" individuals into the criminal justice system as human resources. The dubious factors in the selection process are most obvious in the policies governing height, weight and sight, and in intelligence testing methods of questionable value. There has been an effort to broaden the human resource base available to the police in Dayton through the creation of para-professional positions and greater citizen involvement. A movement in this direction

is also being made by correctional agencies, but it has been less visible to date.

The issue in the selection process is not whether the present criteria are too limiting, but whether or not they are meaningful. A selection process should be based on a methodology which permits optimum use of human resources based on their capability to accomplish tasks related to goal attainment. Presently there does not appear to be a relationship between the agencies of criminal justice personnel selection process and the societal goals for which they are responsible. This has resulted because the agencies have not reviewed their selection criteria in relationship to the tasks that their employees must perform. In order to accomplish this, the tasks must be identified and then grouped into related activities which result in job packages. Since this has not been done it is difficult to develop assumptions as to what a meaningful selection process would look like as an end product.

The second area of consideration (personnel selection is the first) is information exchange. This is the training and education component of the personnel development program. The problem with this program as identified by local police administrators who have the most advanced training programs is that it has become an anti-process. It does not advance toward any particular end result. Criminal justice training has become a response to the urban crisis in Dayton and is not presently a function related to the attainment of goals. This is not intended to de-emphasize the importance of training, but to reaffirm its importance as a management tool. It is the purpose of training to improve the effectiveness of human resources through the upgrading of their capability.

The present training process was not designed for personnel development, but for personnel maintenance. If the present training process is observed in terms of information related to a problem solving methodology it breaks down. It is not effectively designed to provide the capability to solve problems. The process is designed to provide "cookbook" solutions to problems that have occurred before. This is most evident in the area of police training where educationally incestuous conditions exist. The police have a sophisticated training program, but it has for the most part been an in-house operation. There has not been sufficient effort to utilize knowledge from other disciplines and other functions within or outside the criminal justice system. There is a need for a better exchange of information within the system as well as a greater utilization of information from without.

Organized society generates bodies of knowledge which can be turned into data relevant to problem solving. If the agencies of criminal justice are going to solve problems for which they are responsible, they will have to utilize whatever knowledge society as a whole can provide toward that end. The test of the agencies will be whether or not they can transform it into data relevant to their problems.

The third phase of the personnel process (selection and information exchange are the first two) is task completion. The process can stop here for many reasons which have been discussed in other portions of this report. However, there are two basic reasons why it must not stop, which are directly related to training. First, existing personnel do not have the knowledge or skill necessary to complete the required work task. Second, personnel deviate from standard policy or legal procedure in completing the task. Both of these difficulties can be corrected through training which is designed to promote the desired behavior.

To some degree the existing training programs have attempted to provide criminal justice personnel with job skills and knowledge. If existing police training is reviewed it becomes obvious that police recruits spend many tedious hours learning existing policies, legal procedures, and job skills which range from searching a suspected criminal to shooting a machine gun. This training is related to a wide variety of tasks, some of which are easily identifiable and some of which are not. However, even those tasks which are identifiable have not been evaluated in terms of their contributions toward goal attainment.

This focuses attention on three aspects of the function of task accomplishment. First, it is possible that there are different tasks or activities (courses of action) which would be more effective in accomplishing stated objectives. Second, it is possible that there are better ways of performing the task and activities presently taking place. The first thing a new police officer is told by older officers after he has graduated is, "Now let me show you how we actually do things around here." Young attorneys and corrections officers with college degrees fresh in hand hear similar statements by veterans in their field of expertise. Many courses of action which management presently considers illegitimate short cuts could thus become legitimized by consistent practice. Third, the amount of emphasis placed upon upgrading skills or changing behavior should be related to established priorities and goals.

The fourth phase of the personnel development process (selection, information exchange and task completion were the first three) involves problem solving. The management system that has been discussed in other parts of this report involves ever-decreasing and increasing measurements in relation to objectives. These objectives are stated in such a manner in order to challenge the capability of management and the personnel of an organization. A dynamic management system by its very nature requires change. Therefore, it is the responsibility of such a management system to prevent human obsolescence. Criminal justice administrators have the responsibility of developing personnel who are equal to the problems of today and tomorrow, not yesterday. The only way that this can be accomplished is by making training (personnel development) not only a tool of management, but a part of the management process.

Training involves the changing of human behavior in order to upgrade the capability of personnel to deal with problems. This has not been the outcome in criminal justice training due to the lack of goals. Since the goals of the criminal justice process had not been clearly articulated in the past it was not possible to clearly define problems. A problem is, in a sense, the difference between what exists and what is desired. Thus, without clearly defined goals there is no way of specifying that there is a problem. If there is no way of specifying that there is a problem, there is no way of determining whether or not training is relevant to its solution.

The fifth phase of the personnel development process (selection, information exchange, task completion and problem solving are the other phases) is goal attainment. Unless an organization has goals there is no reason why the individuals who staff it should cooperate or why anyone should organize or train them. The acceptance of a management system which incorporates a personnel development process is dependent upon the successful integration of the goals of the individual with organizational goals. Members of an organization derive personal satisfaction from working toward a common goal if they can determine what their contribution is. Training courses which change behavior patterns require the acceptance of participants and the support of management. If this acceptance and support is to be meaningful, training must become goal-oriented instead of task-oriented. Tasks should be evaluated in terms of problems, solutions and goals attainment. Otherwise it would be possible to increase training without it having any relationship to the effective-

ness of the criminal justice process. Training must be as flexible as the management system from which it emanates.

If the organizational effectiveness of criminal justice agencies is to be improved it will be necessary to optimize the ways in which existing employees are put to use. The following steps are essential if training is to be related to goal attainment:

1. A task and job analysis which will include police officers, correctional and custodial officers, probation officers, and all other personnel in police, penal, and correctional institutions and courts. The analysis would attempt to identify existing tasks, functions, roles, relationships, and, if possible, develop alternatives for each. The final product of this task and job analysis would be a restructuring of the present division of labor.

2. Career path studies which will be directly related to the preceding task and job analysis. Once roles and jobs have been identified it will be necessary to arrange them into career paths which will provide the potential for rewarding careers while improving administration, supervision and organizational effectiveness. This will require studying the use of non-sworn personnel, lateral entry, and the transferrability of personnel between similar and dissimilar criminal justice organization at the local level.

3. Definition of desired personal characteristics based upon the two preceding studies. The characteristics that will be reviewed will include such things as personality, cognitive ability, educational standards, place of residence, physical standards, age and sex.

4. Development of personnel evaluation criteria for the roles defined within the identified organizations. It is necessary to evaluate performance for the purposes of job advancement, salary increase, and continuing tenure. The methodology for such personnel evaluation must be developed and become an implicit part of the role definitions and descriptions.

5. Needs analysis in training and education which will identify the types of training required both at entry level and in-service, for leadership and command, management and

administration, supervision, and operation at the patrolman level. The needs analysis must also be concerned with who requires training, how it should be administered, and when. This analysis will result in the specification of training needs.

SECTION IV. DESIGN FOR CHANGE

Local criminal justice administrators in the Dayton community have decided that the best way of evaluating and, if necessary, inducing change in employee performance is through an interdisciplinary Criminal Justice Center (CJC). The Center will have the express responsibility for assisting criminal justice agencies in (a) defining job responsibilities for which training and education are needed; (b) identifying and assisting in the coordination of present educational and training resources; and (c) developing supplementary educational experiences that will provide additional depth to existing training efforts.

Actions directed at improving the education and training of criminal justice employees should be based upon a thorough understanding of the skills and abilities required by these employees, including anticipated changes in those requirements. It was for this reason that the CJC concept was selected for implementation. It was believed that a multi-disciplined CJC staff could provide the necessary capabilities in research, consultation, program development and implementation to make training a part of the management process. The Center staff will accomplish this through an in-depth analysis of personnel development policies and strategies in local criminal justice agencies. It will also be expert in all current knowledge and activities in matters of personnel development. The center will be responsible for maintaining pertinent literature on the subject, thus enabling the center to establish continuously updated research and development projects to deal with current and future local problems.

The Criminal Justice Center is intended to provide services to the conventional agencies of Criminal Justice. However, the conventional agencies of criminal justice only compose the nucleus of the criminal justice process. It has out of necessity overlooked the various entities that society has created to supplement the conventional process such as special police, park police, airport police, university police, and some groups supportive of and active in the police function, whose motives and legality are subject to question.

The community as a whole is a contributing resource to the criminal justice process. The public has a responsibility to cooperate with the Police. The importance of reporting crime immediately to the police was discussed earlier in this report. There are many things the public can do to reduce the amount of police manpower required in certain activities. There should be some means to educate the public concerning its relationship to the Criminal Justice process and responsibility.

In courts, corrections, prosecution and defense there are special types of relationships. Jurors are selected from the community and witnesses come forth from it. Specialized interest groups such as the news media have a profound effect on the process. Persons convicted or accused of crimes are placed in the custody of private citizens. Persons returning from correctional institutions will assume special roles with their employers.

The Criminal Justice Center, if successful, should be able to explore ways to involve the entire community as a resource in order to reduce crime.

CHAPTER 13

STATUS OF PROJECTS

Operating Programs

Police Legal Advisor Grant #70-DF-149	Funded 7-1-70	\$14,866
Community Service Officer Program Grant #P6 3902	Funded 7-1-70	\$115,226
Dayton Metropolitan Scientific Crime Control Program Grant #71-DF-495	Funded 8-18-70	\$111,527
Community Oriented Conflict Management Grant #70-DF-292	Funded 7-1-70	\$98,595
Dayton Psychological Training and Evaluation Program Grant #70-DF-213	Funded 7-1-70	\$10,000
Community Centered Team Policing Grant #70-DF-418	Funded 7-1-70	\$14,506
Alcohol and Drug Treatment Program Grant #70-DF-309	Funded 6-26-70	\$200,000

The evaluation of the above programs are not complete at this time, but will be available for the next Pilot Cities Report.

Community Centered Team Policing
(Discretionary - \$143,413) PENDING

I. Goal

A. To provide more effective police service to the selected neighborhood and to establish a positive relationship between the neighborhood residents and the police.

B. Further test the generalist approach to police service.

C. Expand the NAO Program.

II. Method

A. Continuation of team policing concept in Dayton.

Community Oriented Conflict Management
(Discretionary - \$70,140) PENDING

I. Goal

A. To contain community conflicts within the Dayton area and identify the causes of such conflict.

II. Method

A. Expand the application of conflict management within the department to include all departmental activities.

B. Greater involvement of line personnel through the use of an expanded training program.

C. Increase training program to include conflict management training to all personnel of the Dayton Police Department.

Police Legal Advisor Program
(Discretionary - \$11,150) PENDING

I. Goal

A. To aid the police department in the following areas:

1. Formulating public policies.

2. To advise police officers on current police procedures and practices.

3. To aid academy staff in recruit and in-service training programs.

4. Advise CSO's on the legal framework in which they operate.

II. Method

A. Employment of police legal advisor to assist the police department in better accomplishing their objectives.

Dayton Psychological Training and Evaluation Program
(Discretionary - \$7,500) PENDING

I. Goal

A. To evaluate and train policemen and/or applicants to function under stress or tension conditions.

II. Method

A. Determine the actual stress conditions that a policeman encounters during the daily routine.

B. Recreate these situations for training purposes.

C. To recruit community participation in these demonstrations, e.g., militants, etc.

Dayton Community Service Officer Program
(Discretionary - \$249,852) PENDING

I. Goals

A. Increase the number of minority group members on the Dayton Police Department.

B. To augment sworn personnel in the performance of their duties.

C. To provide jobs for disadvantaged Dayton residents in the area of law enforcement.

II. Method

A. Recruit minority members of the Dayton community to serve in the capacity of Community Service Officers.

Systems Analyst Program
(Discretionary - \$14,361) PENDING

I. Goal

A. To help implement the PPBS system in the Dayton area. To aid in the evaluation of data and implementation of Dayton police programs.

II. Method

- A. Employment of systems analyst to make the transition to PPBS smoother and to offer technical assistance to the City of Dayton.

Dayton Mechanized Image System
(Discretionary - \$70,971) PENDING

I. Goal

- A. Reduce storage space needed for records and a more accurate method of retrieval. This system would also reduce the time needed to locate and retrieve records which have already been filed.

II. Method

- A. To use modern equipment to group records with the required security on microfilm.

Dayton Automated Police Reporting System
(Discretionary - \$27,728) REJECTED

I. Goal

- A. Increase accuracy of police reports.
- B. Allow police more time on the street and less time on reports, through a reduction of time needed for an officer to file his report.

II. Method

- A. Use of equipment to dictate reports so that they do not have to be written out by individual officers.
- B. First year - field services division will receive this equipment. Second year - staff services and coordination and evaluation division will utilize the system.

Dayton Organized Crime Control Program
(Discretionary - \$115,853) PENDING

I. Goal

A. To more efficiently deal with and reduce the problem of organized crime in the Dayton area through a more unified and coordinated effort.

II. Method

A. To incorporate the current intelligence, vice, and narcotics units into one unit, and add six new men to the new unit.

B. Increase efficiency by thoroughly educating the unit's personnel.

C. Gain the public's support in the goal by educating them on organized criminal activities. This would be primarily aimed at the youth through the Dayton school system.

D. Establish a working interaction between Dayton and state and federal agencies dealing in the area of organized crime.

Policy Making and Procedure Definition Program
(Discretionary - \$40,203) PENDING

I. Goal

A. Evaluate and articulate written policies on a department-wide scale.

II. Method

A. Task forces composed of police officers and community people to evaluate and formulate policy.

B. These task forces would submit recommendations to the director for implementation as police policy.

Interdisciplinary Student-Executive Development Program
(Discretionary - \$39,288) PENDING

I. Goal

A. To improve the Dayton Police Department's executive staff capabilities and to contribute to

the education of students, who may eventually be recruited into staff or management positions within the department or other criminal justice agencies.

II. Method

A. Bringing in senior level and graduate students to see what problems executives of the Dayton Police Department have and to write a case study related to the various managerial problems. Then using these case studies as aids in solving the particular problem.

Dayton Therapeutic Holding Center (Discretionary - \$204,933) PENDING

I. Goals

A. To gather information on criminal defendants that would be most useful to courts and correctional agencies.

B. To accomplish rehabilitative confinement rather than punitive detention.

II. Method

A. Re-evaluate the present structure of the Department of Police's jail and detention system and establish more humane and diagnostic service programs.

Forensic Laboratory Program (Block - \$96,952) PENDING

I. Goal

A. Scientifically gather, preserve, and evaluate evidence during the investigation of a crime.

II. Method

A. The establishment of a regional crime laboratory to centrally locate the facilities needed to meet the objectives.

B. The regional system was used so that no department would have to face the full economic burden of the crime lab and to reduce the duplication of resources.

Portable Two-Way Communication Program
(Block - \$15,000) PENDING

I. Goal

- A. To keep detectives more accessible to the dispatcher for calls.
- B. Increase the safety of these officers in emergency situations.

II. Method

- A. Assigning detectives portable two-way radios so that constant communication may be maintained.

Diagnostic and Treatment for the Dayton HRC
(G-4 Institutional Program Innovation - \$187,925) PENDING

I. Goal

- A. Reduce recidivism rate of adult male misdemeanants through professional diagnostic and corrective services.

II. Method

- A. Diagnostic services to aid the offenders:
 - 1. Medical examination, psycho-social interviews, psychiatric screening, psychological testing, vocational and academic testing.
- B. Corrective services to help alleviate conditions that are possibly causing his return:
 - 1. Vocation and academic programs in-house and extra-mural, individual, family and group counseling to enable the offender to better cope with outside pressures.

Dayton-Montgomery County Forensic Psychiatric Center
(Pilot Cities Discretionary - \$158,043) PENDING

1. Goal

- A. To provide more complete psychiatric evaluation of criminal defendants than is presently available.

II. Method

- A. Establishment of a center with psychological evaluating personnel to ascertain the mental efficiency of criminal defendants.

Youth Services Bureau Treatment, Probation and Parole Improvement

(G-1 Community Treatment - \$283,120) REJECTED

Youth Services Bureau (Supplemental)

(Pilot Cities Discretionary - \$250,000) PENDING

I. Goal

- A. To close the gap between youth and adults even more than is presently being done, and to involve youth and adults in solving the problem of delinquency.

II. Method

- A. To provide twenty-four hour emergency counseling service.
- B. To act as liaison with existing community service agencies to insure that youth receive necessary services.
- C. To identify the gaps in services provided to youth and attempt to develop alternative solutions to closing these gaps.

Public Defender Program

(Block - \$154,257) AWARDED

I. Goal

- A. To provide the effective legal representation to indigent criminal defendants at pre-indictment stages of processing and to decrease the needless pretrial detentions and the use of money bail.

II. Method

- A. The use of four full-time lawyers to be used in pre-trial proceedings to aid the defendants in the complexities of the pre-trial detention and release.

Felony Complaint Evaluation Project
(Court Improvement Program H-3 - \$140,113) PENDING

I. Goal

A. To improve the quality of the initial stages of case preparation in order to: increase successful prosecution, decrease cases dismissed for lack of probable cause, decrease no billed Grand Jury, decrease time delay between initial filing and indictment, increase cases brought to court by information, and increase enforcement for all types of crime.

II. Method

A. Employ investigative staff to evaluate, investigate, and operate within the realm of felony complaints to ascertain the courses of action available and whether the complaint warrants further consideration.

CIRCLE
(Pilot Cities Discretionary - \$250,000) PENDING

I. Goal

A. The objective of this project is to design a Concept of Information Retrieval for Crime and Law Enforcement (CIRCLE) which provides swift, efficient, and economical retrieval of information for problem-solving and decision-making by law enforcement and criminal justice agencies in Dayton and Montgomery County.

II. Method

A. A qualified contractor will be selected to perform the necessary development phases:

1. Conceptual phase of design.
2. Definition phase of design.
3. Development phase of design.

Computer Development for Regional Criminal Justice
Information System

(Program O Pilot Cities - \$587,000) REJECTED

I. Goal

A. The primary project goal is to develop and acquire a minimal computer system within Montgomery County that has the capabilities needed by the regional criminal justice information system (CIRCLE) when it begins its implementation phase.

II. Method

The project will involve the following plan:

1. Selection of a systems engineering contractor.
2. Preparation of the computer site.
3. Installation of computer mainframe.
4. Installation of peripheral equipment.
5. Engineering and test of the system.

Development of a Regional Criminal Justice Computer
Capability for Integration with CIRCLE

(Block - \$64,271) PENDING

Supplement to above program.

Criminal Justice Center

(Pilot Cities Discretionary - \$350,000) AWARDED

I. Goal

- A. Define job responsibilities for which training is needed.
- B. Provide an effective curriculum for preparing personnel for positions in the criminal justice system.
- C. Develop supplementary curriculum to add additional depth to the training.

II. Method

- A. To establish and maintain a regional criminal justice center that will be responsible for the training of members of the criminal justice field.

Criminal Justice System and Cost Model Evaluation
(National Criminal Justice Statistical Research Center - \$120,000) AWARDED

I. Goal

- A. To develop a baseline criminal justice system and cost model which simulates changes in the present structure of the criminal justice agencies, and predicts the achievement of objectives in specified problems.

II. Method

- A. Collection of information about required time and available manpower.
- B. Develop computerized mathematical model to simulate changes in criminal justice system.
- C. Collection of the achievement of objectives for each specific program.
- D. Development of a computerized mathematical model to predict program achievements and costs for each change in the system.

Comprehensive Addiction Services Project
(DF - Program D - Large City/County - \$375,000) PENDING

I. Goal

- A. To provide services to those addicted to drugs and/or alcohol, so that they may be "cured" and be better integrated into the community.

II. Method

- A. Fund the following programs to provide treatment for the narcotic and/or alcohol addict:

1. Dayton Area Council on Alcoholism and Drug Abuse.
2. United Health Foundation of the Dayton Area.
3. Project CURE.
4. East Dayton Halfway Houses.
5. Encounter
6. Montgomery County Combined Health Center.