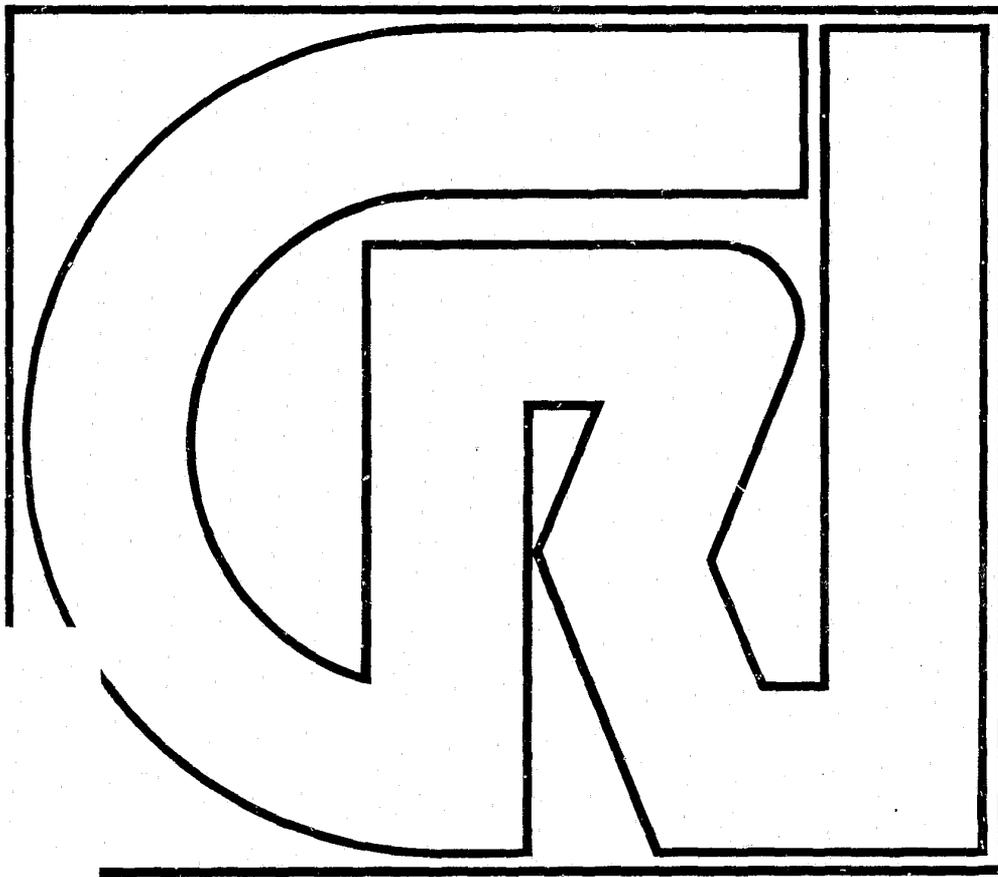


COMMUNITY  
RESEARCH  
INCORPORATED

DAYTON-MONTGOMERY  
COUNTY PILOT CITIES  
PROGRAM

THE DAYTON/MONTGOMERY COUNTY  
PHASE II- FINAL SUMMARY REPORT



013997

10 • 349 W. FIRST ST., DAYTON, OHIO 45402 • A PRIVATE NON-PROFIT RESEARCH AGENCY

JANUARY, 1974

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## I. INTRODUCTION

### A. Origin

In July, 1970 Community Research, Inc. was awarded a grant from the Law Enforcement Assistance Administration (LEAA), National Institute of Law Enforcement and Criminal Justice (NILECJ) for the purpose of establishing a Pilot Cities Program in Dayton/Montgomery County, Ohio.

Congress established the Law Enforcement Assistance Administration (LEAA) with the Omnibus Crime Control and Safe Streets Act of 1968 (PL 90-351). The agency developed the Pilot Cities Project concept and awarded funds to medium-sized cities across the nation to test the concept. Dayton/Montgomery County, Ohio was one of the cities/counties to be designated in July of 1970 as a recipient of LEAA funds to conduct research and demonstrate innovative crime-oriented programming in an effort to reduce crime and delinquency.

Community Research, Inc. is a private non-profit organization financed by contributions from local individuals, businesses and foundations for the purpose of performing research and local urban problems. CRI engages 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 Pilot Cities, CRI is responsible for administrative support and fiscal control services.

The Pilot Cities Program was planned by NILECJ to create a community based research, development, and action program to identify criminal justice problems and to discover, test, evaluate and disseminate solutions to these problems. This began the first phase of the five year program. Phase I ended on December 31, 1971 at which time Phase II commenced and the final phase started September 1, 1973.

### B. Summary of Phase I Activity

#### 1. Service Area Staffing:

The services that Pilot Cities provides are limited to the City of Dayton and Montgomery County, Ohio criminal justice agencies. The composition of the staff consists of a team of professionals with experience in the areas of courts, police, corrections and systems analysis. During Phase I the responsibility for staffing was shared by NILECJ and Community Research, Inc., the grantee agency. Staffing was completed for Phase I on September 4, 1970.

#### 2. Objectives:

The general objectives of the program during Phase I were as follows:

- a) create a research capacity in the local community that will promote a more thoughtful response to Criminal Justice System (CJS) problems;
- b) provide information, analysis and research tools from which criminal justice agencies can examine their own policies and practices;
- c) demonstrate the effective use of research and supportive techniques, especially in the fields of computer science, modeling and information science, and transfer these technological methods to local agencies by the end of the project;
- d) act as a source of project ideas and information for the federal government in order to allow the Law Enforcement Assistance Administration to respond more effectively to local government;
- e) demonstrate the usefulness of research by establishing operating projects at the local level and evaluating their success.

These objectives guided the Pilot Cities Program's direction toward system-wide improvement of local criminal justice agencies.

### 3. Approach:

The first task which the team encountered during Phase I was the selection of an adequate approach by which to study the existing system and its problems and to test new methodologies aimed at the reduction of crime. The approach selected had to be both a research and a planning tool that could be utilized to initiate effective change within the total criminal justice community. "Systems-planning" approach - Planning-Program-Budget-System (PPBS) was selected.

### 4. Accomplishments:

During Phase I a number of accomplishments were achieved and services were provided to the local criminal justice community by the Pilot Cities' team. Planning, technology transfer and development of research and demonstration projects were the broad area of accomplishments. All of these endeavors affect the system-wide philosophy adopted by the inter-disciplinary staff.

#### a) Planning:

Pilot Cities was instrumental in developing several new law enforcement planning bodies that were representative of the entire local criminal justice system.

These include the Supervisory Council on Crime and Delinquency (SCCD), the Dayton Area Council on Alcoholism and Drug Addiction (DACADA), and the Youth Resources Commission (YRC). All three organizations were established to carry the major responsibility for planning and program development in the program area involved: crime and delinquency (SCCD), but SCCD were funded initially as a demonstration project. Each of these projects has been evaluated and is now accepted and funded by the local community as a proved methodology.

b) Technology transfer:

The Pilot Cities' team compiled organizational, cost and operational data on the local criminal justice agencies during Phase I. A baseline data study was conducted which provided a unified description of the CJS. This information was made available to local administrators and assisted them in identifying problems, formulating programs, establishing priorities and preparing evaluations of their operations.

c) Research and Demonstration Projects:

There were several research studies conducted by Pilot Cities during Phase I which aided in the development of demonstration projects funded with discretionary funds. They were as follows:

1. Apprehension Time Study
2. Juvenile Recidivists Study
3. Juvenile Justice System Cost Model
4. Criminal Justice Education Analysis

The research projects and overall criminal justice analysis led to the development of two dozen demonstration projects funded with LEAA Discretionary funds during Phase I. A description of these projects is contained in Appendix A of this report.

There was an extensive investment of Pilot Cities' staff time and energy in the development of demonstration projects. Some of the projects were written completely by Pilot Cities' staff; some the staff helped write; technical assistance was provided by the staff for others; and for all of them assistance in obtaining local fund match and governmental approval was given. This last mentioned activity detracted from the major purpose of the program. As a result of the extensive investment of time and energy in technical assistance for the development of demonstration grant applications, many of the identified Pilot Cities Program objectives were seriously limited, especially in-depth research, system-wide analysis and the resulting projections from such research and analysis. Therefore a decision was

reached that in Phase II less time would be spent on actual grant application development, increasing the time available for realizing all program objectives.

## II. GOALS AND OBJECTIVES IN PHASE II

### A. Stated Goals and Objectives

The goals and objectives for Phase II were stated in the grant application submitted February 18, 1972.

"The primary goal of the Pilot Cities Program is to discover, test, demonstrate, evaluate and disseminate methods to control first-offender and recidivist crime and delinquency. The specific objectives are:

1. Identify major causes of first-offender and recidivist crime and delinquency.
2. Determine alternative methods to control first-offender and recidivist crime and delinquency.
3. Identify the best methods to reduce crime and delinquency for the community.
4. Assist in evaluating the development and implementation plans for the LEAA Pilot projects.
5. Evaluate and disseminate information about the process of organizational change resulting from the implementation and operation of the LEAA Pilot projects.
6. Evaluate and disseminate the results of the LEAA Pilot projects."<sup>1</sup>

Basically the aim was described as follows:

"Generally the Dayton/Montgomery County Pilot Cities Program will, during Phase II, perform research and development with respect to crime and delinquency control for the purpose of transferring the new knowledge and experience to other communities. On an experimental basis, the Pilot Cities Program discovers, tests, demonstrates, evaluates, and disseminates improved and more integrated methods to reduce first-offender and recidivist crime and delinquency within the intent of the Omnibus Crime Bill of 1968, as amended. Further, the Pilot Cities Program evaluates and disseminates the process of change involved in implementing those new methods in the community. In contrast to the LEAA Impact Program which primarily seeks to more thoroughly demonstrate crime and delinquency control methods on a system wide basis, the LEAA Pilot Cities Program is primarily directed towards research and development to find and demonstrate the best methods to control crime and delinquency. The link between the LEAA Pilot Cities and other LEAA Programs is technology transfer which is achieved by complete documentation of the new methods and the process of change involved in successfully implementing those new methods. Dissemination must be heavily emphasized in the Pilot Cities Program because, without it, maximum transfer of the technology

<sup>1</sup> Grant Application Phase II April 1, 1972 - August 31, 1973 Dayton, Montgomery County Pilot Cities Program

cannot take place. Specifically, the Dayton/Montgomery County Pilot Cities Program will apply its resources of research and technology to:

1. Assist local criminal justice agencies in acquiring and implementing coordinated system improvements.
2. Develop and pretest new programs to increase the efficiency of the criminal justice system.
3. Transfer technology and research capabilities of the Pilot Cities team to local criminal justice systems.
4. Evaluate the system effectiveness of active programs.
5. Disseminate information on the research and development activities to other communities.

The emphasis is on system wide improvement rather than system component improvement. A long range goal is to transfer the system planning capability to the Regional Planning Unit of Dayton/Montgomery County so that a system-wide, community based research, development, and action capability will exist beyond the existence of the Pilot Cities Program."<sup>2</sup>

The grant application for Phase II incorporating the above stated goals and objectives was approved on April 28, 1972.

#### B. Phase II Orientation

A new Project Director was appointed in January, 1972 and there was a complete change in staff during the summer and fall of 1972. As the training and experience of the in-coming staff and the new Project Director varied considerably from that of the previous staff, the Program also changed in orientation from an emphasis on law enforcement programming to a strong emphasis on heavy statistical analysis and research. The change was further encouraged by the implementation of the Regional Planning Unit as the focal point for law enforcement planning and programming.

#### C. Reorganization

A new approach was decided upon late in Phase II. After much discussion among local governmental and criminal justice leaders, Community Research, LEAA Region V and Pilot Cities' staff and representatives of Westinghouse Corporation's Urban Planning Unit, it was decided that a new format for Pilot Cities was necessary. Therefore an Advisory Board of community representatives involved in the criminal justice system was established with the retired police chief as its chairman. The Board includes city and county representatives, 9 members of the Supervisory Council on Crime and Delinquency, a board member of Community Research, Inc., and members from the community. Staff representatives from LEAA Region V office and the State Planning Agency

<sup>2</sup>. Ibid

office are non-voting members. The Advisory Board was organized and approved prior to the end of Phase II. The Board was actively involved in the development and approval of the Phase III grant application and the new Police and Procedure guidelines now in preparation.

Staff positions are presently being altered to include the following: Project Manager, Deputy Project Manager for Demonstration Programs, Resources-Transfer and Administration Manager, Research and Program Evaluation Manager, Planning and Program Development Manager, Secretary and Clerk Typist/Bookkeeper. The new positions are designed to reflect project functions rather than program areas as before.

### III. RESEARCH EFFORTS

#### A. An Overview

Research can be divided into two areas: basic or theoretical research and applied or demonstrative research. The former seeks to confirm, fail to confirm or refute an hypothesis or statement of relationship between concepts. Applied research uses empirical data to show a relationship of cause to effect. It includes the compilation of statistical data which is used as a basis for conclusions on a specific fact and also includes studies of literature and records.

The goals of research in Phase II were stated in the Master Plan for 1 January, 1972 to 1 July, 1975. The goals generally include the following:

1. Increase the understanding of causes of crime and delinquency in Montgomery County;
2. Increase the long range effectiveness of the community to control and/or reduce crime and delinquency;
3. Improve the quality of research methodology information through dissemination to local, state, and federal criminal justice agencies.

To accomplish these goals an eight step approach to research was inaugurated to direct the performance of the research tasks.

This was a classic approach to criminal justice research that included system problem definition, objective selection of problem priorities, identification and implementation of demonstration projects and evaluation-dissemination of results -- the system analysis approach.

1. The first step in the performance of this approach is to determine the characteristics of the community and the criminal justice system activities; in other words, create a baseline data bank consisting of census, crime, criminal and resource information.
2. The second step in the approach is to massage the baseline data using one of the previously described statistical techniques. Factors associated with or causes of crime and delinquency can be tested. Or new hypotheses may be established.
3. The third step is to identify problem areas based upon findings in step B with Montgomery County.

4. The fourth step is to rank the problem areas based on objective and subjective measures of effectiveness. The highest priority problem area will be the one that, when solved, will have the highest impact on crime and delinquency in Montgomery County.
5. The fifth step is to define and design a "best" solution to the high priority problem areas considering the probability of demonstration success and the work of the solution to other areas of the country.
6. The sixth step is to assist in the implementation of the demonstration projects.
7. The seventh step is to evaluate both the process of implementation and the project performance of the demonstration projects.
8. The eighth step is to document and distribute the results of the demonstration projects.

It was not realistic to believe that a five-man research team could investigate all aspects of the complex crime and delinquency environment as a whole. Time, resources, and staffing constraints require the selection of specialized subject matter for Pilot Cities research if an impact on crime and delinquency is to be realized. There are alternatives for the selection of a specialized area of research.

- A. Crime-specific research - The identification and solutions to problems in a particular crime area (e.g. burglary). This research performance would demonstrate impact on a specific type of crime in the Montgomery County area.
- B. System-wide research - The demonstration of very broad system-wide problem solutions that impact on parts of all system components of the Montgomery county environment (e.g. Criminal Justice Information System).
- C. Criminal specific research - The problems associated with the characteristics and behavior of a specific type of criminal (e.g. juvenile delinquent). This research will have an impact on the process of diversion and prevention of criminal activity.

Therefore it was decided to concentrate much of Pilot Cities' research efforts on juvenile delinquency during Phase II. This area was selected for several reasons:

1. The impact on the Dayton/Montgomery County area would be very high and long-range as juvenile arrests account for over 50% of non-personal crimes; 60% of adult offenders have juvenile records and the ratio of juvenile offenders to the total juvenile population is over twice the ratio in the adult population.

2. A good rapport had been developed with the Juvenile Court and other juvenile agencies.
3. Staff talents were high in this area.

B. Specific Projects

The projects funded in Phase II include the following with an indication of the type of funding and the amount. A complete copy of each grant application is available for review on request in the Pilot Cities' office.

Dayton Psychological Training and Evaluation Program  
Discretionary - \$7,000.00

Community Oriented Conflict Management  
Block - \$129,715.00

Youth Resources Commission  
Block - \$17,347.00

Dayton Automated Police Reporting System  
Block - \$22,000.00

Neighborhood Assistance Program  
Block - \$83,250.00

Dayton Organized Crime Control Program  
Discretionary - \$104,903.00

Dayton Mechanized Image System Program  
Block - \$84,026.00

Diagnostic and Treatment Services - Human Rehabilitation Center  
Discretionary - \$110,000.00

CIRCLE  
Block - \$235,000.00; Pilot  $\emptyset$  - \$210,000.00

Youth Service Bureaus  
Discretionary - \$216,018.00

Comprehensive Drug and Alcohol Rehabilitation Program  
Discretionary - \$375,000.00

Comprehensive Delinquent Youth Program  
Discretionary - \$156,690.00

Police Reorientation Survey  
Discretionary - \$45,000.00

Personal Crisis Intervention  
Discretionary - \$90,000

Crime Analysis Team  
Discretionary - \$83,310.00

Task Force on Target Hardening  
Discretionary - \$125,000.00

Youth Service Bureau (continuation)  
Discretionary - \$100,000.00

#### IV. DEMONSTRATION PROJECTS

##### A. An Overview

A major focus of Pilot Cities' efforts since its inception has been to plan and implement demonstration projects. These projects are designed to "demonstrate" a new approach to attack a crime-specific problem. The approach should attack a specified and documented problem area and should be considered feasible to the community. It should be a program that the community is willing and able to continue, if successful.

Much effort during Phase I and a portion of Phase II involved the development and design of programs financed by State block funds and LEAA discretionary funds. Pilot Cities' assistance in developing and designing State block grant programs was essential during this time since there were no other channels available locally for agencies to receive assistance in program planning. In late August, 1972 the formation of a Regional Planning Unit was approved by the state, establishing the Supervisory Council on Crime and Delinquency to perform the function of providing assistance to the local community in obtaining State block grants and formulating long-range objective plans for criminal justice programming. The Pilot Cities' staff was then able to allocate a greater percentage of its' time to perform applied research and related grant preparation of special demonstration projects.

Phase II of the project required a different direction in policy from that formulated in Phase I. The Phase I policy guided the Pilot Cities' Project into demonstration programs aimed at improving the operation of the community criminal justice system. The Phase II policy was directed toward accomplishing research tasks that could identify and demonstrate methods to reduce crime and delinquency and was as follows:

"The Dayton/Montgomery County Criminal Justice Pilot Cities Project has been organized to provide research assistance to community, state and federal agencies for achievement of the following objectives:

1. Increase the understanding of causes of crime and delinquency in Montgomery County.
2. Increase the long range effectiveness of the community to control and/or reduce crime and delinquency.
3. Improve the quality of research methodology information through dissemination to local, state, and federal agencies."<sup>3</sup>

<sup>3</sup> Dayton/Montgomery County Pilot Cities Project Master Plan  
1 January 1972 - 1 July 1975.

Several applied research studies were performed by the Pilot Cities' staff during Phase II. The conclusion of the studies provided factual/rational input for decision-making related to Pilot Cities development of those demonstration programs funded by LEAA in July, 1973. The above statement is especially true in regard to the development of the Comprehensive Delinquent Youth Program. Several studies were done in this area during Phase II to lay the ground work for this project. However all of the demonstration programs relied to varying degrees on the statistics and analysis of earlier research.

## V. TECHNICAL ASSISTANCE

### A. An Overview

A major focus of Pilot Cities' staff efforts is to provide technical assistance to the organizations within the criminal justice system of Dayton and Montgomery County. Technical assistance can be defined as any effort in which consultation and/or staff assistance is provided to an organization to assist in the planning or programming processes of that organization's on-going operation. Technical assistance includes such efforts as consultation, special studies, evaluations, sitting in on committees, etc. The purpose in Pilot Cities' staff providing technical assistance is varied but has two (2) main foci: a) to disseminate knowledge gained from the Pilot Cities' program into the community; and b) to increase acceptance of the Program by the community.

### B. Specific Projects

Technical Assistance (TA) efforts have been varied to meet the changing needs of the community and to maximize use of Pilot Cities' staff. During most of 1972 a major concern was the development of the local Regional Planning Unit. Much staff time went into the planning and implementation of this program. Once the R.P.U. became operational, Pilot Cities' staff continued to assist in the implementation by giving staff assistance on the various Task Forces and in the writing of the 73-74 Criminal Justice Plan. It is anticipated that Pilot Cities' staff will continue to work closely with the R.P.U. during Phase III to coordinate our mutual efforts.

During 1972 much staff time was also spent in the development of two other planning and coordinating organizations, the Youth Resources Commission and the Dayton Area Council on Alcoholism and Drug Addiction. A staff member continues to serve as an ex officio member of the Youth Resources Commission. Pilot Cities' staff have played major roles in the planning functions of these two organizations by offering consultation and concrete assistance.

Several new programs were planned and developed with considerable Pilot Cities' assistance. These include Ex-Cons for a Better Society, the Youth Service Bureaus as well as the many demonstration projects outlined in section IV above.

The community has asked for and received considerable consultation and other assistance in areas not directly related to demonstration grants. These include:

- a) Staff studies for the Dayton Police Department;
- b) Analysis of proposals for equipment for the Dayton Police Department;
- c) Unscheduled evaluations of grant projects funded under LEAA block grants and performed at the request of the Supervisory Council on Crime and Delinquency, including the following projects: Youth Resources Commission and several Police Department grants;
- d) Preliminary evaluation of the Student Rights Center;
- e) Consultation to the Youth Resources Commission on funding resources and on licensing regulations and procedures;
- f) A survey of all correctional resources;
- g) Development, writing and presentation of a Treatment Alternatives to Street Crime (TASC) grant under the Special Action Office for Drug Abuse Prevention;
- h) General consultation on programming to the police, prosecutor's offices and correctional agencies.

Of course a major function is to assist community organizations in the planning, development and implementation of new projects funded under Pilot  $\emptyset$  Discretionary funds. Such a function requires many long hours of discussion to plan an effective program. The grant application process required Pilot Cities' staff assistance in the writing and presentation both locally and to LEAA officials. Once approved PC staff spend many hours in assisting the organization in the details of implementing the project per grant guidelines, in general monitoring of the project's operation and finally, in evaluating the progress.

In order to maintain a constant awareness of community needs, problems and plans, it is essential that PC staff be involved in the operational functions of other organizations. Therefore staff sit on many committees and boards to fulfill this function. These include: Ex-Cons for a Better Society, Youth Resources Commission, Supervisory Council on Crime and Delinquency Task Forces, Health and Welfare Planning Council's Legislative and Public Policy Committee and others. In addition staff are actively involved in many professional organizations which have interests and activities related to the criminal justice system; i.e., National Police Assn., Dayton and Ohio State Bar Associations, American Society of Public Administrators and the National Association of Social Workers.

## VI. EVALUATION

### A. An Overview

The purpose of evaluation is to review a specific project to see: 1) if the stated goals have been achieved; 2) the level of program performance; 3) if it is cost-effective; 4) if the project has demonstrated that there is a value to the community in the continuation of the program. Another very important value in evaluation is the role of assessing the project's strengths and weaknesses to determine recommendations for improvement. It should be remembered that, ideally, considerable thought and study has occurred to evolve the "demonstration" project initially. If such study and planning has preceded the grant, then it would be assumed that the project does meet a community need and will attain at least minimal success in the demonstration. Therefore it is more important to assess the weaknesses and strengths to determine better ways to offer such service.

Pilot Cities has a responsibility to evaluate each project funded under LEAA Pilot funds. In doing so, the Pilot Cities' staff has tried to look at all five (5) items stated above:

- 1) stated goals of project;
- 2) program performance;
- 3) cost-effectiveness;
- 4) value to community;
- 5) strengths and weaknesses so as to recommend changes to support project.

The following projects have been evaluated. The date indicates date of completion. The name is that of the staff member(s) primarily responsible and is included for referral convenience. A\* means that person has resigned.

- 1) Community Oriented Conflict Management, February, 1972  
John Cordrey
- 2) Community Service Officer Program, February, 1972  
John Cordrey
- 3) Drug Rehabilitation Program, February, 1972, John Cordrey
- 4) Alcoholic Rehabilitation Program, February, 1972  
John Cordrey
- 5) Community Centered Team Policing, March, 1972,  
John Cordrey

- 6) Comprehensive Addiction Services Program, April, 1973  
John Cordrey
- 7) Youth Resources Commission/Youth Service Bureaus (2)  
June, 1973, Lorine Reid, Health and Welfare Planning Council
- 8) Diagnostic and Treatment Services of the Human Rehabilitation Center, September, 1973, Lorine Reid and John Cordrey

VII. BUDGET PLANNING

A. Budget Summary Phase II

Since a complete budget and fiscal report for Phase II will be submitted under separate cover this part of the report will be somewhat brief. The following comments are only intended to report in summary fashion the basic budget procedure utilized during Phase II and a brief comment on the expenditures during that period.

The budget itself as identified in the original grant for Phase II was expended utilizing a full system of accounts and bookkeeping procedures established during Phase I of the Pilot Cities Project. This procedure allows for voucher control to be separated from actual check expenditure thereby creating a more viable system for expenditure of Project funds. The full bookkeeping procedures established previously were adhered to during Phase II of the Project.

During the first half of Phase II a separate bookkeeper-accountant was provided for from the Project funds. At the termination of this employee, it was felt that these responsibilities could be absorbed by one of the existing clerical personnel. The turnover of all Pilot Cities' bookkeeping activities and fiscal records was completed in early summer of 1973.

During the early months of Phase II certain programmatic changes occurred within the direction of the Project, as mentioned within this report, which created over-expenditures in some budget categories. These over-expenditures were mostly due to change in personnel configuration or utilization of additional consultants for Project activities. In addition some of the additional funds were necessary due to the Project physically moving to a different office location. These expenditures caused an overburden on the existing Project budget as originally designed at the time of the grant award. No budget adjustments were obtained during this early period and it was necessary during the summer of 1973 to request a budget adjustment to allow for expenditures made previously. This request for budget adjustment was made during the last week of July, 1973. The adjustment requested allowed for over-expenditures by categories as previously indicated plus projected expenditures through the remaining part of Phase II. The change of category was necessary in order to account for actual expenditures made during Phase II.

From the standpoint of total expenditures within the Phase II budget the following brief comments are included within this report. The actual LEAA support for the Phase II Project grant totalled \$400,000. Although the final fiscal report may revise these figures, it is anticipated that at the present time the total budget expenditures by category during Phase II amounted to the following:

Personnel - 40%  
Professional Services - 44%  
Travel - 1.8%  
Equipment - 4.4%  
Supplies and Operating Expenses - 9.5%

Although these percentages of actual expenditures may be somewhat off from the final fiscal report, it should be noted that these estimates reflect a near correct picture of actual Project budget utilization.

#### B. Projected Budget-Phase III

The continuation grant application for Phase III submitted August 1, 1973 has been reviewed and approved by Region V Office of LEAA. The basic grant period begins September 1, of 1973. Special conditions submitted at that time require that the budget for Phase III will be revised to \$400,000 total as soon as a new Project Manager is designated. Although this will change the budget in specific categories, it should be anticipated that no major categorical differences will occur from the original grant budget submitted. This original budget's primary emphasis in Phase III is on personnel salaries and special categories for consultants and subcontractors. The personnel area is written to maintain the original staff concept of a Pilot Cities team but to change the various responsibilities, duties and positions of the personnel. The consultant and subcontract areas of the budget are specifically designated to provide additional funds for technical assistance programs as outlined within the Phase III grant. This technical assistance program area is perhaps the major difference or increase from Phase II to Phase III in the Pilot Cities' operation. All other grant categories are consistent with the level of budgeted funds from the Phase II period. The following indicates the percentage of budget within the major categories of the Phase III grant.

Personnel-Professional Services (Staff and Consultants) 72%  
Travel - 5%  
Equipment (Miscellaneous, Indirect Costs and Subcontracts) - 17%  
Supplies and Operating Expenses - 6%

In addition to the total federal funds of \$400,000 for Phase III, there is an in-kind match from Westinghouse Urban Systems Center, to provide some "in-kind" activity as a part of their commitment to the Pilot Cities Project. This Westinghouse commitment amounts to \$6,300.

The final observation that should be noted is that within the currently being prepared guidelines manual for Phase III there is a recommendation for a total programming budget for the Pilot Cities Project. This budget procedure will probably provide for a line item budget plus a full system of costing accounting for total Project efforts. In addition, this system may be integrated into

the demonstration grant management phase of the Project. The obvious necessity for this is to provide total cost benefit analysis for both Phase III of the Pilot Cities Project per se and the individual demonstration grant programs. This information is most definitely needed from an evaluation standpoint for the Pilot Cities Project as well as the demonstration programs.

## VIII. COMMUNITY RELATIONSHIPS

### A. An Overview

In view of the stated goal of Pilot Cities "to discover, test, demonstrate, evaluate and disseminate methods to control first-offender and recidivist crime and delinquency," the development of concrete, constructive relationships in the community is an essential.

The term "Community" can be interpreted both broadly and narrowly. The sociological interpretation is quite broad and usually emphasized the lay citizen or John Doe who lives in the city and who has in the past been excluded from any say in the public functions surrounding him. A very narrow interpretation defines "Community" as a small geographic section of a city and includes only those organizations physically existing in that area and a representative citizen group. The Pilot Cities' definition has been related to a systems approach. The nature of our Project requires that we look at the various structural systems having a direct or indirect effect on the crime problem in the Dayton/Montgomery County community. These systems include: the many parts of the criminal justice system, the governmental structures and the local planning organizations. All contribute to the analysis of the problem; the testing, demonstration and evaluation of new program approaches; and finally, to the dissemination of methodology throughout the community.

The criminal justice system has three basic components:

- 1) Police
- 2) Courts
- 3) Correctional organizations.

All three have a direct impact on the criminal and any resolution of the crime problem. The police are responsible for the maintenance of law and order and for the arrest of the offender. The courts must process the arrested person to objectively determine guilt or innocence and, if guilt is determined, to sentence the individual. The correctional organization then has the responsibility to provide programs which hopefully will change the convicted person's behavior to prevent further criminal activity. All three of these parts of the criminal justice system are equally important as they form a chain which is mutually supportive. If one breaks down, all three are affected. Therefore, it was essential for Pilot Cities' staff to: first, analyze all three components as to their strengths and weaknesses; second, plan with the separate parts of the CJS to develop and implement new demonstration programs which are needed; third, determine that any program implemented is mutually supportive of the entire CJ System; and last, work with the CJ system to disseminate the methodology throughout the entire system.

The governmental structures also include three basic units: 1) City of Dayton, 2) Montgomery County, 3) State of Ohio. In addition there are the many small community governments within Montgomery County. These play a very important role. All three of the major structures affect to varying degrees the operation of the criminal justice system. They do so through laws enacted, administrative regulations and budgets, approval powers over special funding, and their control over various supportive functions to the CJS. Within the processes involved to implement the above described functions is found a balance of elected officials with those appointed. Hence the consumer is involved through his power of election of the elected official. Here we see the constitutional balance of power between the executive and legislative. The planner must be constantly aware of these balances and counterpoints in function within and among the various systems.

Last but not least are the local planning organizations. These organizations are semi-private in that they have boards made up of citizens and are not directly responsible for any form of government. Some of the primary examples are: Supervisory Council on Crime and Delinquency, Miami Valley Regional Planning Commission, Health and Welfare Planning Council, Model Cities Planning Council and the Mental Health and Retardation Board. The planning organizations carry a major responsibility for program development in their individual program areas. Unless the goals and projected plans of these organizations are considered by Pilot Cities' staff in their daily work, there can be considerable duplication. As these boards are made up of citizens of the community, they are a major resource for citizen participation in the total planning process. In addition a failure to work cooperatively with these organizations would result in possible duplication of efforts and the thwarting of future efforts at community-wide dissemination.

In summary, community relationships are of vital importance to the efforts of Pilot Cities as the points and the counterpoints in function constantly affect the outcome of the efforts of Pilot Cities' staff and of the entire criminal justice system. Therefore much time and effort has been spent by Pilot Cities' staff in perfecting these relationships.

## IX. PROJECTION FOR PILOT CITIES PHASE III

The basic concepts for the Pilot Cities continuation Phase III were developed during the summer of 1973 at the time of the development of the continuation grant. The successful implementation of the Phase III grant should bring about an entirely new concept for Pilot Cities. This change in concept does not however affect the basic goals of improving the criminal justice system nor does it affect the composition of a Pilot Cities team to work towards this improvement. The new concept for Phase III will however change the basic task responsibilities of the team members and redirect efforts towards a more structured set of objectives resulting in the eventual transfer of Pilot Cities' functions to some existing agencies. It is obvious from this that one of the major new objectives for Pilot Cities is the institutionalization of the Pilot Cities' team concept into the existing criminal justice structure within Dayton/Montgomery County.

The method of operation during Phase III which should bring about this eventual institutionalization still relies heavily on the original concept of research conducted by Pilot Cities' team. This research should evolve in Phase III into eventual demonstration projects for the criminal justice agencies within the area. It is suggested as a philosophy however that these demonstration projects are not the ultimate goal but are only a means to an end, i.e., institutionalization of the research, evaluation and planning efforts.

The particular difference in the Pilot Cities' operation for Phase III involved the change in team composition and duties as well as a newly defined approach to technical assistance as conducted by Pilot Cities. A new team composition brings about a totally different structure than originally designed in the initial Pilot Cities' concepts. The Phase III Pilot Cities' job descriptions are more specifically designed around conceptual tasks, i.e., evaluation, research, general planning and operations, monitoring of demonstration grants and resource/transfer. The new staff structure further is amplified by a total list of tasks and assignments delegated to the individual team positions. This method of specific task assignments during Phase III should make the total evaluation of the success or failure of the Phase III Pilot Cities' operation much easier.

In addition to the team concept change as mentioned previously a further innovative technique for providing technical assistance has become an integral part of the Phase III proposal. This technical assistance effort will be conducted by Pilot Cities and should provide a vehicle by which specialized technical assistance can be provided on a definite need basis to the criminal justice agencies or to guide planning efforts within the Dayton/Montgomery County area. This technical assistance is managed by the Pilot Cities' team but provides specifically for consultant or management assistance from outside firms, or groups. Therefore the Pilot Cities' team it-

self will not be directly involved in providing technical assistance but will only manage the technical assistance effort. Hence the Pilot Cities' team can work toward the specific goals of the project i.e., research, demonstration grants and evaluations and allow technical assistance to be only a minor part of the team effort as a management chore. Providing technical assistance in this way Pilot Cities can demonstrate the need for specialized capabilities without devoting full time staff efforts to this operation. It is hoped that the concept of research and demonstration can affectively be achieved through direct team efforts and further that the need for technical assistance can be shown through the specialized consultant group or outside assistance.

As a final notation, the implementation of the demonstration grants will be more closely monitored than in previous phases of the Pilot Cities' operation. The demonstration grant monitoring will evolve into a continuing day to day contact and review type of program. In this way an active monitor control of the demonstration grants can be achieved as well as more direct contact between the Pilot Cities' team and the grantee agencies. It is anticipated that through this direct contact, improved evaluation on a continuing basis can be maintained throughout the demonstration grant period. This continuing evaluation should lead to a more reliable as well as more comprehensive final evaluation report on the success or failure of the individual demonstration project.

One final item of major concern in any projection of Phase III operations surrounds the establishment of the Pilot Cities Advisory Council. The Pilot Cities Advisory Council will be comprised of community members and will be specifically responsible for direction of the Pilot Cities' team during Phase III. This board will have the ultimate responsibility for program direction as well as control over the team's efforts. The chairman of the Pilot Cities Advisory Council will function as a part time Project Director and thereby have total responsibility over Pilot Cities activities for Phase III. In order to improve community coordination in criminal justice planning many members of the Pilot Cities Advisory Council have been chosen because of their additional membership within the Supervisory Council on Crime and Delinquency. It is felt that this cross membership will be of direct assistance in improving the liaison between the Supervisory Council on Crime and Delinquency's block criminal justice planning efforts and the Pilot Cities' research and demonstration efforts. The ultimate intent of the Pilot Cities Advisory Council however is to provide more immediate local control and direction of the Pilot Cities' efforts within the Montgomery County area. Perhaps this is the most common thread throughout the entire projection for Phase III of Pilot Cities operation, namely, the reintegration of the pilot Cities' effort into the community. The basic intent behind the reintegration is the desire to effectively demonstrate the research-planning concept as well as to provide an adequate evaluation of the same in order that a successful institutionalization of the concept can be achieved in the Dayton/Montgomery County Criminal Justice community.

**END**