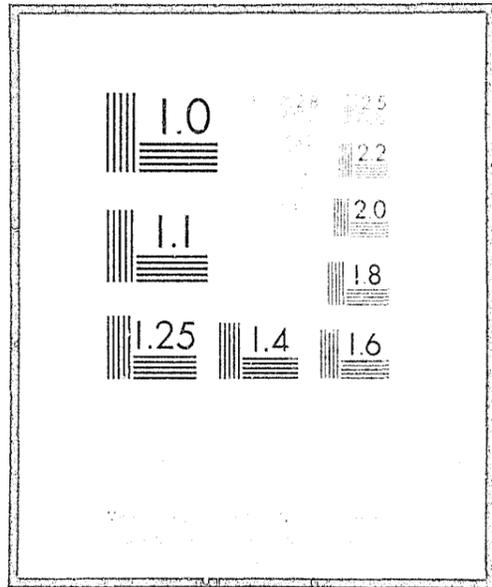


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## PHASE I FINAL REPORT

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A Report Developed Under  
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JANUARY 1974

DES MOINES/DOLK COUNTY  
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PREFACE

This final report of Drake University's Metropolitan Criminal Justice Center reports on Phase I implementation and development of the Pilot Cities Program in Des Moines and Polk County, Iowa. The report is being submitted to LEAA in partial fulfillment of Drake University's contractual reporting requirements regarding the progress of the Metropolitan Criminal Justice Center. Unlike the Center's five-volume interim report - which describes and analyzes the criminal justice system in Polk County, Iowa - this report addresses itself exclusively to the Pilot Cities Program in Des Moines and Polk County, the goals of the program, approaches taken and community relationships built during Phase I, and the project's accomplishments. Comments are invited.

## I. INTRODUCTION

In May of 1971, Drake University was invited by officials of the Law Enforcement Assistance Administration, U. S. Department of Justice, Washington, D. C., to assume responsibility in the Des Moines/Polk County area for a Pilot City Program effort. The University promptly responded to this invitation and on May 28, 1971, submitted a grant application requesting support for the establishment of the Des Moines/Polk County Metropolitan Criminal Justice Center (hereinafter referred to as MCJC). This grant was approved in Washington, D. C. on September 8, 1971, and was received by the University on September 16, 1971.

The purpose of the grant award was to enable an action-oriented team of professionals to be established to perform criminal justice research in the Des Moines/Polk County area. Utilizing Federal funds and by application of the most current knowledge and technology, the team was to assist local officials to: (1) identify and assess major criminal justice problems and (2) implement coordinated pilot projects that would test, demonstrate, evaluate and disseminate methods for the reduction of crime and delinquency (see "LEAA Pilot Cities/Counties Program," Law Enforcement Assistance Administration Guideline, pp. 1 and 2, January, 1973. This document will hereinafter be referred to as Guideline.)

From the standpoint of its intended impact on the community, the program accepted the following major goals:

1. To demonstrate the ability of an interdisciplinary team to work with an operating criminal justice system and within a period of five years to contribute significantly to the improved ability of that system to reduce crime and delinquency and improve the quality of justice.
2. To institutionalize the gains made during the Pilot City Program to building into the area's criminal justice system the research and analysis capability necessary for systemwide, problem oriented planning and program evaluation.

In view of the national aspect of the Pilot City Program effort, it was also appropriate to establish the following as a major project goal:

3. To understand more clearly the process by which change takes place in the criminal justice system so that more effective means can be devised for the nationwide dissemination and possible implementation of well-tested innovations. (Guideline, p. 4)

In order to achieve these goals, Drake University's MCJC has been involved in activities "characteristically... carried on in each Pilot City" (Guideline, p. 2):

- a. Pilot Research. To help diagnose and give needed definition to criminal justice problems, pilot research is conducted. The emphasis is to concentrate on common problems in a real life setting and to develop tools, measurement techniques and methodologies which will be transferable to other jurisdictions. In this respect, the Pilot City serves as a laboratory site to develop and test new methods for reducing crime in America.
- b. Demonstration Projects.
  - (1) Discretionary LEAA funds are provided to each Pilot City/County to support carefully conceived, pioneering demonstration programs that can serve as "models". (In appropriate circumstances, a program that seeks to accomplish any of the following purposes may also qualify as a demonstration effort:
    - (a) Introduces an approach which is not widely accepted in the area or region.
    - (b) Consolidates a number of existing, individually accepted ideas.
    - (c) Provides for the first time an evaluation of an existing program or accepted idea.
    - (d) Contributes to the foundation for the long-term development of a model criminal justice system.)
  - (2) Strong research and evaluation schemes are built into demonstration programs to assure assessment of impact. There is also an attempt to learn more about the process of program implementation.
- c. Technical Assistance.
  - (1) Because it is less visible and does not normally result in a "product", technical assistance is more difficult to measure. It can be properly described as a process of community development:
    - (a) To improve criminal justice agency planning skills.
    - (b) To improve criminal justice agency management capabilities.

(c) To improve criminal justice research and evaluation capabilities.

(2) As a result of the five-year Pilot Program effort, there should be planning, management, and research and evaluation capabilities existing within the criminal justice system and the community far superior to those at the program's inception. (Guideline pp. 2-3).

The activities of the MCJC team in each of these areas will be summarized in more detail later in this report. For more detail, see MCJC's Interim Report, "The Criminal Justice System in Polk County, Iowa."

## II. ORGANIZATION AND STAFFING

Organization of the MCJC staff in Des Moines/Polk County during Phase I involved a one quarter-time director and a team of four professionals supported by Drake University undergraduate and graduate students working as research assistants. In December of 1971, the first of the project's professional staff, Dan H. Aultman, Associate Director-Police, began employment, to be joined in January by the project's Associate Director-Corrections, Paul Stageberg, and in March by the Associate Director-Courts and Associate Director-Systems, Charles Larson and John J. Wolfe, Jr., respectively. John Wolfe, later during Phase I, was named to the project's Deputy Directorship, as it became apparent that successful project functioning required more direct and detailed direction than was possible with only a 25% part-time director. The director's position was filled by W. J. Durrenberger, Drake University's Assistant Vice-President, Educational Services. Interestingly enough, Drake University, in the beginning of the program, had asked for authorization for a full-time project director, but this request had been denied.

At the suggestion of the LEAA Regional Office in Kansas City, the MCJC team took a cautious approach in the development of grant applications potentially utilizing the \$500,000 per year set aside for Pilot City demonstration and research projects. Thus, the initial months of MCJC activity involved thorough study of the Des Moines/Polk County criminal justice system and the relationships established and interactions occurring therein. This study led to the publication of the Des Moines/Polk County Metropolitan Criminal Justice Center Interim Report,<sup>1</sup> a five-volume work discussing and analyzing the cri-

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<sup>1</sup>Des Moines/Polk County Metropolitan Criminal Justice Center, Interim Report, The Criminal Justice System in Polk County, Iowa, Volume I, Systems: Description and Analysis (To be released); Volume II, Law Enforcement: Description and Analysis (released January, 1973); Volume III, Adjudication: Description and Analysis (released December, 1972); Volume IV, Juvenile Justice: Description and Analysis (released February, 1973); Volume V, Corrections: Description and Analysis (released July, 1973).

minal justice system in Des Moines and Polk County. Those volumes describing law enforcement activity, the adjudication system, the juvenile justice system and the corrections system have been released, while the "systems" report is expected at a later date.

Complete implementation of the team concept has never really occurred within the Metropolitan Criminal Justice Center of Des Moines and Polk County. Failure to attain this objective has been due primarily to two factors:

- 1) Turnover of two professional staff positions; and
- 2) Difficulty in filling the two vacant positions.

Although a thorough recruitment campaign has been implemented, at the request of the Kansas City LEAA Regional Office the Des Moines/Polk County Metropolitan Criminal Justice Center delayed formal interviewing of candidates. The filling of the two vacant positions is one of the project's highest Phase II priorities.

The existence of these staff vacancies may have had one beneficial result for the project, however, in that remaining staff, in order to maintain project activity in the police and courts areas, were forced to diversify, yielding a more "system-wide" type of responsibility and expertise. Thus the team's "systems" specialist (a lawyer) assumed primary responsibility in the courts area and combined with the corrections specialist in several law enforcement efforts. While not an ideal situation at the time, this diversification may assist the project in its coordinating function in Phases II and III.

### III. PROJECT ACTIVITIES

Found below are synopses relating to the specific projects studied and/or developed by the Metropolitan Criminal Justice Center during the first phase of its existence. Although this list is not necessarily all-inclusive, it will provide a general indication of the project activities carried out before Phase I terminated.

#### A. LAW ENFORCEMENT ACTIVITIES

Because of the departure in October of 1972 of the Metropolitan Criminal Justice Center's Associate Director-Police and because of the difficulty the Center has had in filling that vacancy, activities in the law enforcement area have not been as extensive as team members might have wished. However, even with these disabilities, the Center has been able to conduct a number of activities in the law enforcement area. The most important of these are noted below.

##### 1. Consolidation of Police Communications.

While the Associate Director-Police was still on the MCJC staff, he and his primary assistant worked in the area of consolidation of police communications. The aim of this effort was to develop some means of coordinating police communications within the Metropolitan area, e.g., a consolidation of all communication dispatch and radio frequencies in order that one focal point could serve all emergency communication dispatching. Since that time, the Associate Director-Corrections of the Center, in coordination with the Polk County Sheriff, has been conferring with a potential communications consultant to assist Polk County in implementing the Iowa State Communications Plan, to be finished late in 1973. It is anticipated that MCJC, with or without utilization of consultative services, can assist Polk County in developing a more effective and efficient law enforcement communications system.

##### 2. Metropolitan Area Narcotics Squad.

At the request of Polk County law enforcement agencies, the Associate Director-Police developed a grant application for a Metropolitan Area Narcotics

Squad (MANS), to assist local law enforcement agencies in detecting and apprehending narcotics violators. Application for MCJC discretionary funds was made early during the project activity, but was rejected by LEAA Kansas City in that project, although it would have been unique in the State of Iowa, did not meet LEAA's criterion of innovativeness. This grant, however, was funded at a later time through the Iowa Crime Commission.

3. Helicopter Utilization Project.

Because the Des Moines Police Department and the Polk County Sheriff have made no utilization of helicopters, the Metropolitan Criminal Justice Center conducted an extensive bibliographic search for materials relating to the utilization of helicopters as crime prevention and criminal apprehension vehicles. Although MCJC was unable to provide the Des Moines Police Department with the funds for an innovative helicopter utilization project, the collection of information in this area has, to some degree, assisted the Des Moines Police Department in evaluating the usefulness of helicopters, and potentially could aid other jurisdictions in the decision regarding helicopter purchase and utilization. A final report on this activity is currently under development.

4. Curriculum Development for Recruitment Training.

The Metropolitan Criminal Justice Center has also been involved in the development of an advanced training curriculum for criminal justice agencies. The ultimate objective of this development would be to provide funds to design a new curriculum for recruitment training of police officers, for advanced training programs directed toward improving the capability of the police officer within the Metropolitan area, and for training personnel in other areas of the criminal justice system, i.e., courts and corrections personnel. The program would ultimately require funds to design and support six special training programs over a 12-month period.

5. Family Crisis Intervention.

Another effort by MCJC involved collection of materials from cities through-

out the United States which have developed and maintained programs in which police are trained to cope with family disturbance calls in terms of citizen welfare and officer safety. The long-term aim of this project would be to assist police agencies in directing families to suitable agencies in order to help them resolve chronic intra-familial difficulties. Upon the collection of literature regarding various program alternatives, programs were to be compared in terms of training, cost, effectiveness, and methodology, to enable the Des Moines Police Department to train police officers in family crisis intervention.

6. Planning, Programming and Budgeting System.

Because the Des Moines Police Department was desirous of obtaining MCJC funds to implement a planning, programming, and budgeting system, the Metropolitan Criminal Justice Center inquired into the utilization of this system throughout the nation. Inquiries proved that this system has seen wide usage in the United States, and resulted in the Metropolitan Criminal Justice Center's indicating to the Des Moines Police Department that due to the extensive use of planning, programming, and budgeting systems, MCJC funds would be unavailable for implementation within the Des Moines/Polk County area.

7. Minority Recruitment.

Baseline research of the Metropolitan Criminal Justice Center indicated that, in comparison to the percentage of minority individuals in the Des Moines/Polk County area, the law enforcement agencies within Polk County contained an under-representation of minority staff. The Metropolitan Criminal Justice Center is attempting to develop an innovative approach toward recruiting minority personnel in the Des Moines/Polk County area. Ultimately, utilization of Metropolitan Criminal Justice Center discretionary funds is anticipated.

8. Police-Juvenile Treatment Program.

The Associate Director-Corrections worked with the Des Moines Police Department to determine the feasibility and desirability of implementing a ride-

along type program for Juvenile Court referrals in lieu of Training School Commitment. (see Juvenile Justice section of this report)

B. ADJUDICATION SYSTEM ACTIVITIES

Although the Associate Director-Courts of the Metropolitan Criminal Justice Center resigned as of February, 1973, project efforts in the courts area have continued. The Deputy Director of the Center has been concentrating primarily in the adjudication sector since the departure of the adjudication specialist. The most significant of the efforts conducted by the Metropolitan Criminal Justice Center in the adjudication system are included below.

1. Preliminary Adjudication Information System Survey.

Phase I of this project entails an extensive study to determine the utilization of major journals, books, and files in the adjudication system. Clerical and administrative personnel participating in the adjudication system have been interviewed, and case files of the Polk County Attorney's Office have been thoroughly reviewed.

Although almost all of the agencies involved in the adjudicative system have been surveyed at least on a preliminary basis, information obtained thus far from some of these agencies has not been obtained in sufficient depth to portray an accurate assessment of these components. General office functioning and types of documents issued, handled, and stored by the District Court, Sheriff's Office, Police Department and County Attorney's Office, have been determined. The civil component of the adjudicative system has not, as yet, been studied.

The Preliminary Adjudication Information Systems Study was undertaken for three basic reasons:

- (a) The increase in the incidence of crime and number of cases entering the adjudicative system thereby increasing the workload of all involved.

- (b) The creation of the Unified Trial Court as of July 1, 1973, providing for the abolition of all mayors, J.P. courts, police, supervisor, and municipal courts as well as offices connected with these courts. The new courts' judicial power will be exercised by district judges, district associate judges and judicial magistrates. The act also provides for the establishment of a small claims court.
- (c) The existing need for useful information regarding the present mode of functioning to assist in effecting a smooth transition to the new Court system.

In view of these impending changes in the adjudicative system, a basis understanding of the present information system is important. Factors such as types and volume of documents; recording of information on the document; number of times a given type of information is recorded on a given document and on other documents; general flow and direction of information from office to office are some of the important factors in determining the functioning and efficiency of the system.

It is with these considerations in mind that MCJC undertook the study of the adjudicative information system of Polk County, Iowa. The study is not intended to be an in-depth systems analysis of the adjudicative system. Its purpose is to shed light on the efficiencies as well as the inefficiencies of the system and to provide useful information to local officials.

## 2. District Court Data Collection

During the summer of 1972, the Metropolitan Criminal Justice Center took a 50% systematic random sample of all District Court cases in 1971. The objective of this research was primarily to learn more about the operation of the adjudication system in Polk County. Because this type of information is quite lacking, the Metropolitan Criminal Justice Center, in conducting this research effort, discovered information about the adjudication system which would otherwise have been buried in District Court records. Specifically, data were collected concerning method of disposition and lag time by type of crime.

3. County Attorney's Office Evaluation

At the request of the Metropolitan Criminal Justice Center, three officials of the National Center for Prosecution Management conducted a walk-through visit of the Polk County Attorney's Office in September of 1972. The goal of this visit was to obtain an outside opinion relating to the functioning of the Polk County Attorney's Office, as well as to gain an assessment of the effectiveness of a full-time prosecutor's project in the Polk County Attorney's Office. In conjunction with this visit of the National Center for Prosecution Management, MCJC itself conducted an evaluation of the full-time prosecutor's project for the Polk County Board of Supervisors.

4. Grant Applications

Two grant applications in the courts area have been submitted and approved:

a. Model for Lay Administrator/Analyst Utilization in Medium-Size Prosecutors' Offices.

This unique demonstration project has placed a skilled administrator/analyst within the Polk County Attorney's Office to perform the following functions:

- (1) Analyze the procedures involved in processing a criminal case from point of arrest to final adjudication, and develop and assist in implementing administrator steps to reduce the elapsed time from arrest to adjudication;
- (2) Analyze and develop improved management procedures in the County Attorney's Office;
- (3) Implement data collection techniques permitting comprehensive analysis of operations and performance;
- (4) Develop guidelines that define duties to be performed by an administrator/analyst functioning in an office having 15 to 20 staff attorneys;
- (5) Document the nature of duties capable of performance by a lay administrator/analyst and the resulting time benefits gained by staff attorneys;

Project evaluation of this application involves two steps:

- (1) The administrator/analyst is responsible for in-house evaluation, determining the effects of reforms implemented due to the project;
- (2) The Metropolitan Criminal Justice Center is responsible for a more general analysis relating to the accomplishment of the project's goals and system-wide effects attributable to the project.

b. Comparative Legal Defense Services

This project is designed to provide evidence that will assist in determining the best system for providing legal counsel to accused indigents. Approximately 35% to 45% of all legal counseling required by accused indigents will be provided through a public defendant office, while all other accused indigents will continue to receive publicly-provided legal services through the court assigned system. Extensive data regarding the manner in which services are provided and charges disposed of will be analyzed to discover whether statistical relationships can be shown to exist between the promptness and manner of disposing of charges and the method used to provide legal counsel. Among other issues specifically considered will be 1) the standard used in making counsel available to accused indigent misdemeanants and its method of application, and 2) the legal ramifications of the administrative decision-making process of the Polk County correctional system as it affects accused or convicted indigents.

c. JUVENILE JUSTICE SYSTEM ACTIVITY

During Phase I of the MCJC activity, a great deal of effort was expended in studying the juvenile justice system and attempting to assist practitioners in identifying and surmounting their problems. To that end, the following project activities have taken place:

1. Juvenile Court Data Collection

In the summer of 1972, MCJC was involved in extracting data from the files of Juvenile Court in order to gain a more accurate and comprehensive view of

official delinquency in Polk County. Although no report has yet been completed utilizing these data, a statistical report dealing with official delinquency in Polk County is expected. This report, to include more extensive and precise data regarding juvenile delinquency in Polk County than ever gathered previous to this time, should assist juvenile justice officials in Polk County in combatting delinquency, and hopefully will be the forerunner of further data analyses of this type.

2. Improvement of Records-Keeping Functions

Because the above-mentioned research illustrated the inadequacy of records-keeping functions throughout the juvenile justice system when utilized for evaluation and analysis, MCJC, at the request of the Juvenile Court, designed 1) a new face sheet for the Court, and 2) a police information card to be utilized by the Court to inform local police agencies of Juvenile Court action with youths referred by those agencies. Although neither of these items is as yet in use by the Juvenile Court, it is hoped that their utilization will begin in the near future. The face sheet, in particular, is of note in that it could mark the first step toward the development of a manual or computerized information system at the Juvenile Court level. At present, data in the juvenile area are of a relatively superficial nature, do not lend themselves to grouping or any analysis, and do not lend themselves to the development of delinquency profiles in Polk County. The face sheet designed by MCJC was developed with the circumvention of these problems in mind.

3. Committee for Juvenile Justice

The Associate Director-Corrections of the Metropolitan Criminal Justice Center and his chief assistant have been actively participating in the Committee for Juvenile Justice, an advisory committee to the Polk County Board of Supervisors in the juvenile realm. This Committee, although it has only

recently been given formal recognition by the County Board, has the potential to play a vital role in promoting greater communication, cooperation, and coordination among agencies of the juvenile justice system. Following a recommendation contained in the interim report of the Metropolitan Criminal Justice Center, the Polk County Board of Supervisors recently voted to recognize the Committee for Juvenile Justice as an official advisory committee to the County Board in matters relating to the juvenile justice system. The Metropolitan Criminal Justice Center played a vital role in the County Board's formally recognizing the Committee.

4. Youth Guidance Program Evaluation

At the request of the Committee for Juvenile Justice, the Metropolitan Criminal Justice Center has just recently completed an evaluation of the Juvenile Court's Youth Guidance Program. This Program, which involved up to 20 juveniles each weekday evening for a period of four weeks, was implemented by the Juvenile Court in an experimental phase in September of 1972. After a 12-week period of operation, the project was temporarily discontinued awaiting evaluation. MCJC, as noted above, has just recently completed this evaluation, and the Juvenile Court is now applying for MCJC discretionary funds to permit renewed operation of the Program.

5. Workshop for Juvenile Justice Officials

The Metropolitan Criminal Justice Center, acting in its role as a member agency on the Committee for Juvenile Justice, assist the Committee in designing and presenting a workshop on juvenile delinquency in Polk County. Arrangements for this workshop were made through the Metropolitan Criminal Justice Center, utilizing the facilities of Drake University, and took place on July 11, 1973. Through efforts such as this, the Metropolitan Criminal Justice Center, in conjunction with the Committee for Juvenile

Justice, is fostering efforts to improve communication, cooperation, and coordinate in the juvenile justice system.

6. Bibliographic Research

The Metropolitan Criminal Justice Center is in the final process of constructing a bibliography relating to 1) juvenile parole and probation, 2) the sentencing decision, 3) juvenile aftercare and training schools, 4) classification of juveniles and adults, 5) research methodology relating to follow-up studies, and 6) delinquency in general. This bibliography, compiled due to the application of the Metropolitan Criminal Justice Center for a follow-up study of youths released from the State Training Schools, will be distributed among other Pilot Cities in order to assist them in any similar ventures.

7. Assistance to Field Services

At the request of the Area VI Field Office of the State Department of Social Services, the Metropolitan Criminal Justice Center designed for that office a five-by-seven card to assist in keeping an accurate record of each client's status. This card, reproduced in the Appendix of Volume IV of MCJC's Interim Report, will also assist the Metropolitan Criminal Justice Center in collecting data otherwise unavailable.

8. Grant Applications

Also in the juvenile area, MCJC has assisted local and State agencies in the preparation of two grant applications using MCJC discretionary funds, and is in the process of preparing two additional applications. These applications are as follows:

a. Follow-up Study of State Training School Releasees

This application proposes a follow-up evaluation of youths committed to Iowa's two State Training Schools, utilizing two full-time field researchers to collect extensive data pertaining to the youths committed, treatment re-

ceived during institutionalization and aftercare, and their status after specified periods following release from the training schools. The project's goals are the following:

- (1) To provide the State Training Schools with an assessment of their effectiveness;
- (2) To more accurately assess the types of youths committed to the State Training Schools;
- (3) To evaluate the mobility of releasees from the Training Schools; and
- (4) To attempt to determine the feasibility of using multiple criteria for determining the success or failure following release from juvenile institutions.

Because of the comprehensive nature of the data to be collected in this study, its impact may well be felt throughout the juvenile justice system of the State of Iowa, as it provides Juvenile Court judges with information pertaining to the success of their commitments, provides the Training Schools with information as to their effectiveness, and provides aftercare services with some assessment of their effectiveness.

The activity of the two researchers, and the progress of the research, will be monitored by the Metropolitan Criminal Justice Center, acting in an evaluatory capacity. This grant was formally submitted in early May of 1972, with project approval received during June.

b. Iowa Runaway Service

Although this nation's runaway problem is of ever-increasing magnitude, and appears to constitute a significant drain on local and state juvenile criminal justice agencies, there has been no significant federal, state or local effort attempting to either sufficiently assess the impact of the runaway problem on the criminal justice system or to control or eradicate the problem itself. This project, however, proposes such an effort through the establishment of an Iowa Runaway Service (IRS) to counsel, house and provide aftercare services to the State's runaway youth. Other benefits of the IRS

include assessment of the impact of such a service on the criminal justice system, diversion of many adolescents from the system, and a reduction of juvenile court referrals for running away.

Although the project possesses a housing component, rather than stressing the alternative living facilities comprising the primary portion of most other runaway programs, the major thrust of this project involves counseling and after-care services. Utilizing the services of a variety of community-based resources, the Iowa Runaway Service seeks to assist families and youths in re-developing relationships built upon mutual understanding and trust. It is unique in possessing a statewide outreach function to work with families during and following the runaway episode, preparing for the runaway child's return and developing a strengthened relationship upon his return. Perhaps most important, it proposes the establishment of a constructive alternative to involvement in the juvenile justice system for these youths, diverting them from the system and thereby significantly reducing the involvement of criminal justice agencies in the runaway problem.

An extensive evaluation is provided to ascertain the types of youths receiving the services of the IRS, to evaluate their performance following intervention, and to accurately determine the project's qualitative and quantitative effects on the juvenile justice system in Polk County and the State of Iowa.

In developing this grant application, the Metropolitan Criminal Justice Center significantly assisted the Iowa State Office of Planning and Programming, specifically collecting considerable data from the Polk County Juvenile Court to assess the impact of the runaway problem on the operation of that Juvenile Court. Project approval was granted in June of 1973.

c. The Polk County Juvenile Court's Youth Guidance Program

As noted above, the Metropolitan Criminal Justice Center conducted an evaluation of the first 3-month experimental phase of the Youth Guidance Program. The Polk County Juvenile Court has, since the release of the evaluation, requested the Metropolitan Criminal Justice Center to develop a grant application utilizing MCJC discretionary funds to continue the Youth Guidance Program. That application was awaiting submission at the termination of Phase I.

d. The Metropolitan Criminal Justice Center has been requested by the Des Moines Police Department to develop a Ride Along Program for referrals to the Polk County Juvenile Court. This program, as currently envisioned, would act as an alternative type of treatment for youths otherwise to be committed to Iowa's training schools. The Metropolitan Criminal Justice Center, utilizing the consultative services of Vincent Webb, Ph.D., a Drake University Professor of Sociology, is currently conducting baseline research to determine the need for this sort of program.

D. ADULT CORRECTIONS SYSTEM ACTIVITIES

Because MCJC preliminary research and analysis has indicated that the juvenile justice system warrants primary corrections system activity, the adult corrections system has not received the relatively intensive attention received by the juvenile justice system. This, in large part, is due to the presence of the Polk County Department of Court Services, a comprehensive community-based corrections effort which has been selected by LEAA's National Institute of Law Enforcement and Criminal Justice as its first "Exemplary" project. The Department of Court Services administers a program of release on recognizance, a program of supervised release, county probation, a residential facility for sentenced male felons, and a women's half-way house. Although MCJC staff members have worked very closely with the staff of the Department of Court Services,

the specific project and data collection efforts present in the juvenile justice system have not occurred in the corrections system. However, some specific activities have occurred which ultimately affect the corrections system:

1. Crime Commission Corrections Committee

The Associate Director-Corrections of the Metropolitan Criminal Justice Center serves as one of four advisory members on the Corrections Committee of the Iowa Crime Commission. In that capacity, he is able to provide input into statewide corrections planning, assist in the grant review process of correctional applications at the State level, and participate generally in formulation of corrections policy statewide. He in addition serves as a member on the Juvenile Justice Sub-Committee of the Corrections Committee and thus is able to provide technical assistance regarding applications for juvenile delinquency funds, review of research applications, formulation of juvenile justice system funding policies, and so forth.

Specifically, the Associate Director has been involved in juvenile justice sub-committee efforts concerning the following:

- a. Definition of "juvenile corrections" as opposed to the definition of "prevention". This involved collaboration among the Associate Director, the Superintendent of the Boys Training School, and the Corrections Specialist of the Iowa Crime Commission;
- b. Development of minimum standards for grant applications to the Iowa Crime Commission in the juvenile justice area. This specifically involved the Associate Director - and the Chief Psychologist of the Boys Training School;
- c. Review of grant applications, particularly those involving research components, in the juvenile justice area; and
- d. Location and identification of exemplary projects in the juvenile justice area, nation-wide.

2. Iowa Corrections Association

The Associate Director-Corrections has also participated in the annual meeting of the Iowa Corrections Association (ICA). The most recent meeting, unlike previous ICA meetings, was directed toward the improvement of specific

skills of corrections personnel throughout the State. The Associate Director-Corrections was utilized as a facilitator in small group sessions, and thus was able not only to familiarize himself further with corrections personnel statewide, but was able to assist the ICA as well.

3. Jail Administration Responsibility

The Associate Director-Corrections and the Associate Director-Systems assisted the Polk County Board of Supervisors in an early-1973 decision pertaining to the operation of the Polk County Jail. MCJC was requested by the County Board of Supervisors to prepare a position paper pertaining to the status of the jail and proper jail administration. Partially as a result of MCJC recommendations, the County Board in January voted to transfer administration of the jail from the County Sheriff to the Polk County Department of Court Services. Although this transition has not as yet been completed, MCJC has been viewed as a catalytic agent in effecting this change.

Metropolitan Criminal Justice Center  
Application for Discretionary Grant Funds

	<u>Submitted</u>	<u>Applicant</u>	<u>Approved</u>	<u>Disapproved</u>	<u>Comments*</u>
Metropolitan Area Narcotics Squad (MANS)	March, 1972	City of Des Moines		X	Rejected, April 1972. Funded through Iowa Crime Commission
Model for Lay Administrator/Analyst Utilization in a Medium-Sized Prosecutor's Office	November 1972	Polk County Board of Supervisors	X		Project approved Jan. 1973. Project operation commenced June 1 1973
Comparative Legal Defense Services Analysis	April, 1973	Polk County Board of Sup.	X		Project approved May, Evaluation design submitted to LEAA by June 30
Follow-up Study of State Training School Releasees	May, 1973	State Dept. of Soc. Services	X		Project approved June, 1973
Iowa Runaway Service	May, 1973	State Office of Planning & Programming	X		Project approved June, 1973
Helicopter Utilization		City of Des Moines			Concept rejected by MCJC after study
Planning, Programming & Budgeting System		City of Des Moines			Project rejected by MCJC on basis of innovativeness
Police-Juvenile Treatment Program		City of Des Moines			Under study
Preliminary Adjudication Information System Survey		Polk County Board of Sup.			Near completion. Grant applications expected as result



Metropolitan Criminal Justice Center  
Application for Discretionary Grant Funds

	<u>Submitted</u>	<u>Applicant</u>	<u>Approved</u>	<u>Disannroyed</u>	<u>Comments*</u>
Youth Guidance Program		Polk County Board of Sup.			Application under de- velopment
Iowa Corrections Associa- tion "People-centered Problem Solving" Conference		State Dept. of Social Servi- ces			Funding rejected by LEAA/Kansas City be- fore formed application submitted

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\*Comments relate to status of projects as of June 30, 1973, the final day of MCJC Phase I.

#### IV. BASELINE DATA

Because one of the priorities of the Metropolitan Criminal Justice Center involves the accumulation and analysis of baseline data pertaining to the operation of the entire criminal justice system, one of the project's primary goals in Phase I has been the initial collection of baseline data, accompanied by the establishment of procedures to enable routine data base collection during subsequent grant phases. The Interim Report of this Center contains a majority of the baseline data collected during Phase I, and although it is not necessary here to go into detail regarding data collected, it is appropriate to indicate the types of data that have been gathered.

##### A. LAW ENFORCEMENT DATA.

1. 1969 - 1971 victim risk rates in Polk County;
2. 1971 arrests according to race, sex, and age;
3. 1962 - 1971 Part I crimes by jurisdiction, reported and cleared;
4. 1962 - 1971 Part I and II arrests by jurisdiction;
5. General data relating to personnel, training, education, and budgetary information.

##### B. COURT-RELATED DATA.

1. Polk County Attorney budget and current staff salary allocations;
2. Five-year data regarding number of cases disposed on a statewide basis;
3. Five year statement of the total number of cases disposed by the Des Moines Municipal Court;
4. 1970 and 1971 Polk County District Court verdicts;
5. Budgetary data pertaining to defense counsel utilization in Polk County;
6. Data pertaining to the method of disposition in Polk County in 1971;
7. Data relating to type of charge and lag time in the Polk County District Court; and

8. Criminal Court expenditures for the years 1969 through 1971.

C. JUVENILE JUSTICE SYSTEM DATA.

1. Polk County Juvenile Court (10 year data, 1962 through 1971);

- a. total referrals;
- b. referral source;
- c. ages of referrals;
- d. race of referrals;
- e. reason for referrals;
- f. place of care pending disposition;
- g. disposition; and
- h. number of juveniles handled, by sex, by offense.

2. Polk County Juvenile Home (10 year data, 1962 to 1971):

- a. total days stay;
- b. length of stay;
- c. admissions by age;
- d. children admitted and readmitted
- e. average daily attendance, by month (1965-1971); and
- f. job descriptions of personnel.

3. Iowa State Training Schools:

- a. commitments from Des Moines District

D. CORRECTIONS DATA.

1. Polk County Jail:

- a. number of individuals detained, 1969 to 1971;
- b. average length of stay;
- c. number of juveniles held;
- d. prisoners held, 1971;
- e. mean days held, 1971;

- f. median days held, 1971;
  - g. total prisoner days, 1971;
  - h. frequency of length of stay, by offenses, 1971;
2. Polk County Department of Court Services (1972):
- a. admissions by sex and race;
  - b. administrative materials, personnel policies, and salary schedules;
  - c. miscellaneous forms utilized by the Polk County Department of Court Services;
3. Bureau of Adult Corrections Services:
- a. data extracted from the State Department of Social Services Annual Report, 1971:
    - (1) major offense committed of inmates committed and in residence;
    - (2) length of sentence received for inmates committed and in residence;
    - (3) time served by inmates released;
  - b. data pertaining to Polk County admissions to field services, 1962 to 1972:
    - (1) year of admission;
    - (2) month of admission;
    - (3) age;
    - (4) age by sex and race;
    - (5) type of admission to field services;
    - (6) type of admission by sex and race;
    - (7) institution from which received;
    - (8) place of institutionalization, by sex and race;
  - c. data derived from Community Services Progress Reports, January through March, 1972:
    - (1) number of clients per agent;
    - (2) type of program;
    - (3) program report number;

- (4) number of personal and collateral contacts with clients;
- (5) type of supervision;
- (6) living arrangements;
- (7) marital status of client;
- (8) legal family responsibility;
- (9) contacts with family by agent;
- (10) occupational status of clients;
- (11) job title;
- (12) average hours worked and missed per week;
- (13) number of work changes;
- (14) average weekly income;
- (15) jobs/institution training relationship;
- (16) type of help needed;
- (17) family aid needed;
- (18) alcoholic involvement;
- (19) drug involvement;
- (20) convicted offense;
- (21) status of clients;
- (22) current age;
- (23) number of arrest this period;
- (24) agent's recommendation.

E. CRIMINAL JUSTICE SYSTEM DATA.

- 1. population characteristics;
- 2. demographic variables.

V. COMMUNITY RELATIONSHIPS AND TECHNICAL ASSISTANCE

During its 20-month Phase I, the Des Moines/Polk County Metropolitan Criminal Justice Center has attempted to utilize its resources to assist local groups, individuals, and units of government in defining criminal justice issues and problems, planning alternative actions to resolve criminal justice problems and implementing solutions to those problems. In that role, the Criminal Justice Center has developed strong relationships with individuals throughout the criminal justice community, with units of government, and with the agencies of the criminal justice system. Frequently, MCJC has been called upon by local individuals or agencies to participate in sessions pertaining to resolution of criminal justice problems. Thus, our resources have frequently been utilized to maintain and build upon the relationships developed, generally working toward improvement in the criminal justice system.

Although a complete list of project activities in this area would not be feasible, a reasonably comprehensive outline of community service activities in which we have been involved reads as follows:

A. IN THE AREA OF ADJUDICATION:

1. The Criminal Justice Center, after developing the demonstration grant for an administrator/analyst in the Office of the Polk County Attorney, coordinated and participated in the efforts of the selection committee choosing the administrator/analyst.
2. Upon the formation of a committee to consider the advisability of computerizing information within the Polk County District Court, the Metropolitan Criminal Justice Center participated on this body.
3. The Associate Director - Courts addressed the annual meeting of the Iowa County Attorneys Association, speaking specifically on "grants-

manship": and the general capabilities and operations of the Metropolitan Criminal Justice Center.

4. During the visit of staff members from the National Center for Prosecution Management, arranged by the Metropolitan Criminal Justice Center, a seminar for prosecutors in the State of Iowa was conducted, speaking specifically to the issues of:
  - a. screening
  - b. filing of cases
  - c. case assignment
  - d. evaluation of office practices
  - e. general prosecutorial administration.

B. IN THE JUVENILE JUSTICE SYSTEM:

1. Following the release of this Center's Volume I, staff working in the juvenile justice area were requested to participate in the development and organization of a volunteer service bureau, to be utilized in the juvenile justice system of Polk County. This organization, still in its preliminary stages, was developed at least in part as a response to MCJC recommendations.
2. Following the release of the volume on Juvenile Justice, the Des Moines United Way requested the participation of two staff members of the Center in a program primarily concerned with juvenile justice and the operations and responsibilities of the Metropolitan Criminal Justice Center.
3. During March of 1973, Booz, Allen and Hamilton staff personnel, consulting for Boys Town of Omaha, Nebraska, visited Des Moines to assist in a determination of how Boys Town might further serve Des Moines and Polk County. The Metropolitan Criminal Justice Center, because it is recognized among community leaders as being cognizant

of juvenile justice issues and problems, was contacted by Booz, Allen and Hamilton, and provided considerable input regarding needs of the Polk County juvenile justice system that conceivably could be met by Boys Town.

4. Having become aware of Juvenile Court computerization of records in other jurisdictions, the Criminal Justice Center obtained materials regarding computerization for the Polk County Juvenile Court.
5. Responding to the inquiries of a group of local citizens, the Metropolitan Criminal Justice Center has participated in the development of a grant for a youth service center to assist delinquent youths in obtaining employment. Although the use of Metropolitan Criminal Justice Center funds for this effort was not a possibility, the Center assisted in the development of this application and in locating possible funding sources.
6. Following the release of the volume on Juvenile Justice, MCJC staff concentrating on juvenile justice met several times with Juvenile Court officials, at their request, to assist in implementing MCJC recommendations.
7. The Metropolitan Criminal Justice Center has worked with the Office of the State Youth Coordinator in attempting to assist them determine their role vis-a-vis the Metropolitan Criminal Justice Center, and generally within the State Juvenile Justice system. As an extension of this process, the Associate Director - Corrections of the Metropolitan Criminal Justice Center arranged to meet with the State Youth Coordinator, the Corrections Specialist of the Iowa Crime Commission, and the Director of the National Council on Crime and Delinquency Evaluation Team in Des Moines, to ascertain the degree to

which the planning and evaluation capabilities of the corrections and juvenile justice systems could be consolidated.

C. IN THE AREA OF CORRECTIONS (SEE ALSO B7 ABOVE)

1. The Metropolitan Criminal Justice Center was extensively involved in the planning of the 1973 Iowa Corrections Association meetings. Although MCJC funds anticipated for allocation to ICA were not approved, the Criminal Justice Center assisted the Iowa Corrections Association in locating eventual funding.

D. IN THE AREA OF NATIONAL ASSISTANCE:

1. Following the release of the request-for-proposal for the Nation-wide Pilot City evaluation, the Metropolitan Criminal Justice Center received a request from a prospective bidder to visit this office and discuss the evaluation. This office accepted the request, and subsequently provided considerable input to the prospective bidder regarding the scope and effort of the Pilot Cities Program.
2. At the request of Region VII, Law Enforcement Assistance Administration, the Metropolitan Criminal Justice Center assisted the National Institute Of Law Enforcement and Criminal Justice in locating any possible "exemplary programs" in the Des Moines/Polk County area. The Associate Director - Corrections escorted a NILECJ staff member as he reviewed Polk County Department of Court Services, eventually chosen as the first Exemplary Project announced by the Institute.

E. IN THE AREA OF "SYSTEMS":

1. Staff members of the Metropolitan Criminal Justice Center have participated in the Central Iowa Regional Planning Commission and Polk County Crime Commission. Although the status of these two commissions was in a state of flux during MCJC's Phase I, MCJC staff members had numerous contacts and meetings with the staffs of these two organizations.

- 2. Participating with two members of the Polk County Board of Supervisors, the Deputy Director and the Associate Director - Corrections of the Metropolitan Criminal Justice Center addressed a criminal justice seminar sponsored by the AFL-CIO.
3. The Metropolitan Criminal Justice Center has had numerous contacts with the National Council on Crime and Delinquency Evaluation Team, located in Des Moines. These efforts have primarily involved coordination of MCJC and NCCD activities in the Des Moines/Polk County area.
4. The Metropolitan Criminal Justice Center has provided technical assistance to the Polk County Board of Supervisors regarding the upgrading of their planning and programming capabilities in the criminal justice system.
5. Because of difficulties encountered with the Polk-Des Moines Computer Center by the Metropolitan Criminal Justice Center during one of its first computer analyses, the Criminal Justice Center participated in efforts to assist the Computer Center in determining how it might upgrade its capabilities to further aid criminal justice research and evaluation.
6. In an effort to stay abreast of current criminal justice issues and tentative solutions, staff members from the Metropolitan Criminal Justice Center have attended a variety of national meetings. Among these have been:
  - a. The 1972 Congress of Corrections, sponsored by the American Corrections Association;
  - b. A conference on family crisis intervention, which dealt specifically with identifying programs relating to crisis intervention in the police area. Attendance at this conference was a

response to 1) a desire in the community to implement some sort of crisis intervention unit within the Des Moines Police Department, and 2) the Metropolitan Criminal Justice Center's desire to obtain information regarding alternative approaches in setting up specialized crisis intervention units;

- c. At the request of LEAA, Kansas City, four members of the Metropolitan Criminal Justice Center staff participated in an evaluation seminar provided for State Planning Agency personnel. MCJC staff served as facilitators in some of the evaluation seminar sessions, and generally provided input to State Planning Agency personnel regarding data necessarily included in evaluation components of grant applications;
- d. The Associate Director - Corrections of the Metropolitan Criminal Justice Center, serving as one of the approximately 13 Iowa delegates, attended the National Conference on Criminal Justice;
- e. An MCJC research assistant attended an IBM conference on relating to computer utilization in the adjudication system. Although Des Moines/Polk County does not have computerized courts record keeping or evaluation, serious thought is being given to such computerization;
- f. MCJC personnel have attended a variety of meetings and conferences regarding drug abuse, generally, and drug abuse specifically in the Des Moines/Polk County area; and
- g. The Center's Corrections Specialist attended the National Institute on Crime and Delinquency in 1973, specifically attempting to obtain further ideas regarding alternatives to the detention of delinquent youth.

## VI. CONCLUSION

During Phase I of its existence, the Metropolitan Criminal Justice Center faced problems which, according to discussions among this Office and the other Pilot Cities, appeared characteristic of the Pilot City effort nation-wide. Some of these problems were surmounted, resulting in accomplishments for the Pilot City Team, while others were not.

One of the most perplexing and recurrent problems faced by the Pilot City Team during its first Phase was the general misunderstanding by community leaders of the purposes and goals of the nation-wide Pilot City effort. The seed of this problem was sown even before the Law Enforcement Assistance Administration approved Drake University's application for a Pilot City Team, in that early contacts between the City and County and LEAA gave the City/County the impression that the Pilot Cities was yet another source of limitless federal dollars for anti-crime programs. Characteristic of the publicity regarding the Pilot City Program in Des Moines prior to the project's formulation is the following, found in the Des Moines Tribune of May 17, 1971:

### AS ANTI-CRIME "PILOT CITY", D.M. TO GET AID MILLIONS

Des Moines and Polk County could receive up to \$4.5 million in new federal "anti-crime" money in the next five years.

The city and county have been selected as a "pilot city" in a new federal anti-crime project, the office of Senator Jack Miller (Rep., Ia.) reported Tuesday.

Details of how the money would be spent were not disclosed, but Miller estimated that research and development funds could total as much as \$2 million over the five-year period, and that as much as \$2.5 million more could be forthcoming to finance action programs.

#### \$300,000 for "Research"

"The funds will be used," Miller said, "to improve the capacity of the local criminal justice system to cope with crime. Efforts will be made to develop a comprehensive development plan for improvement which will range across the entire spectrum of the criminal justice system - police, courts and corrections."

Miller said the first phase of the program would involve spending \$300,000 for a "research and development" grant, apparently to determine how to best spend the rest of the money.

The pilot city program is run by the Law Enforcement Assistance Administration (LEAA) of the Justice Department.

Miller said the initial research grant would go to an institution that has a reputation in the state for criminal justice research, such as a research foundation or university.

He said Des Moines and Polk County were selected on "the basis of demonstrated effectiveness of local leadership and planning and carrying out programs designed to improve the over-all criminal justice system".

The performance record of the city of Des Moines under its Model City program was also taken into account, Miller said.

He said the pilot city program was developed by LEAA's National Institute of Law Enforcement and Criminal Justice, research and development unit of the anti-crime agency.

Results achieved in each pilot city, Miller said, will be disseminated to other metropolitan areas throughout the country for possible adoption.

Miller also said Des Moines was selected by a screening team of LEAA officials and ranked No. 1 in a 10-state region that also included Missouri, Kansas, Nebraska, North and South Dakota, Colorado, Montana, Wyoming and Utah.

Chenoweth "Delighted"

"We're delighted that Des Moines was chosen for this," City Manager Tom Chenoweth said Tuesday.

"We had a lot of good competition...I didn't think we had much of a chance, but we came out - we're very proud that we were chosen."

He said an LEAA official was to meet with him Tuesday afternoon to discuss the project.

Des Moines Police Chief Wendell Nichols said he was "real thrilled that Des Moines got this".

He said he now expects to get "a lot of expert help - help the city couldn't afford to buy" and the chance to "try new programs".

"We think this is a real good chance for Des Moines...we fought narcotics and crime in this city the conventional way, and we've been losing," he said.

"Now we'll get a team of experts to help us with our problems...I guess it's a kind of feather in our cap."

The misunderstanding engendered by this promise of untold federal millions provided the Pilot City Team in Des Moines with one of its greatest obstacles. Illustrating to the Des Moines Police Department the rationale for not utilizing Pilot City funds for the implementation of, for example, a police planning, programming, and budgeting system, proved a challenging task. Although at the end of Phase I there appeared to be a greater awareness on the part of city officials of the types of programs suitable for Pilot Cities funding, this problem was never totally overcome, and remains with the project as it enters Phase II.

Difficulties of this sort, however, existed primarily in its relationships with the Des Moines Police Department and city officials, as opposed to other units of government with which the project works, Polk County, and the State of Iowa. Thus, prior to the end of Phase I, MCJC appeared to have established credibility with criminal justice practitioners in the courts, juvenile justice, and corrections area. This agency was called on for technical assistance numerous times, as noted above. The credibility apparently gained in these areas has given MCJC a firm base for action in Phases II and III. Although there is an awareness of some philosophical differences between MCJC and some community agencies in these particular areas, amicable and supportive relationships have been developed.

In that MCJC is located in the capitol of the State of Iowa, the Pilot City Program here probably plays a greater role in State criminal justice activities than is the case in other Pilot Cities. This, however, is not an unmixed blessing. Although MCJC is more able to stay abreast of state-wide criminal justice developments, one resulting factor has been what might be termed an antagonistic relationship between MCJC and the State Planning Agency of the Iowa Crime Commission. It is probably fair to say that the

SPA resents MCJC's intrusion into a criminal justice system formerly the sole responsibility of the Iowa Crime Commission. MCJC, on the other hand, questions the philosophical underpinnings of the State Planning Agency, and is critical of the SPA's disregard of MCJC resources and capabilities in the criminal justice system.

The position of the State Planning Agency is well put forth in the letter from its Executive Director to MCJC's Deputy Director in February of 1973:

Basic to this problem is whether bona fide results can be expected from a criminal justice planning effort supported primarily through discretionary grants which are supported not by the State, but by LEAA. Personally, I am opposed to any form of discretionary grant and believe that completely that maximum coordination and programing development can be obtained through the block grant system to the States. Since we, the State Planning Agency, and the Iowa Crime Commission, are not in the approval channel for these grants, it is difficult for us to become involved other than from the point of view of plans coordination.

The block grant system allows the State to approve grants. Your system does not. We, therefore, cannot be totally aware of the reasons which LEAA may have for disapproving Center proposals.

I am afraid this is not much help, except to tell you that it is difficult to comment on a program with which I basically disagree.

The establishment of a stronger working relationship and greater cooperation with the State Planning Agency are issues which look for resolution in MCJC's Phase II. Given that the Executive Director of the Iowa Crime Commission (the governing body of the State Planning Agency) is also the Dean of the Drake Law School, which administers the Metropolitan Criminal Justice Center in Des Moines/Polk County, it is not unrealistic to hope that relationships between two agencies will be improved in future MCJC Phases.

In conclusion, then, MCJC Phase I contained difficulties, but was not without its successes. As recommended in the Guideline, MCJC interdisci-

plinary team has effectively begun operation within Des Moines/Polk County, and inroads have been made in improving the quality of justice produced within the Des Moines/Polk County criminal justice system. Most cognizant agencies recognize the Center as being able to provide a legitimate service to the area's criminal justice system, and have accepted the Center's role in that capacity. The MCJC team remains optimistic about the Center's ability to fulfill its responsibility to Des Moines and Polk County, and anticipates increasing accomplishments in Phase II and III.

**END**

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