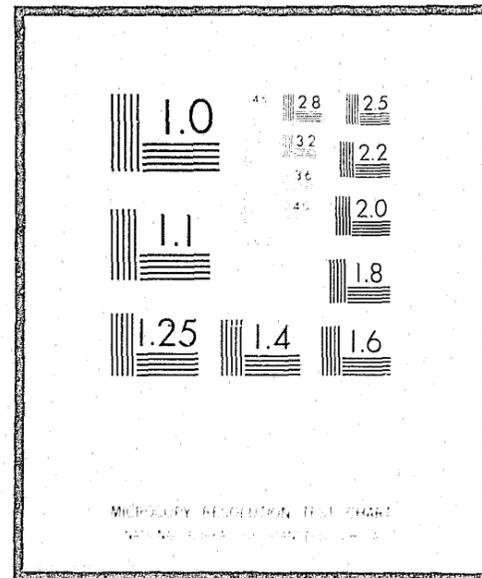


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ROCHESTER-MONROE COUNTY
CRIMINAL JUSTICE
PILOT CITY PROGRAM

GRANT 72 NI-32-0001

PHASE ONE FINAL REPORT

DECEMBER 31, 1973

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FOREWORD

In 1972, the Law Enforcement Assistance Administration, United States Department of Justice, formally designated Rochester-Monroe County, New York, as the eighth "Pilot City" program area in the United States. On March 1, 1972, Pilot City grant 72 NI-02-0001 was awarded the Graduate School of Management, University of Rochester, to conduct the Pilot City Program.

According to the grant award, a "final first phase report" is due on or before the termination of the first phase of the projected five-year Pilot City Program. This report, on the first phase of the program, is submitted in compliance with this condition.

It was June 2, 1972, when final agreement on the Pilot City grant was reached between L.E.A.A. and the grantee, the Graduate School of Management, University of Rochester. This report, therefore, covers the activities of the Rochester-Monroe County Criminal Justice Pilot City Program for the nineteen-month operational period of June 2, 1972, to December 31, 1973.

I SUMMARY OVERVIEW

In 1972, the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration selected Rochester-Monroe County, New York, as the eighth¹ Pilot City/County area and designated the Graduate School of Management of the University of Rochester to conduct the Program. The "Pilot City" Program, which is scheduled to run for five years, is part of a national research and demonstration effort. The Program's staff, who operate as a unit of the Graduate School of Management, are funded by the National Institute in three twenty-month phases. This report reviews the first phase operation of the Rochester-Monroe County Criminal Justice Pilot City Program.

Goals and Basic Activities

The Pilot City Program is designed as a long-range research and development program with the overall goals of reducing crime and delinquency, upgrading the criminal justice system, and improving the quality of justice. Additional goals are directed at institutionalizing gains made during the Program by "building into the target area's criminal justice system the research and analysis capability necessary for system-wide, problem-oriented planning and program evaluation," and gaining insights into the process by which change takes place so that "more effective means can be devised for the nationwide dissemination and possible

¹

The other Pilot Cities, shown with the starting dates, are: San Jose/Santa Clara County, California 5/70; Dayton/Montgomery County, Ohio 7/70; Charlotte/Mecklenburg County, North Carolina 12/70; Albuquerque/Bernalillo County, New Mexico 2/71; Norfolk Metropolitan Area, Virginia 9/71; Omaha/Douglas County, Nebraska 9/71; Des Moines/Polk County, Iowa 9/71.

implementation of well tested innovations."¹

To meet these goals, the Rochester-Monroe County Criminal Justice Pilot City Program is involved in three basic activities: (1) pilot research, directed at defining and diagnosing criminal justice system problems; (2) the provision of technical assistance to criminal justice agencies, aimed at improving agency planning skills, management capabilities, and research evaluation capabilities, and (3) the development in the local community of innovative, "model" demonstration projects structured in an evaluation framework enabling a rigorous assessment of their impact.

Capsule Summary of
Pilot City Activities in Phase One

The Pilot City Program was specifically charged in Phase One with developing an interdisciplinary staff; becoming thoroughly familiar with criminal justice agencies and allied programs in the community; collaborating with these agencies in determining research and program needs and priorities; developing baseline data providing a general description of the criminal justice system; designing and undertaking research projects with operational policy implications; and assisting in the planning and implementation of demonstration projects. This capsule summary briefly highlights Phase One activities of the Program. Full details are provided in the remainder of this report.

The first two months of the Program largely involved obtaining

¹ Law Enforcement Assistance Administration, Guideline G 3600.1, "L.E.A.A. Pilot Cities/Counties Program", January 2, 1973, P. 2.

office space, recruiting, and hiring some staff members. With the hiring of the Director early in the third month, the Program was able to move to a new level of activity. Although a substantial amount of time was required to handle the administrative details necessary to get the Program fully operational, and while recruiting efforts continued, a program for maximum staff contact with local criminal justice agencies was undertaken immediately. During August and September, 1972 (the third and fourth months of the Program), the full Pilot City staff met daily with various criminal justice agencies, contacting well over thirty separate agencies. These sessions were designed to introduce the Pilot City Program and staff to local agencies and at the same time to obtain an initial overview of agency functions, personnel, and problems.

During this same period, arrangements were completed establishing a Steering Committee and a Technical Advisory Committee, providing for policy and program coordination of the Pilot City Program with other criminal justice planning activities in the local community. Arrangements also were developed for collaboration of other members of the University's academic community in the Program.

Starting in October, 1972 (the fifth month of the Program), all Pilot City staff members became involved in extensive field visits and research directed at developing baseline data describing the local criminal justice system. At the same time several in-depth studies were underway and the staff also was rendering technical assistance to local criminal justice agencies, particularly in the area of record and information management system analyses.

By November of 1972, all nine of the basic staff members were on board and the Program was in full operation. Linkages with the University, with the local community, and with the relevant state and federal agencies had been firmly established; the staff was thoroughly familiar with local criminal justice agencies and was collaborating with agency personnel in determining research and program needs; technical assistance was being rendered to several criminal justice agencies as well as to related community agencies; both baseline data research and special in-depth studies were underway; and last, but not least, the time-consuming and challenging process of developing innovative demonstration projects had commenced.

Today, at the close of Phase One, the Rochester-Monroe County Criminal Justice Pilot City Program can report the following progress regarding their mandated basic activities:

Development of Demonstration Projects

In collaboration with local officials, five demonstration projects have been developed which are now operational, and a sixth is nearing implementation. Over \$884,000 in L.E.A.A. discretionary funds has been awarded to Rochester and Monroe County for these special demonstration projects. These grants, which were obtained under the auspices of the Pilot City Program, are in addition to funds otherwise available to the community for criminal justice programs.

The demonstration projects, discussed in detail in a later chapter, focus upon identified areas of need, and each contains innovative

components—experimenting with new approaches to familiar problems. Each project operates in a strong research and evaluation framework which will enable a meaningful assessment of their impact.

Technical Assistance

Throughout Phase One, the staff has responded to requests for technical assistance from local governmental and community agencies involved in criminal justice services. Technical service activities have covered rendering general advice, providing some consulting services, serving on study committees, and undertaking intensive analyses of specific problems and developing problem-solving alternatives.

While many technical services are difficult to assess in the sense they do not result in a "product," there are some areas where services did lead to identifiable results: when staff research identified a substantial proportion of jail prisoners as having physical and/or neurosensory disabilities, the staff arranged for meetings of jail officials with officials from the Division of Vocational Rehabilitation with the result that existing rehabilitative services were extended, in a small experimental program, to jail inmates; at the request of the Narcotic Withdrawal Clinic, the staff designed a total evaluation program for the clinic's use in assessing the effect of methadone maintenance in aiding heroin addicts in withdrawal; following a detailed record keeping and information management study of the record systems of Adult Probation, the staff developed plans for a merged, improved system which is now being implemented. These and other areas of technical service impact are discussed in more detail in a later chapter.

Research Activities

During Phase One, research activities involved developing descriptive, quantitative baseline data on the criminal justice system, undertaking in-depth studies in specific areas, and conducting short but intensive research surveys related to the development of demonstration projects. Nineteen separate research studies were undertaken in these areas. Ten studies have been completed and published, and most of the remaining nine are nearing final completion and are scheduled for publication within the next month.

Completed baseline data studies include reports on demographic indicators for the target area, surveys of local criminal justice appropriations for the time periods 1960-72 and 1960-73 and a summary of all local criminal justice programs financed under L.E.A.A. Studies nearing completion which will be ready for publication within the next few weeks include reports on the impact of alcohol offenses on the criminal justice system, an overview of the court system in Rochester and Monroe County, an examination of the corrections system, a survey of law enforcement, and a review of crime trends in Rochester and Monroe County.

Two in-depth studies have been completed--a cost effectiveness analysis of the collection and disbursement of support payments by Monroe County Family Court, and a cost/benefit analysis of a local vocational upgrading program. A study of drug abuse in Rochester and Monroe County, which was subcontracted to a third party, has been underway for four months and is scheduled for completion in January, 1974. Initial reports

on a police recruitment and screening study will be available within the next few weeks as will findings on a series of interrelated studies involving crime and police manpower deployment in Rochester. Of five research projects related to the development of demonstration projects, four have been completed and one remains in progress.

Looking Toward Phase Two of the Program

The work undertaken in Phase One of the Pilot City Program has provided a firm foundation for future Program activities. Not only has the staff become oriented to the realities, problems, and possibilities for change embodied in the target system, but a great deal of basic information has been assembled to allow for future program planning. Crucial information gaps and problem areas within the criminal justice system can be further assessed, and priorities can be established for future research, technical assistance, and demonstration projects. In Phase Two, the Rochester-Monroe County Criminal Justice Pilot City Program will concentrate on consolidation and amplification of Phase One insights and information, and on their utilization to realize program goals.

The staff also looks forward to maintaining the close coordination and collaboration established in Phase One with the several officials and agencies involved in criminal justice planning. The responsiveness to and support of Pilot City Program endeavors on the part of the local community, the state, the National Institute and Region II of L.E.A.A., and the University has contributed significantly to expediting the Program.

II RESEARCH ACTIVITIES

Throughout the first phase of the Pilot City Program, staff research has involved a three-pronged effort directed at: developing descriptive, quantitative baseline data necessary to obtain an overall perspective of the criminal justice system; developing background information to document the need for demonstration projects, as well as to serve as baseline information for subsequent project evaluation; and undertaking in-depth studies in specific criminal justice areas.

Development of Baseline Data On The Criminal Justice System

As part of the Program mandate, the Pilot City staff devoted a substantial amount of time to developing an overall basic description of the local criminal justice system, both as it exists today and as it has existed over time. Baseline information was gathered and compiled for governmental agencies throughout the county which are directly or indirectly involved in criminal justice functions as well as for the numerous community agencies performing criminal justice related functions. Additional relevant background information, such as a review of the demographic characteristics of the area and a review of all L.E.A.A. projects in the locality, also was prepared.

In developing the baseline data, there were instances where relevant data were not available or were maintained in a

manner which made retrieval difficult. In several cases, the staff worked with criminal justice agency personnel in developing new reporting formats or procedures which would enable easier retrieval of data relevant to both the Pilot City Program and the agency. Although obtaining baseline data is still a laborious task, it is anticipated that much of the time-consuming ground-work laid in the first phase of the Program will pay off in the future in terms of easier accessibility of pertinent information.

The baseline data, generally prepared for the years 1960, 1970, 1971, 1972, and 1973, includes for each functional area such information as number and type of agencies rendering services, budgets, personnel, basic functions and special programs, the number of clients handled and their routing through the agency, interagency linkages, etc. Also included is a brief assessment of the overall findings and recommendations.

This information enables a general perspective of the total criminal justice system and serves as reference framework for identifying problem areas, ordering demonstration project priorities, and preparing evaluations. Where problem areas have been identified, additional in-depth studies will be undertaken which will be oriented to the development of demonstration projects. Since the baseline data is being gathered for different points in time, major changes within the system also can be assessed.

As indicated in the review following, most of the

research for the baseline data study has been completed. During the next phase of the Pilot City Program, the staff will interrelate the data of the various reports and prepare a unified overview of the local criminal justice system. Utilizing this resource, the staff will assist local agency personnel and officials, the crime control coordinators, community members, and others in pinpointing problem areas and developing program priorities. This will be an on-going effort, with the basic system profile updated as new information becomes available.

The nine studies undertaken by the staff to-date as part of the development of baseline data on the criminal justice system are as follows:

(1) Demographic Indicators for Rochester and Monroe County, New York (June, 1973)

This paper combines elements of the 1960, 1964, and 1970 census, examining trends in the area's population, economic, and social characteristics. An examination of the population shift in the City of Rochester over the past decade shows a net decrease in the population due to the emigration of whites and the smaller immigration of non-whites. The data also indicate sharp changes in the age distribution of the city population, most significantly in an increased concentration of young adults.

In the Monroe County area outside the City of Rochester, there also have been large population changes -- most obvious of which is a 55% increase in total population and a 374% increase in the non-white population over the past decade. However, in 1970, the non-whites still only comprised 1% of the County population outside the City while non-whites constituted 17.6% of the City of Rochester population. While there were population increases in all age categories across the board, most significant changes occurred in the 19-20 year group

which showed a 215% increase from 1960 to 1970.

Rochester and Monroe County have experienced an increase in the standard of living as evidenced by the rising income, educational levels, and value of services as expressed in rental and housing prices. This increase in wealth has taken place among all the population segments studied -- although the white population has maintained higher standards of living than the minorities, this differential appears to be narrowing in most cases.

It is anticipated that continued study of this data, when interrelated with criminal justice data, may lend itself toward prediction of future patterns of crime or toward understanding why particular subgroups of the population are disproportionately the victims or convicted perpetrators of crime.

(2) Local Criminal Justice Appropriations in Monroe County, New York: 1960 - 1972 (May, 1973)

This study coordinates fiscal data from the 31 separate local governments in Monroe County, focusing on a comparison of criminal justice appropriations to total appropriations. Fiscal data is examined over time, showing changes in the distribution of local criminal justice appropriations by the functional categories of law enforcement, courts, and corrections, as well as changes, by municipal jurisdiction, in the proportion of criminal justice appropriations to total appropriations.

Study findings indicate that of total local governmental appropriations (excluding school district appropriations) approximately nine percent is allocated for criminal justice functions. The data also show that from 1960 to 1972 local appropriations for criminal justice activities more than tripled. Total local appropriations, however, grew at an even faster pace, with the result that the local community in 1972 was appropriating relatively less for criminal justice activities than it was twelve years earlier.

(3) Local Criminal Justice Appropriations in Monroe County, New York: 1960 - 1973 (November, 1973)

This second report on criminal justice appropriations includes data on the 1973 and 1973-74 spending plans of the local communities, extending

the analysis of the previous report. Data indicate an increase over the past year not only in absolute appropriations for criminal justice functions but also in criminal justice appropriations relative to total local appropriations. In 1972, criminal justice appropriations accounted for 9.0% of total appropriations; today, it accounts for 9.6%. The major portion of this boost is due to increased appropriations for law enforcement in the City of Rochester.

(4) The First Five Years of the Safe Streets Act; Law Enforcement Assistance Administration Grants in Monroe County, New York, From 1968 to July 1, 1973 (September, 1973)

This information paper provides a short description and financial summary of all L.E.A.A. funded projects in Rochester and Monroe County to July, 1973. During a five-year period, there have been a total of 81 L.E.A.A. projects supported by \$11,497,102 in federal funds. The City of Rochester has had 37 projects totaling \$5,156,418 in federal funds. The County of Monroe has had 29 projects totaling \$4,602,471. Other agencies in Monroe County -- principally the Genesee/Finger Lakes Regional Planning Board and the Appellate Division - Fourth Department -- have had the remaining 15 projects, totaling \$1,738,213. Functionally, 28% of the federal funds have been for projects in juvenile crime prevention, 28% for law enforcement, 15% for corrections, 17% for planning, and 9% for court projects.

(5) The Impact of Alcohol Offenses on the Criminal Justice System (Research completed, scheduled for January, 1974, publication)

This study examines in some detail the impact of alcohol offenses upon the criminal justice system and the treatment and rehabilitation resources available to the alcohol offender and problem drinker. Local criminal justice system statistics -- from police, courts, and corrections -- are examined and the current local impact of alcohol-related offenses on the system are assessed.

Basic information on budget, organization, staffing, clientele, information flow, and local alcohol problems from over forty programs is presented, as well as information on degree and type of contacts with criminal justice agencies. This information on treatment resources is supplemented by a mail survey of insurance companies regarding availability of alcoholism

insurance coverage.

Information collected, together with a general review of the relationship between alcohol problems and the criminal justice system, is summarized. The major picture emerging is that of a criminal justice system heavily burdened with handling alcohol and related offenses, despite attempts over recent years to upgrade existing medical and social service alternatives. For the period 1970-72, intoxicated driving, disorderly conduct, and public intoxication offenses accounted for approximately 30% of all arrests and court dispositions, 50% of all court convictions, and 60% of all commitments to the Monroe County Jail. Some gaps in the available treatment resources are discussed, with particular reference to public intoxicants, who account for a large portion of the most visible (and measurable) impact of alcoholism on the criminal justice system.

The data gathered lays the groundwork for further Pilot City involvement in this problem area, and an innovative demonstration project impacting upon alcohol offenses is now under consideration.

(6) The Court System in Rochester and Monroe County, New York (Research completed, scheduled for January, 1974 publication)

This report traces the path an offender in Monroe County would follow through the local court system from arrest through sentencing, and discusses the jurisdiction and operating procedures of each of the agencies he might come into contact with. For each of the courts and related agencies, facts and figures are presented concerning caseload, staffing, and budgeting. The paper's scope encompasses Rochester City Court, Monroe County Court, Appellate Courts, the U.S. Federal Court, the town and village Justice Courts, the District Attorney's Office, the Probation Department, and the Pre-Trial Release Program. Besides the above, in-depth explanation is offered on methods used to divert clients from the system, such as screening, plea bargaining, and criminal arbitration. Finally, considerable coverage is given to the judge -- a key decision maker in the court system.

The paper examines the several ideas now under discussion concerning court reform, presents the issues, and in some instances, offers recommendations for their solution. The issues covered include the unification of the higher level branches of the court

and elimination of the justice courts, the elimination of the preliminary hearings, the consolidation of post-indictment-arraignment hearings into one session instead of several, and the implementation of educational programs aimed at encouraging women to participate in jury duty.

- (7) Corrections in Monroe County, New York (Research nearing completion; estimated January, 1974, publication)

This report will examine the corrections system for adults as it operates in Monroe County, including the interaction with the New York State Department of Correctional Services. Detailed information will be provided on the Monroe County Jail and the Monroe County Adult Probation Department, including staff and operations information as well as caseload and occupancy statistics. The operation and impact of the state corrections agencies will be examined with data provided on the number of Monroe County residents in the custody of state institutions and on parole in the locality. In addition to the main corrections agencies, the paper will describe the current operation and programs of the several public and private non-profit agencies whose services have a considerable impact on the Monroe County correction system.

- (8) Law Enforcement in Rochester and Monroe County, New York (Research nearing completion, estimated January, 1974, publication)

This paper will present a general overview of the twelve local police departments and the State Police serving Monroe County. The emphasis will be on a functional presentation showing current allocation of police manpower to patrol, investigation, records and communication, other technical services, training, community relations, auxiliary services, etc. Also included will be a discussion of special police projects and an examination of municipal appropriations for law enforcement, police salary schedules, and police training. Criminal offense and arrest statistics will be reviewed for the period 1970 through 1972. Changes will be traced over time for the various police jurisdictions in regard to functional allocation of manpower, police appropriations, and crime trends.

- (9) Crime in Rochester and Monroe County 1960 - 1973 (Research in progress, estimated publication early 1974)

The Pilot City Program's data bank of crime indicators in the Rochester-Monroe County area is now nearing completion. Arrest and offense data have been obtained from each of the twelve local police departments for the years 1960, 1964, 1970, 1971, and 1972. The information has been coded, keypunched, and stored for computer processing. Programs are now being written which will enable detailed analyses of crime by type of offense, an examination of the changing patterns of crime, a review of the shifts in locations of crimes, etc. Early in January, an attempt will be made to update the data bank with 1973 information so that immediately thereafter a detailed and timely report on crime in Rochester and Monroe County can be published.

Research Studies of Specific Problems

Two studies have been completed, and several more are in process, which have been undertaken to explore, in an in-depth manner, specific criminal justice areas. These studies not only add to the total perspective of the criminal justice system, but their concentrated focus also results in detailed findings which are immediately applicable for the implementation of new or revised programs, procedures, and policies.

- (1) Cost Effectiveness Analysis of the Collection and Disbursement of Support Payments by Monroe County Family Court (July, 1973)

This study evaluates in-depth, the cost and effectiveness of the Monroe County Family Court system collecting and disbursing support monies as compared to alternative systems used in two other New York State counties.

Based on the results of the analysis, a series of recommendations are made including hiring collector/investigator personnel for active monitoring and follow-up on support payment performance (thus releasing presently assigned probation officer personnel for other duties), and modifying the information system to provide data which would enable a more aggressive payment collection program.

It is estimated that if the overall proposed plan, as outlined in detail in this report, were adopted not only would the proportion of total support payments received increase from 57% to 71% but at the same time, welfare payments -- to those who failed to receive sufficient support -- would decline substantially.

The proposed system, which would provide direct tax dollar savings to the County, is under study by Family Court and plans are being formulated for its adoption early in 1974.

(2) Cost/Benefit Analysis of the Monroe County Pilot Program for Vocational Upgrading of Probationers (July, 1973)

This study formulates, from a cost/benefit perspective, the impact of a special vocational upgrading program upon adult probationers. An experimental group of probationers, participating in the program, is compared to a control group, not participating in the program, in terms of subsequent recidivism, employment patterns, wages, etc., over a twenty-five month period.

Study findings show that the most evident effect of the program was in the vocational upgrading of its clients, as indicated by an increase in average monthly wages. The analysis also indicates that the benefits of the program, in terms of increased wages of the probationers, equals the cost of the program within three years, and, thereafter, the benefits exceed the costs.

Perhaps one of the more interesting findings in regard to structuring future programs of a similar nature is that while it was shown that, overall, recidivism of the program participants was not significantly reduced, it was determined that those probationers who completed the entire program did recidivate less and earn more. Using discriminant analysis techniques, a model was constructed from the data which enables a prediction of a client's success in the program based on his characteristics in five variables. It is possible that this tool can be utilized in the future to assist in directing clients to those programs where their success can be maximized.

(3) Study of Drug Abuse in Rochester and Monroe County (Currently underway, scheduled for February, 1974, publication)

Based on the advice and concerns of the Pilot City Program's Technical Advisory Committee and the Steering Committee, it was decided that the Pilot City Program should initiate a short-term study of drug abuse problems in Rochester and Monroe County. (Since alcohol offenses were studied separately by the Pilot City staff, they were excluded from this study.) Information on the scope and impact of local drug abuse problems and the adequacy of drug treatment resources was scanty, and it was agreed that this lack should be remedied.

The Pilot City staff developed the scope of work to be undertaken and subcontracted to an outside agency for a study including: a review of legal aspects of drug abuse control; development of a profile of drug offenders arrested locally; an assessment of the impact of drug offenses on the local criminal justice system; an inventory of local drug programs and utilization; an assessment of the impact of New York State's new law regarding drug offenses; and an overall evaluation of problem areas and presentation of relevant recommendations. This project, currently underway, is scheduled for completion in January. Progress reports received thus far indicate that the study is proceeding satisfactorily.

(4) Police Recruitment and Screening Study (Currently underway, initial report scheduled for release in January, 1974)

In collaboration with members of the staff of the Division of Preventive Psychiatry, the Pilot City Program is undertaking research concerning the recruitment and screening of applicants to the Rochester Police Department. Working with the cooperation of the police department, the investigators have compiled an extensive data bank on applicants to the police force since 1965. For those who successfully passed through various screening stages and were accepted on the police force, performance records of various types have been compiled from police records. The collection of this data, its coding, key-punching, and preparation for computer processing is now completed, and analyses of the data have commenced.

The initial problems to be treated in the analysis of the data will permit a quantitative documentation of the recruitment funnel. Attrition at each stage in screening

will be examined, and efforts will be made to predict "failure" from available background variables. Psychiatric and psychological data on applicants will be extensively analyzed, and the various recommendations of screening personnel will be used to predict measures of subsequent job performance.

From these and subsequent analyses, the research will lead to judgments bearing on police screening policies, recruitment standards, training, and manpower management, and, through these, to changes within the police department designed to improve effectiveness in dealing with crime and disorder.

(5) The Pilot City Program is undertaking the following series of interrelated studies involving crime and police manpower deployment in Rochester:

(A) Allocation of Police Manpower - Two measures of police "presence" -- time spent handling calls-for-service and time spent in patrol -- are being derived for each census tract in the city. Using demographic data and findings from the other studies in this series, analyses will be made to discover what factors predict the level of each of the two measures of police presence. These findings will serve as guidelines for maximizing the effectiveness of police manpower allocation.

(B) Clearance Rates - Utilizing offense and arrest data, clearance rates of crime are being developed for each census tract. The data will be analyzed to determine whether any variation across census tracts exists after controlling for the variations in types of crimes. Where variations do exist, an exploration of demographic data will be made to ascertain if any of these variables are related to the variations in crime clearance rates.

(C) The Determinants of Crime Rates - Many studies have found a strong association between demographic variables and crime rates. Little work, however, has been done on the effect of police in deterring crime. One reason for this may be the fact that at least a two equation model is required -- theory predicts that more police will reduce crime but also that police spend more time where there is more crime. An attempt will be made to deal with this problem through standard simultaneous equation estimation procedures. If it proves successful, the findings should add to the evidence about the usefulness of police patrol as a deterrent.

(D) Travel Patterns of Arrestees - Further evidence on the determinants of crime rates as well as information about the behavior of criminals will be gathered in a study of the travel patterns of apprehended criminals.

This study seeks to formulate and examine empirically various models of the relationship between distance and crime in Rochester. Observed distances between the addresses of arrestees and their victims can be calculated from current police records. A model of criminal behavior will be developed much in the same way that economists have modeled shopping behavior and social scientists have modeled migration behavior. The model of criminal behavior will enable prediction of the distance an offender will travel to commit a crime. The findings are seen as having a bearing on practical issues in manpower deployment and criminal investigation.

Research Related to Demonstration Projects

To date, the Pilot City staff has played a major role in the development of those demonstration projects funded under the auspices of the Program. In addition to the normal developmental work such as review of all relevant literature, scrutiny of related projects or project proposals, on-going consultations with the crime control coordinators and relevant agency personnel, etc., the staff also has undertaken surveys in five specific areas directly related to the projects:

(1) Profile of Delinquent Youth in Rochester - In collaboration with the State University of New York's School of Criminal Justice, the Pilot City staff assisted in the survey and development of a profile of the magnitude, geographic distribution, and characteristics of youths in the City of Rochester coming into contact with the criminal justice system. Additional surveys undertaken by the Pilot City staff also provided data indicating the extent of overlap between delinquency caseloads and caseloads of the Department of Social Services and the Adult Probation Department. Findings are included in the published report on the Family Court demonstration project.

(2) Survey of Employment Status of Adult Probationers - This survey, undertaken in collaboration with the Adult Probation staff, provided information on the employment status of all adult probationers, including background information on age, sex, education, training, previous work experience, etc. Survey findings, indicating disproportion rates of unemployment of probationers as compared to the general community, are published in the report on the Probation Employment and Guidance Program.

(3) Selection of PAC-TAC Beats - In collaboration with members of the Rochester Police Department, the staff analyzed police crime data and subsequently provided information on crime patterns which was utilized in selecting experimental and control areas of the PAC-TAC project.

(4) Impact of Family Crisis Intervention on Policing Responsibilities - Using Rochester Police Department data, the staff has analyzed the extent of police time spent in responding to family troubles and has profiled data regarding the time and location of these occurrences, the number of arrests and referrals, recidivism rates, etc. This information was utilized in developing an innovative action program proposal geared toward handling family crisis problems.

(5) Research Toward the Design of a Computer Information System - Staff members are participating in the research required for designing a computer information system for the courts. As a corollary to this research, the staff also is considering the development of an economic model for evaluation of computer systems.

III TECHNICAL SERVICES

Part of the mandate of the Pilot City Program is to provide technical assistance, as a process of community development, to improve criminal justice agencies planning skills, management capabilities, and research and evaluation capabilities. In response to this mandate, up to one-third of staff time is spent providing technical services to local governmental and community agencies interested and/or involved in criminal justice services. These technical service activities range from general consulting, to serving on study committees, to undertaking intensive analyses of specific problems and developing alternative plans for solution.

In addition to the literally scores of meetings and discussions held with persons throughout the community each week regarding criminal justice problems, the staff has prepared technical papers (submitted to the relevant agencies) and assisted in the following program developments:

(1) Methadone Withdrawal Program Follow-Up

In response to requests from the community, the Pilot City staff worked with the Director and staff of the Narcotic Withdrawal Clinic of the Rochester Mental Health Center in designing a study for assessing the effect of methadone maintenance in aiding heroin addicts in withdrawal. This clinic, initiated in 1969, is the only local program using methadone to aid heroin addicts in withdrawal. In 1972, this saw 314 new patients and had over 5,000 patient visits.

Working with the clinic staff, Pilot City personnel conducted background research and developed a total evaluation program including design of information sheets, and follow-up questionnaires, establishment of rating scales and coding mechanisms, pre-testing of the research instruments, selecting of a sample for follow-up, and step-by-step detailing of survey procedures. In August, 1973, the Pilot City staff submitted a detailed report, Research Design for Five-Year Follow-Up Study of the Rochester Mental Health Center's Methadone Withdrawal Clinic, to the clinic for their implementation of the project.

(2) Program for the Physically Handicapped

The Pilot City staff explored the possibility for a criminal justice project targeting the problems of persons with physical and/or neurosensory disabilities, with specific emphasis on the deaf population. As part of this work, records of unsentenced prisoners in the Monroe County Jail were surveyed. Based on the findings that nearly 25% of such persons could be classified as partially disabled, the Pilot City staff brought together jail administrators and officials from the local office of the New York State Division of Vocational Rehabilitation and arranged for a program, now underway, in which DVR provides rehabilitative services to a limited number of jail inmates. All parties have agreed that if this experience proves promising, the results might provide the basis for a formal demonstration program.

(3) Ibero-American Action League, Inc. Program

The Ibero-American Action League, Inc., in conjunction with members of the Cornell University Department of Urban Planning, are undertaking an HEW funded study targeting drug abuse in the local Puerto Rican community. Pilot City staff met several times with this group, providing general advice on technical matters of research design, reviewing proposed research instruments, and providing comments on questionnaire construction. The field work of the project is now nearing completion, and study findings should be published within the next few months.

(4) Pre-Trial Services Program

The Rochester-Monroe County Bar Association Pre-Trial Release Program, Inc. recently received a grant from the American Bar Association for the purpose of planning a pre-trial services program which would divert arrestees from the criminal justice system into community programs appropriate to their needs. The Pilot City staff is working with the planning committee, providing technical assistance particularly in the area of identification and interviewing of potential community resources to be utilized as diversion alternatives. The staff will provide further assistance in the area of evaluating the data gathered and applying the results to development of a program plan. The target date for completion of a grant proposal is March, 1974.

(5) Design of Central Information Management System for Adult Probation

At the request of local officials, the Pilot City staff undertook a detailed record keeping and information management study of the separate city and county records systems of Adult Probation. Recommendations were submitted which provided for a single, merged records system. Details were provided on proposed record format, flow, and procedures for information access, control, and security. Further, a paper was prepared describing a methodology and control for merging the records and implementing the new system. The proposed plan, designed to enhance the performance, efficiency, and security of the merged system, as well as to prepare the system for

eventual interaction with the Courts computer-based information system, was accepted and subsequently implemented by the Adult Probation Department.

(6) Development of a County-Wide Police Computer Information System

The staff is working closely with local police and governmental officials toward development of a coordinated, county-wide uniform police information system. Record keeping and information studies were conducted by the Pilot City staff for the Monroe County Sheriff's Department and the Rochester Police Department. The findings of these studies led to a re-evaluation of some tentatively proposed additions to both systems when it became apparent that they would be inadequate and inappropriate to provide a long-run solution to information problems. In collaboration with local officials, the staff further examined present computerized capabilities and related these to present and future police information needs, preparing alternative proposals, with cost estimates, for a uniform, computerized information system serving the police agencies in Monroe County. The proposals are now under study by relevant local officials, and the Pilot City staff is continuing to work with these officials in developing an appropriate, cost-efficient system.

IV DEVELOPMENT OF DEMONSTRATION PROJECTS

One of the basic activities of the Pilot City Program is the development of innovative demonstration projects in the community which can serve as models for testing new methods and techniques for improving the criminal justice system and reducing crime and delinquency. As part of the Pilot City Program, the Law Enforcement Assistance Administration makes \$500,000 in discretionary funds available each federal fiscal year (a total of \$2.5 million over the five years of the program) for implementing demonstration projects in each Pilot City target area. These funds are in addition to L.E.A.A. funds otherwise available to the community for criminal justice programs.

As specified in federal guidelines, the funds available under the auspices of the Pilot City Program are provided to support

"carefully conceived, pioneering demonstration programs that can serve as 'models'." Funds also may be committed to a project that aims to accomplish any of the following:¹

- "(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."

¹ Law Enforcement Assistance Administration, Guideline G 3600.1, "L.E.A.A. Pilot Cities/Counties Program," January 2, 1973, P. 3.

L.E.A.A. guidelines further stipulate that a strong research and evaluation framework must be built into each demonstration project to assure assessment of the project's impact.

In developing demonstration projects, the Pilot City staff is guided by these L.E.A.A. criteria and also seeks projects which provide opportunities to test crucial criminal justice system assumptions about crime and its causality, projects which promise to develop more efficient ways of utilizing criminal justice resources, projects which involve participation of private citizens and/or agencies in working with criminal justice agencies, projects which develop linkages with existing programs or which lay the groundwork for additional needed program development, and projects which contain components that are both practical and feasible for eventual institutionalization.

During Phase I, the Pilot City staff, in collaboration with local officials, developed five demonstration projects for which Rochester and Monroe County received grants from L.E.A.A. totalling \$884,257. As indicated on Table I, the overall project costs, including in-kind and cash contributions from the local governments, were \$1,206,026.

Each demonstration project focuses upon an identified area of need in the criminal justice system. In some instances the need has been defined by previous research studies; in other instances Pilot City studies have outlined the area of need. In developing each project, the staff has worked closely with the agencies involved, the crime control

TABLE I

ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM

DEMONSTRATION PROJECTS FUNDED IN PHASE I

<u>Demonstration Projects</u>	<u>L.E.A.A. Funds</u>	<u>Grantee In-Kind Contribution</u>	<u>Grantee Cash Contribution</u>	<u>Total</u>	<u>Date of Award</u>	<u>Grantee</u>
1. Police and Citizens-Together Against Crime (PAC-TAC I)	\$ 282,417	\$ 91,455	\$ 13,453	\$ 387,325	5/3/73	City of Rochester
Police and Citizens-Together Against Crime (PAC-TAC II)	55,591	----	6,177	61,768	12/73	City of Rochester
2. Monroe County Family Court Probation Project	113,068	39,030	15,940	168,038	6/29/73	Monroe County
3. PROgram for System Performance, Evaluation, and Research (PROSPER)	314,094	66,506	44,275	424,875	6/29/73	Monroe County
4. Rehabilitation Intervention Program for Sentenced Prisoners (RIP)	61,454	23,928	----	85,382	6/29/73	Monroe County
5. Probation Employment and Guidance Program (PEG)	57,633	21,005	----	78,638	6/29/73	Monroe County
	<u>\$ 884,257</u>	<u>\$ 241,924</u>	<u>\$ 79,845</u>	<u>\$1,206,026</u>		

coordinators, and relevant local, state, and federal officials. As indicated in more detail in the chapter on policy and program coordination, each project also requires review and approval by several groups at different governmental levels, thus requiring a substantial amount of time on the part of the Pilot City staff in coordinating review activities and guiding each project through the various steps required for project implementation.

While the demonstration projects are developed under the auspices of the Pilot City Program, the project grantees, in all instances, are units of local government. These local governments are responsible for the administration and operation of the demonstration projects. Since the Pilot City Program is responsible for assuring that each project is placed in a rigorous evaluation framework, the Program does have an on-going role in relation to each project. This role varies by project, ranging from general monitoring, to participating in general policy and research coordination, to responsibilities for undertaking and/or supervising portions of the research and evaluation of the project. These commitments will extend well into Phase II of the Pilot City Program and will require considerable staff involvement. Since both time and resources of the modestly-sized Pilot City staff are limited, it is anticipated that while the staff will continue to undertake major responsibility for the development and design of new demonstration projects, it will be able to reduce its direct role in project evaluation per se, attempting in most cases to serve primarily in a monitoring capacity.

Following is a brief review of the five demonstration projects currently in operation, and a sixth which is being developed for

implementation. Further details on each project--including the background research defining needs, the operational details, and the evaluation framework--are available in other Pilot City publications.

"PAC-TAC"
Police and Citizens-Together Against Crime

The PAC-TAC project, developed collaboratively by the Rochester Police Department and the Pilot City Program, is designed with a view toward improving police-community relations in high density, high crime urban areas and serving as a deterrent to victimization and street crime. PAC-TAC is an experimental program where police and neighborhood residents work as two-person teams, patrolling on foot fixed beat areas. The experiment takes place at times of high crime and service call activities, in the evening hours, with approximately fifty civilians and fifty police officers staffing twelve beat areas in the City.

The PAC-TAC project is placed in a research framework designed to assess the impact on crime control, law enforcement, and community relations. In order to separate the specific effects of the police-civilian beat teams from the effects of other variables, the project also includes beats patrolled by two policemen, beats patrolled by individual police officers, and several matched control "beats" with no foot patrols.

From the outset, the Pilot City staff has worked closely with the Rochester Police Department and City Crime Control Coordinator in the planning, implementation, and evaluation of this project. The

Pilot City staff assisted in designing the project and wrote the grant application, developed the evaluation design, analyzed crime and demographic data necessary for selecting the experiment's beat areas, and participated in the selection of civilian personnel and planning the training of the project participants.

The Pilot City staff is conducting a major portion of the project's evaluation including analyzing its impact upon crime, arrests, and calls for services; investigating team attitudes and the division of labor emerging from the police-civilian teams; and, based on ethnographic observations, producing a qualitative analysis of the teams and their relationships to the neighborhood. Initially, the Pilot City staff also spent a substantial amount of time designing and supervising a two-stage community survey which would permit an assessment of the project's impact on community attitudes toward the police. The first stage of the survey commenced at the beginning of the experimental project, was interrupted and delayed long enough that the "before and after" panel approach had to be abandoned. Subsequently, it was decided to undertake a follow-up community survey and subcontract it to a third party.

PAC-TAC was funded in May, 1973, became fully operational early in June, and ran to December. In December an additional grant was provided to extend PAC-TAC on a modified basis to April, 1974, in order to enable completion of the community survey while the project was still operational. It is anticipated that all evaluation components of the project and their final reports will be completed and published by May of 1974.

Probation Employment and Guidance Program

The Probation Employment and Guidance (PEG) Program involves over thirty volunteer professionals from the community participating in an experimental project designed to maximize employment for unemployed or underemployed adult probationers. The Pilot City staff, in collaboration with the Monroe County Probation staff and the County Crime Control Coordinator, devoted several months to the development of the project. A survey of employment problems among Monroe County probationers was conducted, discussions were held with Monroe County Probation staff regarding program goals and needs, and a Pilot City Program consultant, experienced in the employment field, made numerous contacts with community members to assess their willingness to participate in the project. The resultant PEG Program was formulated and subsequently funded in June of 1973. The program is fully operational at this time, and is scheduled to run for a total of 18 months, including a six-month follow-up evaluation of the Program.

A multidisciplinary-panel approach is utilized. Unemployed or underemployed probationers who want to participate in the program appear with their probation officers before a review panel of community specialists who analyze the probationer's employment-related problems. Recommendations are made as to service needs, training programs, job availability, etc., that are deemed relevant to the probationer's problems. Probationers designated "job ready" are referred to an employment guidance council for further intensive counseling directed at assisting the probationer to obtain employment. The members of both

panels are drawn from the business and industry segments of the community, and the project is designed so that their efforts are complemented by active participation of the probation staff including follow-through on panel recommendations.

The research and evaluation component of the PEG Program will assess impacts on recidivism, employment, and social functioning of probationers referred to the employment guidance council. Impacts will be assessed by means of an experimental design in which probationers designated "job ready" by the review panel will be randomly assigned to an experimental group (the employment guidance council session) or to a control group (only regular probation services). Impacts on participating probationers will be monitored by the project's research analyst over a six-month follow-up period. In addition, the employment-related problems of "non-job-ready" probationers will be assessed, through analysis of review panel recommendations; particular attention will be given to gaps in existing services, as a basis for future program planning. Finally, debriefing interviews with involved probation officers and panel members will be conducted to assess their reactions to the project.

In addition to assisting in the development of the project and writing the project proposal, the Pilot City staff participated in the selection of project personnel, participated in orientation sessions, etc. Overall responsibility for the project's evaluation rests with the Pilot City Program. To date, the Pilot City staff has served primarily in a consultant and review capacity regarding the development of the research procedures and instruments necessary for the evaluation. The final

evaluation will be undertaken by the Pilot City staff with the assistance of project personnel.

Rehabilitation Intervention Program
For Sentenced Prisoners

This project involves a three-pronged intervention effort with the sentenced population of the Monroe County jail geared toward:

- (1) early identification of problems which impair the social functioning of the offender,
- (2) the development of a treatment plan for the individual inmate, including group and individual counseling, and
- (3) a program of after-care treatment and follow-up.

The service team includes mental health professionals and para-professionals. Inmate participation in the program is voluntary. The staff works not only with the inmate but also with family members, employers, and others who are considered important to the treatment services. Jail guards are participating in the program and have received training on managing the acutely disturbed and on ways of effectively using the mental health services available.

The project commenced in August, 1973, and is scheduled to run for eighteen months, including a follow-up evaluation of the inmates after their discharge from the jail. The project is placed in an experimental setting and the evaluation includes an assessment of the project's impact on recidivism, job stability, and social functioning of the inmates.

While Pilot City staff collaborated with mental health personnel, the Sheriff's Department, and the County Crime Control Coordinator in

developing this project, the staff's role throughout the project is primarily of a monitoring nature, with the evaluation being undertaken by personnel of the University of Rochester's Department of Psychiatry.

Monroe County Family Court
Probation Project

This project addresses itself to the effective delivery of services to juveniles coming into contact with the criminal justice system, and to the development of a diversion maximizing model emphasizing the use of community resources to meet the needs of juveniles as an alternative to processing juvenile cases through the criminal justice system. The project is directed at upgrading the delivery of services by reorganizing and assigning personnel to geographic catchment areas; establishing probation teams working in satellite offices within these areas; and providing an intensive training program focusing on team building and the development of teamwork techniques and skills. In one experimental catchment area an "allied services" approach will be established utilizing detached personnel from related criminal justice, social service, and community agencies to work with the probation team in implementing strategies for maximizing the diversion of juveniles from the criminal justice system.

The Pilot City staff spent several months in the development and planning of this project, working with Family Court Probation, the County Crime Control Coordinator, and staff from the School of

Criminal Justice, State University of New York at Albany, who, under a grant from the National Science Foundation, are studying diversion in the juvenile justice system in this area. The project includes evaluation both of the impact of the training program and of the diversion maximizing operation, which is placed in an experimental setting.

The project commenced in August of 1973 and is scheduled to run for eighteen months. At this point in time, the reorganization plan for probation personnel and the training program plan have been completed and will go into effect early in 1974, with the diversion maximizing experiment starting shortly thereafter. The Pilot City staff role throughout the project is to serve on the four-member policy coordination committee for the project and to generally monitor the project's progress.

Program For System Performance,
Evaluation, and Research

PROSPER is a computer information system project for the courts and related agencies in Monroe County, with potential users including the City and County Courts, offices of the District Attorney and Public Defender, the Pre-Trial Release Program, the Adult Probation Department, the County Jail, and the Commissioner of Jurors. The overall objective of PROSPER is to utilize up-to-date information technology and methods to improve the operation and management of the court system. PROSPER will be designed to eliminate unnecessary duplication of effort, to transfer information between agencies in the court system, to speed the flow of clients through the system, and to gather

information that will allow for the utilization of modern research and management techniques, thus enabling the provision of additional information with greater accuracy to decision makers.

PROSPER is a two-phase project. During the first phase agency needs will be reviewed, objectives established, and system design alternatives thoroughly examined. At the end of phase one, a set of system specifications will be produced. Following approval by the user agencies and relevant local, state, and federal officials, PROSPER will move into the second phase which involves programming and implementation of the system.

The Pilot City staff has a significant role in the development, design, and evaluation of the project. At the outset, the staff worked with officials from the courts, the Court Crime Control Coordinator, County Crime Control Coordinator, and local, state, and federal officials in developing the project proposal. Pilot City staff members are responsible for design of the research and management capabilities of the system and are participating in policy coordination of the project as well as in providing direct research and design services.

Although the PROSPER project was approved in June of 1973, the final contract did not arrive from the New York State Division of Criminal Justice Services until November. During the interim, Pilot City staff and court personnel assigned to the project collected data and charted the flow of defendants, records, information, and decisions in each user agency. With the arrival of the contract, the project will now move into full operation, and it is anticipated that the phase

one design of a detailed systems specification and implementation plan will be completed in April of 1974.

Family Conflict Intervention
Team Experiment

The role of the police as conflict managers in family disturbance situations has been a subject of increasing interest to criminal justice officials. In the past few years, a series of family crisis intervention projects--involving special training of police officers for handling such conflict situations--have been established throughout the United States. In the summer of 1973, the National Institute of Law Enforcement and Criminal Justice expressed an interest in funding a family crisis intervention project which would operate in an experimental framework enabling its rigorous evaluation.

The Pilot City staff, in collaboration with and utilizing data of the Rochester Police Department, had documented the significant number of family conflict situations which were being handled by the police. The data not only indicated that a substantial amount of police time was involved with these situations, but also that a large proportion of calls involved repeat calls from clients with chronic family troubles. Further information indicated that approximately 41% of homicide arrests and 24% of assault arrests stemmed from family conflict situations, and that approximately 42% of assaults on police officers occurred at family conflict scenes.

Based on these and other findings, the staff, in collaboration

with the police department and City Crime Control Coordinator, developed a two-pronged family conflict intervention experiment addressing itself to providing more effective tools for handling family conflict situations. In each instance, the experiment is structured so as to enable a rigorous evaluation. One component of the project, which essentially involves training of police officers in special techniques, builds upon previous crisis intervention project approaches. The second component, which adds an innovative approach, calls for a special support team to supplement police services by providing the link between identification of the problem and subsequent treatment--with the support team following-up and following-through on referrals of the client to appropriate community agencies.

The project is placed in an evaluation framework enabling assessment of anticipated impacts including a reduction of the rate of family crisis recidivists, an increase in the degree of satisfaction of clients with the services received, a development of police officer skills in intervention leading to decreases in assaults on police, a decrease in the necessity to utilize arrests, and an improvement of attitudes of police officers regarding their capacity to manage conflict situations.

At this point in time, the project is still under study by the National Institute. During the next few months, the Pilot City staff will continue to work with local officials in refining project details, and it is probable that implementation of the project will include joint funding by both the National Institute and the Pilot City Program.

V POLICY AND PROGRAM COORDINATION

The Pilot City Program has a dual obligation in the sense that it is a participant in a national research and demonstration program while at the same time it is community-oriented, serving the Rochester-Monroe County target area. This role was recognized in the National Institute's selection of Pilot Cities--jurisdictions with relatively well-developed criminal justice agency services were deliberately sought out so that the Pilot City teams could build from this base, concentrating on pioneering, on research, and on developing model demonstration projects which would yield results of utility not only to the local community but to other parts of the country as well. In fulfilling program obligations, therefore, the Pilot City team has to operate with a high degree of flexibility while maintaining close coordination with and responsiveness to the numerous agencies and individuals concerned with criminal justice system planning at the local, state, and federal level. The following brief review indicates some of the mechanisms which have been developed for coordinating the Pilot City Program with other criminal justice planning activities.

Federal Government--National Level

Since the Pilot City staff is funded by the National Institute of Law Enforcement and Criminal Justice--the research arm of L.E.A.A.-- it is subject to the conditions of its contract with the National Institute as well as to their general and specific directives, which cover program guidelines, and procedural and financial policies. A national pilot program coordinator, working out of L.E.A.A. Headquarters,

provides overall coordination of the Pilot City Programs. The National Institute also is responsible for technology transfer, including the collection and dissemination of new methodologies and techniques developed through the Pilot City Programs. Upon request, Institute personnel also may assist in providing technical assistance to research studies or project design.

Federal Government--Regional Level

While the National Institute is responsible for overall coordination of all Pilot City Programs, direct supervision has been delegated to regional offices. The Rochester-Monroe County Criminal Justice Pilot City Program is under the supervision of Region II, which covers New York, New Jersey, Puerto Rico, and the Virgin Islands. The Regional Office maintains very close contact with the Program and is familiar with the status of all research activities, technical services, and demonstration projects. In addition to reviewing and monitoring the progress of the Program, the regional office also provides technical service upon request and is responsible for reviewing, approving, and awarding L.E.A.A. funds to the local governments for the demonstration projects developed through the Program.

State Government

Before the Regional Office of L.E.A.A. awards a demonstration project grant, the New York State Division of Criminal Justice Services must review and certify that the project is in accord with the statewide comprehensive crime control plan. The Division also, upon request, provides technical assistance regarding the demonstration projects. In

the interest of coordination, the Pilot City staff keeps the Division generally informed of all of its planning and program activities and keeps up-to-date on the plans and priorities of the Division.

Local Government--Regional Level

Under law, every demonstration project proposal also must be reviewed by the appropriate regional planning board. The Genesee/Finger Lakes Regional Planning Board reviews and comments on all projects developed under the auspices of the Pilot City Program. The Pilot City staff also works closely with the crime control staff of the Board, exchanging information on planning and program activities.

Local Government--Legislative Level

Since Phase I demonstration project grants were awarded to local governmental units, and since they involved an in-kind and/or cash contribution on the part of the local government, each grant proposal was submitted to the local legislature for approval. Here they travelled the standard legislative route, first being reviewed and approved by the personnel committee, the ways and means committee, etc., before being submitted to and approved by the appropriate legislature.

Local Government--Executive and Staff Level

All of the demonstration projects have been developed in collaboration with the agency which will receive the grant. This includes not only the relevant department head and staff, but also the

crime control coordinator of the chief executive's office. In addition to receiving input and approval by the agency and the crime control coordinator, the demonstration project grant application is reviewed, approved, and becomes official when signed by the government's chief executive--either the County Manager or the City Manager. Since both the City and the County are part of a Planned Variations program involving review and comment on federally funded programs by a citizens advisory committee, all demonstration projects are also sent to these committees.

The Steering Committee and the Technical Advisory Committee

In addition to the previously discussed organizational and functional relationships and responsibilities, in the early stages of the Program, Pilot City personnel and local governmental officials established a mechanism for on-going coordination of the Pilot City Program with other criminal justice planning activities in the local community. A Pilot City Steering Committee--composed of the City Manager, County Manager, Presiding Justice of the Supreme Court, Appellate Division, Fourth Department, and Director of the Pilot City Program--was formed to provide overall policy and program coordination of Pilot City efforts.

The Steering Committee, which met frequently during Phase I, provides, from the local governmental perspective, high level coordination regarding the criminal justice research, planning, and demonstration project activities of the Pilot City Program. The efforts of the Steering Committee also clearly appear to have maximized the probability that the demonstration projects recommended for implementation will meet with the acceptance of L.E.A.A., the State Division of Criminal Justice

Services, and the local governmental legislatures.

As a sub-group to the Steering Committee, a Pilot City Technical Advisory Committee has been established which primarily consists of representatives from major criminal justice agencies. The Technical Advisory Committee works with the Pilot City staff in regard to defining criminal justice system needs, long-range planning, and potential demonstration project areas. The Pilot City staff, of course, has had and will continue to have numerous meetings with the separate agencies of the Committee. The advantage of the Committee, however, and one which will be more fully developed in the next phase of the Program--is that it can serve as a mechanism for coordination among the agencies, providing a forum for disseminating information thus leading to a better understanding of the broader perspective of the total criminal justice system.

Liaison With The Crime Control Coordinators

To further assure coordination at the local level, the Pilot City Program has almost daily contact with the city, county, and court crime control coordinators. The coordinators work with the staff in developing demonstration projects, and the Pilot City Program frequently holds group meetings with the coordinators to discuss research and project needs, new developments in the criminal justice system, etc. Since the crime control coordinators work out of the City Manager's, County Manager's, and Presiding Justice's offices, they constitute a well-informed liaison between the Program and the local government.

Community Involvement

In development of demonstration projects as well as in general research activities, the Pilot City staff has extensive involvement with community agencies. To date, the staff has met and worked with over 80 different community agencies. Meetings have involved discussions about specific research projects as well as general discussions regarding all Pilot City activities. Suggestions, comments, and requests of these community agencies have been taken into consideration in the development of both the demonstration grants and the Program's research activities. In several instances, the staff has provided professional assistance to community agencies, conferring with and assisting them in design of their research projects.

VI THE PILOT CITY PROGRAM STAFF

The Pilot City Program has multi-disciplinarian professional staff of eight, with academic backgrounds and experience in criminal justice, economics, sociology, psychology, political science, and mathematics. As indicated in Table II, by November of 1972, all of the basic staff members and secretary had been hired, and there has been no staff turn-over subsequently.

While each staff member has expertise in a functional area of criminal justice, to date the staff has tended to operate as a team, becoming involved in all criminal justice system areas. Within the team framework, however, staff members have had primary responsibility for specific research studies and specific demonstration projects. Further, each has provided a substantial amount of technical services to criminal justice and related community agencies.

In addition to maintaining a high level of work activity during Phase One, staff members attended a number of conferences relevant to Pilot City activities including: The First National Conference on Criminal Justice Standards and Goals; the International Symposium on Criminal Justice Information and Statistical Systems; the Conference of the National Institute on Crime and Delinquency; and 103rd Congress of Corrections, American Correctional Association; a Symposium on Offender Employment by the National Alliance of Businessmen; an Ex-Offender Seminar and a National Seminar on Improvement of Investigative Effectiveness. Also attended were joint meetings of all pilot city programs and conferences regarding the development of pilot city baseline data. The Director also

TABLE II
STAFF OF THE ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM

BASIC STAFF				
NAME	TITLE	HIRED	ACADEMIC BACKGROUND	EXPERIENCE
Croft, Elizabeth B.	Director	8/1/72	B.A.-Sociology; M.A.-Political Science; M.A.-Criminal Justice; Completed all course work for Ph.D. in Criminal Justice.	22 years applied governmental research work in Rochester-Monroe County; director and author of scores of major studies and evaluations in corrections, police, and courts; has administered "pilot" criminal justice programs.
*Smith, Thomas S.	Program Associate	9/10/72	B.A.-Sociology; M.A.-Sociology; Ph.D. Sociology.	3 years teaching experience, University of Michigan; 2 years teaching experience, University of Rochester; author of more than a dozen papers and reports, including work in police systems.
*Thaler, Richard H.	Program Associate	6/12/72	B.A.-Economics; M.A.-Economics; Completed all but thesis for Ph.D. in Economics.	2 years teaching experience at the University of Rochester; research in cost-benefit analysis, the economics of crime, and health economics.
Thomas Gregory A.	Research Associate	11/13/72	B.A.-Sociology and Anthropology; M.A. Criminal Justice.	15 months with VISTA; 2 years experience in the field of Criminal Justice, including the New York State Department of Corrections, Senior Investigator for the Attica Commission, and Crime Control Planning for the City of Rochester.
Defabaugh, Gretchen L.	Administrative and Research Associate	6/19/72	B.A.-Psychology; M.A.-Psychology; Completed all but thesis for Ph.D. in Psychology.	1 year teaching experience at the University of Rochester; author of 2 publications; numerous years of office work experience, including executive secretarial positions.
Cronin, Roberta C.	Research Analyst	9/21/72	B.A.-Sociology and Anthropology; M.A.-Sociology; Completed all but thesis for Ph.D. in Sociology.	Teaching experience at Cornell University.
Horwitz, Lois K.	Research Analyst	9/21/72	B.A.-Mathematics; M.A.-Mathematics; Completed all course work for Ph.D. in Mathematics.	Teaching experience at the University of Rochester.
Hill, Scott C.	Research Analyst	6/26/72	B.A.-Criminal Justice	Assistant Criminal Justice Planner, North Middlesex Area Commission, Lowell, Massachusetts (work/student program); 1 year experience as Records Clerk, Monroe County Sheriff's Office, Rochester, New York.
French, Nancy M.	Secretary	9/14/73	Graduate of Rochester Business Institute.	

*Messrs. Smith and Thaler also hold faculty appointments at the University of Rochester. Their respective Departments pay a portion of their salary commensurate with the time required for Departmental duties.

was selected as one of 26 participants to attend the National Institute of Public Affairs Urban Affairs Conference for Federal Officials; gave a speech to the Rochester Rotary discussing the Pilot City Program and the criminal justice system; and moderated a half-hour television program on the "PAC-TAC" demonstration project.

During Phase One, basic Pilot City staffing was enhanced by the employment of part-time and temporary personnel with backgrounds in law, education, systems analysis, anthropology, sociology, statistics, and psychology. Most of these employees were graduate students who worked for the Program as research assistants, applying their academic specialties to specific Pilot City studies. As discussed in the next chapter, the Program also had the advantage of the collaboration of several University professors and graduate level students who, in various capacities, worked without pay in selected Pilot City study areas.

Finally, and most importantly, the Pilot City Program has been extremely fortunate in having as a resource the expertise of the personnel in the various criminal justice agencies, the local, state, and federal governments, and the general community. Personnel from all these areas have assisted Pilot City efforts with their time, interest, and knowledge.

VII THE PILOT CITY PROGRAM AND THE UNIVERSITY

As discussed in the Interim Report¹, in its Pilot City grant proposal, the Graduate School of Management of the University of Rochester stressed a twofold interest in the Program. The University is interested in being of service to the community by developing a community-based criminal justice program where a relatively intensive research effort is directed at developing and assessing new methods for improving criminal justice processes. At the same time, the University is fundamentally an academic institution, and as such, participation in community endeavors is appropriate only where it contributes to the education process and research programs of the University.

To fulfill both interests, the University proposed that where on-going academic programs and research interests were of relevance, they be utilized as resources in the Pilot City Program. In this manner, members of the academic community involved in the Program would derive maximum educational benefits while the community would benefit from an enriched Pilot City Program.

Experience on Phase One testifies to the mutual benefits accruing from the University and Pilot City Program "marriage." One area yielding important mutual benefits involved arrangements with several University Departments where graduate students, as part of their course work, undertook special studies for the Program. The most notable

¹ Elizabeth B. Croft, Rochester-Monroe County Criminal Justice Pilot City Program Phase I-Interim Report, December 31, 1972.

example probably is the two major cost/benefit studies conducted by four students in the systems analysis program of the Graduate School of Management. These studies and subsequent reports--Cost Effectiveness Analysis of the Collection and Disbursement of Support Payments by Monroe County Family Court, and A Cost/Benefit Analysis of the Monroe County Pilot Program for Vocation Upgrading of Probationers--which have been discussed previously in this report, resulted in high quality research in criminal justice areas of interest to the Program.

Other students, with the assistance of the Pilot City staff, have undertaken research and prepared class papers in criminal justice areas. Two Political Science Department students investigated the relationship between selected variables and changes in crime in several local police jurisdictions; and another Political Science Department student studied factors influencing sentencing.

Additionally, in an arrangement with the University College, Pilot City staff members designed and supervised an academic research program for two students who had had several years experience as police investigators. These students, who received course credit for this work, undertook a series of studies and prepared background information papers in areas relevant to the Program.

In working with all of these students, involvement of the Pilot City staff included assisting in study design, serving as a liaison with any community agencies involved, and monitoring study progress. In each instance, the staff suggested study areas of interest to the Program which also coincided with the academic interests and abilities of the students. Since the students also were receiving advice and assistance

from the academic members of their Department, Pilot City staff input was kept at a reasonable level and the Program benefited by receiving several studies in criminal justice areas, with little cost to the Program.

Another area with mutual benefits to the University and the Program has been the Program's ability to select, and place on its payroll in part-time or temporary positions, graduate students whose background specialties are pertinent to specific Pilot City projects. The University's reservoir of graduate students is an important resource to the Program, providing trained personnel who can be hired on an as-needed basis. At the same time, the students benefit by having the opportunity to apply their theories, techniques, and methodologies to specific real world problems.

Examples of the Pilot City activities these students participated in include: the assistance of a doctoral student in Educational Administration in developing the program for physically handicapped jail inmates; a doctoral level student in the Graduate School of Management assisting in the study and report of demographic indicators in Rochester and Monroe County; and a psychology student and a student in the Graduate School of Management assisting in developing the evaluation design for the methadone withdrawal follow-up program. Two computer information students of the Graduate School of Management worked for the Program, undertaking detailed information management studies for Adult Probation, law enforcement agencies, and the courts. These students initially worked without pay, utilizing their experience as a basis for a class paper. Subsequently, they were hired by the Program and, as indicated, expanded their studies

into several areas of Pilot City interest.

Pilot City staff also have served as a link between academic members and the community. At the request of the Mayor, the Program contacted several University Departments and developed a list of female students qualified for and interested in a summer internship with the Rochester Police Department, which was being sponsored by the Police Foundation. One of the students recommended subsequently was selected for the position. Similarly, at the request of governmental and community agencies, the staff has referred qualified students to several job openings, with the result that many have been hired.

A final important area of mutual benefit from the University and Pilot City Program association involves the collaboration of efforts and interchange of ideas between other members of the academic community and the Pilot City staff. Faculty and students have willingly, without remuneration, consulted and worked with the staff in projects involving their interest and expertise.

Based upon the experience of the first phase of operation, the Pilot City Program looks forward to the continued two-way flow of meaningful exchanges, with the University and the Program each serving as a resource to the other.

APPENDIX I

TABLE I

ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM--PHASE I PUBLICATIONS IN PRINT

<u>PILOT CITY PUBLICATION NO.</u>	<u>TYPE OF PUBLICATION</u>	<u>TITLE AND AUTHOR</u>
1	Interim Report #1	Croft, Elizabeth B. <u>Rochester-Monroe County Criminal Justice Pilot City Program Phase I Interim Report, December 31, 1972.</u>
2	Information Paper #1	Horwitz, Lois K. and Croft, Elizabeth B. <u>Local Criminal Justice Appropriations in Monroe County, New York, May 7, 1973.</u>
3	Information Paper #2	Cox, Roger A. and Horwitz, Lois K. <u>Demographic Indicators for Rochester and Monroe County, New York 1960-1972. June, 1973.</u>
4	Action Grant #1*	Smith, Thomas S. <u>"PAC-TAC" - Police and Citizens-Together Against Crime. Prepared for the City of Rochester and the Rochester Police Department. June, 1973.</u>
5	Special Study #1**	McGrath, J. William and Pegg, Edward T. <u>Cost Effectiveness Analysis of the Collection and Disbursement of Support Payments by Monroe County Family Court. July, 1973.</u>
6	Special Study #2**	Chitren, Vincent R. and Reynolds, Regis J. <u>A Cost/Benefit Analysis of the Monroe County Pilot Program for Vocational Upgrading of Probationers. July, 1973.</u>
7	Action Grant #2*	Cronin, Roberta C. <u>Probation Employment and Guidance Program. Prepared for the County of Monroe and the Monroe County Probation Department. September, 1973.</u>
8	Action Grant #3*	Thaler, Richard H. and Horwitz, Lois K. <u>Program for System Performance, Evaluation, and Research. Prepared for the County of Monroe. September, 1973.</u>
9	Information Paper #3	Thomas, Greg. <u>The First Five Years of the Safe Streets Act; Law Enforcement Assistance Administration Grants in Monroe County, New York From 1968 to July 1, 1973. September, 1973.</u>
10	Action Grant #4*	Thomas, Greg. <u>Monroe County Family Court Probation Project. Prepared for the County of Monroe and the Monroe County Family Court Probation, October, 1973.</u>
11	Action Grant #5**	Barry, David and Harper, Dean. <u>Rehabilitation Intervention Program for Sentenced Prisoners. Prepared for the County of Monroe and the Monroe County Sheriff's Department. October, 1973.</u>
12	Information Paper #4	Horwitz, Lois K. <u>Local Criminal Justice Appropriations in Monroe County, New York 1960-1973. October 30, 1973.</u>

* The development of each Action Grant included the work of several staff members. The staff member shown above served as primary coordinator for development of the project and wrote the major portion of the text.

**Authors collaborated with Pilot City staff; were not employed by the Pilot City Program.

NOTE: The list does not include technical service papers which are submitted to agencies requesting the study.

TABLE II

ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM----PHASE I PUBLICATIONS IN PROGRESS TO BE PRINTED IN PHASE II

<u>TYPE OF PUBLICATION</u>	<u>ESTIMATED PUBLICATION DATE</u>	<u>TITLE AND AUTHOR</u>
Information Paper	January, 1974	Cronin, Roberta C. <u>The Impact of Alcohol Offenses on the Criminal Justice System.</u>
Information Paper	January, 1974	Thompson, Patricia C. and Horwitz, Lois K. <u>The Court System in Rochester and Monroe County, New York.</u>
Information Paper	January, 1974	Thomas, Greg. <u>Corrections in Monroe County, New York.</u>
Information Paper	January, 1974	Hill, Scott C. <u>Law Enforcement in Rochester and Monroe County, New York.</u>
Special Study	January, 1974	Smith, Thomas S. <u>Police Recruitment and Screening Study.</u>
Special Study	February, 1974	Center for Governmental Research. <u>Study of Drug Abuse in Rochester and Monroe County.</u>
Information Paper	Early, 1974	Staff. <u>Crime in Rochester and Monroe County 1960-1973.</u>

APPENDIX II

AGENCIES CONTACTED BY PILOT CITY STAFF DURING PHASE I

GOVERNMENTAL AGENCIES

Federal

Law Enforcement Assistance Administration
Office of Drug Abuse Law Enforcement
United States District Court, Western District of New York
United States Probation and Parole Office, Western District of New York
United States Attorney's Offices, Western District of New York
Federal Bureau of Prisons, McNeil Island Penitentiary
United States Parole Board
Office of United States Magistrate

State

New York State Department of Correctional Services
New York State Department of Probation
New York State Department of Labor
New York State Department of Labor, Division of Employment
New York State Department of Insurance
New York State Office of Vocational Rehabilitation
New York State Division for Youth
New York State Department of Mental Hygiene
New York State Crime Victim Compensation Board
New York State Division of Criminal Justice Services
New York State Alcoholism Treatment Unit

Local

City of Rochester
Manager's Office
Crime Control Program Division
Police Department
City Court Clerk's Office
City Court
Rochester Police and Fire Training Academy
Department of Planning

County of Monroe

Manager's Office
Crime Control Coordinator's Office
Sheriff's Offices and Jail
Regional Crime Laboratory
Department of Planning
Public Safety Committee of Monroe County Legislature
Adult Probation Department
Family Court Probation
District Attorney's Office
Commissioner of Juror's Office

County of Monroe (continued)
Department of Mental Health
Alcoholic Outreach Services
Continued Care Unit
Psychiatric Hospital Unit
Department of Social Services
Children's Shelter

Other Governmental Agencies

Genesee/Finger Lakes Regional Planning Board
Town Clerk's Offices (19)
Village Clerk's Offices (10)
Town Police Departments (10)
Village Police Departments (3)
City/County Youth Board
Town and Village Court Clerks
Public Defender's Office

COMMUNITY AGENCIES

Rochester-Monroe County Health Association
Rochester Mental Health Center - Alcohol Division
Rochester Mental Health Center - Narcotics Division
Rochester Mental Health Center - Children and Youth Division
Strong Memorial Hospital Crisis Center
Community Mental Health Center
Rochester Health Network
Genesee Hospital
Highland Hospital
Strong Memorial Hospital
Park Avenue Hospital
St. Mary's Hospital
Action for a Better Community
Alcohol Information and Referral Center
Alcoholics Anonymous
Al-Anon
Alateen
Catholic Family Center
Jewish Family Service of Rochester, Inc.
East House
Chateau House
Men's Service Center
Salvation Army Men's Social Center
St. Joseph's House of Hospitality, Inc.
Open Door Mission
Rochester Jobs Incorporated
Travelers Aid
Chamber of Commerce
Work and Social Adjustment Program

Community Agencies (continued)

Ibero American Action League
Threshold
North East Area Development (NEAD)
Urban League
Judicial Process Commission
Pre-Trial Release Program
Hillside Children's Home
Jail Ministry
Rochester Bail Fund
BRIDGE
Concentrated Employment Program
Prisoner Action Program
Experimental Driver Rehabilitation Program
Crossroads House
Family Service of Rochester, Inc.
Rochester Rehabilitation Center, Inc.
Prisoner Assistance
Genesee Ecumenical Ministries - Task Force on Courts
Eastman Kodak - Alcoholism Program
Xerox Corporation - Alcoholism Program
Rochester Products/Division of General Motors - Alcoholism Program
Delco Products/Division of General Motors - Alcoholism Program

PROFESSIONAL GROUPS, SCHOOLS, AND RESEARCH AGENCIES

Correctional Association of New York
Center for Governmental Research Inc.
Information Associates, Inc.
Stochastic Systems Research Corporation, Inc.
Rochester Institute of Technology, School of Criminal Justice
Center for Community Issues Research
Monroe County Bar Association
Portable Channel Inc.
Legge Associates, Inc.
Slade Associates
Ford Foundation
Urban Institute
National Institute of Public Affairs
Police Foundation
State University of New York at Albany, School of Criminal Justice
National Council on Crime and Delinquency
Monroe County Medical Society - Drug and Alcohol Committee
Northeastern University, College of Criminal Justice
Transnational Programs Corporation

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