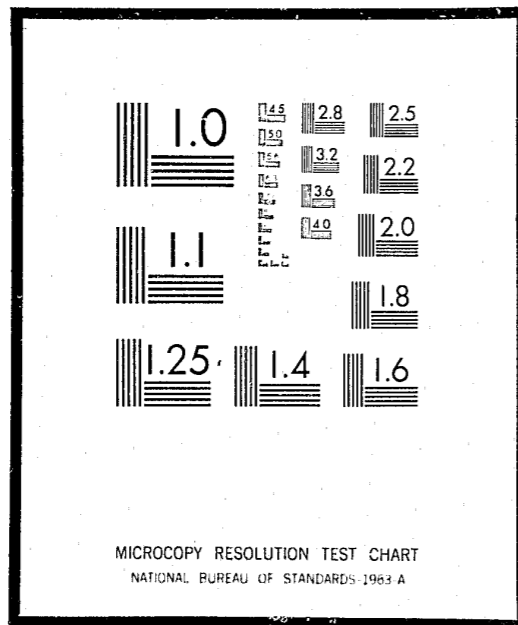


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

7/30/76



THE HIGH IMPACT ANTI-CRIME PROGRAM

An Examination of Project Innovation and Institutionalization Within the Impact Program



U.S. DEPARTMENT OF JUSTICE
Law Enforcement Assistance Administration
National Institute of Law Enforcement and Criminal Justice

NCJRS

NATIONAL-LEVEL EVALUATION

An Examination of Project Innovation
and Institutionalization Within the
Impact Program

By
E.J. ALBRIGHT.

THE MITRE CORPORATION

FEBRUARY 1976

U.S. DEPARTMENT OF JUSTICE
Law Enforcement Assistance Administration
National Institute of Law Enforcement and Criminal Justice

This document has been prepared by The MITRE Corporation,
Washington Operations, under Contract J-LEAA-028-75 for the
Law Enforcement Assistance Administration for authorized
distribution. It has not been approved for public release.

ABSTRACT

This document describes projects selected as innovative that were implemented as part of the Impact program. Innovative aspects of projects, such as planning and evaluation, are also described. The distribution of innovations across the eight Impact cities and across functional areas (police, courts, etc.) is given. Also included is the contribution of these projects toward three areas where change has been widely called for in the criminal justice process: community involvement, system coordination and knowledge acquisition. The projected continuation (i.e., beyond Impact) of these projects, as well as others implemented as part of the Impact program, is given along with projected sources of funding.

TABLE OF CONTENTS

	<u>Page</u>
LIST OF TABLES	viii
EXECUTIVE SUMMARY	ix
1.0 INTRODUCTION	1
1.1 The Need for Change	1
1.2 The Impact Concept as Innovative	2
1.3 Impact Implementation as Innovative	4
1.4 Perspective Utilized Here	5
1.5 Method of Analysis	7
1.5.1 Analysis of Data	8
1.5.2 Limitations of Analysis	9
2.0 THE CHANGE PROCESS	11
2.1 Change and the Criminal Justice System	12
2.1.1 Awareness of Need for Change	13
2.1.2 Instinct for Survival	13
2.1.3 Organizational Problems	14
2.1.4 Intergovernmental Factors	15
2.1.5 Other Factors	17
2.2 Impact and Change in the Criminal Justice Area	19
3.0 INNOVATIVENESS OF IMPACT PROJECTS AND PROGRAMS	29
3.1 Definition of Innovation	30
3.2 Format	31
3.3 Innovative Projects and Programs	32
3.3.1 Youth Service Delivery	36
3.3.2 Alternative Schools	41
3.3.3 Juvenile Programs	49
3.3.4 Juvenile Probation and Aftercare	57
3.3.5 Adult Probation and Parole	66
3.3.6 Court-Related Projects	71
3.3.7 Rape-Focused Projects	78
3.3.8 Assistance to Elderly Victims and Potential Victims	88
3.3.9 Police-Community Involvement	93

TABLE OF CONTENTS (CONTINUED)

	<u>Page</u>
4.0 COMPONENT PARTS AND ACTIVITIES	99
4.1 Planning	101
4.2 Administration	104
4.3 Evaluation	109
4.4 Training	116
4.5 Implementation	122
4.6 Data Collection	128
4.7 Services	131
5.0 FINDINGS ON INNOVATION IN THE IMPACT PROGRAM	137
5.1 Innovation by City	137
5.2 Innovation by Functional Area	141
5.3 Program-wide Findings in Terms of Community Involvement, System Coordination and Knowledge Acquisition	147
5.3.1 Community Involvement	147
5.3.2 System Coordination	149
5.3.3 Knowledge Acquisition	153
5.4 Funds Expended for Innovative Projects	154
5.5 Development of Innovative Projects	158
5.6 Summary: Innovation in the Impact Program	160
6.0 INSTITUTIONALIZATION OF IMPACT PROJECTS AND PROGRAMS	165
6.1 Definition of Institutionalization	165
6.2 Institutionalization of Projects by City	166
6.3 Summary of Project Institutionalization by City	172
6.4 Institutionalization of Projects by Functional Area	175
6.5 Summary of Project Institutionalization by Functional Area	178
6.6 Projected Sources of Funding	183
6.7 Institutionalization of Innovative Projects	186
6.8 Findings	189
7.0 SUMMARY OF FINDINGS FOR INNOVATION AND INSTITU- TIONALIZATION IN THE IMPACT PROGRAM	195
7.1 Innovation	196
7.2 Innovative Projects	197

TABLE OF CONTENTS (CONCLUDED)

	<u>Page</u>
7.3 Institutionalization	200
7.4 Projects Expected to be Institutionalized	201
7.5 Limitations of Analysis	204
7.6 Concluding Remarks	205
APPENDIX I NATIONAL-LEVEL EVALUATION TASKS	209
APPENDIX II PROJECT LEVEL SURVEY FORM	211
APPENDIX III INNOVATIVE PROJECT SELECTIONS	213
APPENDIX IV ADDRESS LISTING FOR INNOVATIVE PROJECTS	216
REFERENCES	224

LIST OF TABLES

<u>Table Number</u>		<u>Page</u>
I	INNOVATIVE PROJECTS BY TYPE OF INNOVATION AND BY CITY	34
II	INNOVATIVE COMPONENTS BY TYPE OF COMPONENT AND BY CITY	100
III	INNOVATIONS BY CITY	138
IV	INNOVATIVE PROJECTS AND COMPONENT PARTS BY FUNCTIONAL AREA	142
V	INNOVATIONS BY CITY AND BY FUNCTIONAL AREA	144
VI	INNOVATIONS BY FUNCTIONAL AREA	146
VII	INNOVATIONS BY CONTRIBUTION TO COMMUNITY INVOLVEMENT, SYSTEM COORDINATION AND KNOWLEDGE ACQUISITION AND BY CITY	148
VIII	RANGE OF IMPACT FUNDING LEVELS AND TIME PERIODS FOR INNOVATIVE PROJECTS BY CITY	156
IX	TOTAL FUNDS FOR INNOVATIVE PROJECTS, BY CITY AND BY TYPE OF INNOVATION	157
X	PROJECTED INSTITUTIONALIZATION OF PROJECTS BY CITY	173
XI	PROJECTED INSTITUTIONALIZATION OF PROJECTS BY FUNCTIONAL AREA	179
XII	PROJECTED SOURCES OF FUNDING FOR PROJECTS EXPECTED TO BE INSTITUTIONALIZED, BY SOURCE OF FUNDING AND BY CITY	184
XIII	INSTITUTIONALIZATION OF INNOVATIVE PROJECTS, BY CITY	187

EXECUTIVE SUMMARY

There is an increasing awareness of the need for change in the criminal justice system. As the nation appears to be in serious trouble in its fight against perpetually rising crime rates, local criminal justice agencies have been urged to direct their energies towards the development and adoption of new approaches, technologies and programs to reduce crime and to be more attuned to the current problems with which they must deal. The National Advisory Commission on Criminal Justice Standards and Goals, for example, has pressed especially for innovations in the areas of anti-crime programs, of community involvement in those programs, and of agency coordination in their implementation.

However, certain characteristics of the criminal justice system create barriers to changes. The conservatism of some of the officials, the high degree of independence of the line workers, the self-preservation instincts of traditional agencies, and the lack of discretionary funds for experimentation, etc., are some of the factors that diminish receptivity to innovation.

Social factors are also significant. Since our society is dominated by middle-class values, it is natural that organizations reflect middle-class interests, tastes, attitudes, and morals. This orientation may limit the scope of efforts to change. It is only in recent years, for example, that the use of ex-offenders has become fairly widespread in criminal justice programs, and the difficulty of locating offender projects, such as halfway-houses, in many neighborhoods is too well known to require recapitulation.

Change also frequently involves legal issues. Diversion of offenders, for example, involves questions of due process; employment restrictions against ex-offenders are part of civil service requirements. Legislative action may be required for change, especially for long-term change. An example is the Community Corrections Act in Iowa, which authorizes the establishment of community-based programs throughout the State and provides some financial support.

It is evident that there are many barriers to innovation, especially in the complicated intergovernmental structure of the urban centers. The difficulties involved in the change process are intensified by the multi-agency criminal justice "non-system."

Viewed in the context of precipitating changes in the criminal justice system, the High Impact Anti-Crime Program has introduced some important innovations. Previous LEAA programs had generally been

directed exclusively toward improvement of the criminal justice system. Its grant money had been spent mainly on modernizing equipment, training personnel and refining the operational techniques of criminal justice agencies. The Impact program, on the other hand, defined its goals in terms of crime rather than the criminal justice system. It had a dual purpose: the action goal of reducing stranger-to-stranger crime and burglary, and the research goal of implementing a new approach known as the COPIE-cycle (i.e., the comprehensive crime-oriented planning, implementation and evaluation of anti-crime programs).

Impact Program-Level Innovations

The COPIE-cycle, then, was an Impact innovation introducing an iterative process of planning and evaluation. The crime-oriented planning process included an analysis of the victims, the offenders, and environment of the Impact target crimes, an elaboration of the city's crime problems in quantified terms, and the development of a set of programs and projects to address these problems. Also innovative was the strong mandate to evaluate the effectiveness of Impact projects and programs locally and nationally.

Although the focus of the Impact program remained the crime problem, institutional change was thought to be a powerful factor in achieving this end. One such institutional change hoped for as part of the Impact program was that agencies might become more responsive to the community. Thus, the focus of Impact was both outward and inward; among the questions it posed are: How can the criminal justice system better serve the community? What are the most critical crime problems in the city? How effective are current solutions to problems, even when they "appear" to be working? In sum, the program responded to calls for change in three areas of the criminal justice process: community involvement in crime control, the coordination of criminal justice process: community involvement in crime control, the coordination of criminal justice agencies toward greater effectiveness and efficiency, and the acquisition of more specific knowledge about crime and crime control.

All of the above aims were in some measure addressed by the creation of an integrating agency known as the Crime Analysis Team (CAT), which has occupied a pivotal role in the implementation of the Impact program in each of the eight participating cities. Although guidelines were provided by the LEAA, the CAT had considerable freedom to develop its master plans and evaluation function. The CAT was one part of the decision-making authority, both from an operational and a policy-making point of view. The policy-making authority for the program was shared by the LEAA Regional Administrator, the state planning agency (SPA) director, and the CAT director (or the mayor

personally). A "Policy Decision Group" composed of three high-level officials in the LEAA Washington Headquarters served as overseers of the program nationally.

The Impact program thus involved new relationships horizontally as well as vertically: horizontally across the city and vertically through the LEAA national organizational structure. The participation and coordination of many levels and units of government would be required; with the CAT serving as the central focus of change. Consequently, the CAT was a new mechanism for coordinating, for monitoring and for carrying out the Impact COPIE-cycle, and for stimulating change in each city's criminal justice system.

Project-Level Innovation

Beyond these two program-level innovations (the COPIE-cycle and the Crime Analysis Team), elements of innovation were also found among Impact-funded projects, which were selected as innovative if they:

- Used a new approach, new procedures, or new technology in solving a problem;
- Used old procedures, technology or approaches in a new way or in a new context;
- Used an existing agency to assume a set of new responsibilities; and,
- Used a new agency to assume a set of responsibilities not carried out by an existing agency.

Projects were also examined for innovation in terms of the various activities essential to the successful execution of a project:

- planning;
- administration;
- evaluation;
- training;
- implementation;
- data collection; and
- services.

When the 233 Impact-funded projects were reviewed, 26 projects were found to meet at least one of the four innovation criteria listed above. Twelve of these used a new approach, new procedures, or a new technology in solving a problem (Type A), five used old procedures, technology or approaches in a new way or in a new context (Type B), two used an existing agency to assume a set of new responsibilities (Type C), and seven used a new agency to assume responsibilities not carried out by an existing agency (Type D). Also, 12 additional projects contained one or more innovative components, (i.e., planning, administration, training, etc.). Listings of these projects appear on page 31 and page 95. Considering the action orientation of the Impact program--to achieve short-term, concrete results--and the complicated multiple-step review cycle required to approve a project, it is somewhat surprising to find so many innovative projects. The following discussions are based on projects that were selected as innovative in their entirety. Included is the distribution of innovative projects by city, by functional area and by contribution toward community involvement, agency coordination and knowledge acquisition:

Innovation by City

The number of innovative projects varied greatly among the Impact cities ranging from one project in Newark to 10 projects in Denver. The degree of innovation in each city can better be gauged by looking at the percentage of projects selected. Denver is the major innovator, with 27 percent of the projects considered innovative compared to the average 11 percent across all the Impact cities. The percentage is also higher than the average in Portland (23 percent) and in Dallas (16 percent), even though the number of innovative projects for these cities was relatively low. The diversity across the cities can be seen from the following tabulation.

<u>CITY</u>	<u>NUMBER OF PROJECTS IMPLEMENTED</u>	<u>NUMBER OF INNOVATIVE PROJECTS</u>	<u>PERCENT OF INNOVATIVE PROJECTS</u>
ATLANTA	20	2	10%
BALTIMORE	27	2	7%
CLEVELAND	39	2	5%
DALLAS	19	3	16%
DENVER	37	10	27%
NEWARK	27	1	4%
PORTLAND	17	4	24%
ST. LOUIS	47	2	4%
TOTAL	233	26	11%

The variation in the degree of innovations can be related to the influence of several factors: e.g., the pressure to implement projects quickly, the complicated review cycle, and the response of the Crime Analysis Team to these pressures. Also important were the overall orientation of each city's planning effort and the context in which projects were selected.

In Atlanta, the Crime Analysis Team inherited a political situation that was complex and difficult; conflicts developed between the CAT and the SPA and between the CAT and state and county agencies. These intergovernmental conflicts made coordination among the CAT and the criminal justice agencies difficult and few innovative projects could be generated in this atmosphere.

In Baltimore, political and intergovernmental pressures played an important role. The conflicts between the Crime Analysis Team (CAT) and the state planning agency (SPA) and between the CAT as part of the Mayor's Office and the police department created major problems in simply getting the program off the ground.

In Cleveland, the pressure to select and implement projects quickly was great. There was little time for the development of innovative concepts or a reallocation of agency responsibilities. Many projects were expansions of programs that existed prior to Impact.

The system orientation of the Dallas program accounted for the three innovative Dallas projects which represent departures from traditional police operations.

Denver maintained a consistently innovative posture within the Impact program. The primary reasons for this appear to have been the high quality of staff on the Denver Anti-Crime Council (CAT) which was the result of a nation-wide search for planners and evaluators, the adequate size of the staff, and the team's credibility and influence with Denver agencies. With the support of the Mayor's Office, the CAT established and maintained a good working relationship with the criminal justice agencies and with the community, leading to effective coordination and considerable influence on project selection and development. It seems that, in this instance, the thrust developed by the CAT was able to neutralize some of the barriers to innovation.

In Newark, political struggles among the City Council and various special interest groups, as well as problems between the LEAA and the CAT, delayed implementation of projects and shaped a final set of anti-crime efforts in which there was not much innovation.

In Portland, there was a split of responsibility between the CAT and the SPA, as was the case in Baltimore. However, the CAT in Portland was solely responsible for project planning and development, and spent much time developing projects; as a consequence, more innovative projects resulted.

In St. Louis, project selection seemed to have been based on refunding existing projects and on polling the ideas and suggestions of key criminal justice and community leaders without the needed initial emphasis on crime-oriented planning to spark innovation.

Innovation by Functional Area

The number of innovative projects selected varied greatly across functional areas, ranging from none in drug use to eight in both juvenile corrections and community involvement. The distribution of innovative projects by functional area is as follows:

<u>FUNCTIONAL AREA</u>	<u>NUMBER OF PROJECTS IMPLEMENTED</u>	<u>NUMBER OF INNOVATIVE PROJECTS</u>	<u>PERCENTAGE SELECTED</u>
PREVENTION	21	4	19%
POLICE	37	1	3%
COURTS	25	2	8%
ADULT CORRECTIONS	49	2	4%
JUVENILE CORRECTIONS	33	8	24%
RESEARCH AND INFORMATION SYSTEMS	16	1	6%
DRUG USE	10	0	0%
COMMUNITY INVOLVEMENT	33	8	24%
TARGET HARPENING	9	0	0%
TOTAL	233	26	11%

The large number of innovative projects in the community involvement area can be partially attributed to the community orientation of the Impact program and the availability of Impact funds to implement crime prevention and community-oriented projects that are frequently considered less important to criminal justice agencies than improving their own capabilities. The large number of innovative projects in the juvenile corrections area can also be attributed to the community focus of the Impact program and, in particular, to the focus on the offender.

Most of the innovative projects had a similar community orientation; they focus on community crime prevention, community-based corrections, and victim assistance.

Findings in Terms of Community Involvement, System Coordination and Knowledge Acquisition

The discussion on functional area distribution of innovative projects has made it evident that these projects placed heavy emphasis on community involvement, and this orientation can be linked to the community focus of the Impact program and the availability of funds for such projects.

Over 75 percent of the projects selected as innovative also made a contribution to system coordination between or among criminal justice and other intergovernmental units (20 out of 26 projects). The system coordination impact occurred primarily across criminal justice agencies, although in several cases, other social service agencies were involved.

Only two projects selected as innovative appear to have contributed to the acquisition of knowledge. Thus, the contribution of projects selected as innovative toward knowledge acquisition is relatively small. However, the real knowledge contribution of Impact innovations cannot be assessed at the project level alone, but will need to be measured over time in terms of the COPIE-cycle, and its ramifications.

Factors Influencing the Development of Innovative Projects in the Impact Program

In sum, there seem to have been several explicit factors that influenced and encouraged the development of innovative projects despite a failure to build in any specific incentives toward innovation within the Impact program. These were: the organizational structure for the development and administration of the program (i.e., the existence and role of the CAT), the amount of funding available, and the national trend toward concern with the victims of crime.

Factors encouraging the institutionalization of these innovative projects and program innovations as well as other Impact projects generally were also examined; these are elaborated below.

Definition of Institutionalization

An Impact project or program was considered institutionalized if all or part of the project received continuation funding from another source or if the likelihood of continuation was considered good. Continuation funding could come from local, state, and/or federal sources. Projects which will receive a portion of their

funding from the LEAA are included while those that will receive all of their funding (excluding match) from the LEAA are not included. The expected institutionalization of projects as described here, is based primarily on the opinion of the Crime Analysis Team.

Institutionalization of Projects by City

For each city, this is the prognosis of the extent of project institutionalization:

<u>CITY</u>	<u>NUMBER OF PROJECTS IMPLEMENTED</u>	<u>GOOD OR HAD BEEN CONTINUED</u>	<u>PERCENT EXPECTED TO CONTINUE</u>
ATLANTA	20	11	55%
BALTIMORE	27	6	22%
CLEVELAND	39	13	33%
DALLAS	19	11	58%
DENVER	37	22	59%
NEWARK	27	8	30%
PORTLAND	17	8	47%
ST. LOUIS	47	21	45%
<u>TOTAL</u>	<u>233</u>	<u>100</u>	<u>43%</u>

It can be seen that across the eight cities, 43 percent (100 of 233) of the Impact projects are expected to be continued, at least in part, and the prognosis is unknown for another 25 projects. The extent of institutionalization in each city, however, differed significantly from this program-wide average.

There are varying explanations for the high percentage of projects expected to be continued in some cities (i.e., Atlanta, Dallas, Denver, Portland, and St. Louis). In Denver, the high number of projects expected to continue may be attributable to the overall success of the Denver program. In contrast, the high number of projects expected to continue in St. Louis is partially due to the fact that many of the projects in St. Louis were expansions of existing activities. Continuation therefore is not especially surprising. In Dallas, many of the projects were directed towards system improvement, involved one-time equipment costs in some cases, and are therefore logical candidates for institutionalization. Most of the projects expected to continue in Atlanta also involve system improvement. In Portland, careful planning resulted in the selection of projects in areas where there were critical needs. These projects, therefore, may seem more essential to continue.

The unavailability of funds is a key factor influencing the low number of projects expected to be continued in Baltimore. In Newark, although there are 8 projects listed, the two that are already institutionalized are basically equipment grants and the CAT gave an overall estimate for continuation of 2 to 5 projects (considerably lower than the individual project ratings). Although 13 projects are expected to be continued in Cleveland, several of these will be continued in part only. These cities are inundated with problems and needs which pull local budgets in too many directions for them to be able to assume a substantial amount of funding of Impact projects.

The number of projects expected to be institutionalized also varied greatly by functional area:

<u>FUNCTIONAL AREA</u>	<u>NUMBER OF PROJECTS IMPLEMENTED</u>	<u>NUMBER OF PROJECTS EXPECTED TO BE INSTITUTIONALIZED</u>	<u>AS A PERCENTAGE OF TOTAL PROJECTS IN FUNCTIONAL AREA</u>
PREVENTION	21	8	38%
POLICE	37	19	51%
COURTS	25	17	68%
ADULT CORRECTIONS	49	16	33%
JUVENILE CORRECTIONS	33	14	42%
RESEARCH/ INFORMATION SYSTEMS	16	8	50%
DRUG USE	10	1	10%
COMMUNITY INVOLVEMENT	33	12	36%
TARGET HARDENING	<u>9</u>	<u>5</u>	<u>56%</u>
TOTAL	233	100	43%

It is clear that institutionalization will be more extensive in police, courts, and corrections than in other areas. This partially reflects a local emphasis toward an overall system capability. Looking at the component parts of the system, however, a substantially higher percentage of projects (68 percent) is expected to continue in the courts area than in the police (51 percent) or corrections (33 percent in adult corrections and 42 percent in juvenile corrections) areas.

All of the projects expected to continue in the prevention area are directed toward youthful offenders or potential offenders. Combining these projects with those in juvenile corrections, 22 projects expected to continue are directed toward the youthful offender, a major focus of the Impact program.

It is also important to note that 12 projects expected to be continued are in the community involvement area. These, combined with some of the prevention and other projects, reflect the community orientation of the Impact program. This orientation is being partially sustained beyond Impact funding and may represent a partial adoption of some of the concepts that were part of the Impact program.

The 5 target hardening projects expected to continue are street lighting projects which basically involve a one-time equipment cost. The 8 information system projects also involve substantial one-time costs. These projects are more likely to be institutionalized than projects which involve long-term salary costs, for example.

Sources of Funds for Institutionalization

Almost one-half (49 out of 100) of the Impact projects will be continued with city funds, with four of these projects partially supported by LEAA funds (see Table XII, page 175). When county, state and other local sources of funds (e.g., community) are included, 83 percent of the projects are expected to be continued, either partially or totally, by local funds. Fifteen projects are expected to be continued solely with state funds (one of these will be partially funded by the LEAA), and only 2 projects will be totally funded by other federal sources. Those projects to be continued with local and/or state funds may be the most likely to be adopted in the long term, and represent 38 percent of the projects implemented as part of the Impact program.

Institutionalization of Innovative Projects

Looking at the innovative projects expected to be institutionalized, 62 percent (16 out of 26 projects) are expected to be continued. The percentage is considerably higher than the percentage for all Impact projects (43 percent). This difference may reflect more careful development of innovative projects, involving agency and community participation. Also reflected may be a difference in the perceived effectiveness of these projects, or the interest generated in them because of their novelty.

In sum, it is difficult to predict the exact percentage of Impact projects that will be institutionalized. The 43 percent projection is based on the prognosis of the Crime Analysis Teams, of the state planning

agencies and regional offices, and of the project directors, when their opinions were available. This estimate is probably too high. Another source of uncertainty is that final results are not available for many projects. Additionally, the predictions were generally for immediate project continuation rather than long-term adoption. If the new source of funding is a local and/or state government, long-term adoption is more likely than if the source of funding is another federal government agency or a combination of local and federal sources. Moreover, innovative projects and projects targeting improved system response appear especially likely to continue.

Many factors influence whether a project will be institutionalized. These include the success of the project, the degree to which it becomes an accepted part of the everyday way of "doing things," the support of key people, including agency personnel and political and community leaders, the attitude of the community, and available funds. Within the context of Impact, some of the factors affecting institutionalization appear to have been alleviated and others intensified. The CAT acted as a catalyst stimulating coordinated change across police, courts, and corrections agencies and helped signally to gain community support. Impact, as a city program, received strong support from the mayor's office and the mayor has a vested interest in city project continuation, from a political point of view. When decisions are to be made by county and state governments concerning continuation of project funding, there is less pressure to continue even highly rated and accepted projects than there exists for city governments. But city governments are, of course, notoriously "poor," and thus a key factor in municipal institutionalization becomes the availability of funds, just as the existence of political pressure becomes key for state and county agencies, for whom funding may be less of a problem. The important institutionalization question--how has the program durably affected criminal justice practices and procedures--remains, for the present, unanswered.

1.0 INTRODUCTION

1.1 The Need for Change

It has often been said that there is a need to develop and effectively utilize new technologies in solving long-standing social problems. There is also a need to search for new approaches, not only to solve problems, but also to change attitudes, and to change organizations as part of this effort. In response to a study examining institutional failure in the urban ghetto, Mesthene, for example, has concluded that: "...traditional institutions, attitudes, and approaches are by and large incapable of coming to grips with the new problems of our cities." and that the advancement of society in all areas depends largely on the proper utilization of technological change.⁽¹⁾ Technology, as he views it, refers to tools in a general sense, including machines and intellectual tools.⁽²⁾ Mesthene makes an indictment of society's response to technology:

Failure of society to respond to the opportunities created by technological change means that much actual or potential technology lies fallow, that is, is not used at all or is not used to its full capacity. This can often mean that potentially solvable problems are left unsolved and potentially achievable goals unachieved, because we waste our technological resources and use them inefficiently.⁽³⁾

Many of society's mechanisms for dealing with social problems involve organizations designed to work with clients in some fashion. Mosher's analysis of the need for social change focuses on organizational change. He lists the following reasons why organizational change is necessary:

- (a) Growth in the size of clientele or population served.
- (b) Changes in problems and needs, and resulting changes in organizational programs and responsibilities.
- (c) A changing philosophy as to the proper responsibilities of government.
- (d) Consequences of new technology, new equipment, and advancing knowledge.

(e) Changing qualifications of personnel in fields of specialization. (4)

Mosher believes that the strongest reason for organizational change is to be more responsive to the needs of its clients. He quotes Johns to support his position:

A social agency cannot immunize itself from the social situation - the community - in which it operates. It can for a time be unresponsive to new situations and new needs. But eventually, it must react and respond to situational forces, or decline in influence and, in time, pass out of existence. (5)

The need for change is thought to be particularly acute in the criminal justice area. The nation appears to be in serious trouble in its fight against perpetually-rising crime rates. Local criminal justice agencies have been urged to direct their energies towards the development and inclusion of new approaches and programs to reduce crime, including the development and application of new technologies and the readjustment of organizations to be more attuned to the current problems with which they must deal. The National Advisory Commission on Criminal Justice Standards and Goals has pressed especially for innovations in the area of crime programs, of community involvement in those programs, of agency coordination in implementing those programs and of knowledge about what is effective and what is not.

1.2 The Impact Concept as Innovative

The High Impact Anti-Crime Program can be analyzed as an approach to change in the criminal justice area. The Impact program was announced by the Law Enforcement Assistance Administration (LEAA) in January, 1972. The agency represented the program as a noticeable departure from its prior policy. Previous LEAA programs had generally been directed exclusively toward improvement of the criminal justice system. Its grant money had been spent mainly on modernizing equipment, training personnel

and refining the operational techniques of criminal justice agencies. The Impact program, on the other hand, defined its goals in terms of crime rather than the criminal justice system. It had a dual purpose, the action goal of reducing stranger-to-stranger crime and burglary, and the research goal of implementing a new approach known as the COPIE-cycle (i.e., the comprehensive crime-oriented planning, implementation and evaluation of anti-crime programs).

The Impact program was therefore focused both on crime itself and on the identification of new solutions and the acquisition of new knowledge to cope with it. The COPIE-cycle approach utilized the crime-oriented planning process, which included an analysis of the victims, the offenders, and environment of the Impact target crimes, an elaboration of the city's crime problems in quantified terms, and the development of a set of programs and projects to address these problems. The program guidelines also included a strong mandate to evaluate the effectiveness of Impact projects and programs locally and nationally. Finally, the Impact program is a large-scale program coordinated at the city level and includes the following eight cities which were selected for its implementation: Atlanta, Baltimore, Cleveland, Dallas, Denver, Newark, Portland (Oregon), and St. Louis. A large amount of funds was dedicated to the implementation of the Impact program in these cities.

The Impact program thus represents an innovative response to the need for change in the criminal justice area. The concept is based on (a) the recognition of the failure of present approaches in the crime control area and (b) the identified need to develop and evaluate new approaches. The crime-oriented planning model is a new technology that is being demonstrated within the Impact cities. The application of this technology precipitates changes in criminal justice and other agencies. Although the focus remains the crime problem, institutional change is thought to be a powerful factor in achieving this end. One such institutional change hoped for as part of the Impact program was

that agencies might become more responsive to the community. Thus, the focus of Impact is both outward and inward; among the questions it poses are: How can the criminal justice system better serve the community? What are the most critical crime problems in the city? How effective are current solutions to problems, even when they "appear" to be working? In sum, the program responds to calls for change in three areas of the criminal justice process: community involvement in crime control, the acquisition of more specific knowledge about crime and crime control, and the coordination of criminal justice agencies toward greater effectiveness and efficiency. All of these aims were in some measure addressed by the creation of an integrating agency known as the Crime Analysis Team.

1.3 Impact Implementation as Innovative

The implementation of the Impact program thus represents a new approach utilized by the LEAA as well as a set of changes at the city level through the establishment of the Crime Analysis Team (CAT) in each of the eight Impact cities selected. The CAT was established as the organizational mechanism for the coordination of the planning, monitoring, and evaluation of the Impact program and it was to be composed of planners and evaluators, researchers of various disciplines, and functional specialists. Guidelines were supplied to the CAT for the development of the Impact program, including a questionnaire for the gathering of a basic store of information upon which to build its crime-oriented plan. The CAT had considerable freedom to develop its master plans, and evaluation function, however, supplying the LEAA with its "plan of operation." Thus, the CAT was a new mechanism for coordinating, for monitoring and for carrying out the Impact COPIE-cycle, and for evaluating change in the city's criminal justice system.

The CAT was only one part of the decision-making authority, both from an operational and a policy-making point of view. The policy-making authority for the program was to be shared by appropriate representatives of the President of the United States, the Governor of the State, and the mayor of the city. The LEAA Regional Administrator, the state planning agency (SPA) director, and the CAT director (or the mayor personally) were to form a "partnership" responsible for program policy in their Impact city. A "Policy Decision Group" composed of three high-level officials in the LEAA Washington Headquarters would serve to oversee the consistency of the program nationally.

At the operational level, the decision-making apparatus directly concerned with the Impact program included the CAT, the state planning agency (SPA), and the regional office (RO) of the LEAA. The actual roles of each would vary in style and substance. The SPA's role in discretionary grant programs had been to serve as a grantee, a conduit for grant funds from the regional office to local agencies and as a financial monitor. Under the Impact program, the SPA would in many cases have a substantial programmatic role as well. Finally, the regional office of the LEAA had been delegated the final authority to approve Impact plans and projects.

The Impact program thus involved new relationships horizontally as well as vertically: horizontally across the city and vertically through the LEAA national organizational structure. The participation and coordination of many level and units of government would be required, with the CAT serving as the focal point for change.

1.4 Perspective Utilized Here

The Impact program provided for the carrying out of a national-level evaluation by the National Institute of Law Enforcement and Criminal Justice and The MITRE Corporation. In order to conduct this

evaluation, nine broad operational tasks were defined (see Appendix I, NATIONAL-LEVEL EVALUATION TASKS).

The analysis presented in this document represents information gained in support of two of these tasks (Tasks 2 and 5, see Appendix I). These involve:

- (a) The identification of innovative projects and programs that were implemented as part of the Impact program; and
- (b) The assessment of Impact program progress toward institutionalization in terms of projects and programs implemented as part of the Impact program.

The two tasks have been combined because both areas are concerned with the changes important to crime reduction which have been initiated by the Impact program, within the criminal justice system and across local government and community organizations. Innovation and institutionalization can both be considered aspects of the change process. Innovation denotes a type of change, one that is new, either in concept, or new in the particular situation. Institutionalization denotes the time-frame of a change--a long-term rather than a short-term change, the latter of which can be considered experimental. Institutionalization implies full acceptance of a change by the agency or the people involved. Thus, a change has been institutionalized when it becomes part of the "everyday way of doing things."

The focus of the Impact program was action-oriented, designed to reduce crime, therefore individual projects that were implemented as part of Impact are reviewed. Innovative projects are selected as well as innovative features such as planning and evaluation techniques. Because of the concern with effecting long-term change in the cities, projects are also screened for the likelihood of continuation.

Before project innovation and institutionalization are analyzed, the change process, and the way in which the Impact program relates to

this process is described. Particular attention is given to organizational or institutional factors which have typically functioned as barriers to change. Project innovation and institutionalization are then related to this change process. Finally, project innovations are discussed in terms of the following major areas where change has been widely called for in the criminal justice process:

- (a) Community involvement in the criminal justice system;
- (b) Coordination of criminal justice agencies and other intergovernmental units; and
- (c) Knowledge acquisition.

1.5 Method of Analysis

The framework for the development of the analytical approach used in examining innovation and institutionalization in the Impact program implied a data collection effort hinging on the completion, to the degree possible, of 2 steps:

- (a) development of descriptive information on identified Impact projects; and
- (b) development and administration of a project-level survey.

Step 1: Development of Project Information

The initial project listing was obtained from the directory of Impact projects identified by the regional offices as part of the collection of fiscal information for another national-level evaluation task (Task 1, see Appendix I for a description). Projects that have been funded subsequent to the cut-off date for that effort were added. The final project listing contained 233 projects.

Step 2: Development and Administration of Project-level Survey

A listing of each city's projects identified in Step 1 was sent to the Crime Analysis Team, the state planning agency and the regional office for identification of innovative projects and for information

on the prognosis for continuation of projects. The respondents were asked to identify innovative projects, subprojects or project features. An explanatory table of project features and the ways in which they could be considered innovative was included. The survey form is given in Appendix II.

1.5.1 Analysis of Data

The survey forms were received from each of the eight Crime Analysis Teams, and from some of the SPAs and ROs. The data from these forms, combined with information collected for several other tasks that were part of the national-level evaluation, were used as the basis for this report. Of particular importance was information collected for Tasks 1 and 8 (see Appendix I).

Documents received from the cities which were used in this study included grant applications, evaluation and progress reports, and special city-wide progress reports.

Findings in this report are discussed by city, by functional area, and program-wide. Impact projects have been organized into the following 9 functional areas for purposes of analysis:

- (a) Prevention - Focus on reducing the probability of crime committed by high risk non-adjudicated persons, school dropouts, previous offenders, or other persons likely to commit crimes, by providing services aimed at increasing their education, training and employment levels, and through alternative activities, such as recreation and counseling.
- (b) Police - Focus on enlarging the scope and quality of police services (such as patrol, tactical operations, field reporting and record maintenance, reduction of police response time, and streamlining police administrative operations).
- (c) Courts - Focus on streamlining the administration and operations of courts, including the reduction of case processing time, providing expanded and better services

such as defense counsel and pre-trial assistance, and assisting in bail determination and improved prosecutory services.

- (d) Adult Corrections - Focus on various rehabilitative treatment modes for the adult offender such as intensive supervision of parolees and probationers, more rapid diagnosis of offenders needing mental health treatment, the streamlining of administration and the expansion of the range of services available through parole and probation departments or ancillary service agencies.
- (e) Juvenile Corrections - Focus on the provision of alternatives to institutionalization or the upgrading of institutional services available to youthful offenders (including vocational education, probation counseling, aftercare services, formal schooling, residential care, and employment placement).
- (f) Research/Information Systems - Focus on crime data collection and maintenance and/or exchange, data analysis, and related planning and evaluation activities.
- (g) Drug Use - Focus on the treatment and rehabilitation of persons using drugs.
- (h) Community Involvement - Focus on reducing the opportunity or probability of crimes being committed by informing the public via such measures as mass media, or involving members of the public in activities such as block watching or identification of personal property in order to assist police in tracing stolen property.
- (i) Target Hardening - Focus on preventing crime in a specific geographical area via equipment such as street lights, or via increased security for public housing residents.

1.5.2 Limitations of Analysis

The analysis included in this document is necessarily limited by the source documents that were available. First-hand knowledge of projects was not available except where it was obtained as part of the research for other national-level evaluation tasks (Tasks 4 and 6, for example, see Appendix I). Within the sections on innovation, references to other MITRE documents will indicate where additional research was performed and in which cases site visits were made. Given the dependence of the national-level evaluation on data furnished by the cities, no attempt has been made here to examine the effectiveness of

innovative projects. Rather, the inquiry has focused on whether or not there has been project and program innovation across the Impact program, in what areas, and under which circumstances. The selection of projects has necessarily been subjective and some innovations may have been missed.

Regarding the institutionalization of Impact projects and programs, the findings given are again limited by the responses received to the project level survey, as well as by the early date at which projections are being made. A further discussion of these limitations will be given in Section 6.0: Institutionalization of Impact Projects and Programs (see page 156).

2.0 THE CHANGE PROCESS

Although it is true that we live more than ever before in an era of change, prevailing social structures often serve to hamper the diffusion of innovations. Our activities in education, agriculture, medicine, industry, and the like are often without the benefit of the most current research knowledge. The gap between what is known and what is effectively put to use needs to be closed. To bridge this gap we must understand the factors affecting the adoption of such innovations. (6)

Rogers in his book: The Communication of Innovations describes one of the key factors in technological advancement and social change: the diffusion of new ideas. Both internal and external factors affect the diffusion of innovations; i.e., the change itself and the environment in which the change occurs or may occur. The following characteristics of a change concept affecting the rate of adoption are described by Rogers and are presented in the Criminal Justice System volume of the National Advisory Commission on Criminal Justice Standards and Goals: (7)

- (a) Relative Advantage--The change should be seen as advantageous. Either the operations of the agency will be improved or the cost will be decreased.
- (b) Potential Impact--A change is more easily adopted if it offers the potential for having a substantial impact on the problem at hand.
- (c) Likelihood of Success--If a change, based on experience in other communities, has a high probability of success, it will be more readily adopted.
- (d) Compatibility--A change that is compatible with existing values and roles is more readily accepted.
- (e) Communicability and Complexity--Communicability denotes how easily a change can be communicated. Complexity refers to the degree to which it is difficult to understand and use an innovation.
- (f) Cost--Cost is listed separately from relative advantage because of the limited funds available to the criminal justice system to effect change. Changes involving little cost will be much more readily adopted. Changes involving a large expenditure will probably first be implemented on an experimental basis.

- (g) Trialability or Divisibility--Trialability refers to the degree to which an innovation may be experimented with on a limited basis. A change is divisible if it can be implemented in small segments or stages, which allows testing while implementation is occurring.
- (h) Reversibility--Reversibility is especially important if an innovation involves a large-scale change to an agency. If the results are unsatisfactory, can the change be reversed? If not, are further alterations available that may improve the results?
- (i) Observability--If the results of a change are visible, it is more likely to be adopted.

The above characteristics of a change concept are critically important in the adoption process. These characteristics are especially important in the criminal justice area because of characteristics of the "adoptors" or criminal justice agencies involved and because of the limited availability of funds.

2.1 Change and the Criminal Justice System

There are several characteristics of the criminal justice system that have an impact on the adoption of new concepts. One characteristic is the inherent conservatism of criminal justice officials.⁽⁸⁾ All personnel in organizations have a vested interest in continuing to do the work as it has been done before and therefore resist change.⁽⁹⁾

As Wilson points out:

To the proponent (of change), the prospective benefits are... direct and easily conceived; the costs are remote, something the organization will deal with. To organizational members who will be affected by the change, the costs to them are likely to be directly and immediately felt; the benefits are something that will accrue remotely to "the organization."⁽¹⁰⁾

This response to change is intensified in organizations where the line workers have a great deal of independence. Criminal justice agencies fall into this category. In addition, the role of authority in organizations has been decreasing because of professionalism (among other factors).⁽¹¹⁾ Because this condition also exists in criminal justice

agencies, correctional workers and patrolmen are often described as managers themselves.⁽¹²⁾ These persons have a great deal of independence; this coupled with the typical conservatism, may make resistance to change powerful, and very difficult to overcome.

2.1.1 Awareness of Need for Change

Another characteristic of the criminal justice system may be a lack of awareness of the need for change. Johnson's analysis of police-community relations cites this lack of awareness as one of the reasons for lack of progress in this area.⁽¹³⁾ The need to change must be recognized by administrators as well as by line personnel. In professional organizations, professional standards are also a factor. Professionals tend to follow their own standards and feelings and are less likely to be influenced by outside factors, such as the community. Johnson points out this factor in police departments where the officers are not only bound by professional standards and ethics, but also form a professional subculture.⁽¹⁴⁾

2.1.2 Instinct for Survival

There are other institutional and organizational factors that influence the change process. As Carter suggests, "bureaucratic instinct for survival may be threatened."⁽¹⁵⁾ His statement refers to the impact of expanding diversion, which involves more persons being diverted and fewer going through the traditional route (i.e., prosecution, adjudication, and assignment to probation or correctional agencies). The literature on organizational change emphasizes the organization's interest in survival:

(Organizations) want to generate support, maintain their position in the political and interorganizational environment, satisfy their constituencies. Nor should these survival concerns necessarily be viewed as antithetical to the achievement of goals. Although they can contribute to organizational rigidity, they are also in one sense preconditions for effective activity. The organization is building up strength and credits for the future. Managements fear that too much change,

too frequent or too drastic, will lead to instability, a lack of direction, and a loss of confidence in the organization's capabilities. These are authentic concerns.⁽¹⁶⁾

Thus, an organization is legitimately concerned with maintaining the status quo, with continuing to perform its functions as it has in the past.

2.1.3 Organizational Problems

Not only is change feared, but change is difficult. Changing organizational practices requires management effort and time; often it requires changing accustomed practices of staff, who are satisfied with things as they are and who believe in the present way of doing things.⁽¹⁷⁾ If new skills are needed, either training of present staff or hiring of new staff is necessary.⁽¹⁸⁾ Change also usually requires money, which is perennially in short supply.⁽¹⁹⁾

Lack of funds is especially critical in the criminal justice area. Each criminal justice agency is dependent on a government funding source for budgetary and financial support.⁽²⁰⁾ Except through federal funding, notably from the Law Enforcement Assistance Administration, the acquisition of funds for change or expansion is difficult. To date, urban communities have not been able to devote adequate funds to the criminal justice system and, even with rising crime rates, this appears unlikely to change in the near future.

Each criminal justice agency is further dependent on other organizations for non-financial support. The National Advisory Commission cites the lack of autonomy of criminal justice agencies as one of the key factors affecting the change rate in the criminal justice area.⁽²¹⁾ These agencies not only participate in the process through which offenders flow, but they operate within a context that includes clients, public opinion, community pressures, and governmental authority.⁽²²⁾ Criminal justice agencies cannot weigh the advantages of change based on

internal criteria alone. The potential impact of change within the external context of an agency must be considered. Community and governmental support of change is therefore particularly important, since support for innovations and change is frequently likely to emerge outside the criminal justice agencies concerned. Further, community agencies may be called upon to participate directly. The National Advisory Commission cites the example of a change in a police department that may involve the approval of the mayor or city council, the cooperation of the prosecutor's office, the courts, and the public defender, as well as the support of community organizations.⁽²³⁾

2.1.4 Intergovernmental Factors

Change besetting a criminal justice agency can thus be viewed as traumatic, at least from the point of view of the agency. Effecting change across the criminal justice area as a whole, however, is even more difficult. Key factors inhibiting change here are the complicated multi-agency structure of the so-called "criminal justice system" and the complex intergovernmental relations involved. The National Advisory Commission describes the multi-agency structure as requiring "multi-agency planning," (that is, one agency should include the other agencies that will be affected by a change in the planning and implementation process).⁽²⁴⁾ Yet intergovernmental relations become complicated because of the many units and levels of government involved. First, and as stated previously, the criminal justice agencies are typically funded by different levels of government: the police are a city function, courts and corrections are county/state functions. As discussed above, approval for changes may be required from the mayor or city council. State legislative authority may be necessary. Because of the multi-level support required, change leads, more often than not, to intergovernmental conflict.

The need for new approaches to intergovernmental cooperation is recognized in the literature on solving urban problems in general.

As Mahood and Angus suggest:

One of the recurrent problems of intergovernmental cooperation has been the lack of communication and coordination among the various agencies involved with metropolitan affairs. (25)

They discuss the need for general programs and specific techniques to assist in the development of intergovernmental cooperation. The lack of effective intergovernmental relations, and particularly the lack of metropolitan-wide governmental mechanisms inhibits effective change in the criminal justice area. Metropolitan-wide governments, where they exist, are typically ineffective and have little power to exert influence.

Lindsay suggests several approaches to solving urban problems by introducing managerial innovation. He, like Mesthene (cited earlier), sees much of the blame for these problems as lying in the inability to efficiently use available knowledge and organizational skills. (26) He describes several approaches to correcting these deficiencies, including the start-up of city research and development organizations which are close to the operating organizations. Because of the complexity of the problems and the maze of conflicting pressures that a city must face, he feels that additional management training, techniques and paths must be established, including the use of systems analysis. (27) His final suggestion is the creation of new institutions:

A new organization, created to solve an urgent problem, tends to attract aggressive entrepreneurially-oriented people. It has no ongoing responsibilities inherited from the past, no encrustations of past bureaucracy, no organizational ladder crowded with "play-it-safers" who have advanced by seniority and by keeping out of trouble. (28)

Lindsay believes that the knowledge and experience that can be gained through these methods will give political leaders the ammunition required to demonstrate the dangers of resisting change. (29)

2.1.5 Other Factors

Although bureaucratic, political and intergovernmental factors may be the most pervasive, there are other factors that must be considered in the change process. Social factors, for example, are always significant. An organization is comprised of people from the society in which it exists and it is tied to the culture of that society. (30) Since our society is dominated by middle-class values, it is natural that the organizations "reflect middle-class interests, tastes, attitudes, and morals." (31) Even organizations designed to assist the underprivileged reflect middle-class values. (32) This orientation may limit the scope of efforts to change. It is only in recent years, for example, that the use of ex-offenders has become fairly widespread in criminal justice programs, and the difficulty of locating offender projects, such as halfway-houses, in many neighborhoods is too well known to require recapitulation. Here again social attitudes have dictated decisions.

Economic factors may also be significantly related to change. Lack of funds at all levels of government is important (i.e., the city, county or state) and the concept of new federalism based on revenue sharing does little to alleviate this scarcity of funds. Federal funds are almost always used to support existing programs rather than to test new programs or ideas and public policy is often related to economic development in an area. Although there is a universal shortage of funds in the criminal justice area, other factors may be significant, such as the funding capability and desires of private organizations and the availability of jobs for ex-offenders based on job training and placement.

Change also frequently involves legal issues. Diversion of offenders, for example, involves questions of due process. When does the right to counsel attach? There are also questions of equal access and there may be legal barriers to change such as employment restrictions that are part of civil service requirements. Criminal justice

agencies may not be able to hire ex-offenders, for example, even though management feels that ex-offenders may be able to work effectively with present offenders.

Legislative action may be required for change, especially for long-term change. Experimental projects usually do not require a legislative basis nor do many types of changes such as new methods of policing. Some types, however, do require a legislative basis. The National Advisory Commission, for example, recommends the following legislative action to provide a basis for the development of information systems supporting criminal justice:

- (a) Statutory authority should be established for planning, developing, and operating state level information and statistical systems.
- (b) States should establish, by statute, mandatory reporting of data necessary to operate the authorized systems.
- (c) Statutes should be enacted to establish security and confidentiality controls on all systems.(33)

Although legislative action may not be required, legislation may be utilized as a tool to promote change, especially if funding is also made available. An example is the Community Corrections Act in Iowa, which authorizes the establishment of community-based programs throughout the State and provides some financial support. The Act was based on an experimental project, the Community Corrections Program, in Des Moines. Experimentation is allowed to continue, however, and the program director and staff in Des Moines continually try different approaches in dealing with offenders.

In sum, there are many factors that influence the change process, related to the change concept itself, the adopters of the change and the total environment. There are many barriers to innovation, especially in the complicated intergovernmental structure of the urban centers. The difficulties involved in the change process are intensified

by the multi-agency criminal justice "non-system" and by the frequent conservatism of criminal justice officials. Such factors must be considered when planning for change in the criminal justice area, and postulating realistically the goal achievements which are feasible within such a context.

2.2 Impact and Change in the Criminal Justice Area

The Impact program can be viewed as an approach to change in the criminal justice area. As previously discussed, both the concept and the implementation of Impact are innovative. The COPIE-cycle model can be analyzed as a change concept. The implementation process through the utilization of the Crime Analysis Team, and the policy-making and operational decision-making structure, can also be analyzed as a new approach to change.

The Impact COPIE-cycle concept can be discussed within the framework of the characteristics of a change concept affecting the rate of adoption presented in the previous section (see pages 10 and 11 above).

Relative Advantage

This characteristic is relevant to individual agencies in their long-term acceptance of Impact concepts. The concern is whether the operations of the agency will be improved or whether the cost will be decreased. Through the use of the COPIE-cycle, the potential for improved operations is clear, but costs would normally increase over the short term. Over the long term, however, costs should decrease due to the improved cost-effectiveness produced through evaluation and the utility of modifications brought to implementation via the COPIE-cycle.

Potential Impact

The Impact concept rates highly in potential impact. Given its problem-oriented strategy, the potential for having an impact on the problems at hand is great, both at the project and at the macro-level.

Likelihood of Success

Since the concept is new, little could be said regarding the likelihood of success at the inception of the Impact program. Success was, of course, expected, but not based on prior experience.

Compatibility

This characteristic denotes compatibility with existing values and roles. Impact is only to some extent compatible with existing values and roles of agency personnel. First, the concern with specific crimes is seen as more relevant to police than to courts or corrections. Second, the emphasis on planning and evaluation is seen as incompatible with action-oriented personnel. Resistance to evaluation is particularly evident among agency personnel who frequently "know what they are doing," and see evaluation efforts as time-consuming and irrelevant, and often fear that evaluation may result in the phase-down of a project or even a job loss.

Communicability and Complexity

Although the concept of Impact is relatively simple and easy to communicate, implementation is difficult. Crime-oriented planning and evaluation involve the collection of additional data and/or looking at the data in a new way. Data collection ranges from difficult to nearly impossible for many agencies, especially regarding follow-up data on particular individuals. Evaluation of these data requires special expertise not available in many agencies.

Cost

Large amounts of funds were made available to the Impact cities which enabled them to perform extensive planning and evaluation activities and to implement "expensive" projects. Although this was an advantage during the Impact time-frame, it will be a disadvantage after Impact funds are used. Hence, the continuation of many projects and activities, after Impact funds are exhausted, is problematic.

Trialability or Divisibility

Implementation of projects based on the Impact concept is easily tried on a small and experimental basis. The entire program itself can be viewed as an experiment, designed to test the COPIE-cycle model. The decision was made not to implement it on a limited basis, however, given the action-oriented, "high-impact" focus of the Impact program.

Reversibility

Impact as an approach to planning and evaluation is easily reversible. The operational results of the use of this approach may or may not be easily reversible. Changes involving reorganization of agencies or reallocations of resources may be more difficult to reverse, because of implementation problems or political or community pressures. For example, a community area may not want to lose a special police force.

Observability

The intention of the Impact program was that the results of the change would be visible: reduced crime. Action-oriented projects have the potential for highly observable results in addition to reduced crime, for example, the presence of special security guards, street lighting, and community centers. Only the actions taken are visible, however, not the planning or evaluation of effects.

Analyzing the Impact concept within this framework highlights both the advantages and the problems involved with the utilization of the COPIE-cycle model. Although the potential advantages (primarily relative advantage, potential impact, likelihood of success, and to some extent, reversibility and observability) are great, the funding costs are high and many problems are involved. While cost is irrelevant within the context of the Impact program itself, it is an important factor in terms of the continuation of Impact projects, or the long-term adoption of the crime-oriented planning and evaluation model.

The most significant problems involved in the utilization of the Impact approach pointed out above are compatibility and complexity. The emphasis on planning and evaluation is antithetical to the action-orientation of agency personnel. The concern with specific crimes appears as relevant only to the police. Although the concept of Impact is relatively simple, implementation is not. The utilization of the crime-oriented planning and evaluation model requires extensive data which are frequently difficult to obtain and expertise which is not typically available in criminal justice agencies. An additional problem is the difficulty that may be involved in reversing action steps that are taken as a result of decisions made on the basis of crime-oriented planning. Since crime-oriented planning has a different focus or emphasis than most traditional planning, which is systems-oriented, the operational results are likely also to be different and involve restructuring of agencies, new agencies, etc. Such changes are more difficult to reverse than typical system adjustments. They are also more difficult to make in a short time-frame.

Taking a broader viewpoint and considering the entire implementation process of the Impact program, many of the barriers to change identified in the previous section are relevant. Impact is a short-term, quickly implemented program designed to reduce crime. A major requirement was the development and implementation of projects and

programs in a relatively short period of time. The organizational structure established to achieve this purpose by performing over-all planning, monitoring and evaluation functions was focused on the Crime Analysis Team. The policy-making authority for the program was shared with the mayor and the national structure of LEAA (state planning agency [SPA], regional office [RO], Washington Headquarters). The operational decision-making was shared with the SPA and RO. Additionally, local boards with community and agency members and leaders were active.

Thus, the organizational structure used by the Impact program was complex, and this complexity was grafted on to the complexity of the urban governmental structure that already existed. The particular problem of the multi-government level of criminal justice agencies (police typically a city function, courts a county function, and corrections a county and/or state function) was exacerbated by the fact that Impact was a city program. Thus, Impact was a city program implemented in a city-county-state institutional environment.

Since Impact was a system-wide program, involving large amounts of funds, coordination of the various agencies was essential. To increase the number of arrests made would be useless without a corresponding increase in the volume capability of courts and corrections. One of the key purposes of the CAT was to coordinate the changes to these agencies through the development of a comprehensive plan. The CAT possessed the advantages of a new institution described previously (e.g., new people are involved rather than an entrenched bureaucracy, etc.). The situation in which the CAT operated was difficult, however, and the CAT was forced to deal with competing political and public interest groups as well as criminal justice and other agencies and various governmental units.

The institutional and organizational factors that influence the change process described above are also relevant to the implementation of Impact. An organization tends to maintain an equilibrium and resist change that might upset the equilibrium; a stable situation usually seems more desirable, both to management and to workers. Change involves time and effort and may cause problems. The traditionalism of criminal justice officials is particularly relevant in Impact, since change is not only required immediately, it is being introduced from the outside. That is, criminal justice agencies do not seek funds under Impact to make changes which they have internally determined to be necessary; rather, funds have been made available to those agencies to address what has been perceived as nationally-determined goals. Thus, the resistance to change within organizations can be expected to act as a serious barrier to innovation within the Impact program.

Other factors described above are also relevant to the change process within the Impact program (e.g., social orientation). Even with wide publicity, citizens frequently resist some types of offender programs such as halfway houses in their neighborhood. The large amounts of funding available to Impact frequently cannot be used to hire offenders or ex-offenders. Jobs still need to be found. Corporations still resist employing former convicts and civil service regulations often exclude them.

The need for legislative action may be a relevant factor to the Impact program to the extent that the time required to enact legislation may preclude any attempt to make changes requiring legislation during the Impact time-frame. Legal barriers therefore may be relevant as well as legal issues, such as those involved with the diversion of offenders. An example is the issue of equal access involved in assigning persons randomly to diversion programs for evaluation purposes.

The lack of funds available in the criminal justice area is also relevant to Impact. Introducing a large amount of money during a relatively short time period has the effect of making the shortage of funds seem more acute afterwards. The lack of funds for the continuation of planning and evaluation functions may be particularly important. First, no match incentives were required for CATs and evaluation functions under Impact. Thus, the cities were not required to make any financial commitment to these areas during the implementation of the program. The scarcity of funds is also important, related to the continuation of projects. Although the 10 percent match required for some projects is not a large commitment, the financial burden imposed on local resources for project continuation is a significant one, especially given the cities' commitment to other problems traditionally believed to influence the incidence of crime—poor housing, unemployment, etc.

Thus, the Impact program alleviates some of the traditional barriers to change through the institution of the CAT and the large amount of funds made available to the cities. At the same time, however, some of the barriers to change are intensified by the short time-frame of the program and by the fact that Impact is a "city" program in a city-county-state institutional environment. Also, the Impact program involves other social agencies and many governmental units. The specific orientation and coordinated implementation of the Impact program may maximize its potential for change in the criminal justice area, but the complex institutional and organizational environment acts as a formidable barrier to this potential change.

3.0 INNOVATIVENESS OF IMPACT PROJECTS AND PROGRAMS

The concept and implementation of the Impact program have been described as innovative. The types of projects implemented under Impact auspices constitute an important aspect of Impact's character as an action program. Therefore, individual projects that are innovative or have innovative aspects will be described (for a list of projects selected, see Appendix III). The definition of innovation used here is given within the following section (see page 27 below). There are two important considerations, however, that preface the utilization of this definition. First, projects have been selected as innovative when they are either new in concept or new in the particular manner in which they have been implemented. Many Impact projects are considered innovative from the point of view of the city (i.e., these projects are new to the city). Examples are the Therapeutic Community Rehabilitation (DOOR) project in Atlanta, which involves intensive treatment for probationers and parolees in "transitional centers" and the Probation and Parole Service project in St. Louis, which offers more than paper supervision to city misdemeanants for the first time.

The second consideration is the basis for the selection of a project as innovative in its entirety versus its selection for a particular part or activity. If the central concept, and/or several innovative features, were considered innovative, then the entire project has received a complete description within this document. The description within the section on innovative features or activities of projects, however, is limited to those features selected as innovative, given that the purpose of that effort is to detail a variety of innovative approaches (to training, for example) tested under Impact. A project may appear within both sections (3.0 and 4.0), however, if a particular aspect warrants a separate description. When additional information on projects is available as part of the national-level evaluation performed by MITRE/National Institute, references are

given. Also, Appendix IV contains a listing of innovative projects that were operational at the time that this report was written, with their project directors and addresses.

3.1 Definition of Innovation

A project or program will be considered innovative if it is one of the following types:

- Type A: Uses a new approach, new procedures, or new technology in solving a problem.
- Type B: Uses old procedures, technology or approaches in a new way or in a new context.
- Type C: Uses an existing agency to assume a set of new responsibilities.
- Type D: Uses a new agency to assume a set of responsibilities not carried out by an existing agency.

Innovative projects and programs are grouped by types of projects (e.g., rape projects) to assist the reader who has particular interests.

The project parts and activities that have been examined for innovative aspects are:

- (a) planning;
- (b) administration;
- (c) evaluation;
- (d) training;
- (e) implementation;
- (f) data collection; and
- (g) services.

Innovative aspects of various projects will be described for each activity of feature.

3.2 Format

The format utilized for the presentation of both innovative projects, and component parts and activities, is the same except that type of innovation (i.e., A, B, C or D) is given for projects only. The following information is given:

Basic Data:

- (a) Functional Area - Refers to the 9 categories of projects (e.g., police, courts, etc.) described within Section 1.5.1, Analysis of Data (see pages 8 and 9 above).
- (b) Program Focus -
 - (1) crime reduction;
 - (2) recidivism reduction; or
 - (3) systems improvement.
- (c) Target -
 - (1) the client group;
 - (2) the crime(s); or
 - (3) the system(s) addressed.

Funding Data:

Refers to Impact funding only.

- (a) Funding Period - Total period of Impact funding (may be more than one grant period).
- (b) Funding Amount (LEAA) - Total amount of LEAA funds awarded under Impact.

Innovation Type:

One of the four types (A, B, C or D) of innovations given above (applies only to projects or programs).

Innovative Aspect(s): The aspect(s) of the project that are innovative are identified.

Project Description: The project and/or the relevant project activities are briefly described.

Additional MITRE References:

Refers to publications that are part of the national-level evaluation performed by MITRE/National Institute in which the project is further described. The following documents will be referenced:

- (a) The Transferability of High-Impact Anti-Crime Projects. The development of the project, project activities, evaluation findings, and considerations involved in the transfer of the project to other jurisdictions are discussed.
- (b) Assumptions Research in Probation and Parole: Initial Description of Client, Worker and Project Variables and An Examination of Intensive Supervision As a Treatment Strategy for Probationers. Both of these documents are related to the examination of the effectiveness of intensive supervision, and include a discussion of Impact and non-Impact projects. Project activities and evaluation findings are discussed.
- (c) Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment. This document provides supporting data for a comparative assessment of project-level evaluation reporting in the High Impact Anti-Crime Program. Included for each project reviewed are a summary of project objectives and findings, an assessment of evaluation approaches used, and a discussion of limitations, problems, and recommendations included in the report.

After both innovative projects and innovative component parts have been described, findings will be summarized by city, by functional area (e.g., police, courts), etc. (see Section 5.0, pages 130 through 155 below).

3.3 Innovative Projects and Programs

The innovative projects and programs selected have been grouped by the following categories of projects:

- (a) youth service delivery;
- (b) alternative schools;
- (c) juvenile programs;
- (d) juvenile probation and aftercare;

- (e) adult probation and parole;
- (f) court-related projects;
- (g) rape-focused projects;
- (h) assistance to elderly victims and potential victims; and,
- (i) police-community involvement.

The introductory page for each category includes a brief discussion and a listing of the projects selected.

Twenty-six Impact projects have been selected as innovative. As can be seen in Table 1, the largest proportion of innovative projects are type A, i.e., use a new approach, new procedures, or new technology in solving a problem. This is particularly interesting given the fact that the development of innovative efforts in crime control was only a secondary aim of the Impact program. It is equally interesting that seven projects were type D (i.e., use a new agency to assume a set of responsibilities not carried out by an existing agency) and two were type C (i.e., use an existing agency to assume a set of new responsibilities). Within the context of the Impact program, (i.e., a fast implementation program), a reallocation of responsibilities would not necessarily be expected. Thus, 21 of the 26 projects selected as innovative either represent a new approach, etc. or a reallocation of responsibilities among various agencies. These represent time-consuming changes and the organization resistance to such change is usually great. It is surprising, therefore, that most of the projects selected as innovative can be characterized as within these types of innovation.

Many of the projects selected as innovative are juvenile projects. Others involve community crime prevention, victim assistance and adult corrections. Only two police projects have been selected as innovative; one, Legal Aides for Police, in fact, is court-related and the

TABLE I
INNOVATIVE PROJECTS BY TYPE OF INNOVATION AND BY CITY

CITY	PROJECT/PROGRAM NAME	TYPE OF INNOVATION				TOTAL NUMBER BY CITY
		TYPE A	TYPE B	TYPE C	TYPE D	
ATLANTA	1. ANTI-RAPE UNIT 2. TARGET HARDENING THROUGH OPPORTUNITY REDUCTION (THOR)	X	X			2
BALTIMORE	1. PORT OF BALTIMORE SEA SCHOOL 2. SENIOR CITIZENS AGAINST THIEVERY	X			X	2
CLEVELAND	1. CLEVELAND YOUTH NEIGHBORHOOD COORDINATORS 2. COUNSEL FOR INDIGENTS	X			X	2
DALLAS	1. LEGAL AIDES FOR POLICE 2. YOUTH SERVICES PROGRAM 3. YOUTH DEVELOPMENT AND CORRECTIONS	X	X	X		3
DENVER	1-4. SYSTEM OF YOUTH SERVICE BUREAUS (4 PROJECTS) 5. NEW PRIDE 6. PROJECT INTERCEPT 7. COMMUNITY OUTREACH PROBATION EXPERIMENT (COPE) 8. INTENSIVE PROBATION AND PAROLE SUPERVISION 9. RAPE PREVENTION PROGRAM 10. COMMUNITY HEALTH VICTIM SUPPORT	X X X X ¹	X	X ¹ X	XXXX	10 ²
NEWARK	1. RAPE ANALYSIS AND INVESTIGATION UNIT	X				1
PORTLAND	1. CASE MANAGEMENT CORRECTIONS SERVICES 2. INTENSIVE CARE, TRAINING AND UNIFIED REHABILITATION EFFORT (PROJECT PICTURE) 3. FIELD SERVICES 4. RESEARCH, ADVOCACY, PREVENTION, AND EDUCATION (RAPE)	X X X ¹	X	X ¹		4 ²
ST. LOUIS	1. PROVIDENCE EDUCATIONAL CENTER 2. ST. LOUIS COURT IMPROVEMENT PROJECT		X		X	2
TOTAL NUMBER		12	5	2 ³	7	26

KEY:

TYPE A - USES A NEW APPROACH, NEW PROCEDURES, OR NEW TECHNOLOGY IN SOLVING A PROBLEM.

TYPE B - USES OLD PROCEDURES, TECHNOLOGY, OR APPROACHES IN A NEW WAY OR IN A NEW CONTEXT.

TYPE C - USES AN EXISTING AGENCY TO ASSUME A SET OF NEW RESPONSIBILITIES.

TYPE D - USES A NEW AGENCY TO ASSUME A SET OF RESPONSIBILITIES NOT CARRIED OUT BY AN EXISTING AGENCY.

¹PROJECTS ARE BOTH TYPE A AND TYPE C; COUNTED ONLY ONCE IN TOTAL FOR CITY.

²THE PROJECT THAT IS BOTH TYPE A AND TYPE C IS COUNTED ONLY ONCE IN TOTAL FOR CITY.

³THE PROJECTS THAT ARE BOTH TYPE A AND TYPE C ARE COUNTED WITHIN THE TOTAL FOR TYPE A ONLY.

SOURCE: RESPONSES TO PROJECT-LEVEL SURVEY FROM CRIME ANALYSIS TEAMS, STATE PLANNING AGENCIES, AND REGIONAL OFFICES; GRANT APPLICATIONS; PROGRESS, STATUS, AND EVALUATION REPORTS; PHONE VERIFICATIONS; AND SITE VISITS.

other, Target Hardening Through Opportunity Reduction, is oriented toward police-community relations. Two additional court-related projects have been selected, Counsel for Indigents and St. Louis Court Improvement Project. Neither of these involve innovations within the courts themselves, however. Interestingly, the number of projects selected varied greatly by city, ranging from one, in the case of Newark to ten, in the case of Denver. A discussion of the distribution of innovative projects, by city, by functional area, etc., is included in Section 5.0 (see pages 130 through 155 below).

3.3.1 Youth Service Delivery

One focus of Impact activities has been assistance to the youthful offender. Typically, there are a multitude of services available to youth and a major problem is the coordination of these services. Two of the Impact cities, Denver and Cleveland, have chosen a city-wide approach to the coordination of service delivery to youth. In Denver, a youth service bureau was implemented in each quadrant of the city and in Cleveland, youth neighborhood coordinators were placed in each of nine service planning areas. These projects will be described here.

PROJECTS SELECTED:

- (a) Denver Youth Service Bureau System:
Northeast Denver Youth Service Bureau,
Northwest Denver Youth Service Bureau,
Southwest Denver Youth Service Bureau, and
Southeast Denver Neighborhood Service Bureau; and
- (b) Cleveland Youth Neighborhood Coordinators.

PROJECT NAME:

CITY: Denver

Youth Service Bureau System

Projects are:

- (1) Northeast Denver Youth Service Bureau,
- (2) Northwest Denver Youth Service Bureau,
- (3) Southwest Denver Youth Service Bureau, and
- (4) Southeast Denver Neighborhood Service Bureau.

BASIC DATA:

FUNCTIONAL AREAS:	PROGRAM FOCUS:	TARGET:
(1) Prevention	ALL: Directly	(1) Youth
(2) Juvenile Corrections	Reduce Recidivism	(2) Youth
(3) Prevention		(3) Youth
(4) Community Involvement		(4) Youth and Victims

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
(1) 02/73 - 08/76	(1) \$406,663
(2) 08/73 - 06/76	(2) \$499,953
(3) 06/74 - 11/75	(3) \$189,859
(4) 11/73 - 07/76	(4) \$394,347

INNOVATION TYPE: D - uses a new agency to assume responsibilities not carried out by an existing agency.

INNOVATIVE ASPECTS: The innovative aspects of the system of YSBs are the organization (city-wide) and the coordination among the YSBs.

PROJECT DESCRIPTION: The system of Youth Service Bureaus was established to coordinate some 400 youth services and groups in Denver. This approach was selected for two reasons: (1) the overhead costs of working through existing agencies (e.g., the police, the probation department, etc.), were considered too high and (2) local communities, particularly the Chicano and black, wanted to have their own organizations, staffed with Chicano or black people. The purpose of the bureaus was to serve as a brokerage, finding appropriate agencies to accept juveniles referred by the police or courts. The YSBs worked closely with many of the juvenile projects funded under Impact, that were designed specifically to take their referrals.

A YSB was established within each quadrant of the city, although in the Southeast it is called the Neighborhood Service Bureau and is implemented differently than in other city quadrants. In the Southeast, it was discovered that there was greater community concern about burglary and rape than there was about disadvantaged or incorrigible youth. Therefore, the Southeast Neighborhood Service Bureau

PROJECT: Youth Service Bureau System

(CONTINUED)

CITY: Denver

contains a victimization bureau component to assist rape and other victims. (This component will be described within section 4.0 Component Parts and Activities - see pages 128 and 129.) The four YSBs have established a council with regular meetings scheduled. Until recently, these meetings were held primarily in response to problems. However, the development of a new YSB data system by the Denver Crime Analysis Team is forcing the directors to get together more often to define operationally common terms (e.g., recidivism, type of referrals, etc.), and to think through together how information flows through the projects and how it can best be organized to serve all system users. The four YSBs are now beginning to supply the CAT with data on a regular basis. This centralized data system has had the effect of bringing the YSBs into closer coordination and allowing constructive comparisons of organizations and operations.

INFORMATION SOURCES: Grant applications, evaluation reports, site visit.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

PROJECT NAME:

CITY: Cleveland

Cleveland Youth Neighborhood Coordinators

BASIC DATA:

FUNCTIONAL AREA: Prevention	PROGRAM FOCUS: Directly Reduce Recidivism	TARGET: Youth 13 to 19
--------------------------------	---	---------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 2/73 - 2/75	FUNDING AMOUNT (LEAA): \$205,710
--------------------------------	-------------------------------------

INNOVATION TYPE: D - Uses a new agency to assume responsibilities not carried out by an existing agency.

INNOVATIVE ASPECTS: The innovative aspect of the Youth Neighborhood Coordinators is the organizational approach (i.e., city-wide through the utilization of nine service planning areas) to the coordination of youth service delivery.

PROJECT DESCRIPTION: The pattern of youth service delivery in Cleveland at the inception of the Impact program was described as: (1) lacking articulation in working relationships; (2) duplicating the kinds of services rendered; and (3) lacking the proper identification of gaps in services. The Youth Neighborhood Coordinators project was implemented as part of Cleveland's Diversion and Rehabilitation Program as a solution to these problems. A youth service coordinator was to be placed in specific areas of the city. The City of Cleveland had been divided into nine service planning areas which were subdivided into relatively homogeneous neighborhoods. A service coordinator knowledgeable in the local neighborhood problems and needs was placed in each of the nine areas. These coordinators were to bring the youth-serving agencies together, determine available services, and outline duplications and gaps in service. Where practical, they were to initiate improvement in youth services by working closely with neighborhood leaders and organizations.

The service coordinators met initially with existing agencies to discuss their services and the role of the youth coordinators. Needs and priorities were determined through interviews with agency staff and community residents. Having identified service gaps, the coordinator attempted to initiate program modification which would fill these gaps with available resources. To promote more systematic development of youth services, each coordinator served as a moderator of inter-agency meetings and a resource person for these agencies.

PROJECT: Cleveland Youth Neighborhood Coordinators (CONTINUED)

CITY: Cleveland

Two aspects of this project may assist these efforts at coordination. First, a manual card file system has been developed which abstracts information about agencies, services, hours, staff, and fees. This file has been used by coordinators in documenting service gaps and duplications. A centralized file is in the process of development which will show gaps and duplications on a city-wide basis. Second, Citizen Advisory Boards have been implemented in each area. These Boards have taken a leading role in advising neighborhood groups as well as youth service agencies and have provided direction in program development.

INFORMATION SOURCES: Grant applications, phone verification.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

3.3.2 Alternative Schools

Although the concept of offering alternative education to delinquent youth is not new, there are Impact projects in St. Louis, Denver, and Baltimore which utilize innovative approaches to offering alternative education.

PROJECTS SELECTED:

- (a) Providence Educational Center - St. Louis,
- (b) New Pride - Denver, and
- (c) Port of Baltimore Sea School - Baltimore.

PROJECT NAME:

CITY: St. Louis

Providence Educational Center

BASIC DATA:

FUNCTIONAL AREA: Juvenile Corrections	PROGRAM FOCUS: Directly Reduce Recidivism	TARGET: Boys 12 to 16
--	---	--------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 5/72 - 6/75	FUNDING AMOUNT (LEAA): \$885,993
--------------------------------	-------------------------------------

INNOVATION TYPE: B - uses old approaches, procedures, or technology in a new way or in a new context.

INNOVATIVE ASPECTS: Providence Center's treatment program is innovative in that it attempts to integrate educational, psychological, and social services by assigning a team consisting of a social worker, teacher, teaching assistant, and counselor to each client.

PROJECT DESCRIPTION: Providence Educational Center (PEC) is a non-residential school and resocialization center for adjudicated delinquents. The project combines counseling and treatment with individualized instruction and supportive learning, focusing on adjustment problems of youthful offenders assigned to it by the juvenile court. It accepts 12 to 16-year-old boys with learning problems who have either committed Impact crimes or have a history of less serious offenses. By improving classroom performance and reversing negative attitudes, the program aims to help juveniles hold down jobs or successfully re-enter high school after leaving PEC. The center is located in a high-crime neighborhood and is easily accessible to those youngsters assigned to it for services. Based on an initial diagnosis, the Center's treatment team (i.e., social worker, teacher, teaching assistant, and counselor) develops a coordinated program designed to improve the client's academic and social adjustment skills. This program is reviewed and adjusted each month of the client's one-year stay at the Center. The program includes a basic educational skills program, various counseling and therapeutic techniques, and an aftercare component.

The basic educational skills program is designed to improve each client's academic skills so that he can pass an eighth-grade equivalency exam. The classrooms at Providence Center, with a student-teacher ratio of 13:1, are much more informal, unstructured, and non-pressured than the traditional public school classroom. Also, because of the homogeneous racial composition of the clients, instructional

PROJECT: Providence Educational Center

(CONTINUED)

CITY: St. Louis

materials and techniques can be specifically geared to the cultural backgrounds of the students. In addition to training in basic skills, programs are also conducted in physical education, reading, woodworking, and arts and crafts.

The counseling and therapeutic program attempts to strengthen the individual's self-concept, develop emotional maturity, and improve overall social adjustment. The approaches utilized include one-to-one and family counseling, behavior modification techniques and reality therapy, and referral to appropriate psychological and social services.

The Aftercare Department of Providence Center, not originally a part of the program, came into being because of the observed need for services to help orient clients toward successful placement in schools and jobs. After a client "graduates" from the center, the aftercare worker becomes responsible for his supervision. Aftercare personnel work with clients and their parents, providing counseling, tutoring, and auxiliary services, and serving as advocates for the clients in their new academic or work settings. The Aftercare component extends to two years the amount of time clients spend under professional, community-based supervision.

Providence Educational Center represents a model of the community-based rehabilitation project in terms of its location and clientele, its use of local resources and services, its systematic work with the families of clients, and its aftercare program. It has been selected by the LEAA as an exemplary project.

INFORMATION SOURCES: Grant applications, evaluation reports, site visits.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

Sasfy, Joseph H., An Examination of Intensive Supervision As a Treatment Strategy for Probationers, MTR-7087, October 1975.

Sasfy, Joseph H., Assumptions Research in Probation and Parole: Initial Description of Client Worker and Project Variables, MTR-6837, June 1975.

PROJECT NAME:

New Pride

CITY: Denver

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Juvenile Corrections	Directly Reduce Recidivism	Probationers

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
6/73 - 6/76	\$492,945

INNOVATION TYPE: A - uses a new approach, new procedures or new technology in solving a problem.

INNOVATIVE ASPECTS: Like Providence Educational Center, New Pride is based on a wholistic conception of the problems and needs of the project's clients, and has therefore integrated educational, psychological and social services into an individualized program for each client. As well as being innovative in the sense of offering integrated services, New Pride has an extensive volunteer component which has evolved in a highly innovative way and has become an integral part of the project.

PROGRAM DESCRIPTION: New Pride is a community-based project involving a work-study program to serve as an alternative to institutionalization for juveniles, aged fourteen to seventeen, who have records of two or more prior adjudications of delinquency. In addition, the project seeks juveniles who exhibit serious educational problems (drop-outs or under-achievers) and various forms of social and personal maladjustment.

New Pride serves approximately sixty probationers for a three-month period. The program contains four primary treatment components--academic education, employment, counseling, and cultural education. Academic pre-testing and perceptual diagnosis determine the grade level and any perceptual problems of the clients. The educational training provided includes individualized instruction, one-to-one tutoring in basic skills, and perceptual therapy. A separate learning disabilities center represents an expansion of the original project and is a response to the increasing awareness among project personnel of the association between criminal activity and learning disabilities.

The employment component is designed to instill a sense of the work ethic, reduce idle time, and develop realistic work attitudes and expectations for clients. It includes interview and job application

PROJECT NAME: New Pride

(CONTINUED)

CITY: Denver

training, exposure to a variety of jobs via field trips, and vocational counseling. In addition, on-the-job training is provided by a number of local employers who are aided, counseled and visited frequently by New Pride's job placement specialist.

The counseling component of New Pride includes individual and family counseling, focusing on problems related to drug usage and sexual behavior. This component is based on the assumption that many of the clients have had little opportunity for normal socialization. Similarly the cultural component is based on the assumption that few of New Pride's clients have had exposure to the range and type of experiences available to more advantaged youth. Emphasis is placed on field trips, guest lectures, and a variety of other types of exposure to the cultural and environmental resources of the Denver area. The broader goal of the counseling and cultural education program is to effect positive changes in the negative self-concept characterizing many clients by increasing each client's awareness of self, others, and the dominant culture in general.

The volunteer component was not originally a feature of the program; it was developed by the project director to serve as an adjunct to project staff and was directed toward filling specific project needs, such as legal advice and tutoring. One of the initial volunteers, professionally trained in managing volunteer groups, was made the volunteer coordinator. This person, a woman of zeal and commitment, has used her connections with local business and political leaders to provide services and opportunities for New Pride clients. The volunteer component has evolved into a dynamic and integral part of the project. Making commitments of a minimum of 6 months, volunteers are given a wide latitude to continually develop their roles, take on new responsibilities and help implement new ideas. Volunteers also play a central role in recruiting new volunteers. Initial resistance by staff to working on a daily basis with volunteers was overcome by an all-day staff-volunteer training and orientation session. Subsequently, staff have been involved in every phase of planning and training volunteers.

New Pride does not include an aftercare component; therefore, project staff make themselves available whenever ex-clients feel they have the need to talk to someone or work out problems.

The General Accounting Office selected New Pride as part of a nationwide study on the impact of learning disabilities on juvenile delinquency.

INFORMATION SOURCES: Grant application, evaluation reports, site visits.

(CONTINUED)

PROJECT NAME: New Pride

CITY: Denver

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

Sasfy, Joseph H., An Examination of Intensive Supervision As a Treatment Strategy for Probationers, MTR-7087, October 1975.

Sasfy, Joseph H., Assumptions Research in Probation and Parole: Initial Description of Client Worker and Project Variables, MTR-6837, February 1975.

Siegel, Lawrence G., The Transferability of High Impact Anti-Crime Projects, MTR-6990, December 1975.

PROJECT NAME:

CITY: Baltimore

Port of Baltimore Sea School

BASIC DATA:

FUNCTIONAL AREA: Juvenile Corrections	PROGRAM FOCUS: Directly Reduce Recidivism	TARGET: Juvenile Probationers
--	---	-------------------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 12/73 - 12/76	FUNDING AMOUNT (LEAA): \$431,375
----------------------------------	-------------------------------------

INNOVATION TYPE: D - uses a new agency to assume a set of responsibilities not carried out by an existing agency.

INNOVATIVE ASPECTS: Similar to New Pride and Providence Educational Center, the Port of Baltimore Sea School offers an integrated approach to dealing with juveniles on probation, offering counseling, educational, and vocational services. This integrated approach, as well as the maritime orientation, is innovative.

PROJECT DESCRIPTION: The Port of Baltimore Sea School is a work-study program for 16 to 18-year-old males who show the necessary interest and aptitude to participate in a program oriented towards maritime careers.

The thrust of the Sea School program is to offer materials to the students at an understandable level of comprehension. The subjects are arranged in terms of general counseling, basic skills, and vocational skills. The counseling material covers topics such as self-control, drugs, smoking, sex education, money management and employment, and judicial concepts and logic. The basic skills section covers the fundamentals of such areas as reading and mathematics. The vocational skills component includes the use of tools, techniques of wood-working, engine repair, and electronics. The program is structured into phases: (1) orientation, (2) basic classes--work experience, (3) classes--work experience with increasing technical difficulty, and (4) vocational-work experience. The students are paid for program participation (weeks 1 to 4--\$3/week, weeks 5 to 8--\$14/week, over 18 weeks--\$40/week). Students are intended to remain within the program 10 months.

Although the Sea School was originally designed to accept referrals from the Department of Juvenile Services, the method of program

PROJECT NAME: Port of Baltimore Sea School

CITY: Baltimore

(CONTINUED)

referrals was modified. Acceptable clients are now being centrally coordinated through the Employment and Training Administration (formerly Manpower Resources) employment referral office. It is not necessary for a potential candidate to be on juvenile probation, although a prior conviction for an Impact offense is one of the selection criteria. The majority of project participants have multiple felony charges and the program is therefore viewed as offering an alternative to incarceration for juveniles.

INFORMATION SOURCES: Grant application, status report, phone verification.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell
Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

3.3.3 Juvenile Programs

It is becoming more common for police departments to offer special services to delinquent youth. Two youth projects operated by the Dallas Police Department warrant inclusion as innovative because of the comprehensiveness of the programs and because of certain special features. The other project that is included here is an intervention project in Denver.

PROJECTS SELECTED:

- (a) Youth Services Program - Dallas,
- (b) Youth Development and Correction Program - Dallas, and
- (c) Project Intercept - Denver.

PROJECT NAME:

CITY: Dallas

Youth Services Program

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Prevention	Directly Reduce Recidivism	Juvenile Arrestees

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
12/73 - 8/76	\$1,267,312

INNOVATION TYPE: B - uses old procedures, technology, or approaches in a new way or in a new context.

INNOVATIVE ASPECTS: The Youth Services Program represents a major effort on the part of a police department to handle juveniles in a more effective manner. The comprehensiveness of the program and the formalized use of contract services for youth who have mental problems, which are beyond the competence of the counselors' ability to handle, are innovative.

PROJECT DESCRIPTION: The Youth Services Program is intended to provide a wide range of alternatives for police to use in handling juveniles. The rationale for this approach, similar to that of the alternative schools discussed above, is that the problems of juveniles are many-faceted and that any program which attempts to meaningfully deal with these problems must, itself, consist of a variety of components. The project stresses positive contacts by the police, counseling, education, drug education, recreation, the professional assistance of a psychiatrist or psychologist if needed, and the utilization of community resources.

This project will be directed toward both Impact offenders and potential Impact offenders. High risk delinquents, parolees, the most serious felony offenders, and probationers (excluding those placed on non-judicial probation) will not be included, however. These youth will be referred to the Dallas County Juvenile Department for disposition, as has been the procedure in the past.

Nine new police investigators will be assigned to assist the current 23 investigators in the Operations Section of the Youth Division. Investigative officers will devote an additional one and one-half hours interviewing the juvenile and his parents, conducting and arranging for tests, and collecting evaluative and profile data. Based on results obtained during these activities, the investigator will make disposition of the case as the need is determined, such

PROJECT NAME: Youth Services Program

(CONTINUED)

CITY: Dallas

as: referral to the juvenile court, release to the parents, referral to this project's program for services, or referral to community agencies.

For youth referred to the project, 12 professional counselors will perform the following activities: (1) perform short-term counseling and group guidance with the juveniles and their families; (2) determine the needs of the juvenile; (3) provide training to help the juvenile develop living, learning and working skills; (4) make referrals to appropriate community and/or contract agencies subject to the approval of the staff psychologist; or (5) make other disposition as the need is determined. Four student interns will assist the counselors in these activities as well as assist the research analyst in conducting the evaluation of the project.

A first offender program will be integrated into this project. It will be conducted by sworn police officers who presently devote 100 percent of their on-duty time to youth involvement. They will be utilized in this program in an overtime capacity. The first offender program is designed to make juveniles and their parents aware of the laws and to impress upon them their responsibilities and the importance of a positive police-parent-child relationship. The youth and his or her parents will be requested to attend evening sessions in which pertinent information will be presented high-lighting human behavior, the police role in America, and the contribution of youth to society. Films and slides will be utilized and both the youth and the parent will be asked to read a booklet, "So You're a Teenager - WE NEED YOU."

INFORMATION SOURCE: Grant application, phone verification.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

Youth Development and Correction Program

CITY: Dallas

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Juvenile Corrections	Directly Reduce Recidivism	Youthful Recidivists

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
12/73 = 8/76	\$453,457

INNOVATION TYPE: C - uses an existing agency to assume a set of new responsibilities.

INNOVATIVE ASPECTS: The innovative features of the Youth Development and Correction Program are the active recruitment of repeat offenders into the program, the utilization of overtime pay to compensate officers for participation in the program, and the one-on-two relationship between officers and youth.

PROJECT DESCRIPTION: The Youth Development and Correction Program is intended to provide the Dallas Police Department with a selection of activities directed towards changing the behavior patterns of delinquent youth. This project differs from the Youth Services Program described above in two important respects: the population targeted and the nature of the program. In addition, it is implemented by the Dallas Police Department's Community Services Division whereas the Youth Services Program is implemented by its Youth Division.

The target population of Youth Development is repeat offenders rather than first offenders. Also, steps are taken to actively recruit individuals as well as to enlist those that have been brought in for arrest. The first group of delinquents was selected from a computer printout that lists repeat juvenile offenders. After the names were selected, a search was made to determine the delinquent's status. If a youth was located, an attempt was made to recruit him into the project. Emphasis is placed on recruiting black and female repeat offenders.

The Youth Development program differs from the previously discussed Youth Services in that it emphasizes close relationships and recreation while Youth Services emphasizes short-term counseling and actions to meet specific needs of the youth. Youth Development consists of four components: (1) a volunteer officer-youth, "one-on-two" program; (2) law enforcement explorer posts; (3) athletic activities; and (4) a female activities group.

PROJECT NAME: Youth Development and Correction Program

(CONTINUED)

CITY: Dallas

The first component, the "one-on-two" program, involves pairing twenty-five officers with fifty youthful offenders. The officers are selected from a list of volunteers and given special training in counseling and helping youth. Each officer is paired with two chronic juvenile offenders, based on their interests and according to the neighborhood in which they live. The officers receive eight hours overtime pay per month for spending off-duty time with the two boys. Each month the officer is required to participate in a major event with them, such as a camping trip, attending a professional sports event, dinner or a movie. He is issued 30 dollars per month to cover expenses. In addition, the officer is required to visit with the boys' parents each month, maintain contact with school officials and prepare monthly evaluation reports.

If an officer determines that either of the two boys assigned to him need assistance, then Community Services Division supervisors are available to assist him, e.g., the supervisors may locate volunteer teenage students to act as tutors in cases where they may be needed. Each officer also receives orientation from employees of the Big Brother organization prior to his assignment to the boys.

The second component, the Law Enforcement Explorer Posts involves the organization of six posts. The posts will be chartered with Boy Scouts of America and sponsored by the Dallas Police Department. The Explorer Program has three major objectives: (1) to foster good citizenship among participants, (2) to improve police-community relations, and (3) to recruit personnel into police ranks either as para-police, cadets or sworn officers. An emphasis is placed on recruiting minority youth, especially multiple offenders. Police officers act as advisors and trainers and are paid overtime to work with the participating youth.

The third component, the Police Athletic League, consists of organized sports activities such as football, basketball, baseball and boxing. A Sergeant of Police is assigned to coordinate and supervise these activities, which are located in high delinquency areas. Four assigned patrolmen devote most of their time to organizing, coaching, and administering the athletic activities. (They also supervise the training of other officers participating in this project.) Additional officers assist on an overtime basis.

The fourth component, the Female Activities Group, includes the athletic activities mentioned above as well as organized cheer-leading. Again, the emphasis is on recruiting multiple offenders.

PROJECT NAME: Youth Development and Correction
Program

(CONTINUED)

CITY: Dallas

The two programs, Youth Development and Corrections along with Youth Services, represent a major effort on the part of a metropolitan police department to deal more effectively with youthful offenders.

INFORMATION SOURCE: Grant application, phone verification.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

CITY: Denver

Project Intercept

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Community Involvement	Directly Reduce Recidivism	Males 14 and Under

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
10/72 - 7/76	\$1,159,438

INNOVATION TYPE: A - uses a new approach, new procedures or new technology in solving a problem.

INNOVATIVE ASPECTS: There are several innovative aspects to this project, in addition to the totality of its approach. First, community paraprofessionals are utilized as Behavior Analysts (BAs). Potential BAs are recruited from the local community in which clients also live. After screening and considerable training, the BAs take on a role similar to a professional therapist.

Other innovative aspects are the use of video tape to record family counseling sessions, and the integration of the remedial education program into the school day.

PROJECT DESCRIPTION: Intercept is an intervention project which employs techniques of contingency management and behavior modification to change the behavior patterns of youth. The program focuses on the family, the peer group, and the academic environment of youth. Referrals to Project Intercept are made primarily by the Northeast and Northwest Youth Service Bureaus; however, referrals from other agencies and self-referrals are accepted. Male or female youth, 16 years or younger, who have been arrested for their first or second time for an Impact offense, or truants who have been involved in an assault or burglary incident are eligible.

Clients referred to the project are assigned a Behavior Analyst (BA) who approaches the family members to establish a relationship and to provide information as to the available services. Next, a decision pro or con participation is made by the family and the project. The decision to participate results in the signing of a working agreement which typically results in a six to eight month period with the project. Family treatment services initiated by the BA include a combination of communication training, reality therapy, and

PROJECT NAME: Project Intercept

(CONTINUED)

CITY: Denver

behavior/training skills. Parents may also participate in a parent guild to discuss treatment services.

Videotapes are used to record family counseling sessions. These tapes are then replayed to show the people involved how they are reacting to each other, which is frequently different than their perceptions of their reactions. For example, parents may not realize that they are constantly giving their child negative feedback.

Clients are also administered a series of tests to determine academic deficiencies and perceptual problems. Individualized remedial programs are developed based on the testing information obtained. Originally, youths spent part of their school day at Intercept. Because of the decline in the number of students in the Denver Public Schools, physical space is now available in the schools. Intercept, therefore, is moving in the direction of operating programs within the confines of the target schools. In this manner, the staff feel that they can have a more enduring impact on both teachers and students than with the previous arrangement.

Project Intercept represents a model of an intervention program that is integrated very closely into the community. It utilizes the "latest" thinking in the behavior modification area and attempts to deal with the entire environment of the youth. The General Accounting Office selected Project Intercept, along with New Pride, as part of a nation-wide study on the impact of learning disabilities on juvenile delinquency.

INFORMATION SOURCES: Grant applications, evaluation reports, site visits.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

3.3.4 Juvenile Probation and Aftercare

Each of the Impact cities attempted to improve juvenile probation/parole services by decreasing the caseload size and increasing services. Three projects, one in Denver and two in Portland, have been selected as innovative because of the type of approach utilized in offering these services.

PROJECTS SELECTED:

- (a) Community Outreach Probation Experiment (COPE) - Denver,
- (b) Case Management Corrections Services - Portland, and
- (c) Intensive Care, Training, and Unified Rehabilitation Effort (Project PICTURE) - Portland.

PROJECT NAME:

Community Outreach Probation Experiment (COPE)

CITY: Denver

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Juvenile Corrections	Directly Reduce Recidivism	Probationers

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
3/73 - 7/75	\$398,173

INNOVATION TYPE: A - uses a new approach, new procedures or new technology in solving a problem.

INNOVATIVE ASPECTS: The innovative feature of COPE is the team approach utilizing paraprofessionals at outreach centers (the probation officers merely visit these centers), especially within the context of offering the paraprofessionals job advancement.

PROJECT DESCRIPTION: Community Outreach Probation Experiment (COPE) provides decentralized probation services for juveniles through the merger of the Juvenile Court Field Probation Division and the Youth Coalition, a community program with an emphasis on recreation and child advocacy previously funded by HEW under the Community Action Program. The COPE system is comprised of seven outreach centers, located in the high crime areas of Denver from which COPE staff and probation officers provide supervision services as a team. The COPE staff consists of probation officers and of paraprofessionals utilized as streetworkers and trainees. Streetworkers are supervised by the probation counselors in each team and trainees are supervised by the streetworkers. One of the original purposes of this project was to provide a "career ladder" for community-resident paraprofessionals to enter the Probation Department. COPE workers have, in fact, subsequently become probation officers. Twenty-one entry-level, paraprofessional field service positions, which were accessible to residents of high crime areas were provided for in the original grant. The streetworkers were required to have completed a minimum of two years of college; the trainees, however, had no specific educational-level requirement.

Project clients include male and female offenders, under 18 years of age, who have been adjudicated, in the past or presently, for Impact crimes or certain other offenses.

The outreach offices have created a relaxed environment in which frequent contact, dialogue, and supervision occur. In most cases, a probationer is seen by a COPE worker 1-2 times per week. Some 10-30

PROJECT NAME: Community Outreach Probation Experiment (COPE)

(CONTINUED)

CITY: Denver

youth may visit a center on a given day. The centers are typically open throughout the day, frequently at night, and often on weekends and holidays. Project activities range from tutoring to roller-skating and a tour of the COORS beer plant. There is an emphasis on recreational and cultural activities and a close association with other community resources. In addition, Employment and Training Administration (formerly Manpower) jobs are provided to youth to encourage them to attend school.

COPE also very closely coordinates with the system of Youth Service Bureaus described above and other Impact projects, especially in the Northwest area, where one of the outreach offices is located within the same building as the YSB.

INFORMATION SOURCES: Grant applications, evaluation reports, site visit.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

PROJECT NAME:

CITY: Portland

Case Management Corrections Services

BASIC DATA:

FUNCTIONAL AREA: Juvenile Corrections	PROGRAM FOCUS: Directly Reduce Recidivism	TARGET: Juvenile Probationers
--	---	-------------------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 1/73 - 6/76	FUNDING AMOUNT (LEAA): \$1,961,349
--------------------------------	---------------------------------------

INNOVATION TYPE: B - uses old procedures, technology, or approaches in a new way or a new context.

INNOVATION ASPECTS: The freedom case managers exercise in purchasing services is the most innovative feature of Case Management. Contract services are used in the following areas: (1) education, training, and job placement; (2) diagnostic services; (3) health and social care; and (4) general emergencies.

PROGRAM DESCRIPTION: Case Management Corrections Services is a community-based project that provides intensive probation supervision and counseling to juveniles between the ages of 10 and 17. Case Management addresses the problems inherent in the traditional probation system (e.g., centralization of high caseload size, bureaucratic nature) by establishing four neighborhood offices located in high crime areas and providing intensive services to clients by maintaining small caseload sizes (approximately 20 or less clients per counselor). The caseworker not only frequently sees the clients, but also the parents, employers and school personnel. Client needs are individually assessed and service delivery is based on these needs and is client-specific.

Because of their location in the field and the small caseload size, caseworkers are able to get out of the office and see their clients in a variety of settings and participate in many activities, such as sports and camping, with clients. Small caseloads also permit caseworkers to exchange knowledge, expertise and to become familiar with each others' clients. Therefore, caseworkers are more readily interchangeable and are able to continue delivering intensive supervision with minimal disruption.

The caseworker is considered a "case manager" and is given relative freedom and autonomy in management of his caseload. In addition to providing services himself, such as counseling and services through community agencies, the caseworker may obtain private services for a

PROJECT NAME: Case Management Corrections Services

(CONTINUED)

CITY: Portland

fee. He is given a free hand in purchasing these services and there is no dollar limit. Fee-for-service cuts red tape, drastically reduces time between the request for and the delivery of services, and adds the dimension of highly skilled professionalism as a treatment alternative. Although services are bought primarily in those instances when caseworkers and local service agencies cannot provide adequate treatment, such a capability has proven to be a major asset in terms of helping clients, motivating officers, and generating positive interactions between the officers, clients, and the clients' families.

Similar to many other community-based projects, Case Management has attempted to develop a firm foundation in the neighborhoods where project offices are located. Meetings have been held with citizen groups and lines of communication have been developed with local service agencies, schools and police. Efforts have been made to recruit volunteers to tutor clients and to set up four community advisory councils.

Because Case Management has been able to separate itself from the traditional probation services of the Juvenile Court, it has the autonomy and flexibility to respond to program and individual client needs more quickly. The project has a developmental nature; it has been able to expand its program to respond to problems and needs that have become evident over time. For example, a full-time educational coordinator and a nurse have been added to the project.

Case Management Corrections Services represents a model of the community-based probation project for juveniles in terms of its autonomy, its use of local resources and services, and the non-ambivalent, advocate role of the caseworker.

INFORMATION SOURCES: Grant application, evaluation reports, site visits.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

Sasfy, Joseph H., An Examination of Intensive Supervision As a Treatment Strategy for Probationers, MTR-7087, October 1975.

PROJECT NAME: Case Management Corrections Services

(CONTINUED)

CITY: Portland

ADDITIONAL MITRE REFERENCES (CONTINUED):

Sasfy, Joseph H., Assumptions Research in Probation and Parole: Initial Description of Client Worker and Project Variables, MTR-6837, February 1975.

Siegel, Lawrence G., The Transferability of High Impact Anti-Crime Projects, MTR-6990, December 1975.

PROJECT NAME: Intensive Care, Training and Unified Rehabilitation Effort (Project PICTURE) CITY: Portland

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Juvenile Corrections	Directly Reduce Recidivism	Juvenile Aftercare

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
1/74 - 10/76	\$1,381,410

INNOVATION TYPE: A - uses a new approach, new procedures or new technology in solving a problem.

INNOVATIVE ASPECTS: One innovative aspect of Project PICTURE is the use of a treatment team approach, which is seen as a drastic contrast to the traditional aftercare service approach of individualized counselor/client, one-to-one servicing practices in the past in Portland, which remains the basic treatment model in most other state juvenile aftercare programs. The other innovative aspect is the continuity of treatment provided by assigning an aftercare officer to the client upon the client's commitment.

PROJECT DESCRIPTION: Project PICTURE is an aftercare service model providing community planning and services for youth committed by the juvenile court to correctional institutions during and after their institutional stay. PICTURE operates within the existing organizational structure of Juvenile Community Services, as part of the Portland Regional Office. It comprises two components: a Community Treatment Team and a Halfway House. The Halfway House provides residential facilities for youth when required, as well as a center for community treatment team activities such as group or family counseling, vocational counseling, and recreational activities for all clients, when desirable.

The central concept of Project PICTURE is the utilization of the team approach to treatment. The cause of the positive adjustment of juveniles seemed to be a team of stable, concerned adults who worked with the juvenile during his institutionalization and provided him with fair and consistent direction. Project PICTURE, thus, arose as an attempt to create a treatment team of interested adults to aid the juvenile in his adjustment during aftercare. A typical treatment team might consist of the aftercare officer, parents, involved relatives, a member of the PICTURE resource staff and employers or school

PROJECT NAME: Intensive Care, Training and Unified (CONTINUED)
Rehabilitation Effort (Project PICTURE)

CITY: Portland

personnel. Team members work to coordinate health planning, educational needs and programs, employment training and job referrals, family counseling, out-of-home care and group home placement, as well as extensive recreational activities.

Another aspect of the project is the continuity of treatment provided. Because continuity of treatment is a major goal of the project, the aftercare officer is assigned to the client upon the client's commitment. The officer immediately establishes contact with the client's family and the institutional staff in order to determine a program for the client while institutionalized and upon his release. It is during the officer's initial contact with the family and his evaluation of the family situation that he begins construction of the treatment team.

In addition to aftercare officers, the project has a staff of eight resource personnel in the areas of education, vocational training, recreation, and assessment. The project, like New Pride and Intercept in Denver, (see pages 41 and 52 above) has discovered that many of its clients suffer from previously undiagnosed perceptual problems and other learning disabilities, and has hired a learning disabilities consultant. This consultant has worked with four members of the project staff who have training in special education in order to develop a "mini-school" to help remediate these disabilities.

Project PICTURE, along with Case Management Corrections Services, makes extensive use of other programs and agencies in Portland, including other Impact projects. PICTURE and Case Management also have a close relationship. When PICTURE youth were previously the responsibility of Case Management, case managers provided pertinent client information to juvenile aftercare workers. Case Managers and PICTURE personnel consult and coordinate planning, both where families are presently receiving Case Management services and for "sensitive" cases (e.g., where high risk to the community may be involved). The close working rapport between Case Management and PICTURE extends to useful knowledge of peer relationships among clients in the two groups.

Project PICTURE, like Case Management, is dynamic and flexible in nature. The staffs of both projects are optimistic, motivated, and exhibit a sense of teamwork and mutual involvement. The officers are concerned with developing new strategies and resources to employ on behalf of their clients. Also, partly because of the awareness and openness of their

PROJECT NAME: Intensive Care, Training and Unified (CONTINUED)
Rehabilitation Effort (Project PICTURE)

CITY: Portland

managements, these projects have evolved in terms of the addition of new resources and programs derived from the on-going perception of recurrent needs.

Project PICTURE represents a model of an alternative approach to providing a total range of services to youth in terms of its utilization of a team approach, use of local resources and its provision for continuity of treatment from the time of institutionalization through release and community-based aftercare services.

INFORMATION SOURCES: Grant application, evaluation report, site visits.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

3.3.5 Adult Probation and Parole

Each of the Impact cities focused attention on adult probation/parole services. The intention was generally similar to that in juvenile probation/aftercare (i.e., to decrease caseload size and increase services). Two projects, one in Denver and one in Portland, have been selected as innovative. The project in Denver involves the coordination of probation and parole services in neighborhood centers; the project in Portland involves the use of a team approach, similar to Project PICTURE described above (see page 60).

PROJECTS SELECTED:

- (a) Intensive Probation and Parole Supervision - Denver, and
- (b) Field Services - Portland.

PROJECT NAME:

CITY: Denver

Intensive Probation and Parole Supervision

BASIC DATA:

FUNCTIONAL AREA: Adult Corrections	PROGRAM FOCUS: Directly Reduce Recidivism	TARGET: Adult Probationers and Parolees
---------------------------------------	---	--

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 3/73 - 6/76	FUNDING AMOUNT (LEAA): \$1,307,660
--------------------------------	---------------------------------------

INNOVATION TYPE: B - uses old procedures, technology or approaches in a new way or in a new context.

INNOVATIVE ASPECTS: The extent of the coordination of probation and parole, with joint services provided for both probation and parole caseloads, is innovative, especially in a community-based environment.

PROJECT DESCRIPTION: The Intensive Probation and Parole Supervision project is a community-based probation and parole project offering services to probationers and parolees at three neighborhood centers. Adult probation and parole are both state administered services in Colorado; parole is an executive function and probation is a judicial function. Both departments submitted similar ideas for implementation as part of the Impact program and the Denver Crime Analysis Team came up with the concept for the project after seeing both proposals.

Individuals convicted of one or more of the Impact crimes of assault, burglary, rape or robbery, who are clients of the State Division of Adult Parole or the Denver District Court Probation Department, are eligible for the project. Clients are assigned to the Northwest, Southwest, or Northeast neighborhood centers, depending on the location of their residence. Caseload size averages between 35 and 49 clients per officer, which is far below the average caseload for the central offices of each of these agencies.

As with other Denver community-based projects, a community relations effort was undertaken before full project implementation. One of the goals of the project was to increase community awareness, education and involvement. Community leaders were notified and meetings held; project staff gave presentations to several hundred citizens. Project personnel have stated, however, that the most effective community relations have been conducted via word-of-mouth, by the clients themselves who have passed along the message that the project is "OK".

PROJECT NAME: Intensive Probation and Parole Supervision

(CONTINUED)

CITY: Denver

Being a community-based project, Intensive Probation and Parole Supervision has relied heavily on referring clients to neighborhood services and treatment centers. As part of their effort to provide better services, officers have attempted to thoroughly explore neighborhood facilities and have become personally acquainted with treatment center personnel. Consequently, officers are able to decrease the amount of red tape normally required and thereby, are able to offer services to clients on a more timely basis than is possible in the central offices. If the client is reluctant to take advantage of treatment services, the officer will often accompany the client to the treatment center to ensure that services are initiated satisfactorily.

Among the increased services offered by this project are diagnostic evaluations and goal-oriented supervision. Also provided are follow-up referral services, including personal counseling and job placement. The community setting has the typical advantage that community and volunteer services are more easily incorporated into probation and parole supervision. This project also enables the probation and parole officers to work side-by-side, benefiting from each other's knowledge and experience.

The Intensive Probation and Parole Supervision project serves as an example of the effective integration of probation and parole services at the neighborhood level.

INFORMATION SOURCES: Grant application, evaluation and status reports, site visit.

ADDITIONAL MITRE REFERENCES:

Fisc'el, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

Siegel, Lawrence G., The Transferability of High Impact Anti-Crime Projects, MTR-6990, December 1975.

PROJECT NAME: Field Services

CITY: Portland

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Adult Corrections	Directly Reduce Recidivism	Adult Probationers and Parolees

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
1/74 - 10/76	\$1,067,301

INNOVATION TYPE: A - uses a new approach, new technology, or new procedures in solving a problem.

INNOVATIVE ASPECTS: The innovative aspects of Field Services are the client advocacy role, utilized by the treatment team, combined with the integration of the field staff with the other projects in the adult corrections package implemented under Impact, and the ability to purchase services.

PROJECT DESCRIPTION: The Field Services project is a probation and parole supervision project that provides increased services to adult probationers and parolees. The Field Services project is one of six projects implemented under Impact by the Oregon State Corrections Division Program. The other five are:

- (1) Corrections Division Training and Information,
- (2) Client Diagnostic and Tracking Services,
- (3) Client Resources and Services,
- (4) Project Transition, and
- (5) Corrections Division Institutional Services.

All six of these projects are highly integrated. Field Services is part of a comprehensive reorganization and upgrading of adult correctional services. Field Services remains in constant close contact with the other projects in the adult corrections package in order to provide diagnostic and other services to its clients. In addition, new Field Services personnel are trained by the Corrections Division Training and Information project which will be described under project components (see pages 114 and 115).

Field Services involves the reduction of caseload size from 79 to less than 40. The central concept of the project is similar to that utilized within Project PICTURE and Case Management for juveniles in Portland: the use of a case manager along with a treatment team.

PROJECT NAME: Field Services

(CONTINUED)

CITY: Portland

approach. The case manager again acts as a client advocate, participating in the treatment team, organizing ancillary personnel and enlisting community services and other agencies to help his client.

Specialized treatment teams consist of various combinations of counselors, human resource aides, volunteers, students, and ex-offenders. Each team handles a caseload.

An assessment is made of client problems, interests and needs, utilizing the services of the Diagnostic Center. Responsibility for the case plan for each client lies with the case manager, who works with the institution and work release staff (Project Transition) for parolees. The plan includes specific conditions, reporting requirements, and other expectations and guidelines tailored to the individual client's needs. Field staff report initial plans, program implementation, and objective achievement to the District Supervisor who reviews and transmits the information to the Tracking Center. In addition, the client is involved in his own evaluation.

The project provides or arranges through referral for the purchase of treatment services. (Services are obtained by referral to Transition and Client Resources and Services.) Services include individual and group counseling, chemotherapy, medical treatment and physical therapy, sponsorship by organizations and/or individual volunteers, individual and group instruction and coaching in financial planning and management, intermediation with resource agencies, employers, family members, law enforcement authorities, etc. In addition, the project provides or arranges for job development and placement services to include temporary employment as well as adequate permanent jobs.

The heart of the program lies in the case management--treatment planning, client involvement, service brokerage, use of ancillary personnel, engagement of community institutions and systems, service monitoring of objectives and performance standards, etc.--by field staff. These aspects make Field Services a model program in the area of adult corrections.

INFORMATION SOURCES: Grant application, site visit.

ADDITIONAL MITRE REFERENCES: None.

3.3.6 Court-Related Projects

The category of court-focused projects includes three different types of projects, but they are each focused on improving the trial function for Impact offenders. Counsel for Indigents in Cleveland aims to improve defense representation. Legal Aides for Police in Dallas is aimed at improving the quality of evidence collected for trial and reducing the number of cases either not prosecuted or dismissed because of police error. The St. Louis Court Improvement Project is directed towards improving the court system and its access to the public.

PROJECTS SELECTED:

- (a) Counsel for Indigents - Cleveland,
- (b) Legal Aides for Police - Dallas, and
- (c) St. Louis Court Improvement Project - St. Louis.

PROJECT NAME:

CITY: Cleveland

Counsel for Indigents

BASIC DATA:

FUNCTIONAL AREA: Courts	PROGRAM FOCUS: Systems Improvement	TARGET: Indigent Defendants
----------------------------	---------------------------------------	--------------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 3/73 - 1/75	FUNDING AMOUNT (LEAA): \$274,491
--------------------------------	-------------------------------------

INNOVATION TYPE: A - uses a new approach, new procedures or new technology in solving a problem.

INNOVATIVE ASPECTS: The innovative feature of this project is the method of assignment of attorneys which is a modification of the individual assignment method.

PROJECT DESCRIPTION: The Counsel for Indigents project added eight full-time attorneys and a number of law students, investigators, clerical personnel and a social worker to the Defender's Office of the Legal Aid Society. These attorneys are available to serve as counsel for indigent defendants charged with Impact or serious misdemeanor offenses. The Office has set a target of representing 400 indigent Impact defendants in Common Pleas Court in one year.

The method of assignment of attorneys is a modification of the individual assignment method.

Attorneys maintain continuity of representation for most cases by rotating their work assignments between Municipal Court and Common Pleas Court. When two attorneys appearing at Municipal Court receive a certain number of cases, they move over to Common Pleas Court to follow the retained cases through final disposition (but not into the appellate process). As the bulk of their cases are closed in Common Pleas Court, they return to Municipal Court assignment and a new cycle begins. Such a rotating arrangement not only gives most clients more effective representation but also helps expedite the disposition process.

The Counsel for Indigents is one project in the Pre-trial Delay Component of the Cleveland Adjudication Program, which is comprised of the following three projects: (1) Visiting Judges, (2) Prosecutor's Office Project, and (3) Counsel for Indigents. The Visiting Judges project has added six visiting judges and their related supportive personnel to the Cuyahoga County Common Plea Court. This project, which is intended to reduce case backlog and case processing time from arraignment to terminations, has been selected for the

PROJECT NAME: Counsel for Indigents

(CONTINUED)

CITY: Cleveland

transferability task. Both the Prosecutor's Office Project and the Counsel for Indigents project support Visiting Judges. Additional prosecutors and their supportive personnel were needed to insure the maximum use of courtrooms; additional defense counsel were required to satisfy the increasing demand for Counsel for Indigents.

INFORMATION SOURCE: Grant application, evaluation report.

ADDITIONAL MITRE REFERENCES:

Siegel, Lawrence G., The Transferability of High Impact Anti-Crime Projects, MTR-6990, December 1975, (The Visiting Judges project).

PROJECT NAME:

CITY: Dallas

Legal Aides for Police

BASIC DATA:

FUNCTIONAL AREA: Police	PROGRAM FOCUS: Systems Improve- ment	TARGET: Impact Case Processing
----------------------------	--	-----------------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 1/73 - 11/75	FUNDING AMOUNT (LEAA): \$535,463
---------------------------------	-------------------------------------

INNOVATION TYPE: A - uses a new approach, new procedures or new technology in solving a problem.

INNOVATIVE ASPECTS: The innovative aspect of Legal Aides for Police is the assignment of attorneys to work on a day-to-day basis at a police department to assist the officers in court-related work.

PROJECT DESCRIPTION: Legal Aides for Police involves the assignment of four Assistant City Attorneys to work with the Dallas Police Department. The primary objectives are to reduce the percent of (1) cases no-billed and (2) cases dismissed by reason of police error. To achieve these objectives, numerous activities have been implemented by project attorneys. These include the review of all prosecution reports, in-service training of police personnel, training of recruits, assisting in the preparation of affidavits for arrest and search warrants, and responding to requests for assistance at crime scenes.

The attorneys work together with the police department, but are neither sworn police personnel nor police employees; they are under the direction of the Dallas City Attorney. Consequently, they are not under the jurisdiction of the police nor can they give orders to police personnel. Instead, project attorneys have had to build relationships with the police. They have accomplished a slow and careful establishment of rapport by going into the field with police to gain first-hand knowledge of problems encountered and by spending many hours talking with police. Even more vital, project attorneys' recommendations had to be consistently correct, not only to maintain the rapport already achieved, but also to establish a base of authority such that police would follow their recommendations and come back to them again for further advice.

The development of a trusting relationship and the concomitant increase in interaction between police and attorneys has provided the police with an in-depth understanding of plea bargaining and the rationale applied when cases are no-billed or dismissed. As a result,

PROJECT NAME: Legal Aides for Police

(CONTINUED)

CITY: Dallas

according to the attorneys, the quality of case reports prepared by policemen has markedly improved. The success of the project is directly reflected by the reduction in the percentage of cases no-billed or dismissed because of police error.

The Legal Aides for Police project has been selected by the LEAA as an exemplary project.

INFORMATION SOURCES: Grant application, evaluation report, site visit.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

Siegel, Lawrence G., The Transferability of High Impact Anti-Crime Projects, MTR-6990, December, 1975.

PROJECT NAME:

CITY: St. Louis

St. Louis Court Improvement Project

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Courts	Systems Improvement	Courts

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
06/72 - 07/75	\$103,216

INNOVATION TYPE: D - uses a new agency to assume a set of responsibilities not carried out by an existing agency.

INNOVATIVE ASPECTS: The St. Louis Court Improvement project represents an innovative approach to change within the courts system, through the operation of a private organization closely tied to the courts but outside the system.

PROJECT DESCRIPTION: The St. Louis Court Improvement project recruits a director and staff to work with the St. Louis Committee on Courts, a not-for-profit group comprised of judges, attorneys, and other citizens. The Committee serves as a communication channel for various elements of the criminal justice system. The overall goal of the Committee is the improvement of the judicial system in St. Louis. Under the Impact grant, the committee was charged with the task of researching the latest developments in court administration and other areas and making recommendations for the operation of court-related agencies.

Under Impact funds, the Committee on Courts prepared a study examining the procedures for the processing of felony cases. This study traced the path of various types of felony cases through the courts from arrest to post-correction proceedings. It was designed to give a comprehensive view of the handling of felony cases to professionals and laymen alike. Another area of study has been the investigation of methods of diversion for persons charged with lesser offenses.

There is a contracted agreement between the Committee on Courts and the Appellate Court. Although the Committee on Courts has little power to bring about changes in the court system outside of pointing out problem areas and recommending solutions, the Executive Committee is composed of leaders in the judicial system, who themselves can act as a catalyst for change.

The Executive Committee rarely reached agreement on any affirmative actions during the first two years of its existence. During this time, the Executive Committee did authorize the printing of the pamphlet "The City of St. Louis' Criminal Courts and You" and

PROJECT NAME: St. Louis Court Improvement Project

(CONTINUED)

CITY: St. Louis

agreed that priorities in the improvement of the criminal justice system should be researched. In 1974, however, the Committee became more action-oriented. Among the specific improvements agreed to by the Committee were: the establishment of a Traffic Violation Bureau and the establishment of a system of forfeiture of cash bonds in lieu of court appearances in traffic cases. The Committee also developed close working relationships with reform-oriented committees, established by the St. Louis Metropolitan Bar Association.

The pamphlet, "The City of St. Louis' Criminal Courts and You" mentioned above outlines the structures of the Municipal Court, Court of Correction, Circuit Court, and Federal Court, located within the City of St. Louis. Each court is outlined as to:

- (1) how a charge is initiated;
- (2) who prosecutes the case;
- (3) whether there is a preliminary hearing;
- (4) what the bulk of the cases include;
- (5) where the trial is held; and
- (6) when and to what court appeals are made.

Among other information, the pamphlet gives addresses for prosecutors, trial courts, appellate courts, and locations where fines for city traffic violations can be paid.

The Committee on Courts has also prepared a pamphlet entitled "The City of St. Louis and You" which contains information on the various services and offices which operate in the City Hall, the Civil Courts Building, the U.S. Court and Custom House, the Municipal Courts and the various Federal Buildings in the St. Louis area. A comprehensive directory entitled "A Citizens Guide to Community Services" has also been published under the auspices of the Committee.

Under Impact funding, the Committee has developed into an effective catalyst, bringing together various agencies within the court system and promoting both understanding and cooperation.

INFORMATION SOURCES: Grant application, status reports.

ADDITIONAL MITRE REFERENCES: None.

3.3.7 Rape-Focused Projects

One of the target crimes in the Impact program was forcible rape. Four cities implemented projects dealing directly and specifically with this crime: Atlanta, Newark, Denver, and Portland. Since the crime of rape is becoming of increasing concern on a nationwide basis and activities in this area have not usually departed very significantly from the hot-line, rape-squad (including women) variety, it has seemed useful to describe all four of these rape-focused projects and their innovations (rather than choose among them, as in other cases).

PROJECTS SELECTED:

- (a) Anti-Rape Unit - Atlanta,
- (b) Rape Prevention Program - Denver,
- (c) Rape Analysis and Investigation Unit - Newark, and
- (d) Research, Advocacy, Prevention, and Education (RAPE) - Portland.

PROJECT NAME:

CITY: Atlanta

Anti-Rape Unit

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Crime	TARGET: Rape Victims and Offenders
---	--	--

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 1/75 - 9/76	FUNDING AMOUNT (LEAA): \$ 319,556
--------------------------------	--------------------------------------

INNOVATION TYPE: A - uses a new approach, new procedures or new technology in solving a problem.

INNOVATIVE ASPECTS: The innovative aspects of the Anti-Rape Unit are the use of office space away from headquarters and the utilization of an investigative van.

PROJECT DESCRIPTION: The Anti-Rape Unit, as part of the Atlanta Bureau of Police Services, is designed to improve the treatment of rape victims, increase the number of rapes reported and increase the conviction rate. The components of the project directed towards these goals are: (1) training investigators in counseling techniques and investigative skills; (2) equipment and office space away from police headquarters to eliminate victim embarrassment; (3) a mobile crime scene unit (van) to be used to talk with witnesses and collect evidence at the scene of the crime; and (4) a public awareness program to stress the seriousness of the crime and describe the functions of the rape squad.

The Anti-Rape Unit consists of 15 police officers (8 funded under Impact) for whom a two-week pre-service training course will provide a background regarding the mental and physical trauma suffered by rape victims and regarding sexual deviations in general. Professionals in the field of behavior analysis are utilized on a training consultant basis. Training in investigative skills is also included in the pre-service sessions.

In-service training sessions are held on a quarterly basis. Professional expertise is again utilized to provide investigators with guidance regarding various case studies and work situations. Case studies, along with investigative techniques, are reviewed for the three-month period prior to each seminar. Strategies relevant to a successful investigative/counseling role of the rape investigator are emphasized at the seminars.

The administrative office houses the project director and supervisor during each watch and serves as an alternative victim or suspect

PROJECT NAME: Anti-Rape Unit

(CONTINUED)

CITY: Atlanta

interview room. Composite matching is utilized in the interviewing of victims and witnesses to serve as an aid in perpetrator identification. A two-way observation screen allows for professional observation of interrogations in which a behavioral abnormality is suggested. In addition, a psychological stress evaluator is used as an investigative tool during interviews or interrogations.

The investigative van contains equipment to allow for obtaining and documenting crime scene evidence and the van is used to assure comprehensive crime scene searches along with adequate witness interviews. The team concept of investigation is employed, using a combination of male and female investigators.

Each of the project personnel is involved on a regular basis in public awareness endeavors. Such activities include speaking and showing appropriate films to community groups regarding the facts of the rape problem.

The Anti-Rape project represents a multi-faceted approach to dealing with the crime of rape.

INFORMATION SOURCE: Grant application, site visit.

ADDITIONAL MITRE REFERENCES: None.

CONTINUED

1 OF 3

PROJECT NAME:

CITY: Denver

Rape Prevention Program

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Research and Information Systems	Directly Reduce Crime	Rape Victims and Offenders

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
9/73 - 1/76	\$ 230,566

INNOVATION TYPE: C - uses an existing agency to assume a set of new responsibilities, and A - uses a new approach, new procedures or new technologies in solving a problem.

INNOVATIVE ASPECTS: The innovative aspects of the Rape Prevention Program are the city-initiated research and subsequent education efforts undertaken, and the location of the project within the Department of Health and Hospitals, from which project personnel assist and work with the various criminal justice agencies.

PROJECT DESCRIPTION: The Rape Prevention Program, sponsored by the Division of Psychiatric Services of the Denver Department of Health and Hospitals, has the overall goal of reducing the incidence of reported and unreported rape in Denver. This project was developed based on the research of M. Amir, and following a study of the crime of forcible rape produced by the Crime Analysis Team, and a National Rape Reduction Workshop, sponsored by the Denver Anti-Crime Council (CAT) in May of 1973.

Participating in the workshop were representatives of such local agencies as the Denver Police Department, the District Attorney's Office, the Denver General Hospital, and the Denver District Court. In addition, there was representation from concerned citizens groups such as the Denver Chapter of Women Voters and the National Organization of Women. Representatives from other jurisdictions also attended, including Kansas City and New York City Police Department personnel. The purpose of the workshop was to gain a better understanding of the nature of the problem and to develop alternative solutions through an exchange in information about the experiences of various community and criminal justice agencies.

Following the workshop, the Rape Reduction Program was developed by the Denver Anti-Crime Council (CAT), supported by technical assistance made available through LEAA funding.

The Program has three components: (1) research on the crime of rape, (2) public education to alert potential victims, and (3) evaluation and treatment of offenders. Components one and two were initiated

PROJECT NAME: Rape Prevention Program

(CONTINUED)

CITY: Denver

during the first year of operation; during the second year the research component was enlarged and the offender component was begun.

The research phase focused on the study of behavior and personality variables of victims and demographic characteristics of the rape and sexual assaults reported to the Denver Police Department. Efforts are being made to analyze the characteristics of the incident, combined with traits of unsuccessful and successful rape resisters to develop a "victim vulnerability scale."

The public education phase of the project involves making the victim research information available to the public in an attempt to educate potential victims and the public in general on the crime of rape and what can be done to prevent it. Information will be provided to potential rape victims on measures for avoiding and resisting attack. Project personnel appear regularly at high schools and colleges to participate in talks, question and answer sessions, and panels on rape, victimization and crime. Staff also participate in police training and education activities as well as make public media presentations.

The offender phase is directed at evaluation and treatment of rape and sexual assault offenders. This phase of the project will provide an evaluation and treatment service for the Denver criminal justice system and state institutions which are holding Denver rape and sexual assault offenders. The evaluation service will initially be experimental in nature and is designed to provide treatment recommendations and differential sentencing recommendations to the court based on an assessment of the offender's degree of danger to the community. The treatment service will be a resource to the Denver Probation and Parole Departments to provide psychiatric and psychological treatment for offenders released to the Denver area on probation or parole.

INFORMATION SOURCES: Grant application; High Impact Anti-Crime Program, 1972 - 1974 Final Report, Denver Anti-Crime Council; status reports.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

Rape Analysis and Investigation Unit

CITY: Newark

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Crime	TARGET: Rape Victims and Offenders
---	---	---------------------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 2/75 - 5/76	FUNDING AMOUNT (LEAA): \$ 282,102
--------------------------------	--------------------------------------

INNOVATION TYPE: A - uses a new approach, new procedures or new technology in solving a problem.

INNOVATIVE ASPECTS: The innovative aspects of the Rape Analysis and Investigation Unit are the housing of the Rape Unit apart from the official police department facilities and the use of a special number for reporting rape.

PROJECT DESCRIPTION: The Rape Analysis and Investigation Unit treats the rape problem in the city of Newark with a multi-pronged effort that includes an improvement of criminal justice resources for the purpose of identifying and prosecuting rape offenders as well as providing services to victims. The project has been undertaken with the recognition that one of the serious problems in reducing the incidence of sex crimes has been the unwillingness of the victims to report the crime or to cooperate with the authorities. In order to encourage reporting, procedures have been changed to make reporting easier for the victim. For example, instead of being interviewed several times, rape victims are interviewed only once, by the Rape Unit investigators. The Patrol Division assigns all rape complaints to the Unit rather than having several other investigators, representing other functions, also interview the victim. The Unit is specialized and trained to secure all relevant and material testimony or hard evidence, from the beginning. The County Prosecutor's Office is coordinated with the project and the prosecutor assigned will participate in training the Unit regarding the type of information that will be useful to him in the eventual trial of the offender. This obviates the need for a separate investigation by the Prosecutor's Office. An additional change is the capability of taking rape victims 24 hours a day to the United Hospital of Newark for both emergency medical treatment and evidence collection. It is hoped that other hospitals will agree to serve in this capacity in the future.

An explanation of the above procedures is part of the public information program which also includes personal safety tips for women, and flyers on arrested rapists and possible crime patterns distributed

PROJECT NAME: Rape Analysis and Investigation Unit

(CONTINUED)

CITY: Newark

to station houses, hospitals, community centers, bus lines, etc. In addition, volunteers of the Junior League and paraprofessionals employed by the program conduct workshops with various community groups, tenant associations, churches, and other organizations.

The Investigation Unit functions within the present organizational structure of the Detective Division of the Police Department. The Rape Unit is housed apart from the official police department facilities, however, to provide more favorable conditions for women reporting rape. In addition, the Unit has a widely publicized, special telephone number, 733-RAPE, for reporting rape. The detectives added to the police department comprise a specialized unit for investigating rape complaints. The unit is trained in investigative methods for identifying rape offenders and in interviewing techniques that are sensitive to the needs and concerns of rape victims. Women detectives and technicians are utilized to the greatest extent possible, and referrals are made to other social services that may be useful to or required by the victim.

Another function of the Rape Unit is to undertake research regarding such data as the time and place of rape occurrences, and profiles of victims and of offenders. This information will be used to improve investigative efforts and provide information to the patrol division. Project staff members include graduate students and a data processing specialist to assist in this effort.

Members of the Rape Unit, including paraprofessionals, will participate in eighty hours of intensive training in sex crime investigations, including criminalistic techniques for perceiving, collecting, and preserving rape evidence. In addition, a psychologist serves as a training consultant to design and implement a course to sensitize the Unit's personnel to the immediate needs, emotional support and mental status of sex crime victims.

The Rape Unit employs specialized detective equipment to aid in the investigation of offenses. Included are kits for collecting rape evidence at the hospital and an "Identi-Kit" device for illustrating the physical characteristics of rape suspects. This kit contains transparencies--including chins, hairlines, eyebrows, noses, etc. which can produce enough combinations to reproduce a strong likeness of almost any suspect.

As part of this project, a special prosecutor is being added to the County Prosecutor's Office to handle rape cases exclusively. The purpose is to provide for the additional caseload that it is predicted the Rape Unit will generate. The assistant prosecutor, who

PROJECT NAME: Rape Analysis and Investigation Unit

(CONTINUED)

CITY: Newark

is located at the Unit, advises the Newark Police Department from the initial stages of the investigation, as requested, on any legal problems arising during the course of the investigation and cooperates with the investigators to achieve a uniform investigation from the standpoint of successful prosecution.

The prosecutor also interviews the victim prior to the appearance before the Grand Jury. The purpose of this interview is to inform the victim of the various steps in the criminal prosecution. This also allows the prosecutor to develop rapport with the victim. As a consequence, the tensions of rape victims are hopefully eased and the entire criminal process becomes more tolerable.

The Prosecutor's Office also works in conjunction with The Impact Special Case Processing Program which accelerates the court processing time of rape and sex offenders. All rape prosecutions were previously tried by the Impact Court, but the Rape project ensures an even more efficient and fairer processing mechanism with more time for preparation, trial, and disposition.

The Rape Analysis and Investigation Unit is thus similar to the Anti-Rape Unit in Atlanta, with an emphasis on both investigation techniques and sensitive treatment of the victim. The primary differences here are the inclusion of a special prosecutor for handling rape cases and the utilization of a special telephone number for rape victims to call.

INFORMATION SOURCE: Grant application, site visit.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

CITY: Portland

Research, Advocacy, Prevention, and Education (RAPE)

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Crime	TARGET: Rape Victims and Offenders
---	---	---------------------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 10/74 - 10/76	FUNDING AMOUNT (LEAA): \$ 124,132
----------------------------------	--------------------------------------

INNOVATION TYPE: C - uses an existing agency to assume a set of new responsibilities, and A - uses a new approach, new procedures or new technology in solving a problem.

INNOVATIVE ASPECTS: The most innovative feature of this project is the position and functions of the victim advocate, a staff member of the District Attorney's Office, who assists the rape victim through criminal justice processing.

PROJECT DESCRIPTION: The RAPE project in Portland is similar to the projects in Atlanta and Newark, with an emphasis on successful investigation and prosecution of the rapist, assistance to the victims, and public education. The sponsoring agency, however, is the District Attorney's Office rather than the Police Department and the primary emphasis is on helping and working with the victim. The project consists of two staff and one supporting staff member who are located within the District Attorney's High-Impact Program.

The primary staff member is the Victim Advocate/Project Coordinator (a woman). Either she or another member of the advocate's office accompanies the rape victim through her transactions with the criminal justice system. This activity is designed to help reduce the painful aspects of the investigation to the victim and to increase the effective prosecution of rape cases. The victim advocate provides the prosecuting attorney with an excellent witness for the prosecution. She enters the case at the earliest moment (most referrals are from the police) and is able to testify at trial to the effect of the rape on the victim. In addition, the victim advocate prepares the victim to be able to stand up at trial under the battery of questions by the defense attorney.

The Victim Advocate/Project Coordinator also develops educational programs and literature, and makes presentations to women's groups, crime prevention meetings and classes in public schools and community colleges. The educational activities are directed towards prevention of rape and increasing the reporting of rape. A public information campaign is designed to alter community attitudes to encourage women to report

PROJECT NAME: Research, Advocacy, Prevention
and Education (RAPE)

(CONTINUED)

CITY: Portland

rapes and informs them of the evidentiary requirements for the conviction of offenders.

The Victim Advocate also coordinates training workshops for police personnel and deputy district attorneys. These workshops are expected to improve the rates of arrest and conviction in rape cases. Professionals take part in the training and instruct police officers and prosecutors regarding points of law, evidence needs, scientific investigation processes, and problems the victim encounters during the prosecution of the case.

The project has been authorized to use the additional services of four qualified volunteers. These volunteers were carefully screened by the project staff, the District Attorney's Office, and the Portland Police Bureau. Their presence will help alleviate the increasing burdens on the three-person staff who have been lacking time to perform some of their educational and prevention activities.

An additional function of the project is to gather data regarding the occurrence of rape, providing the criminal justice system with a profile of rapes, victims, and offenders.

The training workshops for police and prosecutors and the screening of volunteers involve a close cooperative effort on the part of the Portland Police Department and the District Attorney's Office. Thus, the Victim Advocate/Project Coordinator also serves, in a sense, as a liaison between the two agencies.

INFORMATION SOURCE: Grant application, status report.

ADDITIONAL MITRE REFERENCES: None.

3.3.8 Assistance to Elderly Victims and Potential Victims

As part of the Impact program, cities were asked to look at the victims of Impact crimes as well as crime locations and the circumstances under which these crimes were committed. Two of the Impact cities, Baltimore and Denver, implemented projects to assist actual and potential elderly victims. Both projects have been selected as innovative because of their focus on elderly victims.

PROJECTS SELECTED:

- (a) Senior Citizens Against Thievery - Baltimore, and
- (b) Community Health Victim Support - Denver.

PROJECT NAME:

Senior Citizens Against Thievery

CITY: Baltimore

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Crime	TARGET: Burglary, Robbery, and Assault of Elderly Victims
---	---	--

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 5/75-5/76	FUNDING AMOUNT (LEAA): \$ 75,000
------------------------------	-------------------------------------

INNOVATION TYPE: A - Uses a new approach, new procedures or new technology in solving a problem.

INNOVATIVE ASPECTS: Senior Citizens Against Thievery is innovative because it is directed at helping older residents protect themselves against crime, by education efforts in which they themselves participate.

PROJECT DESCRIPTION: Senior Citizens Against Thievery has been developed to help older residents teach each other to fight crime. This program is designed to reduce the fears of the elderly as well as to teach them methods of self-protection. The Mayor's Coordinating Council on Criminal Justice (Crime Analysis Team), with the Waxter Center, the city police and the city's Commission on Aging and Retirement, developed the educational program. A consulting firm will assist the city agencies produce a series of 90-minute videotape training programs. Booklets, slide shows, and other educational materials will also be developed.

The experiences of elderly Baltimoreans will be used to develop the content of the training tapes and literature. In addition, Baltimore's older citizens will act in parts of simulated robberies and assaults which will be used for training purposes in the tapes. Once the materials are produced, teams of elderly citizens, city personnel and college students will visit golden age clubs, health centers, churches, and housing projects for the elderly to demonstrate the techniques and distribute the materials.

The approach utilized by this project is to have older residents participate in the development and presentation of materials. The setting is a personal one. It is felt that this approach is more likely to succeed than standard lectures or pamphlets distributed within an impersonal setting.

(CONTINUED)

PROJECT NAME: Senior Citizens Against Thievery

CITY: Baltimore

Tips on how to prevent and respond to burglary, robbery, and assault are included in the program, for example:

- Elderly women should not browse about in their pocketbooks at bus stops. They should have the change ready.
- Elderly people should get all of their directions straight before sallying out. Wandering around looking lost is an invitation to assault.
- Elderly citizens should try not to walk out alone. There is safety in numbers and safety in regular participation, with other older citizens, in community events and planned activities.

INFORMATION SOURCES: Grant application, phone verification.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

CITY: Denver

Community Health Victim Support

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Community Involvement	Systems Improvement	Services to Victims

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
11/74-8/76	\$ 157,749

INNOVATION TYPE: C - Uses an existing agency to assume a set of new responsibilities.

INNOVATIVE ASPECTS: The Community Health Victim Support program represents an innovative expansion of the Visiting Nurse Service to assist elderly victims of street assault and victims of rape.

PROJECT DESCRIPTION: The Community Health Victim Support project is an expansion of the Visiting Nurse Service (VNS) program to offer additional follow-up services to the victims of rape of all ages and elderly victims of street assault. The VNS has been operating a similar rape-victim support program in Denver for eight years; it is being expanded through Impact funds, however, and the component for the elderly is new. Five nurses and supporting personnel are being added to provide these additional services.

Referrals to the Victim Support program come primarily from the Denver General Hospital Emergency Room and the Denver Police Department reports. The target clientele consists primarily of victims of assault who are brought to the emergency room of Denver General Hospital with physical or emotional problems, given emergency care, and released. The public health nurse visits the victims at home for the purpose of providing emotional support, counseling, health teaching, nursing care and guidance, and referral to community agencies as indicated. In addition, when a public nurse, in the course of her regular duties, becomes aware of an assault not previously reported, her role is to encourage and assist victims in reporting to the proper authorities.

Another purpose of the Victim Support program is to identify gaps in present care and services offered. To this end, data will be collected and analyzed as to both positive and negative effects related to the availability and utilization of both the privately and publicly sponsored health facilities. The following data on

PROJECT NAME: Community Health Victim Support

(CONTINUED)

CITY: Denver

individual patients will be collected: physical and mental health status, nursing actions taken, and patient problems and progress.

One of the gaps currently perceived is the lack of any formal program to provide nursing follow-up or medical assistance beyond the emergency situation, and few victims seek medical or psychiatric assistance following the event. The Victim Support project therefore attempts to coordinate victim support efforts of the police, the courts, and Denver General Hospital, and nurses make follow-up home visits designed to identify and meet the needs of the victim and/or the family by providing emotional support, nursing care, counseling, information, health teaching and guidance, and referral to medical, psychiatric, or other services (e.g., legal, social, or educational) as indicated.

Another aspect of the program is public education, both regarding the services available through the public nurses and crime prevention. A brochure entitled "Live Defensively" has been prepared to educate potential victims on the preventive aspects of assault. Another brochure is being prepared to acquaint the general public with the program. In addition, community speaking engagements have been provided and media announcements have been made. The publicity campaign has increased community awareness of the program and expanded the source of referrals. For example, a nurse at an intermediate care facility saw the presentation on TV and called to refer a patient ready for discharge. The patient was an elderly woman, a victim of street assault who had been hospitalized for injuries sustained and was expressing fear about going out to do her shopping after she would be dismissed.

The Community Health Victim Support program represents an innovation within a service that already exists in many cities.

INFORMATION SOURCES: Grant application, progress reports.

ADDITIONAL MITRE REFERENCES: None.

3.3.9 Police-Community Involvement

Each of the Impact cities used a portion of Impact funds to increase public awareness of crime and its prevention. Most projects were aimed at burglary or robbery prevention, through target hardening or property identification and involved some type of citizen action. Pamphlets regarding home protection were distributed and media campaigns were undertaken by many cities. Although these activities have been utilized extensively by police departments in the past, one project will be described here as an example of the extent of these activities that was made possible within the Impact program. The project chosen, Target Hardening Through Opportunity Reduction (THOR) in Atlanta presents an example of a wide range of services offered. The organizational approach taken is innovative, even among the Impact cities.

PROJECT SELECTED:

- (a) Target Hardening Through Opportunity Reduction (THOR) - Atlanta.

PROJECT NAME:

CITY: Atlanta

Target Hardening Through Opportunity Reduction (THOR)

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Crime	TARGET: Burglary, Robbery, and Rape
---	--	---

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 3/74-3/76	FUNDING AMOUNT (LEAA): \$ 3,646,249
------------------------------	--

INNOVATION TYPE: B - Uses old procedures, technology, or approaches in a new way or in a new context.

INNOVATIVE ASPECTS: The Target Hardening Through Opportunity Reduction project is innovative in its comprehensive organization of formerly ad hoc activities, and in its development of new activities, due to the delineation of service gaps brought to view via the new organization.

PROJECT DESCRIPTION: Target Hardening Through Opportunity Reduction (THOR) is aimed at the prevention of burglary, robbery and rape. Nine information centers were established, one centrally located to serve the downtown business population and eight in strategic locations throughout the city. Each information center serves local residential and business communities and serves also as a watch change point for line patrol. From these information centers the following activities are carried out:

- (1) Commercial and residential security survey programs;
- (2) Operation identification/property identification;
- (3) Public education and awareness programs;
- (4) Citizen involvement programs;
- (5) Target hardening and false alarm ordinance study; and
- (6) Training for THOR staff as well as training and orientation workshops for the entire Atlanta Police Department.

Sixty-four patrolmen are assigned to THOR. Thirty-six function as Commercial Security Survey Teams. Assigned in pairs, with two pairs operating from each Center, the teams contact commercial establishments within their sector. Each survey team conducts security

PROJECT NAME: Target Hardening Through Opportunity (CONTINUED)
Reduction (THOR)

CITY: Atlanta

inspections, distributes information, and makes recommendations to improve security measures for the reduction of commercial robbery. Security vans are utilized to transport the teams and security hardware to be used for display to business owners, supervisors, and employees. In addition, a "Commercial Emergency Code Number System" has been initiated at each business, maintained at the downtown Information Center and forwarded to the department's Communication Center for use by the police and fire departments.

Ten patrolmen, who operate from the nine centers, function as the Organization Involvement Team. The Organization Involvement Program is designed to instruct and involve citizen and business organizations in the crime prevention effort. Each of the officers contacts citizen and business organizations to solicit their support in the crime prevention effort. Lectures and discussions on target hardening and opportunity reduction methods and techniques are given. In addition, insurance companies are contacted to seek their support in lowering insurance rates for businesses and residences which comply with the Security Survey recommendations.

The Information Center Team consists of eighteen patrolmen, two assigned to each of the information centers, one working days and the other evenings. Their responsibilities include performing necessary administrative functions, assisting with sector crime data and crime prevention information collection and distribution, and supervision of citizen volunteers.

The Residential Security Survey is carried out by fifty-four civilians employed as security inspectors. These inspectors are carefully selected and trained to perform residential security examinations. They work in pairs to furnish target hardening and opportunity reduction recommendations to residents whose homes have been burglarized.

A public media director and assistant director help coordinate the Media Impact Program (MIP). The MIP is designed to inform the public, through means of the various media, how and why the majority of target crimes are committed. MIP presents information on methods, techniques, and hardware design that can prevent crimes within the citizen's environment and increase criminal apprehensions by law enforcement agencies. Information on target crime trends is also presented. Advertising consultants are used on a contract basis. Two contracts have been awarded, one for \$182,500 to produce broadcast ads and one for \$62,100 to handle billboards.

PROJECT NAME: Target Hardening Through Opportunity (CONTINUED)
Reduction (THOR)

CITY: Atlanta

Every officer assigned to the THOR program receives from two to four weeks of special training at the National Crime Prevention Institute in Louisville, Kentucky. The THOR staff holds the training and orientation workshops for the other personnel.

Research being conducted as part of the THOR program includes the following: recommendations on the need for building security ordinances and establishing minimum standards for security devices, a study of the problems of false alarms, and recommendations concerning proposals for reductions in insurance rates because of maximum security installations. This research will include a discussion of how other jurisdictions are dealing with these issues.

INFORMATION SOURCE: Grant application, site visit.

ADDITIONAL MITRE REFERENCES: None.

4.0 COMPONENT PARTS AND ACTIVITIES

As previously discussed, projects have also been selected for examination here because of an innovative component feature or activity. These projects will be only briefly described so as to serve as a context for discussing the innovative aspects. The format is the same as that for innovative projects, with the exception of the fact that innovation type is not included. (Refer to Section 3.2, Format, pages 28 and 29 above.)

Components discussed are the following:

- (a) planning;
- (b) administration;
- (c) evaluation;
- (d) training;
- (e) implementation;
- (f) data collection; and
- (g) services.

Eighteen component parts have been selected as innovative. As can be seen in Table II, following, the selections are fairly evenly distributed among types of component parts, ranging from two selections each for planning and services to five selections for implementation. Several projects selected as innovative in their entirety, however, involve innovative services. Thus, the greatest number of innovations occurred in either services offered or the manner of implementation of projects.

The types of projects selected vary, although most are either juvenile or community involvement projects. Only one police project (Crime Prevention Training Program) and one court-related project (Circuit Attorney's Supplement) were selected. The number of selections also varied greatly by city, ranging from none in Baltimore and Newark to seven in Denver.

TABLE II
INNOVATIVE COMPONENTS BY TYPE OF COMPONENT AND BY CITY

CITY	PROJECT NAME	PLANNING	ADMINISTRATION	EVALUATION	TRAINING	IMPLEMENTATION	SERVICES	TOTAL NUMBER OF COMPONENT PARTS
ATLANTA	COORDINATED JUVENILE WORK RELEASE		X					1
BALTIMORE	NONE							0
CLEVELAND	COMMUNITY-BASED PROBATION		X					1
DALLAS	EXPANDED PUBLIC INVOLVEMENT	X				X		2
DENVER	POLICE-TO-PARTNERS CRIME PREVENTION TRAINING PROGRAM SOUTHWEST YOUTH EMPLOYMENT SERVICE WESTSIDE YOUTH DEVELOPMENT PROJECT SOUTHEAST DENVER NEIGHBORHOOD SERVICE BUREAU OPERATION IDENT		X		X		X	7
NEWARK	NONE							0
PORTLAND	CASE MANAGEMENT CORRECTIONS SERVICES CORRECTIONS DIVISION TRAINING AND INFORMATION	X		X	X			3
ST. LOUIS	TENANT SECURITY UPLIFT CIRCUIT ATTORNEYS SUPPLEMENT OPERATION IDENT			X	X	X	X	4
TOTAL NUMBER		2	3	3	3	5	2	18

NOTE: NOT INCLUDED ABOVE ARE THE DATA COLLECTION EFFORTS IN DENVER SINCE THEY ARE NOT ASSOCIATED WITH A PARTICULAR PROJECT, BUT RATHER WERE PERFORMED BY THE DENVER ANTI-CRIME COUNCIL (CAT) IN SUPPORT OF A NUMBER OF PROJECTS.

SOURCES: RESPONSES TO PROJECT-LEVEL SURVEY FROM CRIME ANALYSIS TEAMS, STATE PLANNING AGENCIES, AND REGIONAL OFFICES; GRANT APPLICATIONS; PROGRESS, STATUS, AND EVALUATION REPORTS; PHONE VERIFICATIONS; AND SITE VISITS.

A discussion of the development of innovations and their distribution, by city, by functional area, etc. is included in the following section on findings (see pages 130 through 155).

4.1 Planning

Many of the Impact projects involved extensive planning. This was due primarily to the existence of the Crime Analysis Team to assist in project development and grant preparation and in the coordination of various agencies. Other factors included the amount of funds available and the community-orientation of many projects. Projects included here involved an approach that was unusual, however, even within the context of the Impact program.

PROJECTS SELECTED:

- (a) Expanded Public Involvement - Dallas, and
- (b) Case Management Corrections Services - Portland.

PROJECT NAME:

CITY: Dallas

Expanded Public Involvement

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Crime	TARGET: Impact Crimes
---	--	--------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 2/74-6/76	FUNDING AMOUNT (LEAA): \$ 787,205
------------------------------	--------------------------------------

INNOVATIVE ASPECT: A pre-campaign survey was utilized to determine how much citizens know about crime prevention.

PROJECT DESCRIPTION: The Expanded Public Involvement project is a police-community relations effort with primary emphasis on a mass-media motivation campaign designed to inform and educate the public on crime prevention. In addition, a community awareness team is designed to facilitate community involvement.

Prior to implementation, Opinionmeter, a survey agency, interviewed randomly selected citizens to determine how much they knew about crime prevention. In addition, motivational factors affecting different socio-economic groups have been identified through research and will be utilized in production writing.

INFORMATION SOURCE: Grant application.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

CITY: Portland

Case Management Corrections Services

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Juvenile Corrections	Directly Reduce Recidivism	Juvenile Probationers

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
1/73-6/76	\$ 1,961,349

INNOVATIVE ASPECT: A special planning group designed this project prior to implementation.

PROJECT DESCRIPTION: Case Management Corrections Services, a juvenile probation project, was described within the section on innovative projects (see pages 57 to 59 above). Case Management was the result of an extensive planning effort on the part of the Impact Planning Group which was formed to develop a model probation/parole program. The Impact Planning Group, formed by the Crime Analysis Team, was comprised of representatives of adult and juvenile corrections as well as private groups dealing with juveniles. It was headed by the original director of Case Management.

The purpose of the Impact Planning Group was to design a model for juvenile corrections that would eliminate many of the problems in the present system. These problems were seen as the large caseload size, fragmentation of services, the lack of diagnostic capability, and separation from the community. Case Management was designed to overcome these problems and operate in a more autonomous environment, free from the constraints of bureaucracy. This planning process was crucial in the design and current success of Case Management.

INFORMATION SOURCES: Grant application, evaluation reports, site visits.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

Sasfy, Joseph H., An Examination of Intensive Supervision As a Treatment Strategy for Probationers, MTR-7087, October 1975.

Sasfy, Joseph H., Assumptions Research In Probation and Parole: Initial Description of Client Worker and Project Variables, MTR-6837, February 1975.

Siegel, Lawrence G., The Transferability of High Impact Anti-Crime Projects, MTR-6990, December 1975.

4.2 Administration

Impact projects were administered in traditional patterns, operating through criminal justice or other agencies, either existing or created as part of the Impact program. The only notable exceptions were several projects that involved the coordination of probation and parole at the neighborhood level. Two of these projects have already been described: (a) Field Services in Portland (see pages 66 and 67 above), and (b) Intensive Probation and Parole Supervision in Denver (see pages 64 and 65 above). A third such effort will be described here. In addition, two projects that employed innovative funding techniques will be described.

PROJECTS SELECTED:

- (a) Community-Based Probation - Cleveland,
- (b) Coordinated Juvenile Work Release - Atlanta, and
- (c) Police-to-Partners - Denver.

PROJECT NAME:

CITY: Cleveland

Community-Based Probation

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Adult Corrections	Directly Reduce Recidivism	Adult Probationers and Parolees

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
2/73-3/75	\$ 1,162,358

INNOVATIVE ASPECT: Probation and parole services are coordinated at the neighborhood level.

PROJECT DESCRIPTION: The Community-Based Probation program involved locating personnel together in satellite offices from: (1) The Municipal Court Probation Department, (2) the Common Pleas Court Probation Department, and (3) the Adult Parole Authority. Although each component functioned as a separate project, common facilities were shared. For example, a common data base was developed, including records of agency clients and former clients. A classification system for supervision and/or treatment was also shared. Supervision of project clients from the same facilities further permitted the agencies to share their knowledge, experiences, and capabilities with each other.

INFORMATION SOURCES: Grant application, evaluation reports, site visit.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

CITY: Atlanta

Coordinated Juvenile Work Release

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Juvenile Corrections	Directly Reduce Recidivism	Juvenile Probationers

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
6/73-6/74	\$ 170,964

INNOVATIVE ASPECT: The project director carried out the project under the general supervision of the Executive Director of the Atlanta Business League (ABL) who was responsible to the ABL Board. In addition, the ABL members were to contribute the matching funds.

PROJECT DESCRIPTION: The Coordinated Juvenile Work Release project, also called the Atlanta Business League (ABL) Work Release project, was designed to provide full or part-time employment for juvenile first offenders on probation. The jobs were supplied by the ABL members, but the project supplied 50 percent of the salaries for 30-60 persons to be employed by participating businesses.

The project was cancelled because of the inability to secure real commitment from the Atlanta business community, reflected in the lack of money contributions by participating businesses.

INFORMATION SOURCE: Grant application, evaluation report.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

CITY: Denver

Police-to-Partners

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Prevention	Directly Reduce Recidivism	Juvenile Arrestees

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
6/73 - 7/76	\$ 491,026

INNOVATIVE ASPECT: Partners is partially funded through a concept called Managing Partners, in which local businesses contribute funds and participate in the Partners Program.

PROJECT DESCRIPTION: The Police-to-Partners project is designed to offer 600 juvenile arrestees a long-term program of adult volunteer help and supervision.

Within two or three weeks, after referral, a client is matched with a Senior Partner: a girl with a woman and a boy with a man. The Senior Partner, an adult volunteer, is recruited from the community, screened, trained, and supported by project staff. He agrees to spend at least three hours a week for one year with the youth in activities including participation in the recreation program developed by Partners. This recreation program will be further described under Services (see page 127 below).

As stated above, Partners is partially funded by an arrangement with local businesses which are called Managing Partners. The managing partnership concept serves as a mutually beneficial relationship between a local business and the project as well as a source of funding. The Managing Partner or business was originally to contribute \$10,000 to Partners, but this has evolved into the action of taking a Partners' employee on its payroll. In turn, Partners offers a position on its Board of Directors to one of the top executives of the company. The expected benefits of such a mutual investment include managerial expertise and financial support for the project, while the company receives a real opportunity for social involvement and input into the delinquency control efforts of a community-based agency. Managing Partners have assisted in diverse activities, from preparing financial statements to

PROJECT NAME: Police-to-Partners

(CONTINUED)

CITY: Denver

providing transportation for recreational activities.¹ The continuing functioning of this project is a reflection of the commitment and involvement of the Denver business community.

INFORMATION SOURCES: Grant application, progress reports, site visit, project publications.

ADDITIONAL MITRE REFERENCES: None.

¹An article, entitled "A Managing Partnership with Webb Resources" is contained in the winter '75 issue of a quarterly published by Partners, Inc., called Partners.

4.3 Evaluation

The most innovative aspect about evaluation is, of course, that it is being done. As previously discussed, the Impact program was the first large-scale national-level program to be so extensively evaluated. Because of this emphasis on evaluation, many activities and projects in the Impact cities are being assessed for the first time. As a result of Impact's emphasis on crime reduction, most evaluations were to measure a reduction in crime or a decrease in recidivism. Many projects were also concerned with systems improvement, however, such as a reduction in court delay. Although the evaluation of projects and programs was innovative, innovative techniques have not generally been developed. Only one project will be discussed as innovative, Case Management Corrections Services. Two additional projects are included, however, as examples of the use of survey techniques to assist in project evaluation. A number of Impact projects included surveys of the community or of recipients/users of services to assist in determining the influence of the project. The project discussed here is Operation Ident, in both its St. Louis and Denver versions.

PROJECTS SELECTED:

- (a) Case Management Corrections Services - Portland,
- (b) Operation Ident - Denver, and
- (c) Operation Ident - St. Louis.

PROJECT NAME:

CITY: Portland

Case Management Corrections Services

BASIC DATA:

FUNCTIONAL AREA: Juvenile Corrections	PROGRAM FOCUS: Directly Reduce Recidivism	TARGET: Juvenile Probationers
--	---	-------------------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 1/73-6/76	FUNDING AMOUNT (LEAA): \$ 1,961,349
------------------------------	--

INNOVATIVE ASPECT: Case Management's evaluation involves the use of goal attainment scaling to measure the progress of youth.

PROJECT DESCRIPTION: Case Management Corrections Services, described within the section on innovative projects, (see pages 57 through 59 above) is a juvenile probation project offering intensive supervision and services to youth in a community-based environment.

Goal attainment scaling is used to evaluate the outcome of participating youth. Goal attainment scaling is a technique developed by NIMH and has been used in an experimental setting in Minneapolis. This is its first use in a criminal justice environment. Case Management calls the technique Individual Plans and Outcomes (IPO); it is being used to provide the case manager with a tool to aid in setting realistic goals with clients and to obtain a measure of the degree to which these goals are attained. The IPO is a casework-evaluating instrument designed to assist in articulating specific client-level problem areas and a range of possible outcomes within each problem area. Thus, in contrast to other assessment and evaluation techniques which tend to administer a fixed battery of instruments to clients regardless of client problems, the IPO is intended to reflect the judgment of the staffing team (i.e., the staffing team leader, the client's case manager, and the case manager's supervisor) as to the more salient manifestations of the client's problems toward which services should be directed.

The IPO technique is used to score the outcome, according to behavior indicators, with respect to various problem areas for each client. The outcome considered most likely is assigned a score of zero to represent the predicted level of outcome. Behavior indicators are then used to indicate two levels of better-than-predicted outcome (scored +1 and +2) and two levels of less-than-predicted outcome (scored -1 and -2). Five problem areas--education,

PROJECT NAME: Case Management Corrections Services

(CONTINUED)

CITY: Portland

interpersonal relationships and social activities, work, time structuring, and legal --have accounted for 20 percent of the scales constructed for Case Management. All of these, with the exception of time structuring, emerged from the previous work in Minnesota.

INFORMATION SOURCES: Grant application, evaluation reports, site visits.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

Sasfy, Joseph H., An Examination of Intensive Supervision As a Treatment Strategy for Probationers, MTR-7087, October 1975.

Sasfy, Joseph H., Assumptions Research in Probation and Parole: Initial Description of Client Worker and Project Variables, MTR-6837, February 1975.

Siegel, Lawrence G., The Transferability of High Impact Anti-Crime Project, MTR-6990, December 1975.

²Legal refers to expected outcomes related to probation violations, arrest or conviction for additional offenses, etc.

PROJECT NAME:

CITY: Denver

Operation Ident

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Crime	TARGET: Burglary
---	---	---------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 10/72 - 7/76	FUNDING AMOUNT (LEAA): \$ 612,385
---------------------------------	--------------------------------------

INNOVATIVE ASPECT: As part of the evaluation, a telephone survey was conducted to determine popular acceptance and participation.

PROJECT DESCRIPTION: Operation Ident is an anti-burglary program designed to reduce the incidence of burglary and increase the recovery of stolen property for residences and businesses enrolled in the program. The program concept calls for the engraving of items with a unique identifying number, placing a decal at entrances to buildings, and maintaining a centralized inventory of items marked.

The telephone survey conducted as part of the evaluation of this project, involved the following steps:

A sample of 2,002 households was drawn from a Bresser's 1973 city directory, representing approximately 1 percent of the Denver population in each respective area. (The sample was biased toward individuals occupying single-dwelling, older, more established residences.) There were 870 (43.3 percent) respondents, of which 13 percent were participants, 66 percent were aware of the project but had not used the service, and 21 percent had no knowledge of the project

Two forms were used to gather survey information, one for participants and one for non-participants. In addition to measuring the degree of participation, the survey gathered information on the extent and source of program knowledge, reaction to the program, prior burglary victimization record, other burglary precautions, desirability of service for stated non-participants, and type of residence of all respondents. In addition, all respondents voicing either a favorable or unfavorable opinion of Operation I.D. (as it was then called) were asked to expound on their reasons. Finally, inquiries were made of all participants concerning the location of Operation I.D. warning stickers on their premises.

PROJECT NAME: Operation Ident

(CONTINUED)

CITY: Denver

Among the recommendations based on survey results were: (1) continued and increased emphasis should be placed on personal types of promotion in addition to media campaigns, (2) the program should present statistics relating to its effectiveness in deterring burglary, and (3) increased use should be made of engravers and solicitors to work in the evening to reach and service the large portion of the population which works during the day.

INFORMATION SOURCES: Grant application, evaluation report.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

PROJECT NAME:

CITY: St. Louis

Operation Ident

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Crime	TARGET: Burglary
---	---	---------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 5/72 - 6/74	FUNDING AMOUNT (LEAA): \$ 71,400
--------------------------------	-------------------------------------

INNOVATIVE ASPECT: As part of the evaluation, a telephone survey was conducted to determine the level of popular acceptance and the degree of project participation.

PROJECT DESCRIPTION: The Operation Ident project in St. Louis is described under Implementation (see page 122 below). It is similar to the project in Denver; both are part of a widespread trend on the part of police departments to encourage citizens to mark their valuables with an identifying number to decrease the chance that they will be stolen and to increase the chance for recovery if stolen.

Not dissimilar to Denver, the St. Louis Ident project was concerned with determining how participants learned of the program, burglary precautions, etc. The sampling procedure in St. Louis, more complex than in Denver, was based on enlisting 125 responses from participants, and 250 from non-participants. The list of 2311 registered participants was utilized. The proper geographic distribution was desired for non-participants so that the sample of non-participants was based on the percentages of year-round housing units in each census tract (according to 1970 census data). The participant sample was based on the participation rate in each police district, as well as the number of housing units per police district, which had to be estimated using the same census data mentioned above. The survey resulted in 130 completed participant questionnaires and 218 non-participant questionnaires. Any biases in the data collected are not mentioned in the report.

Among the results of the survey were the following: (1) prior to becoming participants, the surveyed households had about the same burglary rates as did the non-participant households; (2) neighbors of participants did not experience burglaries in any greater frequency than other non-participants; (3) most participants learned

PROJECT NAME: Operation Ident

(CONTINUED)

CITY: St. Louis

of the program through police-community relations activities, the media, and friends or relatives, while most of the non-participants learned of the program either through the newspapers or television; and (4) 49 percent (107) of the non-participants had heard of the program.

INFORMATION SOURCES: Grant application, evaluation report.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

4.4 Training

Because of the increased availability of funds under Impact, many projects and programs included extensive training. Most of the training was along traditional lines with the most common variation an increased emphasis on crime-specific analysis and its resultant influence on daily activities. Examples are the treatment of rape victims and police patrol activities. Three projects are cited for innovative training methods. Two of these projects: (a) the Crime Prevention Training Program in Denver and (b) the Correction Division Training and Implementation project in Portland are primarily training projects. The other project selected, Tennant Security Uplift in St. Louis, contains an innovative training component.

PROJECTS SELECTED:

- (a) Crime Prevention Training Program - Denver,
- (b) Corrections Division Training, and Implementation - Portland, and
- (c) Tenant Security Uplift - St. Louis.

PROJECT NAME:

CITY: Denver

Crime Prevention Training Program

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Police	Directly Reduce Crime	Impact and Other Crimes

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
9/73 - 3/75	\$ 877,977

INNOVATIVE ASPECT: This project provides 40 hours of crime specific/ crime prevention in-service training to the 1300 police officers in the Denver Police Department.

PROJECT DESCRIPTION: The major objective of this project is to deliver 40 hours of crime-specific/crime prevention training to over 1300 Denver Police Department officers. The content of the training is all crime prevention material. The training program parallels the approach developed at the National Crime Prevention Institute in Louisville, Kentucky, but has been tailored to meet specific needs of the Denver population. The curriculum has been prepared by a consultant firm, and experts in each area of instruction conduct the courses. The purpose is to provide increased and more proficient prevention activity through analysis of criminal activity, calls for service, and other workload factors, and through the reallocation of patrol forces geographically and chronologically to meet increasing manpower needs. The training includes crime-specific instruction in managing crime risks, identifying security weaknesses, and giving target hardening advice. Training sessions are taped for use in subsequent training sessions. To enable the police officers to participate in a 40-hour training program without a corresponding reduction in force, 50 additional patrolmen were hired.

In addition to the in-service training, the project has funded the development of a modern closed circuit television studio. The closed circuit system is utilized for the presentation of crime analysis information and on-going crime prevention training at police roll-call sessions. A variety of line and management training films have also been produced.

Other components of the project provide the Denver Police Department with a Minority Recruitment Unit and increased investigatory manpower for the Crimes Against Persons Bureau.

PROJECT NAME: Crime Prevention Training Program

(CONTINUED)

CITY: Denver

INFORMATION SOURCES: Grant application, progress reports.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME: CITY: Portland
Corrections Division Training and Information

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Adult Corrections	Systems Improvement	Corrections Personnel

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
1/74 - 10/76	\$ 159,891

INNOVATIVE ASPECT: An integrated approach to training is utilized by offering one training program for all Impact projects implemented in the adult corrections area.

PROJECT DESCRIPTION: The Corrections Training and Information project is one of six projects in the adult corrections program in Portland. This project was briefly described under the Field Services project (see pages 66 and 67 above) as one of the program components. The purpose of the Corrections Training and Information project is to provide training and technical assistance to the other projects. The training component involves training of the 85 positions that are part of the Corrections Division Impact program, including staff, volunteers, and students.

The content of the training component is the following: (1) orientation to the Corrections Division Program and to Impact programs; (2) in-service training which includes counseling by objective, caseload management, report writing, utilization and development of resources, public information and education, and intervention strategies, and (3) ancillary programs involving conferences and institutes. The latter includes a ten-day Criminal Justice Systems Management workshop, with 6 graduate or undergraduate credits. The workshop focuses on management and organizational development within the criminal justice system. It is designed for leadership training for top and middle managers and will also assist in preparing senior line staff (i.e., team leaders) for assuming supervisory and managerial roles.

The workshop was developed earlier by Region X, LEAA, for a management program for criminal justice system managers from Oregon, Alaska, Washington State, and Idaho. In addition to the workshop, training will be provided in specific areas such as drug abuse, innovative counseling approaches, working with minorities, and skills development in special program areas such as recreation, education, and vocational training.

PROJECT NAME: Corrections Division Training and Implementation

(CONTINUED)

CITY: Portland

The technical assistance and follow-up component will provide trainees assistance in applying the skills developed in the training programs to their particular program activities (i.e., Diagnostic Center, Field Supervision, Institutional Programs, and Vocational Rehabilitation Division).

INFORMATION SOURCES: Grant application, site visit.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

CITY: St. Louis

Tenant Security Uplift

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Target Hardening	Directly Reduce Crime	Burglary, etc.

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
10/72 - 6/75	\$1,188,779

INNOVATIVE ASPECT: The training given to security personnel is the same as that given to sworn police officers.

PROJECT DESCRIPTION: The primary focus of the Tenant Security Uplift project is to provide training to the security personnel in a number of housing projects. This training is provided by the St. Louis Metropolitan Police Department. Included is 24 hours of firearms training and 200 hours of academic training. The academic component includes training in police procedures both in the classroom and in the field. Topics include public relations, report writing, patrol procedures, self defense, basic law, first aid and investigation procedures. This training is supplied by the Police Academy to new recruits as well as to persons already employed.

In addition to the training component, this project provided for an increase of 60 security personnel to provide better protection. The project also provided for the implementation of a mobilized patrol to be used for emergency purposes and the transportation of security personnel to assigned areas or in response to calls.

INFORMATION SOURCES: Grant application, evaluation report.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

4.5 Implementation

The projects included in this section represent a diverse collection of innovative ways in which project goals were implemented within the context of the Impact program. Two of the projects selected are directed towards juveniles, one project is court-related and two are representative of innovative methods of implementation in police-community involvement programs.

PROJECTS SELECTED:

- (a) Southwest Youth Employment Service - Denver,
- (b) Westside Youth Development Project - Denver,
- (c) Circuit Attorney's Supplement - St. Louis,
- (d) Expanded Public Involvement - Dallas, and
- (e) Operation Ident - St. Louis.

PROJECT NAME:

CITY: Denver

Southwest Youth Employment Service (YES)

BASIC DATA:

FUNCTIONAL AREA: Prevention	PROGRAM FOCUS: Directly Reduce Recidivism	TARGET: Youth 12 to 18
--------------------------------	---	---------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 9/73-7/76	FUNDING AMOUNT (LEAA): \$ 374,909
------------------------------	--------------------------------------

INNOVATIVE ASPECT: The project reimburses employers for one half of the first month's salary for training.

PROJECT DESCRIPTION: The Southwest Youth Employment Service was begun in the Westwood area of Denver at a time when police were having severe problems with juveniles. The main purpose was to find employment for minority youth. The project serves youth 12 to 18 years of age with Impact arrest or multiple theft offense backgrounds referred to the Southwest Youth Service Bureau. To be eligible, youth must live in the Southwest quadrant of the city.

Clients referred to this project are assigned to a counselor and attend prevocational training classes, following screening and evaluation. On-the-job training or employment positions are found for those clients who successfully complete the prevocational classes. In addition to employment services, clients are encouraged to complete their high school education. Tutorial assistance is provided.

INFORMATION SOURCES: Grant application, progress and evaluation reports, site visit.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

CITY: Denver

Westside Youth Development Project

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Recidivism	TARGET: Youth under 18
---	---	---------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 11/74-11/75	FUNDING AMOUNT (LEAA): \$ 126,747
--------------------------------	--------------------------------------

INNOVATIVE ASPECT: A panel of community members meets with the client and his family to discuss his case.

PROJECT DESCRIPTION: The Westside Youth Development Project is a community-based intervention project providing services to youth residing in or near Westside. Clients are male and female youth under 18, primarily first-time arrestees referred from the Southwest Youth Service Bureau or youth with certified complaints referred from the courts. Counseling and educational services are provided as well as recreational activities. The Westside Youth Development Project serves as a center for activity for youth in their area; it is a place where they can "drop by". Another activity is part-time work in the area which is provided to youth through the auspices of the project.

A Community Hearing Panel Coordinator oversees panels formed by community members to discuss clients referred from the Juvenile Court and outline treatment programs for them. The Panel includes three youths and two adults from the local community that meet with the youth and his family and the victim, if there is one and it is possible. Panel members may include a local teacher, a businessman, and a former client of the project. The purpose is to establish a helping relationship with the client and to make him feel like a member of the community. The previous client provides an example of a youth that has been in trouble with the law in the past but is now focusing his energies into productive activities.

INFORMATION SOURCES: Grant application, progress report, site visit.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

CITY: St. Louis

Circuit Attorney's Supplement

BASIC DATA:

FUNCTIONAL AREA: Courts	PROGRAM FOCUS: Systems Improvement	TARGET: Prosecution Function
----------------------------	--	------------------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 11/72-6/75	FUNDING AMOUNT (LEAA): \$ 489,503
-------------------------------	--------------------------------------

INNOVATIVE ASPECT: Mobile Warrant Units have been established to assist officers in the field.

PROJECT DESCRIPTION: The Circuit Attorney's Supplement (Criminal Investigation Unit) is designed to increase the successful prosecution (resulting in conviction) of Impact offenders. This project is an expansion of the St. Louis Circuit Attorney's Office which prosecutes all felony crimes committed within the city of St. Louis. There are several project components. The Homicide Unit, staffed with lawyers and investigators, examines all homicides immediately after issuance of the complaint. The intent is to improve the quality of prosecutorial services for Impact offenses through more intensive preparation and screening of cases. The Major Offenders Unit, similarly composed, is designed to examine major offense cases immediately after issuance of the complaint and to prepare these cases for trial so that there will be no undue delay. Since this unit was unsuccessful in securing earlier trial dates, it has been discontinued.

As part of the Circuit Attorney's Supplement, mobile Warrant Units have been set up in the field to assist police officers in making warrant applications and in collecting evidence. These field units eliminate the need for police officers to appear in the Circuit Attorney's Office for warrant applications and thus save police man-hours. The field units are comprised of lawyer-investigator teams and are designed to assist police officers in making warrant applications and in the collection of evidence.

INFORMATION SOURCES: Grant application, evaluation report, site visit.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

PROJECT NAME:

CITY: Dallas

Expanded Public Involvement

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Crime	TARGET: Impact and Other Crimes
---	--	---------------------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 2/74-6/76	FUNDING AMOUNT (LEAA): \$ 787,205
------------------------------	--------------------------------------

INNOVATIVE ASPECT: Methods utilized to spread crime prevention information include distribution of brochures in utility bills.

PROJECT DESCRIPTION: The Expanded Public Involvement project, as described above under Planning (see page 97 above), is a police-community relations effort with primary emphasis on a mass media campaign designed to inform and educate the public on crime prevention. One of the methods used to spread crime prevention information is the inclusion of brochures on crime prevention techniques in utility bills. Brochures are also distributed in banks, grocery stores and other retail outlets with heavy patronage.

In conjunction with the distribution of one million brochures outlining various safety measures, an advertising campaign is designed to convince citizens that they can do something about the spiraling crime rate. The theme of the crime prevention effort is the slogan, "Don't ask for it". Newspaper ads, and radio and TV spots are directed at making people realize that they too can become victims, but that it is surprisingly simple to avoid such a fate.

INFORMATION SOURCE: Grant application.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME:

CITY: St. Louis

Operation Ident

BASIC DATA:

FUNCTIONAL AREA: Community Involvement	PROGRAM FOCUS: Directly Reduce Crime	TARGET: Burglary
---	--	---------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 5/72-6/74	FUNDING AMOUNT (LEAA): \$ 71,400
------------------------------	-------------------------------------

INNOVATIVE ASPECT: Extensive activities were implemented to encourage citizens to mark their possessions.

PROJECT DESCRIPTION: Operation Ident is a joint police/community, anti-burglary effort in which citizens are encouraged to electronically mark their Missouri driver's license number on their valuables, and to register these numbers with local police officials. Decals are then positioned in key places in the participant home, clearly visible to potential burglars so that they will be aware that valuables have been marked. The intent is that the chances for recovery of "marked" stolen property and return to the rightful owner will be significantly increased.

The distribution points for engraving units included police stations, police-community relations offices, the Women's Crusade Against Crime offices, fire stations, libraries, Human Development Corporation neighborhood centers, public schools, savings and loan associations, and grocery stores. In addition, appliance dealers could mark a new appliance for a customer before it left the store. Bicycle dealers were also included.

Police were assisted by volunteers of the Women's Crusade Against Crime who conducted door-to-door campaigns in their neighborhoods. In addition, Boy Scout troops, Explorer Posts and Cub Packs set up marking stations at service stations and supermarkets to mark appliances, bicycles, automobiles, and other items. This project was coordinated with the Multi-Media Crime Prevention Program, another Impact project.

INFORMATION SOURCES: Grant application, evaluation report.

ADDITIONAL MITRE REFERENCES:

Fischel, Michael, Gerrie Kupersmith, Adarsh Trehan and Sue Russell, Technical Reviews of Anti-Crime Projects: Supporting Data for a Comparative Assessment, MTR-7089, December 1975.

4.6 Data Collection

As a result of the focus of the Impact program on the offender, the victim, and the crime setting as part of the crime-specific data collection and analysis orientation, many projects involved the expansion of data collection efforts for justice agencies. For example, the collection of crime-specific data was formalized and computerized in some police departments. In addition, the Crime Analysis Team performed data collection and analysis efforts to support specific Impact projects or to be used in the evaluation of projects and programs. For example, the Atlanta Crime Analysis Team created profiles for offenders, victims, and types of places robbed in support of the Anti-Robbery Program. In a sense, all of these data collection efforts can be considered innovative within the context of the status quo prior to Impact. The only data collection studies that will be described here, however, are the offender studies performed by the Denver CAT. These studies are unique in that they provided baseline data for comparative and evaluative purposes for certain Denver projects.

PROJECTS SELECTED:

- (a) Offender Studies - Denver.

PROJECT NAME:

CITY: Denver

Offender Studies

BASIC DATA:

FUNCTIONAL AREA: N/A	PROGRAM FOCUS: N/A	TARGET: N/A
-------------------------	-----------------------	----------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: N/A	FUNDING AMOUNT (LEAA): (Part of the grant to the Crime Analysis Team)
------------------------	---

INNOVATIVE ASPECT: The studies provide baseline data for comparative purposes for some of the Denver projects.

PROJECT DESCRIPTION: The Denver Anti-Crime Council (CAT) developed a comprehensive data base of offender characteristics and specific measurements for recidivism definition. One such study involved the analysis of juvenile arrestees. A cohort analysis of rearrest and referrals to criminal justice agencies of 2,203 juveniles arrested by the Denver Police Department's Delinquency Control Division (DCD) was conducted. The cohort included all juveniles arrested by the Denver Police for one year beginning in mid-1970, for Impact crimes and auto theft. These individuals were tracked for a two-year period subsequent to the arrest by means of records in the DCD to identify the extent and type of rearrest through 1973. These data provide a baseline recidivism rate measured by rearrest and referral to juvenile court for both Impact and non-Impact offenses. This recidivism rate provides a basis for evaluation of the recidivism objectives of many of the juvenile projects and allows for comparative analysis of the effectiveness of different approaches to juvenile delinquency control.

In addition, arrest and referral information prior to the individual's arrest in 1970-71 was recorded. This information provided some clues as to the types of offenses which are precursors of recorded Impact crime arrests. There was evidence that the entire sample went through a process of developing arrest histories from less serious to more serious, i.e., Impact offenses. The Denver Team, in fact, concluded that the best predictor of criminal justice involvement was prior criminal justice involvement. Based on this conclusion, the indication is that it would appear justifiable to intervene earlier in the youth's life with delinquency prevention resources, a strategy that was not consistent, however, with the Impact program philosophy.

PROJECT NAME: Offender Studies

(CONTINUED)

CITY: Denver

Similar studies were performed for adult arrestees, juvenile probationers, adult probationers, adult parolees, and drug arrestees.³

INFORMATION SOURCE: High Impact Anti-Crime Program, 1972-1974 Final Report, Denver Anti-Crime Council.

ADDITIONAL MITRE REFERENCES: None.

³ A publication entitled Juvenile Recidivism, describing the results of the research on juvenile arrestees, was distributed nationally. A similar document, Adult Recidivism, based on the research findings of a combined data base developed by the adult probation and adult parole studies, has also been published.

4.7 Services

Many of the Impact projects offered services that were not previously available in the city and/or neighborhood in which the projects were implemented. Some of the projects offering innovative services have been previously described (for example, the assistance offered to elderly victims in the Community Health Victim Support project in Denver, see pages 88 and 89 above). The projects discussed here include innovative services that have not been previously described.

PROJECTS SELECTED:

- (a) Police-to-Partners - Denver, and
- (b) Southeast Denver Neighborhood Service Bureau - Denver.

PROJECT NAME:

CITY: Denver

Police-to-Partners

BASIC DATA:

FUNCTIONAL AREA: Prevention	PROGRAM FOCUS: Directly Reduce Recidivism	TARGET: Juvenile Arrestees
--------------------------------	---	----------------------------------

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD: 6/73-7/76	FUNDING AMOUNT (LEAA): \$ 491,026
------------------------------	--------------------------------------

INNOVATIVE ASPECT: A river rafting program, provided by Partners, is part of the recreational program.

PROJECT DESCRIPTION: The Police-to-Partners project, as described above under administration (see page 102), is a community-based project involving the assignment of adult volunteers to juvenile arrestees. The volunteers are carefully screened and trained before being assigned to a youth through an informal matching process. One of the key components of Partners is the recreation program. Many community resources have been solicited to provide recreational activities to Junior and Senior Partners. For example, memberships to the YWCA and ski lift tickets and equipment have been provided. Emphasis is on outdoor activities.

An important part of the recreation program is the river rafting program. This program is designed after the Outward Bound program, but there is less emphasis on being self-sufficient in the world of nature and more emphasis on group cooperation and developing a spirit of community. Within the context of Partners, there is also an emphasis on developing the friendship bond between Junior and Senior Partners.

The river rafting program is operated and funded by Partners. Although eight river instructors work for only \$200 per month, the annual operating cost is \$30,000. Partners has, therefore, been allowed to charge youth \$5 and their adult partners, from \$10 to \$15, depending on the length of the trip. If either is unable to pay, Partners defers payment. This income helps to meet the costs of this expensive component of the Partners program. It is considered an essential part of the program, however, providing the Junior and Senior Partners with an intensive living-learning experience in which to continue to build their relationship.

INFORMATION SOURCES: Grant application, progress reports, site visit, and project publications.

ADDITIONAL MITRE REFERENCES: None.

PROJECT NAME: Southeast Denver Neighborhood Service Bureau (Victim Component) CITY: Denver

BASIC DATA:

FUNCTIONAL AREA:	PROGRAM FOCUS:	TARGET:
Community Involvement	Directly Reduce Crime	Victims and Potential Victims

FUNDING DATA (UNDER IMPACT):

FUNDING PERIOD:	FUNDING AMOUNT (LEAA):
11/73- 7/76	\$ 394,347 (Juvenile and Victim Components)

INNOVATIVE ASPECT: Assistance is given to victims and educational services are provided to potential victims.

PROJECT DESCRIPTION: The Southeast Denver Neighborhood Service Bureau (NSB) is one of the four youth service bureaus described as an innovative program on pages 34 and 35 above. The Southeast NSB differs from the other three YSBs in that it contains a victim assistance component. The victim component consists of two parts, providing direct services to victims and providing educational services to potential victims. The potential victims are primarily young women and senior citizens who reside in the central city community.

The emphasis of the victim assistance is to provide supportive services to the victims of rape, robbery, burglary and assault. Victims are: (a) informed as to how to report a crime, (b) encouraged to report the crime, and (c) supported during the reporting process and further, if prosecution occurs. A counseling unit provides counseling/advocacy services for victims and maintains a 24-hour victim crisis line. Included is an assessment of services needed by victims (e.g, medical or legal counseling), and provision for such services, either directly or through referral. Follow-up will be conducted to ascertain the adequacy of the services provided. In addition, a research questionnaire is being developed to be used with the victim to increase understanding of specific areas of concern.

The educational services provided to potential victims have been primarily directed towards the victims of rape. The emphasis has been to instill an awareness in victims and describe prevention techniques as a partial solution. Reporting of crime and prosecution were also emphasized as long-range prevention measures. Community education efforts consist largely of speaking engagements before interested groups. A mass media campaign was also conducted to make citizens aware of crime and to encourage the use of the project services. In addition, educational materials were disseminated at stores and shopping centers.

PROJECT NAME: Southeast Denver Neighborhood Service Bureau (Victim Component) (CONTINUED)

CITY: Denver

The Southeast NSB received requests from hospitals, police departments and mental health agencies for workshops to assist them in developing protocols for the treatment of victims. The emphasis of these sessions was placed on developing protocols for the treatment of victims, on meeting the needs of victims through organizational changes, and by assisting those who come into contact with victims to be sensitive to their psychological as well as physical needs.

Requests for assistance were made by several police departments. One district held two days of roll-call training, and four voluntary two-hour sessions at the district station. The Denver Police Academy did a videotaped interview with a staff member on the subject of rape to be used in city-wide training. The project also assisted the Denver Police Department to set up and revise on-going self-defense classes for women.

INFORMATION SOURCES: Grant application, progress reports.

ADDITIONAL MITRE REFERENCES: None.

5.0 FINDINGS ON INNOVATION IN THE IMPACT PROGRAM

Twenty-six Impact projects have been selected as innovative. Twelve of these use a new approach, new procedures, or a new technology in solving a problem (Type A), five use old procedures, technology or approaches in a new way or in a new context (Type B), two use an existing agency to assume a set of new responsibilities (Type C), and seven use a new agency to assume a set of responsibilities not carried out by an existing agency (Type D). Two of the twelve projects characterized as Type A above are also Type C, i.e., they represent a new approach, etc. and also involve the assuming of a new set of responsibilities by an existing agency. (Refer to page 30 above for a discussion of projects by innovation type.)

Eighteen component parts of Impact projects have been selected as innovative. These component parts involved 12 additional projects, i.e., projects which have not been selected as innovative in their entirety. Two projects have been selected for innovative planning, three for innovative methods of administration, three for evaluation techniques, three for training aspects, five for implementation methods, and two for innovative services. As previously mentioned, several projects selected as innovative in their entirety offer innovative services. Refer to Table II above (see page 95) for the break-out by component part.

5.1 Innovation by City

The number of innovative projects selected varied greatly among the Impact cities ranging from a low of one project in Newark to a high of 10 projects in Denver. The number of component parts also varied greatly: none were selected in either Baltimore or Newark, and 7 were selected in Denver (involving 5 additional projects - see Table III, page 131).

TABLE III
INNOVATIONS BY CITY

CITY	NUMBER OF PROJECTS IMPLEMENTED	INNOVATIVE PROJECTS		TOTAL PROJECTS SELECTED		
		NUMBER OF PROJECTS	PERCENTAGE INNOVATIVE ¹	NUMBER OF ADDITIONAL PROJECTS SELECTED FOR COMPONENTS ²	NUMBER OF UNIQUE PROJECTS SELECTED ³	PERCENTAGE SELECTED ⁴
ATLANTA	20	2	10%	1	3	15%
BALTIMORE	27	2	7%	0	2	7%
CLEVELAND	39	2	5%	1	3	8%
DALLAS	19	3	16%	1	4	21%
DENVER	37	10	27%	5	15	41%
NEWARK	27	1	4%	0	1	4%
PORTLAND	17	4	24%	1	5	29%
ST. LOUIS	47	2	4%	3	5	11%
TOTAL	233	26	11%	12	38	16%

¹ ROUNDED TO NEAREST PERCENT.

² COMPONENTS ARE: PLANNING, ADMINISTRATION, EVALUATION, TRAINING, IMPLEMENTATION, AND SERVICES; "ADDITIONAL PROJECTS" REFERS TO PROJECTS FOR WHICH COMPONENTS HAVE BEEN SELECTED THAT HAVE NOT BEEN SELECTED AS INNOVATIVE IN THEIR ENTIRETY.

³ REFERS TO NUMBER OF PROJECTS SELECTED AS INNOVATIVE AND/OR AS HAVING INNOVATIVE COMPONENT(S).

⁴ ROUNDED TO NEAREST PERCENT.

SOURCES: RESPONSES TO PROJECT-LEVEL SURVEY FROM CRIME ANALYSIS TEAMS, STATE PLANNING AGENCIES, AND REGIONAL OFFICES; GRANT APPLICATIONS; PROGRESS, STATUS AND EVALUATION REPORTS; PHONE VERIFICATIONS; AND SITE VISITS.

Table III above summarizes the distribution of innovative projects and component parts by city, and looks at all innovations as a proportion of each of the city's implemented projects.

Looking at the percentage of projects selected, Denver is the major innovator, with 41 percent of the projects considered innovative, either in whole or in part. In Portland (29 percent) and in Dallas (21 percent), the percentage is also higher than the (16 percent) average, even though the number of innovative projects for these cities was low. In St. Louis, however, where the number of such projects is second only to Denver, the percentage of projects selected (11 percent) is lower than the average for all the Impact cities.

The reasons for the variation in the number of innovations relate to the influence of several factors: e.g., the pressure to implement projects quickly, the complicated review cycle, and the response of the Crime Analysis Team to these pressures. Also important were the overall orientation of each city's planning effort and the context in which projects were selected.

In St. Louis and Cleveland, the pressure to select and implement projects quickly was great. There was little time for the development of innovative concepts or a reallocation of agency responsibilities. In both cities, many projects were expansions of programs that existed prior to Impact. This was especially true in St. Louis, where project selection was based on polling the ideas and suggestions of key criminal justice leaders who were interested, for the most part, in the continuation and expansion of existing programs.

In Newark, political struggles among the City Council and various special interest groups as well as problems between the LEAA and the CAT delayed implementation of projects and shaped a final set of anti-crime efforts in which there was not much innovation.

In addition, the organizational barriers to change described previously (pages 21 to 24) were influential. In Dallas, these factors were also important, resulting in a system orientation of the program with an emphasis on police and courts. Although the three Dallas projects selected as innovative were all operated by the police department, they represented departures from traditional police operations.

The situation in Baltimore was similar to that in Newark, with political and intergovernmental pressures playing an important role. In Baltimore, the conflicts were between the Crime Analysis Team (CAT) and the state planning agency (SPA) and between the CAT as part of the mayor's office and the police department. The SPA had major responsibility for state programs and the CAT consisted of a skeletal staff. Thus, there were major problems in simply getting the program off the ground.

In Portland, there was a split of responsibility between the CAT and the SPA, as was the case in Baltimore. In Portland, however, the CAT was solely responsible for project planning and development and resisted pressures to implement projects quickly. Much time, therefore, was spent developing projects and, as a consequence, more innovative projects resulted.

The Crime Analysis Team in Atlanta inherited a political situation that was complex and difficult; conflicts resulted between the CAT and the SPA and between the CAT and state and county agencies. These intergovernmental conflicts made coordination among the CAT and the criminal justice agencies difficult. Not surprisingly, most of Atlanta's projects turned out to be of the non-controversial, tried-and-true variety.

Only the City of Denver can be considered to have maintained a consistently innovative posture within the context of the Impact program. The primary reason for this appears to have been the high quality of staff on the Denver Anti-Crime Council (CAT) which was the result of

a nation-wide search for planners and evaluators, the adequate size of the staff, and the team's consequent credibility and influence with Denver agencies. With support of the Mayor's Office, the CAT could establish and maintain a good working relationship with the criminal justice agencies and with the community, resulting in effective coordination and in a considerable influence on project selection and development. It seems that, in this instance, the thrust developed by the team was able to neutralize some of the barriers to innovation (see the discussion pages 21 through 24 above).

5.2 Innovation by Functional Area

The number of innovative projects also varied greatly according to the type of project. Table IV and Table V below display innovative projects and component parts by functional area (police, courts, etc., see page 8 above for description). Table IV is a listing of innovative projects and component parts by functional area and Table V summarizes projects and component parts by functional area and by city.

The number of innovative projects selected varied greatly according to the functional area, ranging from none in drug use and one in each of the police and the research and information systems areas to eight in the community involvement area and seven in juvenile corrections. The number of component parts selected also varied greatly, from none in the research and informations system and drug use areas to seven in community involvement.

Looking at projects and component parts together, the greatest number of innovations are in the areas of community involvement and juvenile corrections (15 and 11 respectively, see Table V, page 137).

The high number of innovative projects in the community involvement area can be partially attributed to the community orientation

TABLE IV
INNOVATIVE PROJECTS AND COMPONENT PARTS BY FUNCTIONAL AREA

FUNCTIONAL AREA	PROJECTS	COMPONENT PARTS
PREVENTION	YOUTH SERVICES PROGRAM (DALLAS) CLEVELAND YOUTH NEIGHBORHOOD COORDINATORS NORTHEAST DENVER YOUTH SERVICE BUREAU SOUTHWEST DENVER YOUTH SERVICE BUREAU	POLICE-TO-PARTNERS (DENVER): ADMINISTRATION AND SERVICES SOUTHWEST YOUTH EMPLOYMENT SERVICE (DENVER): IMPLEMENTATION
POLICE	LEGAL AIDES FOR POLICE (DALLAS)	CRIME PREVENTION TRAINING PROGRAM (DENVER): TRAINING
COURTS	COUNSEL FOR INDIGENTS (CLEVELAND) ST. LOUIS COURT IMPROVEMENT PROJECT	CIRCUIT ATTORNEY'S SUPPLEMENT (ST. LOUIS): IMPLEMENTATION
ADULT CORRECTIONS	INTENSIVE PROBATION AND PAROLE SUPERVISION (DENVER) FIELD SERVICES (PORTLAND)	COMMUNITY-BASED PROBATION (CLEVELAND): ADMINISTRATION CORRECTION DIVISION TRAINING AND INFORMATION (PORTLAND): TRAINING
JUVENILE CORRECTIONS	PORT OF BALTIMORE SEA SCHOOL YOUTH DEVELOPMENT AND CORRECTION PROGRAM (DALLAS) COMMUNITY OUTREACH PROBATION EXPERIMENT (DENVER) NEW PRIDE (DENVER) CASE MANAGEMENT CORRECTIONS SERVICES (PORTLAND)	COORDINATED JUVENILE WORK RELEASE (ATLANTA): ADMINISTRATION CASE MANAGEMENT SERVICES (PORTLAND): PLANNING AND EVALUATION

TABLE IV (CONTINUED)

FUNCTIONAL AREA	PROJECTS	COMPONENT PARTS
JUVENILE CORRECTIONS (CONTINUED)	PROJECT PICTURE (PORTLAND) NORTHWEST DENVER YOUTH SERVICE BUREAU PROVIDENCE EDUCATIONAL CENTER (ST. LOUIS)	
RESEARCH AND INFORMATION SYSTEMS	RAPE PREVENTION PROGRAM (DENVER)	NONE
DRUG USE	NONE	NONE
COMMUNITY INVOLVEMENT	ANTI-RAPE UNIT (ATLANTA) TARGET HARDENING THROUGH OPPORTUNITY REDUCTION (ATLANTA) SENIOR CITIZENS AGAINST THIEVERY (BALTIMORE) COMMUNITY HEALTH VICTIM SUPPORT (DENVER) RAPE ANALYSIS AND INVESTIGATION UNIT (NEWARK) RESEARCH, ADVOCACY, PREVENTION, AND EDUCATION (RAPE) (PORTLAND) SOUTHEAST DENVER NEIGHBORHOOD SERVICE BUREAU PROJECT INTERCEPT (DENVER)	EXPANDED PUBLIC INVOLVEMENT (DALLAS): PLANNING AND IMPLEMENTATION OPERATION IDENT (ST. LOUIS): IMPLEMENTATION AND EVALUATION OPERATION IDENT (DENVER): EVALUATION WESTSIDE YOUTH DEVELOPMENT PROJECT (DENVER): IMPLEMENTATION SOUTHEAST DENVER NEIGHBORHOOD SERVICE BUREAU: SERVICES
TARGET HARDENING	NONE	TENANT SECURITY UPLIFT (ST. LOUIS): TRAINING

SOURCES: RESPONSES TO PROJECT-LEVEL SURVEY FROM CRIME ANALYSIS TEAMS, STATE PLANNING AGENCIES, AND REGIONAL OFFICES; GRANT APPLICATIONS; PROGRESS, STATUS, AND EVALUATION REPORTS; PHONE VERIFICATIONS; AND SITE VISITS.

TABLE V
INNOVATIONS BY CITY AND BY FUNCTIONAL AREA

CITY	FUNCTIONAL AREA																	
	PREVENTION		POLICE		COURTS		ADULT CORRECTIONS		JUVENILE CORRECTIONS		RESEARCH AND INFORMATION SYSTEMS		DRUG USE		COMMUNITY INVOLVEMENT		TARGET HARDENING	
	P ¹	C ²	P	C	P	C	P	C	P	C	P	C	P	C	P	C	P	C
ATLANTA									1					2				
BALTIMORE								1						1				
CLEVELAND	1				1			1										
DALLAS	1		1					1								2		
DENVER	2	3		1			1	3	1					3	3			
NEWARK														1				
PORTLAND							1	1	2	2				1				
ST. LOUIS					1			1	1							2		1
TOTAL	4	3	1	1	2	0	2	3	8	3	1	0	0	0	8	7	0	1

¹P IS NUMBER OF PROJECTS SELECTED AS INNOVATIVE

²C IS NUMBER OF COMPONENT PARTS (PLANNING, ADMINISTRATION, EVALUATION, TRAINING, IMPLEMENTATION, AND SERVICES) SELECTED AS INNOVATIVE.

SOURCES: RESPONSES TO PROJECT-LEVEL SURVEY FROM CRIME ANALYSIS TEAMS, STATE PLANNING AGENCIES, AND REGIONAL OFFICES; GRANT APPLICATIONS; PROGRESS, STATUS, AND EVALUATION REPORTS; PHONE VERIFICATIONS; AND SITE VISITS.

of the Impact program. In effect, as discussed in Section I of this paper, a major focus of the Impact program was to integrate community and crime problems with the criminal justice system. Also, funds were available to implement crime prevention and community-oriented projects that are frequently considered less important to criminal justice agencies than improving their own capabilities. Consequently, projects were implemented that otherwise might not have existed.

The larger number of innovative projects in the juvenile area can also be attributed to the community focus of the Impact program and, in particular, to the focus on the offender. Impact guidelines asked the cities to consider the category of unemployed young men as committing a large percentage of Impact crimes. The data collection and analysis done by the cities reinforced this conclusion. Consequently, a special effort was made to implement new projects dealing with juveniles and young adults.

Table VI below summarizes the distribution of innovative projects and component parts by functional area. In order to compare the percentage of projects selected (as innovative and/or as containing innovative components) among functional areas, the total number of projects selected has been computed.

The percentage of projects selected as innovative, in whole or in part, is highest in the community involvement, prevention, and juvenile corrections areas (33, 29, and 30 percent respectively, see Table VI, page 139). Looking at the projects selected as innovative in the prevention area, a similar orientation is evident (i.e., a community orientation with a focus on youthful offenders).

Thus, most of the projects selected as innovative have a similar community orientation. They focus on community crime prevention,

TABLE VI
INNOVATIONS BY FUNCTIONAL AREA

FUNCTIONAL AREA	NUMBER OF PROJECTS IMPLEMENTED	INNOVATIVE PROJECTS		TOTAL PROJECTS SELECTED		
		NUMBER OF PROJECTS	PERCENTAGE ¹ INNOVATIVE	NUMBER OF ADDITIONAL PROJECTS SELECTED FOR COMPONENT ²	NUMBER OF UNIQUE PROJECTS SELECTED ³	PERCENTAGE SELECTED ⁴
PREVENTION	21	4	19%	2	6	29%
POLICE	37	1	3%	1	2	5%
COURTS	25	2	8%	1	3	12%
ADULT CORRECTIONS	49	2	4%	2	4	8%
JUVENILE CORRECTIONS	33	8	24%	2	10	30%
RESEARCH AND INFORMATION SYSTEMS	16	1	6%	0	1	6%
DRUG USE	10	0	0%	0	0	0%
COMMUNITY INVOLVEMENT	33	8	24%	3	11	33%
TARGET HARDENING	9	0	0%	1	1	11%
TOTAL	233	26	11%	12	38	16%

¹ ROUNDED TO NEAREST PERCENT.

² COMPONENTS ARE: PLANNING, ADMINISTRATION, EVALUATION, TRAINING, IMPLEMENTATION, AND SERVICES.

³ REFERS TO NUMBER OF PROJECTS SELECTED AS INNOVATIVE AND/OR AS HAVING INNOVATIVE COMPONENTS.

⁴ ROUNDED TO NEAREST PERCENT.

SOURCES: RESPONSES TO PROJECT-LEVEL SURVEY FROM CRIME ANALYSIS TEAMS, STATE PLANNING AGENCIES, AND REGIONAL OFFICES; GRANT APPLICATIONS; PROGRESS, STATUS, AND EVALUATION REPORTS; PHONE VERIFICATIONS; AND SITE VISITS.

community-based corrections, and victim assistance. In addition, the offender or potential offender projects are for juveniles or young adults. These are areas in which the needs are great and in which resources have been particularly inadequate. Impact has thus enabled some cities to make inroads in testing new concepts in these areas.

5.3 Program-wide Findings in Terms of Community Involvement, System Coordination and Knowledge Acquisition

As discussed in Section I of this document, change has been widely called for in the following major areas of the criminal justice process:

- (a) community involvement in the criminal justice system;
- (b) coordination of criminal justice agencies and other intergovernmental units; and
- (c) knowledge acquisition.

Many of the Impact projects selected as innovative, in whole or in part, made contributions moving in these directions. The distribution of such contributions, by city, is given in Table VII.

5.3.1 Community Involvement

The discussion of functional area concentration has already shown that projects have tended to concentrate in the community involvement area (see pages 134-137 above). In effect, 22 of the 26 innovative projects involved the community in some manner. In addition, almost half of the project components selected (8 out of 18 components) increased community and criminal justice system interaction or awareness. These projects and components focus on community crime prevention, community-based corrections, and victim assistance. This orientation appears to be a result of the community focus of the Impact program and the additional funds that were made available to implement crime prevention and community-oriented projects that are frequently considered less important to criminal justice agencies than systems improvement.

TABLE VII
 INNOVATIONS BY CONTRIBUTION TO COMMUNITY INVOLVEMENT, SYSTEM
 COORDINATION AND KNOWLEDGE ACQUISITION AND BY CITY

CITY	NUMBER OF PROJECTS IMPLEMENTED	INNOVATIONS SELECTED		COMMUNITY INVOLVEMENT		SYSTEM COORDINATION		KNOWLEDGE ACQUISITION	
		PROJECTS	COMPONENT PARTS ¹	PROJECTS	COMPONENT PARTS	PROJECTS	COMPONENT PARTS	PROJECTS	COMPONENT PARTS
ATLANTA	20	2	1	2	1	1		1	
BALTIMORE	27	2	0	1					
CLEVELAND	39	2	1	1	1	2	1		
DALLAS	19	3	2	2	1	1			
DENVER	37	10	7	10	4	9	2	1	1
NEWARK	27	1	0	1		1			
PORTLAND	17	4	3	3		4	2		1
ST. LOUIS	47	2	4	2	1	2			1
TOTAL	233	26 ²	18	22	8	20	5	2	3

¹ COMPONENT PARTS ARE: PLANNING, ADMINISTRATION, EVALUATION, TRAINING, IMPLEMENTATION AND SERVICES.

² SINCE THE SAME PROJECT MAY ADDRESS VARIOUS OF THESE GENERAL GOALS, TOTALS ARE NOT ADDITIVE.

SOURCES: RESPONSES TO PROJECT-LEVEL SURVEY FROM CRIME ANALYSIS TEAMS, STATE PLANNING AGENCIES, AND REGIONAL OFFICES; GRANT APPLICATIONS; PROGRESS, STATUS, AND EVALUATION REPORTS; PHONE VERIFICATIONS; AND SITE VISITS.

Types of community-oriented innovative projects can be summarized as follows: seven projects give assistance to victims of crime; three projects involve ameliorated police-community relations; twelve projects concern community-based corrections (including the system of youth service bureaus in Denver); and one project is partially designed to acquaint citizens with the courts. Looking at the project components: one project involved surveying community attitudes prior to project implementation; two attempted partial funding of the project by the business community (Police-to-Partners in Denver succeeded in this effort while Coordinated Juvenile Work Release in Atlanta failed); one involved special training for the police in community crime prevention; and two involved surveys of community acceptance and reaction to the project. Many of the projects selected, either in whole or in part, also involve the participation of volunteers. Police-to-Partners, New Pride and Project Intercept are of particular interest here, but many other projects also use volunteers extensively.

In sum, almost all of the projects selected as innovative, in whole or in part, shared a community orientation.

5.3.2 System Coordination

Over 75 percent of the projects selected as innovative made a contribution to system coordination between or among criminal justice and other intergovernmental units (20 out of 26 projects). In addition several of the project components selected (5 out of 18 components) targeted system effects. The system coordination impact occurred primarily across criminal justice agencies, although in several cases, other social service agencies were involved. In addition, some of the projects included under community involvement had the effect of integrating community groups more closely with criminal justice agencies.

The system coordination function occurred primarily as the result of the interaction of the Crime Analysis Team with the criminal justice agencies in the development of Impact projects. Although system integration was not an explicit goal of the Impact program, the role of the CAT was to plan and coordinate changes among the criminal justice and other agencies. The influence of the CAT in the development of some of the projects contributing to system coordination will be discussed further within the next section.

The system coordination contribution of the innovative projects varied greatly. Five of the projects selected (the four youth service bureaus in Denver and the Cleveland Youth Neighborhood Coordinators) involve the city-wide coordination of services to youth diverted from the criminal justice system. In Denver, a service bureau was placed in each quadrant of the city to coordinate referrals to some 400 youth services and groups in Denver. In Cleveland, one project involved the placement of youth neighborhood coordinators in each of nine service planning areas that had been established prior to Impact. The purpose was the same in both cities (i.e., to coordinate and better utilize existing services). Progress in accomplishing this purpose is being made through both approaches.

Four of the innovative projects involved the coordination of probation and parole services. Two of these projects (Intensive Probation and Parole Supervision in Denver, and Field Services in Portland) involve probation and parole services coordinated at the neighborhood level. Probation and parole officers share the same facilities and services and work together to achieve similar purposes. The other two projects operate separately but the officers frequently interact with each other regarding problems with their caseloads. Case Management Corrections Services is a juvenile probation project

and Intensive Care, Training and Unified Rehabilitation Effort (Project PICTURE) provides juvenile aftercare services. Clients of Project PICTURE have sometimes previously been clients of Case Management; also friendships exist among clients of both projects. In each of these situations, discussions among the staff of both projects help officers in assisting youth in a peer group context.

Project PICTURE also coordinates closely with juvenile institutions, assigning officers when the youth is first institutionalized. Thus, the officer begins working with the youth right away, planning for his eventual release. Case Management coordinates with other criminal justice agencies as well. Even though it is a neighborhood-based project, two case managers are assigned to the juvenile court intake unit. In addition, case managers carry responsibility for treatment when out-of-home placements are made.

Case Management also coordinates closely with clients' schools. An education coordinator assists project clients when difficulties arise at the schools. However, the closest integration with schools is in Project Intercept (Denver), where remedial education classes are held by Intercept inside school facilities. This development occurred only recently, when space became available.

Project PICTURE, a state-run project, and Case Management, a county-run project, targeted (across an intergovernmental structure) the coordination of juvenile corrections in Portland; Field Services and five related projects funded under Impact addressed the coordination of adult correctional services in Portland. The Crime Analysis Team in Portland played an active role in the development of both programs. Field Services can serve as a model for the integration of adult correctional services: probation, institutional, parole, and work-release services along with their related service referral, and

diagnostic and tracking services are coordinated. In addition, an integrated training program is provided (part of the Corrections Division Training and Information project selected for its innovative training component).

Other projects selected as innovative have enhanced the coordination of police departments and prosecutors offices. These include the four rape projects (Atlanta, Denver, Newark, and Portland) and the Legal Aides for Police project in Dallas. The rape projects will involve closer coordination between police investigators and prosecutors, regarding the investigation of the offense, the treatment of the victim, and the prosecution of the offender. Legal Aides involves the assignment of assistant city attorneys to work with the police on a day-to-day basis and represents an innovative approach to the bridging of an important system gap.

Other coordinating efforts of innovative projects are diverse. The Counsel for Indigents Project is part of the Cleveland Adjudication Program in which judges, prosecutors and defenders were concurrently being increased to reduce pre-trial delay. The St. Louis Court Improvement Project has effected a closer coordination among the St. Louis courts and between citizens groups and the courts. Providence Educational Center and New Pride follow an integrated approach, coordinating educational, psychological, and social services, in their treatment of youthful offenders.

The contribution toward system coordination of the component parts selected is similarly diverse. Corrections Division Training and Information, cited above, offers coordinated training to all adult corrections projects (Portland). Community-Based Probation in Cleveland offers coordination of probation and parole services at the neighborhood level (similar to the two projects described above). Two projects

selected for their innovative methods of implementation (Southwest Youth Employment Service and Westside Youth Development Project in Denver) closely coordinate with their corresponding youth service bureaus. Also, meetings are held in the Southwest quadrant of all participating agencies to discuss similar problems and priorities.

Finally, the Case Management Corrections Service project in Portland (discussed above) was developed by an Impact Planning Group, formed by the Crime Analysis Team, which was comprised of representatives of adult and juvenile corrections as well as private groups dealing with juveniles. The purpose was to design a model for juvenile corrections that would eliminate many of the problems in the present system, especially the fragmentation of services.

In sum, many efforts under Impact targeted the problems of fragmentation and failures of coordination. It appears that, overall, quite a few have made serious contributions toward getting criminal justice and other agencies to work more consistently than they had done in the past.

5.3.3 Knowledge Acquisition

Only two projects selected as innovative appear to have made a contribution to the acquisition of knowledge. Similarly, only 3 projects selected for innovative component parts offered techniques or methods for the acquisition of knowledge. The primary reason for this small contribution in the area of knowledge acquisition is the nature of the Impact program, which was designed to reduce crime rapidly via action projects. An increased understanding of crime in each city was primarily part of the planning process. In addition, Impact was not designed to test methods and/or techniques of crime reduction, with the exception of the overall approach of the COPIE-cycle (crime-oriented planning, implementation and evaluation) model.

The two projects selected are the Rape Prevention Program in Denver, which includes the collection and analysis of information on rape victims and offenders, and the Target Hardening Through Opportunity Reduction (THOR) project in Atlanta, which includes a study of the problems of false alarms and other issues relating to building security. The three component parts selected involve evaluation techniques. For Case Management Corrections Services in Portland, the evaluation includes the use of the technique of goal attainment scaling (see page 105 above). This is the first time this technique has been used in a criminal justice project. For Project Ident, in both Denver and Portland, a survey was conducted to assist in determining the effectiveness of marking personal property as a burglary deterrent, by measuring popular acceptance and participation.

Thus, the contributions of projects selected as innovative (in their entirety or in part) toward knowledge acquisition is relatively small. However, this conclusion is based on the projects per se, and is thus only a partial conclusion. The real knowledge contribution of Impact innovations cannot be assessed at the project level alone, but will need to be measured over time, in terms of the COPIE-cycle, as a whole, and its ramifications. This subject will be addressed in Task 9, MITRE's final report. The fact remains, however, that Impact projects could not postulate knowledge acquisition as an objective. It is therefore not surprising that little research (basic or applied) was performed in pursuit of Impact's action goals.

5.4 Funds Expended for Innovative Projects

The range of Impact funding levels for the innovative projects varied greatly, from \$75,000 for the Senior Citizens Against Thievery project in Baltimore (for a one-year period) to \$3,646,294 for the Target Hardening Through Opportunity Reduction (THOR) project in Atlanta (for a three-year period). For most projects selected as innovative, however, the amount of Impact funds expended

was less than \$500,000 (over an average time period of 2.1 years). Innovative components are not included because of the difficulty in separating the cost of one activity from that of the project. As can be seen in Table VIII, for 17 out of 26 projects selected, the Impact funding level was less than \$500,000. Seven of the projects selected, however, were funded at a level greater than \$1,000,000.

Looking at the aggregation of Impact funds for innovative projects, by city and by type of innovation (see Table IX below), several interesting points emerge. First, the funding level for innovative projects by city fairly closely corresponds to the number (and percentage) of projects selected as innovative in each city (see Table III: Innovations by City, page 131 above). For example, Denver was cited as the leading innovator among the Impact cities; the funding level for projects selected in Denver was, correspondingly, the highest. The only city in which funding level does not correspond to the number of projects selected as innovative is Atlanta, because of the high level of funding for THOR, mentioned above.

The funding level by type of innovation (A, B, C, or D), however, does not correspond to the number of projects characterized as falling within each type. Twelve projects selected as innovative were Type A and five were Type B (see Table I, page 31 above). Looking at Table IX, however, over \$9 million were expended on projects of Type B and only \$6 million on Type A. It is interesting to note that less money was expended on trying new approaches (Type A) than on using old approaches in a new way or in a new context (Type B). If the THOR project in Atlanta is omitted, however, the funding level for both types of innovations is approximately the same. Also interesting is the fact that one-sixth of the funds expended on innovative projects involved a reallocation of responsibilities (Types C and D). Yet, the fast implementation nature of the Impact program would seem to have necessarily precluded time for such reallocations of responsibility.

TABLE VIII
RANGE OF IMPACT FUNDING LEVELS AND TIME PERIODS FOR INNOVATIVE PROJECTS, BY CITY¹

CITY	NUMBER AND TIME PERIODS OF PROJECTS SELECTED AS INNOVATIVE									
	LESS THAN \$500,000		\$500,001 - \$1,000,000		\$1,000,001 - \$1,500,000		\$1,500,001 - \$2,000,000		OVER \$2,000,000	
	NUMBER OF PROJECTS	FUNDING PERIOD(S)	NUMBER OF PROJECTS	FUNDING PERIOD(S)	NUMBER OF PROJECTS	FUNDING PERIOD(S)	NUMBER OF PROJECTS	FUNDING PERIOD(S)	NUMBER OF PROJECTS	FUNDING PERIOD(S)
ATLANTA	1	(1.6) ²							1	(2)
BALTIMORE	2	(1, 2)								
CLEVELAND	2	(1.8, 2)								
DALLAS	1	(2.6)	1	(1.8)			1	(2.6)		
DENVER	8	(1.5, 1.7, 2, 2.3, 2.3, 2.6, 3, 3.3)			2	(3.3, 3.7)				
NEWARK	1	(1.3)								
PORTLAND	1	(2)			2	(2.7, 2.7)	1	(3.6)		
ST. LOUIS	1	(3)	1	(3)						
TOTAL	17	(2.1) ³	2	(2.4)	4	(3.1)	2	(3.1)	1	(2)

¹ INNOVATIVE COMPONENTS ARE NOT INCLUDED BECAUSE OF THE DIFFICULTY IN SEPARATING THE COST OF ONE ACTIVITY FROM THAT OF A PROJECT.

² FUNDING PERIOD UNDER IMPACT, ROUNDED TO NEAREST TENTH OF A YEAR.

³ AVERAGE FUNDING PERIOD FOR PROJECTS IN THIS CATEGORY; THE AVERAGE LENGTH OF FUNDING UNDER IMPACT FOR ALL INNOVATIVE PROJECTS IS 2.3 YEARS.

SOURCES: GRANT APPLICATIONS AND LEAA REGIONAL OFFICE RESPONSES TO THE FINANCIAL REQUEST FORMS UTILIZED FOR TASK 1.

TABLE IX
TOTAL FUNDS FOR INNOVATIVE PROJECTS, BY CITY AND BY TYPE OF INNOVATION¹

CITY	TYPE OF INNOVATION				TOTAL (\$)
	TYPE A	TYPE B	TYPE C	TYPE D	
	(\$)	(\$)	(\$)	(\$)	
ATLANTA	319,556	3,646,249			3,965,805
BALTIMORE	75,000			431,375	506,375
CLEVELAND	274,491			205,710	480,201
DALLAS	545,463	1,267,312	453,457		2,266,232
DENVER	2,281,122 ²	1,307,660	388,315 ²	1,490,822	5,237,353
NEWARK	282,102				282,102
PORTLAND	2,572,843 ³	1,961,349	124,132 ³		4,534,192
ST. LOUIS		855,993		103,216	959,209
TOTAL	6,350,577 ⁴	9,038,563	965,904 ⁴	2,231,123	18,231,469

¹ INNOVATIVE COMPONENTS ARE NOT INCLUDED BECAUSE OF THE DIFFICULTY IN SEPARATING THE COST OF ONE ACTIVITY OF A PROJECT.

² \$230,566 DUPLICATED (ONE PROJECT TYPE A AND C BOTH) - THIS AMOUNT IS COUNTED IN TOTAL FOR DENVER ONLY ONCE.

³ \$124,132 DUPLICATED (ONE PROJECT TYPE A AND C BOTH) - THIS AMOUNT IS COUNTED IN TOTAL FOR PORTLAND ONLY ONCE.

⁴ \$354,698 DUPLICATED (PROJECTS REFERENCED ABOVE) - THIS AMOUNT IS COUNTED IN TOTAL OF ALL TYPES ONLY ONCE.

KEY: TYPE A: USES A NEW APPROACH, NEW PROCEDURES, OR NEW TECHNOLOGY IN SOLVING A PROBLEM.
TYPE B: USES OLD PROCEDURES, TECHNOLOGY OR APPROACHES IN A NEW WAY OR IN A NEW CONTEXT.
TYPE C: USES AN EXISTING AGENCY TO ASSUME A SET OF NEW RESPONSIBILITIES.
TYPE D: USES A NEW AGENCY TO ASSUME A SET OF RESPONSIBILITIES NOT CARRIED OUT BY AN EXISTING AGENCY.

SOURCES: GRANT APPLICATIONS; LEAA REGIONAL OFFICE RESPONSES TO THE FINANCIAL REQUEST FORMS UTILIZED FOR TASK 1; TABLE I (PAGE 31 ABOVE).

Finally, the total amount of Impact funds which went toward innovative projects is over 18 million dollars, close to one-eighth of the total amount of funds expended for projects as part of the Impact program (using 160 million dollars as an approximate amount). Looking at the number of innovative projects (see Table I, page 31 above) Impact-wide; eleven percent (26 out of 233) were selected as innovative. Approximately the same percentage (11 percent) of Impact funds was expended on innovative projects.

5.5 Development of Innovative Projects

If 11 percent of Impact projects then can be called innovative, it becomes a matter of some interest to examine how these were developed. Looking at the origin of innovative projects, it seems that most of them were developed as a result of the same selection process that occurred for all Impact projects. This selection process varied across the cities, but was a combination of suggestions and submissions of grant applications by criminal justice and other agencies, along with the development of ideas and projects by the Crime Analysis Team (CAT). Projects evolved within a framework of meeting system needs and Impact crime goals; they responded to problems in a particular city. The development of innovative projects was thus incidental to the overall Impact effort. As previously stated, innovation was not a crucial objective of the Impact program.

The fact that innovative projects were, in fact, developed appears to have been an effect of the synergism that resulted from the interaction of agencies with the CAT, during the planning and developmental phases of the Impact program. The CAT, although primarily responding to ideas from agencies, was in a position to influence project development. In Denver, for example, the Community Outreach Probation Experiment (COPE) project was the result of a synthesis, on the part of the CAT, of two separate project proposals that had been submitted, one

proposal to expand probation field services and the other proposal for a neighborhood recreation and counseling program (an extension of the Youth Coalition, previously funded by HEW under the Community Action Program).

Other examples where the CAT took an active role in the development of projects are the system of youth service bureaus in Denver and the Cleveland Youth Neighborhood Coordinators project. In both cases, it was the team staff that recognized a need for the city-wide coordination of youth services.

Another factor influencing the development of innovative projects was the amount of funds available. As discussed earlier, it seems likely that there are a number of innovative projects which would probably not have been developed except for the large amount of funds available through Impact (see page 140 above). Several of the juvenile projects (for example, Project Intercept in Denver and Providence Educational Center in St. Louis) involve a relatively large amount of funds. Other projects selected greatly expanded existing probation and parole services (Case Management Corrections Services, Project PICTURE and Field Services, all in Portland, for example), for both juveniles and adults. These are expensive projects as are some of the police-community relations projects (Target Hardening Through Opportunity Reduction in Atlanta and Youth Services Program in Dallas). The services of such projects, as well as the services of some of the less expensive projects, might well have been viewed as non-essential if Impact funding had not been available.

A final factor influencing the development of innovative projects is related to the national trend to become more concerned with the victims of crime, and (perhaps also because of the women's movement), in particular with rape victims. Seven of the Impact projects selected

as innovative were at least partially directed towards assisting victims of crime, and five of the seven were concerned with assisting rape victims (the four rape projects and the Southeast Denver Neighborhood Service Bureau).

In sum, there seem to have been several explicit factors that influenced and encouraged the development of innovative projects despite a failure to build in any specific incentives toward innovation within the Impact program. These were: the organizational structure for the development and administration of the program (i.e., the existence and role of the CAT), the amount of funding available, and the national trend towards concern with the victims of crime. It is probable also that the amount of innovation (and especially Type A innovation) was inversely proportional to the institutional barriers encountered in each Impact city by the CAT.

5.6 Summary: Innovation in the Impact Program

Although some innovative and interesting projects were implemented as part of the Impact program, the number of projects was relatively small considering the total number of projects implemented. Of a total of 233 projects that were implemented as part of the Impact program, only twenty-six (11 percent) were selected as innovative. Eighteen project components were also selected as innovative, which involve 12 additional projects. Thus, a total of 38 Impact projects (16 percent) were either innovative or had some innovative aspects.

There are several reasons for the paucity of innovative projects. The most important one is, of course, the central action concept of the Impact program itself. The purpose of the program was to reduce crime, not to test experimental projects. The emphasis on evaluation was directed towards determining if projects implemented were, in fact, contributing toward a reduction in crime. While an experimental

aspect of Impact can indeed be seen at the national level in the entire program approach (i.e., the use of the COPIE-cycle model, etc.), there was a push toward testing new techniques at the project level. Consequently, there was no motivation to develop innovative projects, as such. The fact that so many projects are considered innovative within the context of a particular city (CATs designated many more projects as innovative than have been included in this report) is simply a reflection of the size of the unfilled need in the criminal justice area in each of the Impact cities.

Another factor contributing to the shortage of innovative projects was the pressure to get the Impact program "off-the-ground" in a short time period. This pressure caused the gathering of data to identify needs and problems to frequently occur simultaneously with the development of plans and the selection of projects. Consequently, key people in the criminal justice and other agencies exerted a great deal of influence over project selection. The role of the CAT was often reactive rather than active. The result was that many Impact projects were actually expansions of existing projects or represented increased services or capabilities for criminal justice or other agencies. This, however, is just another expression of the resistance of organizations to change, especially when it needs to occur rapidly and when the stimulus is external.

Also influencing the number of innovative projects was the complicated review cycle. Projects had to be approved by various city review boards and the office of the mayor as well as by the state planning agency and regional office. This lengthy process served to increase the need to submit grant applications at the earliest possible date as well as to keep their content relatively simple and "non-controversial."

Finally, the CAT--which, basically, was the agent of Impact innovation at the local level--was charged with the responsibility of developing plans for the Impact program and selecting projects, but it was subjected to an overwhelming variety of pressures, both from the LEAA to implement the program quickly and from the local political, criminal justice, and community environment to choose the projects they desired to see as part of the Impact program. Only in Portland was the CAT totally recalcitrant to the pressures of time, and in no city were the local pressures less than the most important influence on project selection.

Given the constraints within which the Impact program was implemented, it is surprising that there were as many innovative projects as have been identified. The primary reasons, related to Impact, are probably the role of the CAT in project development and the amount of funds available. Other factors relate to the expertise and orientation of key people at the local level, the community orientation of the Impact program and the national trend toward concern for victims. Although the percentage of projects selected is relatively small (11 percent), many of them represent real innovations and should be of interest to criminal justice and community leaders in other jurisdictions.

The question of what will remain of these innovative projects and of program innovations generally is an important one. The section which follows will therefore discuss the likelihood of institutionalization for all of the projects and programs funded under Impact.

6.0 INSTITUTIONALIZATION OF IMPACT PROJECTS AND PROGRAMS

Although the Impact program was designed as a short-term, action program, it was hoped that many of the projects and programs implemented would be adopted on a permanent basis. This is one of the central concepts behind LEAA funding (i.e., that federal funds be made available for local communities to test various ideas and that the local communities then support the project if its continuation is seen as desirable).

Within this section, the continuation (and projected continuation) of Impact projects and programs is examined.

6.1 Definition of Institutionalization

A project or program is considered institutionalized if all or part of the project has received continuation funding from another source. This includes funding from local, state, and/or federal sources. Projects which will receive a portion of their funding from the LEAA are included; those that will receive all of their funding (excluding match) from the LEAA are not included.

It is expected that a project will be institutionalized if the likelihood of continuation is considered good. Each project has been rated, based on the prognosis of the CAT, and, where available, the prognoses of the project director and of the Impact coordinators at the state planning agencies and the regional offices.

The expected institutionalization of projects as described here, however, is based primarily on the opinion of the CAT, for the following reasons:

- (a) Opinions were often in conflict.
- (b) The opinion of the project director was available for only 147 projects.

- (d) The opinion of the project director is considered less likely to be objective than other opinions.⁴
- (e) The opinions of SPA and RO personnel were not available for many cities. The following responses to the project questionnaire were received from these offices:
 - Atlanta - both SPA and RO,
 - Baltimore - none,
 - Cleveland - RO only,
 - Dallas - none,
 - Denver - none,
 - Newark - none,
 - Portland - both SPA and RO, and
 - St. Louis - none.

It should be noted that several SPAs and ROs mentioned their inability to give opinions on specific projects because of distance and/or lack of information.

6.2 Institutionalization of Projects by City

For each city, projects that either have been or are expected to be institutionalized will be listed. If the prognosis is unknown, (i.e., it is too early to make a prediction), these projects will also be listed. The prognosis for the remaining projects in each city is summarized. Following the information for each city, a summary chart compares expected institutionalization of projects across the cities.

(a) Atlanta.

Over one-half of Atlanta's projects (11 out of 20) are expected to be institutionalized, including 3 that already have been:

⁴The responses given for the 147 projects bear this out (i.e., the percentages for projects expected to be institutionalized are considerably higher than both the overall estimates given by the CATs, and the per-project projections given by the CATs, SPAs and ROs).

ARE OR WILL BE CONTINUED

- (1) Police Modified Field Reporting System,
- (2) Special Prosecutor Squad, and
- (3) Street Lighting Project.

EXPECTED TO BE CONTINUED

- (1) Street Academy,
- (2) Anti-Robbery/Burglary Division,
- (3) Helicopter Patrol (at a reduced level),
- (4) High Crime Foot Patrol,
- (5) Intensive Outreach Probation (Reduce Juvenile Impact Crimes),
- (6) High Risk Juvenile Parole,
- (7) Target Hardening Through Opportunity Reduction (THOR), and
- (8) Therapeutic Community Rehabilitation (DOOR).

It is too early to make predictions for the following three projects: (a) Model Cities Crime Control Team, (b) Anti-Rape Unit, and (c) Intensive Employment Project (Aid to Offenders). One project, Intensive Juvenile Work Release, has already been ended and two additional projects are expected to end. The prognosis for the remaining three projects is fair.

(b) Baltimore

Only 6 of Baltimore's 27 projects are either institutionalized or are expected to be institutionalized:

ARE OR WILL BE CONTINUED

- (1) Pre-trial Intervention Project, and
- (2) Pre-trial Release - Jail Bail Review.

EXPECTED TO BE CONTINUED

- (1) Police Civilians for Supportive Services,
- (2) Expansion and Optimization of Helicopter Patrol,
- (3) Sixty-four Foot Patrolmen, and
- (4) High Impact Courts.

The prognosis is unknown for the following projects: (a) Classification, Diagnostic, and Treatment Services; (b) Community Residential Facilities for Youth; (c) Impact Manpower Services; (d) Citizen Involvement;

(e) Senior Citizens Against Thievery; and, (f) Drug Rehabilitation for Impact Releases and Parolees. The prognosis is fair for the remaining 15 projects.⁵

(c) Cleveland

One-third of Cleveland's projects (13 out of 39) are either institutionalized or are expected to be institutionalized:

ARE OR WILL BE CONTINUED

- (1) Alternative Education (Street Academy),
- (2) Cleveland Youth Neighborhood Coordinators,
- (3) Response Time Reduction Program,
- (4) Pre-sentence Investigation,
- (5) West Side Ecumenical Group Home,
- (6) Boy's Club Post Release Project (part),
- (7) Juvenile Court Development Project, and
- (8) Impact Streetlighting Project.

EXPECTED TO BE CONTINUED

- (1) Counsel for Indigents,
- (2) Prosecutor's Office,
- (3) Visiting Judges,
- (4) Community Based Probation Program, Adult Parole Component, and
- (5) Post-Release Follow-Up, Probation Component

For only one of Cleveland's 39 projects is the prognosis unknown: the Juvenile Delinquency Treatment project. Nine projects have already ended, however, and three more are expected to end. Of the remaining thirteen projects, the continuation for most was given as fair, although 2 will be continued temporarily under LEAA funding (St. Augusting Group Home and Comprehensive Corrections Unit).

(d) Dallas

Eleven (or 58 percent) of Dallas' projects are expected to be institutionalized, including three that already have been:

⁵On the basis of normal block grant continuation experience, the SPA for Baltimore estimates that 85 percent of the on-going projects will be institutionalized.

ARE OR WILL BE CONTINUED

- (1) Legal Aides for Police,
- (2) Special Court Processing for Impact Cases (Create Two Temporary District Courts), and
- (3) Upgrade Response of Regional Criminal Justice System.

EXPECTED TO BE CONTINUED

- (1) Youth Services Program,
- (2) Crime Investigation Pilot Study (part),
- (3) Dallas County Juvenile Department, Court Action Processing Unit,
- (4) Increase Adult Probation Department,
- (5) Impact Halfway House - The Way Back House,
- (6) Youth Development and Correction Project,
- (7) Judicial Assistance System, and
- (8) Expanded Public Involvement.

There are no projects in Dallas that have been so recently implemented that the prognosis is unknown. One project has been ended, and two additional projects are expected to end. The prognosis for the other five projects was given as fair.

(e) Denver

Twenty-two (or 59 percent) of Denver's thirty-seven projects are either institutionalized or are expected to be institutionalized:

ARE OR WILL BE CONTINUED

- (1) Crime Prevention Training Program,
- (2) Special Crime Attack Team (SCAT),
- (3) Intensive Probation and Parole Supervision,
- (4) Criminal Justice Data Exchange System (District Court Management Information System),
- (5) Crime Analysis Section (Police Department), and
- (6) Project Streetlighting.

EXPECTED TO BE CONTINUED

- (1) Northeast Denver Youth Service Bureau,
- (2) Southwest Denver Youth Service Bureau,
- (3) La Puente School,
- (4) Pre-trial Release Program,
- (5) Priority Prosecution Project,
- (6) Alcohol Treatment Project,
- (7) New Pride,
- (8) Youth Recidivist Reduction Program - Group Homes (part),

- (9) Northwest Denver Youth Service Bureau,
- (10) Corrections Research and Planning Unit,
- (11) County Court Management Information System,
- (12) Denver Police Data Center,
- (13) Treatment Alternatives to Street Crime (TASC),
- (14) Operation Ident,
- (15) Southeast Denver Neighborhood Service Bureau, and
- (16) Community Health Victim Support.

For two Denver projects, the prognosis is unknown: (a) Project Escort (a police patrol project) and (b) Rape Prevention Project. Two projects are expected to end and the prognosis is given as fair for the remaining 11 projects, one of which (Community Outreach Probation Experiment) is to be continued for another year under LEAA funding.

(f) Newark

Eight (or 30 percent) of Newark's twenty-seven projects are either institutionalized or are expected to be institutionalized:

ARE OR WILL BE CONTINUED

- (1) Bergen Street Merchants Crime Reduction Project, and
- (2) Street Lighting.

EXPECTED TO BE CONTINUED

- (1) Computerized Communications Command and Control,
- (2) Impact Team Policing Project, Citizen Anti-Crime Effort,
- (3) Essex County Probation Department - Special Probation Case-loads and Probation Volunteers;
- (4) Supported Work Program,
- (5) Independence High School Alternative School, and
- (6) Rape Analysis Unit.

The prognosis is still unknown for nine Newark projects (primarily because it is too early to determine): (a) 4-H Outer Limits/Operation Outward Bound, (b) Tactical Anti-Crime Team, (c) Pre-Trial Intervention, (d) Parole Aids, (e) Essex County Corrections Center (ECCC) - Women's Self Development, (f) ECCC Vocational and Legal Services, (g) Vindicate Society Residential Treatment Center, (h) Property Identification, and (i) Auxiliary Police. The prognosis for the continuation of the other

10 projects is fair. One of these (Public Housing Security) will be continued under LEAA funding.

(g) Portland

Almost one-half (8 out of 17) of Portland's projects are expected to be institutionalized, including five that already have been institutionalized:

ARE OR WILL BE CONTINUED

- (1) Portland Police High Impact Project (part),
- (2) Corrections Division Training and Information (part),
- (3) Client Diagnostic and Tracking Services,
- (4) Youth Service Bureau, and
- (5) Portland Lighting Project.

EXPECTED TO BE CONTINUED

- (1) Field Services,
- (2) Research, Advocacy, Prevention, and Education (RAPE), and
- (3) Crime Prevention Bureau.

The prognosis is unknown for three of Portland's projects:

(a) Multnomah County District Attorney Project, (b) Corrections Division Institutional Services, and (c) Public School Pilot Project to Reduce Burglary. No projects have been ended. Of the remaining 6 projects, 1 is expected to end and the prognosis for the other 5 is fair.

(h) St. Louis

Twenty-one (or 45 percent) of the forty-seven projects implemented in St. Louis have either been continued or are expected to be continued:

ARE OR WILL BE CONTINUED

- (1) Project Faster (a juvenile court data information system),
- (2) Update Park Police Radio Communications,
- (3) Improved Crime Reporting (Circuit Attorney's Office),
- (4) Research Department (Missouri Court of Appeals),
- (5) Circuit Court Diagnostic Treatment Center (part), and
- (6) Consolidated Court Plan.

EXPECTED TO BE CONTINUED

- (1) Automated Resource Allocation Control,
- (2) Expand the Evidence Technician Unit,
- (3) Foot Patrol,
- (4) Circuit Attorney's Supplement (Criminal Investigation Unit),
- (5) Criminal Court Improvement Project,
- (6) Pre-trial Release Project (Board of Probation and Parole),
- (7) Intensive Supervision Unit/Services,
- (8) Intensive Aftercare Project,
- (9) Student Work Assistance Project,
- (10) Team Counseling of Hard Core Delinquents,
- (11) Juvenile Supervision Assistance, Home Detention Component,
- (12) St. Louis City Corrections,
- (13) Expand Citizen's Reserve,
- (14) Expand the Burglary Prevention Unit, and
- (15) Operation Ident.

The outcome is unknown for only one project in St. Louis: Multi-Media Crime Prevention. Five projects have been ended, and one additional project is expected to end. For the remaining 19 projects, the prognosis is fair. Five of these projects are to be continued temporarily under LEAA funding: (a) St. Louis Court Improvement Project, (b) Community Treatment Centers, (c) Providence Educational Center, (d) Circuit Attorney Pre-trial Diversionary Project, and (e) REJIS - Corrections Information System.

6.3 Summary of Project Institutionalization by City

Table X below summarizes expected institutionalization of projects for each Impact city.

Forty-three percent (100 of 233) of the projects funded as part of the Impact program are expected to be continued, at least in part, and the prognosis is unknown for another 25 projects. Several qualifications should be noted, however. First, some predictions may be overly optimistic. It is natural for involved individuals to base their predictions at least partially on their enthusiasm for certain projects and to believe that projects will be continued simply because they are

TABLE X
PROJECTED INSTITUTIONALIZATION OF PROJECTS BY CITY

CITY	NUMBER OF PROJECTS IMPLEMENTED	PROGNOSIS FOR INSTITUTIONALIZATION					PERCENT EXPECTED TO CONTINUE ²
		UNKNOWN	ENDED OR EXPECTED TO END	FAIR ¹	GOOD OR HAVE BEEN CONTINUED		
ATLANTA	20	3	3	3	11	55%	
BALTIMORE	27	6	0	15	6	22%	
CLEVELAND	39	1	12	13	13	33%	
DALLAS	19	0	3	5	11	58%	
DENVER	37	2	2	11	22	59%	
NEWARK	27	9	0	10	8	30%	
PORTLAND	17	3	1	5	8	47%	
ST. LOUIS	47	1	6	19	21	45%	
TOTAL	233	25	27	81	100	43%	

¹ IF PROJECT TO BE TEMPORARILY CONTINUED UNDER LEAA FUNDING, PROGNOSIS IS GIVEN AS FAIR.

² ROUNDED TO NEAREST PERCENT.

SOURCES: RESPONSES TO PROJECT-LEVEL SURVEY FROM THE CRIME ANALYSIS TEAMS, THE STATE PLANNING AGENCIES, AND THE REGIONAL OFFICES; RESPONSES TO MAIL SURVEY OF PROJECT DIRECTORS.

excellent and provide needed services. This, unfortunately, is not always the case. Second, it is very early to make predictions. Many of the projects for which predictions were made will be funded for another year under Impact. Final project results are not even close. Given the financial constraints within which Impact cities must operate, the predictions are probably too high. Still, a substantial number of projects appear likely to continue beyond Impact funding.

There are varying explanations for the high percentage of projects expected to be continued in some cities (i.e., Atlanta, Dallas, Denver, Portland, and St. Louis). In Denver, the high number of projects expected to continue may be attributable to the overall success of the Denver program. In contrast, the high number of projects expected to continue in St. Louis is partially due to the fact that many of the projects in St. Louis were expansions of existing activities. Continuation therefore is not especially surprising. In Dallas, many of the projects were directed towards system improvement, involved one-time equipment costs in some cases, and are therefore logical candidates for institutionalization. Most of the projects expected to continue in Atlanta also involve system improvement. In Portland, careful planning resulted in the selection of projects in areas where there were critical needs. These projects, therefore, may seem more essential to continue.

The unavailability of funds is a key factor influencing the low number of projects expected to be continued in Baltimore. In Newark, although there are 8 projects listed, the two that are already institutionalized are basically equipment grants and the CAT gave an overall estimate for continuation of 2 to 5 projects (considerably lower than the individual project ratings). Although 13 projects are expected to be continued in Cleveland, several of these will be continued in part only. These cities are inundated with problems and needs which pull local budgets in too many directions for them to be able to assume a

substantial amount of funding of Impact projects. Other factors influencing the institutionalization of projects will be discussed within the next section.

6.4 Institutionalization of Projects by Functional Area

Projects expected to continue are listed below according to the functional area categories described within Section 1.5.1, Analysis of Data (see page 8 above).

<u>(a) Prevention</u>	<u>City</u>
(1) Street Academy	Atlanta
(2) Pre-trial Intervention Project	Baltimore
(3) Street Academy	Cleveland
(4) Cleveland Youth Neighborhood Coordinators	Cleveland
(5) Youth Services Program	Dallas
(6) Northeast Denver Youth Service Bureau	Denver
(7) Southwest Denver Youth Service Bureau	Denver
(8) La Puente School	Denver
 <u>(b) Police</u>	
(1) Modified Field Reporting System	Atlanta
(2) Anti-Robbery/Burglary Division	Atlanta
(3) Helicopter Patrol (at a reduced level)	Atlanta
(4) High Crime Foot Patrol	Atlanta
(5) Police Civilians for Supportive Services	Baltimore
(6) Expansion and Optimization of Helicopter Patrol	Baltimore
(7) Sixty-four Foot Patrolmen	Baltimore
(8) Response Time Reduction Program	Cleveland
(9) Crime Investigation Pilot Study (part)	Dallas
(10) Legal Aides for Police	Dallas
(11) Crime Prevention Training Program	Denver
(12) Special Crime Attack Team	Denver
(13) Computerized Communications Command and Control	Newark
(14) Impact Team Policing/Citizen Anti-Crime Effort	Newark
(15) Portland Police High Impact Project (part)	Portland
(16) Automated Resource Allocation Control	S Louis
(17) Expand the Evidence Technician Unit	St. Louis
(18) Foot Patrol	St. Louis
(19) Update Park Police Radio Communications	St. Louis

CONTINUED

2 OF 3

(c) Courts	City
(1) Special Prosecutor Squad	Atlanta
(2) High Impact Courts	Baltimore
(3) Pre-trial Release - Jail Bail Review	Baltimore
(4) Counsel for Indigents	Cleveland
(5) Prosecutor's Office	Cleveland
(6) Visiting Judges	Cleveland
(7) Juvenile Court Development Project	Cleveland
(8) Special Court Processing for Impact Cases (Create Two Temporary District Courts)	Dallas
(9) Dallas County Juvenile Department, Court Action Processing Unit	Dallas
(10) Pre-trial Release	Denver
(11) Priority Prosecution Program	Denver
(12) Circuit Attorneys Supplement (Criminal Investigation Unit)	St. Louis
(13) Criminal Courts Improvement Project (22nd Judicial Circuit Court)	St. Louis
(14) Improved Crime Reporting (Circuit Attorney's Office)	St. Louis
(15) Pre-trial Release Project (Board of Probation and Parole)	St. Louis
(16) Research Department (Missouri Court of Appeals)	St. Louis
(17) Consolidated Court Plan	St. Louis
(d) Adult Corrections	
(1) Therapeutic Community Rehabilitation (DOOR)	Atlanta
(2) Community-Based Probation Program, Adult Parole Component	Cleveland
(3) Post-Release Follow-up, Probation Component	Cleveland
(4) Pre-sentence Investigation	Cleveland
(5) Increase Adult Probation Department	Dallas
(6) Impact Halfway House - The Way Back House	Dallas
(7) Intensive Probation and Parole Supervision	Denver
(8) Alcohol Treatment Program	Denver
(9) Essex County Probation Department - Special Probation Caseload and Probation Volunteers	Newark
(10) Supported Work Program	Denver
(11) Field Services	Portland
(12) Corrections Division Training and Information (part)	Portland
(13) Client Diagnostic and Tracking Services	Portland

(d) Adult Corrections (Continued)	City
(14) Circuit Court Diagnostic Treatment Center (part)	St. Louis
(15) Intensive Supervision Unit/Services	St. Louis
(16) St. Louis City Corrections	St. Louis
(e) Juvenile Corrections	
(1) Intensive Outreach Probation (Reduce Juvenile Impact Crimes)	Atlanta
(2) High Risk Juvenile Parole	Atlanta
(3) West Side Ecumenical Ministry Group Home	Cleveland
(4) Boy's Club Post Release Project	Cleveland
(5) Youth Development and Correction Project (Implemented by the Police Department)	Dallas
(6) New Pride	Denver
(7) Northwest Denver Youth Service Bureau	Denver
(8) Youth Recidivist Reduction Program - Group Homes (part)	Denver
(9) Independence High School Alternative School	Newark
(10) Youth Service Bureau	Portland
(11) Intensive Aftercare Project	St. Louis
(12) Student Work Assistance Project	St. Louis
(13) Team Counseling of Hard Core Delinquents	St. Louis
(14) Juvenile Supervision Assistance, Home Detention Component	St. Louis
(f) Research/Information Systems	
(1) Upgrade Response of Regional Criminal Justice System	Dallas
(2) Judicial Assistance System	Dallas
(3) Criminal Justice Data Exchange System (District Court Management Information System)	Denver
(4) County Court Management Information System	Denver
(5) Crime Analysis Section (Police Department)	Denver
(6) Corrections Research and Planning Unit	Denver
(7) Denver Police Data System	Denver
(8) Project Faster (A juvenile court data information system)	St. Louis

(g) <u>Drug Use</u>		<u>City</u>
(1) Treatment Alternatives to Street Crime (TASC)		Denver
(h) <u>Community Involvement</u>		
(1) Target Hardening Through Opportunity Reduction (THOR)		Atlanta
(2) Expanded Public Involvement		Atlanta
(3) Project Ident		Dallas
(4) Southeast Denver Neighborhood Service Bureau		Denver
(5) Community Health Victim Support		Denver
(6) Bergen Street Merchants Crime Reduction Project		Newark
(7) Rape Analysis Unit		Newark
(8) Research, Advocacy, Prevention and Education Project (RAPE)		Portland
(9) Crime Prevention Bureau		Portland
(10) Expand Citizen Reserve		St. Louis
(11) Expand the Burglary Prevention Unit		St. Louis
(12) Operation Ident		St. Louis
(i) <u>Target Hardening</u>		
(1) Street Lighting		Atlanta
(2) Impact Streetlighting Project		Cleveland
(3) Project Streetlighting		Denver
(4) Street Lighting		Newark
(5) Portland Lighting Project		Portland

6.5 Summary of Project Institutionalization by Functional Area

Table XI below summarizes the expected institutionalization of projects by functional area.

In examining the data in Section 6.4 above, the type of projects implemented must be considered. For example, although one-half of the target hardening projects are expected to be continued, all five of these projects are street lighting projects which basically involve a one-time equipment cost, and are more likely to be institutionalized than projects which involve such things as long-term salary costs. Further, equipment costs may be involved in projects under several other categories as well.

TABLE XI
PROJECTED INSTITUTIONALIZATION OF PROJECTS BY FUNCTIONAL AREA

FUNCTIONAL AREA	NUMBER OF PROJECTS IMPLEMENTED	PROGNOSIS FOR INSTITUTIONALIZATION			PERCENT EXPECTED TO CONTINUE
		UNKNOWN	OTHER ¹	GOOD OR IS CONTINUED	
PREVENTION	21	1	12	8	38%
POLICE	37	4	14	19	51%
COURTS	25	2	6	17	68%
ADULT CORRECTIONS	49	9	24	16	33%
JUVENILE CORRECTIONS	33	2	17	14	42%
RESEARCH/INFORMATION SYSTEMS	16	1	7	8	50%
DRUG USE	10	1	8	1	10%
COMMUNITY INVOLVEMENT	33	4	17	12	36%
TARGET HARDENING	9	1	3	5	56%
TOTAL	233	25	108	100	43%

¹ INCLUDES PROJECTS ENDED, EXPECTED TO END, AND THOSE FOR WHICH PROGNOSIS IS FAIR.

SOURCES: RESPONSES TO PROJECT-LEVEL SURVEY FROM CRIME ANALYSIS TEAMS, STATE PLANNING AGENCIES, AND LEAA REGIONAL OFFICES; RESPONSES TO MAIL SURVEY OF PROJECT DIRECTORS.

Given this qualification, the following conclusions emerge. First, the most significant fact concerning project continuation is that a large number (and a high percentage) of projects is expected to be institutionalized in the system (i.e., police, courts, and corrections) areas. This partially reflects an increasing local emphasis towards an overall system capability in response to crime problems. In effect, Impact guidelines asked cities to look at the entire system in relation to the crime problem and not to increase police capability to apprehend Impact offenders without increasing the capacity of the courts and corrections to handle the additional caseload. Also, most of the prevention projects, and all of those that are expected to continue (8 out of 21) are devoted to youthful offenders and potential offenders. Thus, expected project continuation reflects both an increasing local emphasis on the balanced system capability which was part of Impact, and the concern directed towards the youthful offender as a perpetrator of Impact crimes. These orientations within the Impact program, therefore, are expected to be continued by local policy makers once Impact funding has ended.

The large percentage (50 percent) of research/information projects that are expected to continue is less meaningful, in one sense, than the continuation of projects in the police, courts, corrections and prevention areas. First, the total number of projects in this area (16) is small. Second, many of these projects involve substantial one-time costs for the purchase of hardware and software, and for initial programming efforts so that they constituted built-in candidates for institutionalization. There is, however, a limit to the number of information projects that may be needed in any city. Further, many of the projects that are to be continued represent important advances in the data processing and management information capabilities of the criminal justice agencies involved, and add significantly to the potential knowledge acquisition contribution of Impact.

The expected continuation of community involvement projects may be particularly significant (12 out of 33 or 36 percent). Many of these projects fill vacuums that existed previously; for the victim-oriented projects, this is particularly true. Although efforts to meet victim needs and to involve the community in crime protection are still piecemeal, the Impact program has stimulated much interest in this previously neglected area.

Very few projects were implemented within the drug use area (10) and these projects typically met with severe coordination and implementation problems. The Treatment Alternatives to Street Crime (TASC) project was aborted in St. Louis. One of Baltimore's 4 drug projects was still being implemented at the time data were collected for this report. In Denver, TASC met with similar implementation delay problems, but the project is nonetheless expected to continue.

The wide range of types of projects in the police, courts, and corrections areas that are expected to continue reflect the diversity of efforts that have been implemented as part of the Impact program. Most of the police projects involve either patrol and/or investigatory procedures, but they do range, for example, from helicopter surveillance to foot patrol. Also included are a resource allocation project, a communications project, a training program, the addition of legal advisors, and a modification of the field reporting system.

The projects in the courts area which are expected to be institutionalized include six that involve the court itself, five prosecutor projects, one involving the addition of defense counsel and three pre-trial release projects. There are also two projects involving research and related activities.

The adult corrections area includes nine projects that are expected to continue in probation and parole, two institutional projects, and four which expand pre-sentence or diagnostic capabilities. In addition, a halfway house, a supported work program, an alcohol treatment project and a training program are expected to continue.

The projects to be institutionalized in the juvenile corrections area represent an even wider range of types of projects than in the other areas, a reflection of the varied efforts on the part of the Impact cities to deal with the young offender. Two probation and parole projects, four group homes, two post-release projects, two alternative schools and two youth service bureaus are expected to continue. Also expected to continue are an institutional project, a pre-trial release project, a student work-assistance project, and two special counseling projects.

There is an extremely wide range of projects that is expected to continue beyond Impact funding, both within particular functional areas and considering all of the functional areas. Sixty-six percent of the projects expected to continue are in the police, courts, and corrections areas. These areas contain sixty-two percent of all projects implemented as part of the Impact program. Thus, on the surface, project continuation appears to be merely a reflection of emphasis within the program. Yet this is not true for the component parts of the system. There were only 25 court projects and 17 are expected to continue; this is the highest proportion of projects to be institutionalized of any functional area. One reason for this may be the great needs in the courts area which has traditionally received only 5-6 percent of the funds expended on criminal justice agencies. Also, 5 of the 17 projects are under the prosecutor, an elected official, who has a vested interest in the continuation of new capabilities.

Looking at the police and corrections areas, a considerably higher percentage (51 percent) of projects are expected to continue in the police area than in the corrections area (37 percent, combining juvenile and adult corrections). One reason may be that many police projects are more visible to the public than corrections projects which are only of concern to the target population. Thus, police projects are more difficult to simply cut off. Also, corrections projects may have initially benefited from the 90/10 match requirement, but are expected to run into difficulty finding complete local support, especially since a large part of the project costs are salaries.

Still, although there are substantial differences in the percentage of projects expected to continue in the police, courts and corrections areas, these three areas contain a large proportion of Impact projects expected to be institutionalized.

6.6 Projected Sources of Funding

Almost one-half (49 out of 100) of the Impact projects expected to be institutionalized (see Table XII below) will be continued with city funds. Four of these projects will be partially supported by LEAA funds. (Projects to be continued totally under LEAA funds have not been included.) Considering city, county and other local sources (community, social agency, etc.) of funds together (columns 1 through 4 under Projected Source of Funding, Table XII) 73 percent of the projects expected to be institutionalized will be continued with local funds. Seven of these will be partially funded by the LEAA. Another 10 percent (10 projects) will be continued with a combination of city and state funds--one of these projects will be partially supported by federal funds. Thus, 83 percent of the projects expected to continue will be supported, either partially or totally, by local funds.

TABLE XII
PROJECTED SOURCES OF FUNDING FOR PROJECTS EXPECTED TO BE
INSTITUTIONALIZED, BY SOURCE OF FUNDING AND BY CITY

	NUMBER OF PROJECTS EXPECTED TO CONTINUE	PROJECTED SOURCE OF FUNDING						
		CITY	COUNTY	OTHER/ LOCAL	CITY/COUNTY/ LOCAL	CITY/STATE/ FEDERAL	STATE	FEDERAL
ATLANTA	11	7 ²	2				2	
BALTIMORE	6	3				2	1	
CLEVELAND	13	4	5	3 ³			1	
DALLAS	11	3	4	1	3			
DENVER	22	11 ⁴				3	7	1
NEWARK	8	5	1 ⁵				1 ⁶	1
PORTLAND	8	4			1		3	
ST. LOUIS	21	12	3		1	5		
TOTAL	100	49	15	4	5	10	15	2

¹ OTHER LOCAL REFERS TO COMMUNITY, SOCIAL AGENCY, ETC.

² TWO PROJECTS TO BE PARTIALLY FUNDED BY THE LEAA.

³ TWO PROJECTS TO BE PARTIALLY FUNDED BY THE LEAA.

⁴ TWO PROJECTS TO BE PARTIALLY FUNDED BY THE LEAA.

⁵ THIS PROJECT TO BE PARTIALLY FUNDED BY THE LEAA.

⁶ THIS PROJECT TO BE PARTIALLY FUNDED BY THE LEAA.

SOURCE: RESPONSES TO PROJECT-LEVEL SURVEY FROM THE CRIME ANALYSIS TEAMS, THE STATE PLANNING AGENCIES AND THE REGIONAL OFFICES OF THE LEAA; RESPONSES TO SURVEY OF PROJECT DIRECTORS.

Fifteen projects are expected to be continued with state funds (one of these will be partially funded by the LEAA) and only two projects will be financed solely through federal sources.

Eight of the 100 projects expected to continue will be partially supported by LEAA funds and three will be partially or totally supported by other federal sources. Thus, 89 projects that are expected to be institutionalized are to be supported completely by local and/or state funds. These projects may be the most likely to be adopted in the long term, and represent 38 percent of the projects implemented as part of the Impact program.

Referring to Table XII again, it is interesting to note that only for Denver and Portland are a substantial number of projects expected to be supported by the state government (7 and 3, respectively). In Denver, this is at least partially due to the efforts made by the CAT to seek support from the state legislature (these efforts are continuing, and thus, the outcome remains uncertain). In Portland, the state planning agency played an active role in administering the Impact program, and, as a result the state has more of a vested interest in project continuation than for other cities.

The types of projects expected to be continued with state funding in Denver and Portland vary. In Portland, all three are adult corrections projects involving state agencies. In Denver, however, there are a variety of types of projects, some of which involve what can be considered city functions, such as two of the four youth service bureaus. (The Denver CAT is hoping to achieve state legislative authorization for all four youth service bureaus, but two will be supported by city funds.) Other Denver projects to be funded by the state include two adult corrections projects, a juvenile project and the District Court Management Information system.

Most of the projects expected to be continued under the auspices of the county government are court projects. This is not surprising since adjudication is typically a county function. Several other projects to be funded by the county involve probation and parole services, which also are frequently county functions.

Thus, the majority of projects expected to be continued by state or county funding involve state or county agencies. There are many other Impact projects that involve county and state agencies, however, that are not expected to be continued. The Impact program was a city program implemented in a city-county-state institutional environment. Consequently, one of the problems involved in the institutionalization of projects is the lack of commitment to continuation funding on the part of county and state governments.

6.7 Institutionalization of Innovative Projects

Of the 26 projects selected as innovative, 62 percent (or 16 projects) are expected to be institutionalized (see Table XIII below). The prognosis is unknown for three projects. None of the innovative projects is expected to end and the prognosis for seven is fair (three of these will be continued temporarily under LEAA funding).

Thus, the prognosis for the institutionalization of innovative projects (62 percent) is considerably higher than the prognosis for all Impact projects (43 percent). This difference may reflect more careful development of innovative projects, involving agency and community participation. As previously discussed, the CAT often played an active role in the planning stages of the innovative projects. Also reflected may be a difference in the perceived effectiveness of these projects, or in the interest generated in them because of their novelty.

TABLE XIII
INSTITUTIONALIZATION OF INNOVATIVE PROJECTS, BY CITY

CITY	NUMBER OF PROJECTS INNOVATIVE	PROGNOSIS FOR INSTITUTIONALIZATION			
		UNKNOWN	ENDED OR EXPECTED TO END	FAIR	GOOD OR HAS BEEN CONTINUED
ATLANTA	2	1			1
BALTIMORE	2	1		1	
CLEVELAND	2				2
DALLAS	3				3
DENVER	10	1		2 ¹	7
NEWARK	1				1
PORTLAND	4			2	2
ST. LOUIS	2			2 ²	
TOTAL	26	3	0	7	16

¹ ONE OF THESE PROJECTS WILL BE CONTINUED TEMPORARILY UNDER LEAA FUNDING.

² BOTH PROJECTS WILL BE CONTINUED TEMPORARILY UNDER LEAA FUNDING.

SOURCES: RESPONSES TO PROJECT-LEVEL SURVEY FROM THE CRIME ANALYSIS TEAMS, THE STATE PLANNING AGENCIES, AND THE REGIONAL OFFICES; RESPONSES TO MAIL SURVEY OF PROJECT DIRECTORS.

The innovative projects for which the prognosis for institutionalization is unknown are the following:

<u>PROJECT</u>	<u>CITY</u>
(a) Anti-Rape Unit	Atlanta
(b) Senior Citizens Against Thievery	Baltimore
(c) Rape Prevention Program	Denver

The following innovative projects either have been or are expected to be continued:

<u>PROJECT</u>	<u>CITY</u>
(a) Target Hardening Through Opportunity Reduction (THOR)	Atlanta
(b) Counsel for Indigents	Cleveland
(c) Cleveland Youth Neighborhood Coordinators	Cleveland
(d) Legal Aides for Police	Dallas
(e) Youth Services Program	Dallas
(f) Youth Development and Correction Program	Dallas
(g) Northeast Denver Youth Service Bureau	Denver
(h) Northwest Denver Youth Service Bureau	Denver
(i) Southwest Denver Youth Service Bureau	Denver
(j) Southeast Denver Neighborhood Service Bureau	Denver
(k) Community Health Victim Support	Denver
(l) Intensive Probation and Parole Supervision	Denver
(m) New Pride	Newark
(n) Rape Analysis Unit	Portland
(o) Field Services	
(p) Research, Advocacy, Prevention and Education (RAPE)	Portland

The three projects that will be continued temporarily under LEAA funding are the following:

<u>PROJECT</u>	<u>CITY</u>
(a) Community Outreach Probation Experiment (COPE)	Denver
(b) Providence Educational Center	St. Louis
(c) St. Louis Court Improvement Project	St. Louis

The prognosis for continuation of the remaining seven projects is fair.

6.8 Findings

In sum, it is difficult to predict the percentage of Impact projects that will be institutionalized. The 43 percent projection is based on the prognosis of the Crime Analysis Teams, of the state planning agencies and regional offices, and of the project directors, when their opinions were available. This projection is probably too high. The qualifications previously discussed were: first, some predictions may be over-optimistic; and second, it is very early to make predictions given that final results are not available for many projects. An additional qualifying factor should be mentioned. The predictions were generally for immediate project continuation rather than long-term adoption. This means that if the projected source of funding identified was a local and/or state government, long-term adoption is more likely than if the source of funding was another federal government agency or a combination of local and federal sources. (For approximately 10 percent of the projects expected to be continued, funding is to be supplied at least partially by federal sources, see discussion beginning on page 174.)

Another factor that should be considered is that the projections for 7 of the 101 projects stipulate that these projects are to be continued in part only. Many other projects may, in fact, also be continued in part or at a reduced level. Also, many of the projects involved initial outlays for equipment and the cost for continuing these projects is considerably less. The five street lighting projects, the nine information systems projects, and several of the police projects fall into this category. Thus, the 43 percent projected continuation figure may to a large extent apply to the adoption of concepts and the partial continuation of projects. Viewed from this perspective, the prognosis appears to be more realistic.

The qualifications given above still hold, however, and for projects in which there was a reorganization of some type and/or a substantial addition of manpower, the long-term prognosis for continuation is much more difficult. Police, courts, and corrections (as well as the prevention and community involvement) areas contain such projects. For example, the projects that involve the decentralization of probation and/or parole services involve a reorganization as well as additional manpower. Such a radical and expensive change may be more difficult to sustain. Many of the police projects (in both the police and community involvement areas) involve substantial additions of manpower. Will new approaches be dropped if manpower must be cut back or will the additional manpower be utilized in other ways after Impact funding is no longer available? These questions remain highly relevant in view of urban fiscal problems. Speculation is equally difficult in the courts area, in which most projects involve additional court personnel.

Many of the juvenile projects (prevention and juvenile corrections areas) involve non-traditional agencies (for example, youth service bureaus and alternative schools). Since there may be no criminal justice agency that has a vested interest in having these projects continue, their future existence may well be tenuous. Some of these projects, however, have gained considerable support from the community and/or have become an integral part of the operation of the system. The system of youth service bureaus in Denver, for example, appears likely to continue.

Many factors influence whether a project will be institutionalized. These include the success of the project, the degree to which it becomes an accepted part of the everyday way of "doing things," the support of key people, including agency personnel and political and community leaders, the attitude of the community, and available funds.

The types of influences and the degree to which they affect project institutionalization vary with the type of project. For example, for many projects implemented within criminal justice agencies, the most important factor, in addition to funding availability, is agency acceptance. As discussed earlier, (see pages 11 and 12) line personnel are extremely independent in the criminal justice agencies, yet the acceptance of new concepts, approaches, or procedures by line personnel is essential. In contrast, for projects involving new agencies, the most important factor, in addition to funding, is credibility. A diversion project, for example, must establish credibility with criminal justice agencies in order to receive referrals. Credibility must also be established with the community and with clients, if they are not coerced into participation.

Within the context of Impact, some of the factors affecting institutionalization appear to have been alleviated and others intensified. The CAT acted as a catalyst stimulating coordinated change across police, courts, and corrections agencies and helped signally to gain community support. Impact, as a city program, received strong support from the mayor's office. A great deal of rivalry between city and county governments occurred in some urban places, however, yet only the mayor has a vested interest in city project continuation, from a political point of view. (Although county and state justice agencies have a similar vested interest, this is from an effectiveness, rather than a political, viewpoint.) When decisions are to be made by county and state governments concerning continuation of project funding, therefore, there is less pressure to continue even highly rated and accepted projects than there exists for city governments. But city governments are, of course, notoriously "poor," and thus a key factor in municipal institutionalization becomes the availability of funds, just as the existence of political pressure becomes key for state and county agencies, for whom funding may be less of a problem.

Impact involved a large infusion of funds in a relatively short time period; therefore, many of the projects implemented were relatively "expensive." Since Impact was a "city program" in a city-county-state criminal justice environment, it is now the responsibility of all three levels of local government to continue the funding of projects implemented. Yet it is not clear to many state legislatures or to state and county agencies that they should help to institutionalize projects which they had little voice in selecting. This is a crucial factor inhibiting institutionalization of Impact projects.

Another important factor is also a result of the large infusion of funds. This infusion enabled the cities to implement many projects that they would not have chosen given more restrictive funding levels. An example is the extensive police-community relations efforts involving large-scale media campaigns as part of public education programs. Other examples are additional probation and parole services and alternative schools. Over the long term, local governments may well view these projects as non-essential and return to the status quo.

Thus, the large infusion of Impact funds has been a great advantage to the cities in the short term, enabling them to increase criminal justice agency and related capabilities and to try new approaches in crime control. In the long term, however, the fast-implementation aspect of the program combined with the fact that the funds were given to the city alone may prove a disadvantage. The existence of the CAT as a focal point for change and as a stimulator for support was critical during the implementation of the Impact program. After Impact has ended, however, it is up to the local governments to continue funding support. To what degree this support will continue is still unknown at this time. Relatively inexpensive projects, and projects which involved large one-time costs, are likely to be continued. For projects involving substantial additional funds, institutionalization, generally speaking, is much less likely.

7.0 SUMMARY OF FINDINGS FOR INNOVATION AND INSTITUTIONALIZATION IN THE IMPACT PROGRAM

The Impact program was conceived as a rapid-implementation effort, funded by the LEAA in eight participating cities. It had a dual purpose: an action goal of reducing stranger-to-stranger crime and burglary, and a research goal of implementing a new approach known as the COPIE-cycle (i.e., the comprehensive crime-oriented planning, implementation and evaluation of anti-crime programs). The development of innovative projects, and the institutionalization of projects implemented as part of Impact were hoped for, but these were only secondary objectives and no specific directives were given by the LEAA to achieve them. Project guidelines included projects typically funded by the LEAA, and the local match requirements, designed to force local communities to partially support projects, were the same as for other projects funded by the LEAA.

The salient changes from the status quo brought about by the Impact program were:

- (a) The Impact focus on the victim, the offender, and the crime setting (i.e., the definition of the crime problems of the city in terms of the crimes committed rather than in terms of system needs and improvements);
- (b) The comprehensive approach of Impact in which the identification of the problems is part of the COPIE-cycle, involving the planning, implementation, and evaluation of anti-crime programs;
- (c) The coordination of planning, monitoring, and evaluation of the Impact program through the establishment of the Crime Analysis Team;
- (d) The fast-implementation nature of the program; and
- (e) The large amount of funds that were made available, including funds for the CAT and for evaluation, for which there was a "no-match" incentive.

These five characteristics will be referred to as part of the following discussion.

7.1 Innovation

There was no motivation to develop innovative projects as part of the Impact program. The fact that 11 percent (26 out of 233) of the projects have been selected here as innovative, and that an additional 5 percent (12 projects) contained innovative components,⁶ is surprising, given the nature of the Impact program. To some extent, the development of these projects can be considered to be mere chance; however, in many cases, the interactive effects of some of the characteristics of the Impact program given above were precipitating factors. For example, the focus of the Impact program, combined with the large amount of funds made available, were factors contributing to the development of seven projects partially concerned with providing services to victims. In other cases, the interaction of the CAT with the criminal justice and other agencies, as part of the planning process was a key factor, as in the development of the system of youth service bureaus in Denver.

The characteristic of the Impact program which most significantly inhibited the development of innovative projects was the fast-implementation nature of the program. Cities were under pressure to implement projects quickly and the result was that many Impact projects were actually expansions of existing projects or represented increased services or capabilities for criminal justice and other agencies.

Although the CAT was the focal point of the organizational structure, both the state planning agencies and the regional offices reviewed Impact project proposals. Various city review boards and the office of the mayor were also part of this complicated review

⁶Components are planning, administration, evaluation, training, implementation and services.

process. The result was that many of the projects selected were relatively simple in content and of the "non-controversial" variety.

Thus, there were forces both promoting and inhibiting the development of innovative projects as part of the Impact program.

7.2 Innovative Projects

The number of innovative projects varied greatly among the Impact cities (see pages 130 through 134 above) as the following chart shows:

CITY	NUMBER OF PROJECTS IMPLEMENTED	NUMBER OF INNOVATIVE PROJECTS	PERCENTAGE INNOVATIVE
ATLANTA	20	2	10%
BALTIMORE	27	2	7%
CLEVELAND	39	2	5%
DALLAS	19	3	16%
DENVER	37	10	27%
NEWARK	27	1	4%
PORTLAND	17	4	24%
ST. LOUIS	47	2	4%
TOTAL	233	26	11%

In cities where the Crime Analysis Team played a more active role in project development, more innovative projects resulted. Only Denver can be considered an innovator, however, among the Impact cities. A key factor contributing to the relatively larger number of innovative projects in Denver seems to have been the quality of the Crime Analysis Team.

In terms of the functional area designation (see pages 134 through 140 above), the number of innovative projects also varied greatly.

FUNCTIONAL AREA	NUMBER OF PROJECTS IMPLEMENTED	NUMBER OF INNOVATIVE PROJECTS	PERCENTAGE INNOVATION
PREVENTION	21	4	19%
POLICE	37	1	3%
COURTS	25	2	8%
ADULT CORRECTIONS	49	2	4%
JUVENILE CORRECTIONS	33	8	24%
RESEARCH/ INFORMATION SYSTEMS	16	1	6%
DRUG USE	10	0	0%
COMMUNITY INVOLVEMENT	33	8	24%
TARGET HARDENING	9	0	0%
TOTAL	233	26	11%

Most of the projects selected as innovative are in the prevention, juvenile corrections, and community involvement areas. All of these projects have a similar community orientation; they focus on community crime prevention, community-based corrections, and victim assistance. This distribution of innovative projects is partially attributable to two of the characteristics of the Impact program listed above (i.e., [a] the focus of the program on the offender, the victim, and the crime setting and [b] the large amount of funding made available). In addition, these are areas in which the needs are great and in which resources have been particularly inadequate. Consequently, many of the Impact efforts in these areas have been selected as innovative.

Looking at the contribution of the projects selected as innovative in terms of community involvement, system coordination, and

knowledge acquisition (three areas where change has been considered urgent in the criminal justice process--see pages 140 through 147 above), the following observations emerge. First, almost all (22 out of 26) of the innovative projects move toward community involvement. This is not surprising given the fact that a major focus of the Impact program was to integrate community crime problems with the criminal justice system. Second, most of the innovative projects (20 out of 26) contributed towards system coordination. This is primarily due to the role of the CAT as the liaison in the Impact program. Most of the system integrating functions occurred across criminal justice agencies, although some involved other agencies and community groups. Lastly, only 2 projects contributed toward the acquisition of knowledge. (This selection was based on project-level contributions, per se, however, and hence does not account for program-wide inputs.)

The funds expended on innovative projects varied greatly, from \$75,000 for the Senior Citizens Against Thievery project in Baltimore to \$3,646,249 for the Target Hardening Through Opportunity Reduction (THOR) project in Atlanta (see pages 147 through 151 above). For 65 percent of the projects (17 out of 26), however, less than \$500,000 of Impact funds were expended (over an average of 2.1 years). Many of these, however, involved services and functions that might have been considered non-essential if a large amount of funds had not been available.

Innovative projects resulted from the same interaction patterns from which all Impact projects emerged (see pages 151 to 153 above). These were the interaction of the Crime Analysis Team with the criminal justice and other agencies and with local community and political leaders. The community-orientation of Impact, the large amount of funding available and local expertise were contributing factors to the development of innovative projects. Also relevant is the national trend towards concern with victims, and, in particular,

the concern for rape victims (seven of the projects selected as innovative included assistance to victims and five of these, assistance to rape victims).

Thus, the development and content of the projects selected as innovative reflect national trends, city needs and problems, as well as the orientation of the Impact program.

7.3 Institutionalization

Of the 233 projects implemented as part of the Impact program, 100 (or 43 percent) are expected to be institutionalized and the prognosis is unknown for another 25 projects. There are many uncertainties; however, in general, it appears that:

- projections may be over-optimistic;
- it is too early to predict for many projects;
- projection is for immediate continuation rather than long-term adoption and the source of funds given for 10 percent of the projects is at least partially federal; and
- seven and probably many more projects will be continued at a reduced level.

Still, the outlook is fairly optimistic for the continuation of many concepts and changes introduced as part of the Impact program.

Within the context of Impact, some factors affecting institutionalization have been alleviated while others have been intensified. Looking at the salient characteristics of the Impact program (see page 184 above), several have had a substantial effect. First, the CAT served as a catalyst stimulating coordinated change across police, courts, and correctional agencies, and helping to gain community support. The rapid-implementation nature of Impact, however, resulted in a sudden infusion of funds over a relatively short time period. Thus, although much support for projects implemented during Impact might have been gained, the problem of how to continue funding projects

once Impact funds were expended remains a large one. This problem is intensified by the fact that Impact was a city-program implemented in a city-county-state institutional environment. Only city governments, which are notoriously "poor," are politically motivated to continue most project funding after Impact. County and state governments have a similar vested interest (but from an effectiveness, rather than a political, viewpoint), and many appear to have little interest in seeing projects continue that have been implemented by their agencies.

Thus, the large infusion of Impact funds has been a great advantage to the cities over the short term, but it is up to local governments to continue funding support.

7.4 Projects Expected to be Institutionalized

The number of projects expected to be institutionalized varies greatly among the Impact cities (see pages 157 through 165 above):

CITY	NUMBER OF PROJECTS IMPLEMENTED	NUMBER OF PROJECTS EXPECTED TO BE INSTITUTIONALIZED	AS A PERCENT OF TOTAL CITY PROJECTS
ATLANTA	20	11	55%
BALTIMORE	27	6	22%
CLEVELAND	39	13	33%
DALLAS	19	11	58%
DENVER	37	22	59%
NEWARK	27	8	30%
PORTLAND	17	8	47%
ST. LOUIS	47	21	45%
TOTAL	233	100	43%

In several of the Impact cities (e.g., Atlanta, Dallas, Denver, and St. Louis), a fairly high percentage of the projects are expected to continue. There are varying explanations for this prognosis. In Denver, the high number of projects expected to continue may be attributable to the overall success of the Denver program. In St. Louis, in contrast, the high number of projects expected to continue is partially due to the fact that many of the projects were expansions of existing activities. In Atlanta and Dallas, many of the projects expected to continue involve system improvements, where there is usually a greater vested interest in project continuation than for other types of projects.

The number of projects expected to be institutionalized also varied greatly by functional area (see pages 166 through 174 above):

FUNCTIONAL AREA	NUMBER OF PROJECTS IMPLEMENTED	NUMBER OF PROJECTS EXPECTED TO BE INSTITUTIONALIZED	AS A PERCENT OF TOTAL PROJECTS IN FUNCTIONAL AREA
PREVENTION	21	8	38%
POLICE	37	19	51%
COURTS	25	17	68%
ADULT CORRECTIONS	49	16	33%
JUVENILE CORRECTIONS	33	14	42%
RESEARCH/ INFORMATION SYSTEMS	16	8	50%
DRUG USE	10	1	10%
COMMUNITY INVOLVEMENT	33	12	36%
TARGET HARDENING	9	5	56%
TOTAL	233	100	43%

Most of the projects expected to be institutionalized are in the police, courts, and corrections areas. This partially reflects a local emphasis toward an overall system capability. Looking at the component parts of the system, however, a substantially higher percentage of projects (68 percent) is expected to continue in the courts area than in the police (51 percent) or corrections (37 percent, combining juvenile and adult) areas. One reason for this may be the great needs in the courts area which has traditionally received a small percentage of the funds allocated to criminal justice agencies. Also 5 of the 17 projects to be continued in the courts area are under the prosecutors, elected officials, who have a vested interest in the continuation of new capabilities.

All of the projects expected to continue in the prevention area are directed toward youthful offenders or potential offenders. Combining these projects with those in juvenile corrections, 22 projects expected to continue are directed toward the youthful offender, a major focus of the Impact program.

In addition, 12 projects expected to be continued are in the community involvement area. These, combined with some of the prevention and other projects, reflect the community-orientation of the Impact program. This orientation is being partially sustained beyond Impact funding and may represent a partial adoption of some of the concepts that were part of the Impact program.

The 5 target hardening projects expected to continue are street lighting projects which basically involve a one-time equipment cost. The 8 information system projects also involve substantial one-time costs. These projects are more likely to be institutionalized than projects which involve long-term salary costs, for example.

Almost one-half (49 out of 100) of the Impact projects expected to be institutionalized will be continued with city funds (see pages 174 through 177 above). Four of these projects will be partially supported by LEAA funds. Including county and other local sources of funds (e.g., community), 83 percent (83 projects) are expected to be continued, either partially or totally, by local funds. Fifteen projects are expected to be continued with state funds (one of these will be partially funded by the LEAA), and only 2 projects will be totally funded by other federal sources.

Deleting all of those projects to be partially supported by the LEAA (8 projects) and those to be partially or totally funded by other federal sources (3 projects), 89 projects that are expected to be institutionalized are to be continued with local and/or state funds. These projects may be the most likely to be adopted in the long term, and represent 38 percent of the projects implemented as part of the Impact program.

Looking at the innovative projects expected to be institutionalized (see pages 177 through 179 above), 62 percent (16 out of 26 projects) are expected to be continued. The percentage is considerably higher than the percentage for all Impact projects (43 percent). This difference may reflect more careful development of innovative projects, involving agency and community participation. Also reflected may be a difference in the perceived effectiveness of these projects, or the interest generated in them because of their novelty.

7.5 Limitations of Analysis

The limitations of the analysis in this document must again be mentioned. Much of the information contained herein has been based on documents and written responses from the Impact cities (and the state planning agencies, the regional offices, and project directors, where

available). Site visits have assisted in describing the projects selected as innovative, but the prognosis for continuation is based entirely on written responses to MITRE surveys.

An additional qualification regarding the projected institutionalization of projects is the early time at which these projections have been made. The responses to the survey forms were received during April and May of 1975 (and the project director survey was performed even earlier, in January of 1975). Many of the Impact projects, in contrast, are funded through 1976.

7.6 Concluding Remarks

Looking at the Impact program from a perspective of the change process has allowed a focus on the problems of change in the criminal justice system and on contributions of the Impact program toward needed changes. Project innovations that have been implemented as part of the Impact program have impacted two areas where change has been widely called for: system coordination and community involvement. Knowledge acquisition, on the other hand, has barely been affected at the project level.

It appears as though a fairly large number of projects implemented as part of the Impact program will be institutionalized; innovative projects, and projects targeting an ameliorated system response appear especially likely to continue. Much of this information is still speculative, however. The important institutionalization question--how has the program durably affected criminal justice practices and procedures--remains, for the present, unanswered.

APPENDIX I
NATIONAL-LEVEL
EVALUATION TASKS

NATIONAL-LEVEL EVALUATION TASKS

- Task 1: The study of crime-oriented planning and implementation in the eight Impact cities.
- Task 2: The assessment of Impact program progress toward institutionalization in terms of projects and programs implemented as part of the Impact program.
- Task 3: A study of Treatment Alternatives to Street Crime (TASC) programs.
- Task 4: Assumptions research:
- Examination of the assumption that intensive supervision of probationers/parolees is an effective means of reducing recidivism among these groups.
 - Examination of the assumption that an increase in the activity of police in a given area will result in a decrease in crime rates in that area.
- Task 5: The identification of innovative projects and programs that were implemented as part of the Impact program.
- Task 6: The identification of transferable Impact projects.
- Task 7: The identification of effective evaluation techniques.
- Task 8: The Impact program history (of each of the eight cities).
- Task 9: Synthesis of evaluation findings in terms of crime control policy and program objectives (Final Report).

APPENDIX II
PROJECT LEVEL
SURVEY FORM

The MITRE Corporation

City: _____

Person Filling Out: _____

Title: _____

Date: _____

PROJECTS - INFORMATION ON INNOVATION AND INSTITUTIONALIZATION

PROJECT NAME	END OF CURRENT AWARD PERIOD	PROBABLE FUNDING SOURCES	PROGNOSIS FOR CONTINUATION, REASONS	INNOVATIVE ASPECTS*

212

*Include innovative planning approaches, management and evaluation techniques as well as project elements such as training and services. Of special interest are: (1) Community involvement (2) Criminal justice agency coordination, and (3) Plans to disseminate knowledge or transfer project to other locations.

APPENDIX III
 INNOVATIVE PROJECT SELECTIONS

	<u>Page</u>
I. INNOVATIVE PROJECTS AND PROGRAMS	
A. Youth Service Delivery	
1. Youth Service Bureau System - Denver	34
2. Cleveland Youth Neighborhood Coordinators - Cleveland	36
B. Alternative Schools	
1. Providence Educational Center - St. Louis	39
2. New Pride - Denver	41
3. Port of Baltimore Sea School - Baltimore	44
C. Juvenile Programs	
1. Youth Services Program - Dallas	47
2. Youth Development and Correction Program - Dallas	49
3. Project Intercept - Denver	52
D. Juvenile Probation and Aftercare	
1. Community Outreach Probation Experiment (COPE) - Denver	55
2. Case Management Corrections Services - Portland	57
3. Project PICTURE - Portland	60
E. Adult Probation and Parole	
1. Intensive Probation and Parole Supervision - Denver	64
2. Field Services - Portland	66
F. Court-Related Projects	
1. Counsel for Indigents - Cleveland	69
2. Legal Aides for Police - Dallas	71
3. St. Louis Court Improvement Project - St. Louis	73
G. Rape-Focused Projects	
1. Anti-Rape Unit - Atlanta	76
2. Rape Prevention Program - Denver	78
3. Rape Analysis and Investigation Unit - Newark	80
4. Research, Advocacy, Prevention, and Education (RAPE) - Portland	83
H. Assistance to Elderly Victims and Potential Victims	
1. Senior Citizens Against Thievery - Baltimore	86
2. Community Health Victim Support - Denver	88
I. Police-Community Involvement	
1. Target Hardening Through Opportunity Reduction (THOR) - Atlanta	91

II. COMPONENT PARTS AND ACTIVITIES

	<u>Page</u>
A. Planning	
1. Expanded Public Involvement - Dallas	97
2. Case Management Corrections Services - Portland	98
B. Administration	
1. Community-Based Probation - Cleveland	100
2. Coordinated Juvenile Work Release - Atlanta	101
3. Police-to-Partners - Denver	102
C. Evaluation	
1. Case Management Corrections Services - Portland	105
2. Operation Ident - Denver	107
3. Operation Ident - St. Louis	109
D. Training	
1. Crime Prevention Training Program - Denver	112
2. Corrections Division Training and Information - Portland	114
3. Tenant Security Uplift - St. Louis	116
E. Implementation	
1. Southwest Youth Employment Service - Denver	118
2. Westside Youth Development Project - Denver	119
3. Circuit Attorney's Supplement - St. Louis	120
4. Expanded Public Involvement - Dallas	121
5. Operation Ident - St. Louis	122
F. Services	
1. Police-to-Partners - Denver	127
2. Southeast Denver Neighborhood Service Bureau - Denver	128

APPENDIX IV

ADDRESS LISTING FOR INNOVATIVE PROJECTS

ATLANTA

1. Anti-Rape
City of Atlanta Bureau of Police Services
175 Decatur Street, S.E.
Atlanta, Georgia 30303
Project Director: Lt. R. P. McGee
Telephone: (404) 658-6600
2. Target Hardening Through Opportunity Reduction (THOR)
Atlanta Police Department
1465 Northside Drive
74 Northside Square
Atlanta, Georgia
Project Director: Major D. M. Edwards
Telephone: (404) 658-6790
3. Coordinated Juvenile Work Release
Atlanta Business League, Inc.
571 Ashby Street, S.W.
Atlanta, Georgia 30310
Project Director: Frank O'Neil
Telephone: (404) 758-8751

BALTIMORE

1. Senior Citizens Against Thievery
26 So. Calvert St., Room 1101
Baltimore, Maryland 21202
Project Director: Mrs. Catherine E. Pugh
Telephone: (301) 396-4370
2. Port of Baltimore Sea School
701 St. Paul Street, Suite 107
Baltimore, Maryland 21204
Project Director: Marion Pines (Director, Mayor's Office
of Manpower Services)
Telephone: (301) 383-5558

CLEVELAND

1. Council for Indigents
2108 Payne Avenue
Cleveland, Ohio 44114
Project Director: C. Lyonel Jones
Telephone: (216) 861-6242
2. Cleveland Youth Neighborhood Coordinators
1201 Lakeside Avenue, 3rd Floor, South
Cleveland, Ohio 44114
Project Director: Richard Carmody
Telephone: (216) 696-2975
3. Community-Based Probation (Adult Parole Component)
8615 Euclid Avenue
Cleveland, Ohio 44106
Project Director: Don Carroll
Telephone: (216) 579-3013

DALLAS

1. Legal Aides for Police
Dallas Police Department
2014 Main Street, Room 300
Dallas, Texas 75201
Project Director: Edwin D. Heath, Jr.
(Director of Police Criminal Justice
Interface Division)
Telephone: (214) 748-9711, Ext. 1345
2. Youth Services Program
Youth Division
Dallas Police Department
2014 Main Street
Dallas, Texas 75201
Project Director: Lt. Robert D. Wilson
Telephone: (214) 748-8111
3. Youth Development and Correction Program
Youth Division
Dallas Police Department
2014 Main Street
Dallas, Texas 75201
Project Director: Lt. Joe D. Anderson
Telephone: (214) 748-9711, Ext. 1486

DALLAS (Concluded)

4. Expanded Public Involvement
Crime Prevention
500 South Ervay
Dallas, Texas 75201
Project Director: Lt. Margaret Hill
Telephone: (214) 748-9711, Ext. 891

DENVER

1. Northeast Denver Youth Service Bureau
3415 Holly Street
Denver, Colorado 80207
Project Director: Carton Zenon
Telephone: (303) 388-1691
2. Northwest Denver Youth Service Bureau
3401 Pecos Street
Denver, Colorado
Project Director: Anthony Perea
Telephone: (303) 458-6585
3. Southwest Denver Youth Service Bureau
888 Federal Boulevard
Denver, Colorado 80204
Project Director: Larry Gonzales
Telephone: (303) 573-0250
4. Southeast Denver Neighborhood Service Bureau
227 Clayton Street
Denver, Colorado 80206
Project Director: Bruce Gearhart
Telephone: (303) 321-8192
5. Community Health Victim Support
659 Cherokee Street
Denver, Colorado 80204
Project Director: Jean Bauman, R.N.
Telephone: (303) 893-6252
6. Intensive Probation and Parole Supervision
2815 Fairfax Street; 4140 Tajon St.; 275 Hazel Ct.
Denver, Colorado
Project Directors: Robert Trujillo and John L. Yurko
Telephone: (303) 892-2411

DENVER (Continued)

7. Rape Prevention Program
Violence Research Unit Div. of Psychiatric Services
Denver General Hospital
8th Avenue and Cherokee
Denver, Colorado 80204
Project Directors: Dr. James Selkin, Dr. Caroline Hursch,
Dr. Harry Chapman
Telephone: (303) 623-8252
8. New Pride
1808 Gaylord Street
Denver, Colorado 80206
Project Director: Thomas James
Telephone: (303) 320-4631
9. Community Outreach Probation Experiment
707 Grant Street
Denver, Colorado 80203
Project Director: Jack Rae
Telephone: (303) 297-5975
10. Project Intercept
3375 Holly Street
Denver, Colorado 80207
Project Director: Dr. Paul Knott
Telephone: (303) 321-6166
11. Police-to-Partners
326 West 12th Avenue
Denver, Colorado 80204
Project Director: Robert C. Moffitt
Telephone: (303) 893-1400
12. Crime Prevention Training Program
Denver Police Department
13th & Champa Streets
Denver, Colorado 80202
Project Director: Lt. Arthur Arita
Telephone: (303) 297-2043
13. Southwest Youth Employment Service
845 So. Irving Street
Denver, Colorado 80219
Project Director: J. David Benton
Telephone: (303) 934-5418

DENVER (Concluded)

14. Westside Youth Development Project
1102 Santa Fe Drive
Denver, Colorado 80204
Project Director: Joseph Soriano
Telephone: (303) 572-8281
15. Operation Ident
1050 Yuma Street
Denver, Colorado 80204
Project Director: Capt. Thomas Branch
Telephone: (303) 534-3280

NEWARK

1. Rape Analysis Unit
20 Park Place
Newark, New Jersey
Project Director: Lt. Donald Blydenburg
Telephone: (201) 733-6098

PORTLAND

1. Project PICTURE
Portland Juvenile Community Services
State Office Building
Portland, Oregon 97201
Project Director: Mrs. Bonnie Wilkins
Telephone: (503) 229-5589
2. Case Management Corrections Services
Multnomah County Dept. of Judicial Administration
Multnomah County Courthouse
1021 S.W. Fourth St.
Portland, Oregon 97204
Project Director: Albert Green
Telephone: (503) 248-3460
3. Field Services
Corrections Division
620 S.W. 5th Avenue
Portland, Oregon 97204
Project Director: Jack Evans
Telephone: (503) 229-6491

PORTLAND (Concluded)

4. Research, Advocacy, Prevention, Education (RAPE)
District Attorney, Multnomah County
County Courthouse - Room 600
Portland, Oregon 97204
Project Director: Harl Hass
Telephone: (503) 248-3162
5. Corrections Division Training and Implementation
Corrections Division
620 S.W. 5th Avenue
Portland, Oregon
Project Director: Jack Evans
Telephone: (502) 229-6491

ST. LOUIS

1. Providence Educational Center
2413 North Grand
St. Louis, Missouri 63107
Project Director: Joseph Ryan
Telephone: (314) 652-5866
2. St. Louis Court Improvement Project
Missouri Court of Appeals
St. Louis District
Civil Courts Building
St. Louis, Missouri 63101
Project Director: Lucille Ring
Telephone: (314) 453-4431
3. Tenant Security Uplift
St. Louis Housing Authority
3501 Dr. Martin Luther King Drive
St. Louis, Missouri 63106
Project Director: Richard Williams
Telephone: (314) 436-6400
4. Circuit Attorney's Supplement
Circuit Attorney's Office
1320 Market Street
St. Louis, Missouri 63103
Project Director: Ronald B. Safren
Telephone: (314) 621-8320

ST. LOUIS (Concluded)

5. Operation Ident
St. Louis Metropolitan Police Department
1200 Clark Avenue
St. Louis, Missouri 63103
Project Director: Robert Barton (Director, Community Relations)
Telephone: (314) 231-1212

REFERENCES

1. Emmanuel G. Mesthene, Technological Change: Its Impact on Man and Society, Cambridge, Massachusetts, Harvard University Press, 1970, p. 36.
2. Ibid., p. 25.
3. Ibid., p. 35.
4. Thomas Alfred Johnson, "The Application of Organizational Theory to the Problem of Police Resistance to Police Community Relations," Journal of Police Science and Administration, Volume 3, No. 1, 1975, p. 87.
5. Ray Earl Johns, Confronting Organizational Change, New York, Association Press, 1963, p. 60-61.
6. Everett Rogers, Communication of Innovations, New York, The Free Press, 1971, p. 1.
7. Rogers (op. cit.), National Advisory Commission on Criminal Justice Standards and Goals, Criminal Justice System, 1973, p. 213-214.
8. Elizabeth W. Vorenberg and James Vorenberg, "Early Diversion for the Criminal Justice System: Practice in Search of a Theory," in Prison in America, editor: Lloyd E. Ohlin, American Correctional Assembly, Columbia University, Englewood Cliffs, New Jersey, Prentice Hall, 1973, p. 151-183.
9. Anthony Downs, Inside Bureaucracy, Boston, Little, Brown, and Company, 1967, p. 201.
10. James W. Wilson, "Innovation in Organization: Notes Toward a Theory," (talk delivered at the Annual Meeting of The American Political Science Association, September, 1973) in Downs, (op. cit.).
11. Johnson (op. cit.), p. 86.
12. Ibid., p. 94.
13. Ibid., p. 89.
14. Ibid., p. 92.
15. Robert M. Carter, "The Diversion of Offenders," Federal Probation, (December, 1972), p. 35.

END