

ROCHESTER-MONROE COUNTY
CRIMINAL JUSTICE
PILOT CITY PROGRAM

Final Report

Grant 74 NI-02-0002

June, 1975

Graduate School of Management

Rochester-Monroe County
Criminal Justice Pilot City Program

University
of
Rochester



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ACQUISITIONS

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FOREWORD

In 1972, the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration, United States Department of Justice, selected Rochester-Monroe County, New York, as the eighth "Pilot City" program area and designated the Graduate School of Management of the University of Rochester to conduct the Program.

Pilot City grant 72 NI-02-0001 was awarded the Graduate School of Management to conduct Phase One of the Program. A final report on Phase One activities -- which covered a nineteen-month operational period from June 2, 1972, to December 31, 1973 -- was published at the end of the grant period.

In January, 1974, Pilot City grant 74 NI-02-0002 was awarded the Graduate School of Management to conduct Phase Two of the Program. According to the grant award, the final report on Phase Two activities was due on June 30, 1975. This report is submitted in compliance with this condition. Since the Pilot City Program is now ending, this final report provides an overall summary of the activities of the entire Program.

The preparation of this document was supported by Grant 74 NI-02-0002 from the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration, United States Department of Justice. Statements or conclusions contained in this paper do not necessarily indicate the concurrence of the Institute.

Publication #39
Final Report

ACKNOWLEDGEMENTS

This final report signals the close of the Rochester-Monroe County Criminal Justice Pilot City Program. It is the opinion of the staff that the Program, though of short tenure, did have a modest success -- that it did benefit the community and the local criminal justice agencies, and that the projects developed provided some innovative approaches which also may prove of utility elsewhere.

From the contents of this report, it is obvious that numerous members of the local, state, and federal governments, the community, the academic community, and the local criminal justice agencies, willingly contributed their interest, knowledge, time, and talents to our Program. The staff genuinely appreciates the contributions of these many individuals and is particularly grateful for the cooperation and assistance of the staffs of the local police, courts, correction, and juvenile justice agencies; the staffs of the demonstration projects; and the Crime Control Coordinators of the City, County, Courts, and Region. We only regret that sheer numbers alone restrict our mentioning by name these many contributors.

We would be remiss, however, if we did not extend our special thanks to Joseph Nardoza, Jules Tesler, and Peter Heerwagen of the Law Enforcement Assistance Administration. From the outset of our Program, their knowledgeable advice and support was invaluable, and their skill at expediting our demonstration project grants exceptional. We are particularly indebted to Peter Heerwagen, who served as the regional federal coordinator for our Program. He not only kept himself totally informed of all of our activities, and personally visited all of our operational demonstration projects, but also demonstrated a real sensitivity to the concerns of our Program, the community, and the criminal justice agencies.

Appreciation also is expressed to the members of our local Steering Committee: County Manager, Lucien Morin; City Managers, Kermit Hill, Thomas Mooney, and Eli Freedman; Court Justices, Harry Goldman and David Boehm. These gentlemen not only gave our Program their assistance, but also demonstrated a concerned and non-partisan interest in and support of the goals of our Program.

Last, but far from least, we wish to express our gratitude to William Meckling, Dean of the Graduate School of Management, University of Rochester. Dean Meckling not only gave us his support and encouragement and rendered his knowledgeable and effective assistance, but he also gave us a key element to both our success and our enjoyment of our task -- he demonstrated his confidence in our team by giving us the authority necessary to meet our responsibilities.

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CHAPTER I

OVERVIEW

In 1972, the National Institute of Law Enforcement and Criminal Justice -- the research arm of the Law Enforcement Assistance Administration (L.E.A.A.) -- selected Rochester-Monroe County, New York, as the eighth Pilot City/County area and designed the Graduate School of Management of the University of Rochester to conduct the Program.

The Program commenced on June 2, 1972, and ran until June 30, 1975. During this period, the Program staff received \$800,000 in funding from L.E.A.A., and local governments received an additional \$1.6 million from L.E.A.A. in support of demonstration projects developed under the auspices of the Program. During the thirty-seven months the Program was in existence, the staff published thirty-nine reports, prepared eight technical assistance papers, and, in collaboration with government officials, developed and monitored ten separate demonstration programs. To date, the City and County have institutionalized the major aspects of all of the completed demonstration programs, as well as implemented several of the recommendations in the various research reports and technical assistance papers. This report constitutes the final report of the Rochester-Monroe County Criminal Justice Pilot City Program, providing a brief background perspective of the Program and highlighting the major accomplishments.

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

Goals and Basic Activities

The Pilot City Program was designed as a research and development program with the overall goals of reducing crime and delinquency, upgrading the criminal justice system, and improving the quality of justice. Additional goals were directed at institutionalizing gains made during the Program by "building into the target area's criminal justice system the research and analysis capability necessary for system-wide, problem-oriented planning and program evaluation", and gaining insights into the process by which change takes place so that "more effective means can be devised for the nationwide dissemination and possible implementation of well-tested innovations."¹

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

Research and Technical Assistance

Research activities involved developing quantitative baseline

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

data on the criminal justice system, undertaking in-depth studies in specific areas, and conducting short but intensive research surveys relative to the development of demonstration projects. Technical service assistance was rendered to criminal justice and community agencies on request and included giving general advice, providing some consulting services, serving on study committees, and undertaking intensive analyses of specific problems and developing problem-solving alternatives. Those research and technical assistance activities which resulted in a Pilot City publication or paper are discussed in detail in Chapters II through VII, and Table A-1 in the Appendix, provides a list of all publications with information on where copies may be obtained.

Demonstration Projects

The third basic activity of the Program was the development of innovative demonstration projects in the community which could serve as models for testing new methods and techniques for improving the criminal justice system and reducing crime and delinquency.

As part of the Pilot City Program, the Law Enforcement Assistance Administration made discretionary funds available for implementing demonstration projects in each Pilot City target area. These funds were in addition to L.E.A.A. funds otherwise available to the community for criminal justice programs.

As specified in federal guidelines, the funds were provided to support "carefully conceived, pioneering demonstration programs that could serve as 'models'", or that aimed to accomplish any of the

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following:

- "(a) Introduced an approach which is not widely accepted in the area or region.
- (b) Consolidates a number of existing, individually accepted ideas.
- (c) Provides, for the first time, an evaluation of an existing program or accepted idea.
- (d) Contributes to the foundation for the long-term development of a model criminal justice system."

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

In developing demonstration projects, the Pilot City staff was guided by these L.E.A.A. criteria and also sought projects which provided opportunities to test crucial criminal justice system assumptions about crime and its causality, projects which promised to develop more efficient ways of utilizing criminal justice resources, projects which involved participation of private citizens and/or agencies in working with criminal justice agencies, projects which developed linkages with existing programs or which laid the groundwork for additional needed program development, and projects which contained components that were both practical and feasible for eventual institutionalization.

As indicated in Table I, the Pilot City staff, in collaboration with local, state, and federal officials, developed a total of ten

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

TABLE 1

DEMONSTRATION PROJECTS FUNDED UNDER THE AUSPICES OF THE
ROCHESTER-NONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM

		June, 1972 - June, 1975			
Demonstration Projects	L.E.A.A. Funds	Grantee In-Kind Contribution	Grantee Cash Contribution	Total	Date of Award
1. Police and Citizens-Together Against Crime (PAC-TAC I)	\$ 282,417 (FY72)	\$ 91,455	\$ 13,453	\$ 387,325	5/73 City
PAC-TAC II (Continuation of PAC-TAC I)	55,591 (FY74)	-----	6,177	61,768	12/73 City
2. PAC-TAC III	124,999 (FY74)	-----	13,889	138,888	6/74 City
3. Monroe County Family Court Probation Project	113,068 (FY72/3)	39,030	15,940	168,038	6/73 County
4. Program for System Performance, Evaluation, and Research (PROSPER)	314,094 (FY73)	66,506	44,275	424,875	6/73 County
5. Rehabilitation Intervention Program for Sentenced Prisoners	61,454 (FY73)	23,928	-----	85,382	6/73 County
6. Probation Employment and Guidance Program (PEG I)	57,633 (FY73)	21,005	-----	78,638	6/73 County
7. PEG II	52,437 (FY74)	-----	5,827	58,264	6/74 County
8. Family Conflict Intervention Team Experiment (FACIT)	276,963 (FY74)	-----	30,774	307,737	6/74 City
9. TARGET PINS	90,000 (FY75)	-----	10,000	100,000	3/75 County
10. Victim Assistance Project	150,000 (FY75)	-----	16,670	166,670	3/75 City
TOTAL	\$1,578,656	\$241,924	\$157,005	\$1,977,585	

separate demonstration projects for which Rochester and Monroe County received L.E.A.A. grants totalling \$1,578,656. Overall costs of these projects, including in-kind and cash contributions from local governments, were \$1,977,585.

Each demonstration project focused upon an identified area of need in the criminal justice system. In some instances the need was defined by previous research studies; in other instances Pilot City studies outlined the area of need. In all instances, the staff designed the research framework and wrote the grant proposal.

While the demonstration projects were developed under the auspices of the Pilot City Program, the project grantees, in all instances, were units of local government and these units are responsible for the administration and operation of the projects. The Pilot City Program, however, had an on-going role in relation to each project. This role varied by project, ranging from general monitoring, to participating in policy and research coordination, to responsibilities for undertaking and/or supervising portions of the research and evaluation of the project.

Each demonstration project is discussed in some detail in later chapters. It is pointed out that the City of Rochester and County of Monroe have institutionalized the major aspects of each demonstration program which has been completed.

Policy and Program Coordination

While the major portion of this report addresses the Program's output in terms of research studies, technical assistance papers, and demonstration projects, we would be remiss if we did not at least briefly mention the central role policy and program coordination played in our Program.

The Program had a dual obligation in the sense it was a participant in a national program while, at the same time, it was community-oriented, serving the Rochester-Monroe County area. This role was recognized in the Institute's selection of Pilot Cities -- jurisdictions with relatively well-developed criminal justice agency services were deliberately sought out so that the Program teams could build from this base, concentrating on undertaking research studies and developing model demonstration projects which could yield results of utility not only to the local community but to other parts of the country as well. In fulfilling program obligations, therefore, the staff had to operate with a high degree of flexibility while maintaining close coordination with and responsiveness to the numerous agencies and individuals concerned with the criminal justice system at the local, state, and federal levels.

Federal Government - National Level

At the national level, the staff was subject to the program guidelines of the National Institute of Law Enforcement and Criminal Justice -- the research arm of L.E.A.A. which originated the Pilot City Program concept. The Institute was responsible for overall

coordination of the Programs, for providing technical assistance, and for technology transfer, including the collection and dissemination of new methodologies and techniques developed through the eight Pilot City Programs.

Federal Government - Regional Level

At the time the Rochester-Monroe County Criminal Justice Pilot City Program was established, the Institute had delegated direct supervision of the Programs to regional offices. Thus, from the outset, our Program has been under the supervision of Region II, which covers New York, New Jersey, Puerto Rico, and the Virgin Islands. The Regional Office staff maintained very close contact with the Program and was familiar with the status of all research activities, technical services, and demonstration projects. In addition to reviewing and monitoring the progress of the Program, the Regional Office staff also provided technical services and was responsible for reviewing, approving, and awarding L.E.A.A. funds to the local governments for the demonstration projects developed through the Program.

State Government

In terms of demonstration projects, before the Regional Office of L.E.A.A. awarded a demonstration project grant, the New York State Division of Criminal Justice Services (DCJS) reviewed and certified that the project was in accord with the statewide comprehensive crime control plan. The Division also, upon request, provided technical assistance regarding the projects. In the interest of coordination,

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

Local Government - Regional Level

Under law, every demonstration project proposal also had to be reviewed by the appropriate regional planning board. Thus, the Genesee/Finger Lakes Regional Planning Board reviewed and commented on all projects developed under the auspices of the Program, and the Pilot City staff also maintained liaison with the crime control staff of the Board, exchanging information on planning and program activities.

Local Government - Legislative Level

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

Local Government -- Executive and Staff Level

All of the demonstration projects were developed in collaboration with the agency which would receive the grant. This included not only the relevant department head and staff, but also the crime control coordinator of the chief executive's office. Additionally, the grant applications were reviewed and became official when signed

by the government's chief executive -- either the County Manager or the City Manager.

The Steering Committee and the Technical Advisory Committee

In the early stages of the Program, Pilot City personnel and local governmental officials established a mechanism for on-going coordination of the Program with other criminal justice planning activities in the local community. A Pilot City Steering Committee -- composed of the City Manager, County Manager, a Presiding Justice of the Courts, and Director of the Pilot City Program -- was formed to provide overall policy and program coordination of Pilot City efforts.

The Steering Committee, which met eleven times during the life of the Program, provided from the local governmental perspective, high level coordination regarding the criminal justice research, planning, and demonstration project activities of the Pilot City Program. It is clear that the efforts of the Steering Committee also maximized the probability that the demonstration projects recommended for implementation would meet with the acceptance of L.E.A.A., the State Division of Criminal Justice Services and the local governmental legislatures.

As an auxiliary group to the Steering Committee, a Pilot City Technical Advisory Committee was established which primarily consisted of representatives from major criminal justice agencies. Since the staff continuously was meeting separately with the various members of this committee, full committee meetings were only held twice, and in the early stages of the Program. Although the staff was interested in developing this Committee, in the later phases of the Program, as a

forum for disseminating information -- thus providing a broader perspective of the total criminal justice system to all participants -- these plans had to be abandoned when the Program was terminated early.

Liaison With the Crime Control Coordinators

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

Community Involvement

In development of demonstration projects as well as in general research activities, the Pilot City staff had extensive involvement with community agencies, meeting and working with over 100 different community agencies. Additionally, at the request of several community groups such as Rochester Rotary, the Rochester Chamber of Commerce, Genesee Ecumenical Ministries, the Century Club, etc., the staff gave speeches, and appeared on local television news spots as well as longer public information "talk" shows.

CHAPTER II

PILOT CITY PROGRAM ACTIVITIES: CRIME AND THE CRIMINAL JUSTICE SYSTEM

Eleven research studies and two technical assistance papers were addressed to the subjects of crime and the criminal justice system. As indicated below, these studies covered a variety of subjects, including definitive overviews of crime, criminal justice projects, and criminal justice appropriations; special analyses of crime; and studies of special problems.

Research Studies

Local Criminal Justice Appropriations in Monroe County, New York: 1960 - 1972 (May, 1973). Horwitz and Croft.

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

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

Demographic Indicators for Rochester and Monroe County, New York (June, 1973). Cox and Horwitz.

This paper examines elements of the 1960, 1964, and 1970 census, examining trends in the area's population, economic, and social characteristics. An examination of the

population shift in the City of Rochester over the past decade shows a net decrease in the population due to the emigration of whites and the smaller immigration of non-whites. The data also indicate sharp changes in the age distribution of the city population, most significantly in an increased concentration of young adults. In the Monroe County area outside the City of Rochester, there also have been large population changes, -- most obvious of which is a 55% increase in total population and a 374% increase in the non-white population over the past decade.

Rochester and Monroe County have experienced an increase in the standard of living as evidenced by the rising income, educational levels, and value of services as expressed in rental and housing prices. This increase in wealth has taken place among all the population segments studied.

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

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

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

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

This second report on criminal justice appropriations includes data on the 1973 and 1973-74 spending plans of the local communities, extending the analysis of the previous report. Data indicate an increase over the past year not

only in absolute appropriations for criminal justice functions but also in criminal justice appropriations relative to total local appropriations. In 1972, criminal justice appropriations accounted for 9.0% of total appropriations; today, it accounts for 9.6%. The major portion of this boost is due to increased appropriations for law enforcement in the City of Rochester.

The Impact of Alcohol Offenses on the Criminal Justice System (January, 1974). Cronin and Defabaugh.

This study examines in some detail the impact of alcohol offenses upon the criminal justice system and the treatment and rehabilitation resources available to the alcohol offender and problem drinker.

Local police, courts, and corrections statistics and information on 20 major program resources available to problem-drinkers, together with a general review of the relationship between alcohol problems and the criminal justice system, are summarized.

The major picture which emerges is that of a criminal justice system heavily burdened with handling alcohol and related offenses, despite attempts over recent years to upgrade existing medical and social service alternatives. For the period 1970-72, intoxicated driving, disorderly conduct, and public intoxication offenses accounted for approximately 30% of all arrest and court dispositions, 50% of all court convictions, and 60% of all commitments to the Monroe County Jail. Some gaps in the available treatment resources are discussed, with particular reference to public intoxicants, who account for a large portion of the most visible (and measurable) impact of alcoholism on the criminal justice system. Diversion of the public inebriate from the criminal justice processing is identified as a priority for local programming efforts.

A Study of Drug Abuse in Rochester and Monroe County (February, 1974). Center for Governmental Research, Inc.

In the wake of the passage of a comprehensive new drug law for New York State (effective September 1, 1973) and in response to the concerns of the Pilot City Technical Advisory Committee and Steering Committee, the Pilot City Program funded a short-term study of drug abuse problems in Monroe County. This study was intended particularly to remedy the dearth of information on the scope and character of drug arrests in Monroe County, as well as the number and type of treatment resources available. Some early

assessment of the impact of the new drug law was also desired. (Based on an in-house review of some other studies which had attempted to estimate the actual incidence of drug abuse in designated areas, a similar attempt locally was ruled out as too problematic and costly to be included in the scope of the work. Since alcohol offenses were studied separately by the Pilot City staff, this topic was also excluded from this study.)

The study was undertaken, by subcontract, by the Center for Governmental Research, Inc. The report reviews the history of U.S. and New York State policies toward drug abuse and discusses in detail the provisions of the latest New York State drug legislation. A profile of the number and type of drug offenders arrested in Rochester and Monroe County is presented, based on an analysis of 1,654 arrests made during the 18-month period of January 1, 1972 through June 30, 1973. The demographic profile of offenders, and the distribution of offenses by type of drug and severity varied somewhat across police agencies. The report concludes, however, that, in general, arrestees for drug offenses are disproportionately young, male, and black, and that the vast majority of arrests (71%) involved marijuana or hashish, with heroin involved in 16% of cases. The comparison of original offense charged with final charge showed a general pattern of reduction of charges, but within the categories of selling and possession offenses. Overall, the most frequent dispositions were dismissal (26.6%) and adjournment in contemplation of dismissal (21.5%), with imprisonment the disposition in 5.8% of all cases. Not unexpectedly, the disposition picture differs considerably depending on seriousness of charge, type of drug, and previous criminal history. For example, when the drug involved was heroin, cocaine, or morphine, imprisonment was a much more frequent disposition than for marijuana offenses (20.3% vs. 3.8%); dismissal was also more frequent (46.6% vs. 27.7%).

An analysis of 244 arrests made during the first three months of the new drug law also was performed. Although no firm conclusions could be drawn from such preliminary evidence, the data show that the demographic profile of arrestees and the type of drugs involved had changed very little; possession offenses, as opposed to selling offenses, made up a somewhat smaller proportion of offenses charged than during the pre-September 1 period. For those offenses which had reached a disposition (primarily misdemeanors), the pattern of dispositions did not appear to have altered significantly from the earlier pattern.

The report puts the cost to the local criminal justice system of handling identified drug offenders at \$1,392,000 in 1973. A survey of drug treatment programs is also reported, which pinpoints the general lack of knowledge and contact with the treatment programs on the part of criminal justice officials.

Crime in Monroe County, New York (September, 1974). Cox

This report examines reported crime and arrests in Rochester and Monroe County for the years 1960, 1964, and 1970-1973. Findings indicate a persistent increase in crime over the period of this study, with the exception of 1972 when there was a substantial decrease in offenses reported within the City of Rochester. Although crime increased once again in 1973 -- with 67,612 offenses reported throughout the County -- it is apparent that crime is shifting out of the urban area into suburban and rural settings. This shift cannot be attributed solely to changing population patterns. From 1970 through 1973, the crime rate (measured as the number of crimes per population) decreased for the City but increased for the County outside the City. While the City still has roughly twice the per capita crime of the County outside the City, the differential between the two areas is narrowing -- in 1970, Rochester had a crime rate three times that of the County outside the City.

In addition to overall crime data, the report reviews trends in crimes of violence, burglary, and the most common misdemeanors. Although 1970-1973 showed a decrease in violent crimes reported in the City, Rochester still accounts for 84% of all violent crimes. Burglary, which constitutes over half of the felony offenses reported in both the City and the County outside the City, has been increasing throughout the entire County area with the most rapid acceleration in the area outside the City. Misdemeanors have been steadily decreasing in Rochester but consistently increasing in the County outside the City, resulting in an overall net increase in misdemeanors.

Crime clearance rates are reviewed over time for both the City and the County area outside the City. Violations and motor law misdemeanors showed the highest rate of clearance (77%+ depending upon jurisdiction) followed by misdemeanors (28% to 31%) and then felonies (24% to 29%). Although half of all felonies and misdemeanors reported throughout the County are crimes against property, the clearance rates for these crimes are well below the rate for other felonies and misdemeanors.

The report also reviews the age, sex, and race characteristics of persons arrested for Part I offenses by the Rochester Police Department and the Monroe County Sheriff's Department. The largest age concentration of arrestees is in the age group 16-20, which accounts for more than one-fifth of the total arrests annually for both of the police departments. Males represent approximately 85% of all arrestees annually in both departments. Non-whites account for approximately 50% of all arrestees in the City and 6% of arrestees by the Sheriff's Department. These differences are primarily due to different population characteristics served by the two police departments.

Crime Data Supplement (September, 1974). Pilot City Staff.

In an effort to provide the Monroe County community with a concentrated source of information relevant for research and planning purposes, this supplement supplies the detailed raw data on reported crimes and arrests which were used as a basis for the crime report.

The supplement contains reported crime and arrest data by type of crime, for each of the twelve local police departments in Monroe County, for the years 1960, 1964, and 1970-1973. Summary tables also are included where appropriate.

An Econometric Analysis of Property Crime in Rochester: The Interaction Between Criminals and Police (January, 1975). Thaler.

Using 1972 data from the Rochester Police Department and the 1970 Census, this paper provides a simultaneous equation model of property crime in Rochester. The analysis is performed at the census tract level. A theoretical model is formulated with four endogenous variables: the arrest rate of residents for each tract, the police presence per tract, the clearance rate for each tract, and the property offense rate by tract. The model is estimated using two-stage least squares. The results are generally consistent with the economic model presented. One interesting result is that the net effect of increasing the police in a tract is to increase the reported offense rate. This implies that the increase in the rate at which crimes are reported exceeds the decrease (if any) in the rate at which crimes are committed, a result consistent with those found in the recent Kansas City experiments. This paper was presented at the Econometric Society Meetings in December, 1974.

Inverse Distance Variations for the Flow of Crime in Urban Areas (March, 1975). Smith.

This paper represents an attempt to discover whether sociological models of demographic flow can be useful in "explaining" the flow of crime within a city. A review of some recent research on social gravitation by prominent sociologists and demographers is presented to give the proper perspective on the models to be tested. The relationship of each of these models to local crime data subsequently is examined to see if the theories which apply to population movement within a region also apply to the movement of arrested offenders from their residence to the location of their offense.

The data utilized in this research include: a complete survey of the migration between census tracts to commit a crime in the City of Rochester; a measure of the distance between any two census tracts within the city; and demographic data on the socio-economic indicators of all areas within the City.

Among the questions that this research seeks to answer are whether the propensity for criminal movement depends on such things as the population of the destination, the distance traveled to the offense location, the wealth or the racial characteristics of the neighborhoods involved, etc. Although attempts to fit many of the models produced disappointing or inconclusive results, there is evidence that some formulation of the classic gravity model -- in which the attraction between two objects is inversely related to the distance between them -- is an effective predictor of crime flow and deserving of more in-depth examination.

A Note on the Effect of Crime on Property Values (June, 1975). Thaler.

The purpose of this study is to estimate effects of crime rates on the residential property values in Rochester, New York. The report focuses on a regression analysis utilizing the prices for one-family homes sold in Rochester in 1971, together with information on the characteristics of the dwelling and the property crime rate in its surrounding area. Variables that were controlled for included structure condition, lot size, land use, and access to the central city. The analysis indicates that a high property crime rate in an area significantly decreases the selling price of a home there when compared to equivalent homes in less crime-ridden areas of the city.

Technical Assistance Papers

Methadone Withdrawal Program Follow-Up (1974)

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

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

Diversion of Public Intoxicants from Criminal Justice Processing (1974)

In December, 1973, Pilot City staff completed Information Paper #5, The Impact of Alcohol Offenses on the Criminal Justice System in Monroe County, New York. Based on the study's conclusion that public intoxication arrests (numbering 3800 in Rochester in 1972) continued to impose a considerable burden on the criminal justice system and that pre-arrest diversion strategies were particularly lacking in this community, the Pilot City Program decided to explore demonstration project possibilities in the area of public intoxicant diversion. Over a period of several months, Program staff had numerous meetings with concerned community and government representatives, from which evolved a tentative program model for an overnight sobering-up facility which would link up with existing program resources for public inebriates.

Subsequent to the June, 1974, passage and approval of legislation removing the offense of public intoxication from the New York State Penal Code (effective January 1, 1976) -- which shifts responsibility for the public intoxication problem from the criminal justice system to the mental health service system -- the Pilot City staff re-directed its efforts at program development into technical assistance for others working in the field. A Pilot City staff member joined the Monroe County Committee for Alcoholism Planning and assisted in preparing a proposal for development of a sobering-up station. This proposal, aimed at New York State Department of Mental Hygiene-Division of Alcoholism funding, was then turned over to the Director of the Monroe County Department of Mental Health to be coordinated with the Department's other efforts at alcoholism programming. Currently the Department is proceeding to seek funding for the sobering-up facility.

PILOT CITY PROGRAM ACTIVITIES: LAW ENFORCEMENT - POLICE

The Pilot City staff, in collaboration with the Rochester Police Department and the City Crime Control Coordinator, developed three demonstration projects for the Rochester Police Department: PAC-TAC (Police and Citizens - Together Against Crime), FACIT (Family Conflict Intervention Team Experiment), and the Victim Assistance Project. The PAC-TAC project, which operated in 1973 and 1974, has been institutionalized by the Rochester Police Department and thus will be in operation again this summer. FACIT currently is in operation, and the Victim Assistance Project will commence within a month or two.

In addition to the research and development undertaken for the three projects, the Pilot City staff also undertook one major evaluation -- of PAC-TAC, Phase One; two research studies -- an overview of the local police system, and an examination of the screening and selection of police candidates; and undertook research and developed two technical assistance papers relating to the establishment of a county-wide police computer information system and a proposed 911 emergency telephone system for the county.

Demonstration Projects

"PAC-TAC" - Police and Citizens - Together Against Crime (Grantee: Rochester Police Department, City of Rochester)

The PAC-TAC project was designed with a view toward improving police-community relations in high density, high crime urban areas and serving as a deterrent to victimization and street crime. PAC-TAC was an experimental program where police and neighborhood residents worked as two person teams, patrolling fixed beat areas during times of high crime and service call activities.

Overall, three phases of PAC-TAC were funded. PAC-TAC I, which involved foot patrol by the police-citizen teams, was funded in May of 1973, became fully operational early in June, and ran to December of 1973. The project was placed in a research framework designed to assess the impact on crime control, law enforcement, and community relations. In order to separate the specific effects of the police-civilian beat teams from the effects of other variables, the project also included beats patrolled by two policemen, beats patrolled by individual police officers, and several matched control "beats" with no foot patrols.

In December, 1973, an additional grant was provided -- PAC-TAC II -- to extend the project on a modified basis to April, 1974, in order to enable completion, while the project was still operational, of a survey assessing the project's impact on community attitudes. This survey was undertaken by a third party.

The Pilot City staff undertook a major portion of the project's evaluation. The scope of the evaluation and its findings are discussed later in this chapter.

While the early research findings on the initial PAC-TAC project suggested areas of success, it also became clear that six months of a program like PAC-TAC constituted too short a time period to reasonably expect some of the projected benefits to appear. During the early months of 1974, therefore, the Pilot City staff collaborated with the Rochester Police Department in streamlining the PAC-TAC model for continued experimentation in the summer of 1974. Drawing upon experience with the initial model, the objectives of PAC-TAC III were: (1) to increase the speed with which teams could move within the beat areas when necessary; (2) to introduce scheduling flexibility into team administration and deployment; and (3) to examine the feasibility of employing civilians as second members of

regular mobile patrols within the context of a mobile support system for foot-patrols. The experimental model provided for six beat areas where the police-citizen teams would use bicycles -- with the goal of expediting team mobility while retaining essential openness to civilian contact; six beat areas where five teams would patrol on foot and the sixth team would patrol among the beat areas in a police car, supplying support services to the foot patrols; and four beat areas where there would be administrative and supervisory flexibility in team deployment -- in terms of assignment of hours, areas, and days worked, etc. -- in order to maximize the usefulness of the teams.

The project was placed in an experimental framework designed to assess the impact of the different modes of PAC-TAC team patrol on arrests, offenses, calls for service, workloads, team response time, and deterrence of street crime. These impacts, additionally, will be compared to those of the original experiment to determine the best method of team deployment for institutionalization.

In June, 1974, L.E.A.A. funded the PAC-TAC III project for a six-month period to include one month of program development, recruitment and training, three months of operation, and two additional months for necessary research for the evaluation. It is anticipated that the evaluation, which was undertaken by a third party subcontractor, will be available in the next few months.

Based upon the strong community support of PAC-TAC, the Rochester Police Department has institutionalized the program -- PAC-TAC is funded by the City for operation in the summer of 1975.

"FACIT" - FAmily Conflict Intervention Team Experiment (Grantee: Rochester Police Department, City of Rochester)

The FACIT Project is addressed to providing more effective methods for handling family conflict situations. A survey of the calls for service received by the Rochester Police Department indicated that approximately 9% of these calls -- over 20,000 per year -- involve interpersonal disturbances. An analysis of police data also indicated that approximately 41% of all homicides occurring in Rochester were the result of family problems, 24% of the arrests for assault occurred as the result of family problem calls, and 42% of the assaults on police officers occurred while the officers were answering disturbance calls. Further, an analysis of police data indicated that a large proportion of disturbance calls -- approximately one-fourth -- were from "repeaters".

FACIT is composed of the following key elements: intensive training in special techniques for handling conflict and crisis situations, primarily of the family disturbance nature, for Rochester police officers, and equipping police officers with effective referral mechanisms to community resources for particular human problems which they confront. In one experimental area, the trained police also are provided with the services of a multi-disciplined support team. The support team provides a link between identification of the problem by the police and a subsequent follow-up and follow-through on appropriate family conflict and other crisis cases.

An Executive Policy Committee, which relates to the support teams and allied services, includes administrators from Action for a Better Community, inc., a community committee on police relations, the Department of Health, the Department of Mental Health, the Department of Social Services, the Ibero-American Action League, Monroe County Family Court, and the United Community Chest of Greater Rochester.

The FACIT experiment is placed in an evaluation framework enabling an assessment of its effects. Because the special training intends to develop among police officers the skills to intervene in conflict situations without the use of force and without eliciting violence against themselves, specific effects anticipated are a decrease in the frequency of resorting to the use of force or to the arrest of parties in a conflict situation, a decrease in injury to officers and citizens, and an improvement in the attitudes of police officers regarding their capacity to manage conflict situations. Further, a reduction in the rate of crisis recidivism among families coming to the attention of the police is predicted.

The FACIT project was funded by L.E.A.A. in June of 1974 and became operational in September of 1974. Nine trainers, selected from volunteers at the Rochester Police Department (one sergeant and eight patrolmen), received more than two months of intensive training by the staff of the Law Enforcement Training and Research Associates, Inc., of California. One week of the training was held in San Francisco and eight weeks in Rochester.

It was decided to hire L.E.T.R.A. because FACIT wanted to institutionalize its capabilities. Training trainers who were Rochester police officers seemed the best way to do that.

In seven sessions held at the Canandaigua Sheraton Motor Inn from Sunday evening through Thursday, 103 Rochester patrol officers have now been trained. This number includes

14 supervisors (sergeants and lieutenants) who have major supervision responsibility. Each training session was handled by two trainers and the sergeant.

It was decided to train almost all of the officers from four patrol beats within the city. One hundred percent from the third and fourth platoons (overlapping platoons which work between 3 p.m. and 3 a.m.) were trained and about one-half of the officers on the first and second platoons (working from 11 p.m. to 3 p.m.) from those four districts were also trained in the one week sessions. As much as possible, the week of training included whole groups of officers who normally work together.

In two of the patrol beats mentioned above, there will also be a two person support team available to assist an officer, at the family's request. A professional counselor degree and a para-professional aide will be based in the beat areas and available to help resolve family problems, if the family's say they want someone to come in. The purpose of the support team will be to go beyond what an officer can properly do in his peace officer role, do some crisis counseling and assist in referral to appropriate agencies. The support team may also make a follow-up contact with the family (even offering to provide transportation, arrange for babysitting, etc.) to see if they have accepted the referral. Twelve professionals and twelve para-professionals will be hired by July 1, 1975.

In addition to the training of the 103 officers, there were two, two day special seminars for command personnel (lieutenant and above) for the Rochester Police Department. Twenty command staff attended. These also were conducted by the trainers. Also, there were five invitations accepted by police command personnel from surrounding towns.

It can be stated unequivocally that the trainers have been highly praised and well received by all levels of those in training.

Now the Department is in the research phase. Because of the careful evaluation framework of the FACIT project, it will become plain in the next eight months whether or not there is any difference between the trained and the untrained officers' performance on the job. Various measures have been established to evaluate success, and computer tracking of trained and untrained officers has been instituted. A contract for an outside evaluation also has been completed.

Assuming that the results of the evaluation are that the trained officers are making a desirable impact, the rest of the Department (about 250 patrol force) will be

trained beginning in March, 1976.

It is important to note that FACIT has become institutionalized through the process of training Rochester Police Department trainers. Those nine trainers are now back on the street, riding regular patrols. They are available at any time to provide a carefully prepared one week training program on crisis intervention, especially as it relates to family problems. They will be used in the new regional recruit training which is now being set up at Monroe Community College. They will be available, in March, 1976 -- at no extra expense to the Department -- if Rochester Police Department determines that the remainder of the patrol force should be trained. In the meantime, the Rochester Police Department may make some of the trainers available for surrounding police forces. FACIT has been institutionalized and the trained trainers are available now for training additional Rochester Police Department or surrounding police forces.

Victim Assistance Program

(Grantee: Rochester Police Department, City of Rochester)

The Victim Assistance Program was developed by the Pilot City Program staff in cooperation with the Rochester Police Department, the courts and court-related agencies. Primary objectives of the project are: (1) to decrease the alienation of victims and witnesses from the criminal justice system by providing them with improved, coordinated, and new services tailored to remedy the major problems they have with the system, and (2) to increase the proportion of victims and witnesses assisting in the prosecution of cases.

The police, who have the first and most sustained contact with victims and witnesses, will administer the program, with input and participation from other criminal justice agencies and citizens. Civilians will staff the program.

Services to be rendered by the program include the operation of a central information center providing victims and other concerned citizens with specific information and assistance in such matters as how to file for victim compensation, where courts and courtrooms are located; how to file a complaint, etc. The program staff also will serve as a resource to victims, acting as a referral link between victims and those community agencies which can provide services relevant to victim needs. Additionally, the staff will provide direct services to victims on an as-needed basis, such as transporting them to court, upon request responding to the crime scene to answer questions and relieve apprehensions

of victims, expediting return of stolen property to victims, etc.

Working with the District Attorney's Office and the courts, the staff will develop information designed to orient victims and witnesses to the operation of the court system and will serve as victim-witness advocates in working to establish new procedures designed to alleviate problems victims and witnesses may have with criminal justice agencies. Since lack of information regarding the status of their cases can be a source of major frustration to victims and witnesses, the staff also will develop and expand feedback mechanisms for them, providing information on the status of cases as well as scheduled court appearances and other relevant data.

Other integral parts of the program include a small, in depth, survey of victims to provide definitive data pinpointing the services necessary to decrease the victim's alienation from the system and increase his participation in assisting in prosecution. Also, police officers of the Rochester Police Department as well as other related criminal justice system personnel will participate in a short, intensive training session designed to improve sensitivity and response to victims and witnesses. The training will address such areas as initial approaches to victims, how to conduct interviews with sensitivity while still gathering necessary information, and how to assist a victim or witness with his concerns and fears.

The program will be placed in an evaluation framework enabling an assessment of its effects in regard to victims and witnesses, the police, and the prosecution of criminal cases.

In June, 1975, L.E.A.A. awarded funds to the City of Rochester for implementing the 18-month Victim Assistance Program.

Evaluation

The Police-Civilian Foot Patrol: An Evaluation of the PAC-TAC Experiment in Rochester, New York (June, 1975). T. Smith, R. Smith, J. Williams.

PAC-TAC was an experimental Pilot City demonstration program, conducted in 1973-74, which paired Rochester police officers and local citizens walking beats in selected Rochester neighborhoods.

This report presents an analysis of data collected and analyzed under the supervision of Pilot City staff, as part of the overall evaluation of the PAC-TAC I-II program. Three kinds of evidence about the program are examined -- ethnographic data on the teams' work in various neighborhoods; an analysis of the attitudes of team members and their reported work; and an analysis of the effects of the experimental stimuli on records of offenses and arrests during the period of the program.

The report indicates that the PAC-TAC experiment did not have a consistent effect upon crime, and may have operated both to deter crime and to increase reporting in some instances. A tendency to displace reported offenses in both time and space was also observed. Ethnographic observations suggest that the police partner in police-civilian teams consistently dominated, determining team style and division of labor; significant differences among officers' approaches to their role were noted, however. The report concludes that while foot patrols cannot be expected to produce much impact on crime, the PAC-TAC experience can provide a basis for further experimentation in the use of foot patrols to reduce police-community estrangement.

*The Effect of PAC-TAC on Community Attitudes Toward the Police in Rochester, New York. (July, 1974). Submitted to the City of Rochester by Stochastic Systems Research Corporation.

This paper reports the results of a survey of 589 citizens residing in ten PAC-TAC beat areas and five control areas in the City of Rochester. Data were collected in 1973-1974, to assess community attitudes to an experimental police foot patrol program involving the use of police-civilian teams.

According to survey results, over two-thirds of all respondents city-wide knew of the PAC-TAC program, with 60% of beat area residents reporting they had seen teams at least once, and 6% having discussed a "matter of importance" with a team. Almost 90% of those interviewed wished to see PAC-TAC continued and expanded; a police-civilian team is preferred four to one over an officer alone. A majority believed PAC-TAC has made or would make the streets safer, but people in neighborhoods without PAC-TAC judge

*NOTE: This report was not undertaken by the Pilot City Program. It is summarized here because of its relevance to PAC-TAC.

its impact on street safety to be greater than perceived by those actually in PAC-TAC areas. General responses on attitudes toward the police provide no evidence that the presence of PAC-TAC in certain neighborhoods has modified beat resident's attitudes, compared to residents of non-PAC-TAC neighborhoods.

Research Studies

Police in Monroe County, New York (May, 1974). Hill.

This report reviews the organization of the twelve local police agencies operating within Monroe County and discusses in detail both the activities and the allocation of police employees by functional areas. Of the 1,238 local police employees, 60% work for the Rochester Police Department, 19% for the Monroe County Sheriff's Department, and the remaining 21% for the ten town and village departments, where the size of the forces vary from four to sixty-four employees. In terms of functional allocation of employees, on an overall basis 56% are assigned to patrol; 20% to auxiliary services, which includes records, communications, identification, booking, technical services, property clerk, and vehicle maintenance; 14% to investigation; 5% to staff and inspection, which includes training, community relations, and planning; and 4% to administration.

Changes in police manpower over time are highlighted, indicating that the substantial increase in police manpower for the period 1968 to 1971 has been leveling off since 1971, with an actual decrease in City police manpower. Patrol, which constitutes the largest proportion of police employees, is reviewed in some detail, showing that the 24-hour, 365 day staffing requirements of patrol results in approximately 51 police officers on patrol on the average, at any given time, in the City and 55 in the County area outside the City.

In discussing functional activities of each of the departments, the report reviews gaps and duplications of services among the twelve separate agencies as well as coordinative efforts. Special police projects instituted in the several agencies during the last five years also are discussed in detail.

The Screening and Selection of Police Candidates in Rochester, New York (June, 1975). Barry, Goldstein, Smith.

In collaboration with members of the staff of the Division of Preventive Psychiatry, the Pilot City Program undertook research concerning the recruitment and screening of applicants to the Rochester Police Department. Working with the cooperation of the police department, the investigators compiled an extensive data bank on applicants to the police force since 1965. For those who successfully passed through various screening stages and were accepted on the police force, performance records of various types were compiled from police records.

This report presents a quantitative description of the recruitment funnel and examines attrition at each stage in screening. Psychiatric and psychological data on the population of applicants are analyzed and used to test whether meaningful psychological differences may be discerned between those individuals offered appointments to the police department and those who are refused. Also examined is the weight attached by decision makers to psychiatric and psychological recommendations, and a causal model is developed to explain how several factors operate to influence final determinations on the appointment of police candidates.

Research Related to Demonstration Projects

"Selection of PAC-TAC Beats" (1973).

In collaboration with members of the Rochester Police Department, the staff analyzed police crime data and subsequently provided information on crime patterns which was utilized in selecting experimental and control areas of the PAC-TAC project. The details of this research are published in the Pilot City report on the Evaluation of the PAC-TAC Experiment.

"Impact of Family Crisis Intervention on Policing Responsibilities" (1974).

Using Rochester Police Department data, the staff has analyzed the extent of police time spent in responding to family troubles and has profiled data regarding the time and location of these occurrences, the number of arrests and referrals, recidivism rates, etc. This information is published in the FACIT demonstration project report.

"Analysis of Victims of Crime in Rochester, New York" (1974).

Using Rochester Police Department data, the staff developed a profile of the age, race, and sex of victims of homicide, kidnapping, sex offenses, assault, and robbery. Victimization rates by age, race, and sex also were calculated. Additionally, the felony crimes of arson, larceny, and burglary against private residences was examined. The results of this survey are published in the Victim Assistance Program demonstration project report.

Technical Assistance Papers

Development of a County-Wide Police Computer Information System (1973).

The staff worked with local police and governmental officials toward development of a coordinated, county-wide uniform police information system. Record keeping and information studies were conducted by the Pilot City staff for the Monroe County Sheriff's Department and the Rochester Police Department. The findings of these studies led to a re-evaluation of some tentatively proposed additions to both systems when it became apparent that they would be inadequate and inappropriate to provide a long-run solution to information problems. In collaboration with local officials, the staff further examined present computerized capabilities and related these to present and future police information needs, preparing alternative proposals, with cost estimates, for a uniform, computerized information system serving the police agencies in Monroe County. In January, 1975, the police agencies established a uniform reporting system and started entering their crime data on the City's computer.

Study of the Proposed 911 Emergency Telephone System for Monroe County, New York (1975).

The Pilot City staff served as liaison between the Systems Analysis Program of the Graduate School of Management, University of Rochester, and the Monroe County Office of Public Safety in the design and execution of a study to examine certain impacts of the proposed implementation of a county-wide 911 emergency phone system which were of special interest to public safety planners. A preliminary data collection effort was undertaken to enable an assessment of the current load of calls-for-service on local police agencies and the level of resources now expended

to answer and respond to such calls. A queueing theory model was then formulated to describe the flow of calls into the 911 central switchboard and to analyze the system behavior. The study findings focused on a determination of the staffing levels that would be required at the central 911 answering center and on estimates of cost savings that might be realized by the local police agencies if some of their calls were routed to the 911 system.

CHAPTER IV

PILOT CITY PROGRAM ACTIVITIES: CRIMINAL COURTS AND RELATED AGENCIES

One demonstration project was developed by the Pilot City staff and five research studies undertaken addressing the area of criminal courts and court-related agencies. PROSPER (PROgram for System Performance, Evaluation, and Research), which was developed in collaboration with the Department Coordinator of the Office of Crime Control Projects and the County Crime Control Coordinator, included two phases: one covering a system study for the design of system requirements and specifications, and a second phase for implementation of the system. Although PROSPER ran into several delays, phase one was completed and approved, and phase two -- the implementation of PROSPER -- is now underway. In terms of institutionalization, once this computerized system is established, Monroe County will support its continued operation and utilization. Further, the County already has institutionalized the project in the sense that it has employed a project manager/systems specialist to supervise the project's implementation and, subsequently, manage the system.

The five research studies in this area include: a paper on the possible applications of offender-based transaction systems' data using management science techniques; an analysis of juror utilization in Monroe County; a study exploring the potential of incorporating research and management techniques into a computerized criminal justice information system; a statistical study of the Monroe County

Pre-Trial Release Program scoring procedure; and a definitive overview of the criminal court system in Rochester and Monroe County.

Demonstration Projects

"PROSPER" - PROgram for System Performance, Evaluation, and Research (Grantee: County of Monroe)

The overall objective of PROSPER is the utilization of up-to-date information technology to improve the operation and management of the local court system by providing information faster, more efficiently, and with greater security, as well as providing information and research techniques which have not been available previously. PROSPER involves the development of a computerized offender based transaction system for the courts of Monroe County, with potential users including the City and the County Courts, the District Attorney, the Public Defender, the Pre-Trial Release Program, the Probation Department, the Jail, and the Commissioner of Jurors. In addition, information gathered by this system will allow for the utilization of modern research and management techniques to provide additional information with greater accuracy to decision makers in the criminal justice system. The project design calls for PROSPER objectives to be met by a two-phased plan, consisting of a system study, followed by system design and implementation.

L.E.A.A. awarded the PROSPER project grant in June, 1973, and the final contract, from the New York State Division of Criminal Justice Services, was completed in November. Due to delays in obtaining a project manager/systems specialist, the Phase I effort did not formally commence until May, 1974.

Phase I, which consists of a system study, establishment of systems requirements and specifications, and implementation and evaluation plans, then proceeded on schedule. The Phase I plan was approved by the necessary parties in June of 1975 and bids are now being received for implementation of the PROSPER system.

Research Studies

Research, Management, and Offender-Based Transaction Statistics Systems (April, 1974). Thaler and Lasky.

This paper discussed possible applications of offender-based transaction systems' data using management

science techniques. The research was done in conjunction with the preparation of the research and management modules of the PROSPER demonstration project. The paper was presented at the Second International Symposium of Criminal Justice Information and Statistics Systems, and will be published in the proceedings of the symposium.

Analysis of Juror Utilization in Monroe County (October, 1974). Sayeed and Farley.

With much recent concern over improving juror usage and reducing the waste of juror time, a study was undertaken to analyze the operation of the jury system in Monroe County and to examine ways in which the size of the daily pool of potential jurors could be reduced without significantly increasing the probability of incurring delays in case processing due to the non-availability of jurors.

The study report presents an overview of juror conscription policy and the operation of the jury pool in Monroe County, and then proceeds with an in-depth analysis of the level of juror utilization locally. Findings showed that when considering all the days of the week together, the average daily pool size was 153.50, whereas the average maximum usage per day was 79.82 -- an average excess per day of 73.68 people or 48% of the juror pool. The pattern of usage over the week is quite uneven (with peak usage on Monday), as is the usage pattern over the course of a day.

The findings of the data analysis were supplemented by a computer program designed to simulate as closely as possible the current operation of the system as regards the use of jurors and to evaluate various proposals to reduce the daily pool size and improve juror usage. The recommendations proposed by the study include: reducing the size of the daily pool to an extent that will meet the daily maximum usage 95% of the time; lowering the size of voir dire panels sent for civil cases in the Supreme and County Courts to 18; staggering the start of voir dire over the day and over the week; and lowering the size of the jury for criminal cases in Supreme Court and County Court to eight.

Research and Management Utilization of a Court Information System (March, 1975). Horwitz, Thaler, Rao, Mairs.

This study, undertaken in partial fulfillment of the obligations of the PROSPER demonstration project Phase I study effort, explores the potential for incorporating up-to-date research and management techniques into a computerized criminal justice information system, and specifies a design for evaluating

the information system after it is operational. Section I discusses the applicability of simulation and related models for the study of the use of court resources and delay. Previous efforts to apply modelling techniques to the criminal justice system are reviewed, and three computerized court system models developed for other localities (JUSSIM, PHILJIM, and LEADICS) are analyzed, with detailed information on their scope, limitations, and cost. One of the recommendations made is to develop a comprehensive computer simulation model for the local court system, and the data items necessary as input to such a model are specified. In Section II, the specifications for a post-implementation evaluation design can be found. An economic model for the evaluation of computer systems is developed, which consists of guidelines for both a cost-benefit and cost-effectiveness analysis. Factors to be considered in the analysis including the necessary pre-implementation data elements, are specified along with techniques to be employed and a work plan for effecting the evaluation.

A Statistical Study of the Monroe County Pre-Trial Release Program Scoring Procedure (June, 1975). Hausman and Thaler.

The local Pre-Trial Release (PTR) Program uses a point system, based on that developed by the Vera Foundation, to determine which defendants should be recommended for release without bail. The aim of this research was to develop a more refined method of predicting which defendants will return for trial. The study statistically analyzed 500 individuals who were recommended and approved for release during 1973, using probit analysis. The major conclusions are:

(1) Out of five factors used by PTR in its current scoring, only two (prior record and schooling) were statistically significantly associated with the frequency of appearance or non-appearance.

(2) By reformulating the way in which prior record, family situation, and community ties were measured, we were able to obtain new variables which were statistically significantly associated with the frequency of appearance or non-appearance.

(3) The importance of prior criminal record in the analysis, coupled with the fact that the presiding judge has much more complete information than PTR regarding prior record, indicates an imbalance in the information PTR is obtaining. A strong case can be made for PTR knowing much more about prior record than is possible at present; this knowledge would require, in all probability, computer access to criminal records.

(4) The process of verification seems to have predictive ability, thereby providing unexpected support for the basic methods of operation of PTR. This "process" variable may help explain why PTR's record is quite good in spite of the current findings that many of the factors considered in the PTR score are not statistically significant.

The Criminal Court System in Rochester and Monroe County, New York (June, 1975). Cronin and Horwitz.

This report provides a jurisdictional overview of the criminal court system as it affects Monroe County, and presents caseload, budget, and staffing figures on all local courts and related agencies which handle arrests by the New York State Police or any of the twelve local police departments. This paper focuses on Rochester City Court, Monroe County Court, and the town and village Justice Courts, tracing the path an accused person follows through each court from arrest through disposition and discussing the various agencies he contacts in the process.

Each court-related agency, such as the District Attorney's Office, the Public Defender's Office and the Pre-Trial Release Program, is discussed individually, including programs which divert clients from the criminal justice system. Also highlighted are a number of changes in court procedures and programs which have substantially affected the local court system over the past years. Such new features include the introduction of individual case calendaring in Rochester City Court, the initiation of a criminal arbitration alternative to regular court processing of certain complaints, the removal of moving traffic violations from City Court through administrative adjudication, and a new Pre-Trial Diversion project.

CHAPTER V

PILOT CITY PROGRAM ACTIVITIES: CORRECTIONS

In the area of corrections, two demonstration projects were developed by the Pilot City staff. The Rehabilitation Intervention Program for Sentenced Prisoners was developed in collaboration with personnel from the University's Department of Psychiatry, the Monroe County Sheriff's Department, and the County Crime Control Coordinator. PEG (the Probation Employment and Guidance Program) was developed in collaboration with the Monroe County Probation Department and the County Crime Control Coordinator.

The Rehabilitation Intervention Program, which operated in 1974-75 has been institutionalized by Monroe County. The PEG program is due to end June 30, 1975. At that time, Monroe County will institutionalize the basic components of the program and extend the services to jail inmates as well as probationers.

The Pilot City staff also: prepared a report on the experience of the PEG program; undertook three research studies -- a cost/benefit analysis of a vocational upgrading program, an overview of the corrections system in Monroe County, and an analysis of the need for and feasibility of relocating seven categories of prisoners from the jail to other facilities; undertook a special survey for the PEG program; and undertook research and developed three technical assistance papers covering -- the design of a central information management system for adult probation, a profile of female jail prisoners, and an examination of the scope of physical handicaps among unsentenced prisoners.

Demonstration Projects

"RIP" - (Rehabilitation Intervention Program for Sentenced Prisoners) (Grantee: Monroe County Sheriff's Department, County of Monroe)

This project involved a three-pronged intervention effort with the sentenced population of the Monroe County Jail geared toward early identification of problems that impair the social functioning of the offender, the development of a treatment plan for the individual inmate including group and individual counseling, and a program of after-care treatment and follow-up. The service teams included mental health professionals and para-professionals. Jail guards participated in the program and received seminars on managing the acutely disturbed and ways of effectively using the mental health services available. The program was placed in an experimental setting and was designed to be evaluated on measures of recidivism, job stability, and social functioning of the inmate one year after discharge from the Jail.

The L.E.A.A. grant for the project was awarded in June, 1973. The original program spanned 18 months: 12 months of operation plus an additional six months for continuing case follow-up by the evaluation team and preparation of the final evaluation report. The subcontract for services, however, was not processed through the New York State Division of Criminal Justice Services (DCJS) until December, 1973. In the grant award, DCJS also made a special condition that a three-month planning phase should precede the delivery of services to sentenced prisoners. Special conditions for the planning phase included such elements as psychiatric interviews, collecting data for the design of treatment methods, etc., -- in essence running a prototype of the program for three months prior to its full operation.

Following finalization of the subcontract for services in December, 1973, the service team, at their own expense, ran the planning phase for three months as required by DCJS. The operational aspect of the program, therefore, commenced in April, 1974, and ran until April, 1975. The evaluation component, including continued follow-up on jail inmates and preparation of the final evaluation report, is scheduled to extend to October, 1975.

The Program has been institutionalized. Monroe County has funded the Program through December, 1975, and the Legislature has indicated that future funding will be considered pending their review of the Program's evaluation report.

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"PEG" - (Probation Employment and Guidance Program)
(Grantee: Monroe County Probation Department, County of Monroe)

The PEG Program utilizes a multidisciplinary panel approach to the problems of unemployed and underemployed probationers, age 18 and over. A pool of volunteer experts in the field of personnel, manpower training, and industrial psychology sit on weekly Employment Guidance Councils to advise referred probationers about their employment problems and possibilities, as well as training and educational options. The PEG Coordinator (a senior probation officer) and the Community Liaison Officer (a personnel specialist) provide supportive services, including intensive follow-up; a research analyst is responsible for project evaluation.

The PEG Program was developed by the Pilot City staff, in collaboration with the Monroe County Probation Department and the County Crime Control Coordinator. Funds to implement and evaluate the experimental project were awarded to the Monroe County Probation Department in June, 1973, and program operations commenced in early November. A subsequent grant was approved one year later to continue the experiment and expand the evaluation.

Unemployed and underemployed probationers who wish to participate in the program are referred by their probation officers for an intake interview, conducted by the Coordinator, who briefly assesses the probationer's employment-related problems. Probationers in need of assistance which can be more appropriately provided by another community agency are referred elsewhere at this point. In the early phase of the PEG Program this screening was provided by a panel of community volunteers.

Probationers found to be eligible for further PEG services are randomly assigned to a control group (routine follow-up by a probation officer) or to the experimental group (PEG Program). Those in the latter group receive a three-hour battery of tests and are scheduled to meet with the Employment Guidance Council for counseling regarding employment problems and prospects. Intensive follow-through assistance after the EGC session is provided by the Community Liaison Officer.

1
This program has been supported through the Pilot City Program by two L.E.A.A. grants; although the grants overlap somewhat, the two periods are distinguished as PEG I and PEG II in referring to the operational portions of the program.

As of May, 1975, 357 probationers have been referred to the program, 321 of whom actually appeared for the intake interview. After screening, 250 were found eligible for EGC services; 160 were assigned to the experimental group and 87 to the control group.¹ A research report, assessing the program impacts on recidivism and employment status of probationers participating during the first six months, has recently been completed; also, a report on a general overview of the PEG Program experience has been completed. Both of these reports are reviewed later in this chapter.

The PEG Program will end June 30, 1975. The PEG approach -- utilizing volunteer business and industry employment experts to serve on the Employment Guidance Council -- was so well received by Monroe County officials and the members of the Council that it is being extended to serve jail inmates as well as probationers. The new PEG program (renamed Positive Employment and Guidance Program) will be operated by Rochester Jobs Incorporated under a CETA (Comprehensive Employment Training Act) contract from the City-County consortium.

Evaluation

*The Probation Employment and Guidance Program: An Evaluation of Impacts on Employment and Recidivism (June, 1975).
James E. Phillips, Research Analyst, PEG Program.

This paper reports the impacts of an experimental employment program on a group of adult probationers in Monroe County referred to the program from November, 1973 through May, 1974. This evaluation is based on nine months follow-up of 100 unemployed and underemployed participants who were randomly assigned to control and experimental (treatment) groups. The treatment involved counseling by a panel of community volunteers with employment expertise, plus follow-through assistance. The assessment of program impact is based on a comparison of the performance of the respective groups with regard to attaining employment and

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Three individuals withdrew from the program before random assignment could be made.

*NOTE: This report was not undertaken by the Pilot City Program. It is summarized here due to its relevance to the PEG program.

avoiding further trouble with the law. Performance on the dimensions indicated is measured at two intervals -- six and nine months after the onset of treatment.

On criteria of employment success (e.g., amount of time worked, income earned, improvement in employment status) the experimental group is observed to do relatively better than the control group; the broader the measure, the greater the relative differences. In most cases, however, the differences do not attain statistical significance, and in several cases, these gains attenuate between six months and nine months. Analysis of recidivism outcomes (new arrests and new convictions) suggests that the modest gains in employment status experienced by the treatment group do not translate into reductions in rate of return to crime. The program premise of a general relationship between employment status and recidivism receives strong support, however.

A further analysis of results based on 12 months of follow-up is in progress.¹

Program Report

A Report on the Experience of the Probation Employment and Guidance Program: September, 1973 - May, 1975 (June, 1975)
Roberta C. Cronin, with the assistance of Dorothy Greenwood and Robert Norton.

This report reviews the experience of the PEG Program, an experimental employment program, using volunteer community experts in personnel, manpower training, and employment fields to counsel Monroe County probationers. The report provides a description of program procedures and a detailed view of the sequence of events experienced by the participating probationer. Also included is an overview of the program development and a summary of the results of the formal evaluation of impacts on client employment and recidivism.

¹

Preliminary analysis of the 12 month follow-up data, underway as we go to press, indicates that statistically significant differences between experimentals and controls have emerged strongly at the 12-month point. No change in the recidivism picture has been observed.

Research Studies

Cost/Benefit Analysis of the Monroe County Pilot Program for Vocational Upgrading of Probationers (July, 1973). Chitren and Reynolds.

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

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

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

Corrections in Monroe County, New York: 1970-1973 (April, 1974). Thomas.

This report examines adult correctional agencies in Monroe County and New York State which are responsible for the supervision and custody of offenders sentenced by Monroe County Court, Rochester City Court, and the Town and Village Justice Courts. Caseload, staffing, budget, and program information are presented on the Monroe County Probation Department and the Monroe County Jail, and two private, non-profit programs which significantly impact upon the local correction system -- Pre-Trial Release, Inc. and the Rochester Bail Fund -- are discussed. An overview of the New York State Department of Correctional Services and its relationship to the local system is included.

Emphasizing that only a minority of convicted offenders receive sentences which involve them with the correctional system as such, the report notes that over a five-year period (1967-1971), a consistent 2-3% of all offenders received sentences to New York State correctional institutions, while commitments to the Monroe County Jail showed a systematic decline from 22% to 12%, and probation sentences fluctuated in the 3-7% range. In 1972, of 3,957 persons under supervision by local correctional agencies, the substantial majority -- 2,627 or 66% -- were serving sentences in the community either on probation or on parole following a term of incarceration. The report identifies a short run trend away from incarceration and in favor of community supervision and discusses possible explanations of this shift.

The Monroe County Jail: The Need for and Feasibility of Relocating Into Other Facilities Seven Categories of Prisoners (June, 1975). Dickson, Croft, Cronin, Defabaugh.

At the request of the County Manager and the Sheriff, this study was made of the Monroe County Jail and the Rochester City Lock-Up to analyze the need for and feasibility of relocating seven categories of prisoners into another County building.

The seven types of prisoners are: (1) sick and injured prisoners, (2) public intoxicants and the possibility of a detoxification center under the auspices of the Sheriff, (3) inmates requiring daily medical treatment for drug addition, (4) intermittent sentenced prisoners, (5) work and educational release, sentenced prisoners, (6) sentenced women, and (7) inmates committed for psychiatric examinations.

A detailed history of Jail and Lock-Up prisoner populations was developed. Conditions of crowding were carefully examined and an in-depth analysis was undertaken on the scope and nature of the problems for each of the seven types of prisoners. Recommendations to meet the problems of each of the seven types of prisoners were offered, as well as some overall recommendations about ways to relieve jail crowding.

Research Related to Demonstration Programs

"Survey of Employment Status of Adult Probationers" (1973)

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

Technical Assistance Papers

Design of a Central Information Management System for Adult Probation (1973)

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

Profile of the Women in the Monroe County Jail in 1973 (1974)

At the request of the Monroe County Sheriff, the Pilot City staff undertook a study of the characteristics of the sentenced and unsentenced female population admitted to the Monroe County Jail in calendar year 1973. A report was submitted outlining in detail the personal characteristics of race, nativity, residence, age, sex, marital status, education, literacy, occupation, and religion; the legal characteristics of court of sentencing, length of sentence, length of stay as a sentenced prisoner, article and section number of the offense, code of law for the offense, reason held, reason discharged, number of days in jail as an unsentenced and/or sentenced prisoner, the committing agency,

and the recidivism status in terms of whether the person previously had been committed to the jail. This working paper was used as background information by the Pilot City Program staff in assisting the jail rehabilitation staff in the development of a grant proposal for a rehabilitation program for female inmates.

Program for the Physically Handicapped (1973)

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

CHAPTER VI

PILOT CITY PROGRAM ACTIVITIES: JUVENILE JUSTICE SYSTEM AND FAMILY COURT

The Pilot City staff, in collaboration with the Probation Department of the Monroe County Family Court, developed two demonstration projects. The Monroe County Family Court Probation Project, which ends this month, has components which have been institutionalized — the staff has been reorganized into teams, staff caseloads have been assigned on a geographical catchment area basis, and, next month, the teams will be moving into satellite offices. Additionally, the project director is being retained in an administrative position by the Department. The second demonstration project, TARGET PINS, which is an outgrowth of the first project, will commence next month.

The Pilot City staff undertook two research studies in the area of the juvenile justice system: a definitive overview of the juvenile justice system in Monroe County, with the focus on tracking the juvenile through the entire system; and a cost effectiveness analysis of the collection and disbursement of support payments by the Monroe County Family Court.

Demonstration Projects

Monroe County Family Court Probation Project (Grantee: Monroe County Family Court Probation, County of Monroe)

The Family Court Probation project was designed to improve the delivery of services to juveniles coming into contact with the criminal justice system and to develop a diversion-maximizing model emphasizing the use of community resources to meet the needs of juveniles as an alternative

process. Specific goals included reorganization of probation personnel into teams, and establishing caseloads on a geographic basis. An intensive training program, focusing on team building and the development of teamwork techniques and skills, also was part of the project.

A major goal was to test, in one experimental catchment area, the maximum diversion of juveniles from the criminal justice system. This was to involve opening a satellite office in an experimental catchment area, developing specific diversion models for testing in the area, and maximizing utilization of an "allied services" approach by using personnel from related criminal justice, social service, and community agencies to work with the probation teams in implementing diversion strategies. The project was placed in an evaluation framework including an assessment of the training program, and an evaluation of the diversion-maximizing model.

The project was funded by L.E.A.A. in June of 1973, and became operational following approval by the New York State Division of Criminal Justice Services in December, 1973, of the training contract. The project was scheduled for 18 months, with a completion date of June, 1975.

Under the project, the Family Court staff was reorganized into teams, caseloads were assigned on a geographical catchment area basis, and the team training program was undertaken. Further, a complete reorganization of the record keeping system of the court was achieved, and a program was undertaken to maximize diversion procedures at the case intake level. Although the teams were assigned responsibility for specific geographic catchment areas, they will not start moving into satellite offices in these areas until next month.

Although the establishment of a specific diversion program for one experimental catchment area was not accomplished, the project staff did attempt to maximize diversion at the case intake level. Staff from the School of Criminal Justice, State University of New York at Albany, are evaluating the impact of that diversion program.¹

¹

The evaluation is being conducted as part of the School's larger study of diversion which is funded by the National Science Foundation.

As discussed in TARGET PINS, following, the Pilot City staff has worked with project personnel in developing a major diversion effort as a next step in the overall project.

TARGET PINS

(Grantee: Monroe County Probation Department, County of Monroe)

TARGET PINS is a project for diverting juveniles brought to the Monroe County Family Court into a program for highly individualized services. TARGET PINS grew out of the Family Court grant which was charged, in part, with developing a new diversion program to be funded and tested.

There have been strong nation wide and state efforts to remove Persons In Need of Supervision (PINS), defined as juveniles committing acts which if they were committed by an adult would not constitute a crime, from the jurisdiction of Family or other courts. TARGET PINS will provide the opportunity to test a specific, high-intensity diversion alternative (with a low juvenile to worker caseload ratio of no more than 15 juveniles for each worker) for a randomly selected, voluntary group of juveniles who appear at Family Court Intake on PINS complaints. Because of the careful research framework, TARGET PINS will provide some answers about an alternative to Family Court.

A baseline for diversion has been established. During the first 11 months of 1974, there were an average of 49 PINS complaints each month to the Monroe County Family Court Intake Department. An average of 22 PINS petitions were formally filed for each of those same months. This means that there was a diversion rate of 54%. It also means that 46% of all PINS complaints resulted in the filing of formal petitions. TARGET PINS, a model for maximum diversion for all PINS juveniles, will establish how many of those youth who do go on to petition at present would not have to have further system penetration if TARGET PINS were available to them.

TARGET PINS will employ three Youth Crisis Counselor/Advocates (YCC/As) who will be available to assist the juvenile by a 24-hour per day tone pager. The YCC/As first priority will be the welfare of the juvenile. TARGET PINS' juveniles will also be screened for learning disabilities.

In June, 1975, L.E.A.A. awarded funds to the County of Monroe for implementing the 14-month TARGET PINS project.

Research Studies

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

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

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

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

At this time, most of the recommendations have been implemented (including removal of probation officers to perform these duties) and plans are underway to further refine the procedures.

The Juvenile Justice System in Monroe County, New York (June, 1975). Defabaugh.

The purpose of this report was to define the juvenile justice system in Monroe County by tracking the processing of juvenile offenders from the time of their apprehension at the beginning of the precourt stage until the final disposition at the end of the postcourt stage.

The 1970 Monroe County population of juveniles over 7 and under 16 years of age was 17.7% of the total county population. In 1973 there were 1,157 male and 144 female juvenile arrests. Of those, 41.6% were felonies, 55.7% misdemeanors, 1.5% violations, and 1.2% were arrests made for other agencies. Juvenile arrests were 5.5% of the total county arrests (including adults). To keep juveniles out of the court system, most of the police departments have prevention programs (e.g., lectures at schools), plus

informal settling at the station of many complaints against juveniles. The third type of precourt diversion is special federally-funded programs for juveniles.

At the court stage in 1973, intake probation diverted approximately 39.9% of the unofficial JD and PINS petitions that it received. In all, 1,172 petitions (750 JD's, 256 PINS, and 166 violations of either a previous official JD or PINS petition) became official and went before one of the four family court judges.

These 1,172 official petitions were on 800 unique juveniles, 71.2% male and 28.8% female. The county's three law guardians defended 736 unique juveniles on 994 (84.8%) of the official petitions. Another 130 (11.1%) official petitions on 111 unique juveniles were handled by 85 different private attorneys.

The juveniles not dismissed at the fact-finding phase of the court stage entered the postcourt stage. In 1973 these 1,172 official petitions received a disposition of suspended judgment, general reserve, or were dismissed in 51.7% of the cases; another 19.6% received probation; and another 20.2% received placement. Again counting the total official petitions, approximately 82.8% of the juveniles remained in Monroe County whether they were returned to their own homes or placed at the State Training School at Industry.

Research Related to Demonstration Projects

"Profile of Delinquent Youth in Rochester" (1973)

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

CHAPTER VII

THE PILOT CITY PROGRAM STAFF

The Pilot City Program was fortunate in that throughout its operational period it retained the following basic professional staff: Ms. Croft, Director; Dr. Thaler, Program Associate; Dr. Smith, Program Associate; Dr. Defabaugh, Administrative and Research Associate; Ms. Cronin, Senior Research Analyst; and Ms. Horwitz, Senior Research Analyst.¹

As indicated in Table II, Mr. Thomas, Research Associate, and Mr. Hill, also were with the Program for approximately two of its three years of operation. Mr. Dickson joined the Program as Program Associate for the last nine months. Ms. French, the Program's secretary was with the Program throughout its existence and was assisted by Ms. Breiner during the last year.

Throughout the Program, the staff maintained a high level of work activity as evidenced by the substantial number of research publications and studies, technical assistance activities, and development and monitoring of the ten separate demonstration projects. Staff members also attended a number of conferences and seminars relating to criminal justice, presented papers at symposiums, gave speeches and appeared on television regarding studies of the Program, and attended, literally, hundreds of meetings with local criminal justice

¹ Drs. Smith and Thaler worked part-time for the Program but were on the staff during the entire period of the Program.

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

June, 1972 - June, 1975

NAME	TITLE	PERIOD OF EMPLOYMENT	ACADEMIC BACKGROUND	EXPERIENCE PRIOR TO JOINING STAFF
Craft, Elizabeth E.	Director	8/72-6/75	B.A.-Psychology; M.A.-Political Science; M.A.-Criminal Justice; Completed all but thesis for Ph.D. in Criminal Justice.	22 years applied governmental research work in Rochester-Monroe County; director and author of scores of major studies and evaluations in corrections, police, and courts; has administered "pilot" criminal justice programs.
Smith, Thomas S.	Program Associate	9/72-6/75	B.A.-Sociology; M.A.-Sociology; Ph.D.-Sociology.	3 years teaching experience, University of Michigan; 2 years teaching experience, University of Rochester; author of more than a dozen papers and reports, including work in police systems.
Thaler, Richard H.	Program Associate	6/72-6/75	B.A.-Economics; M.A.-Economics; Ph.D.-Economics.	2 years teaching experience, University of Rochester; research in cost-benefit analysis, the economics of crime, and health economics.
Dickson, Carlisle H.	Program Associate	9/74-6/75	B.A.-Liberal Arts; M. Div.; M.A.-Criminal Justice; Completed all but thesis for Ph.D. in Criminal Justice.	Project manager (1 yr.) Training of Trainers Program, Md. Juvenile Services; Consultant in Organization Development; 7 years in criminal justice, social work, and voluntary organizations.
Thomas, Gregory A.	Research Associate	11/72-9/74	B.A.-Sociology and Anthropology; M.A.-Criminal Justice.	15 months with VISM; 2 years experience in the field of Criminal Justice, including the New York State Department of Corrections, Senior Investigator for the Attica Commission, and Crime Control Planning for the City of Rochester.
DeFamighis, Catherine L.	Administrative and Research Associate	6/72-6/75	B.A.-Psychology; M.A.-Psychology; Ph.D.-Psychology.	1 year teaching experience, University of Rochester; author of two publications; numerous years of office work experience, including executive secretarial positions.
Crohn, Rebecca C.	Senior Research Analyst	9/72-6/75	B.A.-Sociology and Anthropology; M.A.-Sociology; Completed all but thesis for Ph.D. in Sociology.	Teaching experience at Cornell University.
Horwitz, Lois K.	Senior Research Analyst	9/72-6/75	B.A.-Mathematics; M.A.-Mathematics; Completed all course work for Ph.D. in Mathematics.	Teaching experience at the University of Rochester.
Hill, Scott C.	Research Analyst	6/72-3/74	B.A.-Criminal Justice.	Assistant Criminal Justice Planner, North Middlesex Area Commission, Lowell Massachusetts (work/student program); 1 year experience as Records Clerk, Monroe County Sheriff's Office, Rochester, New York.
Front, Nancy M.	Secretary	9/72-6/75	Graduate of Rochester Business Institute.	
Brainer, Donna J.	Secretary	7/74-6/75	Graduate of Churchville-Chili High School.	

*Drs. Smith and Thaler also held faculty appointments at the University of Rochester and worked part-time for the Program. Their respective Departments paid a portion of their salary commensurate with the time required for Department duties.

and governmental officials.

The Pilot City Program further enhanced its staffing by the employment of part-time and temporary personnel. Most of these employees were graduate students who worked for the Program as research assistants, applying their academic specialties to specific Pilot City studies. The Program also retained on a part-time basis seven professors --- with backgrounds in systems analysis, economics, business administration, and psychology --- who participated in a number of studies including that of jury selection, the research and management utilization study of a court information system, the pre-trial release study, the PAC-TAC evaluation, the applicability of simulation models to crime data, etc. The Program also had the advantage of the collaboration of several University professors and graduate level students who, in various capacities, worked without pay in selected Pilot City study areas.

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

THE PILOT CITY PROGRAM AND THE UNIVERSITY

The experience of the Pilot City Program testifies to the mutual benefits which accrued from the association of the University¹ with the Program. As discussed in previous reports, the University had a two-fold interest in the Program. On the one hand, the University was interested in being of service to the community by developing a community-based criminal justice program where a relatively intensive research effort would be directed at developing and assessing new methods for improving criminal justice processes. At the same time, the University recognized that it was fundamentally an academic institution and, as such, participation in community endeavors was appropriate only where it contributed to the education process and research programs of the University.

To fulfill both interests, the Pilot City Program utilized as resources on-going academic programs and relevant academic research interests and expertise. In this manner, members of the academic community involved in the Program derived educational benefits while the community benefitted from an enriched Pilot City Program.

One area yielding important mutual benefits involved arrangements with the Systems Analysis Program of the Graduate School

¹ Croft, Elizabeth B. Rochester-Monroe County Criminal Justice Pilot City Program Interim Report, Phase One. December 31, 1972; Croft, Elizabeth B. Rochester-Monroe County Criminal Justice Pilot City Program Phase One Final Report. December 31, 1973; Croft, Elizabeth B. Rochester-Monroe County Criminal Justice Pilot City Program Phase Two Interim Report. September 30, 1974.

of Management. Graduate students, as part of their course work, undertook four major studies for the Program¹ which resulted in high quality research in criminal justice areas of interest to the Program and the community. Several other University students, with the assistance of the Pilot City staff, also undertook research and prepared class papers in criminal justice areas.

In working with these students, Pilot City staff involvement included assisting in study design, serving as a liaison with the community agencies involved, and monitoring study progress. In each instance, the staff suggested study areas of interest to the Program which also coincided with the academic interests and abilities of the students. Since the students also were receiving advice and assistance from the academic members of their Department, Pilot City staff input was kept at a reasonable level, and the Program benefitted by receiving several studies in criminal justice areas with little cost to the Program.

Additionally, in arrangement with the University College, Pilot City staff members designed and supervised an academic research program for two students who had had several years experience as police investigators. These students, who received course credit for

¹ These reports, which have been reviewed in previous chapters, were: Cost Effectiveness Analysis of the Collection and Disbursement of Support Payments by the Monroe County Family Court, A Cost/Benefit Analysis of the Monroe County Pilot Program for Vocational Upgrading of Probationers, Analysis of Juror Utilization in Monroe County, and a report which led to a Pilot City technical assistance paper, Study of the Proposed 911 Emergency Telephone System for Monroe County, New York.

this work, undertook a series of studies and prepared background information papers in areas relevant to the Program. The Program staff also arranged for joint Program-University sponsoring of two seminars on quantitative methods of relevance to both the Program and the University.

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

Several professors also worked part-time for the Program, providing their expertise in a number of specialized studies. Their assistance not only assured that Program staffing could be maintained at the necessary level, but the special skills and background they offered enabled the Program to expand both the subject matter and number of studies.

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

APPENDIX I

Rochester-Monroe County Criminal Justice Pilot City Program
Publications

ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM

PUBLICATIONS

Publication Number	Title and Author
1 -	Croft, Elizabeth B. <u>Rochester-Monroe County Criminal Justice Pilot City Program Phase I Interim Report.</u> December 31, 1972.
2 -	Horwitz, Lois K. and Elizabeth B. Croft. <u>Local Criminal Justice Appropriations in Monroe County, New York.</u> May 7, 1973.
3 -	Cox, Roger A. and Lois K. Horwitz. <u>Demographic Indicators for Rochester and Monroe County, New York 1960-1972.</u> June, 1973.
4 -	Smith, Thomas S. <u>"PAC-TAC" - Police and Citizens-Together Against Crime.</u> Prepared for the City of Rochester and the Rochester Police Department. June, 1973.
5 -	McGrath, J. William and Edward T. Pegg. <u>Cost Effectiveness Analysis of the Collection and Disbursement of Support Payments by Monroe County Family Court.</u> July, 1973.
6 -	Chitren, Vincent R. and Regis J. Reynolds. <u>A Cost/Benefit Analysis of the Monroe County Pilot Program for Vocational Upgrading of Probationers.</u> July, 1973.
7 -	Cronin, Roberta C. <u>Probation Employment and Guidance Program.</u> Prepared for the County of Monroe and the Monroe County Probation Department. September, 1973.
8 -	Thaler, Richard H. and Lois K. Horwitz. <u>Program for System Performance, Evaluation, and Research.</u> Prepared for the County of Monroe. September, 1973.
9 -	Thomas, Greg. <u>The First Five Years of the Safe Streets Act; Law Enforcement Assistance Administration Grants in Monroe County, New York From 1968 to July 1, 1973.</u> September, 1973.
10 -	Thomas, Greg. <u>Monroe County Family Court Probation Project.</u> Prepared for the County of Monroe and the Monroe County Family Court Probation Department. October, 1973.
11 -	Barry, David and Dean Harper. <u>Rehabilitation Intervention Program for Sentenced Prisoners.</u> Prepared for the County of Monroe and the Monroe County Sheriff's Department. October, 1973.

Publications - (Continued)

Publication Number	Title and Author
12 -	Horwitz, Lois K. <u>Local Criminal Justice Appropriations in Monroe County, New York 1960-1973.</u> October 30, 1973.
13 -	Croft, Elizabeth B. <u>Rochester-Monroe County Criminal Justice Pilot City Program Phase I Final Report.</u> December 31, 1973.
14 -	Cronin, Roberta C. <u>The Impact of Alcohol Offenses on the Criminal Justice System in Monroe County, New York.</u> January 28, 1974.
15 -	Hill, Scott C. <u>Police in Monroe County, New York.</u> May, 1974.
16 -	Thomas, Greg. <u>Corrections in Monroe County, New York 1970-1973.</u> April, 1974.
17 -	Thaler, Richard H. and Jeffrey Lasky. <u>Research, Management, and Offender Based Transaction Statistics Systems.</u> April 30, 1974.
18 -	Cox, Roger A. <u>Crime in Monroe County 1960, 1964, 1970-1973.</u> September, 1974.
19 -	Cronin, Roberta C. <u>Probation Employment and Guidance II.</u> Prepared for the County of Monroe and the Monroe County Probation Department. July, 1974.
20 -	Hill, Scott C. <u>"FACIT" - Family Conflict Intervention Team Experiment.</u> Prepared for the City of Rochester and the Rochester Police Department. July, 1974.
21 -	Smith, Thomas S. <u>"PAC-TAC III" - Police and Citizens-Together Against Crime.</u> Prepared for the City of Rochester and the Rochester Police Department. July, 1974.
22 -	Kingston, Patti J. and Jeffrey O. Smith. <u>A Study of Drug Abuse in Rochester and Monroe County.</u> Prepared under subcontract for the Pilot City Program by the Center for Governmental Research Inc. March, 1974.
23 -	<u>Crime in Monroe County 1960, 1964, 1970-1973 (Crime Data Supplement).</u> Compiled by the Staff of the Rochester-Monroe County Criminal Justice Pilot City Program. September, 1974.
24 -	Croft, Elizabeth B. <u>Rochester-Monroe County Criminal Justice Pilot City Program Phase II Interim Report.</u> September 30, 1974.

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Publication Number	Title and Author
25 -	Sayeed, Arif and James K. Farley. <u>Analysis of Juror Utilization in Monroe County.</u> October, 1974.
26 -	Thaler, Richard. <u>An Economic Analysis of Property Crime: Interaction Between Police and Criminals.</u> January, 1975.
27 -	Thaler, Richard H.; Warren Hausman, Lois Horwitz, Lee Mairs, and M. R. Rao. <u>Research and Management Utilization of a Court Information System.</u> September, 1974.
28 -	Smith, Thomas S. <u>Inverse Distance Variations for the Flow of Crime in Urban Areas.</u> March, 1975.
29 -	Dickson, Carlisle H. <u>TARGET PINS.</u> Prepared for the County of Monroe and the Monroe County Probation Department. June, 1975.
30 -	Thaler, Richard H. <u>A Note on the Effect of Crime on Property Values.</u> June, 1975.
31 -	Croft, Elizabeth B. and Greg Thomas. <u>Victim Assistance Program.</u> Prepared for the City of Rochester and the Rochester Police Department. June, 1975.
32 -	Barry, David, Robert Goldstein, and Thomas Spence Smith. <u>The Screening and Selection of Police Candidates in Rochester, New York.</u> June, 1975.
33 -	Smith, Thomas Spence, Jerry E. Williams, and Raymond L. Smith. <u>The Police-Civilian Foot Patrol: An Evaluation of the PAC-TAC Experiment in Rochester, New York.</u> June, 1975.
34 -	Cronin, Roberta C. and Lois K. Horwitz. <u>The Court System in Monroe County, New York.</u> June, 1975.
35 -	Hausman, Warren H. and Richard H. Thaler. <u>A Statistical Study of the Monroe County Pre-Trial Release Program Scoring Procedure.</u> June, 1975.
36 -	Cronin, Roberta C., Dorothy Greenwood, and Robert Norton. <u>A Report on the Experience of the Probation Employment and Guidance Program: September, 1973 - May, 1975.</u> June, 1975.
37 -	Defabaugh, Gretchen L. <u>The Juvenile Justice System in Monroe County, New York.</u> June, 1975.

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38 -	Dickson, Carlisle H., Elizabeth B. Croft, and Roberta C. Cronin. <u>The Monroe County Jail: The Need for and Feasibility of Relocating Into Other Facilities Seven Categories of Prisoners.</u> June, 1975.
39 -	Croft, Elizabeth B. <u>Rochester-Monroe County Criminal Justice Pilot City Program Final Report.</u> June, 1975.

NOTE: These publications are available in the following libraries in Rochester and Monroe County.

- (1) Leroy V. Good Library, Monroe Community College
- (2) Rush Rhees Management Library, University of Rochester
- (3) Rochester Public Library, Local History Division
- (4) Center for Governmental Research Inc. Library
- (5) Rochester Institute of Technology School of Criminal Justice Library

Copies of these reports are also available in the library of the School of Criminal Justice, State University of New York at Albany.

A limited number of copies are available for purchase from James Peck, Public Relations, Graduate School of Management, University of Rochester, Rochester, New York 14627.

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