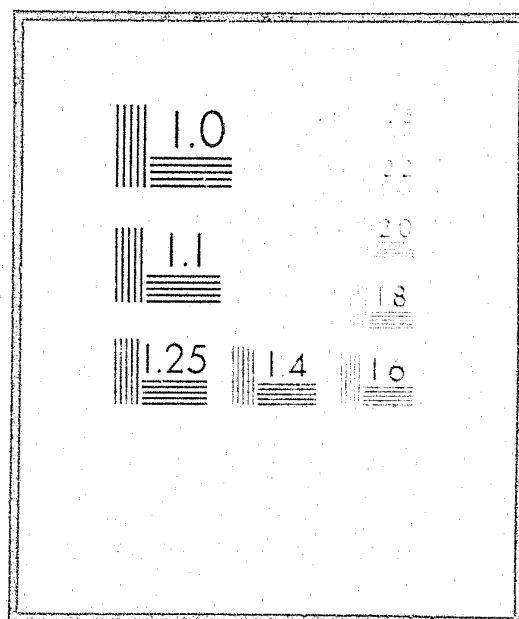


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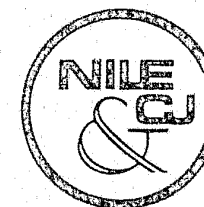
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HIGH IMPACT ANTI-CRIME PROGRAM

ANALYSIS OF CRIME-ORIENTED PLANNING IN THE EIGHT CITIES OF THE HIGH IMPACT ANTI-CRIME PROGRAM



36127

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

NATIONAL IMPACT PROGRAM EVALUATION

**ANALYSIS OF CRIME-ORIENTED PLANNING
IN THE EIGHT CITIES OF
THE HIGH IMPACT ANTI-CRIME PROGRAM**

BY
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AUG 26 1976

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ACQUISITIONS

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

MITRE Department
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ABSTRACT

This document presents a preliminary analysis of the crime-oriented planning process carried out by the eight Impact cities. This analysis is being undertaken by the National Institute of Law Enforcement and Criminal Justice and The MITRE Corporation as part of the National Level Evaluation of the High Impact Anti-Crime Program now in operation in these eight cities.

The document provides a model of the crime-oriented planning process developed by LEAA and demonstrates the model's application to the products generated by these cities. The paper focuses on a city-by-city analysis and on a comparison across the cities of similarities and differences in the problems identified and in the programs and projects developed.

ACKNOWLEDGMENT

The author would like to gratefully acknowledge the assistance of Gerrie Kupersmith and Judith Soisson in the development of the crime-oriented planning model utilized in this analysis.

Preface

The High Impact Anti-Crime Program was designed by the Law Enforcement Assistance Administration (LEAA) to demonstrate in eight large cities the effectiveness of comprehensive, crime-specific programs in reducing stranger-to-stranger crime and burglary.

The National Institute of Law Enforcement and Criminal Justice and The MITRE Corporation are engaged in an effort to conduct a National Level Evaluation (NLE) of the High Impact Anti-Crime Program. The NLE provides for the examination and evaluation of essentially three separate but complementary issues:

- What Happened at the City Level?
- What Factors Promoted or Inhibited Program Success?
- What Meaningful Conclusions can be drawn from the overall Experience?

This analysis is to be accomplished by means of eight broad evaluation tasks.

This document represents an interim report for Task I of the National Level Evaluation. Task I provides for the analysis of the effects of and the differences in the crime-oriented planning, implementation, and evaluation functions instituted by each city for carrying out its Impact Program. The interim analysis presented here focuses on the first of these three sub-tasks, the crime-oriented planning function.

It is hoped that the information and findings contained in this document will, in a preliminary fashion, not only provide insight into the nature of the planning process and products associated with the eight-city experience, but also will assist criminal justice agencies and planners in producing better designed and more effective anti-crime planning activities.

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EXECUTIVE SUMMARY

Background

LEAA adopted crime-oriented planning as the central organizing principal for planning, implementing, and evaluating crime reduction efforts in the eight LEAA Impact cities. Crime-oriented planning techniques and methodologies were then perceived as the key mechanisms for cementing a federal and local partnership: a way to achieve the commonly held goal of reducing crime. Such a partnership, it was felt, would grow out of a guarantee of local autonomy over program planning and execution and the technical assistance, guidance, and financial support offered by the federal government.

The crime-oriented planning approach required that a concentrated effort be made to analyze specific crimes and their attributes, e.g., victims, offenders, and environments to identify relevant crime problems and provide a clearer focus on project solutions. In addition, this planning approach provided for the delineation of quantified crime-focused goals and objectives, thus emphasizing the need to evaluate project and program performance with respect to the defined crime problems rather than simply assessing generic system improvement.

This document provides a synthesized model for conducting crime-oriented planning and examines the model's relationship to the crime-oriented planning approach used to develop the initial planning products of the Impact cities. The planning process itself is viewed as dynamic; planning documents were not considered to be exhaustive end-products

reflecting all anticipated planning activities within the cities. It is expected that cities will carry out their final planning activities by 30 September 1974 and that an updated analysis would be prepared.

The Model

A seven-step model of crime-oriented planning was developed from the existing LEAA documentation in this area. The process and products which comprise the model may be described as follows:

<u>Process</u>	<u>Products</u>
1. Basic Data Analysis	1. Victim, offender, environment, and existing system data
2. Problem Identification and Prioritization	2. Specified and prioritized problem statements supported by data
3. Strategic Planning	3. Program areas/goals
4. Tactical Planning	4. Projects/objectives
5. Evaluation Planning	5. Evaluation plans and components
6. Project Implementation and Data Collection	6. Progress and evaluation reports
7. Evaluation	7. Interim and final evaluation reports

Basic data analysis through tactical planning, the first four steps in the model, formed the framework for conducting this analysis of crime-oriented planning.

By comparing the component elements of the crime-oriented planning model to those process issues and products generated by the cities, the

rationale for program and project selection could be tracked. Where such tracking was clear, a rational, crime-oriented planning process was said to have been employed. Where tracking was incomplete or unclear, the use of a crime-oriented planning approach could not be documented.

City-by-City Analysis

The city-by-city analysis examined, for each of the eight cities: the data analysis; problems identified; program areas and goals; projects and objectives; the link between steps in the planning process; and priority-setting and quantification of problems, goals and objectives as described in each city's planning documents.

As a result of this analysis of each city's planning efforts, several key findings emerged with respect to crime-oriented planning. These findings, though interim and thus tentative at this time, reflect differences within the cities in the degree of conformity to the crime-oriented planning model, deriving from a variety of factors (e.g., individual city uniqueness and capability). Clearly, though, four of the eight cities - Atlanta, Denver, Newark, and Portland - provided well-developed and sound crime-oriented planning documents.

These four cities showed good integration of victim, offender, environment, and existing systems data into the processes of defining problems, establishing program areas, and selecting projects. Atlanta studied robbery and burglary in a crime-oriented fashion. Problem areas proposed seem to link clearly with both the victim, offender, and environment and the existing systems data to produce, for the most part, relevant and consistent

programs and projects. Denver provided an extensive analysis of the victim, offender and setting and presented an entire document devoted to a detailed examination of high-risk census tracts. In addition, Denver defined a goal-objective hierarchy which concentrated on measuring program/project accomplishments linked to the victim, offender, and environment. Newark conducted an extensive analysis of both the victim, offender, and environment structure and the existing criminal justice system and cross-referenced each selected program and project proposed by the Newark planners to particular data items which support these selections. Portland, in a like manner, examined the victim, offender, and environment correlates of burglary and robbery, studied portions of the existing system, and integrated the two to produce relevant program areas. These, in turn, were utilized to support projects, most of which could be tracked back to the initial data analysis.

Lesser degrees of conformity to the crime-oriented planning model were evidenced in the remaining four cities (Baltimore, Cleveland, Dallas, St. Louis). Baltimore appeared to be constrained by a lack of readily available data to describe the victim, offender, and environment. As a result, approximately five of the seven program areas proposed are substantially unsupported by crime data, and, in turn, would appear to be poorly grounded. The Cleveland planning documents tend to show a limited analysis of the victim and the offender, but, rather, concentrate upon providing profiles of high incident geographic areas. However, the problems and program areas identified tend to focus upon the need for a

causation-oriented set of project solutions. Since the projects, within the program areas, are, to a large degree, oriented instead toward crime control, it is not surprising that the linkage between projects and the data analysis appears to be quite tenuous. Dallas provides selected victim, offender, and environment data and existing systems characteristics in their planning documents. In general, the information detailed is quite limited and not fully supportive of the problem areas deduced from the text. Nearly half of the proposed projects are geared to systems improvement objectives which are not clearly based upon the initial data provided. St. Louis provides, for the most part, a rather general description of Impact crime in terms of the victim, the offender, the environment, and the existing system. Much of its data lacks specificity with respect to the five offense types. Though basically crime-oriented in their construction, the program areas proposed lead to a number of projects which do not clearly link back to the original data analysis.

Analysis Across the Cities

The analysis across the cities concentrated on identifying similarities and differences in the problems, programs and projects targeted in the planning documents. As in the city-by-city analysis, it is clear that city uniqueness and capability affects the planning process and, in turn, the products generated. These differential effects thus, in a sense, minimize comparability and generalization. However, it is clear that across the cities, certain similarities do occur in the types of high priority crime problems identified and the types of strategies and tactics slated as solutions.

The crimes of burglary and robbery, the youthful and drug-related offender, the adult corrections system, and the courts received priority attention across the cities as problems. These specific areas of concern were viewed to represent the major crime and systems improvement targets demanding intervention.

Within the next level of crime-oriented planning, strategic planning, the program areas specified by the cities began to evidence a shift away from specific targets to more general system improvement targets. Most cities, for example, began to establish program-level goals concentrating on police agency and courts area improvement rather than maintaining an emphasis upon specific crime reduction goals.

Looking across four of the eight cities in which budgetary data were available to describe projects, the police functional area was the most frequently targeted category slated for improvement. Projected funding levels show that approximately twenty-nine percent of the funds set aside for Impact projects across these four cities were allocated to the police function. Other major functional area funds were distributed as follows:

- Adult Corrections - 18%
- Juvenile Corrections - 14%
- Courts - 11%
- Community Involvement - 10%
- Prevention - 9%
- Drug Abuse - 6%
- Research and Information Systems - 3%

Crime-Oriented Planning Across the Cities

The analysis provided in this document demonstrates that the techniques and methods of the crime-oriented planning process were utilized differentially across the cities. Some cities conducted extensive analyses of their own institutions aimed at reducing crime, the victims affected by these crimes, the offender-perpetrators, and the socio-demographic environments and locations where these crimes occur with the highest frequency. Some cities, on the other hand, for various reasons, relied less on the objective verification of their crime problems, but preferred to concentrate on massive programs of institutional upgrading.

There is perhaps one major lesson to be learned from this interim analysis effort, which can be further confirmed at a later date when funded projects have run their course:

Conformity to a new, federally mandated planning process, requires that adequate resources (time, money, and personnel) be devoted to "front-end planning." That is, there are numerous cooperative agreements and inter-agency relationships which need to be structured and formalized if city-wide planning is to occur in a systematic fashion. Existing system capability for all participating actors and agencies must be assessed and obstacles to acceptance of new methods and approaches must be reduced. Guidance provided to the cities should be clearly organized and structured with a strong emphasis upon conceptual understanding and goal

acceptance. Federal programs which profess short-term expectations of specific results across a number of cities, and require a valid comparison of city-level efforts, must concentrate upon bringing cities into positions of relative equality with respect to data availability and retrieval, administrative organization and allocations of responsibility and authority.

1.0 INTRODUCTION

1.1 The High Impact Anti-Crime Program

The High Impact Anti-Crime Program was announced by the Law Enforcement Assistance Administration (LEAA) in January, 1972. The agency represented the program as a noticeable departure from its prior policy. Previous LEAA programs had generally been directed toward improvement of the criminal justice system. Its grant money had been spent mainly on modernizing equipment, training personnel and refining the operational techniques of criminal justice agencies. The Impact Program defined its goals in terms of crime rather than of the criminal justice system. It had as its purpose the reduction of stranger-to-stranger crime and burglary in the Impact cities by five percent in two years and twenty percent in five years. The program was also intended to demonstrate the utility of the crime-oriented planning process, which was to include an analysis of the victims, offenders, and environment of the Impact target crimes; an elaboration of the city's crime problems in quantified terms; and the development of a set of programs and projects to address them. The program guidelines also included a strong mandate to evaluate the effectiveness of Impact projects and programs locally and nationally. Finally, the program represented a marked change in the character of the administration of the discretionary funds of LEAA, which previously had been parceled out in small amounts and now would be largely concentrated in a single program thrust.

The Impact Program was to be carried out in the cities of Atlanta, Baltimore, Cleveland, Dallas, Denver, Newark, Portland, Oregon, and St. Louis. The criteria for their selection were as follows:

--Since it was assumed that the funds available would have little measurable effect upon the largest cities and because the target crimes were less serious in cities with populations below 250,000, only cities between 250,000 - 1,000,000 were considered for inclusion in the program.

--The overall crime rate and statistics for robbery and burglary of each city in this population category were examined.

--To assure geographic distribution no more than one city was to be selected for each LEAA region.

--In those regions where the above criteria resulted in more than one eligible city, the final selection was based on an assessment of the city's ability to manage the program.

Time would show that each of the eight Impact cities would, to some extent, respond in its own way to the program and policy guidelines established by LEAA for the management of the program. However, there were a number of activities which were expected of all the cities and which serve conveniently as means to organize their program histories. Each city was expected to:

--distribute and analyze a questionnaire which had been devised by the National Institute of Law Enforcement and Criminal Justice (NILE) to provide a basic store of information upon which to build its crime-oriented plan.

--establish a Crime Analysis Team (CAT) as the organizational mechanism for the coordination of the planning, monitoring, and evaluation of the Impact program.

--develop an application for the funds made available by NILE to carry out the planning and evaluation functions. The application was to include a "plan of operation" for the CAT which would describe how it intended to develop a master program plan and organize its evaluation function.

--gather data for and carry out program evaluation at the local level.

--develop a master plan for the program within a crime-oriented planning framework.

--coordinate the development of projects, monitor their implementation, and evaluate their effectiveness.

In a policy sense, decision-making authority was to be shared by the appropriate representatives of the President of the United States, the Governor of the state, and the Mayor of the city. The Regional Administrator, the SPA director, and the CAT director or the Mayor personally were to form a "partnership" responsible for program policy in their Impact city. A "Policy Decision Group" composed of three high-level officials in LEAA Washington headquarters would serve to oversee the consistency of the program nationally.

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

The Impact Program also provided for the carrying out of a National Level Evaluation by the National Institute of Law Enforcement and Criminal Justice and the MITRE Corporation. In order to conduct this evaluation, eight broad operational tasks were defined.

The analysis presented in this document represents an interim report for Task I of the National Level Evaluation. Task I may be stated as follows:

- To analyze the effects of and the differences in the crime-oriented planning, implementation, and evaluation functions instituted by each city for carrying out its Impact Program.

The subject matter of this interim product concentrates on the crime-oriented planning function within and across the eight Impact cities. At this time, the sources for this analysis are available data analyses, master plans, and evaluation plans, and it is this documentation produced by the cities which forms the backdrop for this study.

A point which should be emphasized is the dynamic nature of any planning process. Differences can be expected between the formulation of a plan of action to address a particular problem and actual performance with respect to the problem. New variables, new constraints, new ideas and new information are constantly evolving so that what may have seemed a good approach at a particular point in time, now demands modification. Constant change determines and characterizes the planning process and this is no less true for crime-oriented planning than for any other planning approach.

Also of importance is the unique quality of each city. Differences in demography, political structure, natural resources, economic stability and so forth all operate both to stimulate and restrain a city in its approach to resolving its particular configuration of social problems on a continuing basis. Any attempt, therefore, to catalogue or characterize the similarities and differences among and between cities in terms of their respective approaches to crime reduction is necessarily somewhat artificial. That is, in most cases there cannot possibly be enough information gathered on each city to provide a complete and total portrait or understanding of that city or the processes which supported all the decisions which were made.

A third point to be raised is the fact that the composition of the staff responsible for producing the planning documents varied from city to city. In this sense, differences in orientation and approach could be expected to emerge where differences existed in academic and experiential preparation.

2.0 CRIME-ORIENTED PLANNING

Prior to January, 1972, when the High Impact Program was announced by LEAA, criminal justice planning had, as discussed earlier, generally concentrated its efforts and resources upon the improvement of agency operations within the criminal justice system. Planners surveyed the existing criminal justice system, identified problem areas and needs, and proposed annual action plans and multi-year plans to reduce perceived gaps. These planning efforts were focused upon the capability of the agencies to provide services in terms of adequate numbers of police, prosecutors, judges, probation officers, etc. Consistent with this approach, facilities and equipment also received emphasis as the basic tools for system improvement. Thus, objectives and priorities were developed by planners reflecting the need to upgrade the institutional capability of the criminal justice system.

The Impact Program presented a new approach to planning in which the reduction in crime became the central objective. From this perspective, those attributes and variables associated with specific crimes would be identified and program development and planning would focus upon these targets. The major objective, therefore, would now be to examine the crime problem and specifically determine what types of crime, committed by what types of offenders, committed in which geographic areas, and having what type of victim would be susceptible to measurable reduction.

This planning approach would permit the creation of a structured framework for hypothesizing outcomes of crime-oriented projects. Initially,

offense, victim, offender, and environment data would be analyzed so that high incident offenses and their accompanying characteristics could be identified. With this information known, priority problems could be delineated and broad program areas and goals proposed which target these specific offenses and their attributes. Individual projects would then be developed and their corresponding objectives delineated to address these programs in a quantified fashion, where appropriate. With this framework, the link between program goals and project objectives would be clearly defined and the programs and projects so posited would relate directly or indirectly to crime reduction. This problem/goal/objective hierarchy thus represents the method by which crime-oriented planning should progress and may be illustrated as follows in the example shown in Figure 1.

As can be seen from this sample illustration, the crime-oriented planning process presents a rational method for examining both the flow of information and decision-making with respect to identifying problems and targeting solutions. This format will be discussed in greater detail in Section 2.1.1 where a crime-oriented planning model is presented.

In addition to establishing the crime-oriented planning process, LEAA defined the specific offenses to which this planning process would be applied (i.e., stranger-to-stranger crimes and burglary).¹ These crimes were chosen by LEAA because they are crimes which are:

¹"Stranger-to-stranger crimes are those homicides, rapes, aggravated assaults, and robberies as defined by the Uniform Crime Reporting Standards when such crimes do not occur among relatives, friends, or persons well known to each other."

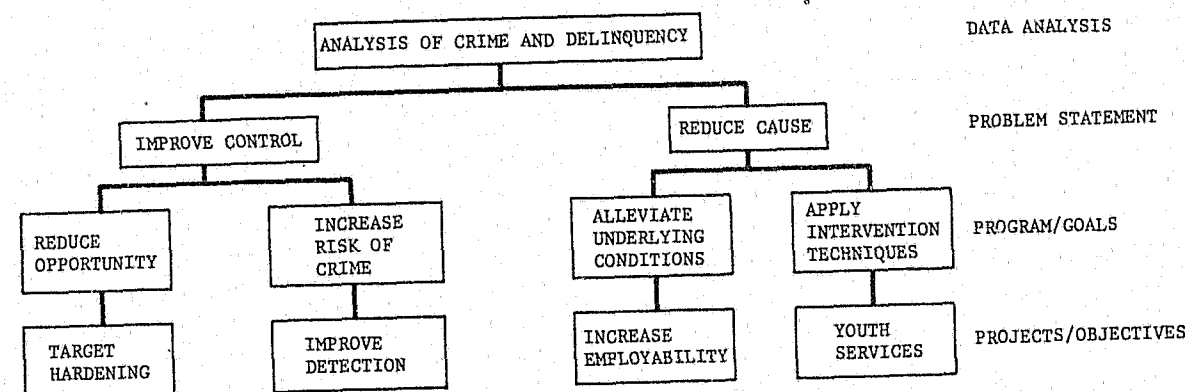


FIGURE 1
SAMPLE PROBLEM/GOAL/OBJECTIVE HIERARCHY FOR
CRIME ORIENTED PLANNING

- statistically a significant part of the total crime picture;
- crimes that can be affected by a concerted effort of the criminal justice system;
- a major concern of the general public."²

In addition, LEAA established quantified levels of achievement and specific time frames within which these selected crimes would be reduced (i.e., 5% reduction in two years and 20% reduction in five years).

These requirements formed the starting points for the crime-specific analyses to be conducted by each city. In each case, cities were asked to look at the victim, offender, and environment variables associated with these selected offenses and to structure planning, implementation and evaluation efforts in concert with the LEAA established national goal. Crime-oriented planning, thus, was viewed as the framework to be utilized in carrying out the High Impact Anti-Crime Program across the eight selected cities.

As a result of utilizing this approach, two possible effects should be examined in any overall assessment of the program:

- The effectiveness of crime-oriented planning as a major factor contributing to the reduction of crime;
- The effectiveness of crime-oriented planning as an approach or tool for criminal justice planning.

The first possible effect centers on the relationship between crime-oriented planning and the reduction of crime. It is too early, as yet, to draw conclusions in this area since project/program implementation

² National Institute of Law Enforcement and Criminal Justice, Planning Guidelines and Programs to Reduce Crime, p. vi.

has not been fully achieved. Thus, full evaluation of the effectiveness of this tool as a means for crime reduction must necessarily await evaluation results from program and project operation.

Some general observations can be made at this time, however, about the second possible effect, that of crime-oriented planning as an approach to criminal justice planning. In this connection, the analysis presented in this document examines how the framework (model) provided to the cities to structure their ideas for reducing crime was utilized by the eight cities. The demonstration of the effectiveness of crime-oriented planning as an approach to criminal justice planning clearly hinges upon the degree to which linkages can be identified between steps in the planning process and products produced at each of these steps. In those cities where linkages are unclear between these planning steps and the output provided, little can be said, as yet, about crime-oriented planning as an approach. However, in those cities where clear relationships between process and products can be established, precise statements can be made about the way in which a city went about the task of generating specific tactics aimed at reducing crime.

A third possible effect concerns the spread or institutionalization of crime-oriented planning. This is reflected in the desire expressed by other criminal justice planning agencies to introduce the crime-oriented approach to their normal planning activities. The California SPA, for example, began the first statewide program specifically addressing the problem of burglary. The National

Crime Prevention Institute at the University of Louisville has provided training in the crime-oriented planning approach to police officers from over one hundred different jurisdictions. Additionally, SPA's in Maryland and Virginia have set aside planning and block grant funds for crime-oriented planning activities and projects geared to reducing the incidence of selected offenses. These various developments indicate that the crime-oriented approach is finding increased usage by non-Impact criminal justice planning agencies and it is anticipated that such usage will continue to grow and develop. A detailed analysis of this effect, however, will be addressed within Task II of the National Level Evaluation.

2.1 Approach and Analysis

The purpose of this section of the document is to evaluate the use of the crime-oriented planning approach in each of the Impact cities. To accomplish this, a model of the crime-oriented planning process is described in Section 2.1.1. This analytical model represents a synthesis of the federal guidance provided to the cities for conducting crime-oriented planning. The model was then compared to the planning products generated by each of the cities. These products, however, may not represent all the information collected, analyzed, and reported by each of the cities in implementing their respective planning efforts. It is anticipated that gaps in the data presently available will be addressed at a later time by visits to each of the cities and in-depth interviews and examination of

additional documents and reports. The specific analytical techniques used in evaluating these planning products are presented in Section 2.1.2.

Using the crime-oriented planning model, the analysis presented in Section 2.1.2 focuses on a number of aspects of the planning process as it took place in the Impact cities and as documented in planning products. In the first sub-section the model is applied directly to the step-by-step process as followed in each city. The key steps in each city's planning process are described as well as the products generated for each step. In addition, an attempt is made to describe the linkages between these steps and the products available.

The second analysis sub-section concentrates on a comparison, across the cities, of problems and proposed programs and projects.

Problems and programs were compared across cities to determine similarities and differences in focus by crime type, by victim/offender/environment, and by functional area. Projects proposed by the cities were compared for similarities and differences in terms of three categories: functional area, type of project responsibility as specified by the objectives, and financial resources allocated.

2.1.1 The Crime-Oriented Planning Model

In order to evaluate crime-oriented planning performed in the eight Impact cities, a model is described which incorporates the key steps involved in this planning process into a single framework. The model itself represents a synthesis of several crime-oriented

models originated and documented by the LEAA.³ While all of the referenced documents elaborate models which are essentially one and the same, differences in orientation and presentation do emerge. The model described here, therefore, attempts to integrate the central concepts common to all into a model representative of the crime-oriented planning guidelines provided to the Impact cities.

The crime-oriented planning model (see Figure 2) depicts the steps taken in conducting crime-oriented planning. The seven steps listed in Figure 2 represent the process as a whole. The first four steps of the planning process, that is, basic data analysis through tactical planning, form the scope of the Phase I analysis of planning

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- a. Performance Management System/Crime-Oriented Planning Briefing Material Provided by George Trubow, Office of Planning and Management, LEAA.
 - b. Emmer, Gerald P., "The Management of Change in LEAA's Impact Program." appearing in The Change Process in Criminal Justice, U.S. Department of Justice/LEAA, June, 1973.
 - c. "The High Impact Anti-Crime Program," brochure produced by U.S. Department of Justice/LEAA.
 - d. "Program Planning Techniques," U.S. Department of Justice/LEAA, October, 1972.
 - e. "Planning Guidelines and Programs to Reduce Crime," U.S. Department of Justice/LEAA.

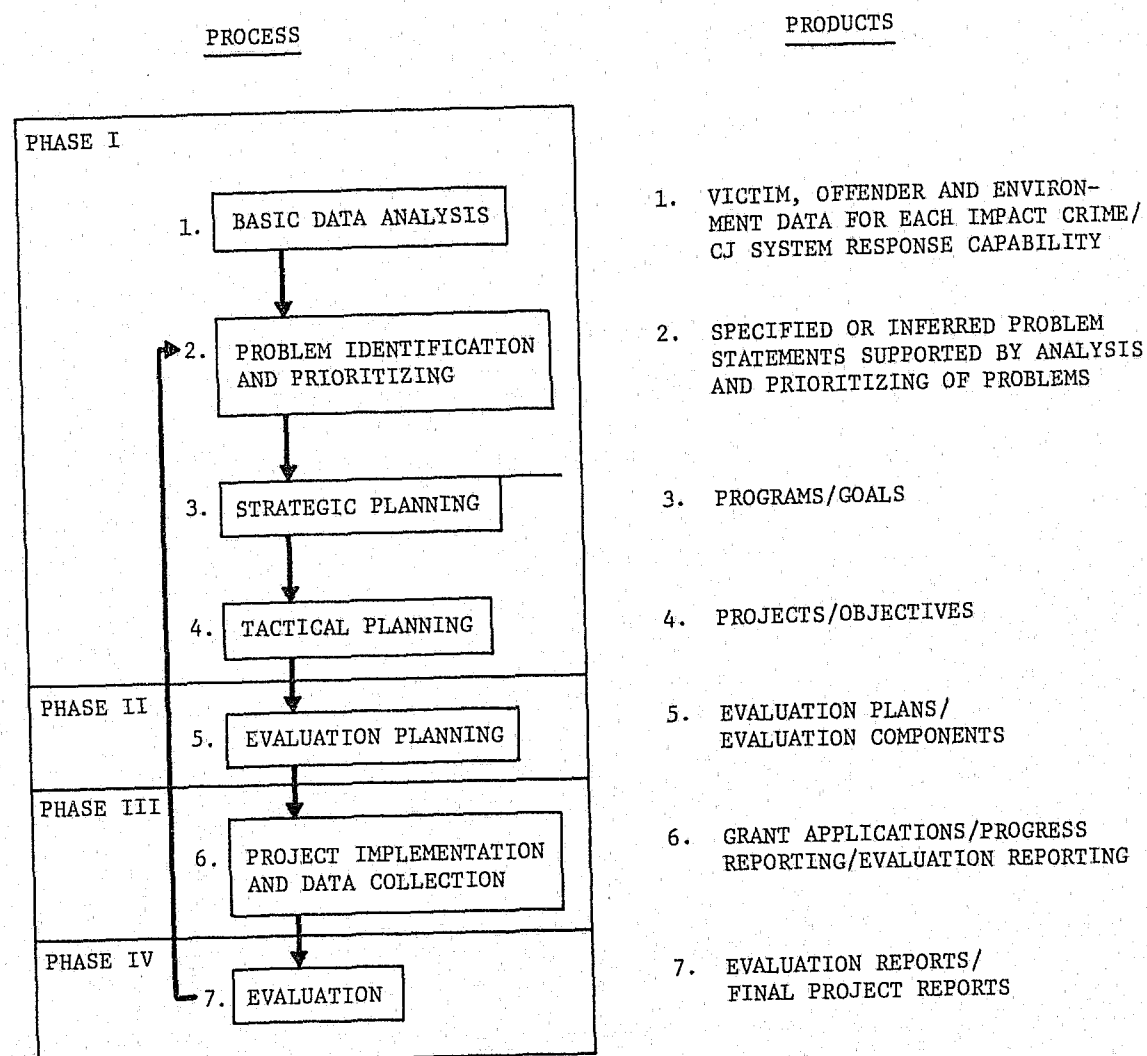


FIGURE 2
CRIME ORIENTED PLANNING: A MODEL

to be discussed in this document. Steps five (Phase 2), six (Phase 3) and seven (Phase 4) will be analyzed and reported in separate documentation at later dates.

As is shown in the model schematic, (Figure 2) the initial input into the crime-oriented planning process is basic data analysis. Data should be analyzed within the victim, offender, and environment categories for the crimes in question, in this case for the five Impact crimes. The results of this data analysis form the basis for further anti-crime planning decisions. Systems capabilities should also be surveyed and analyzed in relation to the targeted crimes, to assess the institutional capabilities and resources available within the existing criminal justice system to attack the crime factors identified in the victim, offender, and environment analysis.

Once the basic data analysis has been completed, problems should be identified. Problems should be supported by the analysis and should center on specified target groups (offenders and/or victims) and on certain crime environments. Additionally, a priority should be chosen from these identified problems (e.g., burglary of residences within census tracts 20, 21, and 22). The problems given highest priority for program development should be such that meaningful impact is attainable within the time constraints of the program.

The next step in the process, step three in the model, is the development of broad strategies to attack the problems selected. These strategies are reflected in the program areas and the program goals established by each city. In selecting these program areas, alternative strategies and approaches for alleviating the identified problems should be considered and weighed prior to a final determination of program priorities.

Similarly, for each strategy selected, the city should choose specific tactics to implement that strategy, step four in the model. The tactics chosen are represented by the proposed projects and their objectives. In the same fashion as with program areas, project selection should follow a careful weighing and consideration of alternative tactics for addressing each strategy.

Thus, the crime-oriented planning process can be said to flow from data analysis through project selection, each succeeding step building upon the previous step. Additionally, decision-points are identified where alternatives are examined and priorities set. For example, it may be determined from the data analysis conducted that residential burglaries, auto theft, and rape are serious problems in census tract X in City Y. By some method of prioritizing, it may be determined that residential burglary is the major problem which should be addressed. It would follow, then, that a program goal might be established to reduce residential burglary within census

tract X by 20% within five years. Several specific tactics to implement this program goal might be considered such as target hardening, public education, tactical deployment of police, etc. A final selection might be made that public education would be the most appropriate action to take in order to attain this goal.

In summary, the model represents a rational approach to the selection of projects using crime-oriented planning. At each step in Phase I, the cities produced documents which contain certain items reflecting the process at various stages of progress. These sources detail such items as victim/offender/environment data analyses, criminal justice system inventories, problem descriptions, program areas/goals, and projects/objectives. Conformity of content throughout these steps, as evidenced in these products generated, reflects rationality in planning, the key to a successful crime-oriented planning process.

2.1.2 Analysis

The four initial steps of the crime-oriented planning process provide the framework for the Phase I analysis of the planning process used and the documents produced by each of the eight Impact cities. These steps are:

1. Basic data collection and analysis of characteristics of the victim, the offender, the environment associated with the selected crimes, and the existing criminal justice system;
2. Identification and prioritization of problems;
3. Formulation of program goals and strategic program areas to address those problems;

4. Selection of quantified objectives, as appropriate, and projects to tactically implement the program area goals.

The approach used in conducting this analysis examined two key questions regarding each of the city's planning products:

- Did each city clearly identify, define, and utilize the four steps necessary to crime-oriented planning? and,
- Is it possible to track projects and their objectives back to the data collected, analyzed and reported by each city?

The data collection and analysis sections of each city's planning documents were reviewed and then matrices were constructed for the victim, offender, and environment by each selected crime type. In this fashion, the data collected, analyzed, and reported by each city were examined as to their relevance to the victim/offender/environment requirement of Step I. Using this approach, both the documentation and underlying support for identified problems were isolated. Additionally, gaps in the data and areas of particular strength or weakness were determined and documented.

Problem definition was examined in terms of three questions:

- Was there a clearly defined problem statement?
- Was there sufficient discussion describing the process of prioritizing problems? and,
- Was the problem statement supported by crime-specific data?

The planning documents were reviewed to determine whether each city identified a key set of priority problems (from among the universe of all problems pinpointed by the data analysis) which would be addressed by the Impact Program. Using a matrix for each city, the

linkage between the priority problems selected and the crime-oriented data analyses was studied to determine whether sufficient support had been presented.

Program areas and goals were viewed in the model as determinants of strategic methods upon which cities would concentrate in reducing the stated problems. Program areas and goals were examined to assure consistency and continuity between those issues defined as needing to be addressed and the general approaches used in addressing them.

Projects and their objectives, in turn, were considered to represent the more specific tactical approaches to be used in implementing the program goals. These also were scrutinized to insure congruency between the programs and projects. This analysis may be found in Section 2.2.

In essence, tracking the planning process hinges on the necessary supporting documentation provided at each of the four steps. Each step can thus be expected to build on the previous step and provide back-up for the succeeding step. In this sense the flow of the planning process may be charted. In those cases where the flow is interrupted or appears to be incompletely documented, a data gap occurs.

A second type of analysis involves the examination of the planning steps across the eight cities. In Section 2.3, an attempt is made to examine similarities and differences in the problems, programs and projects proposed by the cities, in terms of their focus.

The format for this analysis may be summarized as follows:

Problems -- were examined by:

- offense type
- functional area
- victim/offender/environment

That is, each city's inferred or stated problems were categorized in terms of a specific problem focus. For example, a problem statement focusing on the youthful offender would fall within the victim/offender/environment category. However, a problem directed to the need for more probation officers would be placed within the functional area category. In this fashion, similarities and differences in problem area focus across the cities could be determined.

Program areas -- were examined by:

- offense type
- functional area
- victim/offender/environment

Similar to the approach used in problem assessment, program areas were examined for similarities and differences in focus. For example, a program area dealing with the reduction of a specific offense would be placed in the offense type category. A program area dealing with geographic target-hardening, however, would fall within the victim/offender/environment category.

Projects -- were examined by:

- number within each functional area
- financial allocation to each functional area
- type of project responsibility

Projects also were examined for similarities and differences across the cities. Each proposed project's objectives were studied to determine the functional area addressed. They were then categorized and compared in terms of numbers within each functional area and in terms of dollar commitment. In addition, projects were studied to determine whether the type of responsibility defined by the objectives was new or served to embellish an existing responsibility. For example, a project which would simply place additional personnel in a prosecutor's office would merely serve to supplement an existing functional responsibility. However, a project to create a youth services bureau to be operated by the police department might represent a new responsibility.

These three analysis modes for studying the problems and proposed programs and projects for each city, thus allow a broad comparison across cities of differences and similarities in their planning products.

2.2 The First Four Steps of the Planning Model in the Eight Impact Cities

This section presents city-by-city descriptions of the first four steps of the crime-oriented planning process as conducted by the eight Impact cities. The analysis is based upon the planning process as conducted by the eight Impact cities and reflected in their planning documents. These documents contain information which is still subject to revision and thus much of it must await further validation at the city-level. In addition, for each city a schematic is provided detailing the organization of programs and projects.

Atlanta

Atlanta produced three major planning documents which were utilized in this analysis of the crime-oriented planning process.

These documents are:

- Atlanta Impact Program - Plan of Operations - August 14, 1972.
- Atlanta Impact Program - Master Plan - October 18, 1972.
- Atlanta Impact Program - Evaluation Plan - Undated.

In addition, the Atlanta Crime Analysis Team utilized the Impact Program Questionnaire to a moderate degree in their planning activities and efforts.

Data Analysis

The above-mentioned planning documents provide a detailed analysis of robbery and burglary within the victim/offender/environment framework. Homicide, rape, and aggravated assault were not analyzed by

Atlanta because the stranger-to-stranger relationship between the victim and offender could not be determined for those crimes using the existing data system.

Within the environment or crime-setting category, burglary and robbery were analyzed separately. For burglary, the following factors were considered: residential versus non-residential, day and time of occurrence, and geographical location. Open space, commercial, and residential robberies were analyzed by day and time of occurrence and by geographical area.

Robbery and burglary offenders were characterized by sex, age, race, and socioeconomic background. In addition, the census tract of residence was compared to the census tract of offense for robbery and burglary offenders.

Limited information was available to characterize the robbery victim. The type of business victimized in commercial robberies was analyzed according to broad types of business (i.e., commercial house, chain store, bank). Victims of open-space robberies were characterized by race, sex, and proximity to place of residence, when the offense occurred.

In addition, the data analysis presents information describing the existing criminal justice system in terms of four major areas of concern: police, courts, corrections, and community security. These

data are used in conjunction with the victim/offender/environment analysis to identify problems within each of these functional areas.

Problems

As a result of this analysis, a number of priority problems were identified within the Atlanta Master Plan. These problems are:

- | | | |
|-------------------------|---|--|
| Police | { | <ul style="list-style-type: none">• High incidence of residential high crime areas• Open-space robberies in identified high crime areas |
| Courts | { | <ul style="list-style-type: none">• Excessive case processing time• Inadequate treatment of jurors and witnesses• Inadequate capability for the management and processing of criminal court cases |
| Corrections | { | <ul style="list-style-type: none">• Excessive recidivism• High rate of staff turnover |
| Juvenile Rehabilitation | { | <ul style="list-style-type: none">• Increase in severity of crime among juveniles• Inadequate referral resources to be used as alternatives to the juvenile court• Excessive number of school drop-outs• Inadequate staffing at the intake and supervision and treatment stages in the juvenile justice system• Lack of adequate information systems |

Program Areas and Goals

In response to these identified problems, five program goals were established. These program goals define the broad strategies to be utilized in addressing the stated problems. They are:

- Reduce the number of High Crime Census Tracts by 20%
- Reduce the number of persons becoming victims of crimes by 10%
- Increase the apprehension rate by 5%
- Decrease court processing time by 25%
- Reduce the number of arrested offenders by 20%.

In addition, Atlanta defines more specific strategies to be used in reducing crime and these form program sub-goals.

Linkages

In general, program goals, sub-goals, and project objectives are clearly related to the problems identified by the data analysis with the exception of the sub-goal (including two projects) targeting the reduction of drug abuse. While there are no drug-related data in the Master Plan, this sub-goal focuses upon the reduction of the number of drug offenders arrested for Impact crimes. Thus, this sub-goal does not appear to be the outgrowth of a planned data analysis of the drug-related crime problem in Atlanta.

Since the sample proposed projects do attack problems identified through the data analysis, for the most part, it appears that a rational, crime-oriented planning approach was used. For example, to justify selecting a street lighting project, Atlanta provided data on the number of robberies and burglaries by type, time, and place of occurrence. This information clearly supports a project aimed at reducing target crimes which occur in high crime areas during the evening hours.

Justification for a systems improvement project is provided by highlighting an inability to identify or attack crime factors indicated in the victim/offender/environment data analysis. For example, a project to increase the detection ability of the police is proposed in response to a documented low rate of apprehension for Impact offenders.

Priority-Setting and Quantification

In general, the Atlanta planning documents do not indicate whether alternative programs and projects were considered. However, strategic goals and tactical objectives appear to be well-quantified, although generally lacking in time constraints for their accomplishment.

Summary

In summary, the Atlanta planning effort clearly demonstrates the use of the four initial steps in crime-oriented planning. The data analysis employs a wide variety of data items to describe the victim, offender, and environment associated with the crimes of burglary and robbery. Problem statements are clearly delineated, although no indication is given of specific priorities of problems. Program area goals and sub-goals and project objectives are also clearly defined and well quantified. Again, however, no indication is given of priorities or the alternative strategies and tactics which may have been considered. Additionally, goals, sub-goals, and objectives do not specify the time periods in which they will be achieved. In general, most sample projects can be tracked back through the planning process, enhancing the coherence of the planning

effort. It appears, then, that only the two sample projects identified for the drug abuse area are relatively unsubstantiated in terms of supporting data.

The chart that follows (Figure 3) shows the organization and structure of the Atlanta Impact Program. Sample projects are placed within the five major program areas and are shown in relation to their appropriate goals and sub-goals.

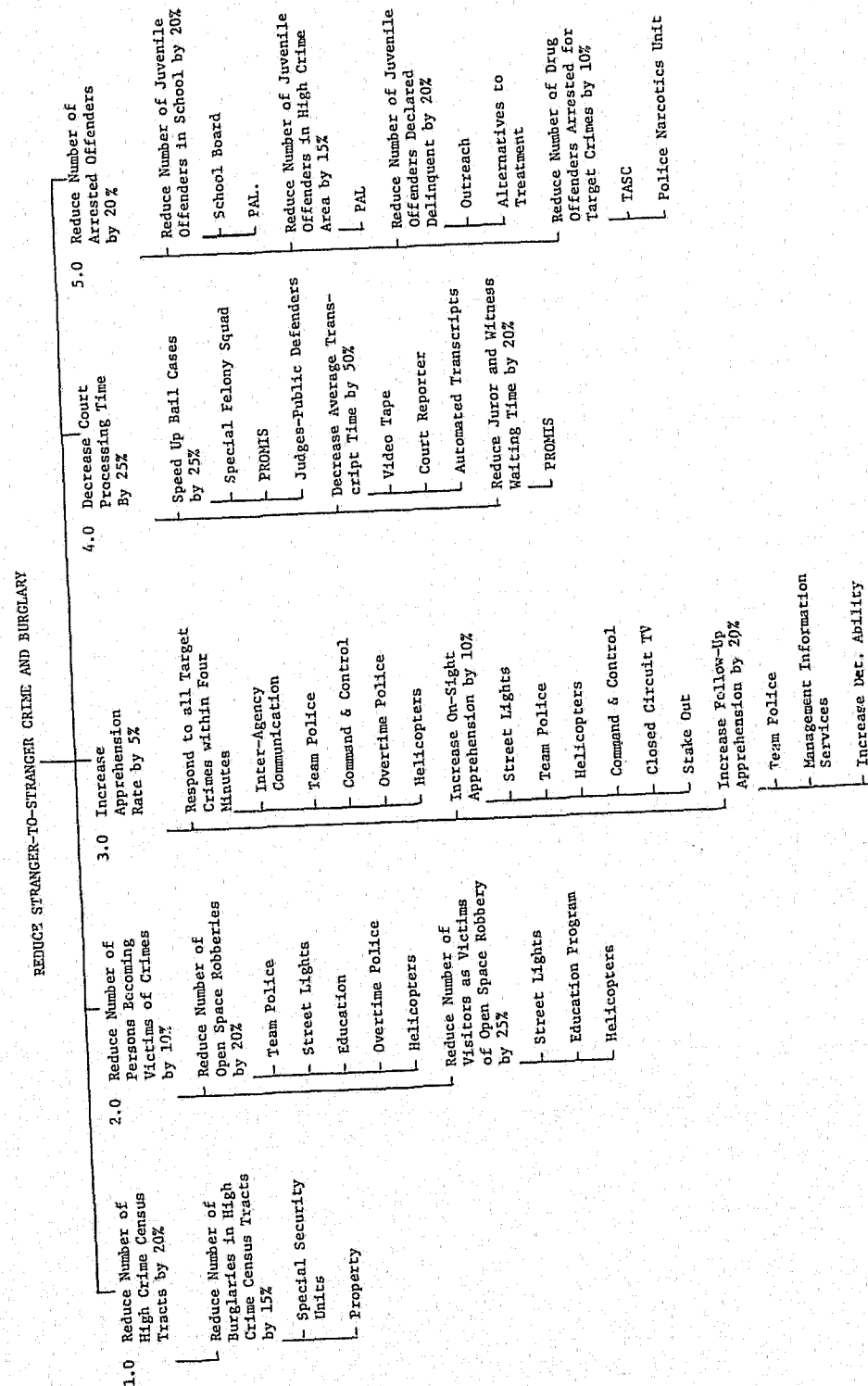


FIGURE 3
ORGANIZATION OF PROPOSED PROGRAMS AND PROJECTS FOR THE ATLANTA IMPACT PROGRAM

Baltimore

The Baltimore effort at conducting crime-oriented planning is documented in three publications:

- Baltimore Impact Planning and Evaluation - May, 1972
- Baltimore High Impact Plan - December, 1972
- Evaluation Plan for the High Impact Crime Program - undated

In addition, the Baltimore Crime Analysis Team felt that the responses provided to the Impact Program questionnaire provided moderate assistance in planning for their Impact activities.

Data Analysis

The Baltimore planning effort was apparently constrained by the amount of data readily available from criminal justice and non-criminal justice resources. Throughout the Master Plan and Impact Planning and Evaluation documents, reference is made to the paucity of available data and to efforts underway to obtain additional victim, offender, and environment data.

Analyses of only the most basic victim, offender, and environment characteristics were contained in the above-mentioned documents. Within the victim category, sex, race, and age were considered for all five offenses. For rape, murder, and aggravated assault, the percentages of stranger-to-stranger offenses were also cited.

Offender characteristics were also treated in a rather cursory fashion. Data were provided on age, sex, and race but these were not categorized by type of offense.

The crime setting was described in terms of high incident month, time of day, and police district of occurrence for each Impact crime. Information pinpointing the targets most victimized and high crime neighborhoods was apparently not available.

In addition to these basic crime data, the criminal justice system is briefly described in terms of the LEAA questionnaire. This description provides data on existing resources for crime prevention (drug abuse programs, youth programs), detection and investigation, as well as for offender apprehension and adjudication. While this summary does little to support the subsequent problem statements identified for the detection, investigation, and apprehension functional areas, it does help to document problems selected in the areas of prevention and adjudication.

Problems

Before identifying specific crime problems, several alternative ways of programming Impact funds were considered. These strategies included a systems approach, police orientation, target-hardening focus, and information systems approach. Viewing the criminal justice system as primarily a recidivist system, highest priority was subsequently given to youth crime prevention and drug abuse treatment.

This conception of the criminal justice system as a recidivist system is not strongly supported by the data supplied. There is little data on the extent of recidivism in Baltimore, on the risks of recidivism for different categories of offenders, or for offenders at

different stages of the criminal justice process. Thus, this focus appears to result from the informed judgments of officials in criminal justice agencies rather than from objective support furnished by crime-oriented data in Baltimore.

The Baltimore Master Plan examines problems within program areas. Thus, it is not clear whether the identification of problems guided program area selection, as in the model, or vice-versa. The key problems identified include the following:

- High incidence of crime committed by juveniles and young adults
- High incidence of drug abuse
- Lack of citizen trust and communication with police
- Excessive number of defendants incarcerated while awaiting trial
- Expected court backlog as a result of the operation of the Impact Program

Additionally, there is no indication given of the range of problems considered and little to connect these problems with the "recidivist system" conception embraced by the Plan.

Within the Baltimore Master Plan, seven program areas are identified. For each area, there is a brief problem description (as noted above), statement of program goals, and description of proposed activities/projects. Problem descriptions for the Youth Prevention, Drug Abuse Treatment, and Courts Program areas include a discussion of crime

statistics in which available Baltimore data are supplemented with information from studies conducted by the federal government and other sources.

For the remaining four program areas (Intensive Community Patrol, Target Hardening, Citizen Involvement, and Classification/Treatment at the City Jail) there is little available data to support their selection as strategies for reducing Impact crime. For example, the analytical basis for the city jail program area is weak; no data are presented to suggest that detainees may subsequently commit Impact offenses, or with what frequency.

Linkages

Specific tactics proposed for preventing youth crime seem to follow from the data analysis provided and the problem description and program strategy selected. The six juvenile projects included, thus, take into consideration both the offender data and systems data collected and target innovative responses to identified needs and problems.

While no hard statistical evidence of a drug problem in Baltimore was supplied, the Master Plan states that it is the overwhelming perception of criminal justice agency personnel that drug addiction affects a major proportion of serious crimes in Baltimore. Utilizing these resources, estimates of the number of addicts and of the value of goods stolen by addicts are provided in the problem description. In response to these estimated high incidences of drug abuse and drug-related crime,

three projects were proposed. These projects and their objectives would, thus, appear to be consistent with the program goal in that they focus on drug treatment at various stages of the criminal justice process. However, tracking back to the data analysis and problem definition steps would show little objective verification other than by informed judgments.

The only other program area which relies upon Impact-related data and/or informed judgments is the courts program area and the project which it subsumes. Deficiencies in the existing system and system demands are documented in the problem description. Thus, the need for additional courts is substantiated by statistics describing Impact offenders awaiting trial.

The proposed projects in the remaining four program areas are supported at varying levels of detail. Community involvement, community patrol, and target hardening projects are proposed for high crime areas of the city. However, statistics pinpointing these areas and relating residence of burglary/robbery offenders with location of incident are not available. Lacking this information, it is difficult to link these projects to specific crime problems in Baltimore.

Priority-Setting and Quantification

A weakness of the Baltimore planning effort is the failure to provide adequately quantified and time-specific goals. For this reason, it would be difficult to assess, in a quantitative fashion,

whether program area goals are actually being accomplished. In addition, project objectives are not quantified and do not specify time constraints.

In general, the Baltimore planning documents do not indicate whether alternative projects were considered or priorities for project selection established. Thus, it is not clear whether differential tactics were weighed and whether the final selection of projects represents a rational set of priority solutions. The failure to quantify objectives and to specify time constraints in a similar fashion to program goals, impacts the ability to objectively assess project effectiveness.

Summary

In summary, the Baltimore planning documents do not clearly demonstrate the use of the four initial steps in crime-oriented planning. In general, Baltimore planners seem to have begun their planning process without much available crime data and, as a result, little documentation can be provided to support problems, program areas, and projects. In terms of identified problems, it is unclear whether these flowed from the data analysis and were utilized to target program areas, as in the model, or vice versa. As a result, only three of the seven program areas proposed can be clearly linked back to the data analysis conducted. Similarly, it appears that only those projects in these three categories (all projects, however, are consistent with their

respective program areas) can be tracked back to the victim/offender/environment data. Additionally, program goals and project objectives are neither quantified nor do they stipulate time periods for achievement.

The schematic diagram that follows (Figure 4) depicts the organizational format for the Baltimore Impact Program. The seven program areas are identified as well as the supporting projects.

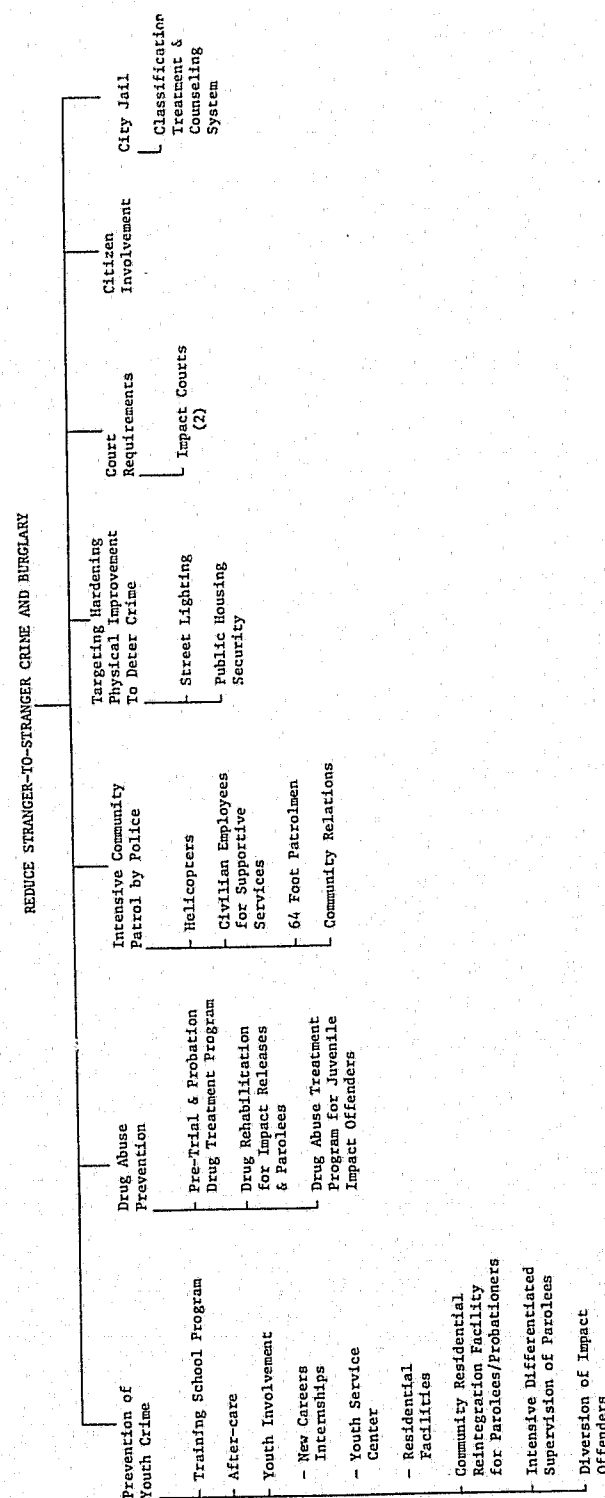


FIGURE 4 ORGANIZATION OF PROPOSED PROGRAMS AND PROJECTS FOR THE BALTIMORE IMPACT PROGRAM

Cleveland

The analysis of Cleveland's crime-oriented planning effort is based upon three key documents:

- Master Plan - May, 1972
- Planning and Evaluation Manual - May, 1973
- Evaluation Component - Undated

The LEAA Impact Program Questionnaire data was not utilized to a great degree in generating these documents.

Data Analysis

The Cleveland Master Plan documents no victim data and presents limited offender data, but does provide extensive profiles of the geographical areas which are highly victimized for the offense types of burglary and robbery.

Within the offender category, age, sex, and race are considered for robbery and burglary. In addition, estimates are presented for the number of drug arrests and arrests for offenses where drugs are felt to be the motivating influence in the commission of the crimes.

Summary profiles of the six police districts were developed using burglary and robbery rates, population size, percent non-white, and housing information. These led to the identification of four high crime areas in the city. While these high crime areas are described in great detail, statistics regarding type of robbery (commercial, open space, residential) and type of burglary (residential, non-residential) are not supplied.

These basic crime data are supplemented by information regarding police operations, court processes, and the correctional system. The discussion of police operations focuses on current clearance rates and the amount of time police spend on community services. An analysis of the court system emphasizes the need to speed up the adjudication process. Fragmentation among correctional agencies and insufficient numbers of community-based facilities are discussed in the analysis of existing correctional facilities and activities.

Problems

From the available data, a number of problems and needs were identified:

- Concentrations of burglaries and robberies in certain police districts
- High incidence of drug abuse and arrests for drug-related crime
- Youth problems including drop-outs, lack of employment opportunities, and fatherless homes
- Unemployment
- Excessive court processing time
- Low clearance rates
- Fragmentation among correctional agencies
- Health problems
- Lack of adequate housing
- Poverty

These identified problems were then merged into six major categories of problem statements:

- Family conditions that cause crime
- Individual conditions that cause crime
- Target/Environmental conditions that cause crime
- Police operations
- Court process
- Corrections process

These six problem statements strongly reflect Cleveland's emphasis on a causation approach to the reduction of crime. The scope and cost of this approach is recognized and support from non-LEAA funding sources is suggested as a means for attacking some of the presumed causes of crime.

The problems and needs identified for Impact funding are supported only in varying degrees by the basic crime data. While the data analyzed are not as extensive as those of other cities, each of the following problems is at least justified by the data provided:

- Youth Crime
- Drug Abuse
- Drop-outs
- Low Clearance Rate
- Court Delays

Other problems, such as fragmentation among correctional agencies, including the lack of community-based correctional facilities, tend to be supported only by informed judgments and rather limited data.

Program Areas and Goals

Strategies for attacking identified crime problems and achieving program goals include the following:

- Minimize the need to commit crime
- Minimize the desire to commit crime
- Minimize the opportunity to commit crime
- Maximize the risk for offenders

For each of these broad strategies, a number of proposed projects are listed and described in the Cleveland Evaluation Component document.

Linkages

Of the twenty-three proposed projects, the majority fall within the broad program area seeking to minimize the desire to commit crime. These projects focus on high-risk or identified youthful offenders and provide for community-based treatments and services. In addition, projects utilizing community-based treatment approaches are also slated for the adult offender in an attempt to reduce the number of Impact offenders and recidivists. While youth problems and the lack of community-based facilities were cited in the problem analysis, recidivism was not specifically addressed and documented in describing the crime situation in Cleveland.

Proposed projects in the remaining program areas are generally linked to the limited victim/offender/environment analysis, systems analysis, or problem areas supported by the informed judgments of criminal justice agency personnel. For example, felony and narcotics

investigation squads are proposed to increase the documented low clearance rates and conviction rates for Impact and drug-related offenses. Another example is a police organization and management study which is supported, to some extent, by manpower allocation problems cited in the area of police operations.

Priority Setting and Quantification

In general, Cleveland indicated that alternative projects and programs were considered and that a priority selection process was employed. In terms of problem statements, Cleveland's planning documents show that a wide variety of problems were addressed, related funding programs discussed, and related projects and funding resources identified.

The Cleveland planning documents, however, failed to identify quantified program goals and project objectives. In this sense, measurements of goal and objective attainment will be difficult.

Summary

In summary, relationships between proposed projects and crime problems identified through Cleveland's data analysis range from fairly strong to tenuous. Inferences which can neither be supported nor refuted by the available data apparently were made in selecting some of the tactics proposed. These ambiguous and differential links between the data and proposed projects suggest that a crime-oriented approach may have been used, but in a cursory and non-systematic fashion.

The chart which follows (Figure 5) illustrates the program/project organization of the Cleveland Impact Program. Four program areas, summing twenty-three projects, are shown.

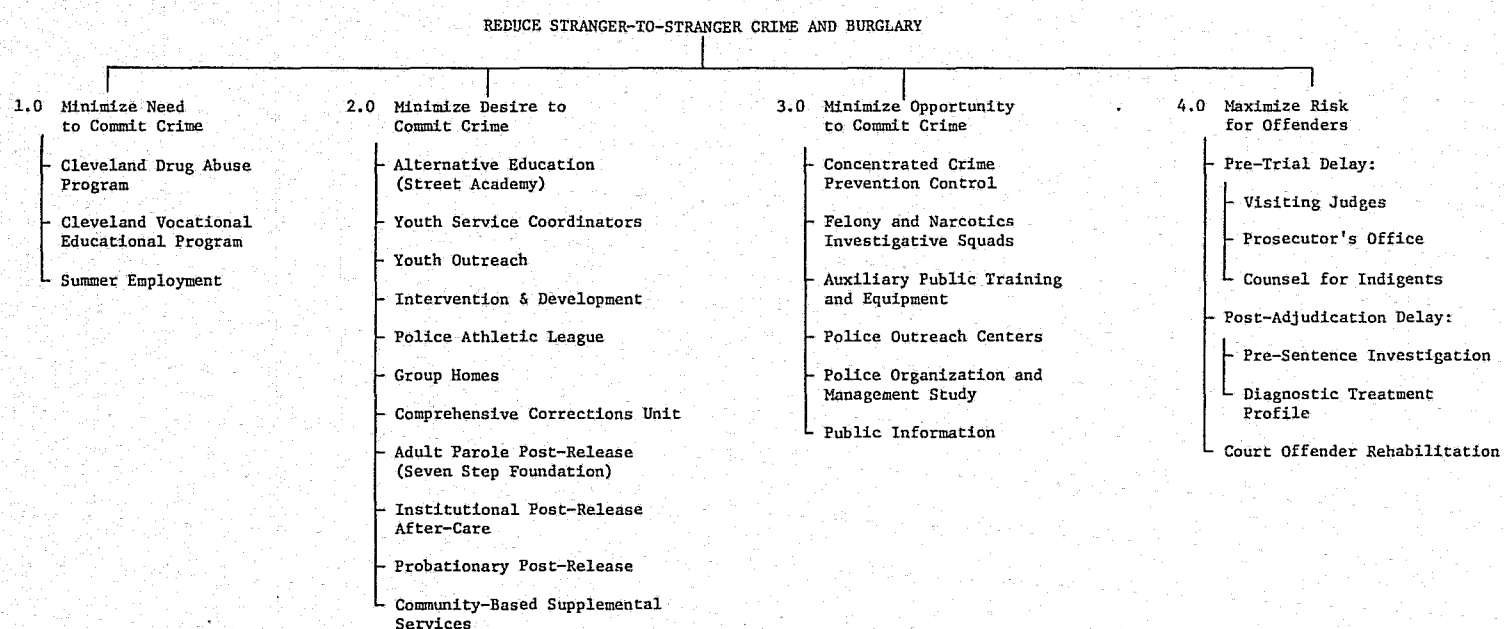


FIGURE 5
ORGANIZATION OF PROPOSED PROGRAMS AND PROJECTS FOR THE CLEVELAND IMPACT PROGRAM

Dallas

The Dallas crime-oriented planning efforts are documented in three major sources:

- Dallas Impact Action Plan - October, 1972
- Dallas Impact Plan - November, 1972
- Dallas High Impact Anti-Crime Program - 1973 Evaluation Plan - January, 1973

Dallas planners did not utilize the LEAA Impact Program Questionnaire to any great degree in organizing, structuring, and justifying their planning efforts.

Data Analysis

The Dallas Impact Program planning documents cited, examine factors within the existing criminal justice system and describe selected characteristics of the victim/offender/environment framework by each offense type. This information is primarily found in an Appendix to the Master Plan.

The offense category provides general information detailing the numbers of each offense occurring in the years 1966 to 1971. For each offense type, the percentage increase in crime during this period is given. In addition, the percentage of cases cleared by arrest is provided for each offense type.

The offender category is examined for the offenses of burglary, robbery, rape, and murder. Such variables as age, race, sex, and pre-

vious offenses are detailed for each offense type. In the case of rape and murder, profiles of incarcerated offenders are added, providing information on the age, sex, race, marital status, I.Q., and educational achievement of typical offenders sentenced to the Texas Department of Correction. In the case of aggravated assault, the only offender data shown relate to race and previous offense.

The city's description of the crime environment identifies, for each offense type, only one police district as being a high incident area. For burglary, rape, aggravated assault, and murder the high incident shift is determined. Only in the case of rape is any seasonal information provided.

In general, the data analysis of the selected crimes with respect to the victim is the least well-developed. For burglary, the property recovery rate is indicated as well as the percentage of residential burglaries. The victims of robbery, rape, and aggravated assault are described by national figures obtained from a 1967 Survey of Victimization conducted by the National Opinion Research Council. For murder, data are provided on percent stranger-to-stranger, percent of cases where victim and offender are non-white, sex of victims, race of victims, prior criminal record for victim, and percent of victims drinking at the time of their deaths.

In addition to providing basic crime data for victims, offenders, and settings, the Dallas Master Plan devotes a second section of the Appendix to an analysis of the existing criminal justice system.

Under the police category, information was provided on such items as police organization (manpower, turnover, patrol, dispatches), response time, investigation, arrests, and budget. The adjudication category provides data on court caseloads (new cases, dispositions, backlog, acquittals, convictions, jury trials, guilty pleas, cases dismissed, and narcotic dispositions) and juvenile and adult probation caseloads (cases/officer). Additionally, information is presented on a range of juvenile services problems such as truancy, drop-outs, unemployment, juvenile court referrals and handling, and detention. Adult corrections problems were based upon information obtained from the Texas Department of Correction describing specific characteristics of prison inmates (offense, sentence, drug abuse).

One observation that should be made about Dallas' crime-oriented planning efforts is that they resulted in the discovery of a need to upgrade the information base on crime in the city before moving to a detailed analysis of the victim/offender/environment matrix. As can be seen in Figure 6, five projects are slated under program goal 3.0 and one project under program goal 1.0 to address the problem of collecting, handling, and organizing data for planning purposes. Thus, Dallas appears to have provided as much crime-oriented information as was available in targeting specific projects and, where data was not available, provided projects to expand or improve the existing data base for more effective crime-oriented planning in the future.

Problems

The Dallas Master Plan does not provide clearly defined problem statements. However, within each identified program area, some notion of what the major concerns are can be inferred. These major areas of concern may be listed as follows:

- Excessive opportunity for the commission of burglary and robbery
- Low clearance rates, low property recovery rates, and excessive case-processing time in the courts
- High no-bill and dismissal rates for defendants charged with Impact offenses
- High recidivism rates and excessive probation caseload size
- Large amount of Impact crime committed by youths and addicts

Program Areas and Goals

These five problem areas, in turn, lead to the construction of five major program goals:

- 1.0 Reduce the Opportunity for Commission of Stranger-to-Stranger Crimes and Burglary
- 2.0 Increase the Risk of Committing Stranger-to-Stranger Crimes and Burglary
- 3.0 Improve Governmental Ability to Respond to Stranger-to-Stranger Crimes and Burglary
- 4.0 Prepare and Assist Offenders to Re-enter Society
- 5.0 Alleviate Conditions Which Promote Stranger-to-Stranger Crime and Burglary

Each program goal has a set of sub-program areas describing varying strategies for achieving the goal. In program goals 1.0 through 4.0

there are five sub-program areas in each and in the case of 5.0 there are six. Within these twenty-six sub-program areas, the planning documents describe a total of thirty-six projects (see Figure 6).

Linkages

It is apparent that the sixteen projects described in program goal 3.0 are all essentially devoted to addressing system weaknesses highlighted in the planning documents. The remaining twenty projects cannot all be clearly linked to the crime-oriented analysis presented because extensive data gaps appear to exist. For example, the only information provided on drug abuse relates to an estimate that there are 2,000 - 3,000 heroin addicts in Dallas County. This information, however, fails to pinpoint the impact of drug abuse (including drugs other than heroin) upon the crime problem in Dallas, and fails, also, to target the age groupings and other characteristics of drug abusers who commit Impact crimes.

In tracking Dallas' projects, the greatest difficulty appears to occur at the point at which discrete data items are joined to form a problem statement. It is apparent that a number of inferences were drawn and conclusions reached which are not totally based on the data provided or not documented in the planning products. From this perspective, some four projects (Drug Alert Information System, Treatment Alternative to Custody, Drug Abuse Study, and Expansion of Pre-Trial

Release) would remain questionable in terms of the crime-oriented data given but the remaining sixteen projects might be considered linked to the victim/offender/environment analysis.

Priority-Setting and Quantification

Additionally, although objectives are specified for each project, in only five projects are the objectives quantified and time-specific (Legal Aides for Police, Juvenile Department Court Action Processing Unit, Juvenile Departmental Internship Project, Create Two Temporary District Courts, and Upgrade the Response of the Criminal Justice System). In this regard, also, the planning documents do not indicate how alternative strategies and tactics were considered and what criteria were employed in establishing priorities for program and project selection.

Summary

In summary, Dallas provided a rather cursory overview of the victim, offender, and environment for four offense types in their data analysis. In addition, the planning documents described some basic characteristics of the existing criminal justice system. Problem statements, though not readily distinguishable from the data analysis, could be inferred and, in four cases out of five, could be tracked back to the data analysis. Five program areas were defined, with four relating back to the victim/offender/environment data, for the most part, and one relating back to the system overview. Approximately one-half of the projects proposed by Dallas were aimed at systems

improvements while the remaining projects attempted to focus on more specific crime targets. Planners, in general, did not provide insight into their priority-setting process and did not formulate quantified goals and objectives, for the most part.

A schematic diagram illustrating the program/project organization of the Dallas Impact Program is shown in Figure 6.

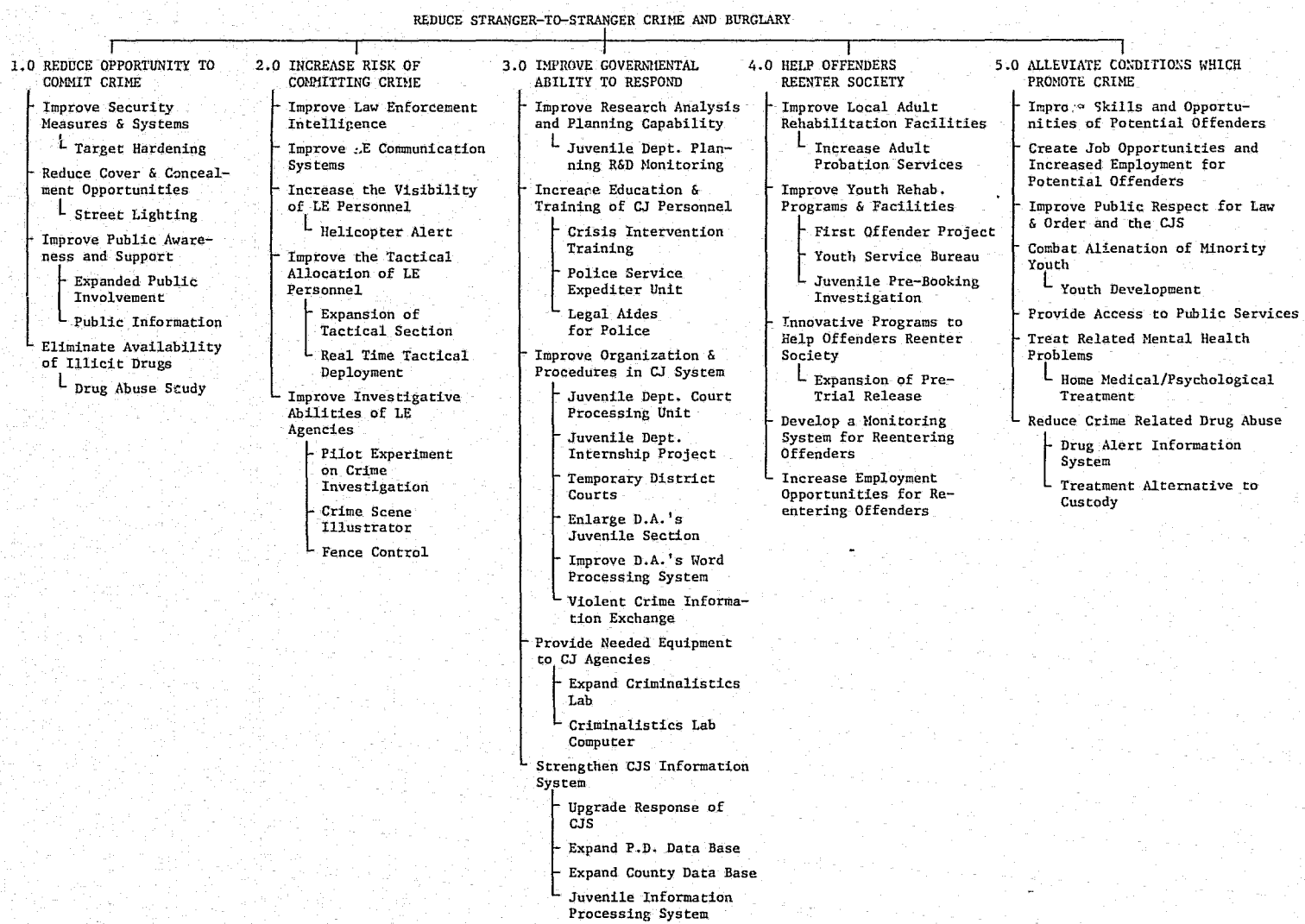


FIGURE 6
ORGANIZATION OF PROPOSED PROGRAMS AND PROJECTS FOR THE DALLAS IMPACT PROGRAM

Denver

Denver documents an extensive examination and analysis of the five Impact crimes (data for murder was included in the information describing the aggravated assault offense type) in terms of the victim/offender/environment planning structure. This analysis can be found in the four volumes constituting Denver's 1973 High Impact Plan:

- Volume I - Program Plan
- Volume II - Crime-Specific Analysis
- Volume III - Demographic Analysis of 124 High Risk Census Tracts
- Volume IV - Evaluation Plan

Additionally, Denver found the LEAA Impact Program Questionnaire to be of limited utility in planning for the Impact efforts at crime reduction. However, the Questionnaire was of great value in acquainting the Denver planning staff with the existing criminal justice agencies and their capabilities.

Data Analysis

The offender category, for the five offenses, provides information on such characteristics as age, race, sex, previous arrests or referrals, and previous convictions. For the juvenile offender, additional data were provided on family, employment, and educational status. These data were presented within the documents by type of offense so that differing offender characteristics could be compared across offense types.

The environment category is the most well-developed section of Denver's crime-oriented data analysis. In general, high incident target areas were examined for both census tracts and police precincts by type of offense. These high incident targets were then described in terms of a wide range of socioeconomic, demographic, and infra-structural factors such as size, land use, age and quality of housing structures, type of structures (commercial, residential, industrial), special characteristics (airports, stadiums), deterioration, unemployment, racial composition, age composition, etc. In addition, offense trends over time are examined for each target area (i.e., shift from commercial to residential burglary).

The victim category of offense data details such items as property value losses, recovery rates, location of victim, age, sex, and race of victim, type of property attacked, etc. Utilizing this information, high-risk victim targets can be identified.

Problems

The Denver Plan provides well-developed problem statements for each offense type. These problem statements are each divided into three sections describing the offender, the victim, and the setting. These problem statements are summarized as follows:

Burglary

I. Setting

Need to reduce the incidence of commercial, apartment, and residential burglaries in identified high incident target areas. Target hardening and preventive law enforcement programs are suggested by the type of target.

II. Victim

The victim of burglary is the commercial business and home-owner and burglaries tend to show little or no force used by offenders in gaining entry. Emphasis is placed on the need for increased citizen awareness and knowledge about security measures which should be taken.

III. Offender

Need to focus on juvenile and drug-dependent burglar and his characteristics (broken homes, educational failure, low income). Stress is placed upon upgrading the range of rehabilitative services available for this type of offender.

Robbery

I. Setting

Need to concentrate on setting-specific characteristics of two kinds of robbery, street robbery and commercial robbery, within identified high incident areas for each.

II. Victim

Priority interest should focus on protection of individuals on the street and most frequently victimized commercial businesses in terms of physical location and type of business.

III. Offender

Need to focus on recidivating adult and juvenile offenders, 16-34 years old.

Rape

I. Setting

Need to reduce the incidence of rape (on-the-street, burglary-related) in identified high-incident target areas.

II. Victim

Need to improve public awareness about rape and the types of security and precautionary measures which may be employed.

III. Offender

Need for improved diagnostic and treatment facilities to be used in connection with convicted and potential rape offenders.

Aggravated Assault

I. Setting

Need to focus prevention strategies upon identified high-incident target areas (commercial establishments, taverns, on-street).

II. Victim

Need to reduce the severity and incidence of aggravated assault through increased community awareness and increased availability of treatment services (crisis intervention, family counseling).

III. Offender

Need for improved early diagnosis and treatment for potential or actual assaultive offenders and alcohol-assaultive offenders.

Program Areas and Goals

The Evaluation Plan (Volume 4) details the programs/goals and projects/objectives. There are basically four program goal areas described in the plan:

- 1.0 Reduce the Incidence of Burglary and Robbery
- 2.0 Reduce the Incidence of Burglary, Robbery and Aggravated Assault Committed by the Juvenile Offender
- 3.0 Reduce the Incidence of Burglary, Robbery, Rape, and Aggravated Assault Committed by the Adult Offender
- 4.0 Reduce the Incidence of Burglary, Robbery, Rape, and Aggravated Assault by Developing a Crime-Specific Information and Planning Capability.

The first three program goal areas are supplemented by a series of sub-goals targeting either the victim, the offender, the setting or a combination of the three. Under Program Goal 1.0, the victim and setting are addressed by seven sub-goals. Under program goal 2.0, three sub-goals are proposed to target the juvenile offender. Program goal 3.0 specifies six sub-goals to concentrate upon the adult offender.

The fourth program goal defines one sub-goal dealing with the need to develop crime-specific information and planning capabilities within the agencies forming the Denver criminal justice system.

The Evaluation Plan also describes nine initial projects to be formulated under the Denver Impact Program. Two projects fall within program goal 1.0, three projects fall within program goal 2.0, two projects are subsumed by program goal 3.0, and two projects are defined for program goal 4.0.

Linkages

In general, projects falling within program goals 1.0 to 3.0 are well supported and documented in the crime-specific analysis provided. One exception to this general conclusion is in the area of drug abuse and drug-related crime. Each of the three program goals devotes a sub-goal to the drug dependent offender and posits an anticipated crime reduction as a result of project operation. Little or no baseline data are provided, however, documenting the magnitude of crime attributable to the drug abuser. Program goal 4.0, a systems improvement goal, is also not supported by the analysis provided. In fact, little information was provided on the existing criminal justice system in Denver.

Priority-Setting and Quantification

Significantly, the Denver planning documents identify the criteria utilized in selecting and ranking the problems evidenced by the data analysis. This process thus enabled Denver to set forth problems

which were of the highest priority to the city. The criteria used include the following:

- informed judgments of the potential immediacy of the problem;
- data analysis;
- a record of previous success;
- compatability with the Denver environment;
- the extent of crime reduction likely to be afforded.

The Denver Master Plan also provides crime-oriented objectives for each offense type. That is, for burglary, robbery, rape, and aggravated assault, objectives are proposed for addressing the victim, offender, and setting within each. Additionally, an objective is provided for the development of a crime-oriented information planning and research capability.

Program goals and project objectives were, on the whole, quantified with respect to expected achievements. However, these goals and objectives did not specify time periods for accomplishment. Additionally, although a prioritization scheme was provided for the selection of problem statements, it is not known whether similar criteria were used in selecting program strategies and projects.

Summary

In summary, the Denver planning documents provide a well-conceived and well-executed crime-specific analysis of the crime problems in Denver. Program goals, projects, and project objectives flow smoothly from the data provided and form a pragmatic framework for understanding

project selection. The only weaknesses noted in the Denver approach are (1) the failure to fully explain and document the existing system so that agencies and their needs can be fully integrated with identified crime problems and unified project solutions presented, and (2) the failure to indicate all proposed projects (only nine sample projects were indicated so that competitive grant application by the various agencies could be encouraged).

The following diagram describes the organization and structure of the Denver Impact Program (see Figure 7). Programs and sample projects are shown as they relate to one another.

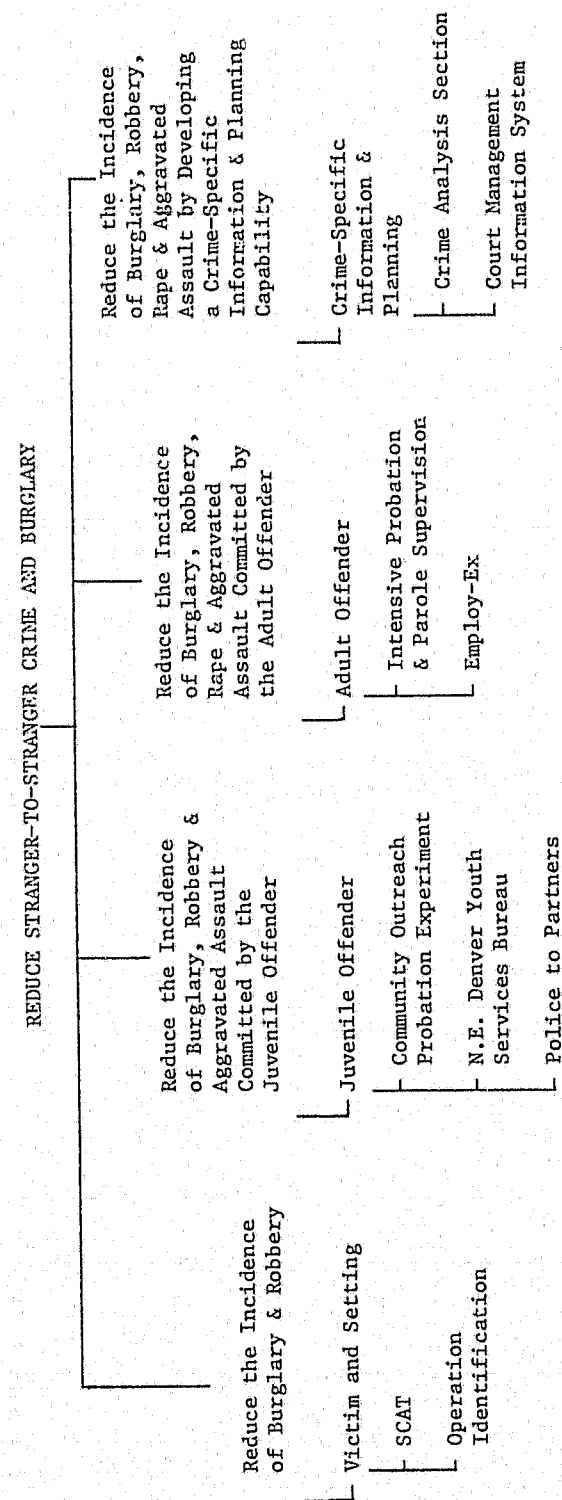


FIGURE 7
ORGANIZATION OF PROPOSED PROGRAMS AND PROJECT FOR THE DENVER IMPACT PROGRAM

Newark

The Newark effort at conducting crime-oriented planning is described in the following documents:

- Newark Impact Action Plan - February, 1973
- Plan for Evaluation for Newark - Undated
- Impact Program - June, 1973

In carrying out these planning activities, the Newark planners found the LEAA Impact Program Questionnaire to be of limited utility in planning for the reduction of Impact crime.

Data Analysis

The Newark planning documents describe an extensive characterization of factors related to each of the five Impact offense types. That is, victim/offender/environment data was, for the most part, collected and analyzed for each of the selected offenses.

Within the offender category, age, race, sex, place of residence, percentage of offenders who are recidivists and the percentage of recidivist offenders who were arrested having a previous conviction within one year of the current offense, are all considered. These characteristics are examined by offense type for each of the five offenses.

Within the environment or setting category for each type of offense, the following factors are considered: number and percentage of each offense occurring in the city by geographic area, indoor versus outdoor offenses, offenses by month of the year, day of the week, time of

day (specifically including hours of darkness), and season of the year. Additional information was provided describing residential versus non-residential burglary.

Less information was available, it appears, from which to study the victim category. Within this category, only victims of aggravated assault are documented with respect to age, race, and place of residence; burglary, rape, murder and robbery victims were not considered. The limitations in the victim category are presumably due to the lack of available data.

In addition to the analysis of basic crime data for victims, offenders, and crime settings, the Newark Master Plan includes a two-step criminal justice system inventory analysis. In the first step, the overall system capabilities are outlined; in the second step, which follows the crime data analysis in the plan, the existing system is reviewed in light of this basic crime analysis and systems weaknesses which relate to Impact crimes are identified.

Problems

The Newark Master Plan does not provide formulated problem statements but, rather, moves directly from the crime data and systems analysis to the proposed program areas and projects. However, certain problems and needs are posited or can be inferred within the context of the existing system review. These problems are as follows:

• Police

- Improved detection capabilities (i.e., detective division, patrol division, crime laboratory).
- Improved apprehension capability (i.e., communications, manpower and resource deployment, information retrieval, community relations).

• Corrections

- Excessive increase in number of youthful offenders
- Excessive recidivism for juvenile and adult offenders
- Inadequate availability of correctional data
- Improved probation services
- Improved parole and post-release services

• Adjudication

- Excessive delay, inadequate sentencing alternatives, and insufficient narcotic programs within the Municipal Courts
- Need to reduce delay in the Essex County Court
- Need for improved resources and services in the Essex County Court (i.e., offender tracking, adjudicatory information and diagnostic services, judicial education on sentencing alternatives).

• Narcotics

- Improved data gathering system on drug abuse

• Juvenile Delinquency

- Large number of target crimes committed by juveniles
- Little opportunity for youth to receive comprehensive rehabilitation services
- No coordinated city-wide structure to offer prevention and rehabilitation services

Program Areas and Goals

In turn, these identified problems led to the generation of five program areas, delineating the structure and organization of the Newark Impact Program. These five broad strategies are as follows:

- 1.0 Prevention of Target Crimes
- 2.0 Detection of Target Crime Offenders
- 3.0 Apprehension of Target Crime Offenders
- 4.0 Adjudication of the Target Crime Offenders
- 5.0 Corrections, Reintegration, Rehabilitation of the Target Offender

These five program areas circumscribe the twenty-five projects proposed for the Newark Impact effort. Within program area 1.0, eight projects are proposed, two projects for Program area 2.0, four projects within Program area 3.0, one project for Program area 4.0 and ten projects are slated for Program area 5.0.

Linkages

The Newark Master Plan, in Section III C, provides a full cross-referencing of each program and project with either data itself or informed judgements made within the data analysis. All of the projects,

thus, appear to be well grounded with respect to the data analysis performed. In general, about half the projects can be linked back to the victim, offender, and environment data collected and presented. The remaining projects seem to have surfaced from systems weaknesses identified in the Master Plan. It is interesting to note, in this regard, that Prevention, Anti-Drug, and Corrections projects tend to be supported by the victim/offender/environment profiles generated. Crime control and adjudication projects, on the other hand, tend to be supported by the analysis of weaknesses in the existing system.

Priority-Setting and Quantification

In general, the Newark planning documents do not provide insight into the methods utilized in selecting priority programs and projects. Additionally, there is no provision for quantified and time-specific program goals, thus minimizing the ability to assess program achievement. In addition, only about one in five of the projects proposed identifies quantified levels of expected achievement.

Summary

In summary, the Newark planning documents present rather extensive and well-developed analyses of characteristics of the selected Impact offenses as well as an overview of existing resources and capabilities. However, the documents fail to detail specific problem statements (although these may be deduced) and the priority which each received within the city. Newark, additionally, posits five

program areas subsuming twenty-five projects. Program goals are not stated, however, and only a few of the project objectives are quantified. Additionally, no information is provided describing whether priorities or alternative program/project selections were considered. A major strength of the documents, however, is the fact that the first four steps of the model, as addressed, show a clear linkage from one step to the other. That is, the projects proposed clearly link back to the crime and systems data provided.

The chart which follows (Figure 8) depicts the organization of projects and programs included in the proposed Newark Impact Program.

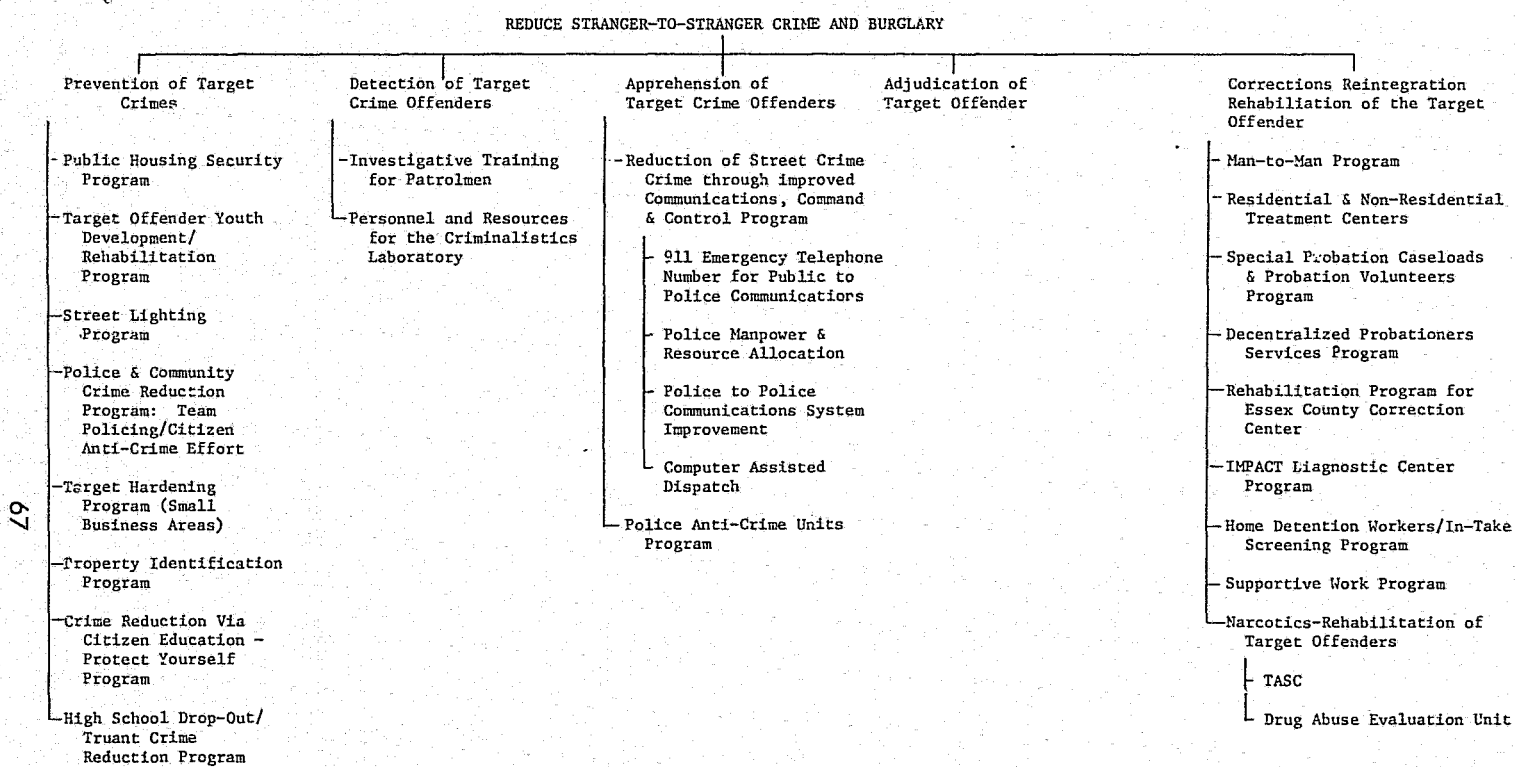


FIGURE 8
ORGANIZATION OF PROPOSED PROGRAMS AND PROJECTS FOR THE NEWARK IMPACT PROGRAM

Portland

Portland has provided several planning documents detailing the supporting data and scheme for organizing and structuring the Portland Impact Program. These documents include the following:

- Burglary and Robbery - Portland, Oregon - Undated
- Robbery and Burglary Victimology Project - November 1972
- Portland High Impact Program - December 1972
- Portland High Impact Program Evaluation Plan - March 1973

In addition, the LEAA Impact Program Questionnaire was of limited utility in planning for the Impact Program in Portland.

Data Analysis

The Portland planning documents provide a rather extensive and detailed examination of the Impact crimes of burglary and robbery in terms of the victim/offender/environment framework. The remaining crimes (murder, rape, aggravated assault) are not addressed within the data analysis.

With respect to the two offenses addressed, variables were examined dealing with specific characteristics of the offense (type of property burglarized, type of weapon used, time of day and day of week, clearance rates, etc.). In addition, data are presented comparing the incidence of these two offenses in 1970 and 1971.

In terms of the offender category for burglary and robbery, a large number of characteristics were studied. Generally, these characteristics can be grouped into a three step analysis:

- Demographic characteristics of offenders - age, sex, race, etc.
- Socioeconomic background of offenders - education, family, employment, etc.
- Characteristics of offense - group offense versus individual offense, etc.

The environment category was also dealt with quite extensively in the Portland planning documents. Frequency distribution for all police districts for the two offenses were shown and high incident areas were identified by mapping. In addition, high incident census tracts were located. Factors describing these census tracts were also presented (crime rate, economic dependency, single parent homes, etc.). Finally, high incident time periods were identified.

For the robbery victim category, such variables as robbery victims' age, race and sex were examined. With respect to the burglary victim, information was provided detailing residential versus non-residential burglary, trends in residential burglary from 1966-1971, and property loss and recovery rates.

In addition to providing the basic crime data, the Portland planning documents detail the operations of the juvenile and adult court systems. Included in this analysis are data items describing dispositions, length of time in system and sentencing. Also, several comparisons are made on such issues as race and sentence, age and prior contacts, effect of prior contact on disposition, etc.

The Portland planning documents also inventory the availability of resources in the community for such services as early intervention, diversion, drug abuse treatment, academic and vocational education, remedial education, apprenticeship training, etc.

Problems and Program Areas

The Portland High Impact Program Plan identifies three major program areas for the purpose of organizing and structuring the presentation of problems and projects. With respect to the delineation of problems, no formal problem statements are given. However, for each program area, factors found to influence entry into the criminal justice system are identified. These factors by program area are as follows:

Prevention

- Early behavior problems
- Learning disabilities
- Inadequate school attendance
- Inadequate service in criminal justice system when once identified
- Lack of employability
- Drug abuse
- Potential victims fail to safeguard their persons and property
- The targets of crimes are too vulnerable

Justice Administration

- Inadequate manpower
- Slow response time
- Lack of modern technology
- Lack of operations-oriented data systems

Juvenile and Adult Corrections

- Inadequate diagnostic resources
- Inadequate manpower
- Negative impact of criminal justice system
- Lack of continuity in treatment
- Lack of coordination with community treatment resources
- Lack of services specialized to particular needs of offenders

In turn, each factor identified within each of the three program areas is cross-referenced to a particular project.

Each of the three program areas contains a program goal, sub-program areas and sub-goals. In the case of the Prevention program area, two sub-program areas are identified -- high risk groups and victims. The Justice Administration program area defines three sub-program areas dealing with improved police capability to detect and respond to criminal activity, swift and appropriate disposition of criminal cases, and inter-agency planning and coordination for criminal justice. The Corrections

program area provides sub-program areas addressing the need to identify and treat the mental, emotional and physical disorders of offenders and the need to provide offenders with academic and vocational training and placement.

Linkages

There are three proposed projects under the Prevention program area, eight under the Justice Administration program area, and eight under the Corrections Program area. Four of the proposed projects lack specified objectives (Portland Police Bureau Strike Force, Portland Police Bureau - Communications System Implementation, Police Models, Multnomah County District Attorney's Office), thus making tracking difficult. The remaining projects, however, rather clearly track back to the original data analysis completed. The one exception to this is the Orientation, Training and Information Project which does not appear to be supported by either the crime data or systems data provided. In addition, as pointed out earlier, each program area section of the plan cross-references those factors identified as contributing to the incidence of crime and the particular project(s) selected.

Of the nineteen projects proposed, it appears that twelve of the projects address identified victim/offender/environment characteristics associated with burglary and robbery. Three projects, on the other hand, are clearly geared to the improvement of existing criminal justice resources. The remaining four projects, which did not specify objectives, cannot be classified.

Priority-Setting and Quantification

In general, program goals and project objectives were not quantified. That is, no measurable indication was given for any of the program areas or projects selected as to the expected impact upon the incidences of crime within specified periods of time. In addition, the planning documents did not detail what alternative problems/programs/projects may have been considered and whether a priority-setting process was utilized.

Summary

In summary, Portland's planning documents describe a planning process and planning products which, for the most part, are consistent with the crime-oriented planning model proposed. The data analysis, though only concentrating on two offenses, seems to provide a rather extensive overview of both the victim/offender/environment and the existing system. In addition, although distinct statements of the problem are not provided, the documents do identify key factors felt to encourage entry into the criminal justice system. Programs and projects are specified and, on the whole, can be tracked back to the original data analysis conducted. The only weaknesses noted in the Portland planning efforts are the failure to provide insight into the priority-setting process and the lack of quantified program goals and project objectives.

Figure 9 provides a schematic of the organization of the Portland Impact Program. Program areas and projects are shown as they relate to one another.

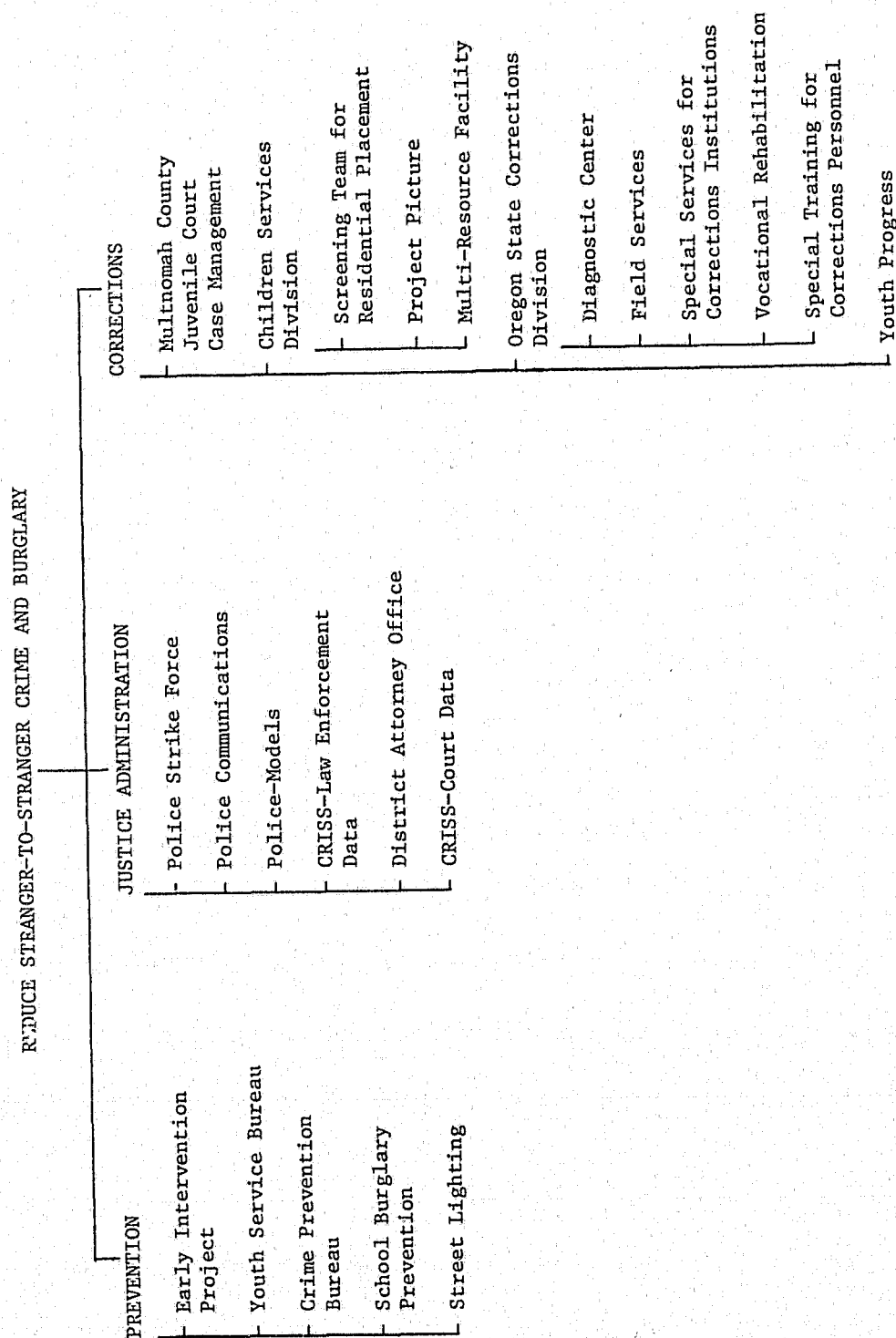


FIGURE 9
ORGANIZATION OF PROPOSED PROGRAMS AND PROJECTS FOR THE PORTLAND IMPACT PROGRAM

St. Louis

Planning efforts for the St. Louis Impact Program are documented in the following publications:

- Saint Louis High Impact Anti-Crime Program Plan - April, 1972
- Impact Evaluation Plan and Evaluation Progress Report - Undated
- High Impact Plan Update - March, 1973

The St. Louis planning efforts did not rely, to any great degree, upon the information collected from the LEAA Impact Program Questionnaire.

Data Analysis

The St. Louis High Impact Anti-Crime Program Plan presents a rather general overview of the identified problems and supporting data analysis of crime in the city. The crime picture in St. Louis is discussed under the victim, offender, and environmental categories. Discussion within these categories is limited, for the most part, to statements about the characteristics of Impact crimes in general. The only characteristics discussed in a specific way were for the sex and age of burglary and robbery offenders.

In an Appendix to the Plan is a series of maps illustrating, by geographic area within the city, the following: burglary and robbery rates, value of property taken for burglary and robbery, age and place of residence of burglary and robbery arrestees, burglary trends by time of day and type of burglary, robbery trends by type of robbery, median housing value, population density, community service districts, median contract rent, and estimated median family income.

CONTINUED

1 OF 2

Although these maps are frequently cited within the problem analysis, it appears that several assertions are made without sufficient correlative evidence. For example, low income housing concentrations are identified and a statement is made that a "lack of job opportunities, limited education and training, one parent households, community disintegration, poor health and poor housing," are all related to crime rates. There are no maps or other data, however, which deal with unemployment, education, health, etc., so that adequate background is established.

In addition to the analysis of crime data presented, the Plan examines the existing resources of the St. Louis city government as well as those resources available through community service agencies and citizen groups. This existing system overview describes both the statutory basis for and the functional role of each of the identified agencies and groups (police, courts, correctional institutions, probation and parole, board of education, community service agencies, citizen groups).

Problems

Each of the three major sections of the chapter describing problems (victim, offender, environment), focuses on the general characteristics of the target populations or settings; these general observations, in turn, form problem descriptions for the St. Louis planning effort. The problems identified in this section include the following:

- high rates of juvenile crime
- high truancy and dropout rates of juvenile offenders
- the importance of drug addiction as a major cause of crime
- high incidences of Impact crimes in certain geographic areas
- high incidences of crime in St. Louis public housing projects
- high victimization rates within the black community in certain sectors of the city

While St. Louis has not presented the basic data analysis within a crime-oriented planning context (that is, concentrating on the five selected offenses) or in as detailed a fashion as several of the other cities, most of the problems identified tend to fit the pattern of crime-specifically derived problem descriptions. These problems focus on specified target groups and settings within the larger picture of Impact crime.

Program Areas and Goals

Program area selections do not appear in either the Master Plan or Update but, rather, are presented in the Evaluation Plan. In the Master Plan, however, some discussion is devoted to the priority-rating scheme utilized in selecting strategies to be addressed by the overall Impact Program.

The alternative strategies chosen as most appropriate for St. Louis are reflected in the four program areas proposed:

- Protection of Targets of Impact Crimes
- Reduce Commission of Impact Crimes by Juveniles

- Reduce Commission of Impact Crimes by Adults
- Enhance the Ability of the Criminal Justice System to Process Impact Offenses

The planning documents do not detail program area goals so that measurable program area achievement can be assessed. In general, it appears that the program areas selected follow from the problems identified. However, since program area strategies were only detailed in the Evaluation Plan, it is felt that the major purpose served by the program areas was to organize the selected projects for evaluation purposes. That is, strategic planning was perceived as being of somewhat less importance than tactical planning and project selection.

The Evaluation Plan identifies forty projects proposed for the St. Louis Impact Program. Additionally, a chart is provided showing the categorizing of proposed projects by program area within the Evaluation Plan. The High Impact Plan Update provides brief descriptive material on forty-six projects (host agency, project number, funding and sub-grant information, project design, objectives, project progress, and project projections). The six additional projects represent seven new project additions (Fleet Location and Information Recorder, Comprehensive Corrections Service Project, Adult Job Development, Pre-Trial Release, Target Hardening, High Security Juvenile Treatment Facility, Increased Impact Visibility) and one proposed project deletion (Juvenile Information System).

Linkages

In general, it is difficult to assess whether proposed projects track back to the original problem analyses conducted. It appears that in many cases, given the generic nature of the problems identified, there is no single data item or sets of data items which provide adequate supporting evidence for the project. For example, with respect to the TASC project, although some narrative information is provided describing the existence of a drug problem, no supporting evidence is included reflecting the extent of the problem and its relationship to crime. Additionally, nine out of the eleven projects slated for the fourth program area (see Figure 10) address systems improvement needs of the courts. However, the only groundwork laid in this area in the problem analysis is a statement regarding the need for improved court effectiveness and efficiency. No detailed data is provided on the scope and extent of case backlogs and the particular types of offenses which these cases represent.

Priority-Setting and Quantification

The strategic and tactical planning documented in the planning products do not, on the whole, provide quantified and time constrained goals and objectives. For example, of the forty-six projects proposed in the High Impact Plan Update, forty-four did not quantify the project objectives with respect to the anticipated impact on crime. Only one project, Foot Patrol, also specified a time period in which

the hypothesized reduction would occur. However, the Plan does detail alternative strategies that could be used in focusing on the offender, the victim and environment, criminal justice system response, prevention, deterrence, detection and apprehension, and adjudication and post-adjudication processes.

Summary

In summary, the St. Louis planning documents provide only a general overview of characteristics of the victim, the offender, and the environment as they relate primarily to burglary and robbery. On the whole, general problem statements are provided, many of which appear to be tenuously linked to the data provided. The problems identified, however, do fit the mold of crime-specifically derived problems in that they focus on offenders, victims, and environments. Strategic planning, as represented by the program areas, appears to be less well-developed and on the surface appears to have been imposed on previously selected projects for organizational purposes (Program areas are only cited once in the Evaluation Plan and are not mentioned in the Master Plans). Projects, in turn, do not clearly track back to the problem analysis, primarily because of the general nature of the data provided and several of the inferences drawn which appear to be unsubstantiated. Further, although an indication is given of different strategies which were weighed in the planning process, program goals are not provided and quantified project objectives are not stipulated.

Figure 10 provides a chart describing the program/project organization of the St. Louis Impact Program. This chart depicts the forty proposed projects described in the Evaluation Plan.

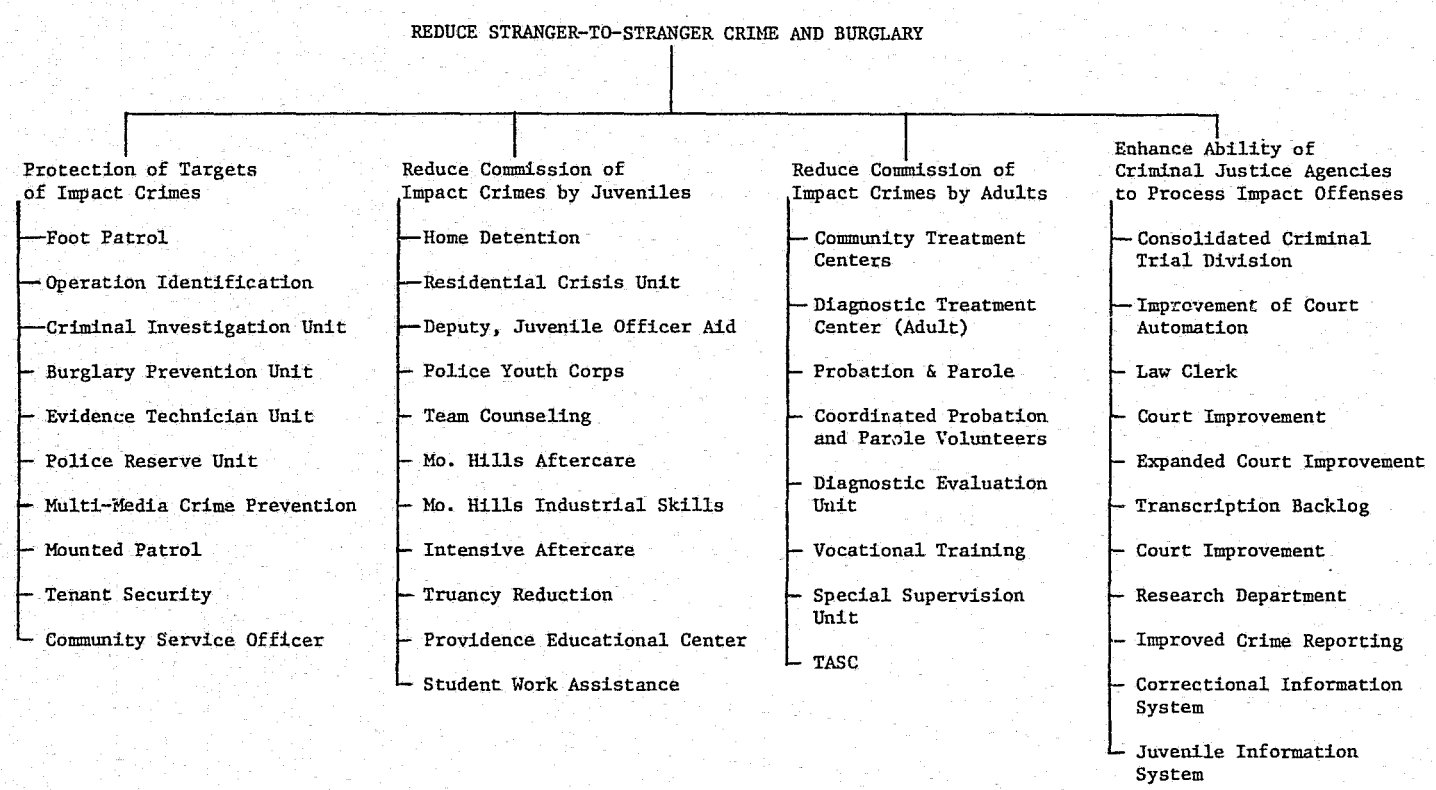


FIGURE 10
ORGANIZATION OF PROPOSED PROGRAMS AND PROJECTS FOR THE ST. LOUIS IMPACT PROGRAM

2.3 Comparison of Planning Products Across the Eight Cities

In analyzing the planning process across the eight cities, an attempt is made to examine differences and similarities in the planning products developed. This section of our analysis thus focuses upon each city's problems, and proposed programs and projects and the types of issues which city products address.

The approach utilized in conducting this analysis was described in Section 2.1.2. Additionally, the same qualification applies as in the city-by-city analysis (that is, the sources for this analysis are not yet definitive). In many cases, additional information will only be available at the city-level and thus must await further data collection.

Problem identification and selection represent the first key decisions made by each of the cities at the conclusion of the data collection and analysis phase of their crime-oriented planning effort. Some of the planning documents present well-formulated problem statements and in others the specific problems to be addressed can be deduced. In all cases, however, we can identify problems of common interest to cities and problems of unique interest to individual cities.

The most important point to be made with respect to problems is that they define and describe those issues which may be assumed to represent the highest priority concerns of the city. Thus, it appears that the particular focus of a city's selected problems would be

critical in order to understand the eventual output of the planning process, i.e., projects. For example, if a city's problem statements tend to reflect a high concern about truant youth who commit residential burglaries, we would naturally expect to find programs and projects proposed to address this problem.

The task, then, of this analysis will be to examine the different problems selected across the cities and to look for differences and similarities in focal concern. In order to accomplish this, categories can be established relating to the specific concern contained within the problem statement. That is, does the specific problem selected pinpoint the offense, the victim, the offender, the environment or the operation of the criminal justice system as the primary concern? For example, the sample problem in the previous paragraph seems to show a parallel concern for both the victim of residential burglary and the truant youth who commit these crimes. Thus, the problem could be categorized as focusing on the offender and the victim (owners' of residences). If the problem statement had focused on burglary, (the offense) then it could be expected that the problem would have been stated differently (i.e., high incidence of residential burglary).

The method used in studying the problems selected by the cities thus attempts to categorize these problems across the cities on the basis of the focal concern expressed. There are three major areas of possible focal concern:

- the offense
- the victim, offender, or environment
- the criminal justice system

For the program areas proposed, a similar classification scheme was used. That is, three categories were utilized to classify the strategic program areas:

- the offense
- the victim, offender, or environment
- the criminal justice system

Projects, the most important output of the planning process, were examined across the eight cities from several different perspectives. Initially, projects were studied in terms of their functional area focus. Classification, in this approach, was based upon the objectives associated with the project (as opposed to the implementing agency). By doing this, insight can be gained into the functional arrangement of projects across the cities. In a similar fashion, project funding by functional area reveals the actual city-level planned commitment to the various tactics associated with crime reduction (functional area placements were determined by project objectives). A final analytical approach applied to the projects was an attempt to categorize projects by the type of criminal justice responsibility implied by the objectives and the implementing agency. Projects were initially categorized by their implementing agency to determine whether they were within the traditional criminal justice

system or outside the traditional criminal justice system. Projects were further categorized using the following dimensions based on the type of responsibility implied by the project's objectives:

Traditional System

- Agency-Supportive Responsibility
- New Responsibility

Outside Traditional System

- Community Involvement Responsibility
- Other Agency Responsibility

Using this format, projects can be grouped in order to provide for comparisons of similarities and differences across the eight cities.

Problems

Problems defined and selected by the eight cities reflected a wide range of concerns. The following is a listing of problems for each city either as stated in the Master Plans or deduced from the information presented in the planning documents:

Atlanta

- | | | |
|--------|---|---|
| Police | { | <ul style="list-style-type: none"> • High incidence of residential high crime areas • Open-space robberies in identified high crime areas |
| Courts | { | <ul style="list-style-type: none"> • Excessive case processing time • Inadequate treatment of jurors and witnesses • Inadequate capability for the management and processing of criminal court cases |

Corrections

- Excessive recidivism
- High rate of staff turnover
- Increase in severity of crime among juveniles
- Inadequate referral resources to be used as alternatives to the juvenile court

Juvenile Rehabilitation

- Excessive number of school dropouts
- Inadequate staffing at the intake and supervision and treatment stages in the juvenile justice system
- Lack of adequate information systems

Baltimore

- High incidence of crime committed by juveniles and young adults
- High incidence of drug abuse
- Lack of citizen trust and communication with police
- Excessive number of defendants incarcerated while awaiting trial
- Expected court backlog as a result of the operation of the Impact Program

Cleveland

- Concentrations of burglaries and robberies in certain police districts
- High incidence of drug abuse and arrests for drug-related crime
- Youth problems including drop-outs, lack of employment opportunities and fatherless homes

- Unemployment
- Excessive court processing time
- Low clearance rates
- Fragmentation among correctional agencies
- Health problems
- Lack of adequate housing
- Poverty

Dallas

- Excessive opportunity for the commission of burglary and robbery
- Low clearance and property recovery rates
- Excessive case processing time in the courts
- High no-bill and dismissal rates for defendants charged with Impact offenses
- High recidivism rates and excessive probation caseload size
- Large amount of Impact crime committed by youths and addicts

Denver

Burglary

- Need to reduce the incidence of commercial, apartment, and residential burglaries in identified high incident target areas
- The victim of burglary is the commercial business and home-owner and burglaries tend to show little or no force used by offenders in gaining entry

Burglary (Cont.)

- Need to focus on juvenile and drug-dependent burglar and his characteristics (broken homes, educational failure, low income)

Robbery

- Need to concentrate on setting-specific characteristics of two kinds of robbery, street robbery and commercial robbery, within identified high incident areas for each
- Priority interest should focus on protection of individuals on the street and most frequently victimized commercial businesses in terms of physical location and type of business
- Need to focus on recidivating adult and juvenile offenders, 16-34 years old

Rape

- Need to reduce the incidence of rape (on-the-street, burglary-related) in identified high-incident target areas
- Need to improve public awareness about rape and the types of security and precautionary measures which may be employed
- Need for improved diagnostic and treatment facilities to be used in connection with convicted and potential rape offenders

- Aggravated Assault
- Need to focus prevention strategies upon identified high-incident target areas (commercial establishments, taverns, on-street)
 - Need to reduce the severity and incidence of aggravated assault through increased community awareness and increased availability of treatment services (crisis intervention, family counseling)
 - Need for improved early diagnosis and treatment for potential or actual assaultive offenders and alcohol-assaultive offenders

Newark

- Police
- Improved detection capabilities
 - Improved apprehension capability
- Corrections
- Excessive increase in number of youthful offenders
 - Excessive recidivism for juvenile and adult offenders
 - Inadequate availability of correctional data
 - Improved probation services
 - Improved parole and post-release services
- Adjudication
- Excessive delay, inadequate sentencing alternatives, and insufficient narcotic programs within the Municipal Courts
 - Need to reduce delay in the Essex County Court
 - Need for improved resources and services in the Essex County Court

- Narcotics Juvenile
- Improved data gathering system on drug abuse
 - Large number of target crimes committed by juveniles
 - Little opportunity for youth to receive comprehensive rehabilitation services
 - No coordinated city-wide structure to offer prevention and rehabilitation services

Portland

- Prevention
- Early behavior problems
 - Learning disabilities
 - Inadequate school attendance
 - Inadequate service in criminal justice system when once identified
 - Lack of employability
 - Drug abuse
 - Potential victims fail to safeguard their persons and property
 - The targets of crime are too vulnerable
- Justice Administration
- Inadequate manpower
 - Slow response time
 - Lack of modern technology
 - Lack of operations-oriented data systems

Correc-
tions

- Inadequate diagnostic services
- Inadequate manpower
- Negative impact of criminal justice system
- Lack of continuity in treatment
- Lack of coordination with community treatment resources
- Lack of services specialized to particular needs of offenders

St. Louis

- High rates of juvenile crime
- High truancy and dropout rates of juvenile offenders
- The importance of drug abuse as a major cause of crime
- High incidences of Impact crimes in certain geographic areas
- High incidences of crime in St. Louis public housing projects
- High victimization rates within the black community in certain sectors of the city

One observes, in reading through these problem statements, certain common concerns across the cities. These common concerns, as well as those which are individually unique to cities, can thus be catalogued in order to conduct this comparative analysis.

As pointed out earlier, three general categories of problems were utilized to classify the individual problems cited by the cities. These categories were:

- the offense
- the victim, offender, or environment
- the functional area emphasized

Within the offense category there are five possible sub-categories corresponding to the five Impact crimes (burglary, robbery, rape, aggravated assault, and murder).

The victim category would concern itself primarily with the type of victim targeted within the problem statement (i.e., residential burglary, commercial robbery, etc.). The environment category was applied to problems where a geographic emphasis was noted in the statement of the problem (i.e., high incident geographic target areas). The offender category was subdivided into four sub-categories addressing the adult offender, the youth offender, the drug-abuser or drug-related offender, and the recidivist. Problem areas targeting the offender could thus be classified in a more specific fashion in order to provide a clearer notion of the specific problem priorities identified by the cities.

The third major class of problems relates to those problems and needs associated with the operation of the criminal justice system. There were seven sub-categories or functional areas which were posited for this analysis:

- Prevention
- Police
- Courts

- Adult Corrections
- Juvenile Corrections
- Research and Information Systems
- Community Involvement

A matrix was then constructed utilizing the categories and sub-categories described and the problems identified by the cities were then classified. In some cases, the problem statements may have addressed several concerns (i.e., burglaries in specified geographic areas) and in such instances several categories were considered to have been addressed (i.e., type of offense and environment). Additionally, problem statements may have been so broad that several categories would have been considered to have been addressed (i.e., need for improved technology in the administration of justice). The distribution of the areas of focal concern described for each city and across cities is illustrated in Figure 11.

In examining this chart, several observations can be made. Under the type of offense category, burglary and robbery problems seem to be the problems receiving the highest priority across the cities. This observation may result from several possible explanations or a combination of any of these explanations:

1. The greatest amount of data available to the cities pertained to the incidence of burglary and robbery;
2. Burglary and robbery are the highest priority offenses within the cities;

SOURCES:	PLANNING DOCUMENTS PRODUCED BY THE EIGHT IMPACT CITIES										FUNCTIONAL AREAS									
	TYPE OF OFFENSE								OFFENDER		VIC-TIM	ENVIRONMENT	FUNCTIONAL AREAS							
	BURGLARY	ROBBERY	RAPe	AGGRAVATED ASSAULT	MURDER	ADULT	YOUTH	DRUGS	RECIDIVIST	TYPE OF VICTIM	GEOGRAPHIC LOCATION	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH AND INFORMATION SYSTEMS	COMMUNITY INVOLVEMENT	MULTI-FUNCTIONAL	
CITIES																				
ATLANTA	•							•			•			•	•		•			
BALTIMORE					•		•	•					•					•		
CLEVELAND	•					•	•	•			•			•						
DALLAS	•					•	•	•	•				•	•	•					
DENVER	•		•			•	•	•	•				•	•						
NEWARK						•		•					•	•	•		•			
PORTLAND									•		•							•		
ST. LOUIS									•		•									
NUMBER OF CITIES ADDRESSING:	3/8	4/8	1/8	1/8	2/8	8/8	6/8	4/8	4/8	5/8	2/8	4/8	5/8	6/8	2/8	3/8	1/8	1/8	1/8	

FIGURE 11
ANALYSIS OF PROBLEMS IDENTIFIED BY THE
EIGHT IMPACT CITIES

3. Burglary and robbery are viewed to be the specific offenses most amenable to a measurable reduction;
4. Burglary and robbery tend to aggregate within specified geographic areas and thus represent more vulnerable offenses upon which to focus the city's resources;
5. Burglary and robbery have shown significant increases in incidence across the cities.

Whatever explanation(s) is (are) more appropriate, one caveat that should be introduced is the fact that only about half the cities stated their crime problems in terms of specific offenses. The other half, it appears, tended to state problems which were broader in focus (i.e., Impact crimes or crime in general) with correspondingly less emphasis on the characteristics of specific crimes.

The three categories dealing with the victim, offender, and environment appear to have received a generally high priority across the cities in terms of problem formulation. The youth offender category, for example, was addressed by every city in the Impact Program (this was the only problem category to receive universal attention). Similarly, the drug abuser and drug-related offender seems to have elicited concern in six of the eight cities. Slightly over half the cities tended to postulate their crime problems in terms of specified geographic areas where crimes occur with a high incidence. On the other hand, the recidivist, the victim, and the adult offender seem to have received about equal attention across the cities in terms of stated problems.

Several possible explanations may account for these differences in attention with respect to the victim, offender, and environment:

1. The youthful offender and the drug offender may represent the major concerns in the eight cities;
2. More data may have been available on the youthful and drug-abusing offender than on the other categories to document problem identification;
3. The youthful offender and the drug offender may represent the most accessible targets for achieving a measurable reduction.

It is clear from these observations that, whatever the specific reasons, the youthful offender and the drug abuser were perceived by the majority of cities as key problem areas.

The chart further indicates that in terms of functional area emphasis within the selected problems, adult corrections and the courts seem to have received the most widespread attention across the cities. Police problems in general, were addressed, as such, by about half the cities and the remaining categories of problems received varying degrees of attention.

It is interesting to note that adult corrections received such a high level of concern throughout the cities. In a sense, this would link up fairly well with the low level of attention focused on the adult offender per se. That is, the major concern was obviously with upgrading the adult rehabilitation capabilities of agencies

within the system rather than focusing on the individual characteristics of the offender. Conversely, a low priority was placed on the system of juvenile rehabilitation while a high priority was placed on the youthful offender. Thus, one might hypothesize that the cities considered the individual characteristics of the youthful offender to be of greater significance than those of the adult offender. System improvement, on the other hand, represents the logical direction for the improvement of services to the adult offender.

Another interesting point is the high priority accorded problems and needs within the court system. It is probable that cities considered courts to be a neglected area for study within the crime-oriented planning process. That is, victim, offender and environment data would not tend to produce data documenting needs and problems of the courts. As a result, it appears, a majority of cities proposed court-related problems in order to minimize this gap.

Thus in looking at identified problems across the cities, several observations can be made:

- (1) The youthful offender, the drug offender, and the adult corrections system seemed to reflect the highest priority concerns identified across the cities;
- (2) The offenses of burglary and robbery, the recidivist offender, the victim, the geographic concentrations of Impact crime, the police, the courts, and research and

information systems received secondary priority as problems areas; and,

- (3) The offenses of rape, aggravated assault and murder, the adult offender, prevention, juvenile corrections, and community involvement received the least attention as issues of concern across the eight cities.

Programs

Program areas are viewed, in the crime-oriented planning model, to represent the broad strategies proposed by the cities for addressing the priority problems identified. In this sense, program areas define the general methods and approaches to be utilized in reducing crime.

Again, as in the problem statements, certain similarities and differences begin to emerge in program area planning across the cities. Thus the comparative analysis performed attempts to examine those program areas proposed by the cities.

The following program areas were detailed in the planning documents produced by the cities:

Atlanta

- Reduce the number of high crime census tracts by 20%
- Reduce the number of persons becoming victims of crimes by 10%
- Increase apprehension rate by 5%
- Decrease court processing time by 25%
- Reduce number of arrested offenders by 20%

Baltimore

- Prevention of Youth Crime
- Drug Abuse Prevention
- Intensive Community Patrol by Police
- Target-Hardening-Physical Improvement to Deter Crime
- Court Requirements
- Citizen Involvement
- City Jail

Cleveland

- Minimize Need to Commit Crime
- Minimize Desire to Commit Crime
- Minimize Opportunity to Commit Crime
- Maximize Risk for Offenders

Dallas

- Reduce Opportunity to Commit Crime
- Increase Risk of Committing Crime
- Improve Governmental Ability to Respond to Crime
- Help Offenders Re-enter Society
- Alleviate Conditions which Promote Crime

Denver

- Reduce the Incidence of Burglary and Robbery
- Reduce the Incidence of Burglary, Robbery and Aggravated Assault Committed by the Juvenile Offender
- Reduce the Incidence of Burglary, Robbery, Rape and Aggravated Assault Committed by the Adult Offender

- Reduce the Incidence of Burglary, Robbery, Rape and Aggravated Assault by Developing A Crime-Specific Information and Planning Capability

Newark

- Prevention of Target Crimes
- Detection of Target Crime Offenders
- Apprehension of Target Crime Offenders
- Adjudication of the Target Offender
- Corrections, Reintegration and Rehabilitation of the Target Offender

Portland

- Prevention
- Justice Administration
- Corrections

St. Louis

- Protection of Targets of Impact Crimes
- Reduce Commission of Impact Crimes by Juveniles
- Reduce Commission of Impact Crimes by Adults
- Enhance Ability of Criminal Justice Agencies to Process
- Impact Offenses

The method used for categorizing these program areas was essentially the same method applied in the analysis of problems. That is, the same major categories (type of offense, victim, offender,

environment, and functional areas) with the accompanying sub-categories were utilized in conducting this analysis.

This analysis, however, was complicated by the generic nature of most of the program areas posited by the cities. In each case where such broad strategies were indicated, an attempt was made to assess the intent of the strategy and to make a judgment as to the most appropriate categories which were being addressed. For example, Cleveland and Dallas proposed program areas emphasizing the need to heighten the risk of committing crimes. The intent of this approach was viewed to hinge on improved police and court responses. Therefore, the police and courts functional areas were viewed to represent the categories most affected by such a strategy. Similarly, Portland and St. Louis proposed program areas aimed at improving the administration of justice. Such a general strategy was judged to affect the police, courts, adult corrections, and juvenile corrections sub-categories in that its focus appears to devolve upon the general improvement of the existing criminal justice system.

The chart provided in Figure 12, depicts the major categories of strategies proposed across the cities. In general, this chart is only utilized to identify trends across the cities so that similarities and differences can be delineated.

Within the type of offense category, it can be noted that only one city, Denver, defined strategies that would address specific offenses. The remaining cities did not specify which offense types would be affected by the strategic approaches proposed.

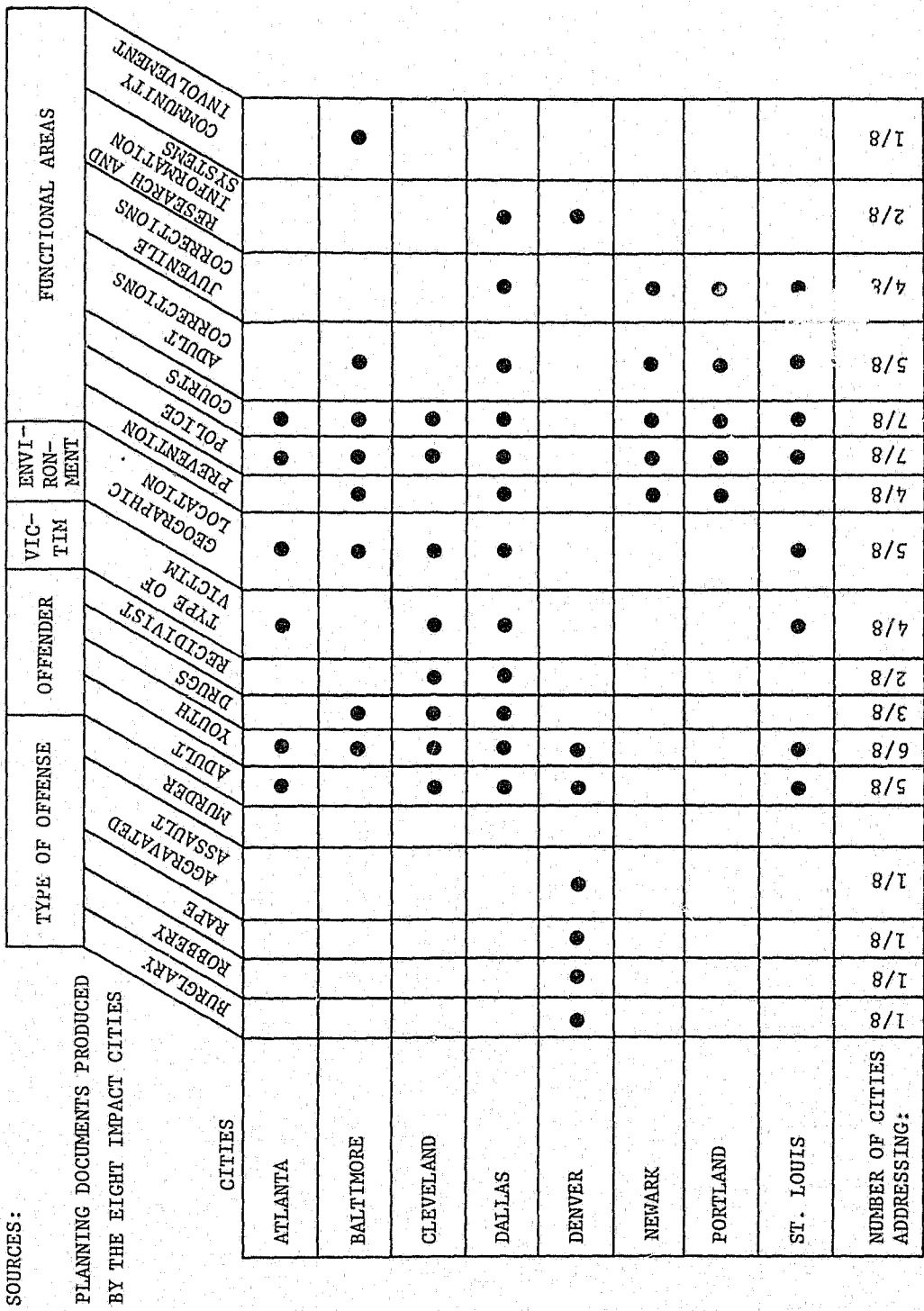


FIGURE 12
ANALYSIS OF PROGRAM AREAS IDENTIFIED BY
THE EIGHT IMPACT CITIES

Several possible explanations for this result may be:

- (1) Cities, in general, felt that any strategy proposed might have a "halo" effect on any of a number of crimes or all Impact Crimes and therefore there was no need to stipulate specific crime types;
- (2) The type of offense to be addressed was considered to be less important than the types of offenders, victims, environments or functional agencies examined.

Secondly, within the victim, offender, and environment categories, the youthful offender is again cited as the most frequent program target (although not as strongly as it was felt to be a problem). Additionally, adult offender and geographic targets were perceived to be important categories upon which to focus the cities resources. The adult offender, significantly, rose from a relatively minor position in terms of defined problems (two of eight cities) to a position of majority concern in terms of program targets (five of eight cities). Also, the recidivist and drug offender may reflect targets which are apparently less amenable to concentrated reduction via the resources of the Impact Program.

A number of different explanations could account for these disparities:

- (1) The youthful offender is a high priority target for reduction across the cities;

- (2) The recidivist and drug abuser are less susceptible to reduction given the resources of the Impact Program;
- (3) The geographic location of crime is amenable to more definitive control techniques while the victim focus is perceived to be slightly less capable of internalizing such a control and containment orientation.

Perhaps the most significant changes from problems to programs occur within the functional area category. The police and courts areas rose considerably in importance as strategic methods of dealing with crime problems (these two sub-categories, in fact, received the highest priority across the cities). Prevention and juvenile corrections seem to reflect increasingly important approaches for addressing the youthful offender identified as the highest priority problem across the cities.

It is interesting to note that in moving from the problem identification step to the task of strategic planning there appears to be a distinct shift from a crime-oriented approach to a system improvement orientation. This shift, as can be seen in the increased emphasis placed on the traditional agencies (police, courts, juvenile corrections) and the general failure (with several exceptions) to state quantified program level goals, leads to the speculation that a trend may be emerging which moves away from the objectives of a crime-oriented planning approach. Stated differently, the examination of the program areas selected by the cities leads to the inference that the offense, offender

victim, and environment are less important as specific targets than are the agencies themselves. Yet a reappearance of the traditional mode of criminal justice planning (i.e., systems improvement planning) would appear to signify a corresponding decline in the applicability of the crime-oriented approach except for the built-in evaluation mandate which relates outcomes back to original objectives.

Another point to be emphasized with respect to the program areas posited by the cities is the general failure, as previously mentioned, to state quantified and time-specific program-level goals. This failure, it is felt, is one of the primary reasons for the shift from crime-oriented planning to systems improvement planning. Without such quantified goals the targets of crime reduction become vague and abstract. That is, a city may indicate a desire to reduce its priority problems, but unless it indicates the parameters of "success" using a certain strategic approach, little can be said about the effectiveness of the approach either on an individual basis, an aggregate basis, or on a comparative basis.

Projects

Projects are viewed to represent the output of the tactical planning step of the crime-oriented planning model discussed in Section 2.1.1. Thus, the types of projects proposed by the cities and the objectives of these projects illustrate both the commitment of a city to specific approaches to the reduction of crime and the method of

organizing to accomplish this task. As a result, any analysis of these proposed projects across the cities should examine:

- Similarities and differences in commitment to functional categories of projects and the allocation of funds within these functional categories;
- Similarities and differences in types of agency responsibilities associated with the projects across the cities.

In accomplishing this analysis several categorization schemes were utilized. Initially, an attempt was made to classify projects within functional areas. This effort was broadened to include the allocation of financial resources on a project and functional area basis. All proposed projects were grouped by the type of activity discussed within the project objectives as opposed to the implementing agency targeted. For example, although a youth service bureau may be operated by a city's police department, the objectives of the project may indicate that the over-riding intent of the project is to prevent youth from becoming involved in the juvenile justice system. Thus, the project would be classified as a prevention activity. In this sense, it is felt that a clearer demonstration is made of the range of activities and services resulting from the infusion of Impact financial resources across the cities.

The second approach, that of assessing the differential alignment of project responsibilities across the cities, focuses on approaches used to organize and structure a city's Impact efforts

as revealed through the project's objectives. The proposed projects in each city are categorized as to their position in relation to the existing criminal justice system. Projects slated to operate within this system either supplement or expand existing functions and activities. Projects were also proposed, however, which did not rely on the criminal justice system for implementation. For these projects, community support and intra-agency assistance are cited as the key to implementation.

Thus, proposed projects may be divided into four general types:

- (1) Projects aimed at improving the traditional criminal justice system's ability to perform existing functions. Efforts to reduce court processing time, expand police patrol time, increase investigative abilities of the police, and reduce probation/parole caseloads are examples of this type of project.
- (2) Projects intended to introduce new functions or innovative approaches into the traditional criminal justice system. Projects of this type include efforts to provide industrial skills to juvenile offenders, team policing, multi-modality drug treatment centers, and decentralized services to juvenile offenders.
- (3) Projects which operate outside of an institutional agency setting and rely, for the most part, upon community

participation. Community efforts such as increased tenant security and identification of property are examples of this project type.

- (4) Projects which rely on institutional agencies and responsibilities outside of the traditional criminal justice system. Examples of this project type include school board projects to reduce truancy, recreation department projects for juveniles, and employment efforts for ex-offenders or juvenile delinquents.

A caveat that should be emphasized is the fact that any categorization scheme is judgmental and arbitrary. There may be disagreement about particular projects and the specific categories to which they were assigned. However, it is felt that the only method by which patterns may be identified is through some type of categorization.

Analysis of Commitment

The chart contained in Figure 13 shows the breakdown of projects by functional area across the eight cities. It should be noted that proposed projects are presented here and that projects that were actually funded and implemented are not considered at this time.

As we can see from this chart, individual cities, in general, varied in both the numbers of projects proposed and the functional areas to be addressed by the projects. This variability proves to be even greater when cities are compared via a breakdown of all projects by functional area.

	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Research/ Information Systems	Drug Abuse	Community Involvement	Other	Total
Atlanta	2	9	6	2	2	2	1	4	1	29
Baltimore	3	3	2	3	3		4	4	1	23
Cleveland	6	3	1	8	1		1	1		21
Dallas	1	10	3	1	6	6	4	2	1	34
Denver	2	2		2	1	1		1		9
Newark	2	7	1	5	3		2	5	1	26
Portland	2	3	1	5	3	2		1	2	19
St. Louis	4	5	10	7	7		1	2		36
Total Cities	22	42	24	33	26	11	13	20	6	197

Source: Planning Documents Produced by the Eight Impact Cities

FIGURE 13
NUMBER OF PROPOSED PROJECTS BY FUNCTIONAL AREA FOR THE EIGHT IMPACT CITIES

Looking across the cities, it appears that slightly over 20% of the proposed projects were geared to the police function. Atlanta, however, slated over 30% of its projects for the police area while Baltimore, on the other hand, targeted only 13% of its projects for the police. Similarly, prevention projects varied greatly from a low in Dallas of only 3% to a high in Cleveland of nearly 30%. In terms of the courts functional area, St. Louis seems to have placed a heavy project emphasis upon upgrading the court system while Denver and Cleveland indicate low concern in this area. In terms of the adult corrections functional area, Cleveland proposed the largest number of projects in this category, devoting to it nearly 40% of its total planned Impact effort in terms of number of projects. It appears that St. Louis and Dallas dedicated the largest percentages of projects to the juvenile corrections area. In addition, Dallas, in response to their recognized crime-oriented data needs, proposed a large number of information systems projects in an attempt to fill this gap. Drug abuse received a fairly low priority across the cities with Baltimore showing the greatest interest in projects of this type. Community involvement appears to have been most emphasized in Newark and Baltimore.

Across the cities, it appears that the following functional areas received priority attention in decreasing order:

- Police
- Adult Corrections

- Juvenile Corrections
- Courts
- Prevention
- Community Involvement
- Drug Abuse
- Research and Information Systems

Specific city priorities in terms of sample and proposed projects may be listed as follows:

- Atlanta - Police/Courts
- Baltimore - Drugs/Community Involvement
- Cleveland - Prevention/Adult Corrections
- Dallas - Police/Information Systems/Juvenile Corrections
- Denver - (Insufficient number of sample projects proposed)
- Newark - Police/Adult Corrections/Community Involvement
- Portland - Adult Corrections/Juvenile Corrections/Police
- St. Louis - Courts/Adult Corrections/Juvenile Corrections

It is clear, thus, that cities tended to posit differing projects representing differing priorities. However, it is felt that only by examining the financial resources allocated to projects can a more complete picture of city-level commitment be obtained.

Figure 14 shows the planned allocation of LEAA Impact funds across four of the eight cities. The sources (Master Plans) utilized in obtaining this information were incomplete and adequate funding

Cities	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	Total
Cleveland	\$3,850,000 (13.4%)	\$ 7,358,000 (25.6%)	\$ 5,945,000 (20.7%)	\$ 4,250,000 (14.8%)	\$ 1,500,000 (5.2%)	\$3,000,000 (10.4%)	\$ 522,000 (1.8%)	\$2,306,000 (8.0%)	\$28,731,000
Dallas	\$1,177,600 (5.5%)	\$ 8,747,010 (41.1%)	\$ 2,799,046 (13.2%)	\$ 2,518,179 (11.8%)	\$ 1,875,135 (8.8%)	\$1,500,000 (7.1%)	\$1,239,156 (5.8%)	\$1,411,000 (6.6%)	\$21,267,126
Newark	\$ 744,000 (3.7%)	\$ 4,893,000 (24.1%)	\$ 182,000 (4.4%)	\$ 4,188,000 (20.7%)	\$ 3,894,000 (19.2%)	\$1,254,000 (6.2%)		\$4,418,000 (21.8%)	\$20,273,000
Portland	\$2,698,416 (13.5%)	\$ 4,850,000 (24.2%)	\$ 500,000 (2.5%)	\$ 5,482,670 (27.3%)	\$ 5,229,202 (26.1%)		\$ 827,124 (4.1%)	\$ 477,000 (2.4%)	\$20,064,412
Total	\$8,470,016 (9.4%)	\$25,848,010 (28.6%)	\$10,126,046 (11.2%)	\$16,438,849 (18.2%)	\$12,498,337 (13.8%)	\$5,754,000 (6.4%)	\$2,588,280 (2.9%)	\$8,612,000 (9.5%)	\$90,335,538

*Note: See detailed proposed budgets for these four cities in Appendix I.

FIGURE 14
 PLANNED ALLOCATION OF IMPACT FUNDS ACROSS FOUR OF THE IMPACT CITIES
 BY FUNCTIONAL AREA* (IN DOLLARS)

data was only available for these four cities (Cleveland, Dallas, Newark, Portland). Thus, a thorough funding breakdown must await more detailed information from the remaining cities.

Across the four cities, it is evident that the police functional area was slated for over twenty-eight percent of the funds to be given to the cities. It is significant to note that only Dallas set aside a greater percentage of its funds for projects in this area than the other three cities. Dallas, in fact, planned for over forty-one percent of its Impact funds to be dedicated to police activities while the other cities reserved only about twenty-five percent of their funds.

Adult Corrections was slated for nearly one in five of the Impact dollars distributed among the four cities. Portland, it appears, put the heaviest funding emphasis on this category of projects. Dallas, conversely, placed the lowest emphasis on projects of this type.

The courts area accounts for about 11% of the proposed project funds across the cities. It appears that Dallas and Cleveland were concerned with upgrading/improving the courts functions to a much greater degree than were Newark and Portland.

Funding commitment to the juvenile corrections system appears to be highly variable across the four cities, ranging from a high in Portland of 26.1% to a low in Cleveland of 5.2%. Thus, the cities as a whole appear to have proposed that over 13% of their project funds target the improvement of juvenile corrections.

Prevention projects received about nine and a half out of every one hundred dollars to be spent on Impact projects across these four cities. The variability among the cities was somewhat less, however, with Cleveland and Portland anticipating the highest financial allocations in this area.

Cleveland perceived drug abuse to be a funding category of significant importance and thus placed over 10% of its financial resources in activities geared to reducing this social problem. Portland, on the other hand, devoted no funds to this category.

Significantly, Newark dedicated a large percentage of money to the community involvement functional area. Newark, in fact, slated over one-fifth of its resources for this purpose. Portland, on the other hand, provided a much smaller commitment of its total resources to this activity (2.4%).

The final category, that of research and information systems, appears to have received the lowest funding emphasis across the four cities (2.9%). Portland and Dallas stand-out as the two leading cities in terms of the percentage of their resources set aside for projects of this type.

Across the four cities, the funding priorities, by functional area, may be listed as follows in decreasing order:

- Police
- Adult Corrections
- Juvenile Corrections

- Courts
- Community Involvement
- Prevention
- Drug Abuse
- Research and Information Systems

Specific city priorities in terms of the proposed funding allocation may be listed as follows:

- Cleveland - Police/Courts/Adult Corrections
- Dallas - Police/Courts
- Newark - Police/Community Involvement/Adult Corrections
- Portland - Adult Corrections/Juvenile Corrections/Police

It is significant that little change occurred between the emphasis noted in the distribution of projects (Figure 13) and the emphasis determined from the distribution of funds across four cities (Figure 14). It appears that police and adult corrections still ranked the highest in terms of numbers of projects and the financial commitment ascribed to these functional areas. The juvenile corrections and courts areas, similarly, appear to have maintained their respective positions. Community involvement appears to have been slated for a position of increased importance across the cities with prevention, drug abuse, and research and information systems assuming lesser priority positions.

City-level priorities appear to have changed somewhat in that Cleveland, though proposing a small number of police projects, heavily

slated funding for these projects. The courts area for Dallas also received heavy funding for a smaller number of projects while Newark and Portland priorities remained the same.

It appears that projects and the distribution of available funds reflect differing priorities from what the problems indicated by the cities were perceived to be. As noted earlier, the major problem noted across the cities was the youthful offender. However, in terms of actual funding the juvenile corrections and prevention categories added together do not even equal the allocation made to the police area. Additionally, the police area was perceived to be somewhat less important as a problem area and yet nearly one-third of the funding resources of the four cities were slated for activities in this area.

Although the data on funding is incomplete at this time, it appears that the shift noted earlier in the program areas is reinforced and confirmed by a general shift from the priority problems perceived to the actual funds distributed. In general, there appears to be a lack of consistency across the cities in terms of what issues are perceived as problems and the priorities attached to funding solutions to these problems.

Analysis of Responsibility

The tables provided in Figures 15 through 22 show the breakdown of projects in terms of the four categories of responsibilities described earlier:

TRADITIONAL SYSTEM

OUTSIDE TRADITIONAL SYSTEM

Agency-Supportive Responsibility	New Responsibility	Community Involvement Responsibility	Other Agency Responsibility
Overtime Police Helicopters PROMIS* Judges Public Defender Video-tape Court Reporter Automated Transcripts Command & Control Stake-out Interagency Communications Management Information Services Increase Detection Ability Overtime Probation Police Narcotics Unit *Sample Projects	Team Policing Felony Squad Closed Circuit TV Special Parole Treatment Alternatives to Treatment TASC Police Athletic League Community Outreach	Property ID Locks Special Security Units Street Lights Educational Program	School Board Project

FIGURE 15
ANALYSIS OF RESPONSIBILITY FOR PROPOSED PROJECTS IN THE ATLANTA AREA
IMPACT PROGRAM

TRADITIONAL SYSTEM

OUTSIDE TRADITIONAL SYSTEM

Agency-Supportive Responsibility	New Responsibility	Community Involvement Responsibility	Other Agency Responsibility
Helicopters 64 Foot Patrolmen Civilian Employees for Supportive Services Impact Courts (2) Residential Facilities Training School Program After-Care Program	Community Relations Replicating California Community Treatment Project Community Residential Facility Intensive Differentiated Supervision of Impact Parolees Pre-Trial & Probation Drug Program Drug Rehabilitation for Releasees & Parolees Drug Abuse Program for Juveniles Diversion of Impact Offenders Classification, Treatment & Counselling System at City Jail	Street Lighting Public Housing Security Citizen Involvement	New Careers Internship Youth Service Center

FIGURE 16
ANALYSIS OF RESPONSIBILITY FOR PROPOSED PROJECTS IN THE BALTIMORE IMPACT PROGRAM

TRADITIONAL SYSTEM		OUTSIDE TRADITIONAL SYSTEM	
Agency-Supportive Responsibility	New Responsibility	Community Involvement Responsibility	Other Agency Responsibility
CLEVELAND Police Organization & Management Study Pre-trial Delay Felony & Narcotics Investigative Squads Concentrated Crime Prevention Control Post-Adjudication Delay	TASC Police Athletic League Group Homes Comprehensive Corrections Unit Adult Parole Post-Release Institutional Post-Release After-care Probationary Post-Release Community Based Supplemental Services Cleveland Offender Rehabilitation Project Cleveland Drug Abuse Program Police Outreach Centers Court Offender Rehabilitation	Cleveland Vocational Educational Program Street Academy Youth Outreach Workers Intervention & Development Centers Public Information Auxiliary Public Training & Equipment	Summer Employment Youth Service Coordinators

FIGURE 17
ANALYSIS OF RESPONSIBILITY FOR PROPOSED PROJECTS
IN THE CLEVELAND IMPACT PROGRAM

TRADITIONAL SYSTEM		OUTSIDE TRADITIONAL SYSTEM	
Agency-Supportive Responsibility	New Responsibility	Community Involvement Responsibility	Other Agency Responsibility
DALLAS Expand Tactical Section Real Time Tactical Deployment Helicopter Alert Crime Investigation Pilot Study Crime Scene Illustrator Fence Control Juvenile Department Planning Research System Police Service Expedites Unit Legal Aides for Police Juveniles Court Action Processing Unit Juvenile Department Internship Project Temporary District Courts Enlarge D.A.'s Office-Juvenile Section Word Processing System for D.A.'s Office Violent Crime Information Exchange Expand Criminalistics Lab Crime Lab Computer System Upgrade Response of CJ System Expand Dallas Police Department Data Base Expand Dallas County Data Base Juvenile Information Processing System Increase Adult Probation Juvenile Pre-Booking Investigation Research Expansion of Pre-Trial Release Detention Home Medical/Psychiatric Evaluation	Expanded Public Involvement Dallas Treatment Alternative to Custody Youth Development First Offender Project Youth Service Bureau Juvenile Department: Internship Project Crisis Intervention Training Drug Abuse Study	Target Hardening Street Lighting	Drug Alert Information System

FIGURE 18
ANALYSIS OF RESPONSIBILITY FOR PROPOSED PROJECTS
IN THE DALLAS IMPACT PROGRAM

TRADITIONAL SYSTEM		OUTSIDE TRADITIONAL SYSTEM	
Agency-Supportive Responsibility	New Responsibility	Community Involvement Responsibility	Other Agency Responsibility
Crime Analysis Section PROMIS	SCAT Intensive Supervision COPE Police to Partners Northeast Denver Youth Service Bureau	Operation IDENT	Employee-Ex

DENVER*

*Sample Projects

FIGURE 19
ANALYSIS OF RESPONSIBILITY FOR PROPOSED PROJECTS
IN THE DENVER IMPACT PROGRAM

TRADITIONAL SYSTEM		OUTSIDE TRADITIONAL SYSTEM	
Agency-Supportive Responsibility	New Responsibility	Community Involvement Responsibility	Other Agency Responsibility
Investigative Training Crime Lab Police Manpower and Resource Allocation Police to Police Communications System Computer Assisted Dispatch Impact Crime Court Program Residential and Non- Residential Treat- ment	Team Policing/ Citizens Anti- Crime Effort 911 Emergency Number Police Anti-Crime Units Program Man-to-Man Decentralized Pro- bationers Services Rehabilitation Pro- gram for Essex County Correction Center Diagnostic Center Program Home Detention Workers Supportive Work Program TASC	Street Lighting Target Hardening Property Identification Program Protect Yourself Program Special Probation Caseloads and Probation Volunteers Program	Public Housing Security Program Target Offender Youth Development Rehabilitation Program Drug Abuse Evalua- tion Unit High School Drop- out/Truant Crime Reduction Program

NEWARK

FIGURE 20
ANALYSIS OF RESPONSIBILITY FOR PROPOSED PROJECTS
IN THE NEWARK IMPACT PROGRAM

	TRADITIONAL SYSTEM	OUTSIDE TRADITIONAL SYSTEM	
	Agency-Supportive Responsibility	New Responsibility	Community Involvement Responsibility
PORTLAND	Police Communications CRISS-Law Enforcement CRISS-Court D.A.'s Office Diagnostic Center Institutional Services Police Strike Force Special Training for Corrections Personnel Multi-Resource Facility	STRIKE FORCE Police Models Field Services Vocational Rehabilitation Special Services for Corrections Institutions Screening Team for Residential Placement Project Picture	Crime Prevention Bureau Street Lighting
			Youth Services Bureau Case Management Corrections Services Youth Progress Association Early Intervention Project School Burglary Prevention

FIGURE 21
ANALYSIS OF RESPONSIBILITY FOR PROPOSED PROJECTS
IN THE PORTLAND IMPACT PROGRAM

	TRADITIONAL SYSTEM	OUTSIDE TRADITIONAL SYSTEM	
	Agency-Supportive Responsibility	New Responsibility	Community Involvement Responsibility
ST. LOUIS	Foot Patrol Criminal Investigation Unit Burglary Prevention Unit Evidence Technical Unit Citizens Reserve Mounted Patrol Deputy Juvenile Officer Aide Police Youth Corps Intensive Aftercare Expand Circuit Court Diagnostic Treatment Center Probation and Parole Service Project COPE Special Supervision Unit Consolidated Criminal Trial Division Improvement of Court Automation Law Clerk Circuit Court Improvement Court Transcription Backlog St. Louis Court Improvement Research Department (Court) Circuit Attorney Improved Crime Reporting Project "FASTER"	Community Service Officers Home Detention Program Team Counseling Aftercare Missouri Hills Industrial Skills for Juveniles at Missouri Hills Diagnostic Evalua- tion Unit Vocational Training/ Auto Mechanics TASC	IDENT Tenant Sec.
			Truancy Reduction Providence Educa- tional Center Student Work Assistance Project Community Treatment Center

FIGURE 22
ANALYSIS OF RESPONSIBILITY FOR PROPOSED PROJECTS
IN THE ST. LOUIS IMPACT PROGRAM

Traditional System	<ul style="list-style-type: none"> • Agency-Supportive Responsibility • New Responsibility
Outside Traditional System	<ul style="list-style-type: none"> • Community Involvement Responsibility • Other Agency Responsibility

While each city proposed projects within each of these four categories, cities varied in the extent to which they relied upon the existing criminal justice system for addressing Impact crime. In three cities (Atlanta, Dallas, St. Louis) an overwhelming proportion of sample and proposed projects fell within the existing responsibility structure of the traditional criminal justice agencies. On the other hand, the distribution of proposed tactics in Baltimore, Cleveland and Portland suggests a stronger orientation toward agencies and community efforts outside the traditional criminal justice system. In the remaining Impact cities (Denver and Newark), the responsibility for reducing crime was more evenly allocated among existing criminal justice agencies and agencies/groups outside of the criminal justice system.

In Dallas and St. Louis, projects proposed within the traditional system were intended to supplement existing police and court capabilities. While Atlanta also appears to have relied heavily upon the existing criminal justice system for their anti-crime effort, an increased emphasis was also placed on expanding the range of responsibilities and activities associated with traditional line agencies. With the exception of these three cities and Portland, the remaining

four cities (Baltimore, Cleveland, Denver, Newark) seemed to favor an approach aimed at incorporating new functions/approaches into the existing system.

Thus, it appears that cities tended to propose projects which geared themselves to reducing crime in a variety of ways. Across the cities, there is evidence to suggest that cities sought innovative solutions and solutions oriented outside the traditional system as often as they sought solutions based on supporting the agencies operating within the traditional system. Thus, crime-specific planning appears to give cities the flexibility needed to expand crime reduction efforts in a variety of new directions.

3.0 SUMMARY OF DETAILED FINDINGS

Introduction

The crime-oriented planning process imposed a structured planning methodology upon the eight Impact cities. A model was formulated to describe both the process and the products associated with the use of this approach. In general, this planning technique provided for:

1. extensive analysis of basic crime data and existing system capability;
2. identification and prioritization of crime problems;
3. formulation of program goals and selection of program strategies to address the identified problems;
4. selection of quantified objectives, as appropriate, and specific projects to tactically implement these program strategies.

This four-step process, thus, established an orderly manner in which basic crime data and existing systems capability could be folded together to form the basis for a unified and coordinated crime-focused program.

Prior to discussing specific findings with respect to the crime-oriented planning process within and across the eight cities, certain considerations should be clarified. First, certain aspects of crime-oriented planning are not new. Police departments for years have been deploying their patrol and investigative units on the basis of geographic concentrations of crime. In the area of rehabilitation, information

describing offender characteristics has been utilized in the past to design approaches to assist the probationer and parolee in readjustment to society. Thus, while the extent of reliance on crime-oriented type information in criminal justice planning varies both from city-to-city and from one functional area to another, the crime-oriented planning process as outlined in this document and as demonstrated in the Impact Program has not been initiated in an informational vacuum. What is new is both the specific focus on certain, selected offense types and the comprehensiveness of planning of programs and projects to deal with these offenses.

An additional consideration relates to differences in data system capability from city-to-city. Data system capability across the cities at the time of the initiation of the Impact Program varied from rather simple, manual collection and analysis capability to complex, sophisticated, automated systems. In some cities, existing data systems were utilized and in others they were developed. Thus, for some cities, it was more difficult to justify objectively and to substantiate the problems, programs and projects selected. Methods of data collection and techniques of analysis are thus viewed as being highly contingent upon each city's capability with respect to its existing data system. Also, most cities appear to have had difficulty identifying the stranger-to-stranger characteristics of their crime data presumably because of the relatively short period of time allotted to the data collection effort.

Another factor that should be emphasized is the need to consider that the individual and collective planning documents should not be considered as exhaustive end-products reflecting all anticipated planning activities within and across the cities. The cities, initially, were called upon to generate master program plans within a short period of time and, as a result, probably insufficient time was allotted for conducting a full-scale crime-oriented planning process. In many cases, cities have attempted to update and modify these early plans but in some cases the only true picture of the planning process can be obtained by studying the grant applications submitted. In all cases, therefore, these planning documents should be considered as dynamic documents which are continually being modified and updated as new information and resources become available. Thus, when the entire planning process is completed, each city's process and products will likely show changes from what is analyzed and reported here.

A final distinction that should be made is the differentiation between a rational planning process and a rational crime-oriented planning process. While rationality in planning is desirable in any case, a crime-oriented planning process has the additional value of providing a certain approach toward planning---i.e., pinpointing particular crime characteristics for selective attention (from the perspective of the victim, the offender, the environment or a combination of these). All of the eight cities presented rational approaches to

planning, but differences are seen in the relative handling of the crime-oriented approach. That is, each city undertook the planning phase of the Impact Program with a clear notion of what the final product of planning should be (i.e., proposed projects), but with varying methodological viewpoints and abilities applied to reaching these final products.

The analysis presented in this document has focused on an attempt to understand these products and the background underpinning their generation. Similarities and differences emerged both within cities and across cities.

In conducting this analysis, basically two perspectives were addressed:

- city-by-city analysis
- analysis across cities

The findings which are included in this section of the document will, in a similar fashion, present those general observations and conclusions based upon these two analytical approaches.

3.1 City-by-City Findings

The analysis conducted on a city-by-city basis yielded the following findings:

I. Data Analysis

Finding: Cities varied in scope, thoroughness and level of detail in examining their crime problems.

Comment: Few of the eight cities examined data for all five crime types in terms of the victim, the offender, the environment, and the stranger-to-stranger characteristics of crime, and all varied considerably in the depth of background and existing systems operational data collected and utilized. For example, Atlanta examined only the crimes of burglary and robbery; Baltimore addressed the victim, offender and environment but failed to provide sufficient supportive data, relying heavily on informed judgments; Cleveland did not provide victim data; Dallas presented a limited data analysis relying heavily on national statistics on victims and offenders; Denver did not provide information describing the existing criminal justice system; Newark conducted an extensive analysis of offender and environment characteristics associated with the five offense types and performed only a limited analysis of the victim of these offenses; Portland concentrated only on robbery and burglary; and the St. Louis planning documents treated the victim, offender, and environment for crimes in a general way with little attempt to focus on the specific characteristics of the selected crime types.

In addition, it appears that there was wide variability in the depth of analysis conducted within the cities. Baltimore, Cleveland, Dallas, and St. Louis limited their data analyses to what appears to have been readily available to describe the victim, offender, and environment and the existing system. The

other cities, Atlanta, Denver, Newark, and Portland appear to have sought out as much information as could be obtained and integrated this data into more complete overviews of the crime situations in each of their cities. Denver and Portland devoted separate supplements to their plans describing detailed examinations of census and police data for high incident geographic areas. Atlanta and Newark also examined these issues in depth and as well folded extensive existing systems descriptions into their analyses in order to set the stage for pragmatic and relevant problem definition.

II. Problem Identification and Prioritization

Finding: All of the cities determined the problems to be attacked, but only one city (Denver) gave a documented indication of priorities.

Comment: Five cities (Atlanta, Baltimore, Cleveland, Denver, St. Louis) provided clearly developed problem statements and in the remaining three cities the problems could be inferred. From the perspective of crime-oriented planning, problem definition is probably the most important step since it will guide further anti-crime planning efforts not only in terms of target selection but also in terms of specifying measurable goals and objectives. A key element of the problem definition process is determining how discrete data items were organized and grouped to form problem statements. This process, it is felt, would primarily hinge on

the selection of problem priorities. Only one city, Denver, indicated its priorities and provided insight into how these priorities were determined. The Denver planning documents indicated that inputs to this process included:

- informed judgments of the potential immediacy of the problem;
- data analysis;
- a record of previous success in dealing with problems of this type;
- compatibility with the Denver urban environment;
- the extent of true crime reduction likely to be afforded.

In this fashion, only those problems which could be pragmatically addressed in terms of the National Goal would surface as identified problems.

III. Strategic Planning

Finding (1): Six of the eight cities did not quantify program-level goals.

Comment: Program-level goals, as addressed in the crime-oriented planning model, are viewed to represent the anticipated effects of a broad strategy or program area. In this sense, quantification of expected goals is necessary in order to evaluate program area success. Hypothesizing outcomes of broad program strategies is by no means an easy task since goals must be set which are both significant and attainable. On the other hand, by setting

quantified goals, a city must have baseline data available to which a post-program comparison may be made in order to evaluate program effect. It is clear that most cities felt that the setting of such quantified levels of expected achievement could neither be effectively established nor would they serve any useful purpose to the city. Only two cities quantified their expected program-level accomplishments (Atlanta, Denver).

Finding (2): Two cities (Baltimore and St. Louis) indicated that alternative program strategies were considered and the selection of program strategies was on a priority-rating basis.

Comment: The Baltimore and St. Louis documents detail the fact that alternative program strategy considerations were weighed during the planning process. Baltimore, for example, weighed such program alternatives as a systems approach, police orientation, target-hardening focus, or an information systems approach. The final outcome was a focus on the recidivist as a key to the reduction of crime in Baltimore. St. Louis, in a different fashion, examined program alternatives within functional area categories and with respect to the victim, offender, and environment. Differing strategies were considered for such activities as prevention, deterrence, detection and apprehension, and adjudication and post-adjudication processes and for the victim, offender, and environment associated with the five Impact crimes.

In general, for the remaining six Impact cities, the documentation available did not indicate that these cities considered alternative strategies for addressing identified crime problems. The program mix was presented for all cities. However, these six cities did not indicate what alternative program selections were considered, how they were considered and why some were eliminated.

IV. Tactical Planning

Finding (1): Few cities posited fully quantified project objectives.

Comment: The planning documents produced by Atlanta and Denver, in general, provided quantified objectives for the majority of the sample projects described. Newark provided quantified objectives for about 20% of its projects detailed and St. Louis defined quantified objectives for only two of its projects. Dallas provided quantified objectives for only a few of its projects and the remaining cities did not provide quantified objectives.

Project objectives, in a fashion similar to program-level goals, define hypothesized outcomes as a result of project operation. That is, the project should indicate an anticipated effect on crime resulting from a particular type of intervention in either the criminal justice system or the crime situation (victims, offenders, environments associated with specific offenses). It is felt that only by proposing a hypothetical outcome or objective which is quantified can a clearer picture of project accomplishment be obtained.

Finding (2): Only one city (Cleveland) indicated project priorities within their tactical planning effort.

Comment: Cleveland attempted to devise a wide-range of suggested projects intended to address their identified problems. In doing this, Cleveland considered those related agencies and funding sources which it was felt could lend support to their efforts in reducing crime. This effort at portraying a related projects section to their master plan was unique among the cities and indicated Cleveland's desire to examine the range of alternative project selections which should accompany and supplement the Impact Program.

The remaining cities, in general, did not indicate what types of alternatives and priorities were considered during their tactical planning activities. Although all the cities provided project mixes touching the major functional areas, it is not known, at this time, which factors were viewed to be most important in each city in positing the project array selected.

V. The Crime-Oriented Planning Process Within Cities

Finding: Four cities (Atlanta, Denver, Newark, and Portland) provided well-developed and sound crime-oriented planning documents; the remaining four cities provided plans which conformed less well to the crime-oriented planning model.

Comment: In general, four cities showed good integration of victim, offender, environment, and existing systems data into

the processes of defining problems, establishing program areas, and selecting projects. Atlanta studied robbery and burglary in a crime-oriented fashion. Problem areas proposed seem to link clearly with both the victim, offender, and environment and the existing systems data to produce, for the most part, relevant and consistent programs and projects. Denver provided an extensive analysis of the victim, offender and setting and presented an entire document devoted to a detailed examination of high-risk census tracts. In addition, Denver defined a goal-objective hierarchy which concentrated on measuring program/project accomplishments linked to the victim, offender, and environment. Newark conducted an extensive analysis of both the victim, offender, and environment structure and the existing criminal justice system. In addition, each selected program and project proposed by the Newark planners is cross-referenced to particular data items which support these selections. Portland, in a like manner, examined the victim, offender, and environment correlates of burglary and robbery, studied portions of the existing system, and integrated the two to produce relevant program areas. These, in turn, were utilized to support projects, most of which could be tracked back to the initial data analysis.

The remaining four cities (Baltimore, Cleveland, Dallas, St. Louis) evidenced lesser degrees of conformity to the crime-oriented planning model. Baltimore appeared to be constrained

by a lack of readily available data to describe the victim, offender, and environment. Thus, approximately five of the seven program areas proposed are substantially unsupported by crime data, and, in turn, would appear to be poorly grounded. The Cleveland planning documents tend to show a limited analysis of the victim and the offender, but, rather, concentrate upon providing profiles of high incident geographic areas. However, since the problems and program areas identified tend to focus upon the need for a causation-oriented set of project solutions, and the projects themselves are, to a large degree, oriented instead toward crime control, it is not surprising that the linkage between projects and the data analysis appears to be quite tenuous. Dallas provides selected victim, offender, and environment data and existing systems characteristics in their planning documents. In general, the information detailed is quite limited and not fully supportive of the problem areas deduced from the text. In addition, nearly half of the proposed projects are geared to systems improvement objectives which are not clearly based upon the initial data provided. St. Louis provides, for the most part, a rather general description of Impact crime in terms of the victim, the offender, the environment, and the existing system. In this sense, much of the data lacks specificity with respect to the five offense types. The program areas

proposed, though basically crime-oriented in their construction, lead to a number of projects which do not clearly link back to the original data analysis.

3.2 Findings Across the Cities

The analysis conducted across the cities yielded the following findings:

I. City Problems Targeted

Finding (1): Burglary and robbery problems seem to be the offenses of greatest concern across the cities.

Comment: The offenses of burglary and robbery received greater emphasis across the cities than the other three offense categories (rape, aggravated assault, murder). The specific reasons for this concentration probably vary from city to city (see p. 89-91); however, it is clear that these two offenses represent the primary offense types which most cities tended to focus upon. Thus, burglary and robbery problems might be expected to represent the highest priority concerns for program and project generation.

Finding (2): In terms of the victim, offender, or the environment, the highest priority problems across the cities were found to be the youth offender and the drug abuser and drug-related offender.

Comment: The youth offender category was addressed as a priority problem by every city in the Impact Program (this was the only problem category to receive universal attention, see p. 90). Similarly, the drug-abuser and drug-related offender seem to have

elicited concern in three-fourths of the cities. In general, this finding points out the desire by cities to focus their crime-reduction efforts upon these two categories of offenders. This focus would be expected to lead to programs and projects targeting these two groups.

Finding (3): Adult Corrections and the courts received priority attention across the cities as categories of functional area problems needing improvement.

Comment: This finding suggests that systems improvement needs across the cities are greatest in these two functional areas. That is, the sub-systems of adjudication and adult rehabilitation are perceived to be the functional areas needing general improvement without a specific focus upon the victim, offender, or the environment. The cities apparently felt that by improving the operations and services available through agencies subsumed within these categories, crime reduction would result.

II. Programs

Finding (1): In general, only one city (Denver) proposed program area strategies targeting specific offense types.

Comment: Only one city, Denver, posited broad, program-level strategies focusing on specific offenses. It is felt that most cities considered that any strategies adopted would have a

"halo" effect upon all offenses. That is, if the strategy was to increase the risk of offending, this increased risk would generalize to all the Impact offense types.

Finding (2): The youth offender was the highest priority target for strategic planning across the eight cities.

Comment: As in the problem area analysis, the youth offender again is the major target of priority attention. Across the cities, it could thus be expected that specific tactics focusing on prevention and juvenile corrections would receive high priority commitment across the cities. It is significant that the drug offender category received less attention as a program area target in relation to its relative importance as a problem across the cities.

Finding (3): The police and courts received priority attention as functional area categories for strategic planning.

Comment: The police and courts functional areas were targeted across the cities as the categories which were to receive the greatest attention in terms of program-level planning. The courts area emphasis clearly links back to the emphasis placed upon the courts as a problem area. The police category, however, evidences a shift in focus in terms of identified problems. That is, where a previous emphasis had been placed on the adult corrections subsystem for improvement, the police area moved to the forefront as the type of program-level response most frequently cited across the cities.

III. Projects

Finding (1): The largest number of proposed projects were geared to the police functional area.

Comment: Looking across the cities, it appears that slightly over 20% of the projects proposed were slated for the police functional category. Adult corrections received the next highest consideration (17%), courts, prevention, and juvenile corrections received about equal emphasis (11-13%) and community involvement projects composed about 10% of the total projects slated. This categorization scheme was developed on the basis of the objectives of the proposed projects as opposed to the implementing agency slated to operate the project. In this sense, a clearer distinction could be drawn between the nature of the agency operating the project and the intent of the project.

Finding (2): Of the four cities from which full proposed budget allocations were available, it appears that approximately twenty-eight percent of the funds to be distributed across these cities were slated for the police functional area.

Comment: The police functional area received the highest funding commitment across four of the eight cities on which full proposed budgets were available. Adult corrections received over 18% of the planned funding resources, courts about 11%, juvenile corrections about 14%, and prevention approximately 9%. It appears that the shift from identified problems targeting the youthful

offender to the proposed funding of anticipated projects targeting the police function has increased to a greater degree than was evident in the program-level planning products.

IV. The Crime-Oriented Planning Process Across the Cities

Finding: On the average, it appears that cities spent approximately eight months on the preparation of their Master Plans.

Comment: There was wide variability across the cities in the length of time needed to produce their Master Plans. The range of time extending from the time the Program was announced in January, 1972, until the submission date of the document varied from three months in St. Louis to thirteen months in Newark.

The remaining cities required varying amounts of time to complete their initial planning efforts:

- Atlanta - nine months
- Baltimore - eleven months
- Cleveland - four months
- Dallas - ten months
- Denver - four months (FY 1972 funding only)
- Portland - eleven months

In addition, two cities (Denver and St. Louis) submitted modified and updated plans and it is anticipated that most of the remaining cities intend also to update their plans.

There are, perhaps, a large number of reasons for this variability across the cities such as:

- (a) cities differed in their existing capability to perform a crime-oriented data analysis and planning effort;
- (b) difficulties in staffing;
- (c) difficulties in resolving the allocation of planning responsibilities;
- (d) difficulties in operationalizing and implementing a new approach to planning;
- (e) lack of initial enthusiasm and/or commitment by the city for the Program; and,
- (f) differences in guidance and deadline-setting by the Regional Offices.

Whatever the specific reasons, it is clear that the implication for a Federal Program the size of Impact is that "front-end planning" takes time. That is, city uniqueness and variability will significantly affect the time necessary to bring about an effective planning activity. In a sense, then, it is artificial to compare city products at a particular point in time because of the evolutionary differences from city to city. However, it is also clear that if a program professes a short-term expectation of specific results across a number of cities, and a valid comparison is to be made of those efforts, emphasis must be placed, prior to program implementation, upon bringing cities into positions of relative equality with respect to data availability and retrieval, administrative organization, and allocations of responsibility and authority.

APPENDIX I

DETAILED PROPOSED PROJECT BUDGETS
FOR FOUR OF THE IMPACT CITIES

City: Cleveland
Source: Master Plan
5/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Family Attitudes Survey								\$ 90,000	
Family Services				\$ 300,000					
Housing Assistance Study								\$ 25,000	
Drug Abuse Program						\$3,000,000			
Vocational/Educational Program								\$1,380,000	
Group Homes as Alternatives					\$ 750,000				
Group Homes for Post-Institution					\$ 750,000				
Youth Centers	\$ 900,000								

FIGURE 23
PROPOSED FUNDING AND PROJECTS FOR THE CLEVELAND IMPACT PROGRAM BY FUNCTIONAL AREA

City: Cleveland (2)
Source: Master Plan
5/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
School-Focused Behavioral Component	\$1,000,000								
Junior Leaders	\$ 300,000								
Street Outreach Workers	\$ 450,000								
Alternative Education	\$ 400,000								
Emergency Shelters	\$ 300,000								
Role Model Identification	\$ 500,000								
Community Relations								\$ 250,000	
Crime Profile							\$ 90,000		
Information Program								\$ 170,000	

FIGURE 23 (CONTINUED)

City: Cleveland (3)
Source: Master Plan
5/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Personal Property Identification								\$ 5,000	
Police Patrols for CCP		\$3,570,000							
Impact Crime Investigations		\$1,696,000							
Auxiliary Police		\$ 386,000							
Police Organization Management and Operations		\$ 132,000							
Police Patrol Allocation		\$ 209,000							
Command and Control		\$ 468,000							
Police Community Centers								\$ 386,000	

FIGURE 23 (CONTINUED)

City: Cleveland (4)
Source: Master Plan
5/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Data Utilization							\$ 35,000		
Police Aides		\$ 386,000							
Police Cadet Program		\$ 386,000							
Roll Call Training		44,000							
Juvenile Investigation and Training Unit		\$ 49,000							
Crisis Intervention Training		\$ 32,000							
Planning and Research Organizational Development							\$ 78,000		
Visiting Judges			\$4,600,000						
Courts Diversion			\$ 990,000						

FIGURE 23 (CONTINUED)

City: Cleveland (5)
Source: Master Plan
5/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Information Systems	Community Involvement	
Municipal Court Electronic Recording Equipment			\$ 25,000						
Pre-Sentence Investigation			\$ 330,000						
Criminal Justice Information System							\$ 319,000		
Comprehensive Screening and Diagnosis				\$ 250,000					
Correctional Work Release				\$ 500,000					
Remedial Education and Recreation				\$ 100,000					
Community-Based Supplemental Services				\$ 600,000					

FIGURE 23 (CONTINUED)

City: Cleveland (6)
Source: Master Plan
5/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	Total
Community-Based Probation				\$1,200,000					
Community Center				\$ 500,000					
Halfway House for Ex-Offenders				\$ 600,000					
Correctional Training Program				\$ 200,000					
Totals	\$3,850,000 13.4%	\$7,358,000 25.6%	\$5,945,000 20.7%	\$4,250,000 14.8%	\$1,500,000 5.2%	\$3,000,000 10.4%	\$ 522,000 1.8%	\$2,306,000 8.0%	\$28,731,000

FIGURE 23 (CONCLUDED)

City: Dallas (1)
Source: Master Plan
11/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Target-Hardening								\$ 100,000	
Street-Lighting	\$ 202,600								
Expanded Public Involvement								\$1,311,000	
Drug Abuse Study							\$ 215,000		
Helicopter Alert		\$ 50,000							
Expansion of Tactical Section		\$5,744,760							
Real-Time Tactical Deployment		\$ 150,000							
Crime-Investigation Pilot Experiment		\$ 950,000							
Crime Scene Illustration		\$ 135,000							

FIGURE 24
PROPOSED FUNDING AND PROJECTS FOR THE DALLAS IMPACT PROGRAM BY FUNCTIONAL AREA

City: Dallas (2)
Source: Master Plan
11/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Fence Control		\$ 650,000							
Juvenile Department Planning, Research and Development Monitoring System							\$ 166,501		
Crisis Intervention Training		\$ 128,250							
Police Expediter Unit		\$ 210,000							
Create Two Temporary District Courts			\$2,191,787						
Enlarge District Attorney's Office-Juvenile Section			\$ 143,734						

FIGURE 24 (CONTINUED)

City: Dallas (3)
Source: Master Plan
11/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Word Processing System for the District Attorney's Office			\$ 138,525						
Violent Crime Information Exchange							\$ 73,851		
Expand Crime Lab and Increase Training of Police Personnel Project		\$ 71,250							
Criminalistics Lab Computer System		\$ 108,750							
Upgrade Response of Criminal Justice System							\$ 142,50		
Expansion of Dallas Police Department Data Base							\$ 30,000		

FIGURE 24 (CONTINUED)

City: Dallas (4)
Source: Master Plan
11/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Expansion of Dallas County Data Base							\$ 121,875		
Juvenile Information Processing Systems							\$ 393,750		
Increase Adult Probation Department Services				\$2,518,179					
First Offender Project					\$ 480,671				
Youth Service Bureau	\$ 975,000								
Expansion of Pre-Trial Release Program			\$ 325,000						
Youth Development					\$ 368,916				

FIGURE 24 (CONTINUED)

City: Dallas (5)
Source: Master Plan
11/72

158

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Detention Home Medical/Psychological Evaluation and Treatment and Custodial Transportation					\$ 167,694				
Drug Alert Information System							\$ 95,679		
Dallas Treatment Alternative to Custody						\$1,500,000			
Legal Aides for Police		\$ 549,000							
Juvenile Department Court Action Processing Unit					\$ 708,814				
Juvenile Department Internship Project					\$ 142,040				

FIGURE 24 (CONTINUED)

City: Dallas (6)
Source: Summary Sheet

159

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	Total
Total	\$1,177,600 5.5%	\$8,747,010 41.1%	\$2,799,046 13.2%	\$2,518,179 11.8%	\$1,875,135 8.8%	\$1,500,000 7.1%	\$1,239,156 5.8%	\$1,411,000 6.6%	\$21,267,126

FIGURE 24 (CONCLUDED)

City: Newark (1)
Source: Master Plan
7/73

160

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Public Housing Security Program								\$1,750,000	
Target Offender Youth Development Rehabilitation Program					\$1,135,000				
Street-Lighting Program	\$ 150,000								
Team Policing/Citizen Anti-Crime Effort Program								\$2,264,000	
Target Hardening Program								\$ 176,000	
Property Identification Program								\$ 185,000	
Protect Yourself Program								\$ 23,000	

FIGURE 25
PROPOSED FUNDING AND PROJECTS FOR THE NEWARK IMPACT PROGRAM BY FUNCTIONAL AREA

City: Newark (2)
Source: Master Plan
7/73

161

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
High School Dropout/Truant Crime Reduction Program	\$ 594,000								
Investigative Training for Patrolmen Program		\$ 173,000							
Personnel and Resources for the Criminalistics Laboratory		\$ 429,000							
911 Emergency Telephone Number		\$ 110,000							
Police Manpower and Resource Allocations		\$ 175,000							
Police-to-Police Communications System Improvement		\$1,350,000							

FIGURE 25 (CONTINUED)

City: Newark (3)
Source: Master Plan
7/73

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Computer Assisted Dispatch		\$1,032,000							
Police Anti-Crime Units Program		\$1,624,000							
Impact Crime Court Program			\$ 882,000						
Man-to-Man Program				\$ 969,000					
Residential and Non-Residential Treatment Centers					\$2,000,000				
Special Probation Case-loads and Probation Volunteers Program				\$ 935,000					
TASC						\$1,167,000			

FIGURE 25 (CONTINUED)

City: Newark (4)
Source: Master Plan
7/73

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	Total
Decentralized Probationers Services Program					\$ 212,000				
Rehabilitation Program for Essex County Correctional Center				\$ 434,000					
Impact Diagnostic Center Program				\$ 690,000					
Home Detention Workers-Intake Screening Program					\$ 547,000				
Supportive Work Program				\$1,160,000					
Drug Abuse Evaluation Unit						\$ 87,000			
Total	\$ 744,000 3.7%	\$4,893,000 24.1%	\$ 882,000 4.4%	\$4,188,000 20.7%	\$3,894,000 19.2%	\$1,254,000 6.2%		\$4,418,000 21.8%	\$20,273,000

FIGURE 25 (CONCLUDED)

City: Portland (1)
Source: Master Plan
12/8/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Early Intervention Project	\$1,354,875								
Youth Services Center	\$ 423,375								
Crime Prevention Bureau								\$ 477,000	
School Burglary Prevention	\$ 210,916								
Portland Lighting Project	\$ 173,000								
Supplemental Street Lighting Project	\$ 536,250								
Portland Police High Impact Project		\$4,100,000							
Police Models		\$ 750,000							

FIGURE 26
PROPOSED FUNDING AND PROJECTS FOR THE PORTLAND IMPACT PROGRAM BY FUNCTIONAL AREA

City: Portland (2)
Source: Master Plan
12/8/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involvement	
Multnomah County District Attorney's Office			\$ 500,000						
CRIS Project Acceleration							\$ 827,124		
Case Management Corrections Services					\$2,535,868				
Children's Services Division Juvenile Component					\$2,591,334				
Diagnostic Center				\$ 962,304					
Field Supervision				\$1,516,750					
Institutional Services				\$1,525,149					
Youth Progress					\$ 102,000				

FIGURE 26 (CONTINUED)

City: Portland (3)
Source: Master Plan
12/8/72

Projects	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Drug Abuse	Research and Information Systems	Community Involve- ment	Total
Vocational Rehabilitation				\$1,316,084					
Orientation, Training and Information				\$ 162,383					
Totals	\$2,698,416 13.5%	\$4,850,000 24.2%	\$ 500,000 2.5%	\$5,482,670 27.3%	\$5,229,202 26.1%		\$ 827,124 4.1%	\$ 477,000 2.4%	\$20,064,412

166

FIGURE 26 (CONCLUDED)

7.000/0000

END