HIGH IMPACT ANTI-CRIME PROGRAM

AN EXAMINATION OF THREE DATA SYSTEM PROJECTS

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NATIONAL-LEVEL EVALUATION

AN EXAMINATION OF THREE DATA SYSTEM PROJECTS

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ABSTRACT

This document examines three data system projects undertaken by cities participating in the LEAA High Impact Anti-Crime Program. The report discusses the trends in criminal justice leading to the development of data systems and presents detailed descriptions of three projects in the context of Impact program requirements.

PREFACE

The High Impact Anti-Crime Program was designed by the Law Enforcement Assistance Administration (LEAA) to demonstrate in 8 large cities the effectiveness of comprehensive, crime-specific programs in reducing stranger-to-stranger crime and burglary.

The LEAA's National Institute of Law Enforcement and Criminal Justice and The MITRE Corporation are engaged in an effort to conduct a national-level evaluation of the High Impact Anti-Crime Program. This evaluation provides for the examination of 3 separate but complementary questions:

- What happened at the city level in terms of planning, implementation and evaluation?
- 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 9 major tasks.

The present document represents a report for Task I of the national-level evaluation. Task I provides for an investigation of the crime-oriented planning and implementation functions instituted by each city for carrying out its Impact program. An earlier document, A Description of Implementation Activities Across the Eight Cities of the High Impact Anti-Crime Program (MTR-6881) examines the implementation of programs and projects across the cities. This document is intended to follow that document and focuses on the implementation of data systems projects within the cities.

It is hoped that the information and findings contained in this document will not only provide insight into the varied characteristics of data systems projects and their historical development, but also will assist criminal justice agencies and program planners and developers in producing better designed, more rapidly operational, and more effective anti-crime programs and projects.

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EXECUTIVE SUMMARY

The LEAA's High Impact Anti-Crime Program, begun across eight large cities in 1972, challenged these cities to implement projects and programs geared to the reduction of crime. Intrinsic to the program was the notion that criminal justice data could be utilized for planning and evaluation purposes as well as for guiding the implementation of the various projects in targeting specific crime problems. To meet these requirements for more sophisticated data collection and analysis capabilities, a number of the cities sought to develop data systems for carrying out these functions.

The development of data systems projects within the Impact program was a logical outgrowth of four major trends occurring within the criminal justice field. First, the volume of transactions and the workloads of criminal justice agencies had become overly heavy and information needed to be gathered for continual reassessment of operations and responsiveness to demands. Secondly, national requirements and federal initiatives had begun to place a major priority upon automating the criminal justice body of knowledge and information for purposes of increased availability and utility. Thirdly, public involvement and demands for accountability put greater pressure upon criminal justice administrators to plan, monitor, and justify their own operations. Finally, the growth of professional administrative disciplines, the interdependent nature of criminal justice processes, the need for cost/effectiveness, and the ready availability of new technology have all served to reinforce both the requirement and the potential for improved information gathering by criminal justice agencies.

Findings

Within the context of the Impact program, data system projects ran headlong into the problem of translating the rather general goal of crime reduction into specific data elements and measures. As a result of interviews with several project directors, it appears that these projects tended to focus upon the measurement of system operations for management purposes rather than upon the collection of data for crime-oriented planning and evaluation functions.

Across the Impact program, data system projects, which numbered fourteen and accounted for 3.7 percent of awarded funds, were among the slowest projects to expend their funds, to submit their grant applications, and to initiate service provision. Data system project personnel blamed these start-up delays upon staffing problems and excessive administrative procedures.

Other major findings with respect to Impact data system projects include the following:

(1) It is clear that effective data system projects require extensive developmental periods because of the lead time required to structure the necessary bureaucratic relationships, complicated procurement policies and regulations which must be adhered to, and the need to educate data system project personnel in the operations of the criminal justice system.

(2) Institutionalization of data system projects is virtually assured, given their long lead time and the fact that equipment procurement and software design (federally funded) constitute the major factors in their cost.

(3) It is not clear that much system coordination has actually occurred with respect to the uses and potential uses of criminal justice data. Agencies still wish to maintain exclusive authority over their own files with little sense of a need to share data for a common purpose.

(4) It appears that LEAA needs to take more forthright steps to insure that uniformity in data elements and measures is applied across agencies and projects. Clearly documentation and system design materials need to be more thoroughly examined to facilitate comparability across projects.

Data system projects are among the most difficult and lengthy to develop and implement. The complex relationships which must be structured within and between agencies requires, to some degree, intrusion upon long established customs of agency autonomy. Within the context of a short-term program like Impact, it is perhaps too much to ask that agencies embark upon such a course of program development. Probably a longer term funding program (extending over the three to five year period usually required) would be more appropriate for data system projects, along with phased funding occurring as implementation benchmarks were achieved. In this fashion, continuous implementation incentives would be provided and cities could progress at their own pace. Further, adequate documentation and planning could be insured as projects progress through various funding stages.

1.0 INTRODUCTION

1.1 The High Impact Anti-Crime Program

The High Impact Anti-Crime Program, announced by the Law Enforcement Assistance Administration (LEAA) in January, 1972, represented a noticeable departure from prior agency policy in at least two ways. First, previous LEAA programs had generally been directed toward improvement of the criminal justice system. Grant monies had been spent mainly on modernizing equipment, training personnel and refining the operational techniques of criminal justice agencies. The Impact program, however, defined its goals in terms of crime rather than the criminal justice system. It had dual purposes: the reduction of stranger-to-stranger crime and burglary in the Impact cities by 5 percent in 2 years and 20 percent in 5 years, and the demonstration of the utility of the comprehensive crime-oriented planning, implementation and evaluation (COPIE-cycle) process. This process included an analysis of the victims, offenders, and environment of the Impact target crimes; an elaboration of the city's crime problems in quantified terms; the development of a set of programs and projects to address them; and the evaluation of the effectiveness of the projects and programs implemented. Though the COPIE-cycle emphasized the development of strategic and tactical programs and projects, as opposed to traditional systems improvement, implicit in the approach was the need to upgrade the data collection, maintenance, and analysis capabilities of criminal justice agencies. The second way in which the Impact program represented a marked change from the past lay in the character of the administration of LEAA discretionary funds; these had previously 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 this selection were as follows:

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

(b) The overall crime rates and statistics for robbery and burglary of each city in this population category were examined.

(c) To assure geographic distribution, no more than one city was to be selected from each LEAA region.

(d) 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 8 Impact cities would respond in its own way to the policy guidelines established by the LEAA for the management of the program. However, there were a number of activities which were expected of all the cities. Each city was expected to:

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

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

(c) develop an application for the funds made available by the National Institute of Law Enforcement and Criminal Justice 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;

(d) gather data for and carry out program evaluation at the local level;

(e) develop a master plan for the program within a crime-oriented planning framework; and,

(f) 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 State Planning Agency (SPA) director, and the CAT director or the Mayor were personally to form a "partnership" responsible for program policy in their Impact city. A "Policy Decision Group" composed of 3 senior 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 SPA, and the Regional Office of the LEAA (RO). The actual role of each would vary in style and substance. The role of the SPAs in discretionary grant programs had been to serve as a conduit for grant funds from the RO to local agencies and as a financial monitor. Under the Impact program, it would, in many cases, have a substantial programmatic role as well. Finally, the Regional Offices of the LEAA had been delegated the final authority to approve or disapprove 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.

The description presented in this document is an outgrowth of information gathered in support of Task I of the national-level evaluation. Task I provides for the analysis of the crime-oriented planning and implementation functions instituted by each city for carrying out its Impact program.

This document focuses on the implementation of a specific type of project, namely data systems projects. Projects of this type were selected for further study due to the apparent implementation delays

they experienced and their prominence as a strategy for future criminal justice system improvement. It was felt that the insights gathered would be of value to those agencies and persons interested in developing criminal justice data systems projects.

2.0 THE NEED FOR CRIMINAL JUSTICE DATA SYSTEMS

Perhaps one of the most striking aspects of the criminal justice system today is the increased reliance upon and need for accurate and readily-accessible information to support planning, administration, and evaluation activities of operating agencies. This need was emphasized by the National Advisory Commission on Criminal Justice Standards and Goals:

> "Along with many other disciplines, criminal justice has been experiencing an information explosion since the late 1960's. Its characteristics are steadily increasing demands for more capability in gathering, processing, and transmitting information, and steadily increasing information needs."(1)

Criminal justice agencies have thus sought improved methods of dynamic response as a result of increasingly complex demands and changes. Among these changes are the following:

- The increasing volume of criminal justice transactions conducted;
- The national impetus for comprehensive, integrated data systems;
- Increased citizen demands for public safety accountability; and,
- The availability of new management strategies and technology.

These four emergent trends in criminal justice have, in effect, sparked agency awareness of data system potential and a desire on their part to examine new methods and techniques as well as new applications to the collection and analysis of data.

2.1 Increasing Criminal Justice System Transactions

The sheer numbers of Part I offenses reported to the police increased nearly 30 percent between 1968 and 1973.(2) During

this same time period, the number of full-time police personnel increased 24 percent (estimated from 1968 and 1973 UCR data on numbers of police employees). Thus, although the pace of police employment has generally kept pace with increases in the number of Part I crimes, the actual workload (incidents/employees) has not declined from what was already a heavy workload in 1968 and, in fact, appears to be worsening. Across the Impact cities, this expansion in police workload has been especially pronounced. As Table I shows, while the national workload for police increased by about 4 percent between 1968 and 1973, the Impact cities experienced an increase of 26.9 percent. Dallas and Portland, in the extreme, doubled the workload ratios for their respective police departments. It is anticipated that these workload increases for the police resulted in substantial workload increases as well for both courts and corrections agencies. These enormous workload additions thus fostered the need for improved methods of collecting, storing, and retrieving data, with the objective of streamlining agency operations.

2.2 National Emphasis Upon Usable Criminal Justice Information

The second major factor influencing data system development at the local level has been the emphasis placed upon the acquisiton of a usable body of criminal justice information at the national level. In 1924, the first attempt to systematically collect and organize national level crime data maintained by police agencies was initiated as the Uniform Crime Reporting Program (UCR) under the sponsorship of the Federal Bureau of Investigation. The weaknesses of the UCR, however, were recognized some eight years later by the Wickersham Commission when it recommended the formulation of a plan to assemble "a complete body of statistics covering crime, criminals, criminal justice and penal treatments."(3)

TABLE I

CHANGE IN POLICE WORKLOADS BETWEEN 1968 AND 1973

CITIES	1968 INCIDENTS	1968 FULL-TIME POLICE EMPLOYEES	1968 WORKLOAD (INCIDENTS/EMPLOYEES)	1973 INCIDENTS	1973 FULL-TIME POLICE EMPLOYEES	1973 WORKLOAD (INCIDENTS/EMPLOYEES)	PERCENT CHANGE WORKLOAD
National	6,658,900	414,000 (est.)	16.1	8,638,400	514,000 (est.)	16.8	+4.0%
Atlanta	18,018	1,017	17.7	45,048	1,657	27.2	+53.7%
Baltimore	67,157	3,625	18.5	65,449	4,199	15.6	-15.7%
Cleveland	34,028	2,438	14.0	42,140	2,637	16.0	+14.3%
Dallas	24,170	1,786	13.5	69,850	2,550	27.4	+103%
Denver	24,072	1,079	22.3	44,049	1,610	27.4	+22.9%
Newark	34,660	1,656	20.9	31,212	1,830	17.1	-18.2%
Portland	17,044	879	19.4	36,366	950	38.3	+97.4%
St. Louis	39,054	2,649	14.7	63,852	2,871	22.2	+51.0%
TOTAL ACROSS CITIES	258,203	15,129	17.1	397,966	18,304	21.7	+26.9%

Source: 1968 and 1973 Uniform Crime Reports, Federal Bureau of Investigation.

What the Wickersham Commission recognized was that arrest and incident reporting provided by some police departments was inadequate for fully understanding the criminal justice system and the magnitude of the crime problem and its handling and treatment by courts and correctional agencies. This recognition of criminal justice system information needs, however, did not result in major changes until 1966 when the National Crime Information Center (NCIC) was established by the FBI. "The NCIC was designed to supply an almost instantaneous response to inquiries about fugitives, wanted persons, stolen cars, stolen guns, and similar items. Thus, names and descriptions of persons and properties wanted by the police in one jurisdiction would be immediately available to law enforcement agencies elsewhere."(4) Such information was viewed to be of critical importance on a rapid basis due to the increased volume of police activity and workload noted earlier and, as well, due to the substantially increased mobility of offenders and wanted persons within and between states and localities. This mobility of both offenders and stolen property was cited by the President's Commission on Law Enforcement and Administration of Justice as reasons for establishing an interstate information system capability as demonstrated by the NCIC.

- "In 1965, 18.7 percent of stolen autos were recovered outside the police jurisdiction of theft.
- In 1965, 8,884 fugitives sought by state and local law enforcement agencies were identified by fingerprints submitted to the FBI by agencies other than the agency wanting the person.
- Almost 50 percent of recent offenders in FBI files had been arrested in two or more states."(5)

NCIC was designed to meet these needs for improved knowledge between police agencies regarding wanted persons and property with the view toward establishing a national inquiry file. NCIC thus represented a major advance over previous information-gathering activities by:

(a) automating the law enforcement information available from and between police agencies for rapid inquiry and response; and,

(b) providing for the sharing of this information among a number of jurisdictions.

NCIC, however, was initially designed as a law enforcement system. That is, the types of information gathered and made available to agencies primarily related to the police function. In this sense, further systems development was required to achieve the far-sighted goals of the Wickersham Commission.

By 1969, efforts were underway to substantially expand the criminal justice data base through the development of the System for Electronic Analysis and Retrieval of Criminal Histories (Project SEARCH). SEARCH initially began as "an effort to develop and test a national system for the exchange of criminal histories" as well as "to develop a new form of statistics for criminal justice in the nation."(6) These two objectives of SEARCH were translated into two components of the project:

- computerized criminal histories (CCH), and
- offender-based transaction statistics (OBTS).

Initially, priority was placed upon the development of CCH. Within eleven months of project initiation, a prototype was developed and implemented on a national level under the aegis of the NCIC within the FBI. OBTS, which received a lesser priority than CCH, encountered numerous implementation problems as a result of the need to fit the system design to the operational and administrative needs of user agencies. Project SEARCH emphasized the need for synchronizing both CCH and OBTS development in the states and this recommendation led to the creation of the Comprehensive Data Systems Program (CDS) as a grant funding activity of LEAA in May 1972.

CDS, as envisioned by LEAA, would be developed within the states with three major purposes in mind:

(a) to provide the assistance and incentive to states to develop integrated criminal justice information and statistics systems and thus upgrade the quality of reporting on the national level;

(b) to provide the mechanism for systematically collecting and reporting improved criminal justice data for a variety of users and purposes; and

(c) to provide the technology for minimizing duplication between agencies in the collection of data.(7)

CDS thus proposed both to upgrade the technological and administrative capabilities of agencies and state governments and, at the same time, improve the quality and kinds of data available at the national level. Secondly, by virtue of the need to integrate and share data, CDS provided a means for operationalizing the "system concept" in the criminal justice area.

CDS, as a system construct, required states to undergo a number of component activities. These activities were:

(a) Creation of a state-wide statistical analysis center - This center would consist of "a professional staff to coordinate the state's criminal justice information and statistics system, to provide interpretive analysis of collected data, and to ensure quality control of data collected and reported;"(8)

(b) Development of OBTS/CCH files - These files would describe every serious offender transaction within the criminal justice system from arrest to final disposition;

(c) Development of a centralized UCR reporting function - A state agency would be assigned the responsibility for collecting all UCR data within the state.

(d) Development of management and administrative statistics data gathering capability - Data would be collected and analyzed on significant administrative features of agencies such as budgets, staffing, facilities and equipment.

(e) Development of a technical assistance capability - To facilitate the overall implementation and operation of the comprehensive data system, a technical assistance capability would be created.

As can be seen, data system development at the national level added impetus to the goal of achieving a better understanding of crime and its official handling. The most rapid developments have occurred within the last decade when data processing technology became more readily available, the volume of criminal justice business transacted became more of an acute problem and federal initiatives began to provide the incentives, both fiscal and conceptual, for data system development.

Concepts such as planning, evaluation, management analysis and research also began to receive higher priority by criminal justice administrators. These concepts created the need for more and more reliable data from which accurate assessments could be made. Additionally, these concepts fostered the need for intercommunication between criminal justice agencies and, consequently, for sharing of information, with the view of improving the efficiency of their respective activities.

The growth in significance and usage of criminal justice data systems is a reflection, then, not only of an increasing volume of transactions for agencies to contend with, but also:

(a) the need for better and more rapid communication among agencies;

(b) the need for more complex and reliable information;

(c) the increased availability of federal funding and conceptual incentives to states and localities;

(d) the growing sophistication of the criminal justice discipline in terms of management and assessment instruments; and,

(e) the greater willingness and ability of criminal justice administrators to employ new technology and methods to the task.

As pointed out by the National Advisory Commission on Criminal Justice Standards and Goals, this growth can be seen by the increasing number of states employing automated criminal justice information systems. "In 1968, according to LEAA, there were just ten states in the United States with automated state-level criminal justice information systems. By 1972, forty-seven states had operational automated information systems serving at least one component of the system. "(9)

2.3 Community Involvement and Agency Accountability

A third major factor influencing the development of data systems is the growing public concern and involvement with criminal justice policy-making and problem-solving. Perhaps the most striking example of citizen involvement is in the area of local criminal justice planning and program development. In a June 1973 report issued by the National League of Cities/United States Conference of Mayors, entitled Local Criminal Justice Planning: A Retrospective Review for 54 Major Cities, it was noted that "the number of local criminal justice planning units serving the nation's 54 largest cities has increased dramatically since passage of the 1970 Amendments to the Safe Streets Act."(10) In fact, the report showed, the number of local criminal justice planning units tripled between 1971 and 1973. Most significantly, however, is the fact that membership on these committees is heavily weighted toward the public. Public membership was higher than any other functional area category on these local criminal justice planning units and constituted nearly one-fourth of the average council's membership (a public member is defined as a lay

citizen rather than a policy-maker or elected official). In St. Louis, the report notes, 50 percent of the St. Louis Crime Commission were public members in 1973.

Significantly, the planning units stressed the importance of their roles in planning and agency assistance, rather than grants administration. Thus, it could be inferred that these planning units were greatly concerned with the operations of criminal justice agencies and mechanisms for improvement. For these reasons, the typical staffing configuration sought by these planning units frequently contained a statistician, research analyst, systems analyst, or other data specialist whose tasks involved the collection, analysis, and reporting of criminal justice agency data. It could thus be deduced that the public members, who predominate on these planning units, have placed a high priority upon data acquisition which, in turn, has placed pressure on agency administrators to begin collecting data.

Another interesting point to be raised is the fact that many of these local planning units reported that they engage in numerous other criminal justice activities besides planning, such as advising the mayor and city council, coordination of criminal justice agency activities, legislative matters, and research. Clearly, all of these activities require intimate knowledge of the criminal justice processes in their respective jurisdictions, knowledge which needs to be supported by extensive data-handling capabilities.

A final point for discussion is the increased requirement for agency accountability which results from active citizen involvement and concern. As the public becomes increasingly aware of the scope of agency operations in relation to the crime problem, greater pressure is exerted upon administrators to improve their own functions. Accurate and reliable data on a rapid basis are a necessary tool in

accomplishing this task. If clearance rates go down, or court backlogs increase, or correctional programs falter, administrators will be asked to explain these occurrences or why they were not able to attack these problems before they occurred. Although the best data may not be sufficient to answer such questions, without it administrators would be hard-pressed to respond adequately.

2.4 Increased Availability of New Management Techniques and Technology

The fourth major influence upon criminal justice data system development has been the increased availability of new management techniques and technology. A major characteristic of the criminal justice system is the fact that it is decentralized. There is no one agency or person administering the criminal justice system. Decentralization increases the complexity of the management task because of the wide ranging services which must be brought together to form the system and the highly interdependent nature of the agencies within the system. Clearly, the downstream effects upon courts and correction agencies of increased police arrests require a sophisticated management planning capability to handle the increased number of cases passing through the various agency portals. The professional management concept sought by contemporary criminal justice administrators seeks to reduce the possibilities of being caught off-guard in this fashion. This management planning capability thus requires agency administrators to closely monitor their own operations, as well as the operations of their administrative colleagues. Without such data available, the probability of administrative blundering is markedly increased.

Another point to be raised is the cost-effectiveness responsibility of agency administrators. Criminal justice personnel have the same responsibility as other areas of public expenditure to account for the relationship between quality of services and dollars spent.

As pointed out in a recent publication of the Search Group, "Management in this field has been under the same kinds of pressure as elsewhere to prove its value, to show results, in effect to keep score on where dollars are going and what is being done with them."(11) Without a capability to assess effectiveness on a continual basis, administrators cannot fully document the service return for funds expended. Such an analysis requires extensive data-handling capabilities for both management and evaluation purposes.

New technology has become readily available to meet these planning, administration, and evaluation needs of criminal justice managers. Electronic data processing technology has become accessible to agency administrators, regardless of organizational size, and provides new and improved capabilities for information handling. As noted earlier, the number of automated criminal justice information systems has grown dramatically since 1968 and it is expected that this trend will continue.

Data system development in the criminal justice area thus represents the logical outgrowth of a series of on-going trends. First, the volume of transactions and workloads of criminal justice agencies has become overly heavy and information needs to be gathered for continual reassessment of operations and responsiveness to demands. Secondly, national trends and federal initiatives have placed a major priority upon automating the criminal justice body of knowledge and information for purposes of increased availability and utility. Thirdly, public involvement and demands for accountability have placed greater pressure upon criminal justice administrators to plan, monitor, and justify their own operations. Finally, the growth of professional administrative disciplines, the interdependent nature of criminal justice processes, the need for cost/effectiveness, and the

ready availability of new technology have all served to reinforce both the requirements and the potential for improved information gathering by criminal justice agencies.

3.0 DATA SYSTEMS AND THE IMPACT PROGRAM

Prior to 1972 when the High Impact Anti-Crime Program was announced by LEAA, criminal justice agencies primarily focused their data collection efforts upon the acquisition of administrative and management data (number of arrests, number of prisoners, number of cases processed, number of staff, etc.). In general, little information was gathered on either the characteristics of those arrested or imprisoned, the flow of different types of cases through the components of the criminal justice system, or the success of operational programs in achieving desired objectives. In short, real needs were not being addressed, and further planning was required both in terms of potential uses of the data already collected, and the potential applications of new kinds and types of data that could be (and needed to be) collected across the system.

The Impact program attempted to impose a new approach to the collection and analysis of criminal justice data in which the reduction in crime, rather than the improved operation of separate agencies, became the central objective. This approach demanded that all planning and program development activities be linked, to the degree possible, to priority characteristics of the three components of the crime situation: the victim, the offender, and the environment in which their interaction occurs. In this fashion, cities could be expected to assess their performance prior to Impact initiation and after Impact operation using common counting units and thus evaluate their Impact performance in relation to the crime reduction objective.

The Impact program thus began with two key assumptions:

(a) Crime reduction can be measured; and,

(b) Given the proper incentives, cities will develop the necessary tools for conducting this measurement and utilize the collected information for modifying projects to achieve continued harmony with the central program objective.

The first assumption raises complex questions about the appropriate measures to be utilized for assessing crime reduction. For example, there are a variety of indicators which serve to describe the incidence of crime, including:

(a) crime rates
(b) crime levels
(c) the rate of increase (or decrease) in crime rates
(d) crime trends over time
(e) victimization surveys.

In addition to these indicators, there are a variety of factors which complicate these assessments such as displacement, regression to the mean, and even criminal justice agency policies during measurement periods. Further, the notion of a crime-oriented planning approach stresses the development of area-based program responses and thus may not, in fact, contribute to an overall city-level crime reduction. The Impact program failed to specify which type of measurement would be utilized to evaluate city-level performance with respect to the national crime reduction goals of a 5 percent reduction in two years and a 20 percent reduction in five years. Without such required specificity, cities remained unclear as to the types of data necessary to collect to effectively measure crime reduction.

The second assumption suffers from the same weakness as the first assumption. That is, without knowing clearly what data elements are necessary for assessing the central program objective, little can be said about the relationship of individual projects and their performance to that objective. Thus, while it is possible to ascertain such performance measures as court processing time or rearrest rates on probationers, these items may not be critical to the overall level of crime in a city. What is critical is to devise the proper methodological procedures for determining the relationship between agency operation and crime reduction (whatever assessment technique is used).

In a probation project, for example, one would need to know not only the rearrest rate for probationers before, during, and after the program but also such other items as clearance rates and crime rates in order to understand the magnitude of the rearrested offender's contribution to the overall crime rate. This would also have to be measured before, during, and after the project's operation with strict conformity to such methodological requirements as control groups and uniformity of project administration over time. Without such precision in both methods and objective, effective evaluation cannot be conducted.

The lack of consensus with respect to these Impact program assumptions and the overall Impact program objective of crime reduction has probably had the most pronounced effect in the area of data systems development. Data systems rely upon the inputting of precise information for specific purposes. The purpose selected will guide and structure the types of data sought, collected, analyzed, and reported. Specificity is thus a key feature of effective data system generation.

The Impact Program, by virtue of its central crime reduction objective, precludes such specificity in purpose. Programs such as CCH do not suffer this weakness because the objective of developing a case history is more specific than the objective of reducing crime. Programs such as OBTS, on the other hand, have encountered numerous implementation difficulties due to the lack of common definition and general agreement as to purpose. Impact data system projects have tended to experience the latter. Thus, as will be discussed later in this paper, Impact data system projects have tended to retreat from the crime oriented-program objective to the collection of more specific, administrative/operational information. In fact, little emphasis was placed upon even distinguishing Impact-type information (i.e., crimes, offenders, or victims) from other types of criminal justice information.

Projects tended to focus upon the automation of existing information or to generate new information as required by agency administrators primarily for management purposes. Such Impact concepts as planning, evaluation, and system integration have been sacrificed in favor of the largely immediate needs of agency administrators to maintain their equilibrium on a daily basis. The broader concepts represent downstream objectives which are yet to be achieved.

3.1 Implementation of Impact Data Systems Projects

Virtually all of the projects funded under the Impact program concern themselves with the collection, analysis, and reporting of data. In effect, each project maintains its own data system for its own purposes such as planning, evaluation, management, and monitoring. However, in general, these activities are ancillary to the primary project objectives of providing services. For some projects, however, the development and operation of a data system is the primary objective. Projects of this latter type number fourteen across the eight cities and will form the basis for the following discussion.

Six of the eight Impact cities funded data system projects where the priority concern was the acquisition and maintenance of criminal justice data. (See Appendix I for a current status description of each project). These projects by city are as follows:

Atlanta	- Data Processing
Baltimore	- On-Line Jail System
Cleveland	- Computer Display Terminals
Dallas	- Drug Abuse Research Study
	- Upgrade Response of Criminal Justice System
	- Judicial Assistance System
Denver	- Data Exchange System
	- Crime Analysis Section
	- Corrections Research and Planning Unit

Denver	- Rape Prevention Program
	- Denver Police Data Center
	- Denver Court Management Information System
Portland	- CRISS Project Acceleration
St. Louis	- General Systems Planning/REJIS Corrections Information System

In terms of funding priority, these projects received a relatively small share of total Impact funds awarded across the cities. Approximately 3.7 percent of all Impact funds awarded (or $4.7 million) were allocated to these data system projects. Individual city-level commitments varied from a high of nearly $2.0 million in Denver to no funds under Newark's Impact Program. Newark did implement a reporting system for use in program evaluation but this project was funded out of CAT evaluation funds rather than program development funds and therefore is not addressed. Data system projects, however, have experienced pronounced difficulty in expending their funds once awarded. As of September 30, 1974, these projects had only spent $834,409 or 17.6 percent of their total awarded funds. Projects of this type were the slowest of any criminal justice functional area to expend their funds.[12] Individual cities varied in their spending pace with Cleveland virtually expending all awarded funds for data systems by September, 1974, and Baltimore expending only about 5 percent.

Coupled with the slow spending rates by data system projects, is the fact that as of January 1975 only about half of the projects reported that they were providing all of the services that were outlined in their grant applications. However, the explanation for this general tardiness in service provision and spending relates to the generally late grant application and start-up dates for data system projects. Projects of this type were among the latest to submit their applications and initiate service provision, the average project becoming operational nearly two years into the program. Data

system project personnel blamed these start-up delays upon staffing problems and excessive administrative procedures.

It is significant to note that data system projects expressed great confidence that they would be continued after the cessation of Impact funding. This is not surprising since most project budgets reflected the large one-time-only purchases of equipment and it is reasonable to expect that with such systems, once installed, the relatively minor maintenance and operational costs would be absorbed by city or state budgets.

Thus, it is clear that because of the generally late start and slow implementation pace of Impact data system projects, most of their effects and contributions are yet to be assessed. However, it was felt that by examining several selected projects, important lessons could be learned about the nature of data system implementation difficulties, and about the strengths and the progress achieved to date.

4.0 AN EXAMINATION OF THREE IMPACT DATA SYSTEMS PROJECTS

As noted earlier the central concern of this inquiry relates to the types, characteristics and usages of data systems engendered by the Impact program across the cities. The mandate of the program to plan, administer, and evaluate projects set forth requirements for data collection and analysis. These requirements were handled in a variety of ways by different cities and by different functional agencies.

MITRE's initial data collection efforts focused on the development of a data systems information questionnaire (see Appendix II). The questionnaire was designed to focus on the critical aspects of each selected data system project's current status, characteristics and usages, the types of reports and uses of reports generated, and future plans for the project. The questionnaire attempted to discover what contributions the Impact program might have made to the data system capability of each city's criminal justice system.

After development of the questionnaire, the focus shifted to the selection of projects for study. Project selection was based upon several screening criteria:

(a) Size of project (projects had to be large enough to represent major system additions as opposed to small data processing efforts);

(b) Functional area focus (projects were selected representing either the police, courts, corrections, or else multi-functional areas of system improvement);

(c) Level of implementation (projects had to have been fully enough developed and/or implemented so that system users and usages could be identified);

(d) Cooperation (project cooperation in the conduct of this study was viewed as critical).

Based on these criteria, four projects were selected for research:

- REJIS Corrections Information System - St. Louis
- Police Data Center - Denver
- Law Enforcement and Judicial Assistance System - Dallas
- Columbia Region Information Sharing System - Portland.

Copies of the questionnaire were then forwarded to the project directors and interview dates scheduled. The St. Louis, Denver, and Dallas projects agreed to participate but the Portland project director requested that his project be excluded from our research. He indicated that the project had experienced changes in management and the current plan was to completely revamp the project. He further indicated that only two files were actually operational, the persons file and the address file, and neither was working to his satisfaction.

Interviews took place during the week of June 16-20, 1975. These were to be conducted with each of the three remaining project directors and two user agencies in each city, as well. CAT participation was also solicited in each city.

The following is a report of the information gleaned from each of the cities. Data reported will vary by project because of the differing stages of implementation for projects and inter-project comparison is therefore inappropriate at this time.

4.1 Project: REJIS Corrections Information System

City: St. Louis

Date of Visit: June 16-17, 1975

Persons Interviewed: Alan Hamilton - Project Director, David Duke - Project Manager, Brian O'Dell - CAT, Rudy Dyer - St. Louis City Jail, Bob Bonderant - St. Louis County Jail

Project Description

The Correctional Information System (CINSYS) forms one part of the total REJIS (Regional Justice Information System) system. The project is designed to collect information from local correctional agencies, analyze the data, provide record-keeping functions, operational and management reports, and data exchange services between the various correctional agencies. The agencies participating include the following:

- City Jail
- Medium Security Institution
- City Sheriff
- City Parole and Probation
- Division of Court Services
- County Jail
- Adult Correction Institution
- County Probation and Parole

The project has the following objectives:

(a) to foster agency/institution interaction,

(b) to provide timely management information,

(c) to reduce redundant clerical effort,

(d) to produce routine operations, administrative and statistical reports,

(e) to develop a data base to support research, and

(f) to provide agencies/institutions the ability to acquire information from local, state and national criminal information systems.

CINSYS consists of four modules structured to satisfy the above-noted objectives. The modules may be described as follows:

(a) Subject Tracking System - This system will function independently of the CINSYS. Specific data on offenders and their status will be fed into the tracking system as shown in Figure 1.

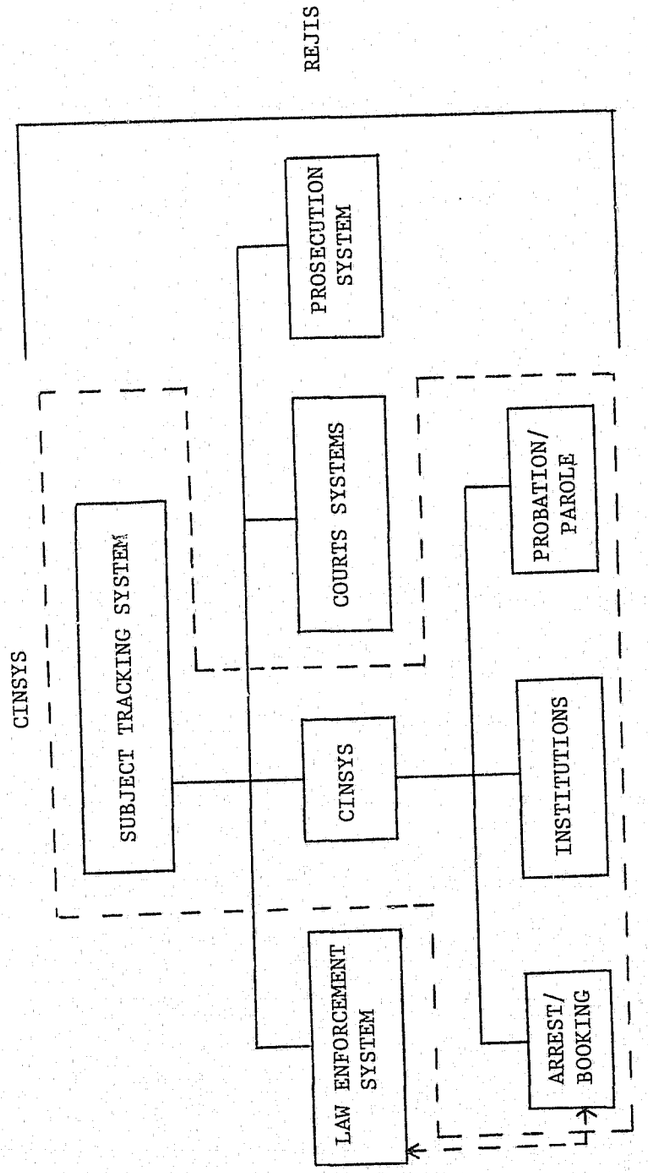

FIGURE 1

DIAGRAM DEPICTING THE ORGANIZATION OF THE REJIS SYSTEM - ST. LOUIS

(b) Arrest/Booking System - This system will deal with data describing the entry of persons into the domain of corrections. A file will be created containing information needed for both tracking as well as the specific operational needs of the city and county jails relating to intake, prisoner movement and custody, clerical tasks, and administrative activity.

(c) Institutional System - This system consists of both an on-line capability and administrative history file. On-line will be such information about the various institutions as: prisoner confinement status, prisoner future scheduled movements, etc. The background administrative history file will be for generating daily, weekly, monthly, and yearly reports on the operation of the correctional institutions.

(d) Probation and Parole System - This module will maintain data on active caseloads as well as data required for management, operational and statistical reports required by city and county probation and parole agencies.

The REJIS system relies upon the data collection efforts of individual agencies and the maintenance of this information on their respective files. Agency information is solely available to that agency and REJIS and not to other criminal justice agencies except for the specific informational items which will be shared through the tracking module. The project manager felt that this organizational principle was central to REJIS and accounted, at least in part, for the willing participation of agencies. Another feature of the REJIS organization is the development of user steering committees to oversee and set policy for individual system modules. Thus, there are no police or court representatives on the CINSYS user steering committee.

CINSYS, when operational, will interface with the Missouri Uniform Law Enforcement System, NCIC, and the Kansas City Law Enforcement System. In addition, data will be generated for external needs such as the National Prisoner Statistics and the Uniform Prisoner Reports.

The types of reports to be generated vary from agency to agency. In all, some sixty reports will be produced for the eight correctional agencies, varying in frequency from daily to yearly reports. In addition, some twenty-five different types of inquiries (i.e., inmate background history, etc) will be available on-line. Finally, some forty-five different on-line updates can be made by participating agencies. The data elements contained within these various reports, inquiries and updates are extensive and well documented by REJIS. Each report is described in terms of its output mode, frequency, accuracy, type, distribution, purpose, and the data elements contained in the report.

Current Status

The REJIS Corrections Information System Project in St. Louis began in July, 1972 with the funding of a general concept study for the design of a corrections information system. REJIS, to date, has received $448,000 in Impact funds to finance the design, development, and operation of the corrections information system. According to the project director, approximately $330,000 had been spent on the project as of 31 March 1975.

At this time, however, the Corrections Information System (CINSYS) has not yet been implemented. It was expected that detailed project design and programming would be completed by 30 June 1975. The project manager indicated that implementation of the arrest/booking module should take place by 1 September 1975 and the remaining two modules: [(a) city and county institutions and (b) city and county probation and parole] should be implemented by 1 January 1975. Offender tracking, the fourth module, has been temporarily postponed due to the need to concentrate on operationalizing the three program modules.

The project is estimated to be approximately six months behind the implementation schedule noted in the grant application. The

director of REJIS ascribed these delays to staffing problems and excessive review and approval time required for budget modifications.

Project staffing consists of the following:

- 1 project manager
- 1 training manager
- 3 analysts
- 3 programmers
- 1 keypunch operator
- 9 contractual programmer/analysts.

There is currently one vacancy in the programmer position and turnover was described as small.

Future Plans

The project manager indicated that CINSYS will be continued after the termination of Impact funding. The project manager pointed out that it is an evolving system and that future plans call for greater integration of data among the agencies. Planned additions at this time include such items as profiling inmates for purposes of matching cell-mates within the institutions, manpower allocation, recidivism predictions and psychological test analysis.

Assessment

CINSYS is perhaps the best planned and documented data system project within the Impact program at this time. While the project has not been implemented yet and thus will have no effect upon the city's Impact efforts, it does provide for massive upgrading of the data base on corrections. The focus is distinctly upon the administrative needs of the participating agencies rather than upon program objectives of planning and evaluation in terms of the types of reports created. However, given the rather extensive array of data elements, planning and evaluation types of analyses could easily be conducted if desired.

The system will not flag Impact offenses or offenders because the program will be near termination when CINSYS becomes operational. While CINSYS does not fall within the time constraints of the crime-oriented focus set forth under Impact, it is clear that once implemented, significant informational gains will be made available to correctional administrators.

4.2 Project: Police Data Center

City: Denver

Date of Visit: June 18-19, 1975

Persons Interviewed: Dick Atkins - Denver Police Department,
Bill Hafstrom - CAT

Project Description

The Denver Police Data Center Project will provide for the implementation of a dedicated police information system capability. The project has the following objectives:

- Improve reporting of offenses through early assignment of offense number and initiating data collection and retention at the point of dispatch.
- Improve the time of utilization of the field officer through reduction of his report and daily log preparation time, thereby reducing the need for shift overlaps or reporting dropouts at shift change resulting from the reporting procedures.
- Improve the department's ability to maintain easily accessible property files for evidence property and for property reported stolen.
- Provide the department a viable facility to identify and measure short and long term crime trends by defined areas, time of day, day of week and to develop MO (modus operandi) patterns from reported offenses.
- Provide the department factual data to support resource allocation and the direction of special tactical forces within the department.
- Provide the department reliable information with which to inform the public of criminal offense status in the community and of Police Department effectiveness in handling the problems.

- Provide the department reliable data for the development of police department policy regarding the nature and degree of service to be provided to the community in relation to police department resources and budget constraints.
- Reduce the costs of administrative procedures and improve the services of maintenance and access of records.

The project anticipates that the contractor selected will provide a turn-key system for the department. The system desired will consist of eight major subsystems, each with specific functions:

(a) Field Support System - This function will entail the rapid transmission of information on people, vehicles, articles, and places to offices in the field. Clearance checks, which have required from ten to forty minutes, will be reduced to one to three minutes. In addition, this subsystem will interface with other criminal justice information systems such as the Department of Motor Vehicles, the Colorado Crime Information Center, and NCIC.

(b) Geocode and Location System - This system will assist in such police functions as dispatch, resource allocation, crime analysis, and traffic analysis. It is envisioned that a coded representation of the city will be constructed and utilized for indexing all offense reports, arrest reports, accident reports, field contact reports, and calls for service. In terms of dispatch, the system will be utilized to verify addresses, activity and vehicle assignment. Resource allocation analysis will be conducted on a regular basis to make certain that each geographic area is adequately covered in light of changing demands for service. Crime analysis activities will also be facilitated with crime pattern trends and analysis available. Finally, geocoding will provide the means for assessing the effects of enforcement operations on automobile accidents.

(c) Incident Report System - This system will be responsible for storing and reporting all crime statistics gathered by the the Department as well as the preparation of regular statistical and operational reports on a scheduled or on-line basis.

(d) Computer Assisted Dispatch System - This system will function to assist the dispatch activities of the department by verifying locations, determining duplicate calls for service, routing dispatch instructions, establishing priorities in calls for service, maintaining vehicle status information, maintaining the status of all calls awaiting dispatch, and

recommend units for dispatch to specific calls for service. In addition, a permanent record will be created of each call for later analysis. The system will improve command/control activities and should result in reduced response time.

(e) On-Line Booking/Inmate Accounting - This system will basically provide for the automation of record-keeping activities at the city and county jails. In addition, the system will provide information on prisoner location, status, and court scheduling as well as accounting for fine and jail monies collected and prisoner personal property.

(f) Management Information System - This system will provide for the extraction of necessary management/administrative information from the other subsystems for all divisions and activities carried out by the department. Summary reports will be prepared describing these activities on a predetermined or as needed basis for each unit within the department.

(g) Property Subsystem - This system will provide for the storage of information on stolen property and registered property through Operation Ident. In addition, the system will provide for searching non-serialized property as well as maintaining records on pawned property. Finally, the system will describe the status and disposal of recovered property and property held in evidence.

(h) Personnel Subsystem - This final portion of the Police Data Center will be responsible for maintaining all records on departmental personnel. Included will be such items as personnel data, special skills, assignments, and activity. These records will be utilized for analyzing manpower, time, and caseload assignments for uniform and investigative personnel.

As noted earlier, the police department is seeking to purchase a turn-key system to carry out these functions. At this time hardware specifications have been described in the request-for-proposal (RFP) but specific data elements comprising the software have not. Thus, it is not known specifically what information will be collected and what the reporting formats will contain.

Current Status

The Denver Police Data Center Project is virtually unimplemented and undesigned at this time. Although grant funding of nearly $1.2 million was received on 19 October 1974, grant expenditures as of 31 March 1975 amounted to $595.00. The project provides for two analysts, two programmers, one clerk-typist, and five keypunch operators. At present, only one analyst has been hired. An RFP was issued on 8 April 1975 for design and implementation of the system but as of 18 June 1975 no contractor had been selected. Currently, the competition for the contract is between two bidders, Planning Research Corporation (PRC) and Mauchlay-Wood. It is not known when a contract decision will be made.

The problem of vendor selection has set back this project approximately six to seven months in terms of its implementation schedule. The lateness of this project is, in large measure, due to extensive competitive bidding and procurement problems experienced by the Denver Police Department in developing an information system. Original plans called for the installation of a UNIVAC system which would be compatible with the Colorado Bureau of Investigation System. However, competitive bidding procedures were not adhered to and the original grant application was rejected by the LEAA Regional Office.

Early in 1974, the Denver Police Department contracted with PRC to prepare an information requirements analysis and implementation plan for the design of the data center. A report was issued by PRC in July, 1974 and this formed the basis for the grant application in October. In April, 1975 the RFP was issued for detailed design and implementation. Due to the fact that PRC is one of the two bidders now being considered, after having completed the initial design phase in July, 1974, new competitive bidding problems have emerged. The project director feels that although PRC has responded to the RFP

with a better proposal, there is some reluctance to accept their bid due to their earlier work for the department.

Future Plans

Due to the relatively undeveloped state of the project, the project director indicated that he could neither fix a projected implementation date nor propose any planned additions to the project.

Assessment

This project, because of its late start and numerous implementation problems, is not in a position to be assessed on a detailed basis. It appears that the project will be geared, however, solely to police and jail functions. In fact, the project director indicated that courts and correctional personnel were not contacted during the initial design phase. It is also important to note that no emphasis has been placed upon specifically building an information base on Impact crime activity and police response to it. Although geocoding will be utilized and crime pattern trend analysis employed, it is envisioned that these will be planning functions rather than planning and evaluation activities. Definitive assessment, however, must await detailed design and implementation of the project.

4.3 Project: Law Enforcement and Judicial Assistance System

City: Dallas

Date of Visit: June 20, 1975

Persons Interviewed: Jim Brown - District Court Coordinator, Tommie Buchanan - SPA, Jerry Evans - County Auditor's Office, Tom Craig - Dallas County Jail, Chuck Kirk - CAT.

Project Description

As pointed out in the grant application, this project is dedicated to the development of a tracking capability within the Dallas city

and county criminal justice system. The project is geared to improving what have been defined as key problem areas:

- lack of uniform offense reporting,
- communications time lags at the crime lab,
- lack of warrant information,
- incomplete offender data, and
- lack of offender information at time of arrest.

As can be seen, none of these problem areas relate directly to the operations of the court nor to the development of a tracking system. Further, none of the sixty-one participating agencies listed in the grant application are court agencies.

To meet the above noted problem areas, the project will implement the following systems:

(a) Uniform Offense Reporting - The project will provide EDP support to police agencies and flag Impact offenses.

(b) Forensic Laboratory Subsystem - All evidence obtained at crime scenes will be described and results of examinations will be automatically posted for rapid transmission to all agencies requiring this information.

(c) Criminal Warrants System - All warrants issued would be entered into this system and added to the state crime information center as well as NCIC.

(d) Investigative Subsystem - Data will be maintained on "possible" suspects such as M.O., personal characteristics, habits, addresses, history of violent behavior, etc. The grant application states that "proper file security will be maintained at all times."

(e) Tracking System - A tracking capability will be developed from arrest to grand jury, noting dropping out rates as cases progress through part of the system.

Current Status

This project represents a continuation of three previous years of block-grant funding. Impact funding began in March, 1974 with a grant of $664,000 and as of June 30, 1975 about one-third of the funds

had been spent. It is clear, thus, that what project development has occurred primarily resulted from the non-Impact portion of the project's life. Another interesting point to be raised with respect to this project is the similarity of the project to the Special Court Processing of Impact Cases Project in Dallas. Both projects were described as tracking systems through the courts. The CAT indicated that because of the seeming duplication in services between the projects, it has been virtually impossible to distinguish their respective activities. According to the CAT, the SPA has hired two auditors, one fiscal and one programmatic, in an attempt to clarify this problem. The auditors have been examining the project for some time and will produce a report at the termination of their study.

Two final points to be raised with respect to the project are the staffing configuration and the lack of documentation. Staffing appears to be rather ad hoc, using the pool of programmers and analysts available from the county auditor's office. There is no permanent staff assignment to the project. Secondly, there is no documentation available to describe the activities of the project, the purposes for these activities, the participating agencies, the data elements maintained, the types of analyses conducted, the frequency of reporting or the content of reports. In fact, the county auditor's office indicated that they were considering applying for a subsequent grant to provide this documentation.

It appears as if this project merely started automating all the forms used by the court and the jail and detailed planning was to be accomplished after the project was implemented. This observation is borne out by the fact that project personnel could not produce either system flowcharts and/or other documentation portraying the workings of the system.

It is apparent that part of the system is operational at this time. It was estimated by project personnel that 5 percent of the project has been implemented. It is not known which part of the project, though, is currently working. Some sample reports examined reflected extensive data available on such items as dispositions, monthly activity reports by court, court papers to be served, appeal statistics, weekly activity reports by court, book-in and out information, rearrest on bond, and DA case files. These data, however, may have emanated from the Special Case Processing Project.

Future Plans

Project personnel indicated that the city and county intend to continue this project after Impact funding terminates. It is expected that the project will not change greatly.

Assessment

This project has suffered from poor pre-implementation planning. Although operating, it appears as if its ad hoc organization and failure to document its design and operations, have led to extensive problems with the SPA and CAT. These problems are expected to be resolved after completion of the fiscal and programmatic audits. As a result, little can be stated about its utility in relation to the Dallas Impact Program.

5.0 GENERAL FINDINGS

As noted earlier, the evolution of data systems became most pronounced in the last decade with the advent of such national models as NCIC, SEARCH, and CDS. The Impact Program attempted to provide the incentive for cities to embark upon a similar evolutionary course by upgrading their abilities to manage and utilize crime data for planning, program administration, and evaluation. This improvement in data sophistication was sought within a relatively short time frame under Impact constraints.

Though it is inappropriate to generalize from three sample projects, it is clear that effective data systems require extensive developmental periods. Significantly, all three project directors estimated that three to five years are required to achieve such development. In addition, according to a previous study of Impact project implementation, data system projects, across the Impact program, were among the latest functional area category of projects to initiate service provision, they have spent the smallest percentage of their awarded funds, and they are providing fewer of the services anticipated in their grant applications when compared to other projects. Part of the reason for these extensive delays in project implementation probably relates to the lengthy lead time required to structure the necessary bureaucratic relationships between user agencies. In other cases, delays probably resulted from overly complicated and often vague procurement policies and procedures which are not fully understood by project personnel. Finally, delays may have resulted from the time required to educate project personnel in criminal justice matters and user agency personnel in systems design matters. Rarely, for example, were project personnel veterans of the criminal justice system and it is probable that extensive time was needed to acquaint them with its operation.

Secondly, it appears that all three projects have been most concerned with devising systems which focus on specific agency operational needs. In this sense, the first priority has been to gather and report "nuts and bolts" type data for agency administrators to assist them in their daily operations. The Warden of the St. Louis jail, for example, pointed to his immediate need to know, on a daily basis, the status and court schedule of each inmate entrusted to his custody. He pointed out that current information in this area is not easily available and he looked forward to CINSYS to meet this need. The same type of response was reflected by personnel in the Denver Police Department and the Dallas jail. Thus it appears that while Impact may have sparked these efforts, the use of data for effective planning and evaluation is an application which is far downstream.

Thirdly, it is far from clear that system integration has actually occurred. For example, the project manager of CINSYS emphasized the need to provide agencies with a sense of autonomy and control over their own files and the project director of the Denver Police Data Center pointed to the lack of input solicited from other criminal justice agencies.

Fourthly, it is clear that extensive pre-implementation planning and documentation are necessary for data system projects. The Judicial Assistance System in Dallas exemplifies the difficulties inherent in projects lacking such documentation and without adequate preplanning. In the case of Dallas, the true operations and purposes of the project will not be known until the auditors complete their examination.

Fifthly, it is clear that all three projects are not overly concerned with producing Impact-specific data. Only Dallas appears to be flagging Impact offenders at the time of book-in but it is not known what purpose is served by this activity.

Finally, it is apparent that at the national-level there has been a general tendency not to impose uniform data element standards upon these city-level data systems. For example, an RO special condition placed upon the Denver Police Data Center required the grantee to provide a complete copy of documentation to the Systems Development Division of NCJISS at LEAA. Several calls to NCJISS resulted in an inability to determine who at NCJISS was responsible for reviewing such documentation. In addition, the Dallas project has not produced any documentation although it is assumed that such a special condition was similarly imposed upon them. If this is not the case, then uniformity in the handling of data system applications should be encouraged. If it is the case, then this condition has never been enforced.

Data system projects are clearly among the most difficult and lengthy to develop and implement. The complex relationships which must be structured within and between agencies requires, to some degree, intrusion upon long established customs of agency autonomy. Within the context of a short-term program like Impact, it is perhaps too much to ask that agencies embark upon such a course of program development. Clearly, the contradiction between the short-term nature of the program and the need for improved planning and evaluation data was not resolved by the cities. Probably a longer term funding program would be more appropriate for data system projects along with phased funding occurring as implementation benchmarks are achieved. In this fashion, continuous implementation incentives would be provided and cities could essentially progress at their own pace. Further, adequate documentation and planning could be insured as projects progress through various funding stages.

APPENDIX I

LISTING OF IMPACT DATA SYSTEMS
PROJECTS AND STATUS AS OF AUGUST, 1975

CITY	PROJECT TITLE	CURRENT STATUS
Atlanta	Data Processing	Terminated March, 1975 without being implemented due to failure of police department to implement automated field reporting system.
Baltimore	On-Line Jail System	Project has experienced extensive problems in data collection methods and data validation. Report by City Management Information Services recommended new staffing and revamping project. Problems are being corrected at present time.
Cleveland	Computer Display Terminals	This project was implemented as a supplement to the Response Time Reduction Project and completed operations in September, 1974.
Dallas	Drug Abuse Research Study	This project completed operation in October, 1974 and has not been continued by the city.
	Upgrade Response of Criminal Justice System	This project completed its award period in December, 1974. New systems software was designed and implemented and is currently being utilized by Dallas County.
	Law Enforcement and Judicial Assistance System	Currently undergoing program and fiscal audit by SPA due to lack of clarity with respect to project operation.
Denver	Data Exchange System	This project concluded its grant award period after numerous implementation problems. The SPA is currently attempting to lead efforts in revising the project although its benefits have been described as minimal.
	Crime Analysis Section	This project has been institutionalized by the police department although data collection takes place on a manual basis. The implementation problems noted by the project focused on intra-organizational conflict between the project and the intelligence bureau.

Denver (Cont'd.)	Rape Prevention Program	This project is continuing to collect data on rape offenders and victims although it is unknown at this time what the ultimate utility of the data will be.
	Corrections Research and Planning Unit	Although the project has completed its award period, the unit continues to be very active in data collection and planning activities.
	Police Data Center	This project has not been implemented due to extensive competitive bidding problems.
	Court Management Information System	This project has been extended to June, 1976 due to implementation difficulties associated with transfer of project to the State Judicial Department and the desire to utilize the project in connection with all the state courts.
Portland	CRISS - Project Acceleration	This project is currently undergoing extensive reorganization and modification and has experienced turnover of staff.
St. Louis	General Systems Planning/ REJIS Corrections Information System	This project has completed its design and programming phases and should become operational shortly.

APPENDIX II

DATA SYSTEMS INFORMATION REQUEST FORM

DATA SYSTEMS INFORMATION

These are the types of questions which will be discussed during the interview sessions.

Present Status of Project

1. When did your project become operational?
2. To what degree is your project implemented? % (percent)
3. If less than 100% complete, what are the reasons for less than full implementation at this time?

4. Total projected costs of project. $
5. Total costs incurred as of 31 March 1975. $
6. Total LEAA grant award. $
7. Total LEAA grant funds incurred as of 31 March 1975. $
8. Dates of initial and continuation grant awards.

9. Number and type of staff members provided under LEAA grant funds (i.e., 2 programmers, 3 keypunch operators, etc.).

10. Number and type of staff members currently employed by your project under LEAA grant funds.

11. How was your project selected for funding and implementation under your city's High Impact Program? Please explain.

Characteristics of Project

1. Does your project represent an expansion of an existing data system capability or is it an entirely new system?

2. What are the specific objectives of your project? Please list.

3. Please provide a brief narrative description of your project and its activities.

4. Do you provide system services to any other Impact projects, and, if so, what are the projects and what is the nature of those services by project?

5. Have modifications occurred to your original system design? If so, what was the nature of these modifications and why did they occur?

6. What types of information are you currently storing?

7. Is your system utilized for the functions of planning, administration, evaluation, or research activities? If so how and by whom?

8. Where were the functions described in #7 above carried out prior to the inception of your project?

9. What other data systems interface with your system? Who operates these other systems?

10. Is documentation currently available to describe your data system in its entirety (i.e., user manuals, coding formats, etc.)? If not, why?

11. Is your system shared or dedicated? If shared, what are the other agencies participating?

12. Is your system hardware leased or purchased?

13. What types of training were required for staff members hired under the LEAA grant funds?

14. Have your planning, implementation, and evaluation schedules generally been adhered to?

15. If your shcedules have been delayed, what are the reasons for these delays?

16. What limitations currently exist with respect to the sharing of data with other agencies?

17. Do non-criminal justice agencies utilize your system services? If so, what provisions have been made for insuring privacy and confidentiality?

18. Did your project encounter problems in gaining the acceptance of other participating agencies? If so, what techniques/strategies were utilized to minimize conflict between participating agencies and to encourage acceptance of the need for system integration? Please give examples if possible.

Future Plans for Project

1. Are there any planned additions to your project? What is the nature of these additions?

2. Do you expect your project to be continued after Impact funding terminates? _____ If so, will your project remain the same, be expanded, or be reduced in scope?

3. If you could repeat your project again in the future, what would you do differently the next time?

4. What do you think your project has done to improve the quality and precision of decision-making in the Impact Program? Give examples if possible.

5. What progress in criminal justice system integration has been observed due to the operation of your project?

TYPES OF REPORTS GENERATED

TITLE OF REPORT	USER AGENCY	FREQUENCY OF REPORTING	PURPOSE OF REPORT[1]	DISTRIBUTION OF REPORT

[1] Purpose of Report = P = Planning E = Evaluation A = Administrative R = Researc

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END