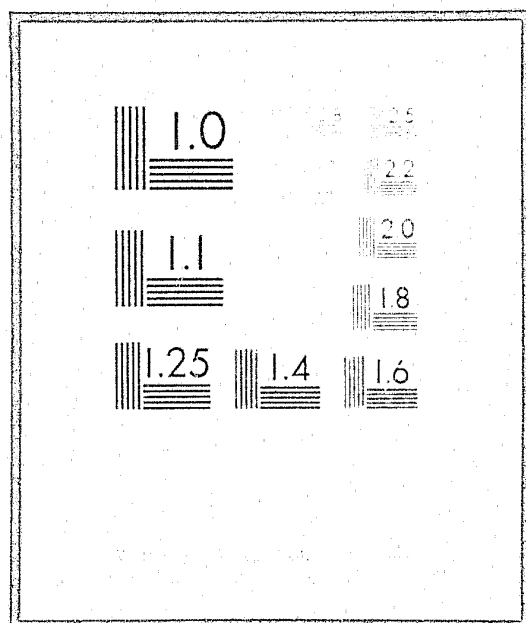# NCJRS

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HIGH IMPACT ANTI-CRIME PROGRAM

A DESCRIPTION OF IMPLEMENTATION ACTIVITIES ACROSS THE EIGHT CITIES OF THE HIGH IMPACT ANTI-CRIME PROGRAM

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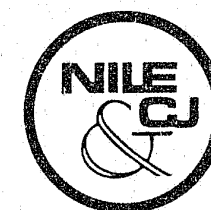
APRIL 1975

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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

NATIONAL IMPACT PROGRAM EVALUATION

A DESCRIPTION OF IMPLEMENTATION ACTIVITIES ACROSS THE EIGHT CITIES OF THE HIGH IMPACT ANTI-CRIME PROGRAM

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ACQUISITIONS

THE MITRE CORPORATION
WASHINGTON OPERATIONS

MITRE Department
and Project Approval: _____

ABSTRACT

This document presents an interim examination of implementation activities performed by the 8 Impact cities and their respective projects. This study 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 8 cities.

The report presents a description of a procedural model of implementation at the program and project levels and it was used to structure data collection from the Crime Analysis Teams and the projects. Based on a synthesis of these data, the document examines implementation activities and characteristics such as funding and expenditures, staffing, the time required to complete the implementation process, implementation problems noted by projects, project modifications, the status of evaluation, and prospects for project institutionalization. These implementation characteristics and activities were examined both by city and by criminal justice functional area. A subsequent document will analyze in detail the interrelationships among the implementation variables described in this report.

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 an interim 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, Analysis of Crime-Oriented Planning in the Eight Cities of the High Impact Anti-Crime Program, (MTR-6645) examines the first of these issues, the planning process across the cities. This interim document is intended to follow that document and focuses on the implementation of city-level programs and projects which grew out of these early planning activities.

It is hoped that the information and findings contained in this initial implementation document will not only provide insight into the varied characteristics of the implementation process across the 8 cities, 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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Background

The LEAA adopted a comprehensive crime-oriented planning, implementation and evaluation cycle as the central principle for organizing crime reduction efforts in the eight LEAA Impact cities. Crime-oriented planning and evaluation techniques and methodologies were then perceived as 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, complemented by 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.

The projects emerging from this planning process were expected to pass through a series of implementation steps geared to translating awarded funds into the provision of services. Ideally, the services provided would clearly link back to the original problems identified during the planning process.

This document provides an examination of the implementation process across the program, both at the city-level and project-level. Initially, six questions regarding implementation were developed to structure the data collection methodology and the reporting of results. These key questions were:

a. What was the distribution of funding to projects by functional area, i.e., police, courts, adult corrections, juvenile corrections, and others?

b. Did the funded projects relate back to the problems identified during the planning?

c. What was the financial status of the program in terms of amounts of funds awarded and expended?

d. How much time was required from the completion of planning to the initial provision of services by projects?

e. What types of implementation problems did projects experience?

f. What could be done in future programs of this type to implement projects more speedily and effectively?

These questions led to the formulation of a procedural model for describing Impact program/project implementation. In turn, the model was utilized to structure the data collection efforts undertaken. These data collection efforts primarily focused on the acquisition of implementation information from CAT interviews, project telephone and mail questionnaires, and award and expenditure information requested from the ROs.

Key Findings

The key findings presented in the report are summarized below:

Distribution of Program Funds by Functional Area

- Police projects and their accompanying services were the most frequently selected strategies for implementation across the cities. Nearly 1/3 of all the dollars awarded were targeted for police projects. Adult corrections projects received second priority as a strategy for Impact crime reduction, garnering about 1/5 of the funds awarded. The percentage distribution among functional areas was as follows:

– Juvenile Corrections:	11.9%
– Community Involvement:	9.4%
– Prevention:	8.4%
– Police:	32.4%
– Courts:	8.3%
– Adult Corrections:	18.2%
– Drug Abuse:	5.0%
– Research/Information Systems:	3.6%
– Target Hardening:	2.7%
– Other:	0.1%

Nearly 63 percent of the projects developed for the Impact program were operated by traditional criminal justice agencies while 37 percent were operated by noncriminal justice agencies.

Linkage Between Funded Projects and Problems Identified in Initial Plan

- Across the program, there was some failure in the linkage between priority problems identified during the planning process and the selection of projects awarded funds. The youthful offender category, the drug offender, and the adult corrections system had been targeted across the cities as the major problems for reduction although, in terms of actual funding, only about 35 percent of awarded funds were allocated to specifically address these problems.

- In a city-by-city analysis, four cities (Baltimore, Cleveland, Denver and St. Louis) show a linkage between the individual problems identified and their respective funding allocations. The remaining four cities (Atlanta, Dallas, Newark and Portland) exhibited divergencies between their identified problems and their funded programs. Denver emerged as the only city to have both utilized the crime oriented planning model and funded projects closely correlated with their priority problems delineated during the planning process.

Program Financial Status

- In general the data indicate that after nearly three years into the Impact program:

  (a) cities have only been awarded 80.4 percent of the funds potentially available; and,

  (b) cities have only expended 32.9 percent of the funds potentially available.

  These two findings suggest that city-level Impact programs have not suffered from a lack of money but, rather, an inability to translate available funds into desired services.

- Across the program some $128.7 million have been awarded to projects. Of that amount, $52.6 million had been spent as of 30 September 1974. Across cities, Cleveland projects have expended the largest portion of their awarded funds, 88.8 percent, while Portland projects have expended the least, 18.8 percent. By functional area, prevention projects have expended 54.5 percent of their awarded funds while research/information systems projects have spent only 17.6 percent of their allotments.

Amount of Time Required for Project Approval and Initiation of Service

- Across the cities some 7.5 months were required to complete the cycle from grant application submission to start-up. Dallas projects passed through this implementation cycle the fastest, requiring only 4.6 months, while Portland projects were the slowest, requiring an average of 15.9 months. The average project initiated the delivery of services about 20 months into the program. St. Louis projects began providing services the earliest across the program averaging 15.5 months after January, 1972, while Portland projects started the latest, 29.2 months into the program.

- By functional area, courts projects required only 4.6 months after grant application submission to become operational while drug abuse projects required 13.4 months. Community involvement projects began providing services the earliest in the program (16.5 months after program start) while drug abuse projects initiated services, on the average, some 2 1/2 years after the program started.

Implementation Problems

Two major implementation problems were cited by project directors: staffing and lengthy administrative procedures. Staffing problems were encountered by 38 percent of the projects and pertained to both the recruitment and retention of staff for short-term projects. In terms of lengthy administrative procedures, 38 percent of the project directors noted that there were excessive bureaucratic layers in the approval hierarchy and relatively minor issues often took lengthy periods of time for both review and resolution.

- 72.8% of the projects were reported to be fully staffed;

- 63.9% of the projects report that they are providing all of the services anticipated in their grant applications;

- 74.8% of the projects have experienced staff turnover at either the project director, supervisory staff, or professional staff positions;

- slightly over 50% of the projects reported that the scope of the project, objectives, or quality of services had been modified in comparison to what had been contained in the grant application;

- less than 6% of the projects were aborted or cancelled.

Recommended Changes for Future Programs

- In excess of 50 percent of the project directors suggested program changes that would have expedited the implementation of projects. Program changes recommended generally focus on reducing the delays in funding and the required time for review and approval by higher bureaucratic levels. It emerges clearly that in short-term programs, such as Impact, pre-program planning needs to emphasize the structuring of administrative relationships and roles with a view toward streamlining the flow of decision-making.

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 2 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 crime-oriented planning process. This process includes 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. Second, the Impact program represented a marked change in the character of the administration of LEAA discretionary funds, 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 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.

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(c) To assure geographic distribution, no more than 1 city was to be selected from each LEAA region.

(d) In those regions where the above criteria resulted in more than 1 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 and these served as a convenient means to organize their program assessments. 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 personnally 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.[1] 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 analysis presented in this document represents an interim report for 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. The subject matter of the present interim document concentrates on the implementation of the program and individual projects within and across the 8 Impact cities.

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[1] For further discussion of these roles and relationships, see the following case histories: MTR-6623 for the city of Atlanta, MTR-6649 for Newark, MTR-6666 for St. Louis, MTR-6716 for Baltimore, MTR-6838 for Denver, and MTR-6875 for Portland.

At the program level, the document examines, by city, such issues as the utility of crime-oriented planning for program implementation, administration/management of the program, the status of evaluation, and prospects for institutionalization. At the project level, individual projects are analyzed by functional area, by city, and across the cities in terms of such issues as the distribution of projects, varying types of sponsoring agencies, the distribution and expenditure of funds, the time required for completing various implementation activities, levels of staffing and service provision, types of implementation problems and the status of evaluation.

In general, the collection of data for this report was based on structured CAT interviews, project interviews, and telephone and mail surveys distributed to all Impact projects identified by the CATs. This methodology will be discussed in greater detail under Section 1.4.

The analysis should not be considered an end product at this time. Given the on-going nature of the program, project/program information is constantly changing. More data will be sought and collected in the future, as time and resources permit, from the projects and from other Impact participants such as the SPAs and ROs as well as from LEAA personnel in Washington who were instrumental in the development of the program. This information will be coupled with the city-level data presented here in an effort to overview the implementation of the program from as broad a base as possible. Such efforts, it is felt, will lead to a more comprehensive understanding of this major federal anti-crime effort and offer suggestions and recommendations for future endeavors of this magnitude.

1.2 Implementation Defined

The term implementation can be defined in a variety of ways depending on the scope of the analysis being conducted. At its broadest level,

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implementation may refer to all activities carried out at the federal, state, and local levels from the initial planning of the program to its completion. At its most specific, implementation may refer to activities carried out by individual projects from start-up to completion. For purposes of this document, an intermediate point has been selected whereby implementation is viewed to refer to those processes, activities, and efforts which grew out of the crime-oriented planning process and provide for the distribution of services focusing on the reduction of selected crimes in a manner consistent with program goals. Such a definition, then, concentrates the analysis on those issues immediately following the planning process and prior to project termination and final evaluation and implies an assumption that there are 2 levels of program development: city level and project level.

City-level implementation relates to those activities carried out by the individual cities in starting, managing and operating the program within the respective cities. Project-level implementation refers, similarly, to those activities carried out by individual projects in support of the city-level program aimed at reducing crime. The relationship may be shown as follows in Figure 1.

Impact Crime-Reduction Goals

City-Level Implementation

Project-Level Implementation
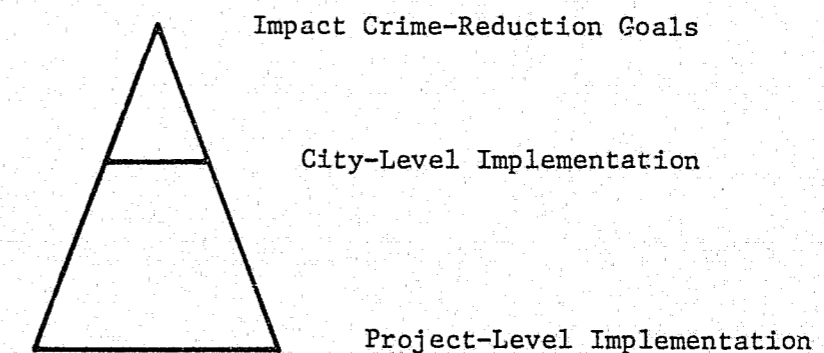
FIGURE 1
RELATIONSHIP OF IMPACT CRIME-REDUCTION GOALS TO
CITY-LEVEL AND PROJECT-LEVEL IMPLEMENTATION

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Implementation at the city level and project level also varies by stage of completion. That is, programs and projects may be:

    (a) fully implemented;

    (b) partially implemented;

    (c) unimplemented; and/or

    (d) adaptively implemented.

In the first case, those which are fully implemented are providing all of the services anticipated, are fully staffed, and are providing the quality of services to the number of recipients expected. In the second and third cases, those which are partially implemented or unimplemented would provide some or none of these services. Fourth, those which are adaptive have changed their method or scope of service provision due to a variety of new or modified demands or shifts in objectives or environments. Examples of adaptive implementation would be a halfway house which is forced to relocate due to community opposition or a juvenile court probation project which has had to shift its target offender-client population due to an insufficiency of Impact offender referrals. It is evident that the fourth case is different in kind than the other 3 and that adaptive implementation might be fully or partially implemented; not, however, in terms of the original project intentions. This case is, therefore, distinguished here because of its importance for the overall crime-oriented planning, implementation and evaluation process.

Thus, the term implementation is viewed as representing a series of activities over a certain time period, ongoing at 2 levels, and having various stages and kinds of completion. This perspective, then, provides the backdrop for the analysis to be presented.

1.3 Crime-Oriented Planning and a Procedural Model For Implementation

Prior to January, 1972, when the Impact program was launched by the LEAA, criminal justice program development 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 programs and projects to reduce perceived gaps. These 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 reflecting the need to upgrade the institutional capability of the criminal justice system.

The Impact program presented a new approach to program development in which crime reduction explicitly became the central objective. From this perspective, those attributes and variables associated with specific crimes would be identified and program planning and implementation would focus upon these targets. Such an objective therefore implied the requirement that city analysts determine what types of crime, committed by what types of offenders, in which geographic areas, and having what types of victims constituted the city's most important problems, priorities and, hence, targets.

This approach permitted the creation of a structured framework for hypothesizing outcomes of crime-oriented projects. Initially, then, 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 would target these specific offenses and their attributes. Individual projects could then be developed and their corresponding objectives defined 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 program development should progress and is illustrated in Figure 2.

In order to assess city-level and project-level implementation of crime-oriented projects, a model has been developed which incorporates the major steps involved in implementation into a single framework. This model . . . attempts to integrate, beginning with planning, the activities which a project must pass in its developmental, operational phases.

The model delineates 3 time periods in the life of a project:

    (a) the planning period;

    (b) the grant development and award period; and

    (c) the post-grant award period.

The planning period and its products were described in an earlier document, Analysis of Crime-Oriented Planning in the Eight Cities of the High Impact Anti-Crime Program (MTR-6645). During this period, planners in all 8 cities devoted their attention to the analysis of specific crimes, the designation of program goals, and the selection of projects to address the priority problems defined.

This planning period (which was variable in its duration across the 8 cities) eventually gave way to the process of implementing the program via the funding and operation of individual projects. The second time period described in the model, the grant development (including the development of the evaluation component) and award period, refers to those tasks and activities which normally could be expected to culminate in the award of funds. Potential subgrantees would have to be solicited and estimates of funding needs would have

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FIGURE 2
SAMPLE PROBLEM/GOAL/OBJECTIVE HIERARCHY FOR CRIME-ORIENTED PROGRAM DEVELOPMENT
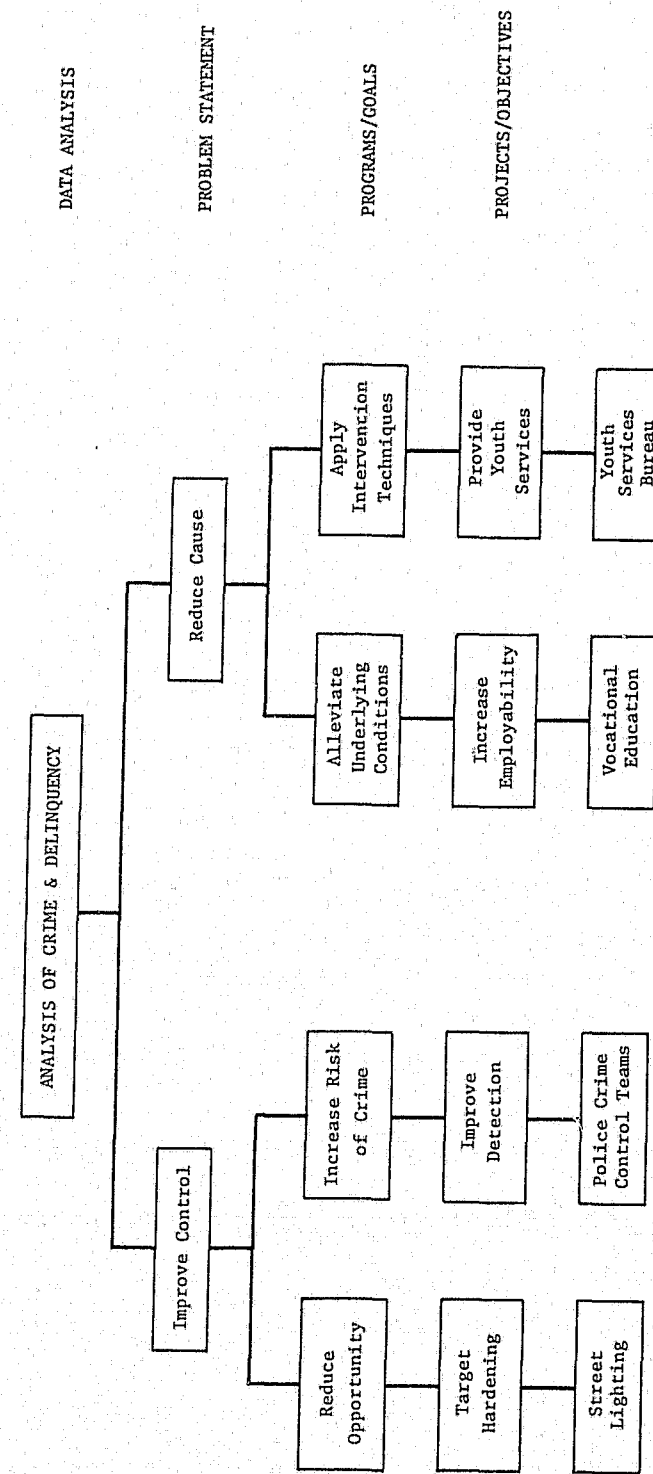
Sources: L. Greenfeld, Analysis of Crime-Oriented Planning in the Eight Cities of the High Impact Anti-Crime Program (MTR 6645), p. 8.

U.S. Department of Justice/LEAA, "The High Impact Anti-Crime Program" brochure.

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Planning
Activities

Final Selection of
Sub-Grantee & Planned
Allocation of Money

Determination of
Administrative
Organization of Project

Selection of
Project Director

Grant
Development

Grant Approval and
Award of Funds

Project
Implementation

Acquisition of
Office Space

Staff Hiring and
Training

Client
Acquisition

Provision of
Services

Fiscal
Administration

Refunding Process and
Effect on Project
(Modification, etc.)

Data Collection
and Evaluation

Planning
Period

Grant
Development
and
Award
Period

Post
Grant
Award
Period

FIGURE 3
A PROCEDURAL MODEL FOR IMPACT IMPLEMENTATION

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to be developed. In addition, the organizational structure and objectives of the proposed project would have to be delineated. Finally, grant applications would have to be written, and approval and award formally provided by SPAs and ROs.

With the granting of an award, projects could then begin the processes of staffing, obtaining office space, acquiring clients, buying equipment, and initiating the provision of services. In addition, future refunding needs and possible project adjustments would have to be considered during the course of the grant period.

This implementation process, as depicted in the model, is by no means wholly true for each city or for each project under the Impact program. As the analysis will show, numerous activity points occurred out of this sequence and some did not occur at all. The model is intended to provide a conceptual vehicle for understanding the general activities inherent in Impact program implementation and the major areas in which problems of implementation may have occurred. The model was further used to structure the data collection task and to organize the presentation of the MITRE analysis and findings.

Driving both the development of this procedural model and the analysis of Impact implementation which follows from it is a set of questions needing examination in any overall assessment of implementation. These are:

(a) How much time was required from the completion of planning to the initial provision of services by projects?

(b) What types of implementation problems did projects experience?

(c) What was the distribution of services available as a result of this implementation process?

(d) What was the distribution of funding to projects as a result of this implementation process?

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(e) Did the projects resulting from this process relate back to the problems identified during the planning phase?

(f) What could be done in future programs of this type to implement projects more speedily and effectively?

These questions, along with the model described, furnished the basic parameters for the development of the analytical approach described in Section 1.4.

1.4 Method of Analysis

The framework for the development of the analytical approach used in examining city-level and project-level implementation implied a data collection effort hinging on the completion, to the degree possible, of 6 steps:

(1) development of a listing of all Impact projects, project directors, addresses, and phone numbers;

(2) development and administration of CAT survey forms;

(3) initial interviews with two projects in each city;

(4) development and administration of project-level telephone surveys;

(5) development and administration of project-level mail surveys; and,

(6) development and administration of Regional Office funding, expenditure, and project abort information forms.

Step 1   Development of a Listing of All Projects and Project Directors

Initial efforts focused on the development of a complete listing of all Impact projects for each city. All CAT directors were forwarded a listing of projects and requested to modify and update the list, as well as to provide a full listing of project directors (with their addresses and telephone numbers). This resulted in the compilation of a directory totaling 182 Impact projects. Each project in the directory was assigned a unique number to be used for later analysis.

Step 2   Development and Administration of CAT Survey Forms

The next activity focused on the development of an instrument to be utilized in connection with the assessment of program development at the city level. A questionnaire was developed (see Appendix II) and all 8 CAT directors or a representative, and additional CAT personnel were interviewed. The information requested from the CATs related to such topics as the utility of crime-oriented planning for project implementation, allocation of funding, the administrative organization of projects, the grant application development, review, and award process, the time required to bring projects to operational status, the role of the CAT in the implementation process, obstacles or incentives to implementation, data systems and evaluation, the refunding process, the strengths or weaknesses of each city's implementation efforts, and suggested Impact program changes. Additional questions were posed to the CAT directors regarding institutionalization and innovation within their respective cities.

Step 3   Initial Interviews with Two Projects in Each City

Following the CAT interviews, additional interviews were held with 2 selected project directors in each of the cities except Baltimore where there were scheduling problems. Each CAT director was requested to select candidate projects representing the extremes of implementation speed (that is, efforts were directed at gathering information from projects which suffered numerous implementation delays and projects which enjoyed speedy implementation). In all, 14 projects were interviewed during this phase of the implementation assessment.

Step 4   Development and Administration of Project-Level Telephone Surveys

The next step involved the generation of a telephone survey instrument (see Appendix III). Utilizing the project directories developed under Step 1, information was gathered from 147 of the 182 projects identified by the CATs. The remaining 35 projects could not be fully surveyed due to project director unavailability and termination of some projects. Information gathered during this survey effort related to:

(a) implementation delay problems;

(b) project staffing;

(c) provision of services;

(d) status of evaluation;

(e) continuation after Impact funding terminates;

(f) personnel turnover; and

(g) CAT, SPA, and RO assistance in project implementation.

Step 5   Development and Administration of Project-Level Mail Questionnaires

Simultaneous with the development and administration of the telephone questionnaires, a mail questionnaire was formulated (see Appendix IV). Again, utilizing the project directories established at the outset, each instrument was coded with the appropriate project number and mailed to the projects. Of the 182 surveys mailed, 126 were returned. Specific information items requested in these surveys were as follows:

(a) dates of specific activities (e.g., submission of grant application, award date, initial provision of services date, etc.);

(b) provisions for evaluation;

(c) changes in the scope, objectives, or quality of services offered by the project; and,

(d) suggested Impact program changes.

Step 6   Development and Administration of Regional Office Funding, Expenditure, and Project Abort Information Forms

The final step in the data collection effort entailed the gathering of award and expenditure data by fiscal year and project abort information from the 8 Regional Offices of the LEAA (see Appendix V for forms utilized). Specific information requested includes the following:

(a) title of projects;

(b) amount awarded by fiscal year for each project;

(c) amount expended by fiscal year for each project;

(d) grant periods for each project; and,

(e) projects aborted, the date of abort, and the reason for the abort.

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1.4.1 Analysis of Data

The data collected through these 6 steps were coded and catalogued in a variety of different ways. Information gathered from the 8 CAT interviews was analyzed by city in terms of 4 major criteria:

(a) the impact of crime-oriented planning on the program development/implementation process;

(b) administration/management of the program;

(c) evaluation implementation; and,

(d) prospects for institutionalization.

This analysis, for each city, is presented in Section 2.1 through 2.8 of this document.

The 2 project-level interviews conducted in each city were utilized primarily to develop a sense of the types of project-level implementation strengths and weaknesses likely to be reported during the mail and telephone questionnaire phases. The responses provided by these project directors assisted in the development of the response coding format utilized in connection with these 2 surveys.

Initially, all 182 projects listed in the directory were coded as to their respective functional area (based on individual project objectives) and the type of sponsoring agency (traditional criminal justice agency or noncriminal justice agency). All individual responses to each question were then coded by project and by city for both questionnaires. In this fashion, responses could be examined by city, across the cities, by functional area, and by type of sponsoring agency. This analysis is presented in Section 3.0.

The RO information forms were utilized for the fiscal analysis presented in Section 3.2. Fiscal data received on projects were transferred into the functional area and type-of-sponsoring-agency format so that the fiscal assessment could focus on the same analysis

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categories as the questionnaires. The analytical approach employed thus relied on a variety of data sources and several strategies for grouping and examining data.

1.4.2 Analysis Constraints

A weakness of the study is the level of completeness of the survey results. Obviously a 100 percent response rate would have been preferable to any sample size. However, it is felt that the 81 percent response rate on the telephone surveys and the 69 percent response rate on the mail surveys provide an adequate base for most of the inferences reported.

A second concern relates to the fact that on a number of the individual data items requested on both the mail and telephone surveys, informational items were either left blank or answered in a fashion which made coding difficult. Further, in all cases, coding decisions contained at least some elements of subjectivity (as do all decisions of this type) and, thus, can well be questioned by others.

A third concern hinges on the small response rate for certain types of projects and for certain cities on the mail questionnaires. For example, only a small number of drug abuse projects responded, making comparison across functional areas subject to bias. Differences in the response rate by city also emerged and results should be interpreted within the context of this constraint.

A fourth concern relates to the conflicting nature of some of the information received across the cities. For example, the number of actual Impact projects varied from 182 at the CAT level to 220 at the RO level. Such items as award dates varied from project to CAT to RO. The amount of the awards even varied from the CAT to the RO. Although this lack of consistency in project-level information is a key

indicant of possible areas of conflict and confusion, in all cases an attempt was made to reconcile these differences by using the most up-to-date source or requesting further clarification.

A final concern relates to the method used for grouping projects by functional area. In all cases, project grant applications were examined in terms of the objectives delineated within the application. Projects were then categorized on the basis of those objectives or the intent of the objectives. In many cases, however, the objectives may have addressed several different functional areas, e.g., prevention and juvenile corrections. In such cases, an attempt was made to fit the project, to the degree possible, to its appropriate functional area category. Thus, by virtue of this categorization scheme, project classifications could be open to disagreement or could be viewed as conflicting with city-level classifications.

The following is a listing of the 10 functional areas used in this report with an explanation of the types of projects viewed to fall within each category.

   Prevention--This type of project focuses on reducing the probability of crime being committed by high risk non-adjudicated persons, school dropouts, previous offenders, or other persons likely to commit crimes by providing services aimed at increasing their education, training and employment levels and through alternative activities, such as recreation and counseling.

   Police--This type of project focuses on enlarging the scope and quality of police services such as patrol, tactical operations, field reporting and record maintenance, police response time reduction, and streamlining police administrative operations.

   Courts--This type of project focuses on streamlining the administration and operations of courts, including but not limited to, the reduction of case processing time and provision of expanded services such as defense counsel and pre-trial assistance, assistance with bail determination, and improved prosecution services.

Adult Corrections--This type of project focuses on rehabilitative
    treatment modes for the adult offender such as intensive
    supervision of parolees and probationers, diagnosing offenders
    needing mental health treatment, streamlining administration,
    and expanding the range of services available by parole and
    probation departments or ancillary service agencies.

Juvenile Corrections--This type of project focuses on provision
    of alternatives to institutionalization or upgrading the
    institutional services available to youthful offenders,
    including but not limited to, vocational education, proba-
    tion counseling, aftercare services, formal schooling, resi-
    dential care, and employment placement.

Research/Information Systems--This type of project focuses on
    crime data collection and maintenance and/or exchange, data
    analysis, and related planning and evaluation activities.

Drug Abuse--This type of project focuses on the treatment and
    rehabilitation of persons abusing drugs.

Community Involvement--This type of project focuses on reducing
    the opportunity or probability of crimes being committed by
    informing the public via mass media or by involving members
    of the public in activities such as block watching or iden-
    tification of personal property, in order to assist police
    in tracing stolen property.

Target Hardening--This type of project focuses on preventing
    crime in a specific geographical area via such equipment
    as street lights or by increased security for public housing
    residents.

Other--This type of project focuses on either providing assistance
    and training to staff members of Impact projects or increasing
    security provisions in jails where Impact offenders are located.

2.0 PROGRAM DEVELOPMENT AT THE CITY LEVEL

As noted earlier, the analysis of city-level implementation was
based on structured interviews conducted with CAT directors or their
representatives in the 8 cities.[2] The presentation here focuses exclu-
sively on the information gathered and volunteered during these inter-
views on a city-by-city basis.

2.1 Atlanta

Crime-Oriented Planning

The CAT indicated that crime-oriented planning efforts stimulated
program implementation by:

(a) establishing data bases;

(b) defining key problems;

(c) identifying potential projects/programs and agencies for
     problem reduction;

(d) providing a system overview and needs assessment;

(e) developing community support; and,

(f) developing interagency cooperation.

The CAT felt strongly that, by having a centralized planning and
evaluation capability within the criminal justice system, Atlanta was
able to provide a rational and systematic approach to planning. Poten-
tial projects were solicited from criminal justice agencies and the
various proposals were screened on the basis of their conformity to the
master plan. Public hearings were utilized to solicit input on program
development ideas. The SPA and RO served in a reviewing capacity at this
stage of the program.

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[2]Throughout the report, the term "CAT" (crime analysis team)
represents variously the director, another member of the team inter-
viewed by MITRE analysts during their visits, or else the team itself.

Administration/Management of the Program

The Atlanta Regional Commission (ARC) was originally chosen to be the locus of the CAT because of the agency's previous experience in planning at the regional level. The CAT, housed within the ARC, was supervised by the Impact Advisory Committee.

The administration of the Atlanta Impact program at the project level has been a joint responsibility of the CAT and participating agencies. Agencies were basically responsible for developing their own financial management systems and selecting their own project directors. However, responsibilities for such activities as determining staffing levels, the range of services to be offered, project site locations, defining project objectives, and designing evaluation strategies were joint efforts undertaken by the CAT and the participating agencies.

The CAT stressed the point that implementation of the program could have been eased if the CAT function had been located within the city governmental structure rather than in a regional planning agency because it seems likely that such an organizational structure would have contributed to better and more direct communications among participating city-managed agencies. The CAT further asserted that the SPA should not have been involved in the program since their inclusion created unnecessary bureaucratic delays. The CAT also felt that the planning process was severely hampered by organizational conflict between the 3 governmental layers involved in the program. The CAT indicated that poor communication channels existed between the CAT, SPA and RO, so that planning decisions were delayed due to inadequate bureaucratic interaction. Similar delays in the grant approval/award cycle were experienced; according to the CAT, the SPA has taken from 6 days to 3 months to review grant applications while the RO has required 2 days to 5 months before issuing award notices. However, city-level review itself required 4 to 6 weeks, and time needed for review necessarily varies according to the complexity of the project and its evaluation component.

Personnel turnover has also been a problem in Atlanta both at the program and project levels. There have been 3 CAT directors and 1 acting director, 3 SPA directors, and 3 RO administrators and turnover at the project level in data collection personnel has also been significant. Such turnover is felt to have severely affected the program.

Evaluation

It is expected that evaluation responsibilities will gradually be shifted to the city from the ARC by mid-1975. As the city assumes responsibility for evaluation, it is expected that more emphasis will be placed in this area. Evaluation activities currently are shared among the CAT, its consultant Georgia Institute of Technology (GIT), and the projects, with the CAT and GIT having the responsibility for writing evaluation reports. The SPA and RO have not been directly involved in the evaluation process.

The CAT and GIT have developed standardized forms and generally require quarterly reports from all projects. The information reported and data collected are then analyzed by GIT evaluators and an evaluation report is written.

Only 1 project has a fully automated data system, the Street Lighting project. Project Target Hardening Through Opportunity Reduction will use the existing police automated data system together with a manual reporting system. Three other police projects are automated to varying degrees. The remainder of the projects utilize manual data collection procedures and system-wide data integration has not occured.

Institutionalization

The CAT indicated that the city of Atlanta is currently in the process of taking over the CAT functions from the ARC. Mr. Michael Terry is the new CAT director and he will be directly accountable to

the mayor. The CAT could not estimate what percentage of the projects
will be picked up once Impact funding ceases, but indicated that evalu-
ation findings would probably play a significant role in these determi-
nations.

2.2 Baltimore

Crime-Oriented Planning

Initial problems encountered by the CAT in conducting crime-
oriented planning were the insufficiency of crime-specific data available,
coupled with the desire to provide projects which were as comprehensive
in focus as possible. These factors initially bogged the program down
in Baltimore and, as discussed in MTR-6645, crime-oriented planning was
not effectively performed in Baltimore.

Administration/Management of the Program

Program management responsibilities are split in Baltimore so that
the CAT has responsibility for projects operated by city-level agencies and
the SPA has responsibility for projects operated by state-level agencies.
This arrangement has contributed to delays in implementation in areas such as
staffing and facility location. The CAT pointed out that all personnel
slots requested in the grants had to be approved by either the State
Board of Public Works or, at the city level, by the Department of
Personnel and the Board of Estimates. The number of agencies which thus
must approve various project components creates a built-in delay for
any project seeking rapid implementation. According to SPA-prepared
past progress reports, the average delay after award experienced in
project implementation (initial provision of services) is about 6.3
months, with a range of 1 month to 17 months. As of September 1974, 2
projects still had not begun providing services. For the 10 state-level
projects, the average implementation delay after award was 9 months and
for the 12 city-level projects, the average delay was 4.5 months.

The problem of delay in Baltimore appears to be a natural result of
the way in which government works in both the City of Baltimore and the
State of Maryland. It is clear, for example, that no efforts were
expended in attempting to streamline bureaucratic requirements relating
to the approval of personnel slots and the hiring of staff. At the CAT
and city levels, this problem is reflected in the length of time which
passed before an evaluation aide slot was approved and filled. Nearly
1 year passed between the time the position was requested and the
time it was actually filled.

At both the city and state levels, insufficient effort was devoted
to gearing up for the program. This is not only reflected by delays in
implementation, but also by delays in spending by projects awarded first-
year funds. For example, the amount awarded to the projects before
April 1973 for 1 year of operation came to $3,153,215. By April of 1974,
at least 1 year after award, these projects had only spent $1,271,597
or 40.3 percent of their first year awards. The delay problem encoun-
tered has not been one of insufficient funding, but rather, is clearly
a problem of getting the dollars appropriated put to work providing
services.

Special conditions attached to grants by the SPA also slowed the
implementation process by 90 to 120 days, according to the CAT. These
delays could have been minimized if the SPA and RO had provided greater
assistance and guidance to potential subgrantees in the development of
grant applications. The CAT indicated that project personnel wrote most
of the grant applications themselves and that the CAT wrote 5 of the
city-level grant applications.

Evaluation

Evaluation activities have been almost nonexistent in Baltimore.
This is largely a result of no reporting periods being required of the

projects, no standardized reporting forms being utilized, and what data there are being collected manually. Staffing of the evaluation slots has been small with only a deputy director of evaluation assigned full-time to these efforts in the past. Recently, a new deputy director for evaluation was appointed and an evaluation aide position filled.

Institutionalization

In spite of these implementation problems, the CAT director believes that a coordinated effort in the administration of the criminal justice system has developed in Baltimore and that more cooperation has occurred because of the Impact program. He further suggested that, at least to some extent, planning will be institutionalized, along with the CAT office, evaluation activities (despite the present lack of full implementation), data collection systems, and 10 to 20 percent of the Impact projects.

2.3 Cleveland

Crime-Oriented Planning

The CAT indicated that the combined activities of completing the LEAA questionnaire and crime-specific analysis led to a better understanding of both the criminal justice system and specific crime problems. By obtaining this system overview, the CAT felt that gaps in services and areas of concern could be more properly addressed. In addition, interagency conflict and overlapping services were reduced. This increased the CAT's credibility among the agencies. The deputy CAT director further stated that baseline data are now available for each agency participating in Impact.

The deputy CAT director also stressed the fact that implementation speed was affected positively by the initial planning efforts expended. That is, by establishing the magnitude of the crime problem and the

scope of operations of the criminal justice system, agency awareness was heightened, thereby adding the necessary sense of immediacy required for rapid project implementation.

The CAT indicated that project selection was based on a combined approach of soliciting agency proposals and weighing competitive alternatives for resolving identified problems. During the early period of project selection, the CAT indicated that the RO took a very active role in the process and exerted a strong influence over the direction of the program. Once project proposals were received from the agencies, 3 criteria were utilized to assess the feasibility of the proposal:

(a) the level of confidence in each agency to operate the projects;

(b) the ability of the agency to coordinate with other agencies; and,

(c) the ability of the agency to adapt to Impact guidelines and requirements.

The CAT then attempted to determine the financial allocation to projects selected for potential funding. Once the final array of projects, agencies, and funds was completed, city council and mayoral approval were sought and obtained.

The CAT emphasized that this final array of projects for potential funding was determined through a variety of administrative interactions and that there was little political intervention in the process. The SPA was relatively uninvolved during the planning and project selection activities.

Administration/Management of the Program

The administration of Cleveland's Impact program has been a joint responsibility of both the CAT and the participating agencies. Agencies were basically responsible for such activities as project director selection, staffing and training, and the determination of the project location. The CAT shared responsibility for determining the range of services to be offered and assessed whether or not the objectives

proposed by the project were realistic. In addition, the CAT has been responsible for the design of all project-level strategies for evaluation.

Fund flow has been a source of some problems to the city. Although the fund flow process was said to work fairly well after the initial drawdown, delays of up to 90 days in receiving the initial drawdown were experienced by projects. The apparent reason for the lag was the time required by the SPA to process awards; slowness here relates to the fact that drawdown requests are processed by the Ohio SPA on an "as needed" basis rather than on a regular schedule, such as quarterly or semi-annually. As a result, fiscal requests may be largely unanticipated and easily delayed.

The CAT indicated that, in general, the turn around time required for a project to begin providing services is in the range of 60 to 90 days after award. The time required for grant development, submission and approval is generally within a 60 to 120-day time frame. Thus, the cycle from grant planning to actual start-up ranges from 4 to 7 months.

Another administrative feature of the Cleveland Impact program which deserves mention is the orientation program which has been provided by the CAT to projects. Within 1 week after receiving the notice of award, the CAT would meet with each project director and relevant staff to discuss several major topics:

    (a) administration and management of the project;

    (b) project implementation;

    (c) evaluation requirements; and,

    (d) fiscal administration.

The CAT added that it has played an extremely active role in driving the implementation of Impact projects through maintaining close relationships with project personnel and by paying frequent visits to project

sites. These close ties to the projects have resulted in greater coordination between the CAT and the various projects. In addition, the same finding appears to hold true for the relationship existing between the CAT and the RO.

Evaluation

The CAT has maintained primary responsibility for project-level evaluation activities. Other than the joint CAT/agency effort of clarifying project activities and objectives, the responsibilities for developing measures, data collection forms and analysis strategies, for performing data collection, data analysis, analytical interpretation, and for preparing evaluation reports are vested with the CAT. Consultants such as General Research Corporation, Westinghouse Public Management Service, J. R. B. Associates, and currently, Planning Management Consulting Corporation, have been used to assist the CAT in developing and carrying out the evaluation efforts.

Each project is provided with a monitor by the CAT. Monitors insure that all DCI's (data collection instruments) and PSR's (performance status reports) are completed on time and accurately. There is no real effort to assess the validity of the data collected on these forms, but merely an attempt to "eyeball" them for errors. The CAT then produces reports which are reviewed by the project director.

Institutionalization

The CAT estimates that probably less than one-third of the Impact projects will be picked up by the city after federal funding ceases. In addition, legislation has been introduced within the city council to provide for the creation of a new umbrella agency to consolidate all treatment services within the city -- the Department of Rehabilitation Services. Current plans call for the CAT to fall within this new department's jurisdiction.

2.4 Dallas

Crime-Oriented Planning

The CAT indicated that the crime-oriented planning process stimulated the implementation of the program in a number of ways:

(a) Stimulated the development of baseline data in nearly three-fourths of the projects, although comprehensive city-wide data have not been developed;

(b) Assisted in defining key problem areas and in specifying the nature of these problems;

(c) Required all projects to formulate goals and objectives;

(d) Required every grant application to include an evaluation strategy component;

(e) Created the rational philosophical environment in which agencies and problems needing to be targeted could be identified with an awareness of associated system-wide impacts; and

(f) Triggered better and more interagency communication and awareness of interagency problems.

The crime-oriented planning process did not, however, provide the mechanism for either soliciting or gathering citizen input. This is obvious in that all 17 members of the Dallas Area Criminal Justice Council are criminal justice administrators and the council lacks any provision for citizen representation.

Administration/Management of the Program

Initially, the Dallas Area Criminal Justice Council (DACJC) was selected as the CAT for the program because of its prior experience in the block grant program for both the City of Dallas and Dallas County. The county, which operates the courts and corrections programs servicing the city, was at first reluctant to participate because of the CAT mandate to evaluate the crime problems and the county response to these problems. The CAT director felt strongly that every effort should be made to smooth the implementation process by minimizing potential conflict between the city and the county. To this end, he focused upon the development of a staff utilizing several existing city and county

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employees. In this fashion, it was hoped that a balanced approach to project planning and selection as well as fiscal allocation would result in more harmonious intergovernmental relationships. The SPA and RO were generally inactive during the early stages of the program. The mayor did not attempt to dictate policy to the CAT but rather, occupied an advise-and-consent role. The CAT solicited proposals from the city and county agencies, as well as budget estimates. These proposals and the estimated budget were then weighed in light of the identified problems.

Two things which have characterized the implementation process in Dallas are a lengthy lead time (required to develop and approve a grant application) and a quick implementation time (between award and the beginning of services). The CAT estimates that, on the average, the city has required from 8 to 10 months to develop a grant application while the county-level projects have required between 10 and 12 months. The reasons for this long lead time relate to the fact that all activities for the project are organized and structured prior to grant application submission. That is, the grant application review and approval process is almost perfunctory in that virtually all potential problems have been resolved prior to the award of funds. Thus, Dallas projects have generally begun both providing services and expending funds within a reasonable period after project award. (See Section 3.5.2, p. 109, for further discussion of time from grant submission to the initial provision of services).

Evaluation

In general, evaluation in Dallas is a shared effort between the CAT and the individual projects. Such activities as clarifying project objectives and activities, developing measures and data collection forms, analyzing data, and interpreting the data analysis are all joint efforts between the CAT and the projects. The CAT is solely responsible for developing the analysis strategy and writing evaluation reports, while the project is responsible for data collection. The CAT indicated that this division of evaluation responsibilities is basically the same

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as originally planned, even though the RO and SPA have been substantially uninvolved either in giving assistance or in reviewing evaluative approaches and reports. The CAT also stated that there is wide variance in the degree to which projects are capable of automated reporting. The CAT estimated that 90 percent of the projects have standardized forms.

Institutionalization

The CAT director suggested that perhaps 75 percent of the projects will be continued after Impact funding ceases. In addition, the CAT expects to continue functioning after Impact, but expects that the evaluation mandate will not survive unless increased SPA support is forthcoming.

2.5 Denver

Crime-Oriented Planning

The months of April through June of 1972 were devoted to developing a master plan which focused on identifying problem areas in the City of Denver. The community and public agencies were then requested to design projects directed at meeting the needs identified as problems. By the end of September 1972, a data base had been developed which was subsequently used to better identify and define Denver's crime problems. The final selection of projects was based on: (a) whether projects conformed to the parameters outlined in the master plan, (b) whether projects were crime-specific, and (c) whether the requesting agencies were capable of managing projects adequately. The first 5 projects were approved by the Denver Anti-Crime Council (DACC) in October, 1972 and received RO approval in December, 1972.

The CAT indicated that the crime-oriented planning process enabled the various sectors of the criminal justice community to interface with each other, minimized interagency conflict, intensified community support and permitted rational program development to ensue.

At the outset of Impact, the RO and SPA assumed some leadership responsibilities for the Denver program. However, the CAT staff was soon recognized as extremely competent, and the RO and SPA elected to serve more in a monitoring and advisory capacity. According to the CAT, an easy rapport developed between the various levels of government involved in the administration of Impact. For example, the flow of grant applications has been streamlined to the point where a project can now submit a grant application and have it approved within 6 days. The cooperation and coordination necessary for this kind of quick turnaround is typical of Denver's Impact program. By developing working relationships among themselves and the various levels of government, the Denver CAT has maximized its effectiveness and this, in turn, has fostered high agency morale.

The CAT has nonetheless experienced some turnover, having lost several key members of its staff in recent months. However, their departure is attributed to the fact that their performance was of such high quality that they were recruited by other agencies seeking to utilize their expertise.

At the project level, the CAT works closely with project personnel in developing grant applications and evaluation plans, procuring facilities, etc. These project-related activities on the part of the CAT have served to enhance the functioning of both the CAT and the projects.

Evaluation

Most project-level evaluations are done by the CAT staff, and it appears that projects with more rigorous data requirements have been generally better managed and have proven to be more effective. Interviews with the project directors tended to support this observation. The CAT staff coordinates their activities with all projects and assists in pre-planning and data collection activities. This support and coordination is believed to be necessary for improving the effectiveness of the individual projects and the program in general.

Institutionalization

It is expected that crime-oriented planning, data management and
data collection functions will be institutionalized in Denver, along
with approximately 60 percent of the projects. Data management has
been centralized, but at this point the system is primarily a manual
one. It is the CAT's intention eventually to have an automated data
base along with a computerized tracking system for all Impact offenders.
Generally, Impact is well-regarded in Denver and is viewed as being
responsible for better control and management of the criminal justice
system there.

2.6 Newark

Crime-Oriented Planning

The CAT expressed the feeling that crime-oriented planning was not
a concept new to Newark since the city has had a planning capability
for 6 years prior to Impact. However, the CAT does feel that Impact
forced the planning team to utilize arrest and crime rate data in a more
intensive fashion than in previous years. A data base was developed
and the data were used to build a master plan. The Impact program
also obliged the city and county agencies to coordinate their efforts,
thereby lessening isolation and fragmentation between the 2 jurisdic-
tions. This coordination enabled the program to identify key problems,
which led to a determination of projects that would be suitable for
combating these problems. The CAT staff, with the approval of the
Impact advisory board, worked closely with the projects in determining
subgrantees, project locations, data forms, etc.

Administration/Management of the Program

Newark has experienced significant turnover in CAT directors
since the inception of the program (see MTR-6649, for the Newark program
history). Currently, the program is operating under its fourth Impact
director, 2 of whom served in an "acting" capacity. In addition,
the program has had 4 different fiscal officers and 2 evaluators. The
current acting director assumed responsibility for the Impact program
in July, 1974.

Delays in implementation have been many and are attributed by
the CAT to interagency conflicts at the beginning of the program and
bureaucratic delays, especially at the state level, where the SPA
utilized special conditions to modify conceptually a number of the
projects seeking funding. Some delay problems are doubtless attrib-
utable to low salaries paid to project staff. This caused long-term
delays in hiring staff initially, and resulted in high turnover as well.
Sixteen Newark projects did not become operational until May, 1973.
The last 2 Newark projects were implemented during September and
October, 1974.

Evaluation

As of October 1974, Newark had not completed any evaluations for
Impact projects. The CAT attributes this to turnover in evaluators
and other CAT personnel and feels that, from the outset, projects were
not prepared to comply with sophisticated demands for evaluative data.

As a result, refunding decisions were based on impressions of the
CAT staff relative to each project, and were done without adequate
evaluation or data analysis to guide the process. The lack of evalua-
tion reporting has been recognized by the CAT director as a problem
which he is attempting to correct.

Institutionalization

With the implementation of the Impact program, the CAT director
believes that interagency cooperation and a broadening of perspectives
relative to the criminal justice system has resulted. However, once
Impact funding ceases, it is doubtful that much will remain of the
Impact program in Newark given the city's inability to produce revenues
necessary to support such activities. The CAT director estimates that
only 2 to 5 projects will be institutionalized along with planning.

and perhaps, evaluation. The lack of money, along with complex munic-
ipal politics, will be crucial elements in determining which aspects
of the Impact program will be institutionalized in Newark.

2.7 Portland

Crime-Oriented Planning

The Portland CAT viewed the crime-oriented planning process as
being helpful because it stimulated city agencies to work toward the
development of a coordinated crime reduction program. The city used
the crime-oriented planning process for performing basic data analysis
which led to a definition of problem areas. Consequently, at the city
level the CAT believes that there is an awareness of the significance
of data and systematic planning and coordination and this has aided in
improving the functioning of Portland's criminal justice system.

Based on the problems identified during the planning process, the
CAT staff solicited public and private agencies for project ideas and
proposed funding needs. These ideas and potential funding requirements
were reviewed and a total program was recommended to the city's Task
Force, a body overseeing the CAT functions and appointed by the governor,
for approval.

Administration/Management of the Program

Political problems have characterized the Portland Impact program
since its beginning. According to the CAT, the State of Oregon saw
the program as falling under its jurisdiction while the city viewed
Impact as being its responsibility. In April 1972, this conflict
was resolved through a compromise arranged by the RO when it was
determined that the SPA would have full control and responsibility
for all evaluation activities while the city would maintain responsi-
bility for the design and administration of all city-level projects.

However, further jurisdictional problems developed over who would have
control of the adult corrections programs. Adult corrections accounted
for over $5,000,000 of the Portland Impact budget and since the state
had responsibility for all felons, it retained control over all adult
corrections projects. An overlapping jurisdictional problem characterized
the area of juvenile corrections. In this case, the state and the
county shared the management/administration responsibilities, with the
state assuming the greater percentage of juvenile corrections funds.
This multijurisdictional "solution" was responsible for many adminis-
trative problems, such as poor communication and coordination, which
affected the implementation of Portland's Impact program.

According to the CAT, project delays in getting started were
primarily attributable to the slowness with which the state handled
their part of the approval/award cycle. The CAT felt that state-level
turnover and internal organizational problems contributed to these
delays. As of October, 1974, the adult correction program was still
not operational and this, along with the fact that few evaluation
reports have been written, tends to confirm the CAT's observations.
Further confirmation is provided by the fact that RO fiscal reports
as of 30 September 1974 indicate that of the $5,471,581 awarded to
adult corrections projects, only $15,340 or .3 percent of the total
awarded to adult corrections projects had been expended. These
observations are also reflected in the lengthy time it takes for a
grant to be approved for the program, from 4 to 6 months. In the
main, the CAT perceived the RO as being cooperative whereas the SPA
is thought to have been detached and extremely slow in handling the
grant approval/award process.

Evaluation

Evaluation has been a problem with the Portland Impact program
owing to the fact that the state, which holds the evaluation responsi-
bilities, has not had a full staff to devote to evaluation design and data
collection until recently. Data requirements were not built into grant
applications and now the state finds itself in the position of having to

retrieve data from projects for which no evaluation designs or systematic data collection procedures were implemented. In some instances, outside contractors have been hired to retrieve data, but this process has not worked well because the bureaucratic procedures involved in the contracting of such personnel have proven to be time-consuming. To date, data collection is manual and sophisticated system-wide data integration has not occurred even though the CAT would like to move in this direction.

The decision to share responsibility for the program among the state, county, and city has also resulted in overall confusion and poor performance, especially with respect to evaluation. The project directors, along with the SPA evaluator, affirmed this observation, and projects and the program have suffered accordingly. Data are incomplete and scattered and, when coupled with the problem of trying to evaluate projects for which little or no data are systematically being collected, these shortcomings will make meaningful evaluation results difficult to obtain. Additionally, the state evaluation unit was, until May 1974, manned by 1 evaluator. Since that time, the 4-person team has experienced the loss of 1 full-time evaluator.

All of this, however, does not alter the fact that Portland has produced at least 1 excellent evaluation component (Case Management Corrections Service) and several very good evaluation designs.

Institutionalization

The CAT viewed the Impact program as having been instrumental in forcing the city to see problems in the criminal justice system across jurisdictional lines and this has fostered a new awareness of the need to plan and coordinate the various activities and agencies within Portland's criminal justice system. The CAT expects that its planning and program monitoring functions will be continued and the SPA plans

to continue its evaluation efforts. In addition, the CAT anticipates that perhaps 40 percent of the Impact projects will be institutionalized.

2.8 St. Louis
Crime-Oriented Planning

The CAT director did not feel that crime-oriented planning was utilized in St. Louis's Impact program, but instead, expressed the opinion that political pressures forced the city to get projects on the streets as quickly as possible. This resulted in St. Louis being the first Impact city to actually have projects functioning; however, the decision to implement projects speedily was accomplished at the sacrifice of rational crime-oriented planning in that projects frequently could not be tracked back to the original problem analyses conducted. Community input was not solicited in determining projects to be funded and the failure to properly include the community in these decisions has also affected the program. After requesting various agencies in the city to submit project ideas for potential funding (in excess of 100 were submitted), the decision as to which projects were to actually receive funding was made primarily in light of federal guidelines describing the types of projects to be considered eligible for Impact monies. This procedure was used until the budget was exhausted, independent of any community input, coordinated master plan, or baseline data.

Administration/Management of the Program

Primary responsibility for the Impact program in St. Louis was given to the Region 5 office of the State of Missouri, with the city's Crime Commission playing only a perfunctory role in the administration of the program. This decision was made under the administration of Mayor Cervantes early in 1972. As documented in MITRE's program history of St. Louis (see MTR-6666), the Impact program there was fraught with political infighting at all levels of the program, the most recent example having been the protracted struggle between the current city administration and

the Region 5 staff, resulting in a decision that the St. Louis Crime Commission would assume control of Impact program management rather than the Region 5 staff; this decision became effective in July 1974.

Monetary delays due to red tape and other problems slowed full program implementation, according to the CAT, especially with regard to projects associated with the courts, and those projects that are community-based and providing community services. However, now that the city has assumed major responsibility for the program, the CAT feels that these problems can be resolved.

Evaluation

To date, the CAT feels that evaluation has failed in St. Louis and attributes this to poor planning on the part of the Region 5 staff at the inception of the program, including the failure to gather baseline data. The CAT director further asserts that the evaluation reports done under Region 5 were too technical to be of any practical value to the project directors and that this alienated the project directors, thereby adding to the program's list of difficulties. A system-wide approach to the problem of data collection and integration has not developed in this program and this has severely curtailed program performance measures. The present CAT would like to work toward the development of a coordinated and well-planned Impact-type criminal justice system as originally envisioned by the LEAA and sees planning, evaluation, data collection, and systems coordination as useful strategies in improving the functioning of the total system.

Some serious evaluative efforts have, nonetheless, been made in St. Louis, notably with regard to the Foot Patrol project.

Institutionalization

It appears as if the St. Louis Impact program devoted little time or effort to crime-oriented planning in the beginning, and that this led to problems in funding, implementation and evaluation, bureaucratic delays, and political infighting. The confusion over which agency--state or city--had ultimate control was a major factor in reducing the effectiveness of the program. The claim is now made that the idea of Impact was indeed a good one, especially with respect to coordination, planning, and evaluation, and that the city now realizes its failures and is attempting to correct the situation. It is not clear, however, what will remain of the Impact program in St. Louis. Further adding to the institutionalization problem, according to the CAT, is the fact that the city budget will not permit more than 25 percent of the projects to be retained by the city once Impact funding ceases. This is now leading to turnover in staff at the project level as well as political maneuvering for determining which projects, and hence, which people will retain jobs after Impact funding terminates.

3.0 PROJECT IMPLEMENTATION ACROSS THE CITIES

This section of the document, as described earlier, is primarily based on results obtained from the telephone and mail questionnaires, the Regional Office request forms, and the project directory established through the assistance of the CATs. The analysis concentrates on significant issues addressed in these data collection instruments on 3 levels:

    (a) across the cities,

    (b) by city, and

    (c) by functional area.

The process of classifying projects and comparing them across cities and functional areas inevitably leads to at least some oversimplification and to the obscuring of some important details. That is, individual city or project uniqueness and variability cannot be considered, and such an analysis tends to concentrate on average outcomes (rather than on the individual outcomes associated with specific projects and cities). In this sense, the results obtained do not clearly reflect the best performance or the worst performance, and judgments of this type should not be made. Without doubt, some cities and some projects took longer to accomplish certain activities than others did, yet such considerations speak only to the rapidity of implementation, not to project or city quality, nor to any estimated impact on the reduction of crime. Such an outcome evaluation must await the full cycle operation of all the projects and the proper collection and analysis of crime rate and victimization survey data.

Additionally, in assessing project or city-level implementation, it should be remembered that each city-level Impact program was requested to pull together a variety of criminal justice and noncriminal justice agencies, personnel, and a variety of political jurisdictions and participants, and to provide a smoothly functioning network of services to their respective constituents. Three years have now passed since the Impact program first was announced, and it is indeed evident that each of the cities has, in its own fashion, made serious efforts to bring order to what was previously a formless mass of services.

3.1 The Distribution of Projects

3.1.1 Analysis Across the Cities

Across the cities some 182 projects were identified by CAT directors and 220 projects were identified by LEAA ROs.

According to the project directory, cities implemented varying numbers of projects ranging from 14 in Dallas to 35 in Cleveland (see Table I). In addition, some projects represent one-time only projects (such as equipment purchases) whereas others were expected to have longer durations. Some projects, in refunding phases, were combined with other projects, deleted, or given new titles. In this sense, tracking the life of a project was not always an easy task.

In general, based on the directory, cities averaged approximately 23 projects per city. In terms of the numbers of projects contained in the directory, adult corrections and juvenile corrections had the largest share with 36 and 32 projects respectively (see Table I). The functional distribution of all the projects listed by the CATs is shown in Figure 4 below.

With respect to specific cities, the following list expresses city priorities in terms of project number according to the directory (but not necessarily in terms of funding):

    (a)   Atlanta – Police

    (b)   Baltimore – Drug Abuse

    (c)   Cleveland – Adult Corrections

TABLE I
CITY AND FUNCTIONAL DISTRIBUTION OF IMPACT PROJECTS
IDENTIFIED BY THE CRIME ANALYSIS TEAMS*

FUNCTIONAL AREA / CITY	Prevention	Police	Courts	Adult Corrections	Juvenile Corrections	Research/Information Systems	Drug Abuse	Community Involvement	Target Hardening	Other	Total for Cities
Atlanta	1	5	2	2	3	1		1	1		16
Baltimore	2	3	4	4	3	1	5	3	1	1	27
Cleveland	6	3	4	10	7		1	3	1		35
Dallas	1	5	2	2	1	2		1			14
Denver	4	3	2	4	5	5	1	3			27
Newark	2	2	1	4	3		1	3	1	1	18
Portland		1	1	6	4	1		2	2		17
St. Louis	3	4	4	4	6	2		4	1		28
Total Number of Projects	19	26	20	36	32	12	8	20	7	2	182
% of the Total Number of Projects	10.4	14.3	11.0	19.8	17.6	6.6	4.4	11.0	3.8	1.1	100

*The numbers in the boxes refer to the number of projects identified by the CATs and differ from the number of projects identified by the ROs. In general, the RO identified more projects than the CATs by city and functional area. The CAT directory is used because it served as the list for the mail and telephone questionnaires.

| 1.1% OTHER |
| 3.8% TARGET HARDENING |
| 4.4% DRUG ABUSE |
| 6.6% RESEARCH/INFORMATION SYSTEMS |
| 10.4% PREVENTION |
| 11% COMMUNITY INVOLVEMENT |
| 11% COURTS |
| 14.3% POLICE |
| 17.6% JUVENILE CORRECTIONS |
| 19.8% ADULT CORRECTIONS |
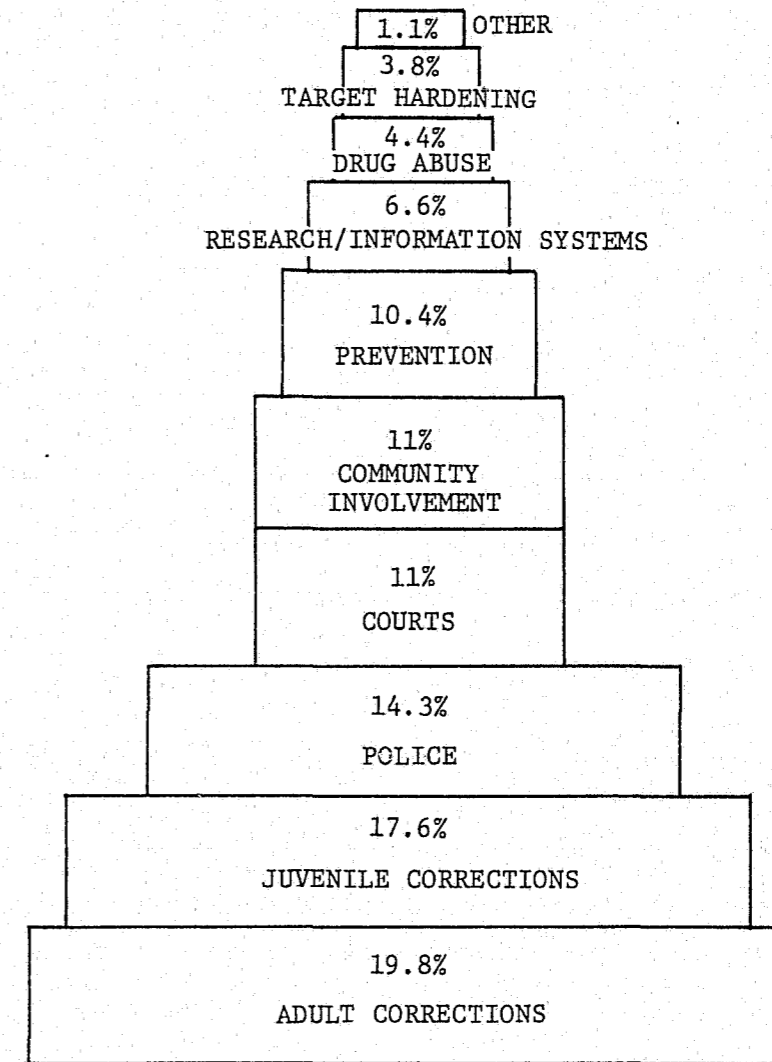
Source: Project Directory Developed by the CATs

FIGURE 4
FUNCTIONAL AREAS DISTRIBUTION OF 182 IMPACT PROJECTS
ACROSS THE EIGHT CITIES

(d) Dallas - Police

(e) Denver - Juvenile Corrections, Research and Information Systems

(f) Newark - Adult Corrections

(g) Portland - Adult Corrections

(h) St. Louis - Juvenile Corrections

Across the cities, the functional priorities in terms of the total number of projects reported may be listed as follows (see Figure 4 above):

(a) Adult Corrections

(b) Juvenile Corrections

(c) Police

(d) Courts

(e) Community Involvement

(f) Prevention

(g) Research/Information Systems

(h) Drug Abuse

(i) Target Hardening

3.1.2 City-by-City Analysis

This analysis is based on the 182 projects identified by the CATs for the project directory.

Atlanta

Atlanta had 16 projects implemented under its Impact program. Nearly one-third were in the police area and 20 percent represented juvenile corrections projects. Courts and adult corrections projects were evenly distributed with 2 under each functional area. There were no projects implemented to specifically address drug abuse.

Baltimore

Baltimore had a total of 27 projects implemented under its Impact program. The largest number, 5, or 20 percent of the program total fell within the drug abuse area. Courts and adult corrections had the next highest with 4 each and juvenile corrections, police, and community involvement had 3 each. It is interesting to note that Baltimore was the only city to have at least 1 project within every functional area. This supports the CAT director's assessment that initial program planning attempted to focus on the development of a comprehensive set of individual projects.

Cleveland

Cleveland implemented a program consisting of 35 projects, nearly 30 percent of which fell within the adult corrections area. Juvenile corrections and prevention projects formed another large concentration within the program combining for a total of 37 percent of the total projects. Cleveland had no projects geared to either research or information systems activities.

Dallas

Though Dallas had the smallest number of projects implemented, 14, over a third were devoted to the police functional area. The remaining projects were fairly evenly distributed across the functional areas except that no projects were geared to the provision of drug abuse or target-hardening services.

Denver

Out of the 27 projects catalogued for the Denver directory, juvenile corrections and research and information systems reflected the largest numbers, with 5 each. Adult corrections and prevention were next highest with 4 each and police and community involvement had 3 each.

Newark

Of Newark's 18 projects, over 50 percent were targeted to adult corrections, juvenile corrections and community involvement. There were no projects implemented to focus on research or information systems needs.

Portland

The distribution of Portland's 17 projects showed that a major portion fell within the adult corrections category of service. Juvenile corrections projects were next highest with the remaining 7 projects evenly distributed. No projects were implemented to fulfill prevention or drug abuse functions.

St. Louis

The 28 projects implemented under the St. Louis Impact effort showed a good mix across all functional areas. Police, courts, adult corrections, juvenile corrections and community involvement all had between 4 and 6 projects.

3.1.3 Analysis by Functional Area

This analysis was derived from the 182 projects listed by the CATs for the project directory.

Prevention

In 7 of the 8 cities, a total of 19 prevention projects were funded under the Impact program according to the project directory. This represents 10.4 percent of the total of 182 projects listed. Cleveland had the most, with 6 projects, and Portland had the fewest with no projects.

Police

There were 26 police projects listed by all the cities. This constituted 14.3 percent of the total of 182 projects. Atlanta and Dallas each received funding for 5 projects and Portland listed 1 project.

Courts

A total of 20 projects or 11 percent of the program total were devoted to courts activities across the 8 cities. Baltimore, Cleveland, and St. Louis each had 4 projects with Portland reporting 1.

Adult Corrections

Adult corrections claimed 36 projects across the 8 cities. This represented nearly 20 percent of the program total. Cleveland and Portland had the greatest number with 10 and 6 respectively and Atlanta and Dallas had the fewest with 2 each.

Juvenile Corrections

Juvenile corrections projects were implemented by every city, with a total of 32 projects. These projects formed nearly 18 percent of the program total of 182. The number of projects ranged from 7 in Cleveland to 1 in Dallas.

Research/Information Systems

A total of 12 research/information systems projects were funded across 6 of the 8 cities or about 7 percent of the program total. Denver had the largest number with 5 and Cleveland and Newark had none.

Drug Abuse

The 8 drug abuse projects in 4 of the 8 cities represented 4 percent of the program total. Five of the 8 reported by CAT directors were in Baltimore with Atlanta, Dallas, Portland, and St. Louis reporting no projects of this type.

Community Involvement

Every city implemented projects falling within this functional area. Across the cities more than 1 in 10 projects focused on this activity. St. Louis reported the largest number with 4 and Dallas and Atlanta reported the fewest with 1 each.

Target Hardening

Six of the 8 cities reported implementing target-hardening projects representing about 4 percent of the program total. Portland had 2 projects of this type and Dallas and Denver each reported none.

3.2 The Distribution and Expenditure of Funds

Perhaps the most significant issue relating to the implementation of the Impact program is the allocation and expenditure of funds. The flow of actual funding and spending data provides one of the clearest pictures of city-level and program-level operations, and dollar amounts depict as well the degree of commitment to various strategies for reducing crime. In addition, funding and expenditure analysis tends to define areas where city-level programs may have bogged down or where types of projects have experienced difficulty in becoming fully operational. In this sense, fiscal activity tends to reflect problem areas for program management and administration.

At the outset, 2 things must be remembered. These data were collected nearly 3 years after the initiation of the Impact program, a federally funded effort scheduled to be a 2-year program. In addition, each city was programmed to receive nearly $20 million in High Impact funds. Thus, in examining this presentation, several questions need to be posed and considered.

(a) How realistic is it to require a city to plan, organize, and implement a program of this magnitude and these specifications within a relatively short time frame?

(b) In terms of the crime problems identified during the planning process, are project operational attainments related more to the sufficiency of funds or to the ability to put available funds to work within a short period of time?

(c) Can short-term programs bring short-term payoffs without changes in the local/state/federal bureaucratic processes which slow the delivery of services made available through federal funding initiatives?

3.2.1 Analysis Across the Cities

Table II indicates the distribution of Impact funds awarded across all of the 8 cities as of September 30, 1974. The table shows that cities were awarded varying amounts of money ranging from a low of $10,558,932

TABLE II
DISTRIBUTION OF IMPACT FUNDS AWARDED THROUGH 30 SEPTEMBER 1974
DOLLARS AND PERCENTAGES BY CITY AND FUNCTIONAL AREA[1]

FUNCTIONAL AREA / CITY	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL DOLLARS BY CITY	PERCENTAGE OF TOTAL ACROSS THE CITIES
Atlanta	636,000 (6.0%)	2,954,443 (28.0%)	135,585 (1.3%)	1,332,525 (12.7%)	1,720,287 (16.3%)	48,960 (.5%)		3,505,489 (33.2%)	220,643 (2.1%)		10,558,932	8.2%
Baltimore[2,3]	1,357,875 (8.1%)	3,745,270 (22.4%)	2,559,639 (15.3%)	2,865,271 (17.1%)	1,614,062 (9.6%)	389,569 (2.3%)	3,139,865 (18.8%)	323,514 (1.9%)	704,600 (4.2%)	49,000 (.2%)	16,739,045	13.0%
Cleveland	3,294,472 (17.9%)	7,052,421 (38.3%)	1,249,561 (6.8%)	3,176,564 (17.3%)	801,905 (4.4%)	46,426 (.3%)	1,276,000 (6.9%)	1,218,973 (6.6%)	300,000 (1.6%)		18,418,332	14.3%
Dallas[4]	1,626,235 (8.6%)	8,557,666 (45.0%)	3,872,750 (20.4%)	2,907,853 (15.3%)	508,300 (2.7%)	752,497 (4.0%)		787,205 (4.1%)			19,022,506	14.8%
Denver	1,534,109 (8.5%)	3,825,483 (21.1%)	383,997 (2.1%)	2,757,017 (15.2%)	2,611,669 (14.4%)	1,988,689 (11.0%)	996,452 (5.5%)	3,522,050 (19.4%)	522,000 (2.9%)		18,141,466	14.1%
Newark	346,358 (3.2%)	5,681,773 (52.3%)	474,274 (4.4%)	1,520,589 (14.0%)	1,025,746 (9.4%)		568,483 (5.2%)	1,095,442 (10.1%)	107,200 (1.0%)	37,865 (.3%)	10,858,230	8.4%
Portland		3,669,509 (23.9%)	394,517 (2.5%)	5,471,581 (34.1%)	4,364,032 (27.2%)	1,058,602 (6.6%)		690,338 (4.3%)	383,886 (2.4%)		16,032,465	12.5%
St. Louis	2,060,146 (10.9%)	6,205,180 (32.8%)	1,601,232 (8.5%)	3,378,672 (17.9%)	2,698,232 (14.3%)	448,000 (2.4%)	400,000 (2.1%)	914,426 (4.8%)	1,188,779 (6.3%)		18,896,667	14.7%
Total Dollars by Functional Area	10,865,195	41,491,755	10,674,095	23,417,072	15,344,233	4,732,683	6,380,800	12,057,437	3,426,508	77,865	128,667,643	100.0%
Percentage of Total Across Functional Areas	(8.4%)	(32.4%)	(8.3%)	(18.2%)	(11.9%)	(3.7%)	(5.0%)	(9.4%)	(2.7%)	(.1%)	(100%)	

Source: Responses to the Regional Office Financial Request Forms

[1] For a detailed distribution of funds by project, city, and functional area, see Appendix I

[2] Information provided by the Governor's Commission on Law Enforcement and Administration of Justice

[3] Award data through 1 January 1975

[4] Information provided by the Texas Criminal Justice Council

in Atlanta to a high of $19,022,506 in Dallas. Total funds awarded for the program across the 8 cities amounted to nearly $129 million.

The police functional area clearly captured the largest share of Impact funding across the cities, receiving over 32 percent of the total (see Figure 5). This amount, in fact, exceeded the total amounts awarded to both adult and juvenile corrections combined. From this perspective, it is obvious that across the cities, the provision of police services was considered to be the primary strategy for reducing crime. This, of course, is not surprising given the short-term crime reduction payoffs sought under Impact and the difficulties of tying the effects of courts, corrections, and other projects to crime reduction over the short term.

Community involvement projects received nearly 1 in 10 Impact dollars, and in fact, were viewed as efforts more likely to produce measurable short-term results than were prevention, courts, research and information systems, drug abuse, or target-hardening projects. In this sense, across all 8 of the cities, community involvement and awareness about crime were considered to be relatively important priorities to be addressed. The Impact funding commitment thus reflects the beginning of a more active role for consumers of urban criminal justice services in city-level efforts to ameliorate crime.

Another interesting point to be raised in connection with the second question (b) posed at the beginning of section 3.2 is the fact that no city was able to award all of its potential funds (see Figure 6). Cleveland, Dallas, Denver and St. Louis awarded nearly $20 million each, but Atlanta, Baltimore, Newark and Portland fell significantly under the mark.

Across the 8 cities the following funding priorities emerged:

(a) Police - 32.4%

(b) Adult Corrections - 18.2%
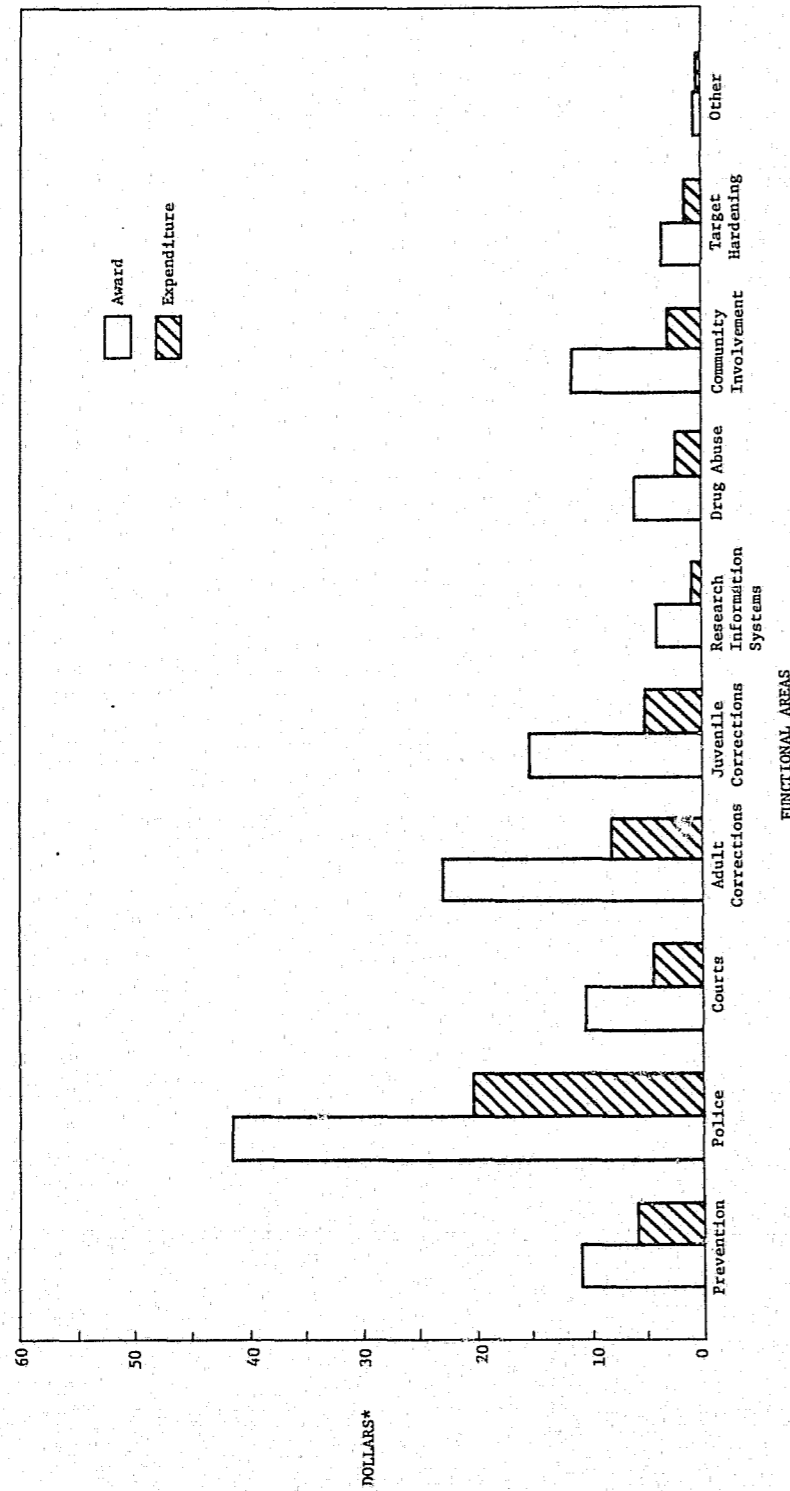
Award
Expenditure

FUNCTIONAL AREAS

Source: Responses to the Regional Office Financial Request Forms

FIGURE 5
AWARDS AND EXPENDITURES ACROSS THE FUNCTIONAL AREAS
AS OF 30 SEPTEMBER 1974

*In Millions of Dollars

DOLLARS*

5 2

Available/City

$20 Million

Atlanta $10.6
                 $4.0

Baltimore* $16.7
                 $4.6

Cleveland $18.4
                 $15.9

Dallas $19.0
                 $7.3

Denver $18.1
                 $5.5

Newark $10.9
                 $3.3

Portland $16.0
                 $3.0

St. Louis $18.9
                 $9.0

Awarded   Expended
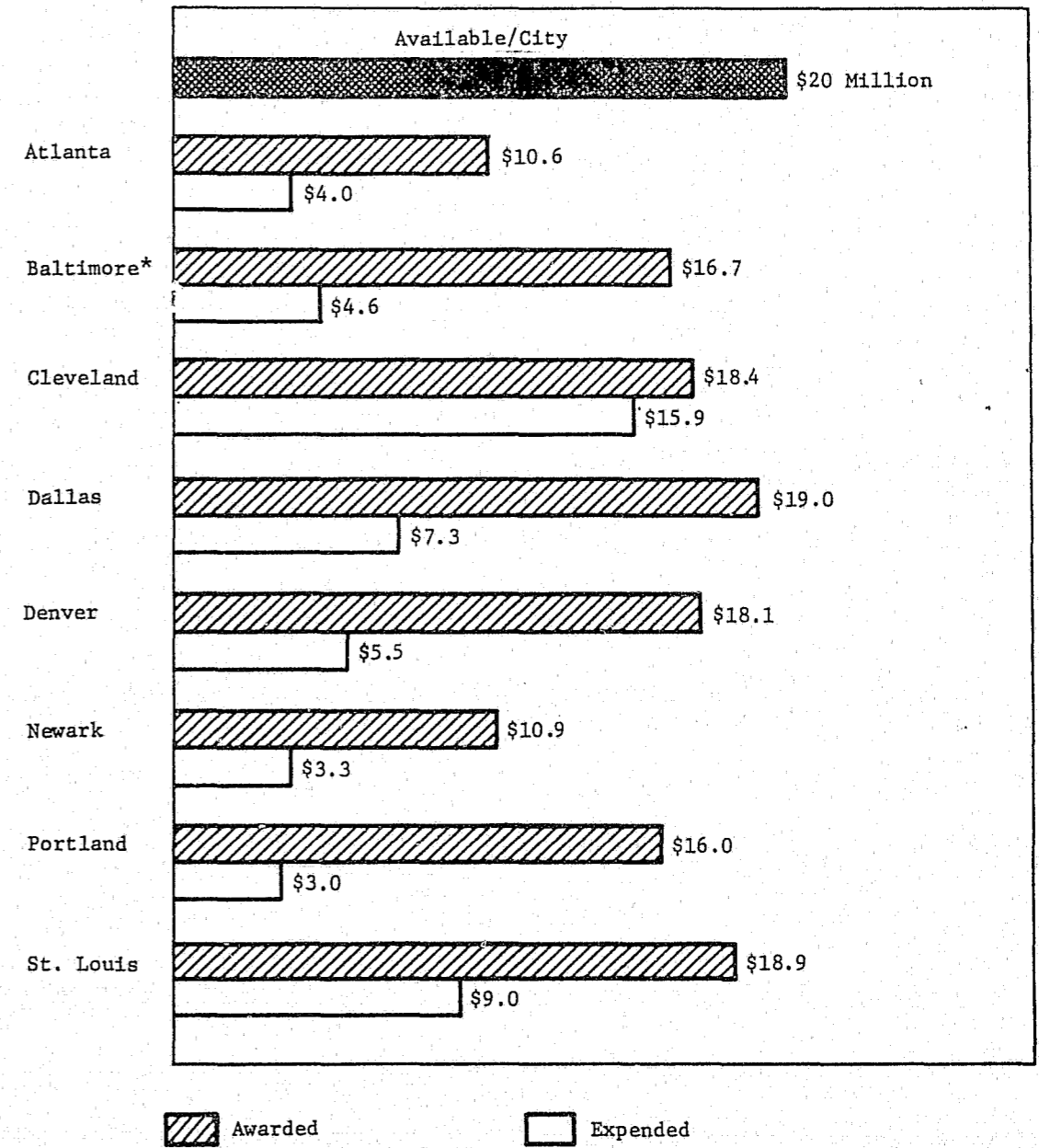
Source: Responses to the Regional Office Financial Request Form
         *Award data through 1 January 1975

FIGURE 6
DOLLAR AWARDS AND EXPENDITURES BY CITY
AS OF 30 SEPTEMBER 1974

53

(c) Juvenile Corrections – 11.9%

(d) Community Involvement – 9.4%

(e) Prevention – 8.4%

(f) Courts – 8.3%

(g) Drug Abuse – 5.0%

(h) Research/Information Systems – 3.7%

(i) Target Hardening – 2.7%

(j) Other – .1%

In terms of expenditures, the 8 cities varied in the degree to which they have actually spent the funds awarded (see Table III). Cities ranged from a low of 18.8 percent of awarded funds expended in Portland to a high of 88.8 percent of awarded funds in Cleveland. Since 1972, $52.6 million or 40.9 percent of the total award has been expended across the cities.

Looking across the functional areas, prevention projects have spent the greatest percentage of their awards to date, expending nearly 55 cents out of every dollar awarded (see Figure 5). Research and information systems projects, on the other hand, have spent the least with only 17.6 percent of their awards exhausted to date. Part of the explanation may stem from the lengthy and complex bidding and contracting procedures which accompany projects of this type.

Among the remaining functional areas, courts projects have expended funds more rapidly than the other functional areas except police. Close behind courts projects were the target-hardening projects (generally street lighting and high rise security projects) which expended 41 percent of their awards. Additionally, drug abuse, adult, and juvenile corrections have expended about equal percentages of their funds ranging from 35 percent to 39 percent each. Community involvement projects have spent 25.8 percent of their allocations.

TABLE III
EXPENDITURES BY CITY AND FUNCTIONAL AREA DOLLARS AND PERCENTAGES AS OF 30 SEPTEMBER 1974[1]

FUNCTIONAL AREA / CITY	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL DOLLARS EXPENDED	% OF CITY AWARDS EXPENDED
ATLANTA	362,900 (57.1%)	1,648,848 (55.8%)	97,327 (71.9%)	743,813 (55.6%)	644,328 (37.5%)	6,671 (13.6%)		302,533 (8.6%)	186,560 (84.6%)		3,992,980	37.8%
BALTIMORE[2,3]	567,869 (41.8%)	1,817,555 (48.5%)	283,441 (11.1%)	537,124 (18.7%)	194,817 (12.1%)	19,936 (5.1%)	821,374 (26.2%)	35,896 (11.1%)	320,000 (45.5%)	40,000 (100.0%)	4,638,012	27.7%
CLEVELAND	2,982,494 (90.5%)	6,076,183 (86.2%)	1,139,304 (91.2%)	2,589,948 (81.5%)	728,881 (90.9%)	45,626 (98.3%)	1,170,154 (91.7%)	952,118 (78.1%)	195,349 (65.1%)		15,880,057	88.8%
DALLAS[4]	247,653 (15.1%)	3,648,011 (42.6%)	1,800,147 (46.5%)	1,335,783 (45.9%)	128,115 (25.2%)	100,008 (13.3%)		714 (.1%)			7,260,451	38.2%
DENVER	362,617 (23.6%)	1,601,162 (41.9%)	19,803 (5.2%)	895,302 (32.5%)	1,032,015 (39.5%)	302,078 (15.2%)	415,863 (41.7%)	824,890 (23.4%)	(0%)		5,453,720	30.1%
NEWARK	198,792 (57.4%)	897,878 (15.8%)	238,853 (69.3%)	850,448 (55.9%)	589,466 (57.5%)		(0%)	383,829 (35.0%)	61,038 (56.9%)	(0%)	3,310,304	30.5%
PORTLAND		1,456,353 (39.7%)	181,059 (45.9%)	15,340 (.3%)	767,803 (17.6%)	260,919 (24.6%)		161,210 (23.4%)	166,117 (43.3%)		3,008,801	18.8%
ST. LOUIS	1,195,081 (58.0%)	3,048,538 (49.1%)	728,541 (45.4%)	1,666,133 (49.3%)	1,278,793 (47.4%)	99,371 (22.2%)	98,157 (24.5%)	446,212 (48.8%)	476,173 (40.1%)		9,036,999	47.8%
TOTAL	5,917,406	20,194,548	4,578,475	8,633,691	5,364,218	834,609	2,505,548	3,107,402	1,405,237	40,000	52,521,334	40.9%
% OF FUNCTIONAL AWARDS EXPENDED	54.5%	48.4%	42.9%	36.9%	35.0%	17.6%	39.3%	25.8%	41.0%	51.4%		

Source: Responses to the Regional Office Financial Request Forms

[1] The percentage in the parenthesis refers to the percentage of awarded funds which have been expended. For example, 57.1 percent of the awarded prevention funds in the city of Atlanta have been expended.

[2] Information provided by the Governor's Commission on Law Enforcement & Administration of Justice.

[3] Award data through 1 January 1975.

[4] Information provided by the Texas Criminal Justice Council.

Across the cities, the percentage of awarded funds expended is as follows:

(a) Cleveland - 88.8%

(b) St. Louis - 47.8%

(c) Dallas - 38.2%

(d) Atlanta - 37.8%

(e) Newark - 30.5%

(f) Denver - 30.1%

(g) Baltimore - 27.7%

(h) Portland - 18.8%

A final point to be made across the cities is that the total award for the 8 cities ($128,667,643) represents 80.4 percent of the total amount potentially available for award ($160 million). However, as noted earlier, the 8 cities only spent 40.9 percent ($52.6 million) of their total award (see Figure 7). This amount represents 32.9 percent of the total amount potentially available to them ($160 million). It is clear, then, that obtaining an award does not automatically equate with an ability to spend it. For a variety of reasons (which will be discussed later), projects properly expressed the need for money to reduce crime through the process of grant applications, but encountered numerous difficulties in translating the money received into the provision of services. Although complex programs take time to develop and to get off the ground, and usually gather momentum as they proceed, it is nonetheless a fact that the program, to date, required nearly 3 years to spend only about 41 percent of the awarded funds and less than 33 percent of the funds potentially available.

3.2.2 City-by-City Analysis

Atlanta

The Atlanta Impact program was awarded $10,558,932 as of 30 September 1974. The distribution of funds by functional area may be listed as follows:

$160[1]

$128.7

$52.6

Available Funds   Awarded Funds   Expended Funds
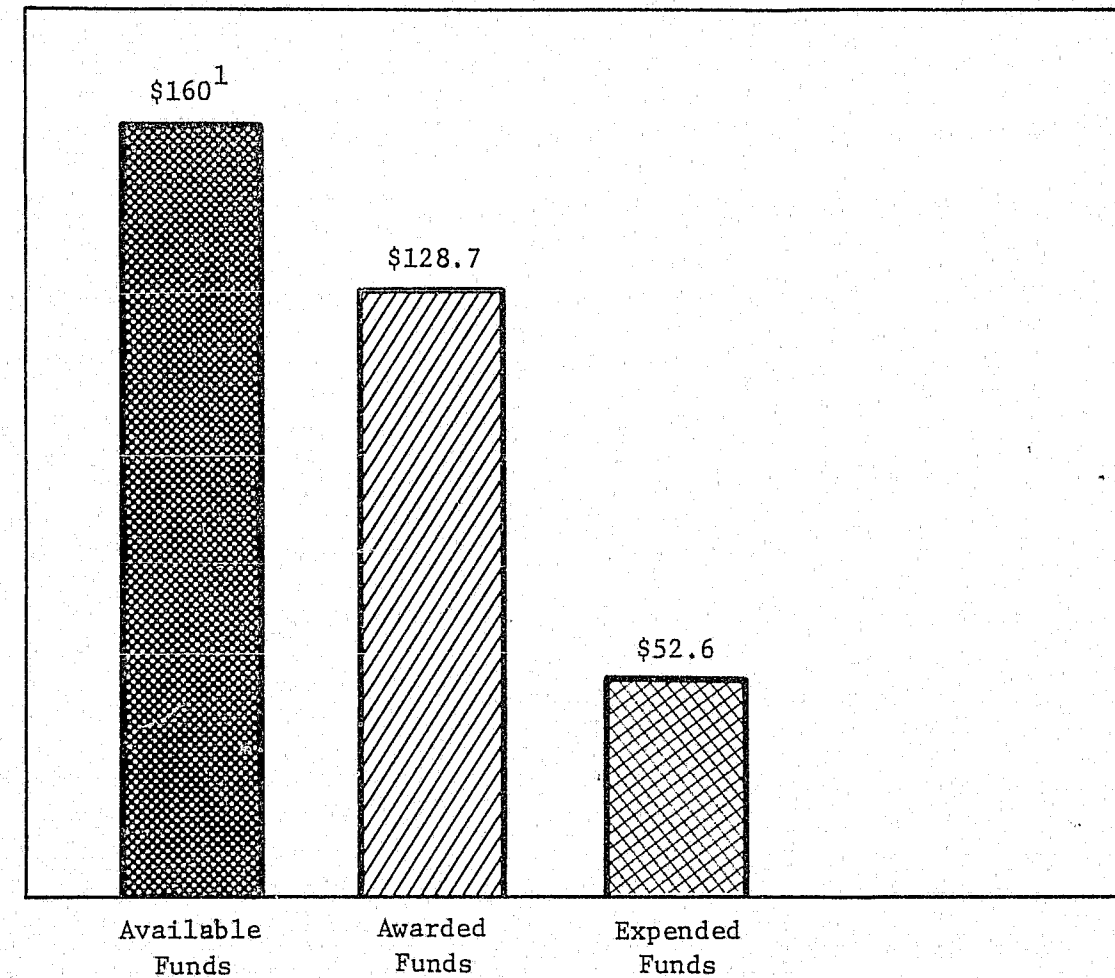
[1]In millions

[2]As of 30 September 1974

FIGURE 7
AVAILABLE, AWARDED, AND EXPENDED IMPACT
FUNDS ACROSS THE EIGHT CITIES[2]

(a) Community Involvement – 33.2%

(b) Police – 28.0%

(c) Juvenile Corrections – 16.3%

(d) Adult Corrections – 12.7%

(e) Prevention – 6.0%

(f) Target Hardening – 2.1%

(g) Courts – 1.3%

(h) Research/Information Systems – .5%

No funds were allocated to the drug abuse functional area.

Atlanta's strong emphasis on community involvement and police account for over 60 percent of the total awarded. This represents a partial departure from the original plan in that police continue to be a priority, but courts projects do not. Rather, community involvement projects replaced courts projects as a funding priority; in fact, the courts allocation was extremely small. It thus appears that the selection of crime reduction strategies during the planning process and the actual award of funds represent differing solutions to the identified problems.

In terms of expenditures, the Atlanta program has spent 37.8 percent of its total award to date (see Table IV). Target-hardening projects appear to have spent the largest percentage with nearly 85 percent of their award utilized. The community involvement category, which had the largest total allocation, has spent the least, 8.6 percent. Functional areas having expended less than half of their awards include juvenile corrections, research/information systems, and community involvement.

Baltimore

Baltimore was awarded $16,739,045 in funds for their Impact projects. Funding priorities by functional area are listed as follows:

TABLE IV
PERCENTAGE OF AWARD EXPENDED IN EACH CITY BY FUNCTIONAL AREA*

FUNCTIONAL AREA / CITY	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	PERCENTAGE OF TOTAL CITY AWARD EXPENDED
Atlanta	57.1	55.8	71.8	55.6	37.5	13.6		8.6	84.6		37.8
Baltimore	41.8	48.5	11.1	18.7	12.1	5.1	26.2	11.1	45.5	100	27.7
Cleveland	90.5	86.2	91.2	81.5	90.9	98.3	91.7	78.1	65.1		88.8
Dallas	15.1	42.6	46.5	45.9	25.2	13.3		.1			38.2
Denver	23.6	41.9	5.2	32.5	39.5	15.2	41.7	23.4	0		30.1
Newark	57.4	15.8	69.3	55.9	57.5		0	35.0	56.9	0	30.5
Portland		39.7	45.9	.3	17.6	24.6		23.4	43.3		18.8
St. Louis	58.0	49.1	45.4	49.3	47.4	22.2	24.5	48.8	40.1		47.8

Source: Responses to the Regional Office Financial Request Forms
*As of 30 September 1974

(a) Police - 22.4%

(b) Drug Abuse - 18.8%

(c) Adult Corrections - 17.1%

(d) Courts - 15.3%

(e) Juvenile Corrections - 9.6%

(f) Prevention - 8.1%

(g) Target Hardening - 4.2%

(h) Research/Information Systems - 2.3%

(i) Community Involvement - 1.9%

(j) Other - .2%

Baltimore, thus, presents a well-balanced program which provides projects within each functional category. It is interesting to note that within the original Baltimore Impact Master Plan, drug abuse was perceived as a key target area for intervention. Baltimore, by pledging over $3 million to its drug abuse efforts, allocated the largest slice of any Impact city to this category of concern. In addition, community involvement projects proposed under the master plan occupied a second priority. However, in terms of actual funding they significantly dropped in importance.

As of 30 September 1974, Baltimore had expended only 27.7 percent of its total award. According to Table IV, it appears that research/ information systems projects have had the most difficult time becoming implemented while police projects have had the easiest. No functional area has expended over 50 percent of its allocation to date. Significantly, it appears that the courts projects, juvenile corrections, adult corrections, and community involvement projects have had some difficulty in expending their awards, reflecting delays in becoming fully operational.

Cleveland

Cleveland projects were awarded $18,418,332 for the operation of the Impact program. The distribution of these funds by functional area is as follows:

(a) Police - 38.3%

(b) Prevention - 17.9%

(c) Adult Corrections - 17.3%

(d) Drug Abuse - 6.9%

(e) Courts - 6.8%

(f) Community Involvement - 6.6%

(g) Juvenile Corrections - 4.4%

(h) Target Hardening - 1.6%

(i) Research/Information Systems - .3%

Cleveland has thus funded a program relying primarily upon police strategies for addressing the Impact crime reduction goal. It is noteworthy that this funding arrangement differs from the fiscal distribution anticipated in the master plan. It appears that police projects now occupy a higher percentage priority than originally planned while courts projects have experienced a significant decline in priority. The other functional areas have remained about the same in terms of their percentage allocations with slight increases for prevention and adult corrections and small declines for the remaining categories.

Cleveland projects have spent, by far, the largest percentage of their awarded funds, averaging 88.8 percent. All functional areas have spent over 50 percent of their grant awards with a high for research/ information systems at 98.3 percent and a low for target-hardening projects at 65.1 percent. It is thus clear that Cleveland projects were able to expend virtually all their funds within 3 years of program initiation.

Dallas

The Dallas Impact program was awarded $19,022,506 for the implementation of its projects. City and county priorities for the distribution of these funds are as follows:

(a) Police - 45.0%

(b) Courts - 20.4%

(c) Adult Corrections - 15.3%

(d) Prevention - 8.6%

(e) Community Involvement - 4.1%

(f) Research/Information Systems - 4.0%

(g) Juvenile Corrections - 2.7%

Dallas provided no projects geared to the provision of drug abuse services or to target hardening.

The Dallas program placed a strong emphasis on the funding of police activities; in fact, across the eight cities Dallas dedicated the second largest portion of city resources to efforts in this functional area. One surprising feature of the program is the low priority actually accorded juvenile corrections considering its significance as noted in the city's Impact master plan. In fact, it appears as if the courts area and prevention services have grown in significance over what was originally planned while juvenile corrections experienced a marked reduction in priority.

Dallas projects have expended 38.2 percent of their awarded funds. In general, community involvement projects have experienced the most difficulty in expending funds, having utilized less than 1 percent of their awards while courts projects have fared better, expending nearly 47 percent of their awards. Police, courts and adult corrections projects have all spent over 40 percent of their allocations while prevention, juvenile corrections, research/information systems, and community involvement projects have expended significantly less of their awards (see Table IV). In fact, it appears that three of the traditional criminal justice agencies (i.e., police, courts, adult

corrections) were able to bring their projects to operational status within a shorter time frame than the non-traditional agencies associated with the other functional areas.

Denver

The Denver program received $18,141,466 in High Impact funding geared to the reduction of crime. The following funding priorities emerged within the program:

(a) Police - 21.1%

(b) Community Involvement - 19.4%

(c) Adult Corrections - 15.2%

(d) Juvenile Corrections - 14.4%

(e) Research/Information Systems - 11.0%

(f) Prevention - 8.5%

(g) Drug Abuse - 5.5%

(h) Target Hardening - 2.9%

(i) Courts - 2.1%

Denver projects, much like Baltimore's, are well dispersed across the functional areas. Although the police area received the largest percentage, it nonetheless was the smallest percentage for police among the 8 cities. In addition, the individual functional area allotments were among the most balanced for any of the cities. This equilibrium across functional areas of the program is a clear indicator of the high level of system integration which has occurred throughout the Denver Impact program. The planning effort which preceded the implementation of specific projects focused on insuring functional balance within the system.

Denver, to date, has expended 30.1 percent of its awarded funds. Across the functional areas, police projects and drug abuse projects have expended nearly 42 percent of their respective awards. Target-hardening projects, on the other hand, have spent none of their allocated

funds. Courts projects have also experienced delayed start-up,
utilizing only about 5 percent of their funds. The remaining functional
areas range between 15 percent and 39 percent utilization of their
fiscal allotments (see Table IV).

Newark

To date, the Newark Impact program has been awarded $10,858,230
for the implementation of its projects. Specific funding priorities are as
follows:

    (a) Police - 52.3%

    (b) Adult Corrections - 14.0%

    (c) Community Involvement - 10.1%

    (d) Juvenile Corrections - 9.4%

    (e) Drug Abuse - 5.2%

    (f) Courts - 4.4%

    (g) Prevention - 3.2%

    (h) Target Hardening - 1.0%

    (i) Other - .3%

Newark has no projects geared to the research/information
systems functional area.

The most striking feature of the Newark program is its overwhelming
emphasis on police projects. In fact, the Newark allocation to the police
projects is the highest across all the cities and some 20 percent higher
than the average percentage across the cities. This overwhelming
emphasis on the police is more than twice the allotment envisioned
within the Impact master plan. It is significant, though, that the 3
highest priority areas (police, adult corrections, and community
involvement) were consistent with what had been slated in the master
plan but with reduced funding commitments for the latter two.

Newark expenditures were somewhat below the average across the
cities, amounting to 30.5 percent of the awarded funds. It appears
that courts projects have had the least difficulty in spending their
funds while the drug abuse and police projects have had the most
difficulty. The drug abuse category, in fact, which accounts for
5 percent of the total Impact program funds for Newark, has spent none
of its awarded funds. Police projects, which have been awarded nearly
6 million dollars, have spent less than 1 million dollars to date. Newark,
thus, seems to have experienced implementation problems primarily in
these 2 functional areas.

Portland

Portland has been awarded $16,032,465 in Impact funds to date.
According to the functional distribution of these funds, the following
priorities emerged:

    (a) Adult Corrections - 34.1%

    (b) Juvenile Corrections - 27.2%

    (c) Police - 23.9%

    (d) Research/Information Systems - 6.6%

    (e) Community Involvement - 4.3%

    (f) Courts - 2.5%

    (g) Target Hardening - 2.4%

There were no projects awarded in either the prevention or drug abuse
functional areas.

The distribution of funds conforms closely to the funding pattern
proposed under the Impact master plan. The only major difference is
the absence of funded projects within the prevention functional area.
However, the priority concerns with adult corrections, police, and
juvenile corrections are in line with the planned priorities. Portland,
in fact, awarded the largest share across the cities to both adult
and juvenile corrections.

In terms of expenditures, Portland has spent the smallest percentage of its allocation across the cities, 18.8 percent. This delay in implementation has been especially pronounced in the adult corrections area where less than 1 percent of all awarded funds have actually been utilized. Given the large appropriation to the adult corrections function, in excess of $5 million, the implementation delays tend to skew the overall city-level expenditure rate. For the other functional areas, it appears that courts and target-hardening projects have been most fully implemented to date, closely followed by the police project. The remaining project areas (juvenile corrections, research/information systems, and community involvement) have each spent between 18 and 25 cents out of every dollar awarded.

St. Louis

The St. Louis Impact program has been awarded $18,896,667. The distribution of funding to these projects indicates the following priorities:

(a) Police - 32.8%

(b) Adult Corrections - 17.9%

(c) Juvenile Corrections - 14.3%

(d) Prevention - 10.9%

(e) Courts - 8.5%

(f) Target Hardening - 6.3%

(g) Community Involvement - 4.8%

(h) Research/Information Systems - 2.4%

(i) Drug Abuse - 2.1%

The St. Louis program provides projects which address all the major functional areas. However, the police allocation, nearly one-third of the total city funds, ranks as the highest priority strategy. The allocations provided to the juvenile and adult corrections areas combined, approximately equalled the police allotment. It is also

interesting to note that the courts area, which occupied a high priority in the Impact master plan, received reduced emphasis in the actual distribution of funds. In fact, courts dropped from first priority to fifth priority while the police area received nearly 4 times the funds awarded to courts projects.

St. Louis expenditures are the second highest across the 8 cities, amounting to 47.8 percent of awarded funds. In general, all the functional areas exhibit funding activity with prevention projects spending the largest percentage, 58 percent, and research/information systems the smallest, 22.2 percent. Close behind the prevention projects and spending over 40 percent of their allotments are adult corrections (49.3 percent), police (49.1 percent), community involvement (48.8 percent), juvenile corrections (47.4 percent), courts (45.4 percent) and target hardening (40.1 percent). The remaining functional areas, drug abuse and research/information systems, have both spent between 22 percent and 25 percent of their awarded funds.

3.2.3 Analysis by Functional Area
Prevention

In terms of awarded funds, the prevention area received $10,865,195 across the cities or about 8.4 percent of the total Impact funds awarded. Variance across the cities ranged from a low of no funds allocated in Portland to a high of nearly $3.3 million in Cleveland. Cities in descending order of percentage allocation are:

(a) Cleveland - 17.9%

(b) St. Louis - 10.9%

(c) Dallas - 8.6%

(d) Denver - 8.5%

(e) Baltimore - 8.1%

(f) Atlanta - 6.0%

(g) Newark - 3.2%

(h) Portland - 0%

Expenditure data for prevention projects indicate that across the cities 54.5 percent of the funds awarded have been spent; this is the highest percentage expenditure of all the functional areas. Individual cities have varied in the percentage of award expended to date from a high of 90.5 percent in Cleveland to 15.1 percent in Dallas. City spending percentages for prevention funds are as follows:

(a) Cleveland - 90.5%

(b) St. Louis - 58.0%

(c) Newark - 57.4%

(d) Atlanta - 57.1%

(e) Baltimore - 41.8%

(f) Denver - 23.6%

(g) Dallas - 15.1%

(h) Portland - 0%

Police

Awarded funds for police projects were the highest across all the functional areas, amounting to $41,691,755 or 32.4 percent of the total funds awarded. Total funds awarded to police within each city ranged from a high of $8.5 million in Dallas to a low of nearly $3 million in Atlanta. Specific percentages of city-level funding programs addressing the police function are:

(a) Newark - 52.3%

(b) Dallas - 45.0%

(c) Cleveland - 38.3%

(d) St. Louis - 32.8%

(e) Atlanta - 28%

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(f) Portland - 23.9%

(g) Baltimore - 22.4%

(h) Denver - 21.1%

Percentage expenditures by police projects were also among the highest across the functional areas. Police projects, across the cities, have spent 48.4 percent of their total allocations. Percentage of award expended for police projects by city is as follows:

(a) Cleveland - 86.2%

(b) Atlanta - 55.8%

(c) St. Louis - 49.1%

(d) Baltimore - 48.5%

(e) Dallas - 42.6%

(f) Denver - 41.9%

(g) Portland - 39.7%

(h) Newark - 15.8%

Courts

The courts area was awarded $10,674,095 in Impact funds, accounting for 8.3 percent of the program total. Allocations at the city level ranged from $135,585 in Atlanta to $3,872,750 in Dallas. Awards to court projects by city as compared to each city's total allotments were as follows:

(a) Dallas - 20.4%

(b) Baltimore - 15.3%

(c) St. Louis - 8.5%

(d) Cleveland - 6.8%

(e) Newark - 4.4%

(f) Portland - 2.5%

(g) Denver - 2.1%

(h) Atlanta - 1.3%

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Across the cities, court projects expended 42.9 percent of their total funds awarded. Variability in spending across the cities was high, with Cleveland courts projects spending the greatest percentage of their award while Denver spent the least. The percentage of award spent by court projects for each city is as follows:

(a) Cleveland – 91.2%

(b) Atlanta – 71.8%

(c) Newark – 69.3%

(d) Dallas – 46.5%

(e) Portland – 45.9%

(f) St. Louis – 45.4%

(g) Baltimore – 11.1%

(h) Denver – 5.2%

Adult Corrections

Adult corrections, second only to police in its total allocations, received 18.2 percent of the funds awarded or $23,417,072. The funds allocated by city ranged from a high in Portland of nearly $5.5 million to a low in Atlanta of $1.3 million. The percentage of city-level funds allotted to the adult corrections functional area are distributed as follows:

(a) Portland – 34.1%

(b) St. Louis – 17.9%

(c) Cleveland – 17.3%

(d) Baltimore – 17.1%

(e) Dallas – 15.3%

(f) Denver – 15.2%

(g) Newark – 14.0%

(h) Atlanta – 12.7%

Across the cities, adult corrections projects have expended about $8.6 million or 36.9 percent of their total awards. Cities have varied

greatly, however, in their individual abilities to expend their adult corrections allocations. The percentages by city of adult corrections expenditures are as follows:

(a) Cleveland – 81.5%

(b) Newark – 55.9%

(c) Atlanta – 55.6%

(d) St. Louis – 49.3%

(e) Dallas – 45.9%

(f) Denver – 32.5%

(g) Baltimore – 18.7%

(h) Portland – .3%

Juvenile Corrections

Juvenile corrections projects received 11.9 percent of the total allocation across the cities of $15,344,233. Cities ranged in their individual allocations from a high in Portland of over $4.3 million to a low in Dallas of about $.5 million. The percentage allocation of awarded funds by city to juvenile corrections is:

(a) Portland – 27.2%

(b) Atlanta – 16.3%

(c) Denver – 14.4%

(d) St. Louis – 14.3%

(e) Baltimore – 9.6%

(f) Newark – 9.4%

(g) Cleveland – 4.4%

(h) Dallas – 2.7%

In terms of expenditures, juvenile corrections projects have spent 35 percent of their awards to date. Individual city-level spending percentages of award for juvenile corrections are as follows:

(a) Cleveland – 90.9%

(b) Newark – 57.5%

(c) St. Louis - 47.4%

(d) Denver - 39.5%

(e) Atlanta - 37.5%

(f) Dallas - 25.2%

(g) Portland - 17.6%

(h) Baltimore - 12.1%

Research/Information Systems

Research/information systems projects were granted $4,732,683 in Impact funds across the cities or 3.7 percent of the total program funds awarded. Cities showed varying financial commitments to this strategy, ranging from a high of nearly $2.0 million in Denver to no funds provided under Newark's Impact efforts. The percentage of funds allocated by city are as follows:

(a) Denver - 11.0%

(b) Portland - 6.6%

(c) Dallas - 4.0%

(d) St. Louis - 2.4%

(e) Baltimore - 2.3%

(f) Atlanta - .5%

(g) Cleveland - .3%

(h) Newark - 0%

Expenditure data indicate that research/information systems projects have spent the smallest percentage of their awards across all the functional areas, 17.6 percent. The percentage of awarded funds spent by each city is as follows:

(a) Cleveland - 98.3%

(b) Portland - 24.6%

(c) St. Louis - 22.2%

(d) Denver - 15.2%

(e) Atlanta - 13.6%

(f) Dallas - 13.3%

(g) Baltimore - 5.1%

(h) Newark - 0%

Drug Abuse

Drug abuse projects were undertaken by 5 of the cities, with a total allocation of $6,380,800. This represents 5 percent of the Program total. The city-level dollar amounts ranged from a high of $3.1 million in Baltimore with 5 drug abuse projects to a low of $400,000 in St. Louis. Specific city-level program percentages are:

(a) Baltimore - 18.8%

(b) Cleveland - 6.9%

(c) Denver - 5.5%

(d) Newark - 5.2%

(e) St.Louis - 2.1%

Across these 5 cities, 39.3% of the funds allocated for drug abuse have been spent. City-level program spending based on the amount awarded is as follows:

(a) Cleveland - 91.7%

(b) Denver - 41.7%

(c) Baltimore - 26.2%

(d) St. Louis - 24.5%

(e) Newark - 0%

Community Involvement

Community involvement projects received $12,057,437 in Impact funds or 9.4 percent of the total awarded across the cities. The range of individual city-level commitment to community involvement projects varied from in excess of $3.5 million in Denver and Atlanta to $323,000 in Baltimore. The percentages of city-level funding allocated to community involvement by city are:

(a) Atlanta - 33.2%

(b) Denver - 19.4%

(c) Newark - 10.1%

(d) Cleveland - 6.6%

(e) St. Louis - 4.8%

(f) Portland - 4.3%

(g) Dallas - 4.1%

(h) Baltimore - 1.9%

Percentage expenditures of awarded funds for community involvement were
the second lowest, projects of this type having spent only 25.8 percent
of their awarded funds. The percentage of award spent by each city is
as follows:

(a) Cleveland - 78.1%

(b) St. Louis - 48.8%

(c) Newark - 35.0%

(d) Denver - 23.4%

(e) Portland - 23.4%

(f) Baltimore - 11.1%

(g) Atlanta - 8.6%

(h) Dallas - .1%

Target Hardening

Target-hardening projects account for 2.7 percent of the total
funded program or $3,426,508. Of the 7 cities funding projects of this
type (Dallas being the exception), city allotments ranged from $1.2
million in St. Louis to $107,200 in Newark. The percentage of funds
allocated by each city from their total program is as follows:

(a) St. Louis - 6.3%

(b) Baltimore - 4.2%

(c) Denver - 2.9%

(d) Portland - 2.4%

(e) Atlanta - 2.1%

(f) Cleveland - 1.6%

(g) Newark - 1.0%

(h) Dallas - 0%

Across the cities, 41 percent of the funds awarded for target-hardening
activities have been spent. The percentage of awarded funds spent
by each city is as follows:

(a) Atlanta - 84.6%

(b) Cleveland - 65.1%

(c) Newark - 56.9%

(d) Baltimore - 45.5%

(e) Portland - 43.3%

(f) St. Louis - 40.1%

(g) Denver - 0%

3.3 Type of Sponsors

Types of sponsors figuring in the Impact program can be categorized as being either traditional criminal justice agencies or noncriminal justice agencies. Figure 8 shows a percentage breakdown of the projects by city and type of sponsor. Of the 182 total projects listed in the directory, agencies within the traditional criminal justice system implemented 114 or 62.6 percent of the projects. Noncriminal justice agencies implemented 68 or 37.4 percent of the projects.

Both traditional and noncriminal justice agencies have sponsored projects in each of the 8 cities. Traditional sponsors implemented between 62.6 and 89.3 percent of the projects in the cities of Atlanta, Baltimore, Dallas, Portland, and St. Louis. Traditional sponsors, however, implemented only 37.1 and 38.9 percent of the projects in Cleveland and Newark. Traditional criminal justice and noncriminal justice agencies in Denver implemented nearly the same percentage of projects.

The percentage of projects operated by traditional criminal justice or noncriminal justice agencies varied significantly across the 9 functional areas (see Figure 9). Agencies which are classified as being traditional implemented all of the police and courts projects. Conversely, agencies outside the traditional criminal justice system implemented all of the target-hardening projects. Between these two extremes, traditional agencies implemented 26.3 percent of the prevention projects and 75 percent of the research/information systems projects. Thus, noncriminal justice agencies implemented the highest percentage of projects in the prevention area (or 73.7 percent of these projects) and the smallest percentage in the research/information systems area (25 percent). In the adult corrections area, noncriminal justice agencies implemented 27.8 percent of the projects. Noncriminal justice and traditional agencies implemented community involvement and juvenile corrections projects nearly equally.
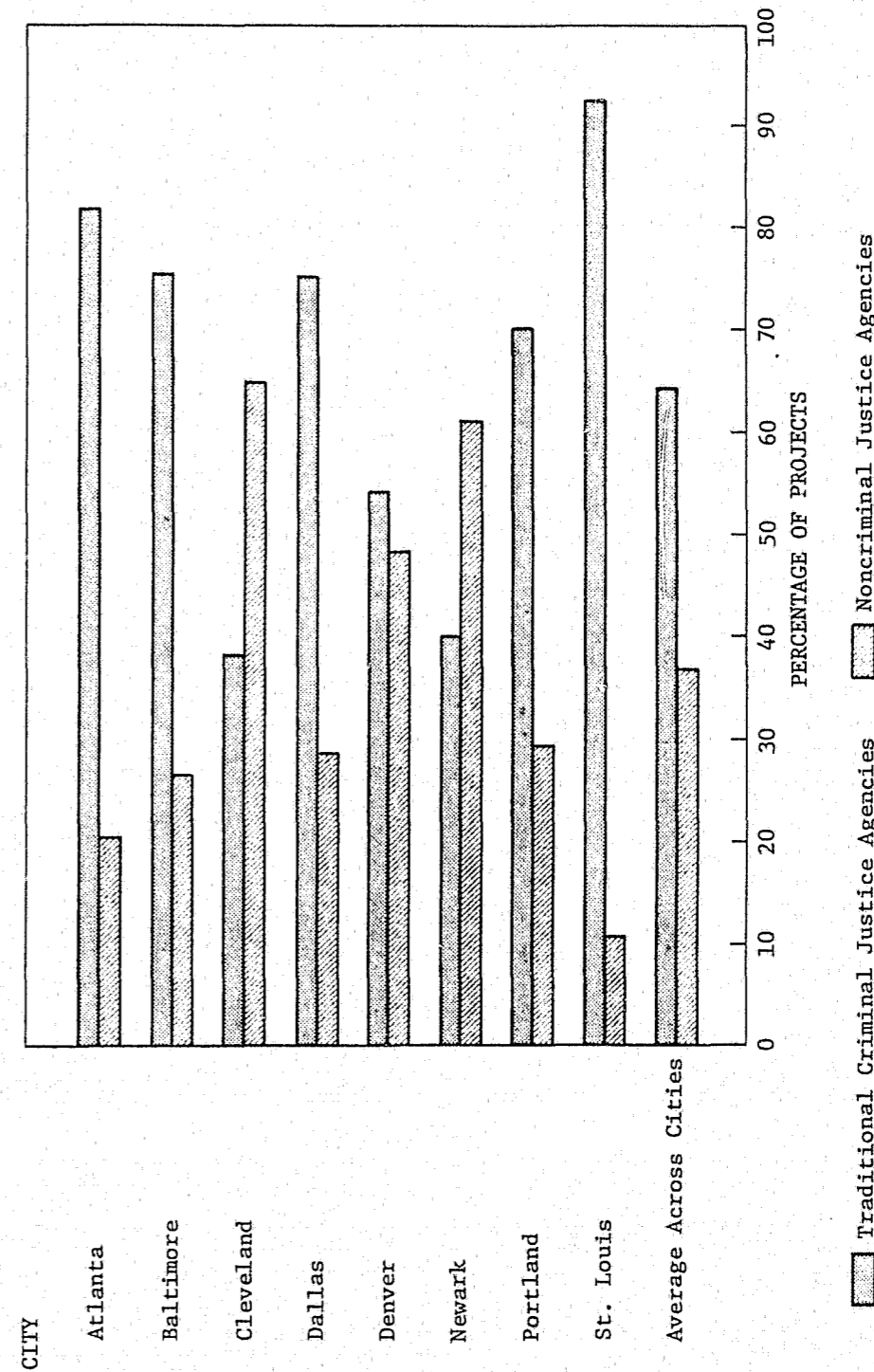
FIGURE 8
TRADITIONAL CRIMINAL JUSTICE AND NONCRIMINAL JUSTICE SPONSORS
% OF PROJECTS BY CITY

☐ Traditional Criminal Justice Agencies   ☐ Noncriminal Justice Agencies

Source: Project Directory Developed by the CATs

CONTINUED

1 OF 3
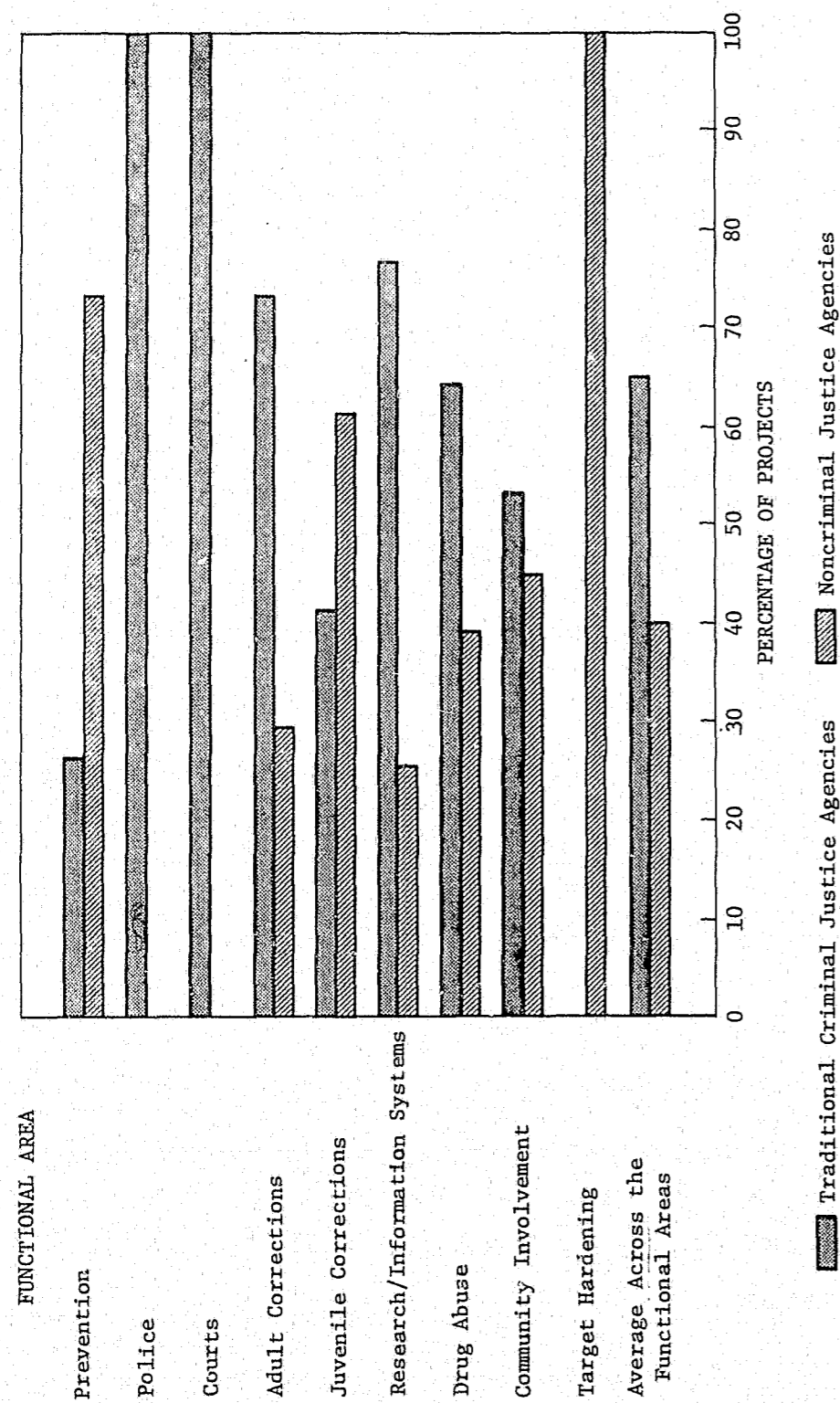
FIGURE 9
TRADITIONAL CRIMINAL JUSTICE AND NONCRIMINAL JUSTICE SPONSORS
% OF PROJECTS BY FUNCTIONAL AREA

Source: Project Directory Developed by the CATs

In summary, while more traditional than nontraditional sponsors implemented High Impact projects, the percentage of projects by type of sponsoring agency varied across the cities. There is, however, a sponsoring pattern across the cities which is especially more pronounced in certain functional areas. Traditional sponsors implemented all of the police and courts projects and most of the adult corrections and research/information projects; noncriminal justice agencies tended to sponsor the target-hardening (for example, a city public works department implemented a street lighting program), prevention, and juvenile corrections projects. Thus, it appears that agencies implement those types of projects which suit agency goals, legal obligations, and are related to agency expectations.

3.4 Project Staffing and the Provision of Services

In this section, questions of staffing, the provision of services, adaptive implementation, project aborts and project continuation are analyzed. Some preliminary questions which drove the analysis were: Are on-going projects fully staffed? To what degree have High Impact projects experienced personnel turnover? Have there been any cancelled projects and what are the reasons for cancellation? Which projects expect to be continued after Impact funding ceases? Have the projects changed objectives or the scope or quality of services? If so, what changes have been made? These questions are addressed in the order that they are presented above, describing past project and staff changes and giving a current picture of staffing, provision of services, and project continuation expectations.

3.4.1 Project Staffing

Most of the projects (72.8 percent) are currently fully staffed. Despite this high percentage, 74.8 percent of the projects have experienced staff turnover, as might be expected, considering that some of

the projects have been operative since 1972. Turnover of staff, though, has varied by position. For example, 29.9 percent of the 147 respondents noted turnover of the project director while 33.3 percent of the respondents noted turnover of supervisory personnel. A much higher percentage of the projects (59.9 percent) reported turnover of professional and para-professional staff.

3.4.1.1 City-by-City Analysis

Looking across the cities, most projects currently are fully staffed, as is shown by the following list.

CITY	NUMBER OF PROJECTS FULLY STAFFED/ NUMBER OF RESPONDENTS*
Atlanta	11/14
Baltimore	12/18
Cleveland	23/30
Dallas	13/13
Denver	17/21
Newark	9/18
Portland	6/7
St. Louis	17/26

As can be seen, half of the Newark projects are currently fully staffed while all of the Dallas projects are. In each of the remaining cities, in excess of 50 percent of the projects are fully staffed.

Turnover of the Project Director, Supervisors, Professionals, and Paraprofessionals

The percentage of city projects with staff turnover obviously varied by staff position (see Figure 10). Regarding turnover of the project director, there was considerable variance across the cities.

*Source: Telephone Questionnaire

80
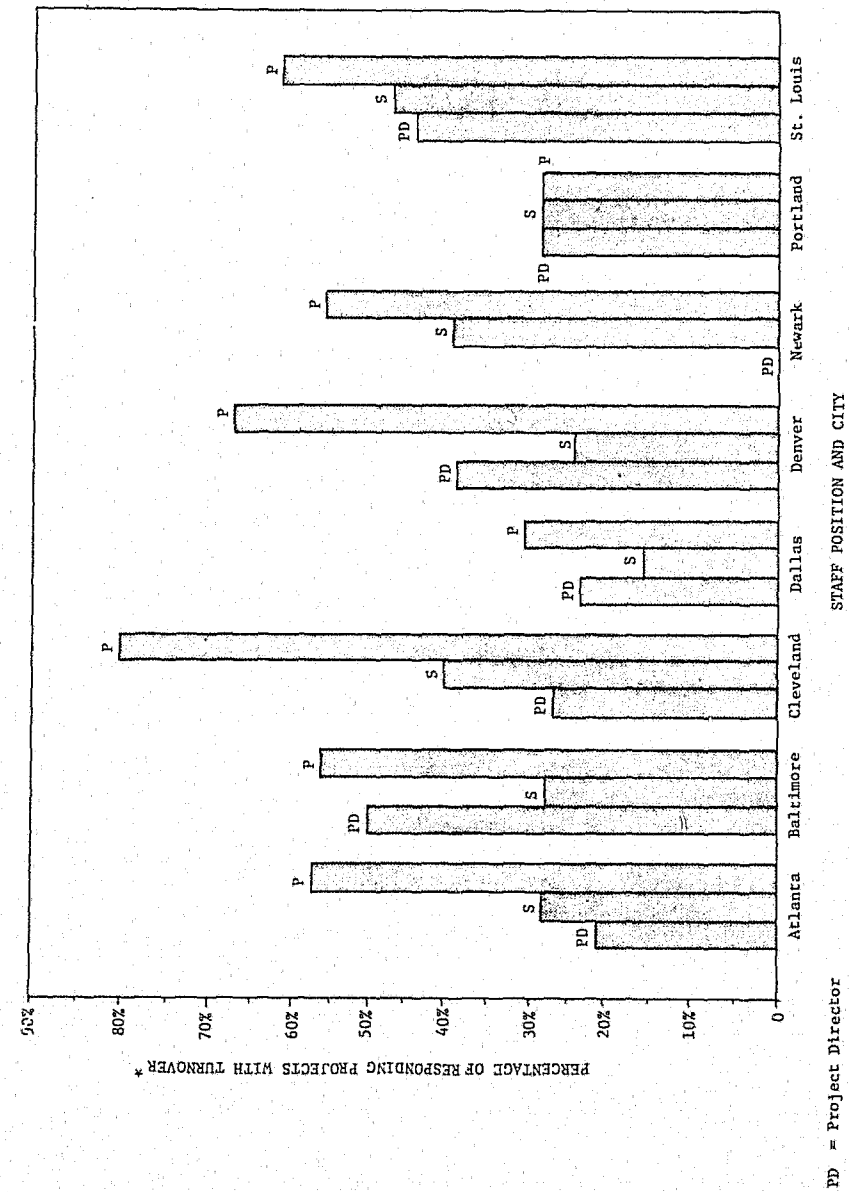
FIGURE 10
TURNOVER OF THE PROJECT DIRECTOR, SUPERVISORS,
PROFESSIONALS & PARAPROFESSIONALS
% OF PROJECTS BY CITY

PD = Project Director
S = Supervisory Staff
P = Professional & Paraprofessionals

*Source: 147 Responses to the Telephone Questionnaire

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Respondents from Newark explained that there had been no turnover there while 50 percent of the Baltimore projects experienced project director turnover.

The percentage of projects experiencing turnover in supervisory personnel was highest for St. Louis (46.2 percent). The percentage of Dallas projects reporting turnover of supervisors was the smallest (15.4 percent).

The percentage of projects with professional staff turnover again varied across the cities, from a low of 28.6 percent for Portland to a high of 80 percent in Cleveland projects.

With the exception of respondents from Portland, it appears that in the remaining cities, turnover of professional personnel is greater than any other position. In Portland, the percentage of projects which experienced turnover was the same for all three categories (28.6 percent). Comparing directors with supervisors, projects in Atlanta, Cleveland, Newark, and St. Louis experienced more turnover of supervisory staff than turnover in the project director position. The reverse was true of projects in Baltimore, Dallas, and Denver.

Obviously, because the number of professional staff almost always exceeds the number of project directors and supervisory staff, projects undoubtedly will experience more professional staff turnover. Likewise, a project director may have more than one supervisor on the staff. Again, one would expect more projects to have had supervisory staff turnover. Aside from this, however, there are several other possible reasons for turnover of staff. Refunding uncertainty, changing project objectives, promotion and performance inadequacy are possible reasons for changes in project staffing. Transfers or promotions within project staffs or within a larger agency sponsoring the project (e.g., the police department), are also likely reasons for turnover of supervisory and professional

personnel. Other possible factors are job insecurity due to the short duration of a grant period and the High Impact program, part-time rather than full-time positions, and periods when there are no pay checks because of funding or refunding delays (e.g., Cleveland's high staff turnover rate may have been closely linked to initial delays in the receipt of funds).

3.4.1.2 Analysis by Functional Area

Looking across functional areas, in excess of one-half of the respondents in 8 of the 9 functional areas indicated that their projects were fully staffed. There was considerable variance across the functional areas, however, with a low of 33.3 percent of the drug abuse projects to a high of 92.3 percent of the courts projects. The percentage of projects which are fully staffed by functional area is as follows:

(a) Courts - 92.3%

(b) Research/Information Systems - 88.9%

(c) Target Hardening - 85.7%

(d) Adult Corrections - 76.9%

(e) Prevention - 72.2%

(f) Juvenile Corrections - 70.4%

(g) Community Involvement - 68.8%

(h) Police - 68.2%

(i) Drug Abuse - 33.3%

The large number of target-hardening and research/information systems projects currently staffed is largely due to their small staff sizes. Also, courts and adult corrections projects are generally fully staffed. This may be due to the fact that these projects are sponsored by traditional agencies whose personnel positions are part of a city or state civil service system, offering job security rather than fears for future employment at project termination. Additionally, civil service systems provide these project employees with increased mobility potential not open to projects operating outside the civil service framework. Police

projects are also interesting in that, comparatively, the percentage of projects fully staffed is quite low even though police projects are sponsored by a traditional criminal justice agency and are part of a civil service system. In this case, the danger involved in being a police officer may be one possible explanation.

Turnover of the Project Director, Supervisors, Professionals and Paraprofessionals

Like the city-by-city figures, the percentage of projects within each functional area with staff turnover once again varied by staff position (see Figure 11). Looking at the project director, the percentage of projects with turnover in this position ranged from a low of zero for courts projects to 66.7 percent of the drug abuse projects. It is likely that the courts projects have no turnover because the project directors are, in many cases, judges and chief prosecutors occupying permanent positions outside the project. This is not true with the drug abuse projects where the position of project director is dependent on year-to-year funding.

Regarding supervisory personnel turnover, there is a narrower variation across the projects. Only 14.3 percent of the target-hardening projects experienced turnover while over half of the prevention projects noted such. Once again, a small percentage of the courts projects had turnover.

The range of projects with professional staff turnover is large, with the target-hardening projects again being the lowest at 14.3 percent (few employees in these projects). However, 80.8 percent of adult corrections projects experienced turnover in their professional staff, followed by prevention (77.8 percent), drug abuse and juvenile corrections projects (66.7 percent). Other functional areas experiencing in excess of 50 percent turnover in professional staff were: police, courts, and community involvement.
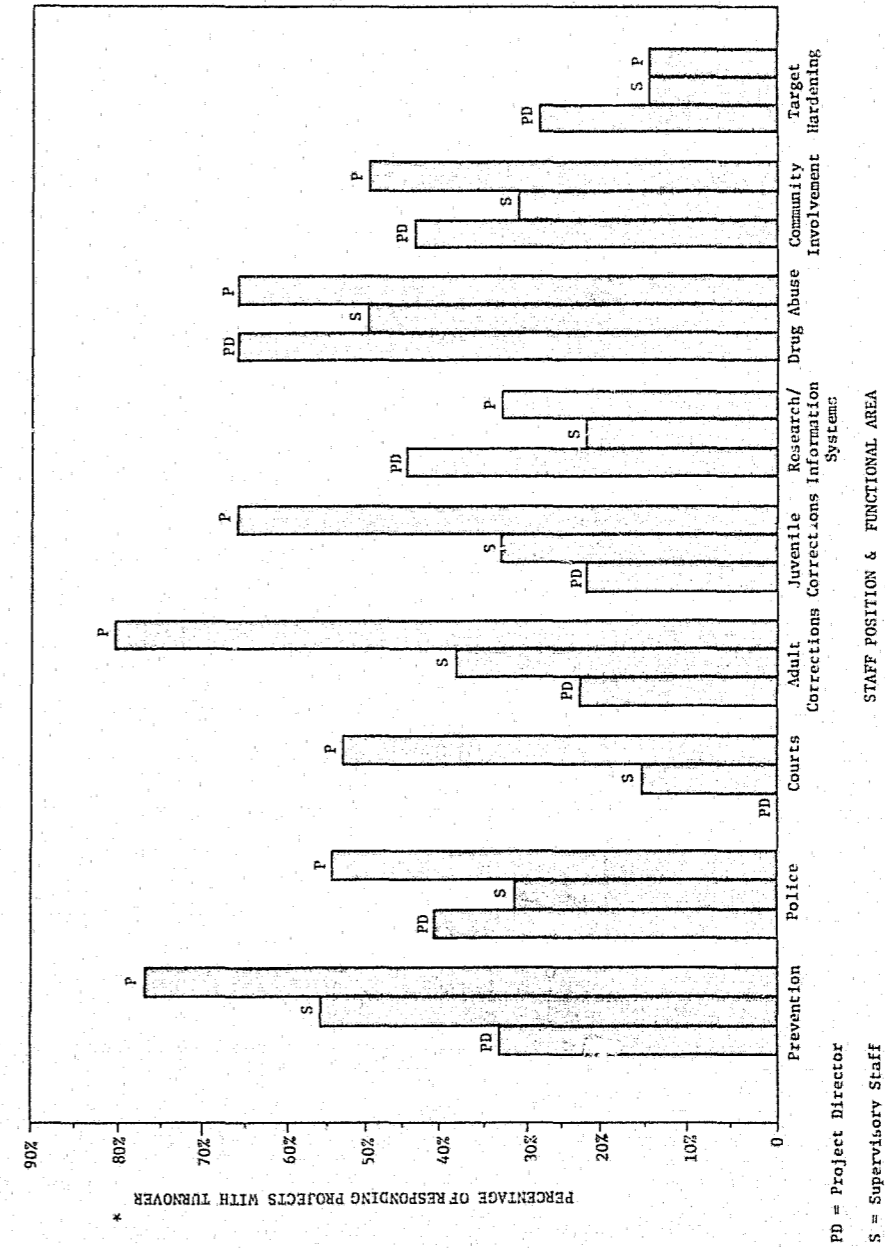
FIGURE 11
TURNOVER OF THE PROJECT DIRECTOR, SUPERVISORS,
PROFESSIONALS & PARAPROFESSIONALS
% OF PROJECTS BY FUNCTIONAL AREA

STAFF POSITION & FUNCTIONAL AREA

PERCENTAGE OF RESPONDING PROJECTS WITH TURNOVER

PD = Project Director
S = Supervisory Staff
P = Professionals & Paraprofessionals

* Source: 147 Responses to the Telephone Questionnaire

3.4.2 The Provision of Services

Nearly two-thirds (63.9 percent) of the respondents to the telephone questionnaire indicated that their projects were providing all of the services that were outlined in their grant applications. By city, between 44.4 percent and 84.6 percent of the projects are providing all planned services. Newark has the least percentage of projects providing all planned services and St. Louis has the most. A breakdown of the cities follows in descending order:

    (a) St. Louis — 84.6%

    (b) Denver — 76.2%

    (c) Dallas — 69.2%

    (d) Atlanta — 64.3%

    (e) Portland — 57.1%

    (f) Cleveland — 56.7%

    (g) Baltimore — 50.0%

    (h) Newark — 44.4%

The range of service provision percentages by functional area is between 50 percent of the drug abuse projects to 84.6 percent of the courts projects. A listing of the functional areas by percentage of projects providing all scheduled services is as follows:

    (a) Courts — 84.6%

    (b) Adult Corrections — 73.1%

    (c) Target Hardening — 71.4%

    (d) Prevention — 66.7%

    (e) Community Involvement — 62.5%

    (f) Police — 59.1%

    (g) Juvenile Corrections — 55.6%

    (h) Research/Information Systems — 55.6%

    (i) Drug Abuse — 50.0%

It seems then that over half of the projects in each functional area and in each city, except Newark, are providing all of the services outlined in the grant applications.

3.4.3 Project Continuation

Many project directors felt the question of project continuation was somewhat premature. In most cases, however, they confidently expressed a "yes" or "no." Should their answers prove to be accurate, 63.3 percent of the projects will continue after Impact funding ceases.

3.4.3.1 City-by-City Analysis

Only 7 of the 18 project directors from Newark anticipate continued funding while 12 of the 13 project directors from Dallas foresee future funding. A breakdown of the percentage of projects expecting to be continued by city follows in descending order:

    (a) Dallas — 92.3%

    (b) Denver — 76.2%

    (c) St. Louis — 73.1%

    (d) Baltimore — 66.7%

    (e) Atlanta — 64.3%

    (f) Portland — 57.1%

    (g) Cleveland — 46.7%

    (h) Newark — 38.9%

The percentage figures for Atlanta, Baltimore, St. Louis, Denver, and Dallas are above the mean of 63.3 percent across the cities and the percentage figures for Newark, Cleveland, and Portland are below. Interestingly, these percentages (based on project-level expectations) are different from the percentages indicated by the CATs as seen in Section 2.0. In every city, the CAT anticipated significantly fewer projects being continued than did personnel at the project level. A comparison of the percentage of projects that will be continued, based on the expectations of the CATs and projects, is illustrated in the following list:

CITY	PERCENTAGE ANTICIPATED BY THE CAT	PERCENTAGE ANTICIPATED AT THE PROJECT LEVEL
Dallas	75	92.3
Denver	60	76.2
St. Louis	25	73.1
Baltimore	10-20	66.7
Atlanta	CAT could not estimate	64.3
Portland	40	57.1
Cleveland	less than 33.3	46.7
Newark	11-28	38.9

The discrepancy between the city-level and project-level estimates is partially because the CATs made the estimations based on an assumption of what the city could assume financially while the project personnel were basing their estimations on what city, county, state, federal, or private sources might assume. Across all the cities, therefore, project directors tended to show a much larger degree of confidence regarding continuation funding than did the CAT. The difference in estimations is especially pronounced for the cities of Baltimore and St. Louis, and somewhat smaller for the remaining cities.

3.4.3.2 Analysis by Functional Area

Regarding continuation, the projects in the 9 functional areas varied between 50 and 89 percent in their expectations for continuation. For instance, while 8 of the 9 research/information systems project directors anticipate future funding, only 8 of the 16 respondents representing community involvement projects and 3 of the 6 drug abuse projects anticipate continued funding. A list of the functional areas by percentage of projects anticipating continued funding follows in descending order.

    (a) Research/Information Systems - 88.9%

    (b) Target Hardening - 85.7%

    (c) Police - 68.2%

    (d) Juvenile Corrections - 66.7%

    (e) Prevention - 66.7%

    (f) Courts - 61.5%

    (g) Adult Corrections - 57.7%

    (h) Drug Abuse - 50.0%

    (i) Community Involvement - 50.0%

Overall, it appears that equipment is a major reason for the anticipated continued operation of the target-hardening and research/information systems projects. The major costs of these projects, namely, the computers and street lighting equipment, represent one-time-only costs. With most of the other projects this is not the case. It also seems that police projects will continue to be refunded as will juvenile corrections and prevention projects. It is likely that system improvement objectives and the growing number of juvenile offenders represent city priorities to the project directors and form the bases for continued funding expectations in these functional areas.

3.4.4 Relationship of Staffing to the Provision of Services

It seems logical to assume that activities and services should increase as the number of staff increases to the point where a fully staffed agency is providing all planned services. Nonetheless, the percentage of those projects which are fully staffed is greater than the percentage of projects which are currently providing all of the services as enumerated in their grant applications (see Figure 12). This difference is particularly noticeable in Dallas where 100 percent of the projects are fully staffed, but only 69.2 percent of the projects are currently providing all of the planned services. This is also true of Atlanta, Baltimore, Cleveland, and Portland, but to a lesser degree. The only city where the reverse is true is St. Louis. Here, 61.5 percent of the projects are fully staffed but 84.6 percent of the projects report that they are currently providing all of the services outlined in the grant application.

100%
90%
80%
70%
60%
50%
40%
30%
20%
10%
0

PERCENTAGE OF RESPONDING PROJECTS *

Atlanta Baltimore Cleveland Dallas Denver Newark Portland St. Louis

CITY

■ Fully Staffed
▨ All Services
□ Continuation
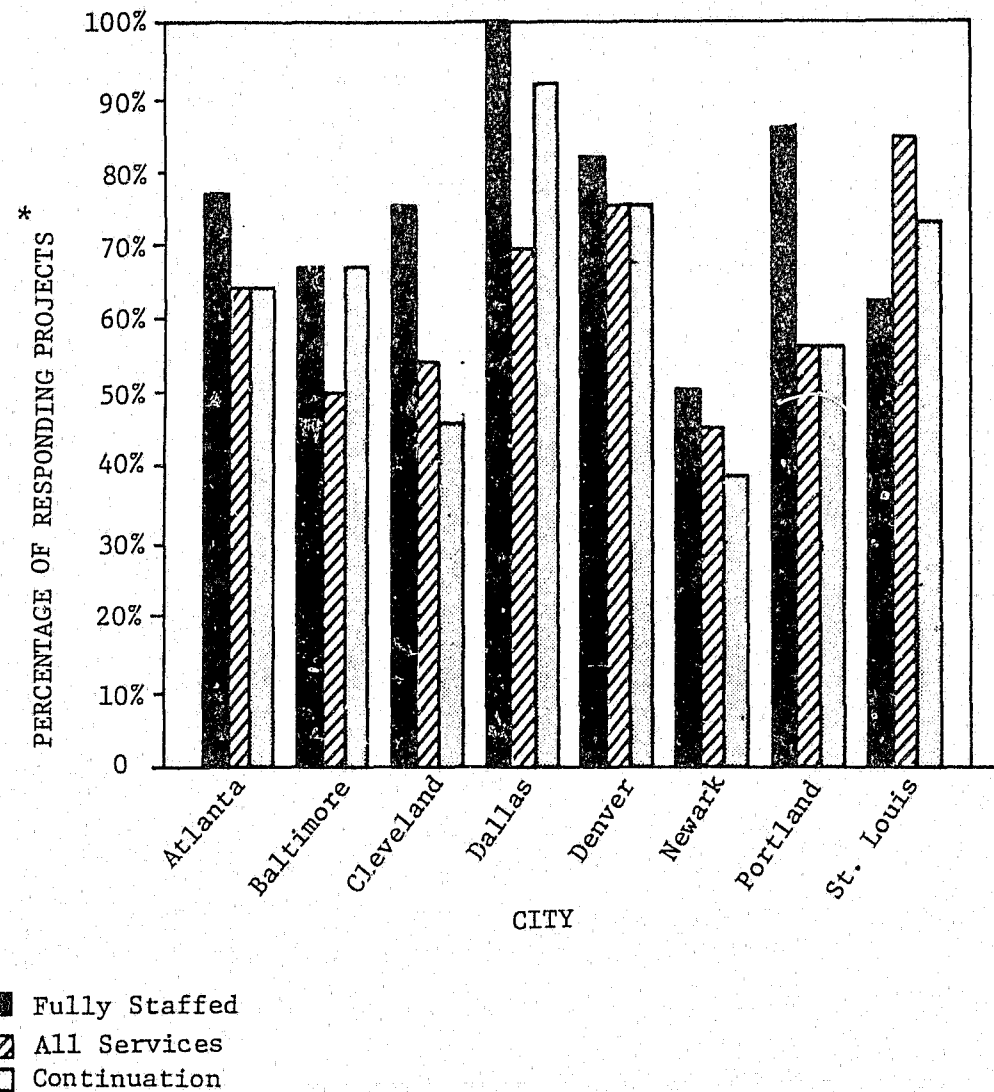
* Source: 147 Responses to the Telephone Questionnaire

FIGURE 12
PERCENTAGE OF PROJECTS FULLY STAFFED, PROVIDING ALL
PLANNED SERVICES, & ANTICIPATING CONTINUATION
% OF PROJECTS BY CITY

Similarly, across the functional areas, the percentage of fully staffed projects was higher than the percentage of projects providing all of the planned services (see Figure 13). The one exception, however, was drug abuse. These projects were the only ones which were not fully staffed, yet providing all planned services.

3.4.5 Relationship of Provision of Services to Project Continuation

There are some interesting comparisons by city of the percentage of projects providing all of the planned services and the percentage of projects anticipating continuation. Three characteristics stand out (see Figure 12).

First, the percentage of full-service projects and the percentage of projects anticipating continuation is the same for the cities of Atlanta, Denver, and Portland.

Second, the cities of Cleveland, Newark and St. Louis have a greater percentage of full-service projects than projects anticipating continuation.

Third, Dallas and Baltimore are the only 2 cities where more projects expect to be continued than are providing all of the planned services. In Dallas, 92.3 percent of the projects anticipate continued operation but only 69.2 percent of them are currently full-service projects while in Baltimore, 66.7 percent of the projects expect continuation, but 50 percent are providing all planned services.

Looking across the functional areas, there are also 3 interesting characteristics (see Figure 13). First, the percentage of prevention and drug abuse projects to continue is the same as the percentage of projects providing all of the planned services· namely, 66.7 and 50 percent.

FUNCTIONAL AREA

■ Fully Staffed
▨ All Services
☐ Continuation
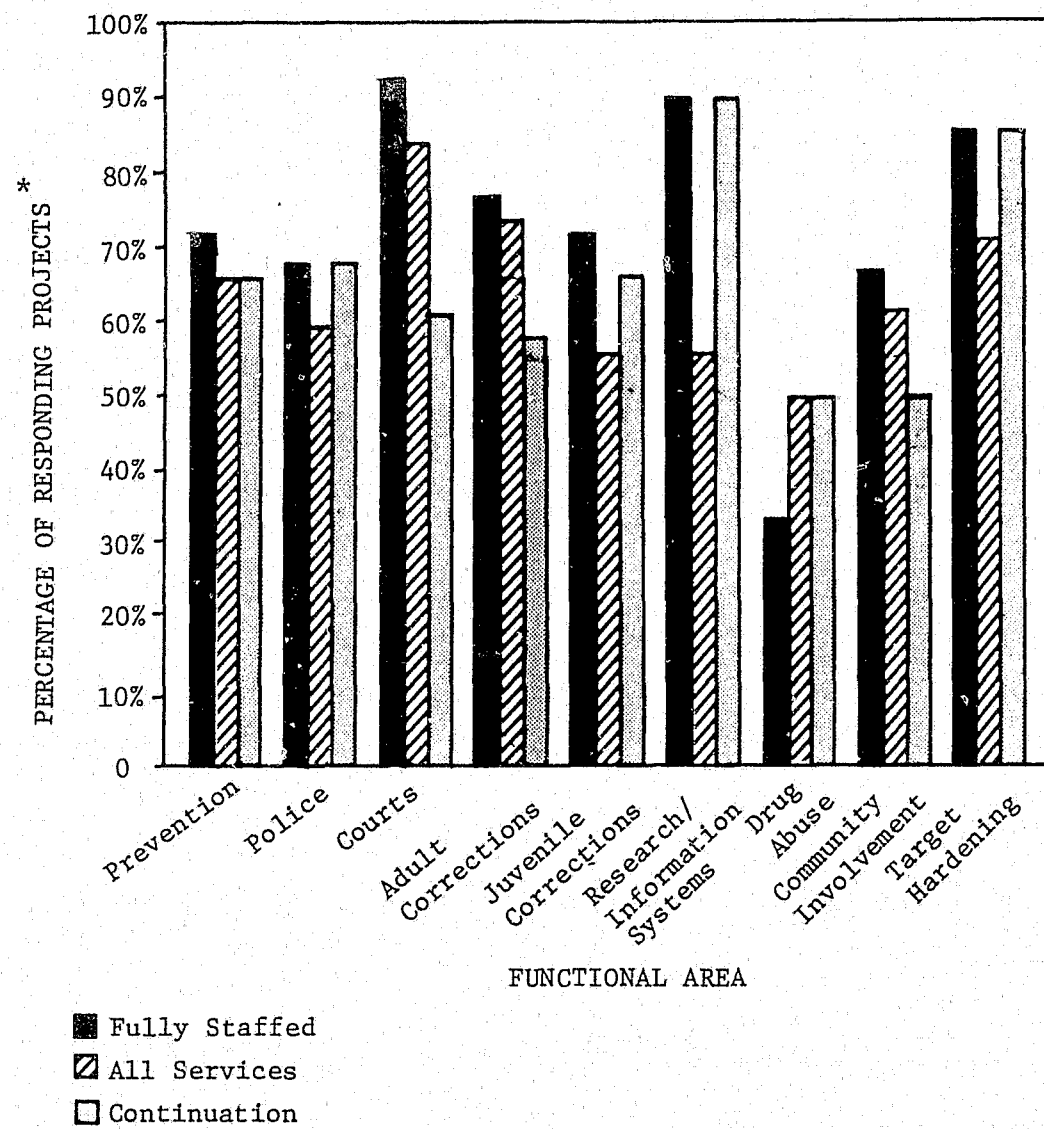
* Source: 147 Responses to the Telephone Questionnaire

FIGURE 13
PERCENTAGE OF PROJECTS FULLY STAFFED, PROVIDING ALL PLANNED
SERVICES, & ANTICIPATING CONTINUATION
% OF PROJECTS BY FUNCTIONAL AREA

92

Second, the courts, adult corrections, and community involvement functional areas have a greater percentage of full-service projects than projects anticipating continuation.

Last, the percentage of projects in the functional areas of research/ information systems, target hardening, police, and juvenile corrections is greater for project continuation than for full-service projects. It seems, as was stated in Section 3.4.3, that the one-time costs of equipment, system improvement objectives, and the increasing number of juveniles may be the reasons for the belief in project continuation and that the status of being a full-service project is only one of several variables determining project continuation.

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3.4.6 Adaptive Implementation

Of the 126 responses to the question on adaptive implementation in the mail questionnaire, 66 or 52.4 percent of the projects indicated that there had been a change in project scope, objectives, or quality of service. The remaining 60 respondents indicated that their projects experienced no change whatsoever. Of those projects experiencing change, a number of projects changed in more than one area. Change in scope and quality of services were the most frequently cited by these respondents. Of the 66 respondents noting change, 68.2 percent said that the change was in scope and 63.6 percent said that the change was in quality of services. Only 16 of the 66 respondents mentioned changing project objectives (24.2 percent).

3.4.6.1 City-by-City Analysis

Of the 8 cities represented by the respondents, 5 cities experienced change in more than 50 percent of their projects in terms of either project scope, objectives, or quality of services (see Figure 14). They are Baltimore, Portland, Newark, Cleveland, and Denver. On the other hand, 40 percent or less of the projects in Dallas, Atlanta, and St. Louis experienced change. Once again, change was largely in scope and quality of services. Very few projects changed their objectives.

3.4.6.2 Analysis by Functional Area

Of the functional areas, courts projects changed the least (16.7 percent). Police projects also experienced minimal change (27.3 percent). Nevertheless, 63.6 percent of the juvenile corrections, 66.7 percent of community involvement projects, 73.3 percent of the prevention projects, and 78.6 percent of the adult corrections projects indicated change (see Figure 15). Again, these changes were largely in project scope and quality of services rather than changes in objectives.

A factor that may play an important role in adaptive implementation is discretion. Specifically, police and courts projects have minimal
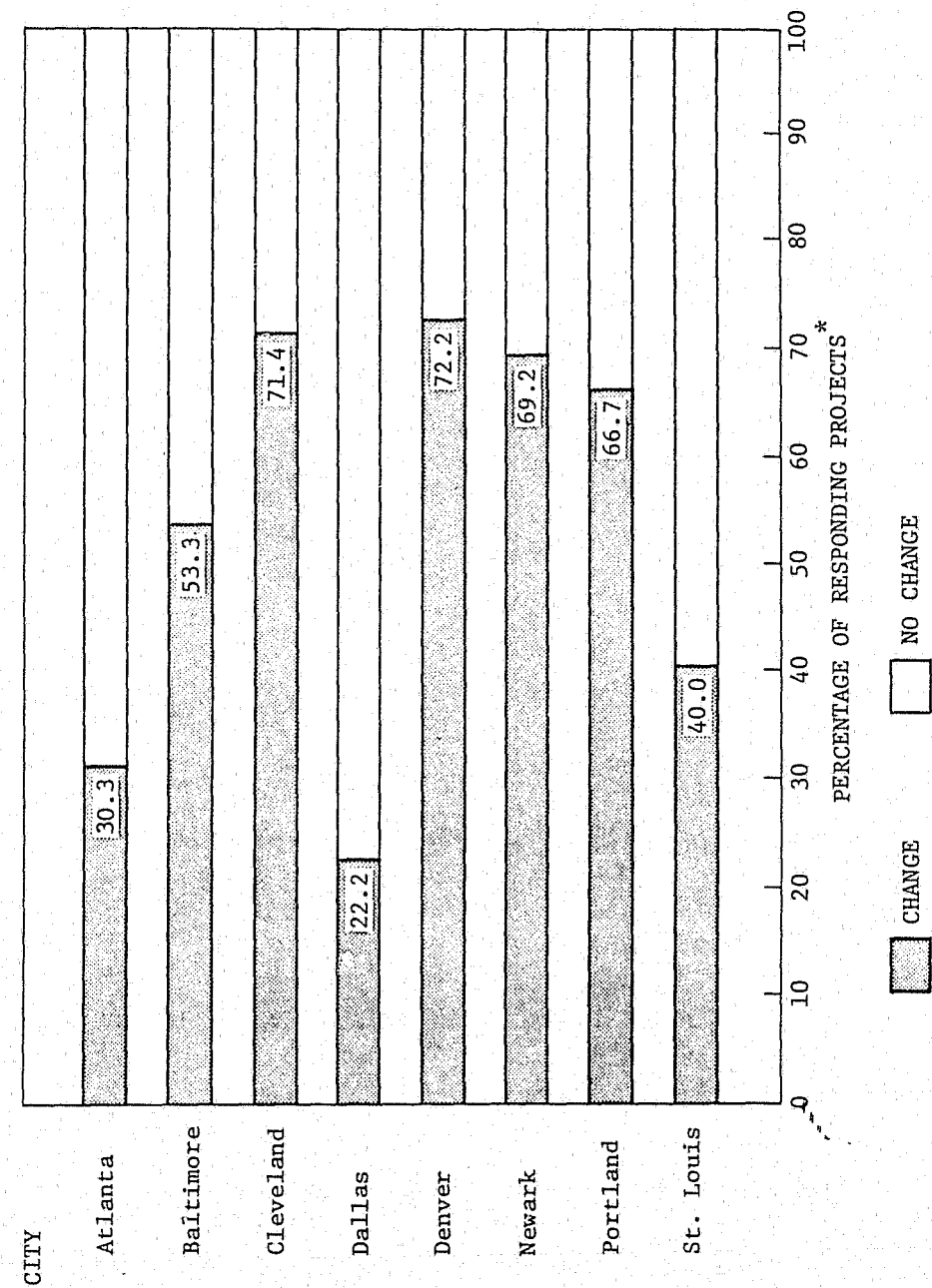
FIGURE 14
ADAPTIVE IMPLEMENTATION
% OF PROJECTS EXPERIENCING CHANGE BY CITY

* Source: 126 Responses to the Mail Questionnaire

FUNCTIONAL AREA

Prevention
Police
Courts
Adult Corrections
Juvenile Corrections
Research/Information Systems
Drug Abuse
Community Involvement
Target Hardening

PERCENTAGE OF RESPONDING PROJECTS*
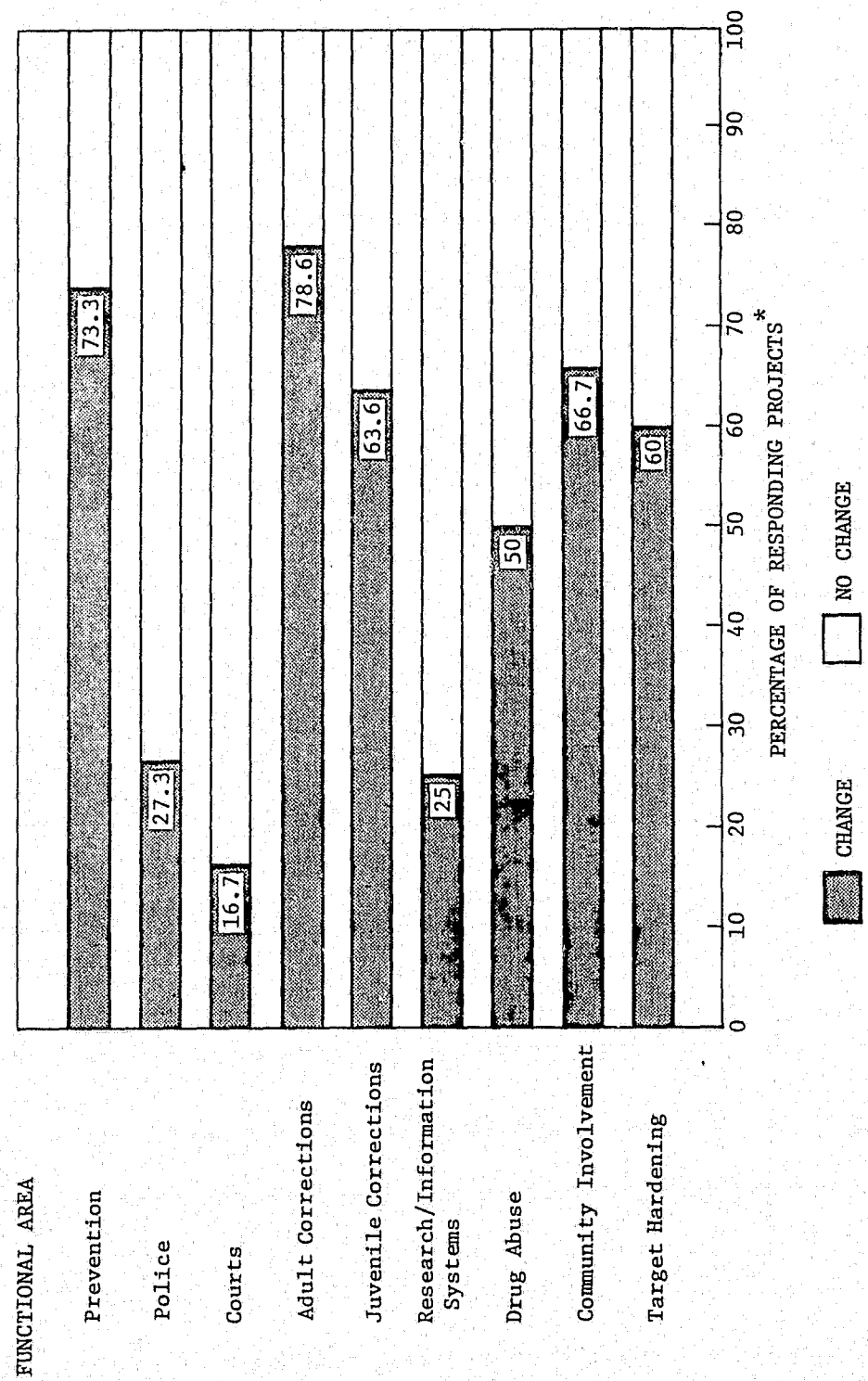
■ CHANGE   □ NO CHANGE

FIGURE 15
ADAPTIVE IMPLEMENTATION
% OF PROJECTS EXPERIENCING CHANGE BY FUNCTIONAL AREA

* Source: 126 Responses to the Mail Questionnaire

room for maneuver, compared to juvenile corrections, adult corrections, and prevention projects. Police and courts projects exercise little discretion over the number or range of clients and the options available for client management. Corrections and prevention project directors, on the other hand, must adjust to a number of variables including the number and type of clients, community support or opposition, and various treatment modalities available or needed. A corrections treatment center, for example, may have to adjust its focus to a reduced number of referrals because of coordination problems and trial delays of Impact offenders, or reorient the treatment program to a younger or older group of clients. Corrections projects, therefore, are more likely to be viewed as dynamic and changing in comparison to courts or police projects.

Regarding changes in objectives made by 16 of the projects, there were two types. One involved changes in the scope of the objectives, i.e., modifications in the number of objectives delineated in the grant application or in the quantitative measures. The second type concerned changes in the substance or nature of the objectives because of a major alteration in project activities.

Change in the scope of the objectives occurred either because of an increase or decrease in existing services or the addition of new services. Based on the responses provided by the project representatives, there were several reasons for these modifications; namely, an increasing number of skilled project personnel, an attempt to hasten the delivery of services by concentrating on fewer services, a downward shift in the perception of what objectives the project actually could meet and quantitatively measure, or a delay in project start-up and consequently less available time for project operation. Interestingly, this latter reason was only mentioned by 6 adult corrections projects in Portland where the average date for the initial provision of services was the slowest of the 8 cities.

In addition, 2 prevention projects in Denver lacked the anticipated number of clients. In both projects, the criteria for selecting clients were changed from concentrating on the criminal history of the referral to the individual's motivation to participate in project activities and to matching project services to client needs.

Changes in the substance or nature of the objectives was noted by only 1 project representative. In this case, the project, as originally planned, was dependent on the completion of services by another agency. Because these services were never forthcoming, thus making completion of project activities impossible, the objectives were changed to reflect the unavailable services rather than the original objectives stipulated in the grant application.

3.4.7   Aborted Projects

Across the cities, 12 projects have aborted or have been unable to provide services under their respective grants. The cities of Atlanta and Baltimore each had 1 aborted project, Cleveland 8, and Denver, 2. These 12 projects constitute a failure rate of 5.5 percent of the total 220 projects reported by the ROs.

Atlanta experienced 1 project abort during the course of its program. The Coordinated Juvenile Work Release Project, operated by the Atlanta Business League, was unable to secure the necessary matching funds.

Baltimore, also, experienced 1 project abort, the East Baltimore Adolescent Detoxification Center operated by the Johns Hopkins Hospital and the East Baltimore Community Corporation. The reasons for the abort were problems in locating a site because of community opposition and failure to select a project director.

Cleveland experienced 8 project aborts. Two projects, the Center for Human Services and the Juvenile Court Component--Group Homes, lacked a

sufficient number of clients because the group homes, which referred individuals to the center and court component, were either unimplemented or partially implemented. The Diagnostic and Treatment Component of Pre-Trial Delay requested to be terminated because of an insufficient number of individuals who could benefit from the services and personnel turnover. The Big Brothers Post-Release project also asked to be terminated because of their inability to obtain a sufficient number of volunteer workers. The Institutional Post-Release project had problems with staff turnover, untrained personnel, and finding meaningful employment opportunities for clients. The Comprehensive Corrections Unit Phase II was terminated because the facility where the treatment services were to be provided was in need of renovation. Finally, the Police Organization, Management, and Operations Study was never implemented with Impact funds and consequently, the Patrol Allocation Study, dependent on the completion of the former study, was never implemented.

Denver experienced 2 project aborts to date. One project, Prosecutor's Management Information Systems (PROMIS), was cancelled as a result of the subgrantee's rejection of the grant award due to his reluctance to accept the national model for PROMIS projects. The second project, the Denver Community Work Release Center, was dropped because of community resistance to the initially chosen location and excessive renovation costs of the alternative site. (See Appendix VI.)

There were no project aborts reported for Portland. However, 2 major grant applications have been temporarily rejected by the RO, totaling nearly 2 million dollars in requested funds. As of January, 1975, the applications, which are requests for expanded street lighting and for an improved public safety communications system, had been awaiting final action from 3 to 5 months.

The remaining cities of Dallas, Newark, and St. Louis had no project aborts.

3.5 Analysis of the Time Required to Implement Impact Projects

This discussion focuses on the time required for implementing
projects from the submission of grant applications to the initial
provision of services. The results reported are based on information
received from mail surveys distributed to projects.

The speed with which grant applications are processed, awards
made, and projects begin providing services is a critical feature of
a short-term program such as Impact. In fact, these 3 dates can
be considered as key indicators of the length of the start-up process
and represent the major activities to be accomplished in translating
money into services.

The analyses presented are intended to show gross trends across
the cities and functional areas only. Since 65.4 percent of the
projects listed in the project directory responded to these questions,
precise measurement of these activity dates is restricted. Additionally,
in some cases, respondents indicated that the dates filled in were only
estimates. It is expected that other respondents may also have estimated
these dates, leaving their real accuracy open to question. A final
problem is the fact that because each city has a small number of projects in
some functional areas, it is presently impossible, with the data that
are available, to analyze each city by functional area.

3.5.1 Analysis Across the Cities

January 1972, the beginning of the Impact program, provides
the baseline date for the comparison of implementation time across the
cities and the functional areas. Across the cities, it appears that 7.5
months were required, on the average, to complete the cycle from grant appli-
cation to the initial provision of services. Cities varied individually from
a high of 15.9 months in Portland to a low of 4.6 months in Dallas
(see Figures 16, 17, and 18 and Appendix VII).

NUMBER OF MONTHS REPORTED BY RESPONDING PROJECTS*
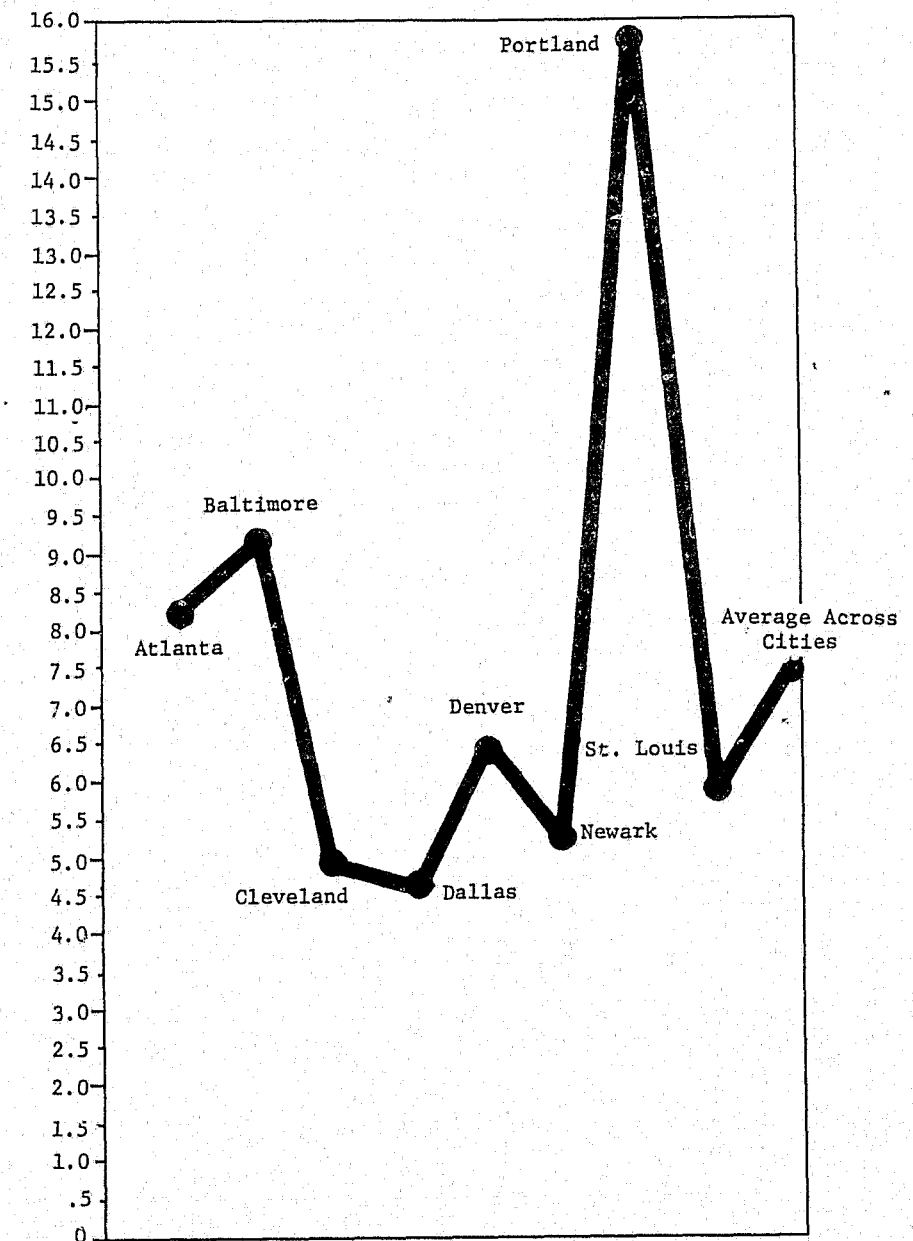
See Appendix VII for the Range of Months by City

*
Source: 119 Responses to the Mail Questionnaire

FIGURE 16
AVERAGE NUMBER OF MONTHS REQUIRED FROM SUBMISSION
OF GRANT APPLICATION TO INITIAL PROVISION OF
SERVICES FOR IMPACT PROJECTS BY CITY

Submission

Atlanta 4.7 8.3
Baltimore 3.1 9.2
Cleveland 3.3 4.8
Dallas 3.1 4.6
Denver 4.5 6.5
Newark 3.2 5.2
Portland 10.2 15.9
St. Louis 3.4 5.9
Average Across the Cities 4.4 7.5

0

◇ = Award
○ = Initial Provision of Services
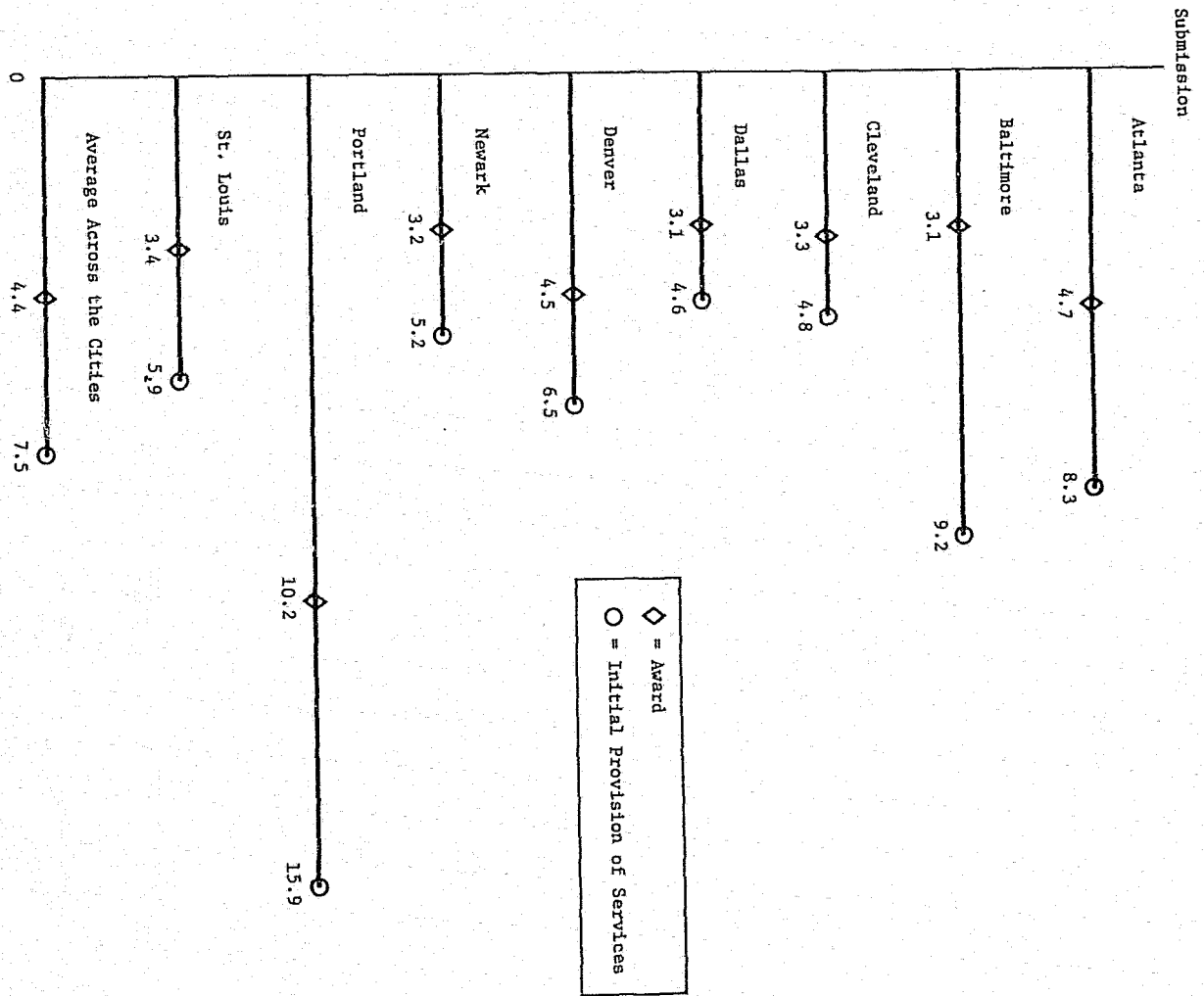
Source: 119 Responses to the Mail Questionnaire

See Appendix VII for the Range of Months by City

FIGURE 17
AVERAGE TIME REQUIRED FROM GRANT SUBMISSION TO
AWARD TO THE INITIAL PROVISION OF SERVICES
NUMBER OF MONTHS BY CITY AS REPORTED BY RESPONDING PROJECTS*

	Submission	Award	Initial Provision of Services
Atlanta	13.1	17.8	21.4
Baltimore	12.1	15.2	21.3
Cleveland	11.1	14.4	15.9
Dallas	13.3	16.4	17.9
Denver	16.4	20.9	22.9
Newark	16.7	19.9	21.9
Portland	13.3	23.5	29.2
St. Louis	9.6	13.0	15.5
Average Across the Cities	12.9	17.3	20.4

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30
1/72   1/73   1/74

• Submission
▲ Award
■ Initial Provision of Services

See Appendix VII for the Range of Months by City

Source: 119 Responses to the Mail Questionnaire

FIGURE 18
AVERAGE TIME REQUIRED FROM GRANT SUBMISSION TO AWARD TO THE
INITIAL PROVISION OF SERVICES, MONTH AND YEAR BY CITY

Looking further at the projects across the cities, it appears that the average grant application was submitted 12.9 months into the program. In addition, the average award date for projects was some 3.4 months later or 17.3 months into the program. The average turnaround time from award to initial provision of services was 3.1 months and start-up averaged 20.4 months into the program.

Across the responding projects by functional area, it appears that courts projects began providing services in more rapid fashion than any of the other functional areas, requiring only 4.6 months to complete the submission to start-up process. Drug abuse projects required the greatest amount of time to become operational, 13.4 months. The average across all the functional areas was 7.2 months[3] (see Figure 19).

In looking across the functional areas, it is also interesting to note changes in the time required by type of sponsoring agency. For the four functional areas (prevention, adult corrections, juvenile corrections, and community involvement) for which sufficient data are available to describe traditional criminal justice agency sponsors and noncriminal justice sponsors, it appears that noncriminal justice sponsors enjoyed a rather speedy turnaround time of 5.6 months from submission of the grant application to the initial provision of services compared to 9.4 months for traditional criminal justice sponsors. Within the individual functional areas, traditional criminal justice agencies operating prevention projects were the most rapid implementors, requiring only 3.7 months. Adult corrections projects operated by traditional agencies required the longest time for implementation, namely, 12 months (see Figure 20).

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[3]The difference between 7.5 months and 7.2 months as an average across the cities and functional areas is because the latter analysis does not include the small number of projects in the target-hardening and other functional areas.

FUNCTIONAL AREA

NUMBER OF MONTHS AS REPORTED BY RESPONDING PROJECTS[1]
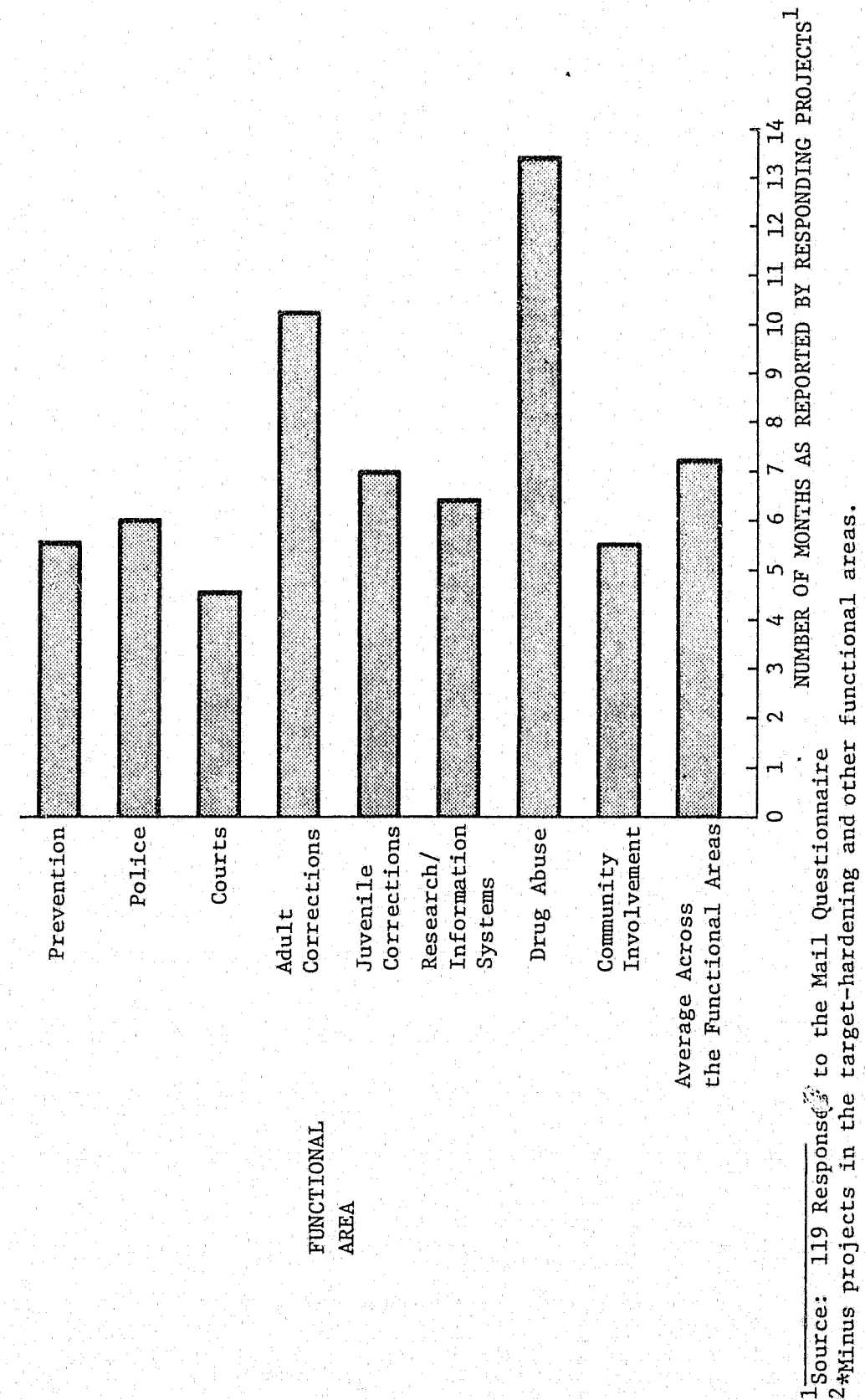
FIGURE 19

AVERAGE TIME FROM GRANT SUBMISSION TO THE INITIAL PROVISION OF SERVICES NUMBER OF MONTHS BY EIGHT FUNCTIONAL AREAS*[2]

[1]Source: 119 Responses to the Mail Questionnaire
[2]*Minus projects in the target-hardening and other functional areas.

FUNCTIONAL AREA

Prevention

Adult Corrections

Juvenile Corrections

Community Involvement

Average for the Four
Functional Areas

NUMBER OF MONTHS
AS REPORTED BY RESPONDING PROJECTS*

▨ Traditional Criminal Justice Agency   ▨ Noncriminal Justice Agencies
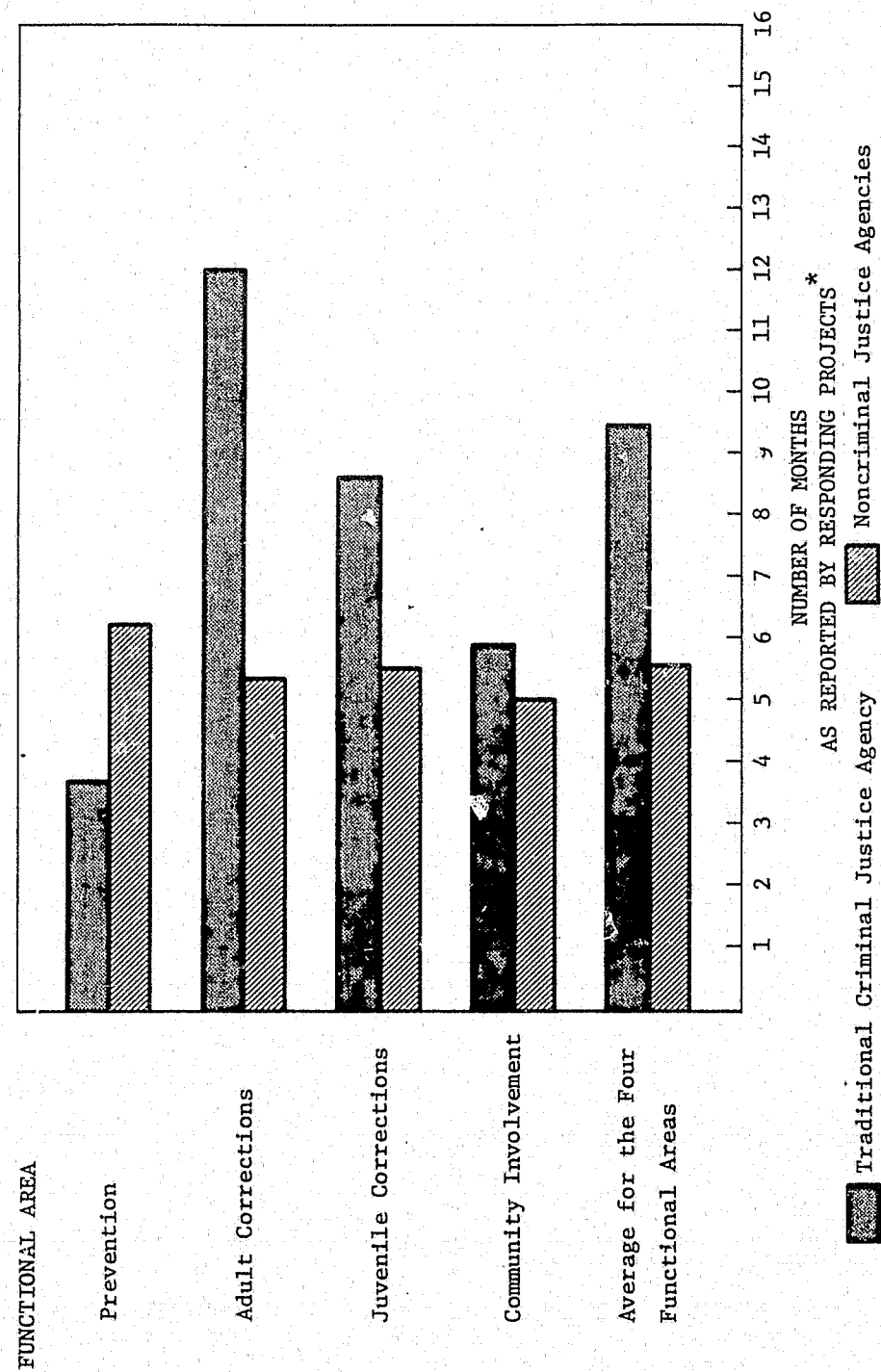
FIGURE 20
AVERAGE TIME FROM GRANT SUBMISSION TO THE INITIAL PROVISION OF SERVICES
NUMBER OF MONTHS BY TYPE OF SPONSORING AGENCY
FOR FOUR FUNCTIONAL AREAS

* Source: 119 Responses to the Mail Questionnaire

Drug abuse projects also submitted their grant applications later into the program than projects in any other functional area and were the latest ones to initiate service provision. Community involvement projects, on the other hand, submitted their grant applications and were providing services sooner into the program than projects in other functional areas (see Figure 21).

3.5.2 City-by-City Analysis

Atlanta

Atlanta projects required an average of 8.3 months from the time of submission of grant application to the time of initial provision of services. The time from submission to award averaged about 4.7 months and the time from award to start-up was approximately 3.6 months. In general, Atlanta required slightly more time than the average of 7.5 months across the cities.

The average Atlanta project submitted its grant application 13.1 months into the program. The average award was normally granted 17.8 months into the program. With the average start-up occurring nearly 3.5 months later, Atlanta projects tended to begin operations as late as 21.4 months from program inception. This is 1 month later than the average across the cities.

Baltimore

Baltimore projects required an average of 9.2 months to complete the activities required between the submission of grant application and the initiation of service delivery. The time required from submission to award averaged about 3.1 months, 1.3 months faster than the average across the cities. However, the period between award and start-up, 6.1 months, was the longest of all the cities, surpassing the mean across the cities by some 3 months.

The average Baltimore project submitted its grant application 12.1 months into the program. Award was generally received 15.2 months into the program. Actual service delivery normally began 21.3 months into the program, about a month later than the average starting date across the cities.

FUNCTIONAL AREA

Prevention — 11.3 ● 16.3 ▲ 16.9 ■

Police — 11.2 ● 14.0 ▲ 17.2 ■

Courts — 15.2 ● 17.8 ▲ 19.8 ■

Adult Corrections — 12.6 ● 18.8 ▲ 22.8 ■

Juvenile Corrections — 13.6 ● 18.5 ▲ 20.6 ■

Research/Information Systems — 16.0 ● 19.6 ▲ 22.4 ■

Drug Abuse — 17.3 ● 21.0 ▲ 30.7 ■

Community Involvement — 10.9 ● 13.9 ▲ 16.5 ■

Average Across the Functional Areas — 12.7 ● 17.0 ▲ 19.9 ■

1/72   1/73   1/74

TIME AS REPORTED BY RESPONDING PROJECTS[1]

● Submission
▲ Award
■ Initial Provision of Services

[1] Source: 119 Responses to the Mail Questionnaire.
[2] Minus projects in the target-hardening and other functional areas.

FIGURE 21
AVERAGE TIME REQUIRED FROM GRANT SUBMISSION TO AWARD TO THE INITIAL
PROVISION OF SERVICES, MONTH AND YEAR BY FUNCTIONAL AREA[2]

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Cleveland

Cleveland projects, in general, reflected a rapid implementation pace (only Dallas required a shorter amount of time) after grant application submission, 4.8 months. The bulk of this period, 3.3 months, was spent in grant application review and the issuance of award. Only 1.5 months were, on the average, needed by projects to begin their operations after award was received.

The average grant application for Cleveland projects was submitted 11.1 months into the program. Award was normally made at 14.4 months and start-up generally occurred 15.9 months into the program. In fact, Cleveland projects started providing services approximately 4.5 months ahead of the average date across the cities.

Dallas

The average project in Dallas required the least amount of time to complete the submission/award/start-up cycle, 4.6 months. Submission to award generally took about 3.1 months and award to start-up occurred about 1.5 months later.

The average Dallas project submitted its grant application 13.3 months into the program, received its award 16.4 months into the program, and began operations 17.9 months from program inception.

Denver

The grant application, award, and start-up process required about 6.5 months for the average Denver project. The period from submission to award reflected the bulk of this time frame, requiring 4.5 months. Start-up normally occurred about 2 months later.

For Denver projects, the average grant application was submitted 16.4 months into the program. Award was normally received by the end of the twentieth month and start-up occurred as late as 22.9 months from program initiation. This start-up date was nearly 2.5 months later than the average across the cities and was the second latest in the total program.

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Newark

Newark projects required 5.2 months, or slightly less than the
average across the cities, to complete the process from submission to start-
up. Projects were awarded their grants about 3.2 months after the sub-
mission of their grant applications and this was among the fastest average
time span across the cities. Start-up generally took place 2 months later.

Newark projects tended to submit their grant application 16.7 months
into the program. This represented the latest average submission date
of the 8 cities. Award of funds was normally issued 19.9 months into the
program and start-up was generally achieved nearly 2 months later or 21.9
months from program inception.

Portland

Portland projects were the slowest across the cities in terms of
the total time required for the average project to begin operation after
submission of its grant application, 15.9 months. Submission to award,
on the average, took 10.2 months, nearly 6 months longer than the
program-wide average, and award to start-up was 5.7 months, the latter
being the second longest across the cities.

The average Portland project submitted its application 13.3
months into the program. However, it was not until 23.5 months
from the beginning of the program that award was generally received.
Additionally, it was not until 29.2 months into the program, or nearly
2.5 years from the program start, that the average Portland project
initiated its provision of services. This average start-up date was
the latest across the cities and correlates closely with the findings
in Section 3.2 that Portland has expended the smallest percentage of
its awarded funds.

St. Louis

St. Louis projects tended to complete the pre-implementation steps
in about 1.5 months less than the average for all the cities. The entire

process from submission of grant application to project initiation of serv-
ices required 5.9 months for the average project. Award was generally
granted 3.4 months after submission and start-up occurred 2.5 months
later.

St. Louis projects started earlier than the projects in any other
city. Submission of grant applications was normally achieved 9.6 months
into the program, nearly 3.5 months ahead of the average submission date
across the cities. Award, on the average, was received 13 months after
January, 1972 and occurred some 4.3 months prior to the average date
across the cities. Start-up was normally achieved by the sixteenth
month which was some 5 months ahead of the average for all the cities.
These observations also correspond closely to the findings discussed
in Section 3.2. That is, the finding that St. Louis has expended the
second highest percentage of its awarded funds compared to the other
cities, could be expected given their early average start-up date.

3.5.3 Analysis by Functional Area
Prevention

Prevention projects across the cities required an average 5.6 months
to complete the cycle from submission of grant application through initial
provision of services. In general, this was slightly shorter than the
average for 8 of the functional areas of 7.2 months (see Figure 19).

In terms of the type of sponsoring agency, prevention projects
operated by traditional criminal justice agencies required only 3.7
months to complete the review and award process and begin providing serv-
ices. This was the fastest time frame for any functional area by type
of sponsor. On the other hand, prevention projects sponsored by non-
criminal justice agencies required an average of 6.2 months to complete
the 3 implementation activities (see Figure 20).

The average prevention project submitted its grant application 11.3
months into the program while the average award occurred at 16.3 months.

Operations began shortly after award; namely, 16.9 months into the program. This is 3 months ahead of the average across the functional areas (see Figure 21).

Police

Police projects tended to begin providing services slightly faster than the average across the functional areas, requiring 6 months to complete the submission to start-up cycle. This average time period ranked fourth across the 8 functional areas for which sufficient data were available.

Police projects were not broken out by type of sponsor since all projects in this functional area listed in the directory were operated by traditional criminal justice sponsors.

Police projects averaged 11.2 months into the program for grant submission and award occurred nearly 3 months later or 14 months into the program. Slightly more than 3 months passed between award and the provision of services which occurred 17.2 months into the program. This is nearly 3 months ahead of the average across the functional areas.

Courts

Courts projects required 4.6 months from the time of grant application submission to the initial provision of services. They were the fastest projects to complete the process and required about 2.6 months less than the average for all the functional areas.

As in the police projects, courts projects were not broken out by type of sponsoring agency because all projects examined were operated by traditional criminal justice agencies.

Courts projects submitted grant applications 15.2 months into the program, which is 2.5 months later than the average across the functional areas. Award took place shortly thereafter at 17.8 months with services being provided 19.8 months into the program on the average.

Adult Corrections

Adult corrections projects, on the average, required 10.2 months to complete the cycle from submission to start-up. This average placed adult corrections projects 3 months beyond the average across the functional areas.

In looking at adult corrections by type of sponsoring agency, it appears that noncriminal justice agency sponsors enjoyed more rapid start-up after application than traditional criminal justice agency sponsors. Projects in the former category needed 5.3 months and projects in the latter category required 12 months. In fact, adult corrections projects operated by traditional criminal justice agencies were the slowest category across the 4 functional areas and types of sponsors depicted in Figure 20.

Adult corrections projects submitted grant applications 12.6 months into the program, on the average. Award occurred 6 months later, at 18.8 months, with services provided on the average at 22.8 months into the program. This is nearly 3 months further into the program than the average across the functional areas.

Juvenile Corrections

Projects focusing on the provision of juvenile corrections services normally required 7 months to traverse the steps from submission to start-up. This time period was slightly ahead of the total functional area average.

The type of sponsoring agency also appeared to indicate a dramatic
disparity in implementation time for juvenile corrections projects as seen
with the adult corrections projects. While noncriminal justice agencies
operating these projects completed the implementation activity steps
in 5.5 months, projects operated by traditional agencies required some
3 months longer, averaging 8.6 months. This figure represents the second
longest period of time for any functional area by type of sponsoring
agency.

Grant submission occurred later in the program than the average across
the functional areas for juvenile corrections projects (13.6 months). Award
occurred at 18.5 months or nearly 5 months later while services were provided
20.6 months into the program on the average.

Research/Information Systems

The research/information systems projects averaged 6.4 months to
achieve actual start-up after submission of their grant applications.
This time period was slightly shorter than the average for the 8 func-
tional areas.

Projects of this type were not examined by type of sponsoring
agency because of the small number within each category for which
data were available from questionnaires.

Research/information systems projects submitted grant applications 16
months into the program or 3.3 months later than the average across the
functional areas. Award averaged 3.6 months later while services were
provided 22.4 months into the program or nearly 3 months following award.

Drug Abuse

Generally, little data were available from drug abuse projects.
From the 3 projects providing data on time requirements, it appears

that projects within this functional area required 13.4 months to
complete the 3 steps for implementation. In general, this represents
some 6.2 months longer than the average across 8 functional areas.

No breakout has been provided by type of sponsor for drug abuse
projects because of the small number of respondents.

Drug abuse projects submitted their grant applications, on the average,
later than projects in any other functional area; namely, 17.3 months
into the program. Award occurred 21 months into the program while
services were not provided until 30.7 months into the program, or 9.7
months after award.

Community Involvement

Community involvement projects experienced rather fast turnaround
time, requiring only 5.6 months to pass through the submission/award/
start-up phases. In general, they averaged nearly 1.6 months ahead
of the total average for all the functional areas.

Similar to the findings for adult corrections and juvenile correc-
tions, community involvement projects operated by noncriminal justice
agencies showed more speedy initiation of services than those sponsored
by traditional agencies. In general, traditional agencies required 5.9
months while noncriminal justice agencies averaged 5.0 months.

Community involvement projects submitted grant applications earlier
into the program than any other functional area at 10.9 months. Award
occurred on the average 13.9 months into the program while services were
initially provided at 16.5 months.

3.6 Status of Evaluation

Developing and implementing an evaluation effort is a key activity for High Impact program projects. This implies determining an evaluation design, collecting data, and implementing the design, 3 subtasks which project directors often need to insure.

This section focuses on the degree to which the projects have implemented these 3 subtasks. In addition, methods of data collection, standardized forms, reporting periods, and personnel will be discussed. Results at this time are questionable, however, because of occasional contradictions in the data.

First, of the 147 respondents to the telephone questionnaire, 129 indicated that they have developed an evaluation design. Most of those 129 project directors (124) have also collected data consistent with the evaluation design. Of these, 113 noted that the evaluation design has been implemented. For a breakdown of responses, see Table V.

Second, of the 126 respondents to the mail questionnaire, 116 indicated that data are reported at regular intervals, usually monthly and quarterly. In addition, 100 of the respondents indicated that they collect data on standardized forms and 98 use a manual or computerized system of data management. Finally, 59.5 percent of the directors indicated that they have evaluation personnel either as members of the project or CAT staff, as outside consultants, or as members of the staff of a sponsoring agency and only 20.6 percent of the project directors noted that they had no evaluation personnel. Nearly 20 percent of the project directors (mostly from Atlanta and Cleveland) did not answer the question.

TABLE V
STATUS OF EVALUATION FOR IMPACT PROJECTS SURVEYED

	TOTAL NUMBER OF PROJECTS*		
	YES	NO	NO RESPONSE
Projects with Evaluation Design	129	14	4
Projects which have Implemented the Evaluation Design	113	26	8
Projects Collecting Data Consistent with the Evaluation Design	124	19	4

*Source: Telephone Questionnaire
          147 Responses

Projects with Manual or Computerized Data Management Systems	98	8	20
Projects Using Standardized Forms for Data Collection	100	8	18
Projects with Reporting Periods	116	3	7
Projects with Evaluation Personnel	75	26	25

*Source: Mail Questionnaire
          126 Responses

Regarding the other functions involved in evaluation, it would appear from the responses of the project directors that most of the projects have implemented some evaluation activities. In addition, most of the project directors collect data on standardized forms, report it monthly and/or quarterly, and have a manual or computerized system of data management.

3.7 Major Implementation Delay Problems

Of the 147 respondents to the telephone questionnaire, 129 (87.8 percent) indicated that their project suffered between 1 and 7 major implementation delay problems. The number and percentage of projects are listed by problem type in descending order on Table VI.

Looking down the percentage column, it appears that 38 percent of the projects noting delay problems experienced major implementation delays due to staffing problems and lengthy administrative procedures which the project directors defined to include (but not be limited to) bids for equipment and outside services, approval for hiring personnel, and excessively long review procedures for grant modifications.

Other major problems experienced by nearly 1 out of 5 projects were funding and refunding delays, finding a site or office location, purchasing equipment, and interagency coordination.

Problems receiving lower priority, but still meriting considerable attention, are a lack of staff training; securing adequate client referrals; lack of external services, e.g., securing an adequate number of employment options for juvenile and adult offenders; problems with community involvement and support; lack of data collection and evaluation planning; "politics"; a lack of administrative pre-planning; and obtaining matching funds. There were also project-specific problems. They were noted by only one respondent and were peculiar to that project.

TABLE VI
MAJOR IMPLEMENTATION DELAY PROBLEMS ACROSS THE CITIES

IMPLEMENTATION DELAY PROBLEMS	TOTAL NUMBER OF PROJECTS WITH IMPLEMENTATION DELAY PROBLEMS	PERCENTAGE OF PROJECTS NOTING IMPLEMENTATION DELAY PROBLEM[*]
1. Delays in Hiring Staff	49	38.0
2. Administrative Delays Because of "Red Tape" Procedures	49	38.0
3. Funding and Refunding Delays	35	27.1
4. Purchasing Equipment	27	20.9
5. Site and Office Location	25	19.4
6. Interagency Coordination	24	18.6
7. Delays Because of Training Staff	18	14.0
8. Client Referral Delays	15	11.6
9. Absence of Necessary External Services	12	9.3
10. Lack of Community Involvement and Support	10	7.8
11. Data Collection and Evaluation Planning	7	5.4
12. Lack of Administrative Pre-Planning	7	5.4
13. Politics	5	3.9
14. Problems in Obtaining Matching Funds	3	2.3
15. Other or Project Specific	27	(One project may have more than one project-specific problem)

[*] The percentage column will not equal 100% because most of the projects cited more than one major implementation delay problem. The total number of responding projects with implementation delay problems is 129. This number and the number of projects from Column 2 determine the figures in the percentage column.

3.7.1   City-by-City Analysis

On the average, projects in each city experienced between 2 and 3 implementation problems. In addition, between 2 and 4 major implementation problems were reported by 25 percent or more of the projects in each city (see Table VII).

A major implementation problem reported by 36 to 59 percent of the projects in 6 cities was staffing. Listed in ascending order of response to the telephone questionnaire, they are Cleveland, Dallas, Denver, Atlanta, Newark, and Baltimore. Interestingly, staffing was said to be an insignificant difficulty or no problem in St. Louis and Portland.

Only 1 Dallas project reported difficulties because of administrative delays, while 31 to 57 percent of the projects reported this problem in the other 7 cities. There were 4 cities where more than 25 percent of the projects reported funding delays; 28 and 29 percent of the projects in Denver and Portland and 40 and 53 percent of the projects in St. Louis and Newark.

Projects in Atlanta, Portland and Dallas reporting implementation delays found purchasing equipment to be a major problem. Over 25 percent of the projects in Atlanta, Dallas and Newark had site and office location problems while Portland projects also experienced delays because of problems in obtaining necessary external services. Lastly, 29 percent of the Cleveland projects reporting delays found coordination to be a major problem. The problems of adequate referrals, data collection and evaluation planning, "politics", a lack of administrative pre-planning, and obtaining matching funds were mentioned by less than 25 percent of the projects in each of the 8 cities. (For a listing of the number of projects experiencing each implementation delay problem by city, see Appendix VIII).

TABLE VII
IMPLEMENTATION PROBLEMS NOTED BY 25 PERCENT OR MORE OF THE
RESPONDING PROJECTS IN EACH CITY*

CITY	IMPLEMENTATION DELAY PROBLEM	PERCENTAGE OF PROJECTS
Atlanta	Staffing Delays	46.2
	Equipment Purchase Delays	38.5
	Site and Office Location Problems	38.5
	Lengthy Administrative Procedures	30.8
Baltimore	Staffing Delays	58.8
	Lengthy Administrative Procedures	52.9
Cleveland	Staffing Delays	35.7
	Lengthy Administrative Procedures	32.1
	Lack of Coordination	28.6
Dallas	Staffing Delays	44.4
	Equipment Purchase Delays	44.4
	Site & Office Location Problems	33.3
Denver	Staffing Delays	44.4
	Lengthy Administrative Procedures	44.4
	Funding Delays	27.8
Newark	Funding Delays	52.9
	Staffing Delays	47.1
	Site and Office Location Problems	35.3
	Lengthy Administrative Procedures	29.4
Portland	Lengthy Administrative Procedures	57.1
	Lack of Necessary External Services	42.8
	Funding Delays	28.6
	Equipment Purchase Delays	28.6
St. Louis	Lengthy Administrative Procedures	45.0
	Funding Delays	40.0

*129 Responses to the Telephone Questionnaire.

While discussion has focused on projects having implementation problems, it is significant to note that 18 respondents said that their projects experienced no major delays (6 of these projects are in St. Louis and 4 in Dallas) as shown in Table VIII. (For a listing of these projects by city and functional area, see Appendix IX.)

3.7.2   Analysis by Functional Area

Overall, projects in each functional area experienced 2 to 3 implementation delay problems. In addition, 3 to 5 problems were mentioned by more than 25 percent of the projects in each functional area.

It appears (see Table IX) that a significant number of projects noting delays in each of the 9 functional areas experienced major implementation delay problems in staffing, administration, and funding. Importantly, between 25 and 67 percent of the projects in each of the 9 functional areas experienced staffing difficulties, with the low for police projects and the high for research/information systems projects (few staff members). Within the functional areas of prevention, courts, adult corrections, and research/information systems, staffing was one of the most frequently cited problems.

Similarly, the percentage of projects experiencing administrative delays ranged from a low of 25 percent of the prevention projects to a high of 50 percent of the research/information system projects. However, within the functional areas of juvenile corrections, courts, and community involvement, projects noted this problem more often than any other.

In terms of funding delays, between 2 and 50 percent of the community involvement, research/information systems, courts, juvenile corrections, and prevention projects found it to be a significant problem. Fifty percent of the police projects, 57 percent of the target-hardening projects, and 33 percent of the community involvement projects experienced delays in purchasing equipment and over

TABLE VIII
NUMBER AND PERCENTAGE OF PROJECTS WITH NO MAJOR
IMPLEMENTATION DELAY PROBLEMS BY CITY

CITY	NUMBER OF PROJECTS	% OF TOTAL NUMBER OF RESPONDING PROJECTS PER CITY
St. Louis	6	23.1
Dallas	4	30.8
Denver	3	14.3
Cleveland	2	6.7
Baltimore	1	5.6
Atlanta	1	7.1
Newark	1	5.6
Portland	0	0

TABLE IX
IMPLEMENTATION PROBLEMS NOTED BY 25 PERCENT OR MORE OF THE
RESPONDING PROJECTS IN EACH FUNCTIONAL AREA*

FUNCTIONAL AREA	IMPLEMENTATION DELAY PROBLEM	PERCENTAGE OF PROJECTS
Prevention	Staffing Delays	50.0
	Funding Delays	50.0
	Lengthy Administrative Procedures	25.0
Police	Equipment Purchase Delays	50.0
	Lengthy Administrative Procedures	45.0
	Staffing Delays	25.0
Courts	Staffing Delays	30.0
	Funding Delays	30.0
	Lengthy Administrative Procedures	30.0
Adult Corrections	Staffing Delays	61.9
	Site and Office Location Problems	38.1
	Lack of Coordination	28.6
Juvenile Corrections	Lengthy Administrative Procedures	44.4
	Funding Delays	37.0
	Site and Office Location Problems	33.3
	Staffing Delays	25.9
Research/Information Systems	Staffing Delays	66.7
	Lengthy Administrative Procedures	50.0
	Funding Delays	33.3
	Lack of Coordination	33.3
Drug Abuse	Lack of Coordination	50.0
	Staffing Delays	33.3
	Lengthy Administrative Procedures	33.3
	Lack of Administrative Pre-Planning	33.3
Community Involvement	Lengthy Administrative Procedures	46.7
	Staffing Delays	33.3
	Equipment Purchase Delays	33.3
	Funding Delays	26.7
	Lack of Staff Training	26.7
Target Hardening	Equipment Purchase Delays	57.1
	Lengthy Administrative Procedures	42.8
	Staffing Delays	28.6

*129 Responses to the Telephone Questionnaire.

25 percent of the drug abuse, adult corrections, and research/information systems projects had coordination difficulties. Community involvement projects were the only ones experiencing significant training delays and over 25 percent of the drug abuse projects noted a lack of administrative pre-planning. The remaining implementation problems were less significant in percentage response, but were mentioned at least once by projects in many of the functional areas. (For a listing of the number of projects in each functional area by type of implementation delay problem, see Appendix X.)

3.8 Recommendations by Project Personnel

Of the 121 respondents to the item on the mail questionnaire requesting Impact Program changes for "more speedy implementation," 65 or over one-half of the respondents made suggestions. Some of these 65 respondents made more than one suggestion, making a total of 111 recommendations. The recommendations have been grouped into 11 major categories. They are listed below by the total number of projects making the recommendation.

(a) Decrease Funding Delays--23

(b) Reduce Time Required for Review and Approval--21

(c) Reduce "Bureaucracy"--16

(d) Provide Technical Assistance in Evaluation--9

(e) Allow Time and Assist in Administrative Pre-planning--9

(f) Assist with Coordination Problems--9

(g) Allow Time for Hiring and Training of Personnel--8

(h) Provide for More Project-Level Flexibility--6

(i) Provide More General Technical Assistance--6

(j) Improve the Clarity of Guidelines--3

(k) Other--1

The 3 major recommendations--decrease time required for funding, review and approval, and bureaucracy--focus on reducing delays, the numbers and kinds of decisions requiring review and approval, and the successive layers of bureaucracy which are part of the everyday operations at the project level. For example, if a project director wishes (or is obliged) to hire someone at a different salary level than the level stipulated in the grant application, the project director may have to obtain approval from the CAT, SPA, and RO. This, the project director notes, may take several months because of the lengthy approval process for grant adjustments. Meanwhile, project implementation is delayed because of a lack of staff. Based on specific problems such as these, the project directors are making the general recommendations of administrative streamlining, less time for review and approval, more project flexibility and autonomy, and fewer funding delays.

While the project directors are requesting a cutback in some areas, they are also asking for more assistance in others. For instance, 6 projects suggested more technical assistance in general. Nine projects requested technical assistance with evaluation planning; 9 projects wanted help with coordination problems. Further, 9 projects wanted assistance with administrative pre-planning or to put it another way, assistance with the administrative organization, procedures, and records such as the budget, required by either the CAT, SPA, or RO. Thirty-three projects thus asked for more assistance of one kind or another.

In addition, 3 project directors requested greater clarity of program guidelines. They felt the guidelines required excessive amounts of time, particularly in the early stages of project implementation.

Looking across the recommendations, it is important to note that the recommendations relating to funding, review and approval, and bureaucracy compose 54.5 percent of the total number of suggestions. It is also important to note that these 3 recommendations overlap; in some cases, it is a domino effect. For instance, bureaucratic delays may lead

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to months for review and approval which may lead to funding delays. Conversely, successful changes in one area such as faster review and approval will reduce problems or delays in other areas such as funding.

In addition, the suggestions for change in funding, review and approval, and bureaucracy closely relate to the most frequently cited implementation problems; namely, lengthy administrative procedures, and funding and staffing delays. There is also duplication of less frequently cited recommendations and implementation problems. This occurs in the categories of evaluation planning, administrative pre-planning, and coordination, with the remaining recommendations such as flexibility overlapping with other implementation problems such as lengthy administrative procedures.

Overall, the recommendations relate well to the major implementation problems which have emerged. These recommendations thus form a good basis for new efforts to reduce the number and severity of implementation problems in future anti-crime programs.

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4.0 FINDINGS AND RECOMMENDATIONS

This document provides an interim examination of the implementation
of programs/projects under the Impact program. As will be recalled,
at the beginning of this document (pp. 11-12), 6 research questions were
posed which were used to structure both the development of the method-
ology and the generation of the procedural model for implementation.
These questions focused on the critical implementation issues relating
to the Impact program, the answers to which would provide the most useful
information for both evaluative knowledge and future program management
policy-making. The 6 questions are as follows:

(a) How much time was required from the completion of planning
to the initial provision of services by projects?

(b) What types of implementation problems did projects experience?

(c) What was the distribution of services available as a result
of this implementation process?

(d) What was the distribution of funding to projects as a result
of this implementation process?

(e) Did the projects resulting from this process relate back to
the problems identified during the planning phase?

(f) What could be done in future programs of this type to
implement projects more speedily and effectively?

These questions (and others to be posed in a subsequent document)
relate primarily to the procedural activities involved in implementing
projects. There has been no attempt to assess the substantive quality
of the projects developed or their individual contributions to crime
reduction. Such findings must await the compilation and analysis of
project-level evaluative data.

(a) <u>How much time was required from the completion of planning
to the initial provision of services by projects?</u>

The completion of planning may be defined as the point at
which the development of a grant application is completed and
the application is submitted to the state planning agency by
the applicant agency. Thus, the length of time from the
completion of planning to the initial provision of services

would be reflected in the difference between the actual sub-
mission date of the grant application and the date when the first
client is served or the first manpower is deployed.

In general, it appears that across the cities some 7.5 months
were required to complete the cycle from submission to start-
up. By city, the average time required is listed below in
increasing order:

o Dallas - 4.6 months

o Cleveland - 4.8 months

o Newark - 5.2 months

o St. Louis - 5.9 months

o Denver - 6.5 months

o Atlanta - 8.3 months

o Baltimore - 9.2 months

o Portland - 15.9 months.

Additionally, there was variance by city regarding the time
into the program when services were initially provided. That
is, the average project in each city began providing services
about 20 months into the program (using January, 1972 as the
base month). Individual cities initiated service provision,
on the average, by the following number of months into the
program:

o St. Louis - 15.5 months

o Cleveland - 15.9 months

o Dallas - 17.9 months

o Baltimore - 21.3 months

o Atlanta - 21.4 months

o Newark - 21.9 months

o Denver - 22.9 months

o Portland - 29.2 months.

It also appears that projects within the different criminal
justice functional areas varied in the time required to
complete the steps between grant application submission and
the initial provision of services. In general, courts projects
were the fastest, requiring only 4.6 months to complete the

required steps from submission to start-up while drug abuse projects were the slowest, requiring some 13.4 months to become operational. The following is a listing of these functional areas and the average time required to complete the steps from submission to service start-up:*

o Courts - 4.6 months

o Community and Involvement - 5.6 months

o Prevention - 5.6 months

o Police - 6.0 months

o Research/Information Systems - 6.4 months

o Juvenile Corrections - 7.0 months

o Adult Corrections - 10.2 months

o Drug Abuse - 13.4 months.

By functional area, there were also differences in the average number of months into the program when the provision of services actually occurred.

o Community Involvement - 16.5 months

o Prevention - 16.9 months

o Police - 17.2 months

o Courts - 19.8 months

o Juvenile Corrections - 20.6 months

o Research/Information Systems - 22.4 months

o Adult Corrections - 22.8 months

o Drug Abuse - 30.7 months.

From these findings it is evident that the average Impact project required nearly two-thirds of a year to become operational after submitting its grant application. In addition, operational status was normally achieved nearly 1 2/3 years after the program was initiated.

There was variation from these means both for individual cities and criminal justice functional areas. Dallas projects appear, on the whole, to have passed through the submission-start-up cycle faster than any other city while Portland projects required the longest time for review and processing. Similarly,

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*Target-hardening projects are not included due to the small number of mail questionnaires returned.

courts projects were expedited the quickest while drug abuse projects encountered lengthy delays. In terms of the number of months into the program when service provision was initiated, St. Louis projects and community involvement projects reflected the earliest program start dates while Portland projects and drug abuse projects had the latest average dates for the initial provision of services.

These findings, along with the city-wide findings in Section 2.0, suggest that future program development and management efforts for short-term programs, such as Impact, need to concentrate initially on developing and streamlining the administrative structure relating to grant application review and approval and the initiation of service provision. Cities such as Dallas, where the necessary relationships and structures were generally developed prior to Impact, reflected rather speedy turnaround time in the processing of grant applications, compared to Portland where these mechanisms had to be created. In addition, certain categories of projects, e.g., courts projects, appear to be more amenable to rapid start-up than do other types of projects (adult corrections, drug abuse) which may rely on the development of complex referral mechanisms and treatment strategies.

(b) What types of implementation problems did projects experience?

Projects cited some 15 major reasons for delays in their initiation of service provisions after award. Appendices VII and VIII show the distribution of these delay problems noted by project directors. As can be seen, the two most frequently cited reasons, both claimed by 38 percent of the projects, related to problems of staffing and lengthy administrative procedures.

Staffing of projects under a short-term grant system is a difficult process. Firstly, the position is by definition short-term and future funding is not assured. Secondly, the position frequently does not fall within the traditional civil service system and thus lacks the rights, privileges, and guarantees associated with this status. Thirdly, in many of the cities, the positions themselves often must be approved by a variety of approval authorities, such as city and/or state personnel boards, due to the fact that city and/or state matching funds are utilized in connection with the grants. These problems thus result in often lengthy delays in obtaining approval for the positions and obtaining qualified staff.

The second delay problem noted by project directors relates to the lengthy administrative procedures involved in bringing a project to operational status. In most cases, project directors blamed these delays on the approval hierarchy

involved in many decisions relating to the project. Many project operations and most modifications require several reviews which result in lengthy review periods, thus delaying project operation.

Other major delay problems noted by project directors related to such issues as funding, equipment purchase procedures, and the lack of interagency coordination. In all cases, these problems are viewed as being interrelated. For example, a delay in funding may lead to a delay in staffing, etc.

In general, projects responding noted about 2.4 implementation delay problems per project. It is apparent that these problems are partially related to the philosophy of the grant process, i.e., providing short-term money to localities for short-term purposes. Secondly, these problems seem to be partially related to the way in which the grant process works, i.e., 3 or 4 succeeding levels of review and approval authority. It is obvious that such a system does not lend itself to the goals sought within a short-term program such as Impact. That is, incentives should be created to guarantee that successful project outcomes will be linked to project continuation and funding. In this fashion, project personnel can be assured of continued employment beyond the grant period while maximizing their personal investment in the outcome of the project. Secondly, administrative streamlining needs to take place whereby a variety of decisions can be left by state, regional, and headquarters personnel to the project director and the city. Such items as minor budget adjustments, staffing changes, rental agreements, consultant contracts, etc. need not be reviewed by 3 or 4 bureaucratic layers since undue delay appears to result.

(c) What was the distribution of services available as a result of this implementation process?

Referring to Table II (p. 50), police projects were emphasized across the cities as the primary strategy for Impact target crime reduction. The specific types of police projects awarded funds across the cities included such efforts as the overtime use of patrolmen, specialized tactical operations, administrative changes within the police department (i.e., modified reporting forms, etc.), the use of helicopter patrol and foot patrolmen, substituting civilians for police department support personnel, legal assistance to police, the use of police artists, the improvement of crime laboratory facilities and improved communications systems, the expanded use of mounted patrol and numerous other types of services.

On the whole, police projects captured nearly 1 out of every 3 Impact dollars awarded across the cities. Individually, cities varied in the depth of their commitment to a police strategy for reducing crime ranging from nearly 50 percent of awarded funds in Newark and Dallas to about 20 percent in Baltimore and Denver.

Adult corrections projects received the second highest allocation across the various functional areas. Projects included in this category were geared to providing such services as halfway houses, specialized supervision for probationers and parolees, improved probation resources and supervision, employment placement, jail diagnostic and treatment services, institutional treatment programs, improved pre-sentence investigation resources, vocational/educational programs, community-based services for the families of incarcerated offenders, pre-trial treatment services, improved court diagnostic facilities, alcohol treatment services, projects utilizing volunteer services, improved training for correctional personnel, pre-trial diversion and numerous other services.

Adult corrections projects received about 18 percent of the total funds awarded across the cities. Individual city-level variations ranged from a high of 34 percent of awarded funds in Portland to a low of 13 percent in Atlanta.

The remaining functional areas received significantly smaller allotments from the cities. The following listing depicts the percentage allocations made to the remaining functional areas:

- Juvenile Corrections - 11.9%
- Community Involvement - 9.4%
- Prevention - 8.4%
- Courts - 8.3%
- Drug Abuse - 5.0%
- Research/Information Systems - 3.7%
- Target Hardening - 2.7%
- Other - .1%

A listing of the projects funded under the Impact program by city and by functional area has been provided in Appendix I.

Another interesting feature of the distribution of services under Impact relates to the varying types of agencies sponsoring projects. In this case, agency sponsors were divided into 2 categories, traditional criminal justice agencies and non-criminal justice agencies. Nearly 63 percent of the projects

developed for the Impact program were operated by traditional criminal justice agencies while 37 percent were operated by noncriminal justice agencies. Individual cities varied in the degree to which they utilized agencies falling within each of these categories. Cleveland and Newark placed a strong emphasis on utilizing noncriminal justice sponsors (nearly 63 percent of their projects) while the cities of Atlanta, Baltimore, Dallas, Portland and St. Louis emphasized the use of traditional sponsors (between 63 percent and 89 percent of their projects). Denver projects reflected a balanced approach utilizing about 1/2 criminal justice agency sponsors and 1/2 noncriminal justice agency sponsors. Across the various functional areas, similar variance occurs. All of the police and courts projects were sponsored by traditional agencies while all of the target-hardening projects were operated by noncriminal justice agencies.

Another point relating to the distribution of services focuses on the level of service being provided at this time. Most of the projects, 72.8 percent, were reported to be currently fully staffed. However, only 63.9 percent of the projects report that they are providing all of the services anticipated in their grant applications. There are perhaps several reasons for this disparity. One reason may be staff and management turnover within the projects. For example, Baltimore projects experienced a project director turnover rate of nearly 50 percent. Across the 5 cities, nearly 2/3 of the drug abuse projects experienced turnover of their project directors. Baltimore placed the highest funding emphasis of any of the cities on drug abuse. At the staff level, turnover was highest for Cleveland projects, reaching nearly 80 percent of their projects. Across the functional areas, adult corrections and prevention projects experienced the highest turnover rates (81 percent and 78 percent respectively). Cleveland placed the highest funding emphasis of any of the cities on these 2 categories combined.

In terms of the percentage of projects providing all planned services, both Baltimore and Cleveland are near the bottom across the 8 cities (ranking 6th and 7th). It would thus appear from these findings that staff turnover may be one indicator of the degree to which projects are delivering the planned services.

Two other aspects of the delivery of services which are viewed as being critical relate to the degree to which projects have had to adjust their original intentions and the magnitude of the abort or failure rate. In terms of project adjustments or adaptations, slightly over 50 percent of the responding projects indicated that there had been changes made in either the project scope, objectives, or quality of services offered. Most projects reporting changes indicated that these changes were in either the scope or quality of services delivered by the project. Few projects reported changing their objectives. Courts projects tended to make the fewest adjustements while adult corrections projects made the most.

The next factor, the abort or failure rate, generally appears to have had little effect on the distribution of services available under Impact. Across the cities, only 12 projects aborted, constituting a failure rate of less than 6 percent of the total number of projects in the program. Cleveland experienced the largest number of aborts, 8 projects, while Dallas, Newark, and St. Louis reported no cancellations.

Thus, in looking across the data available to describe the distribution of services made available through Impact funding, police projects appear to be the primary strategy selected by the cities with a variety of differing types of police projects. Secondly, cities varied in the degree to which they relied upon traditional criminal justice agency sponsors and noncriminal justice sponsors for delivering their services. Thirdly, staffing levels and turnover rates may be critical indicators of the level of service provision at the project level. Finally, about 1/2 of the projects have found it necessary to adjust their scope or quality of services while only a small number of projects have had to be aborted and thus eliminated from providing services.

(d) What was the distribution of funding to projects as a result of this implementation process?

Across the cities, some $128.7 million have been awarded to projects, ranging from $19 million in Dallas to $10.6 million in Atlanta. As pointed out in (b) above, police strategies received the highest percentage allocation, 32.4 percent of awarded funds. The remaining functional areas received the following allotments:

- Adult Corrections - 18.2%
- Juvenile Corrections - 11.9%
- Community Involvement - 9.4%
- Prevention - 8.4%
- Courts - 8.3%
- Drug Abuse - 5.0%
- Research/Information Systems - 3.7%
- Target Hardening - 2.7%
- Other - .1%

In addition to the distribution of awarded funds, a key factor is the expenditure activities of these projects. Looking across the total program, only about 40.9 percent of the funds awarded have been spent. It is clear that certain cities have had more difficulty than others in expending their awarded funds. The percentage of awarded funds expended varies from a high in Cleveland of nearly 89 percent to a low in Portland of 19 percent. Individual city expenditures of awarded funds are as follows:

- Cleveland - 88.8%
- St. Louis - 47.8%
- Dallas - 38.2%
- Atlanta - 37.8%
- Newark - 30.5%
- Denver - 30.1%
- Baltimore - 27.7%
- Portland - 18.8%

Across the functional areas, spending variation also emerged. While prevention projects have been able to spend nearly 55 cents out of each dollar awarded, research/information projects have spent less than 18 cents out of each dollar awarded. The percentage of award expended for each of the functional areas is listed below:

- Prevention - 54.5%
- Other - 51.4%
- Police - 48.4%
- Courts - 42.9%
- Target Hardening - 41.0%
- Drug Abuse - 39.3%
- Adult Corrections - 36.9%
- Juvenile Corrections - 35.0%
- Community Involvement - 25.8%
- Research/Information Systems - 17.6%

It must be remembered that each city was aware that nearly $20 million would be made available to it nearly 3 years ago, amounting to some $160 million for all the cities. Of this amount, some $128.7 million has been awarded and $52.6 million expended. It therefore appears that the Impact program and the goals which it sought illustrate a key problem in the distribution of federal funds to localities for criminal justice purposes. The major implementation dilemma encountered appears to be one of translating available money into the actual provision of services. Current spending indicates that only about 1/3 of the potential fiscal resources made available by the federal government for crime-reduction purposes have been utilized by these cities in attempting to fulfill these national-level objectives.

(e) Did the projects resulting from this process relate back to the problems identified during the planning phase?

During the planning process, cities were asked to define a priority list of problems needing to be addressed through the Impact funding program. These problems were viewed to be the most critical areas for structuring and implementing the city-level crime-reduction efforts.

As pointed out in MTR-6645 (pp. 98-99), the youthful offender category, the drug offender, and the adult corrections system seemed to reflect the highest priority concerns across the cities. It is interesting to note that across the cities, projects geared to juvenile corrections, adult corrections, and drug abuse received only about 35 percent of the awarded

funds. This allocation was only slightly larger than the allocation provided to the police functional area. Thus, it appears that across the program, some failure has occurred in the linkage between priority problems and project selection and funding.

Among the individual city-level divergencies, Atlanta's planning efforts stressed problems in the court system relating to excessive case processing, inadequate juror and witness treatment, and inadequate court management. Little or no emphasis was placed upon the need for public awareness or community involvement efforts as problem areas. However, the Atlanta funding program has allocated only 1.3 percent of its awarded funds to the courts area while 33.2 percent of its monies have been targeted for community involvement functions. The Dallas planning documents stressed the need to focus on Impact crimes committed by youths and addicts. The Dallas funding program, however, provides only a small percentage for juvenile corrections and no funds for drug abuse treatment. The Newark problem statements generally conform to the funding approach taken. The community involvement area, which received in excess of 10 percent of Newark's total program funds, however, was not mentioned as a problem needing to be addressed. Portland's planning documents stressed the need for extensive prevention efforts and drug abuse treatment. However, neither of these areas of concern are addressed within the array of projects awarded under Portland's Impact program. The remaining cities, Baltimore, Cleveland, Denver, and St. Louis, appear to show adequate linkage between the identified problems and the types of projects funded. It is noteworthy that Denver is the only city which appears to have both conformed in its planning efforts to the crime-oriented planning model and funded projects consistent with its identified priority problems.

An important program emphasis has been in the area of evaluation. Of the projects responding, 88 percent indicated that they have an evaluation strategy. Most projects also indicated that they are collecting data (84 percent) and that their evaluation approach has been implemented (77 percent). Also, the bulk of projects responded that they are collecting project-level data on a regular basis (92 percent), a large number are utilizing standardized data collection forms (79 percent), and a majority have personnel designated as evaluators either as staff members or through outside resources such as the CAT or consultants (59.5 percent).

It thus appears that although early commitment to funding projects based upon substantiated, priority problems has not been fully achieved within Impact, the need for data for both evaluative and future planning has been recognized. Because of the large number of projects concerned with evaluation activities, it could be expected that future planning and program development efforts undertaken by these agencies will be more attuned to the need for data and more sophisticated in the handling of this data.

(f) What could be done in future programs of this type to implement projects more speedily and effectively?

Impact project directors were queried for suggestions regarding methods for expediting the implementation of projects. In excess of 50 percent of the project directors responded that various types of changes were needed. The 2 most frequently cited changes related to decreased funding delays and reduced time for review and approval by higher bureaucratic levels. Other changes recommended focused on reducing the bureaucracy associated with the grant process, technical assistance in evaluation, adequate time for administrative pre-planning, improved inter-agency coordination, adequate time for hiring and training personnel, greater project-level flexibility and autonomy, general technical assistance, and improved clarity of guidelines. Many of these suggestions are interrelated and should not be considered as mutually exclusive. These suggestions are closely linked with the implementation delay problems noted earlier. It is evident that fund flow and the large number of administrative decision-making levels have been key areas of concern for project directors. Effort needs to be expended on generating new methods for alleviating these problem areas. Without such streamlining, short-term programs involving multiple governmental layers will probably continue to experience lengthy application and start-up delays as well as difficulty in achieving short-term objectives.

APPENDICES

APPENDIX I - APPENDIX X

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APPENDIX I

DETAILED DISTRIBUTION OF

AWARDED FUNDS BY PROJECT, CITY,

AND FUNCTIONAL AREA

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CITY: Atlanta (1)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Overtime Patrol		$ 93,491									
Modified Field Report System		$ 72,750									
Anti-Robbery Burglary		$ 795,449									
Special Prosecutors Squad			$ 135,585								
Street Lighting									$ 220,643		
Administrative Assistant		$ 38,246									

CITY: Atlanta (2)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Reducing Juvenile Impact Crimes					$ 1,000,934						
Coordinated Juvenile Work Release					$ 170,964						
High Risk Juvenile Parole					$ 204,062						
Helicopter Patrol		$ 1,504,461									
Atlanta Street Academy	$ 636,000										
Therapeutic Community Rehabilitation				$ 1,337,225							

CITY: Atlanta (3)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Data Processing						$ 48,960					
Intensive Probation Counseling					$ 344,327						
Target-Hardening Opportunity Reduction[1]								$ 3,505,489			
Model Cities Crime Control Team		$ 450,046									

1. This project focuses on community involvement activities, even though it has target-hardening components.

CITY: Atlanta (Summary Sheet)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
	6.0% $ 636,000	28.0% $ 2,954,443	1.3% $ 135,585	12.7% $ 1,337,525	16.3% $ 1,720,287	.5% $ 48,960		33.2% $ 3,505,489	2.1% $ 220,643		100% $10,558,932

CITY: Baltimore (1)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Intensive Differentiated Supervision of Parolees Probationers				$ 1,391,255							
Drug Rehabilitation for Impact Releasees and Parolees							$ 1,158,939				
Community Residential Facility for Youth[2]				$ 513,960							
High Impact Courts Probation Project				$ 294,454							
High Impact Courts Public Defender Project			$ 425,947								
High Impact Courts – Clerk of Court Project			$ 185,656								

2. Age of the clients (26 years and under) determined the functional area classification.

CITY: Baltimore (2)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Residential Facilities					$ 105,348						
Community Treatment Project					$ 1,077,339						
Diversion of Impact Offenders	$ 911,668										
Intensive Supervision High Impact Narcotics Offenders							$ 381,510				
Pre-Trial Intervention	$ 446,207										
Pre-Trial Release Narcotics Offenders							$ 562,512				

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CITY: Baltimore (3)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Court Referred Addict Treatment Unit							$ 862,390				
Helicopter Patrol		$ 420,777									
Police Civilians for Supportive Services		$ 1,143,993									
Civilian Community Relations Specialists								$ 82,942			
64 Foot Patrolmen		$ 2,180,500									
Jail Security Project										$ 40,000	

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CITY: Baltimore (4)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Jail-Bail Review			$ 171,303								
High Impact Courts			$ 1,776,773								
Street Lighting									$ 500,000		
Port of Baltimore Sea School					$ 431,375						
Loch Raven Radio Watch								$ 2,872			
High Rise Security									$ 204,000		

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CITY: Baltimore (5)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
On-Line Jail System						$ 389,509					
Classification, Diagnostic and Treatment Service				$ 229,602							
Impact Manpower Services				$ 436,000							
Citizens Involvement								$ 237,700			
Confined Addicts Seeking Help							$ 174,514				

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CITY: Baltimore (Summary Sheet)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
	8.1%	22.4%	15.3%	17.1%	9.6%	2.3%	18.8%	1.9%	4.2%	.2%	100%
	$ 1,357,875	$ 3,745,270	$ 2,559,679	$ 2,865,271	$ 1,614,062	$ 389,509	$ 3,139,865	$ 323,514	$ 704,000	$ 40,000	$ 16,739,045

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CITY: Cleveland (1)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Visiting Judges			$ 719,616								
Alternative Education	$ 232,070										
Youth Coordinators	$ 205,710										
Police Athletic League	$ 222,691										
Youth Outreach	$ 621,256										
Street Lighting									$ 300,000		

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CITY: Cleveland (2)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Impact Awareness								$ 100,000			
Neighborhood Patrol		$ 539,018									
Counsel for Indigents			$ 274,491								
Prosecutor's Office			$ 170,310								
Center for Human Services Group Home					$ 7,254						
Juvenile Court Group Home					$ 2,382						

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CITY: Cleveland (3)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Tremont Group Home					$ 29,078						
Response Time Reduction		$ 858,847									
Impact Security								$ 100,000			
Post Release Follow-Up – Institutional Post Release				$ 47,332							
Post Release Follow-Up – Adult Parole				$ 203,956							
Post Release Follow-Up – Probation				$ 117,700							

CITY: Cleveland (4)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
W.S.E.M. Group Home					$ 100,122						
C.L.E.M. Group Home					$ 39,476						
Juvenile Delinquent Treatment					$ 34,828						
Comprehensive Corrections Unit				$ 373,662							
Community Based Probation-Municipal Court				$ 619,898							
Community Based Probation-Common Pleas Court				$ 470,499							

CITY: Cleveland (5)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Community Based Probation-Adult Parole Authority				$ 71,961							
Summer Recreation	$ 150,000										
Concentrated Crime Patrol		$ 3,772,128									
Narcotic and Felony Squad		$ 1,862,438									
Auxiliary Police Training/Police Outreach Centers								$ 933,973			
Public Information								$ 85,000			

CITY: Cleveland (6)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Computer Display Terminals						$ 46,426					
Intervention and Development	$ 1,190,807										
Cleveland Drug Abuse Program							$ 1,275,000				
Cleveland Offender/ Rehabilitation Program	$ 671,938										
St. Augustine Group Home					$ 75,332						
Pre-Sentence Investigation				$ 58,314							

CITY: Cleveland (7)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Diagnostic Treatment				$ 9,020							
Cleveland Vocational/ Educational Program				$ 926,061							
Youth Assistance					$ 324,525						
Boys Club					$ 102,908						
Big Brothers					$ 86,000						
Community Based Supplemental Service				$ 178,268							

CITY: Cleveland (8)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Pre-Trial Rehabilitation				$ 101,893							
Juvenile Court Development			$ 85,144								

CITY: Cleveland
(Summary Sheet)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
	17.9%	36.3%	6.8%	17.3%	4.4%	.3%	6.9%	6.6%	1.6%		100%
	$ 3,294,472	$ 7,052,431	$ 1,249,561	$ 3,178,564	$ 801,905	$ 46,426	$ 1,276,000	$ 1,218,973	$ 300,000		$ 18,418,332

CITY: Dallas (1)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Expansion of Tactical Deployment		$ 5,662,183									
Legal Aides for Police		$ 535,463									
Police Artist		$ 6,400									
Crime Investigation Pilot Study		$ 512,822									
Real Time Tactical Deployment		$ 251,678									
Expand Public Involvement								$ 787,205			

CITY: Dallas (2)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Drug Abuse Research Study						$ 14,593					
Helicopter Alert System		$ 54,102									
Youth Services Program	$ 1,636,235										
Youth Development and Corrections					$ 508,300						
Intensive Investigation of Selected Impact Crimes		$ 955,000									
Create Two Temporary District Courts			$ 811,382								

CITY: Dallas (3)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Upgrade Response of Criminal Justice System						$ 93,731					
Expand Crime Laboratory and Increase Training of Police Personnel		$ 579,818									
Special Court Processing of Impact Cases			$ 2,214,738								
Judicial Assistance System						$ 644,173					
Increase Adult Probation				$ 2,817,322							
Dallas County Juvenile Department Court Action Processing Unit			$ 846,630								

CITY: Dallas (4)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Halfway House - Way Back House				$ 90,531							

CITY: Dallas (Summary Sheet)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
	8.6% $ 1,636,235	45.0% $ 8,557,666	20.4% $ 3,872,750	15.3% $ 2,907,853	2.7% $ 508,300	4.0% $ 752,497		4.1% $ 787,205			100% $ 19,022,506

CITY: Denver (1)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Data Exchange System						$ 152,495					
Special Crime Attack Team		$ 2,517,542									
Operation Identification								$ 612,385			
Crime Analysis Section						$ 77,633					
Police to Partners Court Diversion	$ 491,026										
Project Intercept[3]								$ 1,159,438			

3. This project focuses on community involvement activities, even though it has juvenile corrections components.

CITY: Denver (2)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Employ-Ex				$ 823,499							
Denver Court Diagnostic Center				$ 196,208							
Northeast Denver Youth Services Bureau	$ 406,632										
Intensive Probation and Parole Supervision Program				$ 1,307,660							
Community Outreach Probation Experiment					$ 398,173						
Youth Recidivist Reduction Program					$ 622,722						

CITY: Denver (3)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
New Pride					$ 492,945						
Treatment Alternatives to Street Crime							$ 996,452				
Central Intake Unit				$ 320,758							
Northwest Denver Youth Services Bureau[4]					$ 499,593						
Southwest Youth Employment Service[5]	$ 374,909										
Corrections Research and Planning Unit						$ 74,530					

4. Services provided to adjudicated youth.
5. Services provided to nonadjudicated youth.

CITY: Denver (4)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Crime Prevention Training		$ 877,977									
Rape Prevention Program						$ 230,566					
Southeast Neighborhood Service Bureau[6]								$ 394,347			
Denver Police Data Center						$ 1,222,355					
Denver Court Management Information System						$ 231,110					
Priority Prosecution Program			$ 217,849								

6. The project focuses on community involvement activities even though it has juvenile corrections components.

CITY: Denver (5)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Horace Blanton Pre-Release Program					$ 434,848						
Neighborhood Crime Prevention Education Program								$ 1,071,384		•	
Pre-Trial Release Program			$ 166,148								
Alcohol Treatment Program				$ 108,892							
Southwest Denver Youth Services Bureau[7]	$ 189,859										
Northwest Denver Group Home					$ 163,388						

7. The project focuses on nonadjudicated youth even though it has juvenile corrections components.

CITY: Denver (6)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
La Puente School Program	$ 71,683										
Project Escort		$ 429,964									
Project Street Lighting									$ 522,000		
Community Health Victim Support								$ 157,749			
Westside Youth Development Project								$ 126,747			

CONTINUED

2 OF 3

CITY: Denver
(Summary Sheet)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
	8.5% $ 1,534,109	21.1% $ 3,825,483	2.1% $ 383,997	15.2% $ 2,757,017	14.4% $ 2,611,669	11.0% $ 1,988,689	5.5% $ 996,452	19.4% $ 3,522,050	2.9% $ 522,000		100% $ 18,141,466

CITY: Newark (1)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Impact Street Lighting									$ 107,200		
24-Hour Security Patrol								$ 1,000,499			
Independence High School					$ 212,266						
Impact Team Policing		$ 811,920									
Computerized Communications, Command and Control		$ 2,970,619									
Special Case Processing			$ 474,777								

CITY: Newark (2)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
North Ward Community Youth Project	$ 216,998										
Block Watchers								$ 23,485			
The Bergen Street Merchants' Crime Reduction Project								$ 71,458			
Rutgers Juvenile Delinquency Technical Assistance Project										$ 37,865	
Tactical Anti-Crime Team		$ 1,899,234									
Operation Outward Bound	$ 129,360										

CITY: Newark (3)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Essex County Correctional Center				$ 218,327							
Man-to-Man, Woman-to-Woman Project				$ 585,616							
The New Ark Residential School					$ 371,765						
TASC							$ 568,483				
Specialized Caseloads Processing				$ 842,894							
Vindicate Society Residential Treatment Center					$ 441,715						

CITY: Newark (4)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Parole Aides				$ 73,752							

178

CITY: Newark
(Summary Sheet)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
	3.2% $ 346,358	52.3% $ 5,681,773	4.4% $ 474,774	14.0% $ 1,520,589	9.4% $ 1,025,746		5.2% $ 568,483	10.1% $ 1,095,442	1.0% $ 107,200	.3% $ 37,865	100% $ 10,858,230

179

CITY: Portland (1)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Crime Prevention Bureau								$ 566,206			
Youth Progress Association					$ 106,031						
Case Management Correction Service					$ 1,961,349						
The Portland Lighting Project									$ 173,000		
Public School Pilot Program to Reduce Burglary									$ 210,886		
Portland Police High Impact Project		$ 3,669,509									

CITY: Portland (2)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
CRISS Project Acceleration						$ 1,058,602					
Multnomah County District Attorney's Project			$ 394,517								
Specialized Out of Home Care					$ 915,242						
Corrections Division Training and Information Project				$ 159,891							
Client Diagnostic and Tracking Service				$ 816,221							
Client Resource and Services Project				$ 1,489,723							

CITY: Portland (3)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Intensive Care, Training and Unified Rehabilitation Effort					$ 1,381,410						
Project Transition				$ 402,007							
Field Services Project				$ 1,067,301							
Corrections Division Institutional Services Project				$ 1,536,438							
Research Advocacy, Prevention and Education								$ 124,132			

CITY: Portland (Summary Sheet)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
		23.9% $ 3,669,509	2.5% $ 394,517	34.1% $ 5,471,581	27.2% $ 4,364,032	6.6% $ 1,058,602		4.3% $ 690,338	2.4% $ 383,886		100% $ 16,032,465

CITY: St. Louis (1)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Foot Patrol		$ 3,020,483									
Expand Burglary Prevention Unit								$ 382,510			
Expand Citizen's Reserve								$ 65,000			
Expand Mounted Patrol		$ 247,605									
Community Service Officers								$ 232,472			
Automated Resource Allocation Control	$ 2,685,000										

CITY: St. Louis (2)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Increased Impact Visibility								$ 77,369			
Update Park Police Radio Communications		$ 21,996									
Research Department			$ 191,270								
Pre-Trial Release			$ 104,113								
St. Louis Court Improvement			$ 103,216								
Team Counseling Hard Core Delinquents					$ 300,608						

CITY: St. Louis (3)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Community Schools/ Project to Increase School Attendance	$ 946,802										
Providence Educational Center	$ 885,993										
Expansion of Police Youth Corps	$ 167,353										
Treatment Alternatives to Street Crime							$ 400,000				
General Systems Planning Corrections/ REJIS						$ 448,000					
St. Louis City Corrections				$ 973,192							

CITY: St. Louis (4)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Consolidated Court Plan			$ 150,000								
Circuit Attorney's Pre-Trial Diversionary Project				$ 35,021							
St. Louis Juvenile Treatment Facility					$ 700,000						
Circuit Court Diagnostic Treatment Center				$ 445,667							
Pre-Sentence Investigative Unit				$ 50,769							
Student Work Assistance Program					$ 652,001						

CITY: St. Louis (5)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Community Treatment Centers				$ 481,864							
Probation and Parole Service Project				$ 245,942							
Security Uplift									$ 1,188,779		
Expand Evidence Technician Unit		$ 180,176									
Intensive Aftercare Program					$ 244,467						
Home Detention/Juvenile Supervision Assistance Program					$ 585,200						

CITY: St. Louis (6)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Intensive Supervision Unit				$ 1,146,217							
Missouri Hills Aftercare/ Community Home and Work Development					$ 215,956						
Operation Ident/Multi-Media								$ 146,075			
Circuit Attorney's Supplement			$ 489,503								
Criminal Courts Improvement			$ 336,096								
Project Faster		$ 49,920									

CITY: St. Louis (7)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
Court Transaction Backlog			$ 75,000								
Improve Courts Automation			$ 29,531								
Coordinator of Probation and Parole								$ 11,000			
Improve Crime Reporting			$ 124,503								
Residential Crisis Unit	$ 60,000										

CITY: St. Louis
(Summary Sheet)

	PREVENTION	POLICE	COURTS	ADULT CORRECTIONS	JUVENILE CORRECTIONS	RESEARCH/ INFORMATION SYSTEMS	DRUG ABUSE	COMMUNITY INVOLVEMENT	TARGET HARDENING	OTHER	TOTAL
	10.9%	32.8%	8.5%	17.9%	14.3%	2.4%	2.1%	4.8%	6.3%		100%
	$ 2,060,146	$ 6,205,180	$ 1,603,232	$ 3,378,672	$ 2,698,232	$ 448,000	$ 400,000	$ 914,426	$ 1,188,779		$ 18,896,667

APPENDIX II

CAT SURVEY QUESTIONNAIRE

CAT Survey Questionnaire

TASK I

1. Did the crime-oriented planning process utilized by each city contribute to the ability of the city to develop and implement projects?

   - established data base
   - defined key problems
   - identified potential projects/programs/agencies
   - provided quantified objectives
   - provided system overview and needs assessment
   - assisted in evaluation planning
   - minimized inter-agency conflict and competing demands
   - assisted in developing community support
   - maximized inter-agency support

2. How did each city determine the final array of projects slated for funding and what was the proposed allocation for each project?

   - public hearings
   - city council or mayoral role
   - administratively determined
   - role of CAT, SPA, RO
   - agency requests or solicitations (city and state level)
   - slicing of financial pie by project and functional area
   - relationship of final project selection and budget allocation to key problems identified by C-O-P.

3. How did each city determine the administrative organization and objectives of those projects slated for funding?

   - determination of sub-grantee
   - inter-agency conflict and competing demands
   - staffing levels
   - range of services to be offered
   - location of project and/or construction necessary
   - project director selection
   - matching funds
   - financial management system
   - determination of objectives
   - design of evaluation
   - roles of agencies/CAT/SPA/RO in each

4. How did the grant application development, review, and award process work for projects proposed under Impact?

   - grant application flow
   - review and approval cycles
   - fund flow
   - reject/appeal process
   - time taken for each step in grant application cycle
   - number of proposed projects rejected and by whom
   - problems encountered such as Civil Rights compliance, environmental impact review, A-95 clearinghouse, etc.
   - use of special conditions and enforcement authority
   - other reasons for delay, rejection, or modification encountered

5. How long did it take after award to put projects into an operational
   (providing services) status?

   - length of time required by project and by functional area

6. What was the role of the CAT during the implementation phase?

   - active participant
   - general overseer
   - non-involved
   - resolving agency conflicts
   - staffing decisions
   - administrative organizational decisions
   - involved in major/minor/all decisions
   - coordinating/liaison role
   - role of SPA and RO

7. What were the major obstacles or incentives to project implementation?

   - administrative
   - staffing, training, and turnover
   - client referrals
   - inter-agency coordination
   - fiscal
   - data systems
   - other obstacles such as lawsuits, lack of community support,
     poor planning, etc.

8. What are the characteristics of the data systems used by projects for
   assessing objective attainment/project management at the program
   and project level?

- type of data system--automated or manual--by project
- reporting periods
- equipment utilized
- standardized forms
- support personnel
- inter-agency agreements
- consultant contractors
- number of agencies currently reporting
- modifications made to data system
- reasons for delay, rejection, or modification of data system

9. How did the refunding process work, how were evaluation results
   utilized, and what changes resulted in projects/objectives?

   - grant application flow
   - use of evaluation material produced by projects
   - changes made to projects in scope, objective, financial support,
     staffing, etc.

10. Within each city, what are the strengths and weaknesses which have
    characterized the implementation process?

    - planning
    - administration and funding
    - roles of participating agencies and actors
    - guidance given
    - evaluation

- community involvement
- grant application flow
- level of service provided

11. What suggestions could be made for improving the national level guidance and support of the program and what effects would these changes have on project-level implementaton and operation?

   o money
   - politics
   - roles and responsibilites
   - guidance
   - short-term, temporary nature of program
   o continuation
   - review and approval authority
   - other

TASK II

1. Once federal funding of the Impact effort ceases, what activities/programs/organizations/projects could be expected to be continued by each city and why?

   o crime-oriented planning
   o evaluation
   - CAT
   o projects
   - data systems

2. What factors will be most significant for determining which activities/programs/projects are continued?

   - money
   - politics
   - community involvement
   - evaluation findings
   - assessment of cost/benefit or bureaucratic significance

3. What benefits have accrued to each city as a result of having the Impact Program?

   - planning capability
   o data systems
   - system coordination
   - community awareness
   - systematic evaluation
   o mechanism for organizational change
   o no benefits

TASK V

1. What projects are viewed by the city to be innovative in the sense that a new approach is being tested, new procedures or technology are being utilized, old procedures and technology are being applied in new ways, or an existing agency assumes a set of new responsibilites?

   - listing of projects and determination of which of above criteria apply

2. What are the innovative features of existing projects?

- technological

- planning

- philosophical

- multi-agency/multi-discipline approach

- other

3. What were the major incentives and/or inhibiting factors for innovation?

- Impact Program constraints

- money

- politics

- agency reluctance or reliance on traditional methods

- community opposition- real or perceived

4. What were the effects -- positive and negative -- associated with/project innovation?

- inter-agency conflict

- lack of referrals

- media/political rejection

- public credibility

- other

5. What program features (besides projects) are viewed by the city as being innovative?

- planning mandate

- evaluation mandate

- organizational activities

- revenue-sharing approach

- other

APPENDIX III

IMPACT PROJECTS TELEPHONE QUESTIONNAIRE

City_____

Project Name_____

Person Spoken to_____

Title_____

Date_____

IMPACT PROJECTS TELEPHONE
QUESTIONNAIRE

1. What are the major implementation delay problems which your project has suffered?

2. Is your project fully staffed at this time? _____

If not, what percentage of your anticipated staff size is currently on board? _____

3. Are you currently servicing all the clients or providing all the services you originally planned for in your grant application? _____

If not, why is this the case?

4. Does your project currently have an evaluation design? _____

a. Has this design been implemented at this time? _____

b. Are data being collected at present consistent with this design? _____

c. When did data collection begin? _____

5. Do you expect your project to be continued after Impact funding ceases? _____

On what basis?

6. Has there been any turnover of personnel associated with your project?

a. Project Director _____

b. Supervising Personnel _____

c. Non-Supervising Personnel

(1) Professional Staff (including para-professionals) _____

(2) Support Staff _____

7. What types of assistance or guidance have been provided to your project by the CAT, SPA, and RO and how did this affect the implementation of your project (e.g., writing grant applications, designing evaluation strategies, streamlining bureaucracy, etc.)?

APPENDIX IV

IMPACT PROJECTS MAIL QUESTIONNAIRE

The MITRE Corporation
FORM A

IMPACT PROJECTS MAIL
QUESTIONNAIRE

Instructions: Please answer the following questions as briefly as necessary.

1. What were the dates of the following activities:

   a. Submission of grant application   _____

   b. Hiring of Project Director   _____

   c. Date of Award   _____

   d. Date of notification of Award   _____

   e. Initial provision of services (e.g., first client
      received or first deployment of manpower)   _____

   f. Award period   _____

   g. Refunding award date   _____

   h. Refund award period   _____

2. How was your project selected for inclusion in the city's Impact Program?

3. What provisions have been made for conducting an evaluation of your project?

   a. Automated/manual data collection and management system   _____

   b. Standardized forms   _____

   c. Reporting periods   _____

   d. Evaluation personnel (how many?)   _____

   e. Preparation of evaluation reports (how many and dates)   _____

      (1) Fiscal reports   _____

      (2) Progress reports   _____

      (3) Evaluation reports/submission of data collection forms   _____

4. Have the scope, objectives, or quality of services provided by your project been modified during the course of its operation? If so, why and how?

5. In relation to your project, what Impact Program changes could have resulted in more speedy implementation?

Thank you for your cooperation.

APPENDIX V
REGIONAL OFFICE FINANCIAL
REQUEST FORMS

211

C__/:_____

TITLE OF PROJECT	FISCAL YEAR 1972			FISCAL YEAR 1973			FISCAL YEAR 1974		
	AWARD	EXPENDED	GRANT PERIOD	AWARD	EXPENDED	GRANT PERIOD	AWARD	EXPENDED	GRANT PERIOD

212

CITY:_____

TITLE OF PROJECT	DATE OF CANCELLATION	REASON FOR CANCELLATION

213

APPENDIX VI

PROJECT ABORTS BY CITY

215

CITY	PROJECT TITLE	DATE OF CANCELLATION	REASONS FOR CANCELLATION
Atlanta	Coordinated Juvenile Work Release	November, 1974	Subgrantee could not provide matching funds.
Baltimore	East Baltimore Adolescent Detoxi-fication Center	June, 1974	Problems in site location due to neighborhood objections and failure to select a project director.
Cleveland	Police Organization, Managment and Operation Study	September, 1974	Never implemented with Impact funds. Later picked up with block grant funding.
Cleveland	Patrol Allocation Study	Never Implemented	Dependent on the completion of the Police Organization, Management, and Operation Study and consequently, the Patrol Allocation Study was never implemented.
Cleveland	Center for Human Services	November, 1974	Insufficient number of clients because referrals were from 2 unimplemented group home projects and 1 partially implemented group home project.
Cleveland	Juvenile Court Component--Group Homes	November, 1974	Same as above.
Cleveland	Institutional Post Release Project	March, 1974	Personnel turnover, untrained staff, and a lack of meaningful employment opportunities led to project termination.
Cleveland	Comprehensive Correc-tions Unit--Phase II	August, 1974	The building where treatment services were to be provided was in need of renovation.
Cleveland	Diagnostic and Treatment Component of Pre-Trial Delay	March, 1974	Insufficient number of clients and personnel turnover led to project termination.
Cleveland	Big Brothers Post Release Project	December, 1974	Inability to attract volunteers to work with project clients.
Denver	Prosecutor's Manage-ment Information System	May, 1973	Subgrantee rejected grant because he felt the national model for PROMIS was ineffec-tive and not applicable to the Denver's Prosecutor's Office.
Denver	Denver Community Work Release Center	September, 1973	Problems of community resistance and excessive renovation costs with 2 different project sites.

Source: Information Supplied by LEAA Regional Offices
         January-March, 1975

APPENDIX VII

Distribution of Impact Projects by
Month of Program for Grant Application,
Submission, Award, and Project Start-Up for
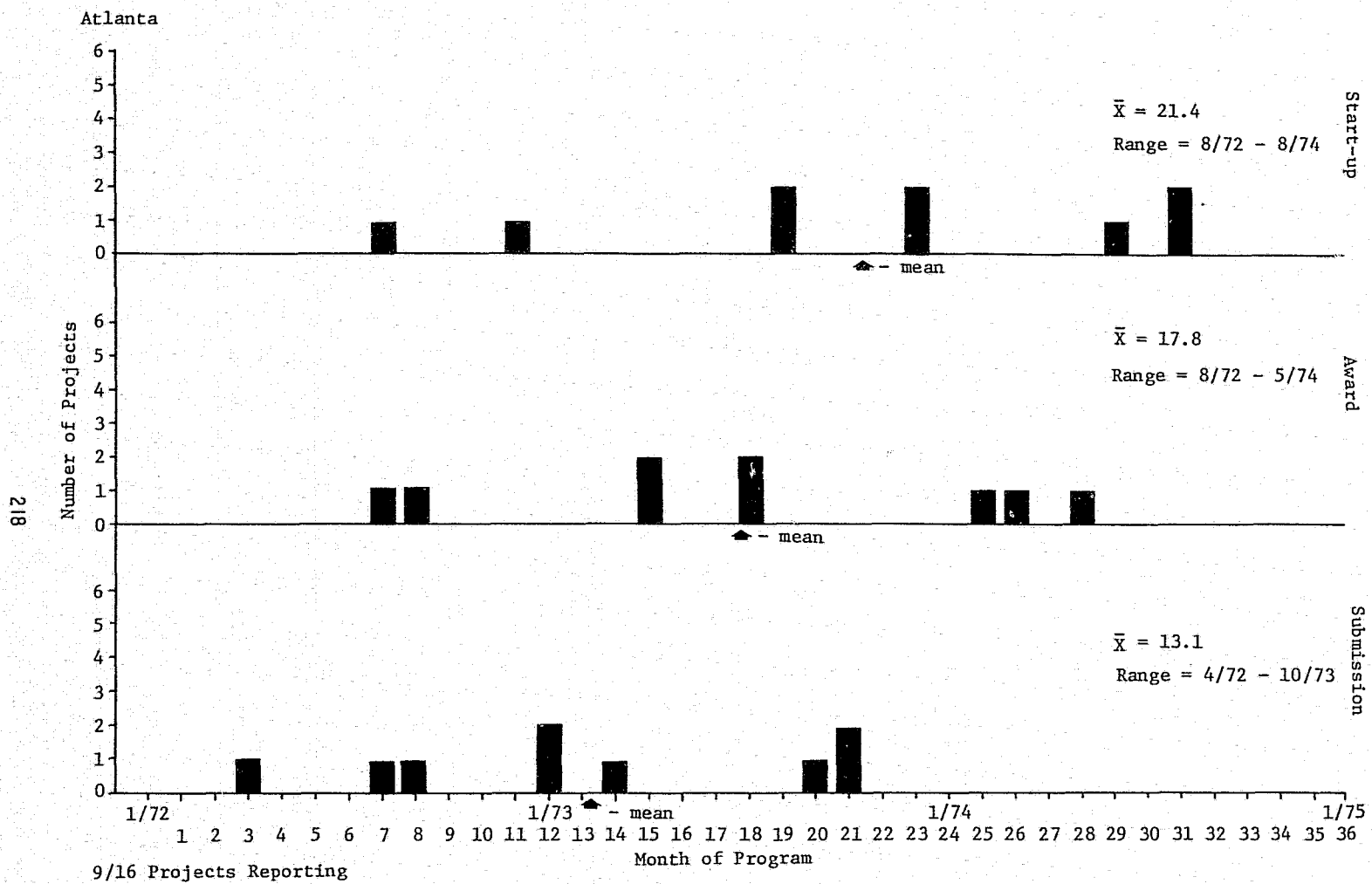Each of the Eight Cities

Atlanta

$\bar{X} = 21.4$

Range = 8/72 – 8/74

Start-up

$\bar{X} = 17.8$

Range = 8/72 – 5/74

Award

$\bar{X} = 13.1$

Range = 4/72 – 10/73

Submission

Number of Projects

1/72   1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36   1/75
                              1/73 – mean   1/74

Month of Program

9/16 Projects Reporting

FIGURE 1
DISTRIBUTION OF ATLANTA IMPACT PROJECTS BY MONTH OF PROGRAM FOR
GRANT APPLICATION SUBMISSION, AWARD, AND PROJECT START-UP

Baltimore

$\bar{X} = 21.3$

Range = 3/73 – 10/74

Start-Up

$\bar{X} = 15.2$

Range = 10/72 – 10/74

Award

$\bar{X} = 12.1$

Range = 8/72 – 9/74

Submission

Number of Projects

1/72   1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36   1/75
                              1/73 – mean   1/74
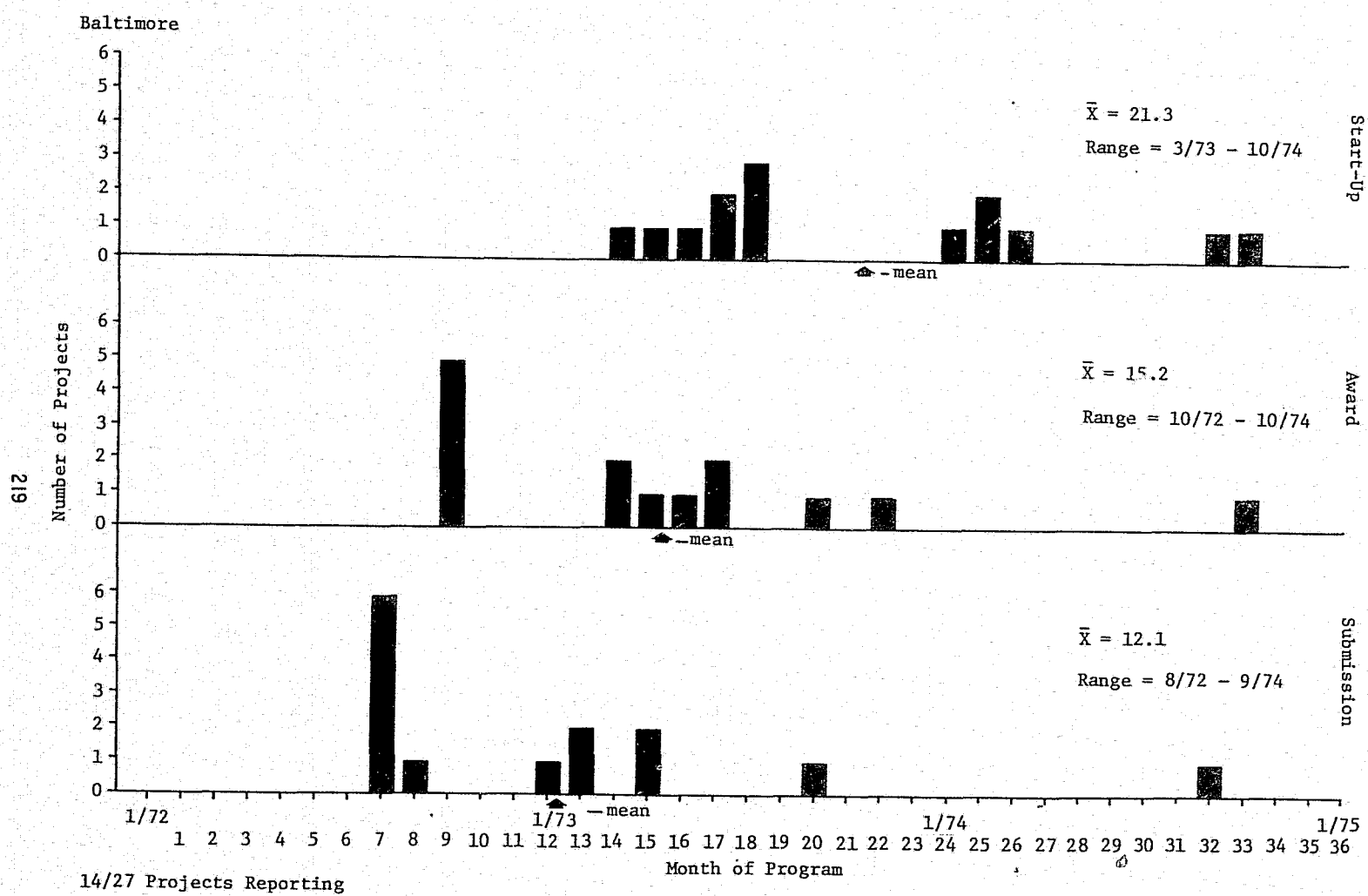
Month of Program

14/27 Projects Reporting

FIGURE 2
DISTRIBUTION OF BALTIMORE IMPACT PROJECTS BY MONTH OF PROGRAM FOR
GRANT APPLICATION SUBMISSION, AWARD, AND PROJECT START UP

FIGURE 3
DISTRIBUTION OF CLEVELAND IMPACT PROJECTS BY MONTH OF PROGRAM FOR
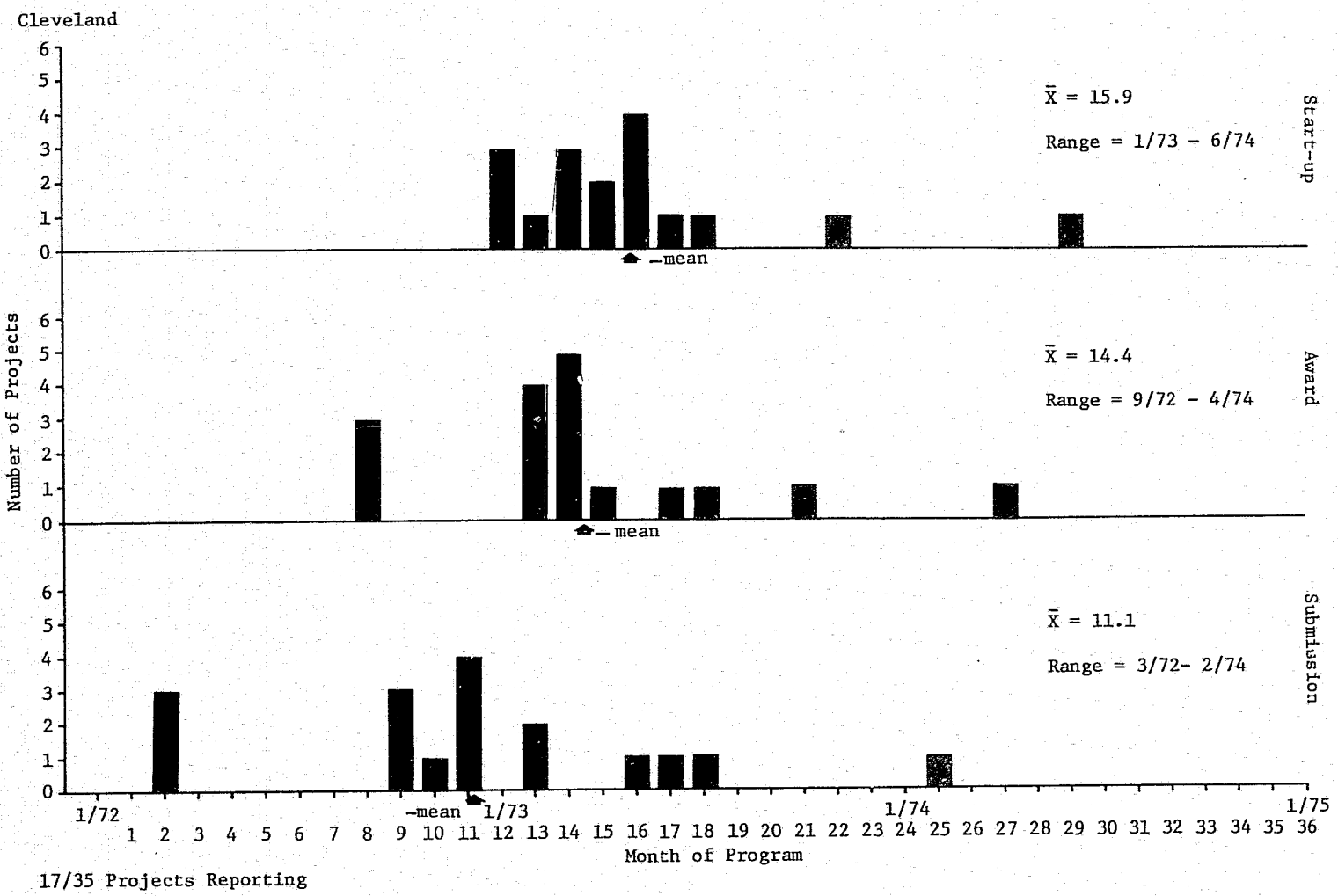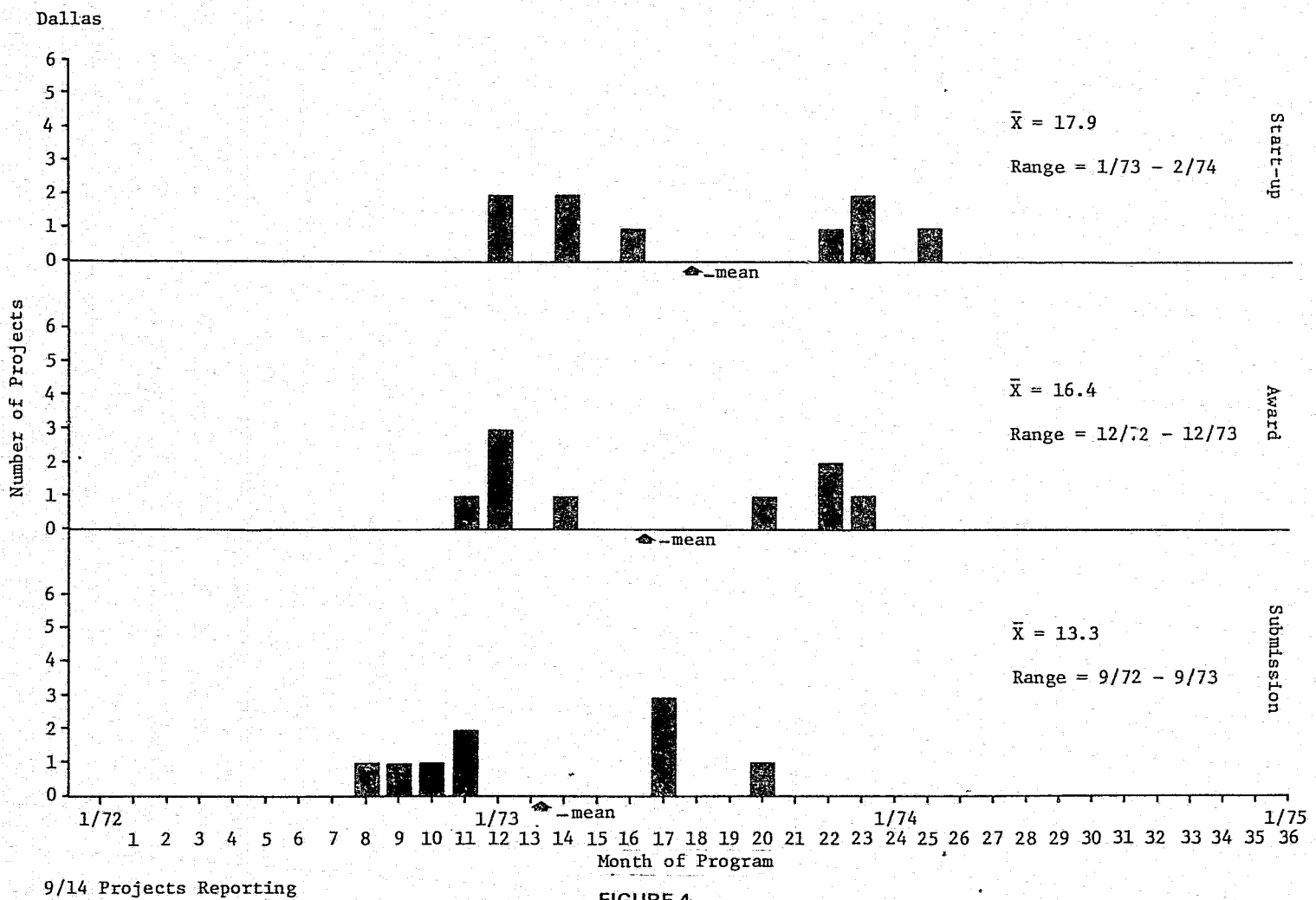GRANT APPLICATION SUBMISSION, AWARD, AND PROJECT START-UP

17/35 Projects Reporting

FIGURE 4
DISTRIBUTION OF DALLAS IMPACT PROJECTS BY MONTH OF PROGRAM FOR
GRANT APPLICATION SUBMISSION, AWARD, AND PROJECT START-UP

9/14 Projects Reporting

Denver

$\bar{X} = 22.9$

Range = 11/72 – 1/75

Start-Up

$\bar{X} = 20.9$

Range = 10/72 – 11/74

Award

$\bar{X} = 16.4$

Range = 8/72 – 10/74

Submission

Number of Projects

222

17/27 Projects Reporting

Month of Program

FIGURE 5
DISTRIBUTION OF DENVER IMPACT PROJECTS BY MONTH OF PROGRAM FOR
GRANT APPLICATION SUBMISSION, AWARD, AND PROJECT START-UP

Newark

$\bar{X} = 21.9$

Range = 7/73 – 4/74

Start-Up

$\bar{X} = 19.9$

Range = 6/73 – 4/74

Award

$\bar{X} = 16.7$

Range = 2/73 – 12/73

Submission

Number of Projects

223

11/18 Projects Reporting

Month of Program
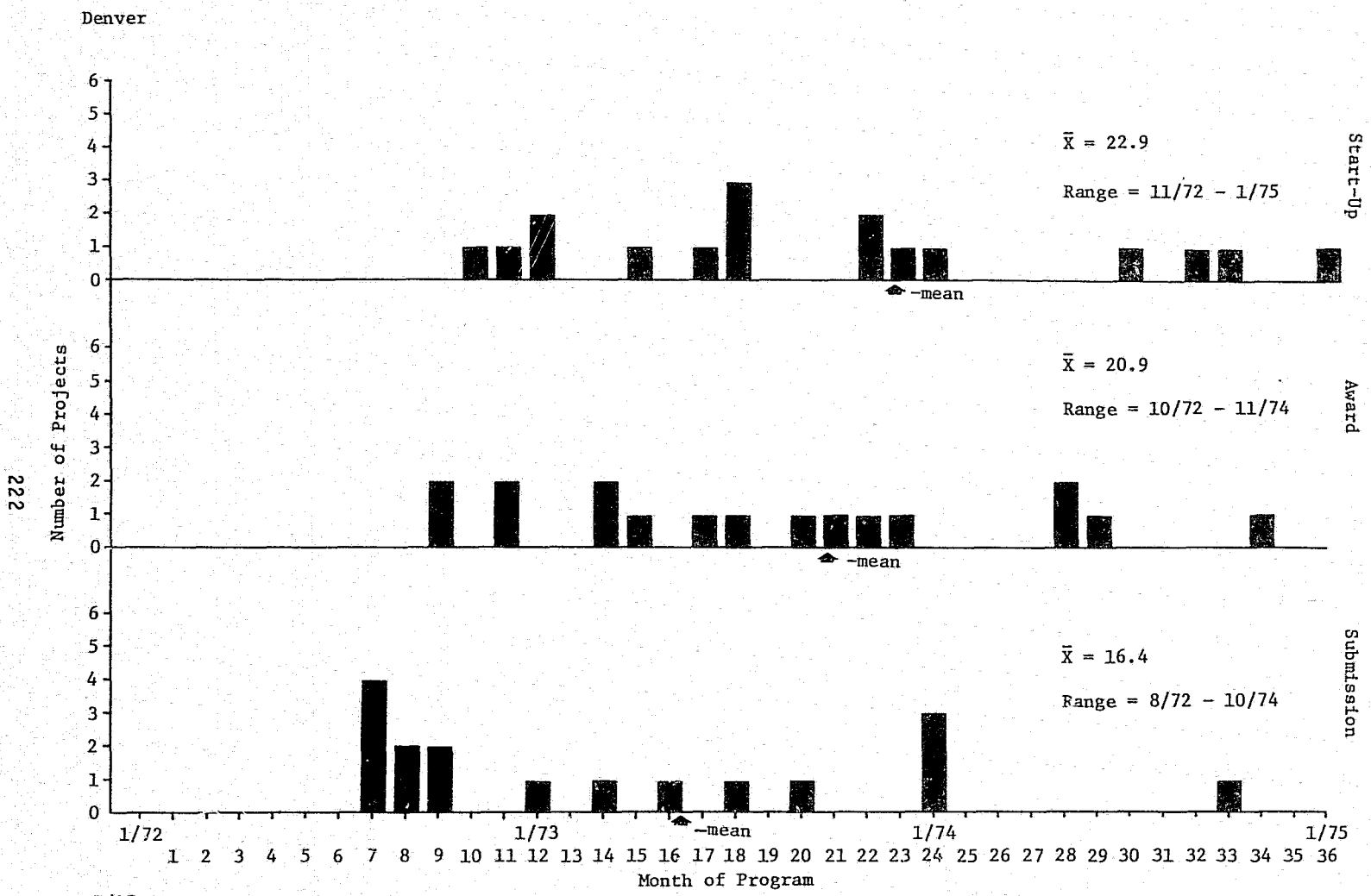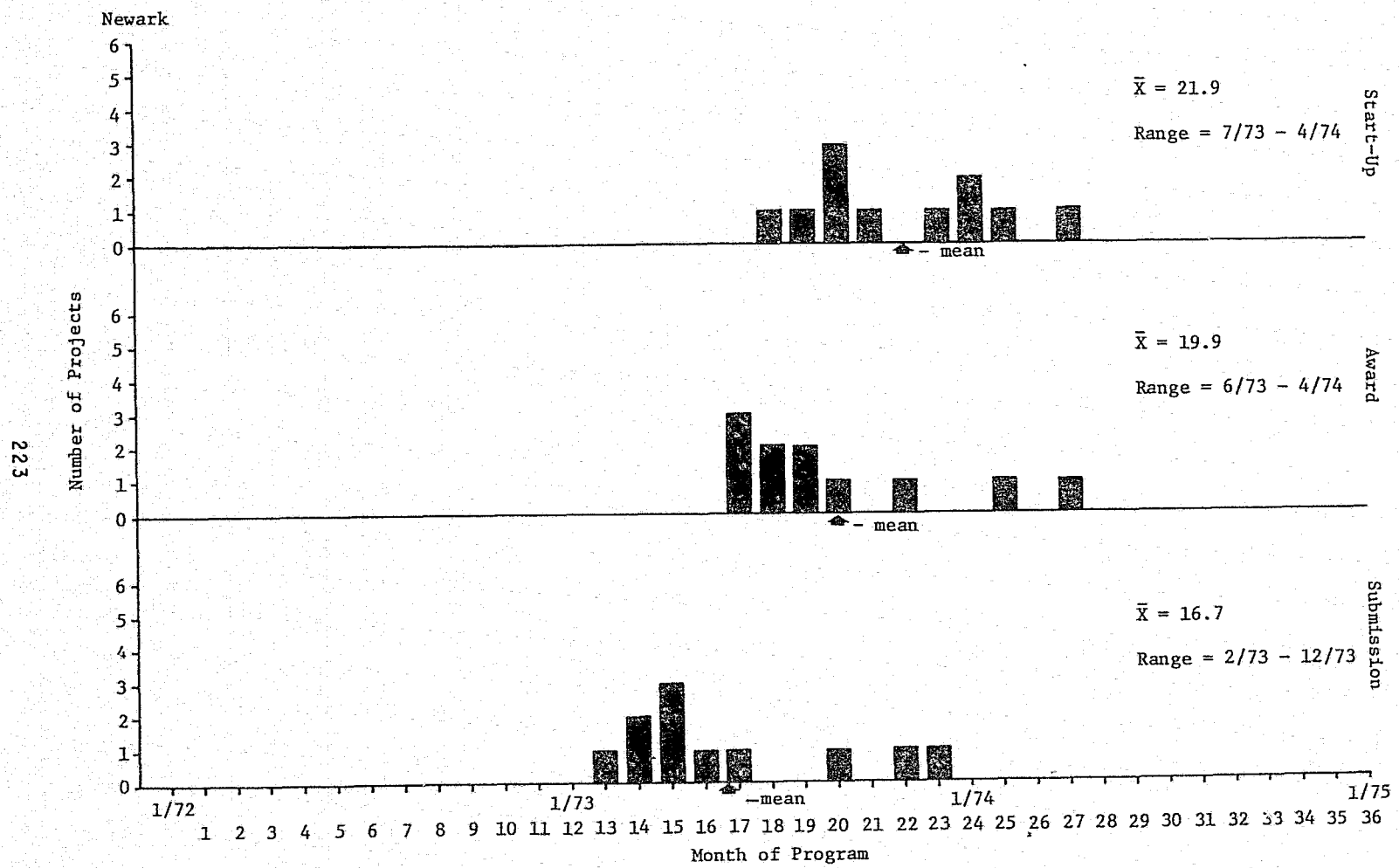
FIGURE 6
DISTRIBUTION OF NEWARK IMPACT PROJECTS BY MONTH OF PROGRAM FOR
GRANT APPLICATION SUBMISSION, AWARD, AND PROJECT START-UP

Portland

$\bar{X} = 29.2$

Range = 6/73 – 1/75

$\bar{X} = 23.5$

Range = 10/72 – 9/74

$\bar{X} = 13.3$

Range = 4/72 – 2/74

13/17 Projects Reporting

FIGURE 7
DISTRIBUTION OF PORTLAND IMPACT PROJECTS BY MONTH OF PROGRAM FOR
GRANT APPLICATION SUBMISSION, AWARD, AND PROJECT START-UP

St. Louis

$\bar{X} = 15.5$

Range = 6/72 – 12/74

$\bar{X} = 13.0$

Range = 6/72 – 6/74

$\bar{X} = 9.6$

Range = 3/72 – 5/74

20/28 Projects Reporting

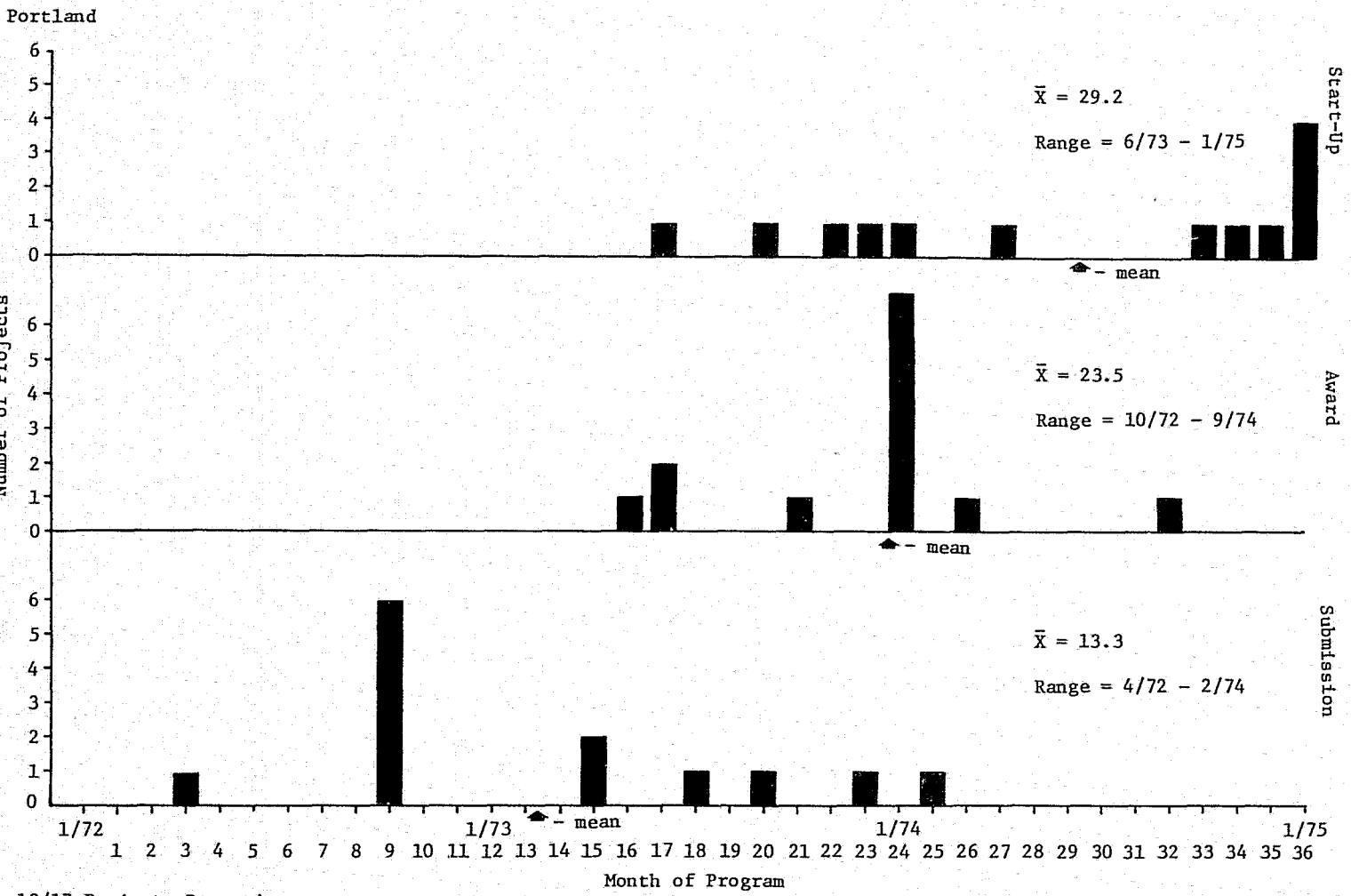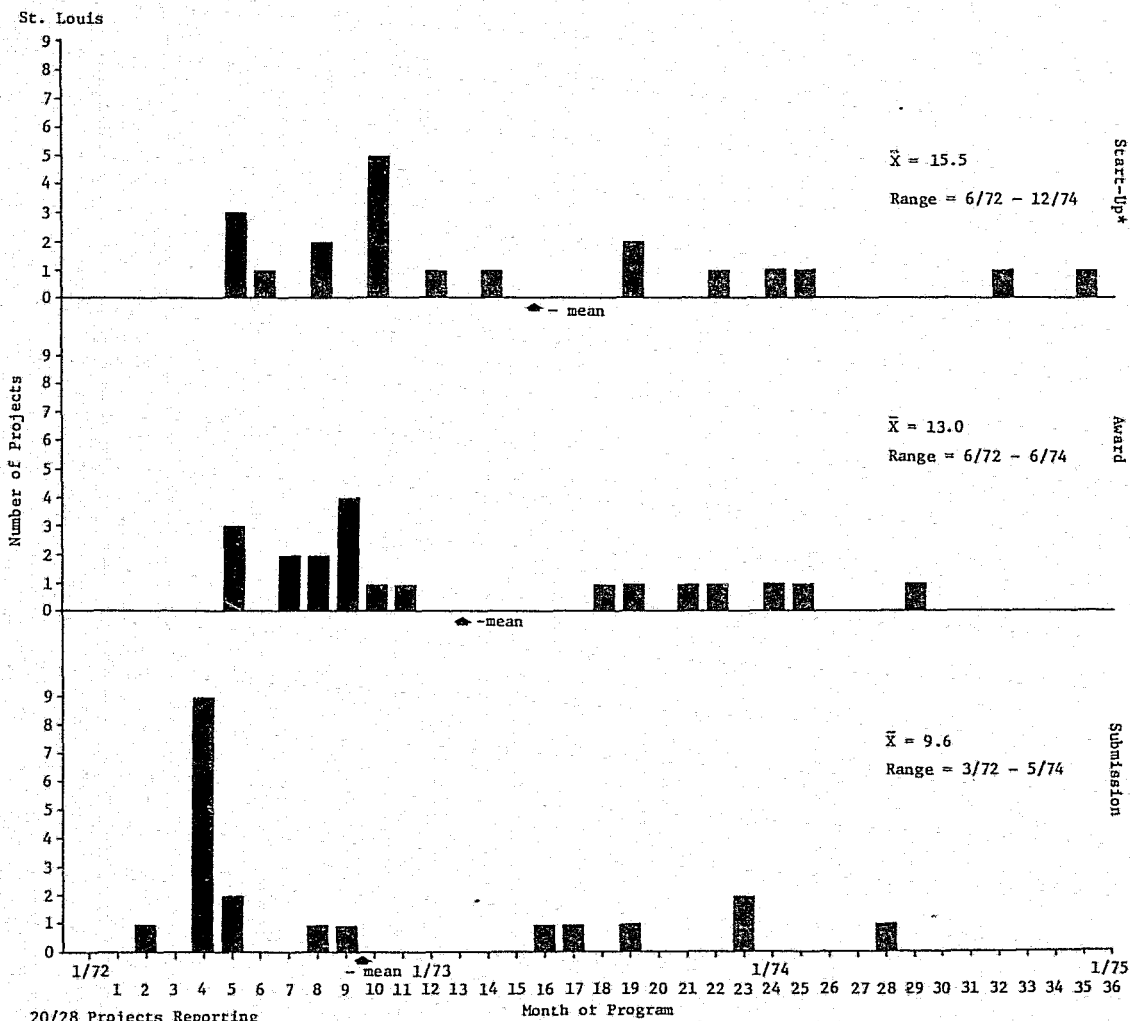*In some cases, projects began providing
services prior to award.

FIGURE 8
DISTRIBUTION OF ST. LOUIS IMPACT PROJECTS BY MONTH OF PROGRAM FOR
GRANT APPLICATION SUBMISSION, AWARD, AND PROJECT START-UP

APPENDIX VIII

MAJOR IMPLEMENTATION DELAY PROBLEMS BY CITY

CITY \ MAJOR IMPLEMENTATION DELAY PROBLEM	Equipment Purchase Delays	Staffing Delays	Lack of Staff Training	Community Involvement Problems	Funding Delays	Site and Office Location Problems	Lengthy Administrative Procedures	Referral Delays	Lack of Coordination	Lack of Necessary External Services	Problems with Data Collection and Evaluation Planning	"Political" Problems	Lack of Administrative Pre-Planning	Problems in Obtaining Matching Funds	Other or Project-Specific	Total Number of Responses	Total Number of Projects
Atlanta	5	6	2	2	3	5	4	3	3	1	1	1	0	1	2	39	13
Baltimore	3	10	2	2	3	2	9	1	1	2	1	0	2	0	1	39	17
Cleveland	4	10	4	1	4	5	9	5	8	4	3	2	0	1	5	65	28
Dallas	4	4	1	0	1	3	1	1	2	0	0	1	3	0	4	22	9
Denver	3	8	2	3	5	3	8	4	4	0	0	0	1	0	6	49	18
Newark	4	8	4	1	9	6	5	0	4	1	0	1	0	0	4	48	17
Portland	2	0	1	0	2	1	4	1	1	3	0	0	0	0	1	16	7
St. Louis	2	3	2	1	8	0	9	0	1	1	2	0	1	1	4	35	20
Total Number of Responding Projects*	27	49	18	10	35	25	49	15	24	12	7	5	7	3	27	313	129
% of Total Number of Projects	20.9	38.0	14.0	7.8	27.1	19.4	38.0	11.6	18.6	9.3	5.4	3.9	5.4	2.3	20.9		

Source: 129 Responses to the Telephone Questionnaire

APPENDIX IX

PROJECTS REPORTING NO MAJOR IMPLEMENTATION
DELAY PROBLEMS BY CITY AND FUNCTIONAL AREA

PROJECTS REPORTING NO MAJOR IMPLEMENTATION DELAY PROBLEMS*

CITY	PROJECT TITLE	FUNCTIONAL AREA
Atlanta	Police Modified Field Report Form System	Police
Baltimore	Residential Facilities	Juvenile Corrections
Cleveland	Municipal Court Component of Community-Based Probation Project	Adult Corrections
Cleveland	Cleveland Offender Rehabilitation Project	Prevention
Dallas	Special Court Processing of Impact Cases	Courts
Dallas	Increase Adult Probation	Adult Corrections
Dallas	Upgrade Response of Criminal Justice System	Research/Information Systems
Dallas	Law Enforcement and Judicial Assistance System	Research/Information Systems
Denver	Denver Court Diagnostic Center	Adult Corrections
Denver	Employ-Ex	Adult Corrections
Denver	Southwest Youth Services Bureau	Prevention
Newark	Special Case Processing for Impact Offenders	Courts
St. Louis	Circuit Attorney's Supplement	Courts
St. Louis	Citizen's Reserve	Community Involvement
St. Louis	Community Services Officers	Community Involvement
St. Louis	Expand the Mounted Patrol	Police
St. Louis	Intensive Supervision Services	Adult Corrections
St. Louis	Research Department I-II	Research/Information Systems

*18 of 147 projects surveyed

APPENDIX X

MAJOR IMPLEMENTATION DELAY PROBLEMS BY
FUNCTIONAL AREA

APPENDIX X
MAJOR IMPLEMENTATION DELAY PROBLEMS BY FUNCTIONAL AREA

MAJOR IMPLEMENTATION DELAY PROBLEM / FUNCTIONAL AREA	Equipment Purchase Delays	Staffing Delays	Lack of Staff Training	Community Involvement Problems	Funding Delays	Site and Office Location Problems	Lengthy Administrative Procedures	Referral Delays	Lack of Coordination	Lack of Necessary External Services	Problems with Data Collection & Evaluation Planning	"Political" Problems	Lack of Administrative Pre-Planning	Problem in Obtaining Matching Funds	Other or Project-Specific	Total Number of Responses	Total Number of Projects
Prevention	3	8	0	2	8	0	4	3	1	1	2	0	1	0	4	37	16
Police	10	5	1	1	1	2	9	1	2	1	0	1	0	0	3	37	20
Courts	0	3	2	0	3	2	3	1	2	1	1	0	1	0	1	20	10
Adult Corrections	2	13	3	2	5	8	5	2	6	0	3	2	1	1	6	59	21
Juvenile Corrections	2	7	6	2	10	9	12	5	5	6	1	1	0	1	5	72	27
Research/ Information Systems	1	4	0	0	2	1	3	0	2	0	0	0	0	0	2	15	6
Drug Abuse	0	2	1	0	0	0	2	0	3	1	0	0	2	0	1	12	6
Community Involvement	5	5	4	2	4	3	7	3	2	1	0	1	1	0	4	42	15
Target Hardening	4	2	1	1	1	0	3	0	1	1	0	0	1	1	1	17	7
Other*	0	0	0	0	1	0	1	0	0	0	0	0	0	0	0	2	1
Total Number of Responding Projects 2	27	49	18	10	35	25	49	15	24	12	7	5	7	3	27	313	129
% of Total Number of Projects	20.9	38.0	14.0	7.8	27.1	19.4	38.0	11.6	18.6	9.3	5.4	3.9	5.4	2.3	20.9		

[1] Deleted from analysis because of the small sample size

[2] Source: 129 Responses to the Telephone Questionnaire

END