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DALLAS-HIGH IMPACT ANTI-CRIME PROGRAM



SUBMITTED TO: NATIONAL INSTITUTE FOR LAW ENFORCEMENT AND THE ADMINISTRATION OF JUSTICE JANUARY 15, 1973

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THE DALLAS AREA CRIMINAL JUSTICE COUNCIL

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I. INTRODUCTION

The Evaluation Plan for the Dallas Impact Program is intended as a document to describe the evaluation efforts that will be employed to measure the effectiveness of projects and programs. The plan should acquaint LEAA with Dallas' overall strategy to measure effectiveness, the relationship between the City, County, DACJC, and LEAA and the primary responsibilities of each partner in the program. The plan is also intended as a quick reference source to those charged with evaluation responsibilities.

The Evaluation Plan is not intended to serve as the entire or total evaluation scheme for the total period of the Impact Program. Primarily, the plan addresses the procedures and processes which will serve as the foundation for evaluation efforts. The activities and resources outlined, although focused primarily upon initial efforts, will serve as the basic evaluation design upon which continuing changes and improvements will be made as projects emerge. Processes and procedures are therefore outlined in support of the overall planning responsibilities and are intended to function in response to the dynamics of the program itself.

EVALUATION LEVELS AND RESPONSIBILITIES

Evaluation of the Dallas Area Impact Program will be conducted at several levels by different groups. The results of each of these evaluations will be complementary in providing information for improving planning and administration of the program. The major organizational elements are:

1. Project Manager

The sub-grantee manager is charged with detailed planning and administration of the project as well as project evaluation. Sub-grants will include funding for project-applied research and analysis to provide an accurate monitoring of project activities. Technical assistance will be provided by the appropriate planning staff and the Dallas Area Criminal Justice Council.

2. Planning Staff

The three-man planning staffs of the City and County, while not directly charged with responsibility for evaluation, will coordinate the information needs of the project managers and provide technical assistance and liaison with the DACJC.

3. Dallas Area Criminal Justice Council

The central evaluation staff of the DACJC will be indirectly responsible for project monitoring. The staff will review the periodic reports submitted by project directors. Any inconsistencies will be discussed with the project directors.



The evaluation staff has sole responsibility for program-level evaluation. Programs are aggregates of projects which have similar effectiveness measures. This evaluation effort will be coordinated with data collection through existing City and County information systems and technical assistance provided by the City of Dallas Urban Analysis Department and consultants, as may be required. As illustrated in Exhibit 1, two staff members are responsible for coordinating program and project development; and two are responsible for coordinating evaluation and information systems development.

4. Texas Criminal Justice Council

The TCJC (state planning agency) will provide assistance to the DACJC in project monitoring and fiscal auditing. Each project will be audited semiannually. In this capacity the TCJC will be responsible to the LEAA regional office.

5. National Institute of Law Enforcement and Criminal Justice

Complementing the detailed evaluations in Dallas will be overall evaluations conducted by the National Institute through its consultant, the Mitre Corporation. These evaluations will deal with changes in socio-economic or physical conditions related to the incidence of stranger-to-stranger crime. This level of evaluation deals with the general target populations in the community (including potential project victims and offenders), not just those enrolled or engaged in the project activity.

The responsibilities of the Mitre Corporation in support of evaluation efforts in the Impact cities will be to:

- . Select projects and programs for comparative evaluation among cities.
- . Plan national evaluation and establish data requirements.
- . Collect supplemental data.
- . Analyze data and perform component evaluations.

The 1972 Census Bureau Victimization Survey will be followed by additional surveys in 1974 and 1977. The purpose of these surveys is to determine if victimization and the fear of being victimized have been reduced.

RELATIONSHIP OF EVALUATION TO PLANNING AND ADMINISTRATION

In Dallas, the evaluation system has been structured to be closely related to the planning and administrative process. Its results will be fed back into the planning process to help determine the most effective project mix in addressing the defined goals and objectives. It will also provide feedback to project managers for corrective action to assure that projects and activities proceed in accordance with the Impact plan. Essentially, the process is as follows:

1. Based on an analysis of the problems of crime in the Dallas area, research and guidance on the causes of crime, and in consideration of the Impact mission, a set of strategies for reducing crime has been formulated.



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DALLAS AREA CRIMINAL JUSTICE COUNCIL

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- 2. These strategies are translated under the planning process into a set of programs and projects designed to reduce crime.
- 3. The responsibility of the "monitoring" process is to assure that the projects are executed efficiently in accordance with the Impact plan, in terms of schedules, resources, persons affected, etc.
- 4. Given that each project is effectively executed, it remains to test the hypothesis that the project (or programs) achieved the desired impact (effectiveness), in terms of improvements in system or client characteristics or community conditions.
- 5. Based on evaluation of effectiveness in relation to relative costs, changes in policy, program mix, and/or plans or operations may be instituted.

This process is illustrated in Exhibit 2.

DACJC STAFF BUDGET

The administration of the Impact Program is organized into five program areas:

. <u>Planning</u>

This function involves development of a comprehensive strategy for the Impact Program, intensive planning of programs directed at the various Impact Program goals and technical assistance to City and County agencies in developing the individual projects.

. Administration and Coordination

This effort includes administration of the overall planning, data analysis and evaluation program and the coordination of the Impact projects of the various criminal justice agencies within the Dallas criminal justice system.

. Evaluation

The responsibility for evaluation is shared with all governmental levels involved in the execution of the Impact Program.

Being in an intermediary position, between the national and local levels of Impact Program management, the DACJC staff is charged with the coordinative responsibility of the local evaluation.

. Grants Management

This provides for the management of the grants which will be made for Impact action projects, including fiscal and progress reporting, assistance in the development of project applications, and technical assistance required in meeting fiscal and action guidelines of LEAA and TCJC.

Data Management

This allocation provides for developing the basic design for a data collection and management system and a close coordination of its implementation to insure that the data needs of Impact planning and evaluation are met.







IMPACT PROGRAM MANAGEMENT PROCESS





The following chart reflects the DACJC staff budget to meet these responsibilities: Total 1973 DACJC Budget (100%) \$238,337 Impact Program Administration (75%) 179,537 Block Grant Administration (25%) 58,800

	• • • • •			
Impact Program	1 (100%)	1,440) Man Days	179,537
Planning	(25%)	360) If	44,884
Adm. & Coord.	(15%)	216	$\mathbf{H} = \{\mathbf{H}_{i}, \dots, \mathbf{H}_{i}\}$	26,931
Evaluation	(25%)	• 360		44,884
Grants Mgmt.	(16%)	224	$\sum_{i=1}^{n-1} \frac{1}{i} \sum_{i=1}^{n-1} \frac{1}{i$	28,726
Data Mgmt.	(19%)	280	(34,112

PROCEDURE FOR IMPACT PROJECTS PREPARATION, REVIEW, AND APPROVAL

- 1. Criminal justice agency prepares project applications for subgrants.
- 2. The City of Dallas, or Dallas County, as appropriate, submits applications:
 - . an original and three copies to CJC
 - . three copies to DACJC
 - . one copy to LEAA Regional Office
 - . one copy to regional A-95 clearinghouse (North Central Texas Council of Governments).
- 3. DACJC reviews and comments on subgrant applications.
- 4. DACJC Executive Committee provides a letter of endorsement and a copy of comments/recommendations for each subgrant application.
- 5. CJC reviews Impact subgrant applications according to established procedures under block subgrant application procedures (see <u>Action Grant Policies and Procedures Guide</u>).
- 6. CJC awards and administers individual project subgrants in conformance with established procedures under the block grant.
- 7. CJC transmits to Regional Office pertinent project management data.



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- 8. Grantee (City of Dallas or Dallas County) follows established procedure for monthly, quarterly, financial, and progress reports, except that one copy of each also is transmitted to Regional Office.
- 9. CJC administers Impact subgrants in accordance with established grant administration, monitoring, auditing, and evaluation policy.

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10. CJC responsibility will be carried out under established rules, regulations, and guidelines that govern block subgrant awards.

This procedure is graphically illustrated in Exhibit 3.



EXHIBIT 3

II. EVALUATION SYSTEM

EVALUATION STRUCTURE

Since project evaluation is geared to the planning process, the planning structure and hierarchy of performance objectives establishes the framework for evaluation. A set of impact indicators will be established relative to each performance objective of a project as a measure of change. The basic approach provides for measuring changes in conditions occurring after project implementation. The question of "attributing" the change to the particular project or cluster of projects will generally depend upon empirical research results supplemented by judgment of evaluation staff.

- 1. Project monitoring (efficiency measurement)
 - . Time and cost progress against plan.
 - . Numbers of participants processed during reporting period against plan.
- 2. Project impact evaluation (effectiveness measurement)
 - . Changes in participant characteristics, such as attitudes, skills, and individual truancy.
 - . Changes in activity characteristics, such as police response time, court case processing time, or Impact crime rate.
- 3. Program impact evaluation (effectiveness measurement)
 - . Changes in neighborhood truancy rate, youth unemployment, drug addiction incidence, or Impact crime rate.
 - . Changes in system characteristics, such as court backlog, or average length of stay of jail inmates.

PLANNING AND EVALUATION PROCESS

The relationship of planning to evaluation of an example project is illustrated in Exhibit 4. The planning process goes through the following stages:

- . Determine NEED
- . Determine GOALS
- . Determine Program Objectives
- . Determine Sub-Projects
- . Determine Work Tasks or Activities



PLANNING AND EVALUAT PROCESS







The evaluation process goes through similar stages:

- . Accomplish Work Tasks or Activities
- . Accomplish Sub-Projects
- . Accomplish Project Objectives
- . Accomplish Program Objectives
- . Accomplish GOALS

EVALUATION DEVELOPMENT

A set of baseline data (initial conditions) was established early in the planning process. This data was published in the "Dallas Impact Plan, November, 1972" in the Problems and Needs Section. This initial crime analysis was used as (1) a guide toward planning projects and programs; (2) an inventory of data availability; and (3) a foundation (baseline) upon which the Dallas Impact Program will be evaluated.

This initial set of data will be refined and further developed over the life of the Impact Program through the implementation of the "Data System" described in Section III of this document.

A very significant step in the process of developing the approach to evaluation of the Impact projects was accomplished during a two-day Evaluation Workshop held in Dallas in November, 1972.

Representatives of the National Institute (Mitre Corporation), the Texas Criminal Justice Council (state planning agency), the DACJC and City and County planning teams participated in group exercises where evaluation components were developed for two projects that have subsequently been submitted for Impact funding.

Numerous meetings with planners and project directors have been held for the purpose of developing project evaluation plans. During the course of these meetings a standard evaluation component outline emerged that has served as a valuable tool for systematic evaluation planning. (See Exhibit 5).

The evaluation component, within each project application, will serve to develop the following information throughout the Impact Program:

. Crime specific analysis and problem identification will provide information to illustrate the need for the specific project and point out the objectives that must be accomplished to attack the specific problem(s) addressed in the project. This data will also provide a major input to the overall crime analysis data system.

. A restatement of the objectives is necessary to maintain the perspective of the evaluation measures to the desired results of the project. In addition, the project objectives will ultimately assist in the formulation of program (project aggregates) objectives and in modifications of program objectives.

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OUTLINE FOR THE DEVELOPMENT OF

AN EVALUATION COMPONENT

PREREQUISITES

- CRIME SPECIFIC ANALYSIS/PROBLEM IDENTIFICATION
- 1. DEFINITION
- 2. QUANTIFICATION
- 3. PROJECT DEVELOPMENT
- I. DEFINE OBJECTIVES
 - A. STATE DESIRED ACHIEVEMENT/EXPECTED RESULTS B. QUANTIFY EXPECTED LEVELS OF ACHIEVEMENT C. STATE PERIOD OF TIME COVERED
- II. ESTABLISH LINK TO NATIONAL GOAL
 - A. HYPOTHESES/ASSUMPTIONS
 - B. QUANTIFY EXPECTED CONTRIBUTION

III. DEVELOP EVALUATION MEASURES

- A. MEASURES OF EFFECTIVENESS
- B. MEASURES OF EFFICIENCY
- C. DEFINITIONS

IV. DEVELOP DATA REQUIREMENTS

- A. LIST DATA ELEMENTS
- B. DEFINE KEY TERMS
- G. IDENTIFY DATA SOURCES
- V. DEVELOP METHODS OF ANALYSIS
 - A. TIMING
 - B. TECHNIQUES





Establishing a link to the national goal of reducing Impact crime rates shows the anticipated crime specific value of the project, i.e., how the project should contribute toward the ultimate goal of the Impact Program. Documentation of this relationship will also assist in establishing effectiveness measures for program evaluations.

Two types of evaluation measures will be used for assessing levels of achievement. Efficiency measures indicate how well a project or program is executed according to plan in terms of schedule, manpower and equipment allocation, activities and expenditures. Effectiveness measures are used to evaluate the impact of project and program activities or the results attained in terms of crime rate reduction and cost/benefit considerations.

Both types of measures described in project application evaluation components will be of utmost significance in the establishment of measures for evaluating programs and the city-wide success/failure level.

. A list of data requirements and the planned sources of acquisition will provide all levels of evaluation responsibility with the information needed to assure the development of the required data systems.

. The methods of analyses of evaluation data will vary by project. Diagnostic analysis will permit the determination of reasons for success or failure of projects. Statistical correlation techniques will be used, as appropriate, to explain any noticeable differences in either the project or relevant socio-demographic aspects of the city.

Another form of analysis that will be required of certain projects and programs will be that of crime displacement. This analysis would examine the phenomenon of crime incidence increases in areas surrounding those areas where intensive anti-crime projects have been implemented.

Statistical techniques will also be used to compare control groups with affected groups to determine whether there have been significant differences through the efforts of a project.

TYPICAL EVALUATION MEASURES

The following is a description of some typical evaluation measures that will be used for assessing efficiency and effectiveness of Dallas Impact projects and programs. (Also see Exhibit 6).

- . Apprehension Rate this measure relates to apprehension activities of police units and the relation of apprehensions to complaints. One possible use in command and control or tactical deployment programs is to measure the success in apprehending suspects during the commission of a target crime.
- . <u>Arrest/Conviction Rate</u> a rate designed to measure the number of arrests resulting in court convictions. If one can reasonably exclude prosecutor discretion and other reasons for failure to prosecute or obtain convictions, the rate can be used as one measure of police investigative effectiveness.

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- Attitudinal Index the major purpose of this index is to measure the attitudes of individuals who are participating in preventive programs such as multi-media crime prevention, youth services, adult/juvenile diversion projects, and delinquency prevention. Attitudinal indices are expected to be useful for measuring the effects of many programs within the four major criminal justice areas.
- <u>Case Load</u> the number of cases handled by probation, parole or police officers can be indicative of the efficiency of these individuals and the system in the performance of program duties.
- . <u>Court Delay Time</u> this measure can be used to assess the efficiency or timeliness with which the adjudication process is carried out. This measure will be useful for such programs as automated court calendaring, case management and various other court programs.
- <u>Response Time</u> this is a generally accepted measure for assessing the efficiency of command and control programs and deployment of tactical police units.
- . <u>Clearance Rate</u> this rate is designed to measure the fraction of crimes reported to the police which have been closed by means of arrest of the offender, the offender's death, or other conclusive dispositions. It can be indicative of police detection and apprehension programs.
 - <u>Cost/Benefit Ratio</u> this ratio indicates the relationship between the expenditure of resources on program activities and the results achieved. It can be used in a variety of situations especially where different approaches to common goals are to be compared.
- . <u>Crime-Seriousness Index</u> this measure is designed to reflect the relative seriousness of crime within a given area and can be applied to various programs within each of the four criminal justice functional areas. Several variations of this index can be developed, e.g., seriousness of crime can be based upon cost to the community or effect on victims in terms of value of property stolen, days lost due to injuries, etc. One example of constructing a crime-seriousness index is to assign relative weights to the types of crimes committed. These weights are then multiplied by the number of crimes falling within each category, and the resultant numbers are then totaled to reflect one measure of crime-seriousness.
 - <u>Drug Abuse Rate</u> this rate can be used to measure the number of addicts per unit of population. It can be useful in evaluation of various drug abuse programs such as community education programs designed to curb the use of dangerous drugs among the population at large.
 - <u>Impact Crime Rates</u> these measures directly relate to the national Impact goal and are considered primary measures of project and program effectiveness in all functional areas.



<u>Parole/Probation Failure Rate</u> - this measure will be used to indicate the effectiveness of parole or probationary type programs aimed at reintegrating the offender into society. It is normally based on the number of rearrests of persons on or released from probation or parole.

 Project/Program Dropout Rate - the purpose of this rate is to measure the effectiveness of rehabilitative type programs aimed at the motivational characteristics of its participants.

. <u>Stolen Property Recovered</u> - the monetary value of stolen property recovered can be used as a measure related to police detection activities and community action programs such as the Computer Identification Project.

Truancy/School Diopout Rates - these measures are indicative of the success of preventive programs in changing the attitudes of juveniles. They relate to programs such as family intervention, community centers, treatment of disruptive children, and coordination of juvenile activities.

Recidivism Rate - this measure (often expressed as the percent arrested for one crime who are later rearrested for a comparable crime) is designed to assess the effectiveness of rehabilitative programs in dissuading Impact crime offenders from returning to crime.

<u>Rehabilitation Index</u> - this index can be used to measure the degree of success of a rehabilitation program in terms of the enrollee's response to program activities, such as education, training, counseling and job placement. As an index, this measure can be sub-defined in terms of its components; each component can further be assigned a relative value, based upon the participant's performance.

Rate of Violation of Conditional Release - this measure indicates the degree of success of various programs involving non-detention defendants awaiting trial, such as release on one's own recognizance (ROR), probation, bail reform and pretrial diversion.



TYPICAL EVALUATION MEASURES BY FUNCTIONAL AREAS



TYPICAL EVALUATION MEASURES	Preventing	Compunity &	Detern Detect Apprehe	ion &	reess cion
Apprehension Rate		x			
Arrest/Conviction Rate			X	x	
Attitudinal Index		x	x	x,	
Case Load			x	x	
Court Delay Time				x	
Response Time		x	x		
Clearance Rate			x		
Cost/Benefit Ratio		x	X	x	
Crime-Seriousness Index	x	x	X	x	
Drug Abuse Rate	x	X		X	
Impact Crime Rates	x	x	x	X	
Parole/Probation Failure Rate	x			x	
Project/Program Dropout Rate	x	X			
Stolen Property Recovered		x	x		
Truancy/School Dropout Rates	x	x			
Recidivism Rate	x				
Rehabilitation Index	x	x			
Rate of Violation of Conditional Release				X	
		1			





EXHIBIT 6

III. DATA SYSTEM PLAN

PRELIMINARY ACTIVITIES

During the comprehensive planning process of determining goals, programs and projects to consider in the execution of the Dallas Impact Program, all of the available data in the Dallas criminal justice system relative to crime problems and the criminal justice agencies themselves, were collected and organized into an "Initial Crime Analysis".

This information highlighted both crime problem areas requiring first phase priority and deficiencies in data availability. Data availability is illustrated in Exhibit 7.

It was recognized that the foundation of the continued planning phases of the program would rest with the further development of a crime analysis system that would provide the capability of classifying and characterizing offenders, victims and settings of Impact crime and the use of this information to design programs and projects which would have the most effective impact on the crime problem.

Discussions were held with planning teams and host agency data processing managers outlining the projected information needs of the Impact Program including the crime analysis and program and project evaluation and plans for expanding existing data systems were initiated.

The Dallas Police Department and Dallas County have designed projects and submitted applications for Impact funding which address currently identified data needs such as flagging of Impact cases, expanded victim, offender, offense, setting data and other Impact case statistics.

The expansion of Dallas County computer files through the Temporary District Courts project will provide for identification of stranger-to-stranger crimes and burglary (Impact crimes) in data files throughout the Regional Criminal Justice Information System including the addition of files for the two new courts. In addition, the increase of Adult Probation Department services will provide for computerization of case files of probationers.

Data files will also be strengthened through implementation of the following projects:

. Expansion of Dallas Police Department Data Base.

This project will add new data items to police computer files, place arrest data on-line, and modify computer programs and files to flag Impact cases.

. Upgrade Response of Criminal Justice System.

This Dallas County project will provide for more rapid exchange of information between regional law enforcement and criminal justice agencies by decreasing

EXHIBIT 7

Data Availability

Data Item	Agency	File	Medium	Date Available
Offense	Dallas	OSR	On-line	Now
Туре	Police	H and a start of the start of t	n an	
Location	Department	B	n	
Weapon	B and the second se	. H	Ĥ	
Time	e	11	H	
Property	H.,	II.	n de la constante la constante	11 11
Victim		1. 1. 1.	R	
Age	U	8. 	11	1
Race	$\prod_{i=1}^{n} \frac{1}{i} \sum_{i=1}^{n} \frac{1}{i} \sum_{i$	H		$H_{\rm eff} = \frac{1}{2} \left[\frac{1}{2} $
Sex		n an an Arland Arland Arland Arland Arland Arland Arland Arland Arland Arland Arland Arland Arland Arland Arland	u	 If a second secon
Name	and a second second Second second	n	11	
Target	n de la construcción de la constru La construcción de la construcción d	ім на селото селото Селото селото селото Селото селото	n National N	1 1 1
Alarms	$ \begin{array}{l} \displaystyle \frac{\partial {\mathbf{u}}_{i}}{\partial t} = \frac{\partial {\mathbf{u}}_{i}}{\partial t} & = \frac{\partial {\mathbf{u}}_{i$	Call File	đ	
Marking		CIS	1	H .
Target Base		OSR,SSR	n 1	
Offender	0		11	1
Motive	U	Offense Report	Manua1	
Age, Race	$\frac{1}{2}$	Arrest/SSR	On-line	
Sex, by type crime				
<u>System</u>				
Police Response Time	DPD	Call File	On-line	Now



EXHIBIT 7 (Continued)

Data Availability

<u>Data Item</u>	Agency	File	Medium	Date Available
Clearance rate	DPD			
On View		Arrest	Card	Not Programmed
Investigation		SSR	On-line	Now
Conviction Rate by type crime	County Case Disposition	Arrest	Card	Now
Time Lapse	Dallas County		•	
Arrest and:	Sheriff's		ی در او در ۱۹۹۰ - ۲۹۹۹ - ۲۹۹۹ ۱۹۹۹ - ۲۹۹۹ - ۲۹۹۹ - ۲۹۹۹ - ۲۹۹۹ - ۲۹۹۹ - ۲۹۹۹ - ۲۹۹۹ - ۲۹۹۹ - ۲۹۹۹ - ۲۹۹۹ - ۲۹۹۹	
First Court App.	Office	Book In	On-line	July, 1972
Indictment	\mathbf{n}	Judicial	n - 11. 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 -	1974
Arraignment	$ \frac{1}{2} \sum_{i=1}^{n} 1$	n an an Araban an Ar Araban an Araban an Ar	.11	\mathbf{n}
Trial	B B	Book In	11 (I)	July, 1972
Conviction	$\mathbf{n} = \mathbf{n}$	U	U.	
Sentence	.	4	u	and the second sec
Caseload				
Filings		1	a di sana ang kana a Sana ang kana	U Angle State (1997)
Convictions		b	u	1
Sentences	U .	U	Ħ	H
Dispositions	.	u	u	0
Detention				
Inmate Population	DSO	Book In	On-line	July, 1972
Length of Stay		n		
Awaiting Trial	H		H	\mathbf{u}
By reason of Incarceration		4		

EXHIBIT 7 (Continued)

Data Availability

Data Item	Agency	File	Medium	Date Available
Pre-Trial Release				
Bonds	DSO	Book In	On-line	July, 1972
Bail				
Probation				
Adult Client Referrals	Adult Probation	РМ	On-line	August, 1972
Caseload	n		u	$= \frac{1}{2} \left\{ \begin{array}{c} \frac{1}{2} & \frac{1}{2} \\ \frac{1}{2} \\ \frac{1}{2} & \frac{1}{2$
Clients served	$ \begin{array}{c} \mathbf{H} & \mathbf{H} \\ \mathbf$	11 11	n n	H
Juvenile Client Statistics	Juvenile Probation	Various	Manual	Now
Prison				
Inmate Population	TDC	Inmate File	Tape	Now
Population	City Planning	1970 Census	Tape	Fourth Count July, 1972



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remote terminal inquiry/response time into and from regional computer files, thereby enabling these agencies to respond more quickly in the control of stranger-to-stranger crime and burglary; and by reducing response time from approximately 15 seconds to five seconds or less for all inquiries.

Juvenile Information Processing System. -

This project will provide a comprehensive, automated data system that will allow faster dissemination of juvenile case records, aid in processing juvenile cases in a more timely manner and make available the necessary statistics to evaluate the effectiveness of juvenile programs and officers. (Juvenile data represents one of the major gaps in Dallas. None is currently computerized).

DATA FLOW

The flow of data necessary to execute the Dallas Impact Program originates with the determination of the data requirements. This determination is made and documented in the evaluation component section of each project grant application.

The DACJC evaluation staff will prepare a <u>Monthly Evaluation Report</u> "master", tailored to each project, based on that project's evaluation component. The report "master" will then be agreed upon among project directors, agency planners and the DACJC staff.

The DACJC will supply blank report forms at the beginning of each month to be filled out and submitted at the end of the month by project directors. Using this data, the baseline data and analysis techniques as specified in the evaluation component, the DACJC will perform quarterly evaluations of the projects. As programs (project clusters) are formed and their respective objectives and evaluation measures are determined, the project evaluation data will constitute a major portion of the program evaluation data.

The crime analysis updating effort will utilize project baseline statistics provided in the problems and needs analysis within grant applications, project and program evaluation data and additional sources in the Dallas community, such as the Dallas Independent School District and the City of Dallas Urban Analysis Department.

This flow of Impact Program management information from the project grant application to the annual evaluation report and the Impact Plan update is depicted in Exhibit 8.

Prior to the Impact Program, both the City and County had implemented, and continue to maintain, highly sophisiticated computer systems with extensive criminal justice data files. These systems and their subsystems are all in various stages of expansion and refinement, independent of the activities of the Impact Program.











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PROGRAM EVALUATION FIRST YEAR DALLAS IMPACT EVALUATION REPORT

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Through a coordinative effort with agency planning teams, project directors, agency data processing departments and the DACJC staff, these additional data items will be either added to existing computer systems or otherwise collected and organized for periodic reporting of project and program performance and effectiveness.

EVALUATION REPORTING

During the developmental stages of the Impact Program there has been a necessary and inevitable educational process as to the specific requirements of an evaluation component and a reporting system. Therefore, additional guidelines introduced by LEAA and subsequently the DACJC, have shown where the evaluation components of initial projects will need to be modified and improved upon prior to the evaluations of these projects.

For example, any blank areas shown on the sample reporting forms, illustrated in Exhibit 9, must eventually be completed.

The information necessary to evaluate Impact projects is described in the evaluation component within each project grant application. Upon receipt of the final application, this information is transcribed by the DACJC evaluation staff to two forms (see Exhibit 9), to provide for the monthly reporting of the necessary data, as follows:

	ed or iable
Project Objective Monthly Evaluation Report Fix	ed
Evaluation Measures Monthly Evaluation Report Fix	ed
Data Element Baseline Master Fix	ed
Data Element Number Baseline Master Fix	ed
Data Element Number Monthly Evaluation Report Fix	ed
Data Source Baseline Master Fix	
	iable
	iable
	iable
Baseline Statistics Baseline Master Fix	ed

All items classified as "fixed" are transcribed from the application to the respective forms by DACJC. These "fixed" or "master" items must then be agreed upon between project directors, planning teams and the DACJC. They then become "permanent" on the forms until such time as a change is required. These necessary changes must be brought to the attention of the above individuals prior to form modification.

Variable items will be provided by the project director on a monthly basis to reflect the changes resulting from the efforts of the project.

Evaluation measures are designated either "P" (performance or efficiency) or "E" (effectiveness). Each evaluation measure may have up to five data elements. In the example illustrated in Exhibit 9, the first evaluation measure is a "P" (performance measure) and requires data elements 3 and 8 (total cases submitted to District Attorney for filing and total no-bills reviewed).





EXHIBIT 9

Month xx/xx/xx



Project Title and N	0 Land Adda fo			
HOJECO HOLE UNU N	O. Legal Aides fo	<u>r police</u>	 	

이 같아요. 그 아버지 않는 것 같은 것 수 있는 것 같아요. 이 아파지 않는 것 같아. 이 가지 않는 것 같아.				
Agency Dallas Police Department		Director Ed Hea	th is a second	
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Please submit on a separate sheet any comments you have regarding the measures, data elements, the interpretation of reported statistics regarding success levels, changes in reporting procedure or data sources, or anticipations for the next reporting period.

Project Objective:

Evaluation Measure	T		<u> </u>				2				3			Ĺ	1			-5		
(Specify P or E)	Dat	ta E	leme		Dat	ta E	leme	N N	Dat	a E	eme		Dat	a El	emei	0/	Dat	a E1	emen	it
(1)	#	cur	PTD	% chg_	#	çur	PTD	‰ chg	#	cur	PTD	چ chg	#	cur	PTD	% chg	#	cur	PTD	% cha
. (P) No. of no-bill cases reviewed	3				8															
. (P) No. of reviewed cases resubmitted	8				9											•				
. (P) No. of resubmitted cases true-billed	9				10				11											
. (E) No. of cases returned for additional investigation	3				4															
. (E) No. of no-billsfirst submission	3				1				5				6				7			
. (E) No. of total no-bills	7				11															
(2) . (P) No. of dismissals reviewed	13				14															
. (E) No. of dismissals	12				13				14											
								-						1		ł				







PROJECT TITLE Legal Aides for Police GRANT NUMBER IMPACT NUMBER BASELINE PERIOD CJS AGENCY Dallas Police Department PROJECT DIRECTOR Director Ed Heath TELEPHONE NO. ITEM # DATA ELEMENTS SOURCES BASELINE STATISTICS Total cases prepared Total cases reviewed 2 Total cases submitted to District Attorney for filing Total cases returned for additional investigation Total cases reduced to Municipal Court charge 5 Total number true-bills 6 Total number no-bills _____ Total no-bills reviewed 8 Total resubmitted Q Of resubmitted cases, total true-billed 10 Of resubmitted cases, total no-billed 11 Total cases indicted 12 Total number dismissals 13 Total number dismissals reviewed 14

IV. IMPLEMENTATION OF EVALUATION AND DATA SYSTEMS

WORK PROGRAM

The preliminary activities for the evaluation system and data management that were undertaken preparatory to implementation of action projects were discussed in Sections II and III.

The processes to be established in this first year of project implementation will serve as a firm foundation for the data management and evaluation mechanisms to be built upon, establishing a genuine, integrated "system" to accomplish the final evaluations of the Dallas Impact Program and make this system available to the Dallas community as a permanent tool in managing the criminal justice system.

The work program to develop and implement these processes is described as follows and graphically illustrated in Exhibit 10.

. Prepare project evaluation components.

The responsibility for preparing the project grant application, including the evaluation component, rests directly with the project director, with assistance from the appropriate agency's planning personnel and the DACJC staff. This activity will be on-going throughout the life of the Impact Program and the level of quality with which the evaluation components are developed will be of major significance in determining the strength of the entire evaluation and data systems. Therefore, a close coordination will be of utmost importance during the process of planning and development of the project grant applications.

. Review evaluation components as applications are received.

To fulfill each level of responsibility in the evaluations, the project grant application, including the evaluation component, will be reviewed from the different perspectives of the DACJC, the TCJC and LEAA.

. Determine data base development tasks and plan of system coordination.

The overall Impact data system plan was described in the previous section of this document. The continuing development and expansion of City and County criminal justice information systems will involve a coordination of Impact projects designed primarily to upgrade or expand the systems, Impact projects which are directed primarily toward crime problem solving but include subproject efforts to generate required data, and information systems improvement efforts that are not Impact-funded.









Activity	Responsible Agency	Jan Fe	b Mar	Apr M	ay Jun	Jul	lug Ser	Oct	Nov Dec
. Prepare project evaluation components.	Project Directors/DACJC								
. Review evaluation components as applications are received.	DACJC/TCJC/LEAA			11111			///////		
. Determine data base development tasks and plan of system coordination.	Project Directors, City/Gounty Data Processing Personnel and DACJC								
. Develop and implement a project reporting system.	DACJC/Planning Teams, Project Directors				<u>R</u> 6		<u>F7 (</u>	<u>] D</u>	
. Establish an acquisition system for crime specific analysis data including victimization survey.	DACJC			• •		3	•		
. Establish a system for extracting client and system data from monthly project reports.	DACJC								
. Develop and implement a sub-system to provide demographic maps and data.	DACJC/City Planning	- Febrication		· · · · · · · · · · · · · · · · · · ·					
. Conduct statistical analysis of offender-based files to develop data on offenses, offenders, victims, settings and system characteristics.	DACJC				E				Income
. Prepare requests for proposals for anticipated consultant assistance in first-year evaluation.	DACJC				<u></u>				

EXHIBIT 10



DALLAS AREA CRIMINAL IMPLEMENTATION SCHULE FOR EVALUATION SYSTEM AND DATA SYSTEM 1973



One-Time with Followup Reviews

Activity	Responsible Agency	Jan	Feb Ma	ir Ap	r May	Jun	Jul	Aug Se	p Oct	Nov 1	De
. 영상, 영상, 영상, 성상, 영상, 영상, 영상, 영상, 영상, 영상, 영상, 영상, 영상, 영				TIT	ΠΠΓ			ΠΠ			Π
. Prepare 1974 Impact Plan.	DACJC		, I 	Cashert	میں میں میں المیں المحادث میں خصرت		1				
. Review proposals and award contracts	DACJC				-			ture e			
for evaluation assistance.						Etroop	10				
. Organize and develop data (including	DACJC	1							,		
graphs, charts) showing changes in								•			
Impact offense, offender, victim and											
setting characteristics since			exterior			CTARLE PARTIES		م در دار		ter.	ي من
inception of Impact Program.				<u>u</u> .		Ex. bal				lit.	ألمكم
. Compile and analyze all evaluation	DACJC/Consultant	}				-	C. Martin	م در و رو موجود و		وريوسيان	
data for first-year projects.				<u></u>				تفتشد فستعتق	Section States	eter far had	
. Prepare first-year (1973)			•							Are stores	يني ا
Evaluation Report.	DACJC/Consultant			11 - 11 - 11 - 11 - 11 - 11 - 11 - 11	÷.					1	े. देख

EXHIBIT 10 (Continued)

. Develop and implement a project reporting system.

In addition to the quarterly project status reports traditionally required by the TCJC, the project directors will submit monthly evaluation reports as previously described in the "Data System" section. It is anticipated that the report format and other details of data collection and reporting will require refinement as reporting gets underway.

. Establish an acquisition system for crime specific analysis data including victimization survey.

The overall planning strategy throughout the Impact Program calls for getting more crime-specific in the problems and needs analysis and program-project planning. A plan for systematic collection, organization and interpretation of crime analysis data, using the initial crime analysis (as illustrated in the "DACJC Comprehensive Plan, June, 1972") as a foundation, will be a prerequisite to future action planning. It is anticipated that the 1972 Census Bureau Victimization Survey results will be used to supplement other crime analysis findings.

Establish a system for extracting client and system data from monthly project reports.

A wealth of data will be generated by individual project reports that will contribute to information needed for crime-specific analysis, updates of of baseline statistics, program evaluation, as well as the evaluations of projects themselves.

Develop and implement a sub-system to provide demographic maps and data.

Information adequately describing community conditions as related to crime was not readily available in the initial planning phase. Therefore, assistance will be obtained from agencies such as the City of Dallas, Urban Analysis. Department, to develop a computerized system to gather demographic data using census tapes, police files, etc.

This information will be used in crime-specific problems and needs analysis and program and project evalua ions.

. Conduct statistical analysis of offender-based files to develop data on offenses, offenders, victims, settings and system characteristics.

This analysis will be an integral part of the comprehensive acquisition system for crime-specific analysis data.

. Prepare requests for proposals for anticipated consultant assistance in firstyear evaluation.

The D_{h} is evaluation staff is budgeted to coordinate interim data collection and evaluation analysis, but it is anticipated that consultant assistance will be required by the staff to prepare the first-year Impact Program Evaluation Report.



- Prepare 1974 Impact Plan.

The action plan for fiscal year 1974 is scheduled for completion in June, 1973. Experience gained in Impact planning with renewed emphasis on crime-specific problems and needs analysis and the experience and data provided by several newly-implemented Impact projects will provide major contributions in preparing the 1974 update of the Impact Action Plan.

. Review proposals and award contracts for evaluation assistance.

The anticipated need of consultant assistance will require the review of several proposals in order to select the appropriate firm.

- Organize and develop data (including graphs and charts) showing changes in characteristics of Impact offenses, offenders, victims and settings since inception of the Impact Program.
- This will be a continuing function throughout the Program between project and program evaluations and crime-specific analysis for Impact Plan preparation.
- . Compile and analyze all evaluation data for first-year projects.
- The DACJC evaluation staff with possible assistance of a consultant will organize and analyze all evaluation data relevant to all projects and programs implemented in 1973.
- . Prepare first-year (1973) Evaluation Report.

The analysis of project and program performances and impacts will be interpreted and recommendations will be made according to the results achieved as to changes in policies, program mix and/or plans or operations that should be instituted.

DALLAS IMPACT PROGRAMS AND PROJECTS EVALUATION FRAMEWORK

In the development of the plan for the Impact Program, it was necessary to logically subdivide the Impact mission into goals aimed at accomplishing that mission. Five goals were established and further subdivided into program areas directed toward achievement of the goals.

The initial projects that were selected for first-phase implementation were then classified within this framework as they were described by host agency planners.

This planning structure, designed to be dynamic and flexible, will be modified as appropriate as the Program proceeds into the first year of implementation. This structure is illustrated in Exhibit 11.



						DAL		PROGRAM			· ·			
IMPACT MISSION			REDUCE ST	RANGER-TO-S	TRANGER CRI	ME AND BURG	LARY IN DAL	LAS BY 5% I	IN TWO YEARS	S AND 20% II	Y FIVE YEAR	S.		
IMPACT GOALS	1.0 REDUCE THE OPPORTUNITY FOR COMMISSION OF STRANGER-TO- STRANGER CRIVES AND BURGLARY.				2.0 INCREASE BURGLARY.	THE RISK OF COM	MITTING STRANCE	R-TO-STRANGER C	3.0 IMPROVE GOVERNMENTAL ABILITY TO RESPOND TO STRANGER-TO-STRANGER CRIMES AND EURGLARY.					
Inpact Programs	1.1 IMPROVE DALLAS AREA BUSINESS, RE- SIDENCE AND INDIVIDUAL SECURITY MEASURES AND SYSTEMS.	1.2 REDUCE COVER AND CON- CEALMENT OPPORTUNITIES WHICH LEAD TO STRANGER-TO- STRANGER	1.3 IMPROVE PUBLIC AWARE- NESS OF WHAT CONDITIONS AND		2.1 IMPROVE LAW ENFORCE- MENT AGENCY INTELLIGENCE AND CRIMINAL	2.2 PROVIDE IMPROVED COVM- UNICATION SYSTERS FOR REPORTING AND RESPONDING TO CRIME.	1 1	2.4 IMPROVE THE TACTICAL ALLOCATION OF ENFORCEMENT AGENCY PERSONNEL.	2.5 IMPROVE THE INVESTI- GATIVE ABILITIES OF LAW ENFORCE- MENT AGENCIES	3.1 IMPROVE GOVERIMENTAL RESEARCH AMALYSIS AND PLANNING	3.2 INCREASE	3.3 INSTITUTE ORGAMIZATIONAL AND PROCEDURAL IMPROVEFENTS WITHIN THE CRIMINAL JUSTICE SYSTEM.	NEEDED	3.5 STRENGTH AND IMPROVE THE CRIMINAL JUSTICE INFORMATION SYSTEMS IN DALLAS COUNT
INPACT PROJECTS	LILI TARGET NARDENINS.	1.2.1 STREET LIGHTING.	1.3.1 EXPANDED PUBLIC INVOLVEMENT.	1.4.1 DRUG Abuse Study.			2.3.1 HELICOPTER ALERT.	2.4.1 EXPAND TACTICAL SECTION. 2.4.2 REAL- TIME TACTICAL DEPLOYMENT.	INVESTIGATION PILOT STUDY.	PLANNING.	INTERVENTION. 3.2.2 POLICE SERVICE EXPEDITER	ACTION PRO-	3.4.1 EXPAND CRIMINALISTICS LAB AND INCREASE TRAINING OF POLICE PERSONNEL.	3.5.1 UPGRAD RESPONSE OF CRIMINAL JUSTICE SYST 3.5.2 EXPAN- SION OF DALL POLICE DEFT.
									2.5.3 FENCE CONTROL.		3.2.3 LEGAL AIDES FOR POLICE.	DRARY DISTRICT COURTS.	3.4.2 CRIHINALISTICS LAB COMPUTER SYSTEM.	DATA BASE.
												3.3.4 ENLARGE D.A.'S OFFICE JUVENILE SECT.		COUNTY DATA BASE.
												3.3.5 WORD PROCESSING SYSTEM FOR D.A.'S OFFICE.		3.5.4 JUVENI INFORMATION PROCESSING SYSTEM.
												3.3.6 VIOLENT CRIME INFO EXCHANGE.		

EXHIBIT 11







IMPACT MISSION		REDUCE	STRANGER-TO-	STRANGER CF	RIME AND BUI	RGLARY IN D	ALLAS BY 5%	IN TWO YEAI	rs and 20 7	IN FIVE YEA	IRS.	
IMPACT GOALS	4.0	PREPARE AND AS	SIST OFFENDERS	TO REENTER SOCI	5.0 ALLEVIATE CONDITIONS WHICH PROMOTE STRANGER-TO-STRANGER CRIMES AND BURGLARY.							
IMPACT PROGRAMS	4.1 IMPROVE THE QUALITY AND EFFECTIVE- NESS OF LOCAL ADULT REHAB- ILITATION FACILITIES. PROGRAMS AND PERSONNEL.	4.2 PROVIDE NEW REHAB- ILITATION PROGRAMS AND FACILITIES FOR AREA YOUTH.	4.3 DEVELOP 11110VATIVE PROGRAMS DIRECTED AT REINTRODUCING THE OFFENDER INTO SOCIETY.	4.4 DEVELOP AND INPLEMENT A MONITORING SYSTEM FOR OFFEIDERS REINTRODUCED INTO THE DALLAS AREA.	4.5 INCREASE THE EMPLOYMENT ELIGIBILITY AND OPPOR- TUNITIES FOR REENTERING OFFENDERS.	5.1 IMPROVE SKILLS AND PRONOTE OPPORTUNITIES FOR TRAINING OF POTENTIAL OFFENDERS.	5.2 PROMOTE CREATION OF JOB OPPOR- TUNITIES AND INCREASE ENPLOYMENT FOR POTENTIAL OFFENDERS,	PUBLIC RESPECT FOR LAY AND ORDER AND THE CRIMINAL JUSTICE	5.4 COMBAT ALIENATION OF MINORITY YOUTH TO ALLEVIATE CONVUNITY CONDITIONS WHICH BREED CRIME.	S_5 PROVIDE ACCESS TO PUBLIC SERVICES.	5.6 TREAT MENTAL HEALTH PROBLEMS ASSOCIATED WITH THESE CRIMES.	5.Z REDUCE THE ABUSE OF DRUGS AND ALCOMOL WHICH LEAD TO STRANGER-TO- STRANGER CRIMES AND BURGLARY.
IMPACT PROJECTS	4.1.1 INCREASE ADULT PRO- BATION DEPT. SERVICES.	4.2.1 FIRST OFFENDER PROJECT. 4.2.2 YOUTH SERVICES BUREAU.	4.3.1 EXPAND PRE-TRIAL RELEASE PROGRAM.						5.4.1 YOUTH DEVELOPMENT.		5.6.1 DETENTION HONE MEDICAL/ PSYCHOLOGICAL EVALUATION ANI TREATMENT AND CUSTODIAL TRANSPORTATION	5.7.2 DALLAS TREATMENT
		4.2.3 JUVENILE PRE-BOOKING INVESTIGATION RESEARCH.										TO CUSTODY.

An evaluation framework, illustrated in Exhibit 12, is very similar to the planning framework but with a different purpose in mind. This grouping of proposed projects was developed into probable program areas that would be more conducive to a higher level of evaluation than the project level.

These aggregations are based on similar or common project objectives and evaluation measures. It is recognized that objectives and evaluation measures stated in these preliminary project descriptions are subject to change when the detailed grant applications are completed. Nevertheless, the DACJC evaluation staff will have a prototype of programs so that research can be started to determine analysis techniques that will be needed to measure collective effects and counter-effects of Impact projects.

The program level evaluation, which will be the most contributory level for measuring the accomplishment of the Impact Mission of a five percent reduction of Impact crime in two years and a 20 percent reduction in five years, is expected to be much more complex than project level evaluations. It is anticipated that additional technical assistance in the form of external consultants will be needed to supplement the DACJC staff in its evaluation responsibilities.

RESOURCES

The criminal justice agencies that share the management responsibilities for implementing the Impact Program also share the responsibilities for the evaluation of projects and programs. This partnership lends itself to a blend of action and planning resources in financing the total evaluation efforts outlined in this plan. In order to project the resources that will be required to support the evaluation responsibilities at the local level, components of the local evaluation strategy have been developed and are highlighted here to show financing requirements.

. DACJC Evaluation Staff

The initial funding allocated for the DACJC evaluation staff is shown in Section I. First-year data management and evaluation responsibilities are supported from the Impact Planning budget and, as indicated, the fiscal support is \$78,996.00. This provides for the design of the basic data and evaluation system and the preliminary evaluation component development.

. Impact Projects

The funds requested to support designated action projects will, when appropriate, provide for the funding of staff and data processing costs to perform the necessary project evaluation. Evaluation components in each application will develop detailed evaluation procedures for each project and will, when necessary, be supported by funding in the application.







. Data Base Development

Projects have been designed which are directed toward capturing additional impact data items and making computer system modifications. The need for these projects was identified during the initial mpact planning phase. They are essential for supporting the evaluation data needs. Funding needed in support of this program effort is \$150,000.

. Consultant Assistance

The evaluation plan anticipates the need for consultant assistance in performing the overall Impact Program Evaluation. Funding anticipated for this assistance is \$75,000.

The total new funding requirements projected in this plan are \$225,000. These resources, together with the Impact planning budget and project budgets, will provide for support of the total evaluation program.





EVALUATION PROGRAM AREAS

PRE-ARREST PREVENTION

Objective: To identify, discourage and help eliminate the delinguent behavior patterns of juvenile offenders by providing alternate patterns which are acceptable to society.

- Projects: (1) Youth Services Bureau (2) Crisis Intervention

 - (3) Youth Development
 (4) Drug Abuse DPD

DETERRENCE

Objective: To increase the safety of citizens by decreasing the ease of access to crime targets through greater citizen awareness.

Projects:

- (1) Target Hardening
- (2) Street Lighting
- (3) Expanded Public Involvement
- (4) Public Information (no specific project)

DETECTION

Objective: To increase both the number and proportion of offenders caught in the act of committing a crime or at the crime scene by increasing the availability and response time of law enforcement personnel.

Projects:

- (1) Helicopter Alert (2) Expand Tactical Section
- (3) Real-Time Tactical Deployment
- (4) Police Expediter Unit

INVESTIGATION

Objective: To increase the number and proportion of crimes solved through new and/or improved investigation procedures.

Projects:

- (1) Crime Investigation Pilot Experiment (2) Legal Aides for Police
- (3) Crime Scene Illustrator
- (4) Expand Criminalistics Lab
- (5) Fence Control

EXHIBIT 12

DIVERSION

Objective: To divert from the criminal justice system those offenders who are amenable to services which will solve the underlying problems causing such behavior.

Projects:

- (1) Pre-Trial Release (2) Juvenile Pre-Booking _
- (3) First Offender
- (4) Dallas Treatment Alternatives to Custody

PROSECUTION/COURTS

Objective: To reduce the arrest-to-trial processing time in order to reduce the opportunity for charged offenders to commit additional crimes.

- Projects:
 - (1) Juvenile Court Action Processing Unit
 - (2) Enlarge District Attorney's Juvenile Section
 - (3) District Attorney Word Processing System(4) Temporary District Courts

REHABILITATION

Objective: To provide correctional facilities and services that will be directed toward changing the behavior patterns of convicted offenders.



- Projects:
- (1) Juvenile Department Planning, etc.
- (2) Juvenile Probation Internship Program(3) Detention Home Medical/Psychological Services
- (4) Increase Adult Probation Department Services

INFORMATION SYSTEMS

Objective: To increase the quality and availability of information in order to support other program areas and to provide the information necessary to evaluate both projects and program areas.

(1) Violent Crime Information Exchange Projects:

- (2) Criminalistics Lab Computer
- (3) Upgrade Response CJIS
- (4) Expand Dallas Police Department Data Base
- (5) Expand Dallas County Data Base
- (6) Juvenile Information Processing System
- (7) Drug Alert Information System



EXHIBIT 12 (Continued)

