

GREATER CLEVELAND
CRIMINAL JUSTICE PLANNING-1973

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ACQUISITION

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F I L E

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SECTION I

EXISTING CRIMINAL JUSTICE SYSTEMS AND AVAILABLE RESOURCES

This section to be provided to the Administration of Justice Division under separate contract by the Administration of Justice Committee.

SECTION I

EXISTING CRIMINAL JUSTICE SYSTEMS AND AVAILABLE RESOURCES

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SECTION II

THE MULTI-YEAR PLAN

2.1 INTRODUCTION

The 1972 Ohio Comprehensive Criminal Justice Plan identified state-wide problems and needs in the administration of justice throughout Ohio, including those of the Greater Cleveland region.

Cleveland and Cuyahoga County, the largest metropolitan concentration in Ohio, is the embodiment of the problems facing the criminal justice system in the State. The Greater Cleveland region represents the greatest challenge to solving the difficulties of efficient administration of the criminal process.

Since adoption of the 1972 Comprehensive Plan, the City of Cleveland has been designated an IMPACT City by the Law Enforcement Assistance Administration of the United States Department of Justice. The IMPACT Program will provide between \$20 and \$29 million to finance an all-out attack on street crime and burglary, addressing the needs of the core city in a crime-specific approach. The regional plan should expand IMPACT objectives into the entire Cuyahoga County area while complementing and augmenting the IMPACT programs and activities within the core city. Programs developed in the Greater Cleveland region can, at the same time, attack IMPACT-related problems within the City of Cleveland and serve to broaden the scope of results of IMPACT throughout Cuyahoga County. With respect to the judicial function, improvements and reforms in the administration of justice apply across the entire court system, bringing expe-

diency and benefits to all personnel and subcomponents involved.

The problems and needs identified in this section are the result of a data gathering and analysis, interviews with criminal justice agency personnel, and community groups, and careful review of the submitted pre-applications for the region.

2.2 PROBLEMS AND NEEDS

The following seven sections (2.2.1 through 2.2.7) present a full analysis and recommendation of the problems and needs of the criminal justice agencies and activities in Cuyahoga County. Section 2.2.1 provides an overview of the problems as generally perceived, documented through a broadly-based statistical and methodological analysis. Sections 2.2.2 through 2.2.7 present, in order, the six functional categories established by the Administration of Justice Division: Category A - Law Enforcement; Category B - Prevention and Diversion; Category C - Juvenile Delinquency; Category D - System Development; Category E - Improvement of the Judicial Process; and Category F - Adult Correction and Rehabilitation. Section by section, the particular problems and needs of the criminal justice system in the Greater Cleveland Area are presented according to the appropriate functional classification. These problems and needs are not limited to those which may be solved by projects included in the Annual Action Program, but also involve programs and projects which must be addressed on a longer-term basis and are included (either because of planning or funding

limitations) in the Multi-Year Plan.

2.2.1 OVERVIEW

The following 14 major problem areas were identified in interviews with law enforcement, courts, corrections and community leaders and from a number of documents referenced in the Bibliography (at the conclusion of Section II).

1. Crime Rates. Cleveland and its surrounding suburbs, like other urban areas in the nation, have a crime problem that is not abating. Table 2.1 shows that the reported rate of crimes against persons (criminal homicide, forcible rape, robbery, and aggravated assault) in Cleveland grew 2.6 per cent from 1970 to 1971 and that the reported rate of crimes against property (burglary, larceny, and auto theft) grew 9 per cent. This growth is particularly alarming, since Cleveland's crime rates were already 10 per cent above the average for large U. S. cities in 1970.

Crime rates in Cleveland's suburbs also grew in 1971. Crimes against persons grew by 5 per cent and crimes against property grew by 8 per cent. Figures 2.1 and 2.2 show the crime rates in each suburb and the six police district of Cleveland. The high crime rate suburbs tend to be to the east of Cleveland, near the high crime rate police districts.

In 1970 Cleveland had only 44 per cent of the population of Cuyahoga County but 76 per cent of the index crime. Since Cleveland's crime rates are so much higher than those in the suburbs and continue to grow, crime prevention

Table 2.1

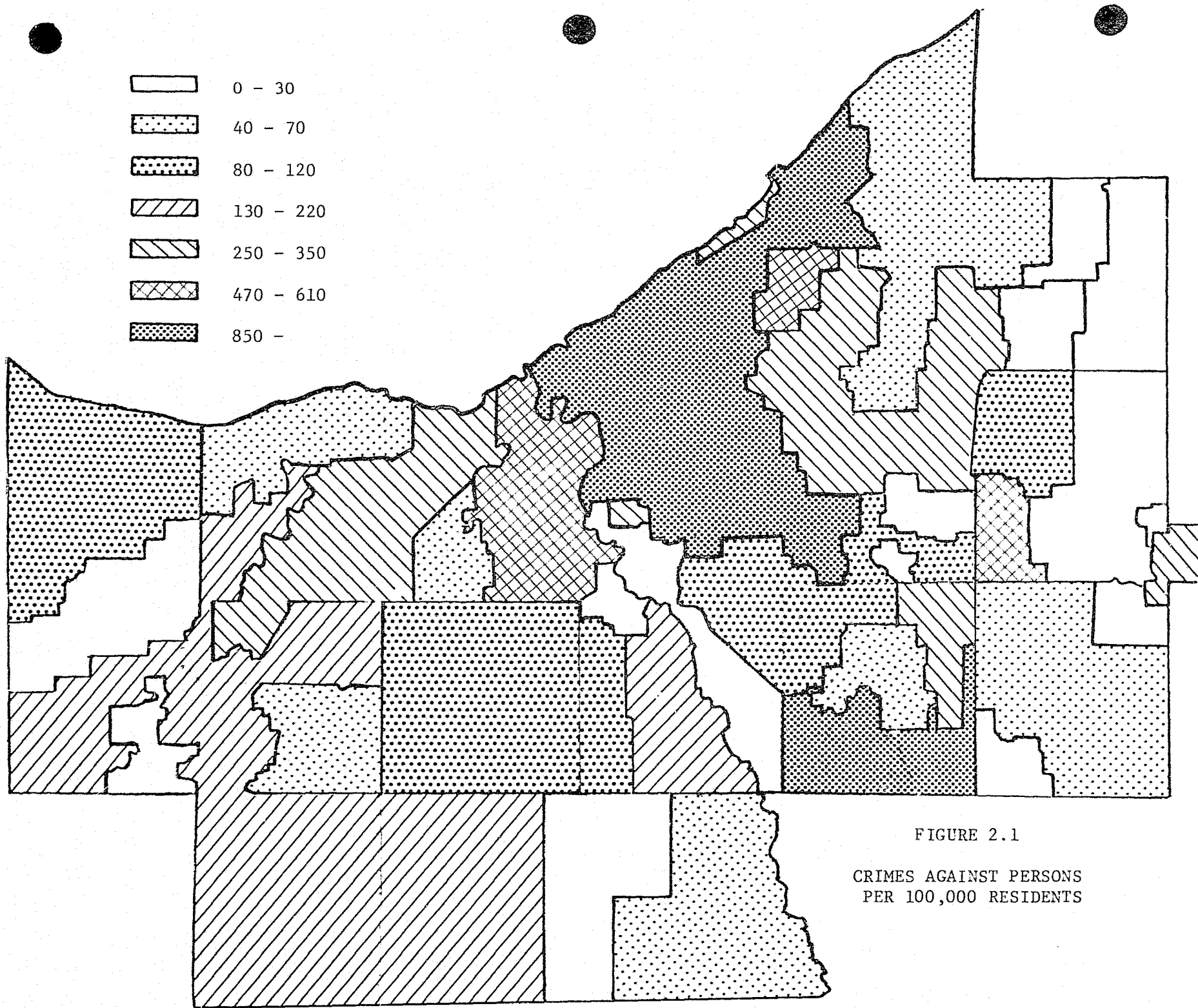
REPORTED CRIME RATES

(per 100,000 persons)

	Crimes Against Property	Per Cent Difference	Crimes Against People	Per Cent Difference
Cleveland -- 1971	5000.8		1157.1	
		+ 2.6		+ 9.1
Cleveland -- 1970	4873.8		1060.9	
		+11.9		+ 8.2
Urban Average -- 1970	4354.7		980.4	
Cuyahoga Suburban -- 1971	1425.6		123.2	
		+ 4.7		+ 7.9
Cuyahoga Suburban -- 1970	1361.9		114.1	
		-30.5		-35.4
Suburban Average -- 1970	1960.3		176.7	

Source for National Averages: 1970 UCR

Source for Cuyahoga Suburban Averages: 30 UCR Police Reports for 1970 and 1971



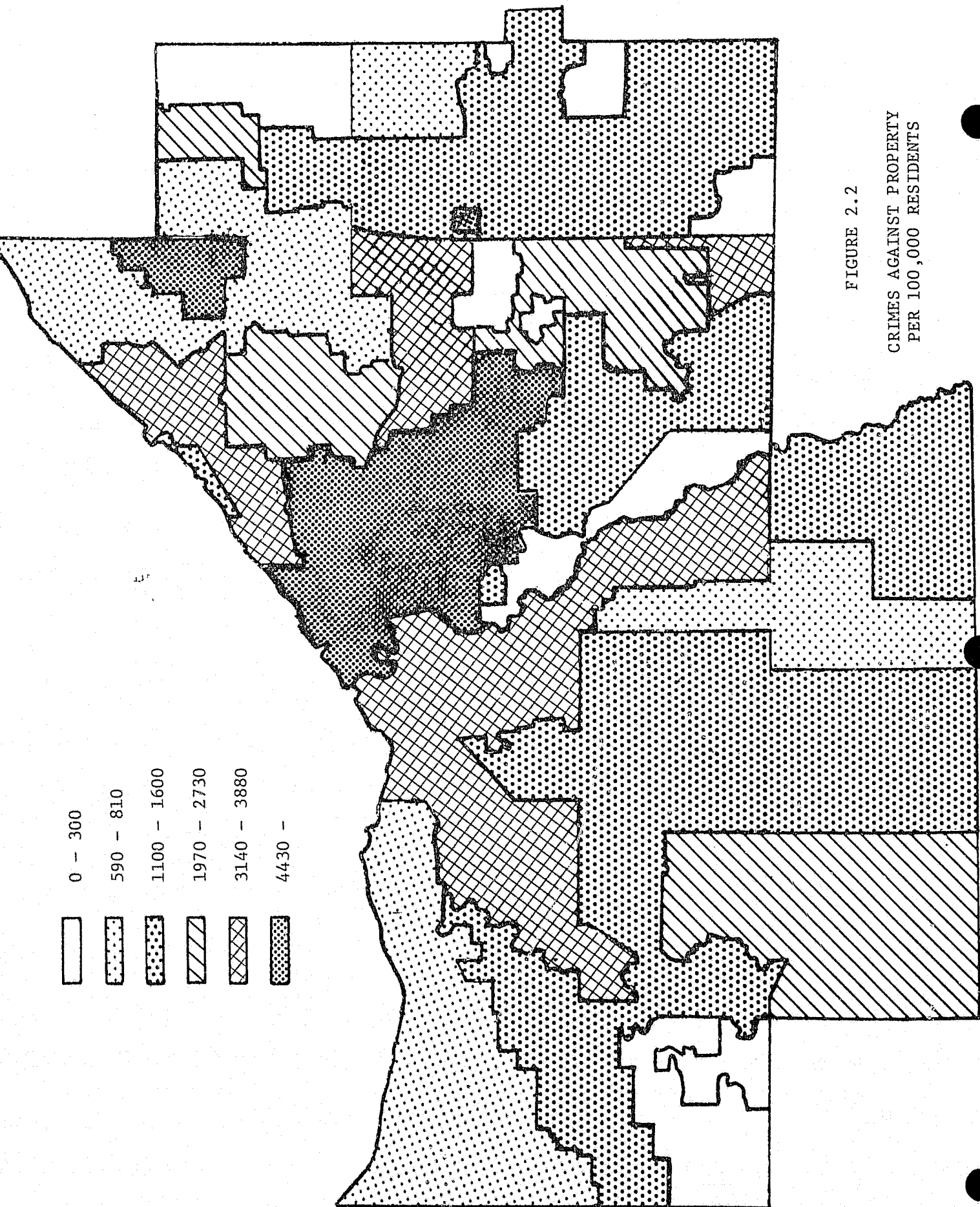


FIGURE 2.2
CRIMES AGAINST PROPERTY
PER 100,000 RESIDENTS

programs in Cleveland were given considerably higher priority than programs in the suburbs in developing this plan. The exceptions to this were those on-going programs to which the State, County and City had prior commitments.

2. Court Delays. Median delay from arrest to disposition in Common Pleas were 275 days in 1970.* During 1971, an increase in court personnel and the effects of the Court Management Project combined to increase Common Pleas case disposition 14 per cent over 1970.** In addition, a preliminary study, currently being conducted by the County Probation Department, indicates a further reduction of court delays attributable to the implementation of the individual docket system in January 1971. Increased rate of handling cases, together with a 22 per cent reduction in cases filed, led to a greatly reduced backlog. Although the situation in Common Pleas is improving, there is still considerable room for improvement--particularly to reach the goal of a maximum of 60 days from arrest to disposition for defendants held in custody and a maximum of 120 days for those released on bail or own recognizance.

The court delay problem in Common Pleas exacerbates the problem of an inadequate detention facility. If average court delays for detained defendants were cut from the present level of 180 days to 60 days, the number of people in County Jail would be cut by 61 per cent.*** This would

*Felony Processing, Cuyahoga County, Ohio, p. 36.

**Annual Report of the Court of Common Pleas, Cuyahoga County, 1971.

***Profile of Criminal Justice in Cuyahoga County, p. 89.

alleviate many of the current problems in the jail.

Based upon data collected in March 1970 on 115 cases processed through the Cleveland Municipal Court, delays are not as serious there as in Common Pleas (typically 1 to 30 days).^{*} However, the number of criminal cases filed in Cleveland Municipal Court grew 11 per cent in 1971.^{**} Therefore delays may have increased since March of 1970.

3. Court Facilities. Criminal proceedings are conducted in six different buildings in downtown Cleveland, separated by as much as 1.5 miles. This fragmentation disrupts the flow of justice and is, in part, responsible for the court delays mentioned above. New, centralized facilities are badly needed.

4. Jail Facilities. Grand Jury after Grand Jury has condemned the County Jail. Over 600 persons are typically crowded into a facility designed for 300. Persons charged with murder, sex crimes, violent street crimes and lesser offenses are mingled indiscriminately. Many defendants who should be detained are released on bail due to inadequate space. Prisoners are crowded, up to 100 in a room.

The Cuyahoga County Corrections Program Annual Report: Phase I noted that

*Data supplied by the Administration of Justice Committee, based upon pp. 62, 63, 67, 73, and 75 of "Criminal Justice Profile and 1971 Municipal Court Record" (Unpublished).

**This does not include traffic filings which grew by 3 per cent.

there were no programs to occupy the prisoners.*

5. Pre-Trial Alternatives. The first bail investigation effort in Common Pleas was supported by a LEAA discretionary grant of \$16,000 in 1971. Although the project is small and has not been evaluated, there are indications that some high-risk offenders are still being released on bail. In fact, 15 per cent of the cases submitted to the Grand Jury in the first half of 1972 concerned persons who had committed offenses while on bail.

There are also indications that some low risk defendants are being detained awaiting trial in County Jail and may be experiencing the dysfunctional consequences of that facility.

The solution to this problem bears upon that of insufficient coordination of criminal information discussed below in problem 13.

6. Indigent Counsel. The recent ruling promulgated by the Ohio Supreme Court regarding necessity of counsel for accused felons from first appearance creates real problems in Cuyahoga County where there is no County-wide agency which provides for indigent defense.

Currently, the 13 municipal courts in the County have no fund allocations in their budgets for this purpose, and although the County Court of Common

*Temporary relief of some of the inadequacies of the present jail has recently been accomplished, for example, the conversion of the jail's chapel and the old detectives' bureau into multi-purpose and recreational rooms.

Pleas does provide such an allocation of funds to compensate private attorneys for their handling of indigent defendants, it is estimated that the actual cost of providing this constitutionally guaranteed defendant right in 1972 shall exceed that allocation by some \$225,000.

The Legal Aid Society's Public Defender Division is under-staffed and over-worked and will not be able to provide the additional defense services required by the State in 1973, without a substantial increase in funding.

7. Rehabilitation Programs. Although no data exists that can be used to compare the effects of different rehabilitation programs, it appears that most programs are ineffective. Only 27 per cent of the convicted felons in the Cuyahoga County Court of Common Pleas are first offenders.

8. Diversion Programs. Programs to divert juveniles prior to their appearance before a judge, such as the Alternatives for First Offenders Program and the "Official" and "Unofficial" classification and adjudication of complaints by Juvenile Court, have already been implemented in Cuyahoga County.

Similarly, programs which divert first offenders from the criminal justice system at the time of their initial appearance before a judge, such as the Cleveland Offender Rehabilitation Project, the "Official" Juvenile Court Diversion Project, and the Cleveland Drug Abuse Program as well as programs which modify traditional sentencing (i.e., the Work Release

Program) are also underway.

These alternatives to traditional incarceration need to be carefully evaluated, and where appropriate, expanded. However additional diversion programs, particularly in the area of the adjudication of alcoholics, are non-existent. About one-quarter of the prisoners in the Workhouse are alcoholics caught in a cycle of arrest-confinement-release-arrest. About one-quarter of the arrests in Cleveland are for drunkenness. One-seventh of those arrested in the suburbs are charged with drunkenness.* The criminal justice system does nothing to rehabilitate alcoholics, yet the alcoholics do a great deal to clog the criminal justice system.

9. Prevention Education. The Greater Cleveland Auto Theft Prevention Program was the first local program directed at crime prevention through public education. Its impact has not yet been fully evaluated. Even if it does not prove to be a success, other efforts to prevent property crimes are worth exploration.

10. Juvenile Delinquency. Juveniles constitute 37 per cent of those arrested for index offenses in Cleveland and 50 per cent of those in the suburbs. They constitute an even larger fraction of those arrested for burglaries and auto thefts.** On the other hand referrals to Juvenile

*Calculated from 1971 Uniform Crime Report returns from 23 police departments comprising 76 per cent of Cuyahoga County's total population.

**Calculated from Crime in the U. S. - 1970.

Court have been declining in recent years.

There are indications that juvenile programs and facilities are underutilized, that staff selection and training need to be improved, and operational budgets increased to attract more young people.

11. Clearance Rates. Table 2.2 compares clearance rates for index crimes in Cleveland with the averages for cities of more than 250,000 - 1,000,000 population.

Clearance rates in the suburbs are higher than in Cleveland, and are closer to the national average for suburbs. However, clearance rates for forcible rape, aggravated assault, and auto theft are low in the suburbs.

12. Arrest Rates. Seventy-seven per cent of the people arrested in Cleveland for index offenses in 1971 were actually charged.* In the suburbs, the figure was 86 per cent.

13. Information Coordination. There is no criminal information data base for law enforcement and court use. Policemen in one jurisdiction cannot easily check on warrants from another. This is particularly serious in suburbs where typically half of the persons arrested are non-residents. The Cleveland Municipal Court Probation Department includes only previous

*An in-depth study during the Court Management Project showed that only 40 of 100 persons arrested for felonies in Cleveland in March of 1970 were charged.

Table 2.2 Clearance Rates*

<u>Offense</u>	<u>Cleveland (1971 UCR)</u>	<u>Urban Average (1970 UCR)</u>	<u>Cuyahoga Suburban** (1971 UCR)</u>	<u>Suburban Average (1970 UCR)</u>
Criminal Homicide	86%	86%	82%	82%
Forcible Rape	51	56	42	52
Robbery	17	30	30	27
Aggravated Assault	66	62	48	60
Burglary	13	22	14	16
Larceny (over \$50)	9	13	10	10
Auto Theft	4	17	12	18
Total Index	12	23	16.5	18

*Percentage of Index offenses cleared by arrest.

**Based on 1971 UCR returns for 22 of 59 suburbs.

convictions from its own court in pre-sentence reports. A common criminal information system would not only increase clearance rates but would also improve the quality of pre-bail and pre-sentence investigations.

14. Justice Planning. There is no systematically collected data on recidivism and the effectiveness of various rehabilitation programs in Cuyahoga County. There is no data showing the relationship between alcohol/drug abuse and crime. Many suburban police departments do not fill out UCR's. Much of the data needed for rational criminal justice planning is unavailable today in Cuyahoga County.

2.2.2 LAW ENFORCEMENT (CATEGORY A)

For most persons, the primary contact with the criminal justice system and its many facets is with the arresting officer. The police officer is the person on the scene, the person who has actual contact with the people on the streets and in their homes. The policeman is a representative of order in a modern society. Because of his physical presence in society, the police officer must present a positive image to the people. He must be aware of his role in the criminal justice system. The relationship of the police to the court system, the corrections institutions and the community groups is important and care should be taken that methods of communication between these groups and their influence on each other are established and maintained.

The modern police department is becoming a professional organization where training and retention of highly qualified personnel is emphasized. Educational requirements of young men and women entering the law enforcement profession are increasing and in-service training programs are becoming more numerous in response to rapidly changing and increasingly sophisticated laws.

2.2.2.1 Recruiting and Testing of Law Enforcement Personnel (A-1)

PROBLEM: The recruitment of new personnel is an important problem within law enforcement organizations. In order to maintain a well developed staff of officers, the agencies need a method of recruiting, selecting and testing which will ensure constant availability of qualified personnel. The law enforcement agency that does not have a recruiting mechanism which fulfills this need may be forced to use emergency measures that result in poorly screened and tested candidates. Further, there is a possibility that new recruits may be uncommitted to the program or unaware of what is involved in the program at entry into the academy.

A second problem in the area of recruitment is the difficulty of attracting highly qualified personnel into the law enforcement profession: increased salary schedules, increased professionalization of all areas of staffing, and the availability of educational opportunities all contribute to the upgrading of the profession. However, if the potential recruit remains uninformed as to these attributes, the agencies will have difficulty attracting men of quality. Minority groups represent a disproportionately large number of arrests made in this area, yet the number of qualified people representative of these groups in law enforce-

ment work is very low. This situation presents a problem in the relationship and rapport of the law enforcement personnel to the communities to which they are responsible.

NEED: A continuous recruitment project is needed. A police cadet program which recruits young men of junior college or college age fulfills this need. These men would work initially in non-hazardous areas of law enforcement --at the same time they would gain exposure to, and knowledge of, the internal operations of the law enforcement structure.

A public information effort is also needed to inform the general public of the increased professionalism of law enforcement for the purpose of attracting qualified personnel of all races into the local agencies.

2.2.2.2 Training of Law Enforcement Personnel (A-2)

PROBLEM: The Ohio Comprehensive Criminal Justice Plan for 1972 states:

"Training in interdisciplinary subjects should be introduced into both basic and in-service curricula. Police officers must understand their role in the system of criminal justice. Police officers should become familiar with probation and parole services, community-based correction programs, and the function of the pro-

secutor and judiciary."*

In March of 1971, Ohio increased its requirements in basic training for new police officers from 120 to 240 hours. Most law enforcement agencies are working toward fulfilling this requirement. In-service training for officers already on the staff is also important. Each person in law enforcement must be kept informed of new laws and new approaches in the treatment of suspected offenders.

It is difficult for the members of the law enforcement profession to keep abreast of the constantly changing requirement in the law, and of new developments in specialized enforcement areas (juvenile delinquency, drug control and civil disorders). If arrests are made by persons who are untrained in exercise and control of their responsibilities, the law enforcement agencies can suffer adverse public opinion.

NEED: The training of law enforcement personnel in the Greater Cleveland area has been greatly enhanced through the availability of courses at Case Western Reserve University and the community colleges. Furthermore, the Federal funds available through law

*Toward a Safer, More Just Society, p. 59-B.

enforcement education programs have contributed to the ease of obtaining such advanced training. There is no doubt that a continued improvement in training will raise the quality and professionalism of the police officer. Nonetheless, the needs persist for developing qualified instructors for in-service training in special problem areas such as human conflict situations, narcotics control, training in codes and rules, the training of management personnel, and metropolitan enforcement unit operations. Further, special curricula should be developed to aid law enforcement personnel in understanding causal factors of crime and the role of the police in the changing environment of the criminal justice system.

2.2.2.3 Construction and Improvement of Law Enforcement Facilities (A-3)

PROBLEM: The Cuyahoga County Sheriff's Office is hampered in its function by inadequate facilities. The crowded conditions affect the County Jail, resulting in the co-mingling of staff and official visitors with prisoners undergoing initial processing. This condition has been temporarily relieved because the Sheriff has recently acquired administrative space in the Board of Elections building pending construction of the new Justice Center. The City of Cleveland Central Police Station is overcrowded, obsolete and antiquated. Many suburban communities of Cuyahoga County also have need for facility improvements.

NEED: The greatest single facility need of Cuyahoga County law enforcement is the Criminal Justice Center. Since 1970, coordinated planning for this facility has been underway, and a \$61 million bond issue was recently passed by the Cuyahoga County voters to fund its construction.

2.2.2.4 Manpower Utilization, Planning and Management Assistance (A-4)

PROBLEM: Efficient allocation of resources, i.e., men and equipment, is often a problem for law enforcement agencies. Approximately 30 per cent *of all calls for assistance across the State are of a non-criminal nature. Police are too often required to answer "nuisance calls", investigate minor traffic accidents, etc.

Trained police are often employed in clerical situations. Field officers and investigative personnel spend an inordinate amount of time writing reports during their working hours thereby reducing the time available for on-line duty.

NEED: Several plans have been created to free officers from the necessity of answering non-criminal complaints. The development of Community Service Officers is one solution to this problem.

Police departments also need to develop alternative methods of

*Toward a Safer, More Just Society, p. 61-B.

reporting. Tape recorders could speed up the time consuming process of report writing and the use of civilians in clerical jobs would free trained officers for on-line duty.

2.2.2.5 Legal Advisors (A-5)

PROBLEM: Police must rapidly and efficiently conduct their operations of investigation, collection of evidence, search and seizure, apprehension and arrest, while maintaining personal rights of the citizens involved. Cases can be lost if maintenance of rights delays and hampers the police, or if a suspect's rights are violated.

NEED: Legal advisors are invaluable in assisting police personnel to ensure that arrests are made and evidence is obtained without compromise to the subject's rights or the people's case. The police must be kept informed regarding the law and changes in the law. An advisor can also assist in the formulation of policy and guidelines for police operations within the constraints of the law.

Under the current procedures, each of the municipalities has an arrangement for the part-time services of some legal advisors. There is a need, however, to provide for full-time assistance to the County and to provide legal assistance to the suburban mutual aid groups operating in the County.

2.2.2.6 Science and Law Enforcement (A-6)

PROBLEM: At present, the suburban municipalities must collect their criminal evidence and deliver it for analysis to a central unit which is 35 miles from Greater Cleveland and is inconvenient for the Cuyahoga County municipalities. In addition, this laboratory is currently operating at full capacity. To partially alleviate this problem, the Cleveland Police Department does provide, when available, emergency forensic assistance to the other municipalities.

The municipalities feel that the forensic service of Cuyahoga County is insufficient and cases that depend on preservation of physical evidence are lost because of inadequate support.

NEED: There is an immediate need to develop a plan to determine the solution to Cuyahoga County's crime analysis needs. The plan should address the implementation of a separate County laboratory. This plan should be developed using the services of the already authorized County Police Planner.

2.2.2.7 Radio Communications (A-7)

PROBLEM: A long-recognized problem is the lack of coordinated communications throughout the County of Cuyahoga. In the past, the 53

police agencies have been hampered in the performance of their duties by the inadequacies of the communications system. These inadequacies have included: (a) high loading on operations channels causing crowding and radio interference, (b) insufficient and ineffective interdepartment coordination capability among the suburban departments, (c) insufficient coordination of communications between Cleveland and other municipalities of Cuyahoga County, and (d) dispatching problems such as insufficient personnel, outdated equipment and poor communications security.

NEED: Late in 1971, a plan was completed for improvement in the effectiveness of law enforcement communications in Cuyahoga County. It is essential that this plan be implemented.

2.2.2.8 Special Enforcement Problems (A-8) --

PROBLEM: The municipalities are faced with a "spillover problem": criminals do not necessarily commit crimes in their own neighborhood, but tend to move into the districts where the opportunities for successful criminal activity are good, and its probable profits are greater. This problem is particularly true of narcotics trafficking, robbery and burglary. As an example, over half of the people arrested for index crimes in Cleveland Heights are non-residents of that suburb. Most of these visiting offenders come

from the high crime areas of eastern Cleveland.

Another special enforcement problem arises when certain crimes or disturbances require forces in excess of those that a municipality can provide. In such cases, cooperation and aid from other law enforcement agencies must be requested.

NEED: A need exists for multi-jurisdictional aid organizations. Through collective action, these enforcement groups fight narcotics distribution, cooperate in the apprehension of criminals, assist one another in the quelling of riots and civil disorder and aid in the event of a natural disaster beyond the capabilities of a given community. The needs of such groups in terms of training, planning, management, equipment, and legal advice must be addressed to achieve synergism in areawide law enforcement.

2.2.3 PREVENTION AND DIVERSION (CATEGORY B)

The prevention of crime in the cities is the concern of the total population and responsibility for crime prevention cannot be placed on any one group alone. There is a growing lack of public confidence in our society's ability to protect itself from crime, yet crime can only be prevented through the concerted effort of the public toward that end. Persons involved in crime prevention are becoming increasingly aware that the public must be convinced that crime can be prevented. Cooperation between the public and crime control agencies is necessary.

Public education is essential to the prevention of crime. An informed public can respond to the challenge of crime prevention by becoming more involved in the process.

Major cities throughout the nation are struggling with similar problems; high crime areas, outward mobility to the suburbs leaving the poor within the city, lowering tax bases, and lack of money to combat these problems.

An exact description of criminal activity has never been given. Research is needed in all areas of crime related statistics. Information gleaned from such research could provide the basis for action programs directed specifically to the problem areas.

2.2.3.1 Special Security Programs for High Crime Areas (B-1)

PROBLEM: Towns surrounding the City of Cleveland report high person-to-person and/or high property crime. Towns with a high per capita income within five miles of Cleveland's East Side (Bratenahl, Mayfield, Beachwood, Pepper Pike, and Shaker Heights) are plagued by high rates of property crime. Crimes committed against property exceed crimes against persons 12 to 1 in the suburbs versus 4 to 1 in the City. Other areas in the County reporting high degrees of crime are Strongsville and Oakwood.

The County Metropolitan Housing Authority units scattered throughout Cuyahoga County, housing a total of 30,000 people, also report a high incidence of crime.

NEED: Communities troubled by rising crime rates must be encouraged to assist the local police force in developing viable protection and deterrence programs. Through mutual cooperation, community groups would contribute to the effectiveness of the police force, rather than be an extension of it. This concept, auxiliary patrols, is included in the IMPACT Program and should be expanded throughout the Region.

2.2.3.2 Crime Prevention Education (B-2)

PROBLEM: Many people are uninformed as to fairly simple methods of protecting themselves and their property against crime, and are hesitant to report certain types of crimes.

NEED: Currently, the major crime prevention education program in this region is the Cleveland Auto Theft Prevention Program. This program should be continued.

There still remain other avenues of public information and education which would result in crime reduction. Perhaps other crimes could be reduced through similar public education programs. Campaigns employing a coordinated attack could be directed toward the problems of home security, elderly, crimes on the rapid transit, etc.

All efforts initiated within the County should be coordinated with the Impact Crime-Related Education Program. The effectiveness of crime-specific education programs will be evaluated over the next two years.

2.2.3.3 Narcotics and Dangerous Drugs (B-3)

PROBLEM: Estimates vary as to the severity of the drug problem in Cuyahoga County. In the absence of uniform statistical reporting across local law enforcement agencies, it is difficult to define the

correlation between drug abuse and crime. Thus, the extent to which the criminal justice system must deal with drug abuse as a causal factor in other crimes has not been adequately determined.

Whether or not a relationship between drugs and crime has been demonstrated, however, the narcotics pusher and user is a disruptive influence on society. Therefore, it is the role of the criminal justice system to ensure the enforcement of drug laws and to lend its support to agencies who treat the drug user.

A number of such agencies exist, but services are uncoordinated and redundant. Smaller community-based volunteer organizations suffer from a high turnover, a lack of training, expertise, and accessibility to equipment needed to analyze street drugs. "Hot lines" that are open from 2-5:00 p.m. on selected afternoons can obviously not respond fully to emergency needs. With such drawbacks, these centers cannot serve as the "crisis intervention centers" they should be and often no alternative exists in the community.

With the promise of IMPACT monies for the City of Cleveland, the Cleveland Drug Abuse Program (CDAP) was formed. In addition, the County sponsored Community Action Against Addiction (CAAA) Program became a reality in July, 1972, through subvention by the National

Institute of Mental Health. Whereas CAAA focused on the addict who volunteers for treatment, CDAP focused on treating and rehabilitating the addict identified through the criminal justice system. According to the guidelines of the IMPACT Program, CDAP services could be extended only to population in Cleveland. The planners of the CDAP program worked closely with the creators of CAAA to interface the services and facilities of each. Because a diversity and multitude of services already existed, the first step was to array, relate and consolidate existing services before proposing new ones. Both CDAP and CAAA propose a centralized intake, diagnostic and referral unit, along with store-front community-based out-patient facilities (with some in-patient facilities included).

NEED: Suburban communities wishing to establish out-patient facilities of their own should cooperate with CAAA and CDAP, as well as with surrounding communities. Besides cutting down on the economic burden on a single community, such planning would ensure that centers are located where they can respond to the greatest need.

Another way in which the County could assist in the extension and provision of drug treatment services would be to establish a travelling unit of social workers who establish contact with the addict in the suburban jail, while he is being detoxified. By identifying the addict and referring him to treatment at this

part, the burden on the County facility and the criminal justice system would be greatly relieved.

2.2.3.4 Alcohol and Alcoholism (B-4)

PROBLEM: The chronic alcoholic presents a disproportionate number of problems to corrections agencies. Among misdemeanants serving sentences in Cuyahoga County, drunkenness is the most frequent charge.* Because of his general condition upon arrival in custody, the average alcoholic is in need of several days of medical care. The custodial cost of the alcoholic is nearly twice that of the average inmate because of this service. The prognosis for the alcoholic on probation is equally low. The recidivism rate for the alcoholic is higher than that of any other offender population. Most alcoholics who are confined to jail are usually released directly to the same environment.

In 1971, 23.4 per cent of all total arrests in Cleveland were for drunkenness. Of those arrested in the suburbs 14.3 per cent were charged with drunkenness. Although alcoholics are not apt to commit crimes to support their habit, they represent an enormous burden to the criminal justice system. Alcoholics who are repeatedly sent to jail to be detoxified clog an already cluttered system.

*Cleveland House of Corrections Annual Report, 1972.

Although there are community services and residential facilities available to assist those who volunteer to be helped, there are no established procedures used to identify and channel the chronic alcoholic offender to them. The small number who do receive intensive care under the present system are usually released to their communities and left unsupervised during the time when they are most likely to resume their old habits.

There are over 32 programs in Cuyahoga County dealing with alcoholism. The services offered range from counselling and detoxification to residential care and rehabilitation. Although the County has over 75,000-100,000 alcoholics, the problem has not been viewed as sufficiently severe to warrant its share of the resources. The same is true on the national level. Consequently, most residential treatment centers run on volunteer support and donations; and they are obliged to charge a fee to those they serve.

NEED: An investigation into the overlapping areas of prevention, treatment, and rehabilitation for alcoholism and drug abuse is needed--with emphasis on consolidating and centralizing some of the existing and needed services.

Since both alcohol and drug abuse programs have as goals prevention, treatment and rehabilitation, their services, wherever

possible, should be meshed. For example, the intake procedures soon to be implemented under the Impact "Courts Diversion" program could be extended to encompass both alcoholics and drug abusers throughout the County. Screening would take place on the police and courts levels, where those charged with lesser crimes would be evaluated for possible referral to detoxification and treatment. Treatment, in lieu of incarceration, would be structured to guide a patient gradually from intensive care, through work-release, to out-patient care at satellite community stations. For those not considered suitable for the "diversion" program, facilities and programs must be instituted behind the jail walls. In this way, those detained, serving sentences, or awaiting trial could receive detoxification treatment and counseling.

2.2.3.5 Prevention of Organized Crime (B-5)

No problems were identified in this sub-category in Cuyahoga County.

2.2.3.6 Conflict Management (B-6)

No problems were identified in this sub-category in Cuyahoga County.

2.2.3.7 Diversion of Offenders (B-7)

PROBLEM: The diversion of the offender away from institutionalization has become a major issue in rehabilitation. The advantages of diversion

of the first offender, both juvenile and adult, are many: the County avoids the financial fee of a trial and institutionalization; the individual may avoid splitting up his family and putting his dependents on welfare; losing his job; and becoming exposed to hard-core offenders in an institution. Further, many correction systems are substandard, and do not encourage rehabilitation. Thus, diversion of people into alternative systems seems necessary.

NEED: There is critical need to examine alternative, innovative methods of diverting youthful and first offenders from the criminal justice system--or at least from negative, non-productive encounters with it.

Public and private groups who are developing jobs for possible offenders or court-diverted offenders must be reinforced and expanded. In particular, the IMPACT "Court Diversion" program should be expanded to accommodate all Part I offenses.

2.2.3.8 Community Relationships (B-8)

PROBLEM: Communities which have not developed viable working relationships with the local police force leave their community--persons and property--without an important and fairly inexpensive method of protection.

NEED: There is a need for police substations strategically placed throughout the County, particularly in high crime areas. These substations should be operable twenty-four hours a day. The personnel manning the substations should receive special training to enable them to handle family conflicts and juvenile problems within that community. Citizens will then begin to relate to police on a regular, non-emergency basis.

2.2.4 JUVENILE DELINQUENCY (CATEGORY C)

In the long term, a successful attack on juvenile delinquency can be considered as a total crime prevention program. The statistics of Cuyahoga County's Juvenile Court each year unobtrusively evolve into the annual reports of her adult courts the following year, as young offenders become 18 years of age. In 1971, 85 per cent of felons convicted in Cuyahoga County had previous juvenile convictions.*

Many involved persons feel that communities should be doing something new in the prevention and treatment of juvenile delinquency, while others feel that traditional services are soundly conceived but are simply unable to expand rapidly enough to meet the growing client demand. In reality, both views have merit. Most traditional services for youth are needed, but they tend to be swamped by the number of clients seeking services. If they are able to meet the demand it is probably not done with much efficiency, for overall service coordination is lacking. On this point, new ideas and programs are essential: the National Council on Crime and Delinquency (NCCD), for example, has responded with several basic designs for the coordination of youth services. An effective delinquency reduction program should strive for a compatible mix of Cuyahoga County's traditional programs and a number of these new concepts.

*Annual Statistical Report of the Adult Probation Department of the Court of Common Pleas, 1971.

In general, delinquency reduction programs may be divided into functional groupings that apply across the spectrum of a child's delinquent tendencies. Cuyahoga County has, in public or private form, organizations which are equipped to deal with (1) children engaging in pre-delinquent activity (usually truancy, fighting, etc.), (2) children who have come into contact with the Juvenile Court and its related services, and (3) children who have been adjudicated delinquent and returned to the community (aftercare). All three types of services are important in the prevention and control of juvenile delinquency, although current priority consideration should be given to prevention programs in an effort to reduce the client-load borne by courts and aftercare services. The following review of Cuyahoga County's juvenile delinquency problems will consider the needs of its youth as clients for the three types of services noted above.

2.2.4.1 Up-Grading Juvenile Services Personnel (C-1)

PROBLEM: The personnel of any community service or agency that deals with juvenile delinquents should have special characteristics. A person working in this area usually has a variety of roles. He must have the ability to meet young people on their level and to have an understanding of the positive and negative effects of the life forces affecting juveniles. He should be able to direct his efforts in a mature, sympathetic and understanding manner.

Usually police officers have no special training in the handling of juveniles unless they are assigned to a "juvenile squad". Further, once an arrest has been made, there is little choice but to book the youth and begin investigation in the same offices where the adult offenders are processed. The result is embarrassment to, and stigmatization of, the youthful offender.

NEED: Agencies and community services need to take a careful look at their recruitment and training procedures to ensure that their personnel are fully qualified and trained to properly administer to the youthful clientele. Selection criteria must be established as aids to the recruitment and training of officers who have a propensity for working with youthful offenders. Police officers should have special instruction in the handling of juveniles. This training should include frequent reappraisal of diversion alternatives available to the law enforcement officer. The responsibility for this function could be vested in the Regional Planning Unit.

2.2.4.2 Juvenile Diagnostic and Referral Services (C-2)

PROBLEM: No problems have been identified in this sub-category in Cuyahoga County.

NEED: Although no problems have been identified, a juvenile delinquency reduction and prevention program to be successful requires, at a minimum, closer coordination among agencies providing these services and implementation of uniform diagnostic and referral procedures.

2.2.4.3 Juvenile Services Planning and Management (C-3)

PROBLEM: Although Cuyahoga County has a wide variety of services for youth, they do not always function in concert. Troubled youth who are multi-problem individuals are usually given single service treatment because dispensing organizations frequently specialize in only one or two services. Child care resources are not coordinated to handle these multi-problem children, or to effectively move them through the appropriate agencies, some of which are overloaded, while others continue to operate at or below capacity.

NEED: Coordination of youth services is needed on a county-wide basis if Greater Cleveland is to relieve the growing pressures on its Juvenile Court System. The Cleveland Youth Services Program (CYSP) is a major step toward coordinated services, but is not designed for county-wide operation. A county-wide system appears necessary, whether it is to take the form of one youth services bureau, or two functionally compatible bureaus. A primary mis-

sion is to provide services corresponding to the needs of the problem youth, while a secondary mission, as envisioned by the NCCD, is the diversion of pre-delinquent and delinquent children from the formal juvenile justice system (police, courts, corrections). The actual diversion is accomplished prior to Court referral by detecting and selecting those children who do not require confinement (to protect either themselves or the community) and can be treated within the community.

2.2.4.4 Juvenile Delinquency Prevention (C-4)

PROBLEM: On any given school day in the City of Cleveland there are large numbers of juveniles on the streets. Estimates indicate approximately 13,000* juveniles on suspension, 10,000 juvenile drop-outs and about 4,000 juvenile truants daily who are not in school.* Many of these juveniles lack any kind of supervision. Their parents work or have other problems and are not able to be responsible to the juvenile. There are a limited number of programs for these juveniles during the school day.

NEED: Neighborhood centers, where juveniles can go during the school day, should be established and expanded throughout Cuyahoga County's high crime areas. Youths should be made to feel that

*Estimates based (1) on data compiled by several citizens' task forces on delinquency, and (2) Table 4.2 of Cleveland's IMPACT Cities Program Master Plan.

they can come to the centers during school hours without reprimand or intimidation and participate in alternative educational, recreational, and/or counseling programs. Programs should be established to attract youth to the centers.

Elementary and secondary schools need to expand: (1) programs aimed at early detection of potential problems, and (2) programs that deal with youth who are in trouble.

2.2.4.5 Community Treatment for Delinquent Youth (C-5)

PROBLEM: Statistics show large numbers of delinquent or unruly juvenile arrests between the ages of 14 and 17. The 1971 Annual Report of the Juvenile Court of Cuyahoga County shows adjudication of 1,378 juveniles aged 14, 1,694 aged 15, 1,823 aged 16, and 1,629 aged 17. The total number of juveniles judged delinquent aged 8 - 18 is 9,178. Juveniles of junior high and high school ages comprise 70 per cent of the total juvenile delinquency numbers.

NEED: In Cuyahoga County there are a number of independent community-based centers serving juveniles 12 - 18. These centers have direct contact with juveniles, drop-outs, drug users, potential and adjudicated delinquents, and unruly juveniles. They have established trust and rapport within the juvenile community.

In order of priority, the needs of community-based centers are:

1. Funding: Lack of solid funding and monetary support causes unstable existence.
2. Back-up Services: Many centers are in need of psychological, psychiatric, and medical referral services and need the cooperation and coordination of these outside services.
3. Community Support: Increased support and communication with police departments to refer or direct juveniles to these centers rather than to the courts.

Increased support and communication with parents and other members of the adult community.
4. Extended Services: Maintenance of 24 hour service, whenever possible, of hot-lines, medical services, counselling, and other walk-in services.
5. Training of Workers: Needs are for training of counsellors and administrative services. The centers lack record keeping and supervisorial services.

2.2.4.6 Construction and Improvement of Juvenile Facilities (C-6)

No problems were identified in this subcategory in Cuyahoga County.

2.2.4.7 Institutional Treatment for Delinquent Youth (C-7)

PROBLEM: Once a juvenile has become an adjudicated delinquent, the Court

is faced with the prospect of sending him or her to an overcrowded state home for boys or girls, or attempting to find community-based correctional services that can deliver the required rehabilitation programs. The children's corrections facilities in Ohio are overcrowded, with little chance of conducting effective rehabilitation programs. The NCCD recommends community-based treatment as less stigmatizing and more effective than institutionalization, but few communities have either the quality or quantity of facilities and programs required to accept the volume of their juvenile courts.

NEED: Pressure on the detention facility can be relieved by instituting a program of "home detention" where children awaiting trial in the Juvenile Court can be returned to their homes (if feasible) under the intensive supervision of detention workers. After adjudication, the child should be placed under the supervision of the community-based correctional unit that is to be responsible for his treatment. Cuyahoga County will need expanded group homes and intensive care centers capable of administering programs of counselling therapy, psychotherapy, and remedial education to handle referrals from Juvenile Court.

2.2.5 SYSTEM DEVELOPMENT (CATEGORY D)

The components of the criminal justice system are highly interrelated. As an example, if accused felons held in detention awaiting trial were processed through Common Pleas in 45 to 60 days, there would be no crowding in the County Jail. Jail population is a function of court delays, just as number of cases filed is a function of crime rates and clearance rates. Law enforcement programs aimed at improving clearance rates, as a deterrent to more crime, will initially increase court backlogs and delays and ultimately lead to increased correctional loads. If the programs can be successfully implemented which deter crime and rehabilitate offenders, there will be a reduction of input to the court and correctional components. It is this balancing of programs and resources which requires the utmost in coordinated planning and cooperation among criminal justice agencies.

2.2.5.1 Criminal Justice Information System (D-1)

PROBLEM: At present, the police forms used for collecting and recording information vary greatly in organization, categorization and format. Without standardization it is difficult to identify crime patterns and high crime areas in the County.

A second problem is the lack of an integrated criminal information system. For example, police in one municipality may release

a person wanted in another.

NEED: A central criminal information system is needed to serve police, bail investigators and probation personnel responsible for pre-sentence reporting. In time, such a system could be automated to provide real-time information from statewide and national sources.

2.2.5.2 Developmental Research (D-2)

No problems have been identified in this sub-category in Cuyahoga County.

2.2.5.3 Criminal Law Reform and Legislation (D-3)

No problems have been identified in this sub-category in Cuyahoga County.

2.2.5.4 Program Evaluation (D-4)

PROBLEM: Eighty-one projects in Cuyahoga County were financed through block action grants in 1970 and 1971. Most grant applications have made statements regarding probable effects of the grant on crime in Cuyahoga County. Yet, there was not a single instance where the actual effects on crime reduction of the funded project were measured. Assessments of the relative impacts of different projects on Cuyahoga County's crime problems should be based on quantified results wherever possible.

If the technical quality of criminal justice planning is to be

strengthened in the County, information feedback must be established between planning and operations. Each project in a plan should be devised and chosen to achieve certain measurable objectives--such as reducing court delay or recidivism. After a project is implemented, measurements should be made to determine whether these objectives were met. These operational measurements can then be fed back into the planning process and compared with the objectives and expenditures. Over a period of years, quantitative planning factors can be developed. These factors can be used to estimate the impact of a proposed innovative investment.

A two-level evaluation hierarchy is envisioned. At the first level, project impact on component performance will be determined. For example, the impact of the Court Management Project on court delays can be rather easily estimated (if case load does not change). At the second level, the impact of improved component performance on system performance (i.e., crime rates) will be determined.

For some projects, component performance and system performance measures may be the same. For example, a project to increase clearance rates against specific crimes in specific areas can be evaluated at both the component (effect on clearance rate) and system levels (effect on those specific crimes in that area).

Other projects, particularly in the prevention category, can only be evaluated at the system level.

Quantitative objectives for each project funded by this RPU will be specified at one or both evaluation levels. Measurements will be made to see whether these objectives are met, and factors affecting project success will be identified. To perform such evaluations, the RPU must establish procedures to collect data for baseline indicators of component performance (clearance rates, court delays, recidivism, etc.) and crime rates. Performance after a project is implemented will be compared to the baseline indicators for project evaluation. Baseline indicators can also be used to identify problem areas. For example, problems can be identified by comparing a department's clearance rate for a particular Part I crime against the national average for similar agencies.

There are four particular baseline data problems that the RPU will attack in 1973.

- There is great disparity in crime reporting in Cuyahoga County. In 1970, only 41 of 60 police departments in Cuyahoga County made UCR reports to the FBI. Approximately half of these filled out the detailed forms on persons arrested. A recent phone/letter survey of police departments revealed several different interpretations of an "arrest."
- There is no data on recidivism in Cuyahoga County and drug/alcohol abuse in Cuyahoga County.
- There is no systematically collected data relating crime and drug/alcohol abuse in Cuyahoga County.

- There is no systematically collected data relating law enforcement improvement projects, including training and new equipment, to component performance (clearance and conviction rates) and crime control.

Consideration for a project to address these problems should be given by the AJD from Addendum I funding.

NEED: The first step in trying to solve the baseline data problem would involve holding a conference of Cuyahoga County police chiefs to discuss the need for UCR reports for criminal justice planning, the need for evaluation of law enforcement projects, and to indicate the types of innovative and cooperative law enforcement projects which the RPU will support.

The next step would be to conduct an in-depth study of recidivism in Cuyahoga County and the effect of various rehabilitation programs on recidivism. As part of this study, the relationship between alcohol/drug abuse and crime will be investigated.

2.2.5.5 Consolidation of Services (D-5)

PROBLEM: Within the County of Cuyahoga, there are a large number of agencies both public and private, who receive federal funding to support a variety of projects relevant to the criminal justice system. A preliminary examination of such proposed and on-going projects in the criminal justice system and in community-based

operations relevant to crime prevention and control indicates that, across agencies, many similar efforts are underway. In Tables 4.1 through 4.7, Section 4, many relevant projects are listed; where possible they are shown in the most appropriate AJD categories.* The number and scope of activities being implemented within the County becomes readily apparent, and the possibility that redundancy exists between projects must be considered.

NEED: Cost-effective utilization of funds and personnel, as well as effective service to the community, requires coordination among agencies whose goals and projects are similar. A need exists in the community for such coordination. Information must be exchanged between agencies whose activities serve the same population; the results of activities conducted as pilot programs for selected target areas must be analyzed by other agencies to guide future planning efforts; on-going and proposed activities by all agencies must be examined to assess interrelationships and to eliminate duplication of effort.

*AJD categories are crime-specific, while many of the other on-going projects are broad-based. Thus, non-AJD projects shown, for example, under B-7, Diversion of Offenders, are those which are not necessarily offender-based but could be used to serve that objective; those under B-8, Community Relationships, include all which function to upgrade the overall quality of life in the target community.

2.2.6 IMPROVEMENT OF THE JUDICIAL PROCESS (CATEGORY E)

In both the 1972 Comprehensive Plan and the Impact Master Plan, delay in criminal cases was identified as a most serious problem in the administration of justice. Studies conducted by Case Western Reserve University (Justice is the Crime, 1971), the Governmental Research Institute's Administration of Justice Committee (A Profile of the Criminal Justice System in Cuyahoga County, Ohio), and the Institute for Court Management (A Comparison of Felony Processing in Cleveland, Denver and Houston; Felony Processing, Cuyahoga County, Ohio), have demonstrated the enormity of this problem in Cleveland and Cuyahoga County. Many of the factors contributing to this delay have been identified by these studies and the 1973 Comprehensive Plan. Some of the contributing problems can only be solved by State Constitutional or Legislative reforms, e.g., grand jury and court structure reform. Other contributing problems can and should be attacked on the regional level, on at least an interim basis, helping to abate the effects of waiting for such all-encompassing action.

The most critical problem which appears to exist today in the judicial process is that of the undesirable delay in processing a defendant from arrest through sentencing.

This major problem in the courts is in many ways the result of other significant problems within the system. The solution or improvement in these other problem areas could likely solve or materially lessen the problem of trial court delay.

There is a need for improvement in each of the following areas: prosecution, courts management, courts personnel training, legal defense, bail and pre-sentence investigations and facilities. Each of these areas is discussed below.

2.2.6.1 Improvement of Prosecution (E-1)

PROBLEM: Once an individual has been arrested, the offices of the prosecutors must have sufficient trained personnel to evaluate the case and prosecute it through the court system. The IMPACT Program for the City of Cleveland has therein a project of visiting judges with a requirement of a prosecutor for each such judge. With the increased emphasis on moving cases through the courts faster, and especially the foreseeable effect of IMPACT projects which should substantially increase the numbers of felony arrests and defendants to be processed through the system, the prosecutor's office will be hard-pressed to provide the trained manpower necessary to cope with the problem.

NEED: There is a need to improve the prosecutor capability that will, in addition to increasing conviction rates, also reduce trial court delay by facilitating earlier dispositions through increased manpower and more thorough preparation.

To achieve this improvement, it will be necessary to provide prosecutors with ongoing training programs in areas such as procedures,

investigative techniques, and new Ohio Criminal Code and Rules of Superintendence.

An additional need exists for improved information processing procedures which will reduce delays by enabling the prosecutor to (1) initiate controls and monitoring procedures to ensure efficient handling of all cases, and (2) prevent cases from inadvertently being kept from trial due to dysfunctions in the system.

2.2.6.2 Court Management (E-2)

PROBLEM: Trial delays in Common Pleas and Municipal Courts often occur because data needed to expedite a case are unavailable. The myriad of activities and attendant data processing requirement involved in processing a case create backlogs and inevitably result in lengthening the time from arrest to final disposition. Another major problem in the timely processing and forwarding of cases lies in the inability of the court recording systems to function efficiently under its existing fiscal restraints.

NEED: To reduce backlogs in the Cuyahoga County Common Pleas Court and in the Municipal Courts, it is necessary to implement a data processing system within the Courts which can not only monitor case data, but can also (1) provide valuable information on the flow of offenders, (2) schedule witnesses, law enforcement personnel,

and attorney appearances throughout a proceeding, and (3) permit evaluation of the effects of increased resources on the performance of criminal justice agencies.

To further ensure reduction in court delays, the court recording system must be improved by increasing availability of court reporters, or, alternatively through increased utilization of electronic recording equipment.

2.2.6.3 Courts Personnel Training (E-3)

PROBLEM: If a court must recess or delay a case in order to research a new point, valuable judicial time on the bench is lost. There is an ever-present problem in keeping the judiciary updated as to law and procedure. Practice in the higher courts, especially those at the Federal level, promulgating new limitations as to the implementation and interpretation of the law both substantive and procedural, requires constant documentation and clarification. In addition, a well-trained staff (i.e., bailiffs and clerks) is essential to facilitate the process of hearing in a courtroom.

NEED: The region should participate in local training programs designed to make criminal procedure more uniform in the courts of Ohio. These training projects have been set forth in the 1972 Comprehensive Plan, and involve training seminars for judges, probation

officers, clerks and juvenile personnel; training for newly elected judges, continuing education of judges; and out-of-state conferences and seminars.

2.2.6.4 Legal Defense (E-4)

PROBLEM: Since July of 1972, Municipal Courts throughout the State are required by the new rules of criminal procedure promulgated by the Ohio Supreme Court to provide counsel for indigents at the initial appearance and at the preliminary hearing stages of felony proceedings. The United States Supreme Court, in Argersinger v. Hamlin (June 12, 1972), extended the right to counsel to indigents in misdemeanor cases where any jail sentence may be imposed.

At this time, there is no enabling legislation allowing counties in Ohio to create county offices of public defenders. The Cleveland Municipal Court (as well as the other 12 Municipal Courts in Cuyahoga County) has no funds to pay for legal services in representation of indigents. The Court of Common Pleas has been appointing private counsel, including the public defender division of the non-profit Legal Aid Society, to represent indigents in felony matters after indictment. Although in the past few years, the Society's public defender division has received approximately one-third of the indigents' defense counsel appointments from Common Pleas Court, their current division staff of some seven attorneys prohibits continued participation in that portion of cases (one-third of the

felony cases receiving defense counsel appointments) because of time and manpower limitations. The Municipal Court of Cleveland has, at times, persuaded volunteer attorneys to serve without compensation. The Court of Common Pleas was appropriated some \$575,000 for indigents' counsel in 1972, but is expecting to exceed that amount by some \$225,000 in its efforts at the Common Pleas, Appellate, and Supreme Court branches in Ohio. The Cleveland Municipal Court estimates a requirement for some \$584,000 in 1973 for indigents' representation (based upon the Cuyahoga County Bar Association minimum fee schedule). The twelve other Municipal Courts in the County are also required to provide representation for indigents and are expected to require proportionate (with respect to the Cleveland Municipal Court) expenditure for such counsel.

NEED: The Institute for Court Management, in The Felony Processing System, Cuyahoga County, Ohio (1971), noted a need for a strong public defender staff coordinated throughout the County. Citing a requirement for equally capable prosecution and defense services, the Institute felt that a centralized defender office could better "...organize training programs for its staff, develop manuals and guides to criminal procedure and practice, (and) monitor current cases handed down daily by local, state and federal courts..." with an eye to providing right to counsel in juvenile, probation and

parole revocation, and misdemeanor cases at a lower cost to the City and County than a system of appointing private counsel from public funds. A strong, energetic public defender system would not complicate and slow the system; rather, by consistent, timely, and uniform case preparation throughout an individual's defense, the process should be speeded and weak cases more readily identified and rapidly disposed, thus clearing much of the congestion. An adequately staffed public defender could decrease court delay at every stage by decreasing continuances, assisting better prosecutorial screening, measuring negotiated pleas, as well as providing a basic component of due process.

In addition to creation of a viable public defenders staff to meet the new demands of representation, it is necessary to develop programs in law schools to provide clinical instruction and representation (where permitted under the Ohio law student practice rule). The Federal government will provide 80 per cent of students' salaries in summer projects for work-study programs. Together with a development of the public defender staff, law student assistance will provide the nucleus for handling the requirements of increased burdens of representation in a cost-effective manner.

2.2.6.5 Bail and Pre-Sentence Investigation (E-5)

PROBLEM: The problems associated with bail reform are widely recognized and well documented. An inequity exists between treatment of those

persons who can afford their pre-trial release and those persons who must remain incarcerated awaiting adjudication of their case. Such inequities must, however, be balanced against the risk factor to society--that the accused will commit other offenses during his pre-trial release. Such balancing problems often put the judge in the position of wagerer, betting the odds of more offenses being committed against the circumstances of pre-trial incarceration. An informed choice is all that can be expected.

Swiftmess of justice is a goal that must be achieved by reducing not only the time from apprehension to conviction, but also the period from conviction to sentencing. The person detained in jail pending sentencing, who eventually is committed to the penitentiary receives no credit at the penitentiary for the time spent awaiting sentencing. For the person who will be admitted to probation or to rehabilitative programs, the time between conviction (by plea or trial) and sentencing can be counterproductive.

The goal in sentencing is not only to make the punishment fit the crime, but also to make the punishment fit the specific offender. When "punishment" can be non-institutional rehabilitative programs, society benefits by reduced costs of incarceration and reduced recidivism. However, the sentencing judge cannot be expected to make an intelligent decision among the alternatives available unless he has information concerning the individual

defendant and the particular crime. The sooner he obtains it, the more benefits are derived from the choice he makes as to sentencing. When conviction is by plea (as the majority are) the judge must rely upon information provided him by the court's staff (probation personnel).

NEED: The attempt to balance the law and the public need of protection suggests a program for bail investigation in all the courts. The function of the bail investigation staff would include investigation of the accused's background to report on (1) his likelihood of committing more offenses, and (2) his likelihood of appearance at trial. If the former is low and the latter is high, release on the defendant's own recognizance should be recommended. When uncertainties are present, bail reduction or increase can be utilized.

In addition, since bail in all but a few cases is a matter of right, concurrent probation department supervision (pre-trial) could be utilized as an effective tool to assure the non-commission of offenses while the case is pending trial.

There is a need to provide additional Common Pleas Probation Department personnel in sufficient quantity to effectively reduce court delay between conviction and sentencing. The use of the pre-sentence investigation report has now become a standardized

procedure in Common Pleas Court, causing increased workload in the probation department. Under the recently-proposed Ohio Rules of Criminal Procedure, a pre-sentence report will be required for every convicted defendant.

The probation department supplies this information by investigating into the defendant's background education, employment, physical and mental health, attitude, prior criminal record, the circumstances of the offense, and the possibilities of corrective action being undertaken.

Estimates are that it usually takes four to six weeks after conviction to prepare and submit the pre-sentence investigation report. With an increase in the staff of probation officers and clerical personnel, it should be possible to shorten that time to three weeks at a maximum. (California, for example, statutorily imposes a twenty-one day maximum, after which the judge loses jurisdiction to impose sentencing.)

Another related need is to increase and expand the services rendered by the psychiatric clinic of the courts. The Cuyahoga County Court of Common Pleas, in conjunction with the Cleveland Municipal Court, provides a psychiatric clinic for referral of accused persons. The clinic is presently overburdened with work. With the inception of the court diversion activities of the IMPACT Program, even more demands will be placed upon the clinic. Although

the services it provides would benefit all the Municipal Courts in Cuyahoga County, there is a pressing need to upgrade existing capabilities through increased professional personnel before expansion should be contemplated. The Common Pleas Court operates separate psychiatric services with personnel located at the juvenile detention facilities. The Juvenile Court has now been merged into the Court of Common Pleas, but use of the juvenile part of the psychiatric services for the Common Pleas and Municipal Courts would only result in overworking the juvenile services without alleviating the problems in the Common Pleas and Municipal Courts. Increased staffing for Common Pleas and Municipal Courts psychiatric program is necessary if these services are to fulfill their intended function.

2.2.6.6 Construction and Improvement of Courts Facilities (E-6)

PROBLEM: The physical problems of the court buildings and the police station are pressing. The Cleveland Municipal Court is crowded to the point that the judges must hold court in two separate locations; the Common Pleas Court justices must function in four (even though all judges are elected to the same bench and must rotate their duties periodically). Some courtrooms are located in the jail itself; they are inefficiently designed, and constitute a significant security hazard.

Other court facilities are in the police station, and are small, noisy, and overcrowded. The mix between the flow of police business of the courts creates a very unseemly atmosphere for the conduct of justice, and makes maintenance of police security almost impossible because of inability to control the circulation of civilians in the area.

All of these conditions seriously undermine respect for the law and compound the problem of conducting judicial business. Manpower requirements to guard these badly-designed and insecure facilities create a serious drain on the Cleveland Police Department and the Sheriff's Office. The scattering of facilities throughout Cleveland leads to transportation problems which tie up many men and vehicles.

NEED: In response to the urgent need for improved criminal justice facilities, the voters of Cuyahoga County approved a \$61 million Justice Center bond issue in 1970. The Justice Center Advisory Committee, composed entirely of private citizens, was created to develop plans and programs for the design and development of the Justice Center physical facilities.

Since the passage of the bond issue, substantial progress has been made toward the goal of an up-to-date, efficient facility for the conduct of justice. Construction activities are slated to begin

in September, 1972, and it is estimated that the facility will be completed within three years.

It is important that implementation of this project proceeds as rapidly as possible: not only will it serve to integrate all of the criminal justice facilities of the County, but also to bring them within working proximity of the City of Cleveland's facilities which constitute such a significant portion of the needs and focus of criminal justice in Cuyahoga County and northeastern Ohio.

2.2.7 ADULT CORRECTIONS AND REHABILITATION (CATEGORY F)

The fundamental objective of the criminal justice system, of which correctional institutions are an integral part, is the rehabilitation and reintegration into society of the persons involved in it. The traditional approach to corrections does little toward rehabilitation or reform. More than 70 per cent of the inmate population have been previously incarcerated.*

The institutions themselves are in a general state of decline, often staffed by undertrained personnel, lacking innovative programs, and the public or political incentive to effect change. The public seems unaware of the problem and often responds to information on the subject with apathy and disinterest. This absence of public concern coupled with limited financial resources has resulted in a system that is now in need of revision.

In some areas, interested and dedicated corrections officials have begun to act on their particular problems, creating innovative programs as an alternative to incarceration. In areas where community-based alternatives have been applied, the recidivism rate has dropped.**

2.2.7.1 Recruitment of Corrections Personnel (F-1)

PROBLEM: The quality of corrections personnel to a large degree influences the effectiveness of the rehabilitative process in reducing

* Final Report, Ohio Citizens Task Force on Corrections, 1971.

** Op. cit., Section C, page 90.

recidivism. Unfortunately, corrections agencies throughout the County find it difficult to recruit the personnel necessary to maintain a skilled and well-balanced staff.

Low salary levels for most positions in corrections discourage many qualified applicants from entering the field. Therefore, positions are often filled by persons whose educational backgrounds bear little relationship to their assigned duties. Long-term benefits and incentives on the whole are insufficient to convince an employee to remain in corrections once he has learned enough about his field to become an asset to the agency.

NEED: Salaries of corrections personnel should be increased and benefits augmented as appropriate to attract the necessary experienced personnel, and to serve as continuing incentives to those already employed.

Additional efforts must be made to attract qualified (or trainable) personnel, and in particular those from minority groups. Correctional services staffs should reflect the racial distribution of the client population.

2.2.7.2 Training of Corrections Personnel (F-2)

PROBLEM: Lack of proper training constrains both the employee and the administration, often obscuring or blocking the rehabilitative goal of

the corrections process. Existing training programs do not reach all corrections personnel: there is currently no centralized system of training through which all new personnel pass and all permanent employees return periodically. An Ohio priority for 1975 is "to develop centralized, coordinated staff training at all levels, providing a minimum of 80 hours for recruits and 20 hours in-service training for all permanent personnel each year."*

NEED: Through a coordinated system of training and evaluation, corrections personnel must be provided with the tools and skills necessary to positively influence offenders and ex-offenders for whom they bear responsibility. There should be an intensive effort to orient training programs to in-house problems that may be encountered by security and professional staff.

2.2.7.3 Construction and Improvement of Correctional Facilities (F-3)

PROBLEM: The County jail facilities' most critical problems are 1) lack of medical diagnostic and treatment facilities, 2) necessary space to allow for separation of inmates according to age, recidivism, and severity of charge, and 3) recreational facilities.

NEED: The Cuyahoga County Justice Center which, upon completion, will house the County jail, should alleviate many of these problems. In addition, the new County jail facility at the Justice Center is designed to provide for detention as well as holding.

*Toward a Safer, More Just Society, p. 20-B.

2.2.7.4 Corrections Planning and Management (F-4)

PROBLEM: Management analysis information which could assist in the evaluation of on-going rehabilitation efforts is not readily available. The collection of such data is essential before appropriate programs can be designed to respond to the correctional, social, psychological, and physiological needs of inmates. The lack of sufficient background data on offenders results from an inadequate information collection and processing mechanism. Over time, the implementation of more refined diagnostic and testing procedures can only increase the existing data storage and retrieval problems.

Another problem derives from the large amount of paperwork required to provide inputs to the system. An example of the paperwork problem is provided by the Cuyahoga County Probation Department. With 2273 pre-sentence investigations to complete in 1971, less than 50 per cent of the Department's work week was left for the heavy probation caseload.

NEED: There is a requirement for implementation of systematization which can provide efficient, up-to-date analyses of probation and inmate populations to aid in the design of effective prevention and rehabilitation programs for local corrections agencies. Also, the local probation departments could use time-saving (automated) devices which would enable personnel to spend more time with probationers.

2.2.7.5 Institutional Treatment for Adult Offenders (F-5)

PROBLEM: There are two major adult correctional institutions in Cuyahoga County, the County Jail and the Cleveland House of Corrections (CHC). The CHC has programs designed to accommodate some of the needs of its inmate population, such as work-release programs, psychiatric and medical care, etc. The County Jail, on the other hand, is a holding area for persons awaiting trial and/or sentencing. As such, services for these detainees are limited.

NEED: There is a need to provide those persons awaiting sentencing in the County Jail with the following types of services:

- A full range of correctional service (counselling, remedial education, recreational program, library services, and educational release.)
- A comprehensive medical and diagnostic component.
- Job career enrichment programs for all jail personnel.

2.2.7.6 Community Treatment for Adult Offenders (F-6)

PROBLEM: There are few community-based rehabilitation programs in Cuyahoga County which serve as alternatives to incarceration. An offender who is not placed in institutional custody is apt to be assigned to a probation officer whose caseload is so great as to preclude specialized attention to each individual in his charge.

Further, those offenders who are institutionalized and later released are seldom aided in re-entering society, due to the lack of community-based post-release services.

NEED: Rehabilitative, community-based programs which offer job training, work experience, and/or a therapeutic environment, are needed to provide alternatives to incarceration. Such programs, designed to operate with minimum security, would remove some of the burden from the probation department, while allowing the offender to remain part of society.

Public employment could be developed on a trial basis for the ex-inmates of Cuyahoga County. Concerned businessmen in Cuyahoga County must take the lead in encouraging other businessmen to give the ex-offender a chance.

The development of para-professional practitioner to assist professional probation staff in caseload supervision and management, through the use of community people, probationers, ex-cons, and parolees is needed. It is essential that a mechanism be developed to enable the para-professional to reach the professional level.

Besides the reduction of caseloads, there is a need to relate differential treatment strategies to specific probationers and parolees. By specializing probation officers, their caseloads can

thus respond to the specific rehabilitative needs of their clients.

2.2.7.7 Offender Diagnosis and Classification Services

PROBLEM: A large number of misdemeanants eventually go on to commit more serious crimes. Emphasis must be placed on diverting the misdemeanant from future criminal activity by providing appropriate treatment during his first encounter with the criminal justice system. Unfortunately, Cuyahoga County correctional institutions already suffer from sub-standard diagnostic and classification services (required for effective offender treatment) due to a lack of funds, facilities, and trained personnel. Placement of individuals in rehabilitation programs is often based on informal and unintegrated data, randomly collected from professional and non-professional sources. Plans for the new County jail include extensive facilities to effectively diagnose incoming individuals and channel them to appropriate services. Although there are specialized inmate programs at the City jail, no intake procedures or diagnostic devices exist to aid in selecting the programs appropriate to an individual inmate. As noted in Section 2.2.7.4 nowhere in the County are there sufficient diagnostic profiles on individual files to determine what portion of an institution's or a probation department's population are recidivists. This lack of data makes it difficult to design future programs for groups

of offenders according to their need, or to assess an offender's progress or lack of progress in the criminal justice system.

NEED: There is a need to develop carefully documented individual profiles that will provide detailed information on his emotional and psychological state. Factors such as personal motivation, socialibility, willingness to cooperate in treatment, and to assume personal responsibility, must be carefully explored, along with other personal traits. If we can develop sophisticated intake procedures, then we should be able to classify the services required for the particular individual.

2.3 GENERAL STATEMENT OF OBJECTIVES

This section lists the 33 specific objectives of the Multi-Year Plan for Cuyahoga County. Quantitative indicators are suggested to measure progress toward these objectives. The list of indicators presented here is not intended to be all inclusive.

Five of the objectives are directly related to crime reduction. Progress toward these five objectives will be measured by the reduction of specific crimes in specific functional categories and locales. The other 28 objectives are labeled "related component improvements".* Some of these component improvement objectives are closely related to crime reduction, such as the nine objectives that will be measured in terms of reduced recidivism. Other component improvement objectives are indirectly related to crime reduction, such as those related to minority recruitment and court delays. Still other objectives, such as those dealing with regionalizing facilities and services, are intended to ration scarce resources.

Many of these objectives are relatively new to the Cuyahoga County criminal justice system, and consequently less is known about the cost of achieving them. For example, it would be difficult to accurately estimate the cost of the required public defender system or the influence on

* Component improvements when aggregated should affect significant system changes to achieve the overall goal of crime reduction.

suburban crime of the Cleveland IMPACT Cities Program. However, during this coming year, the RPU staff expects to have sufficient information to develop detailed cost and performance improvement estimates that relate to all the objectives listed.

2.3.1 LAW ENFORCEMENT

2.3.1.1 Crime Reduction

- Establish crime reduction objectives for specific crimes in specific functional areas, develop programs to meet those objectives, and monitor progress toward those objectives.

Indicator(s): Number of crime reduction programs established within each police department and impact of those programs.

2.3.1.2 Related Component Improvements

- Develop a recruitment program to attract trainable young and minority people to the field of law enforcement.

Indicator(s): Number of young and minority persons hired.

- Develop regional capability for training in specialty areas of crisis intervention, civil disorders, narcotics control, new codes and rules, juvenile counseling, and personnel management.

Indicator(s): Fraction of police departments participating in cooperative training programs; and fraction of their personnel trained in each specialty area.

- Encourage coordination among law enforcement agencies in different municipalities to attack problems of common concern (e.g., narcotics control, riot control, contingency planning) and provide the necessary information and communication support.

Indicator(s): Fraction of police departments participating in multi-jurisdictional units organized to attack problems of common concern.

- Make scientific crime analyses available on a regional basis to prepare an accurate and complete package of physical evidence.

Indicator(s): Fraction of cases cleared through scientific investigation.

- Provide legal advice on a regional basis to assist the police in executing their functions of investigation, collection of evidence, search and seizure, and apprehension and arrest, without violating the rights of the individuals involved.

Indicator(s): Clearance and conviction rates.

- Minimize the dispatch/response time of patrol in order to

increase the apprehension rate of suspects.

Indicator(s): Apprehension rate for Part I offenses.

2.3.2 PREVENTION AND DIVERSION

2.3.2.1 Crime Reduction

- Organize citizen auxiliary groups to assist the police in combatting crime in specific high crime areas.

Indicator(s): Crime reduction in those areas.

- Organize and maintain a community education program for the reduction of specific crimes, such as the Auto Theft Prevention Program.

Indicator(s): Reduction of those specific crimes.

2.3.2.2 Related Component Improvements

- Establish programs which will effectively divert all drug abusers and chronic alcoholics without serious criminal tendencies from the criminal justice system and provide treatment for them.

Indicator(s): Fraction of drug abusers and chronic alcoholics without serious criminal tendencies who are diverted from the criminal justice system;

recidivism comparisons between these diverted persons and similar non-diverted persons.

2.3.3 JUVENILE DELINQUENCY

2.3.3.1 Crime Reduction

- Establish effective juvenile delinquency prevention programs which will attract more youth.

Indicator(s): Fraction of index offenses cleared by the arrest of juveniles; number of youth participating in programs.

2.3.3.2 Related Component Improvements

- Support the development of community-based correctional facilities as alternatives to detention for all pre-trial and adjudicated youths except the most criminally hardened.

Indicator(s): Recidivism of juveniles treated in community-based facilities contrasted with the recidivism of similar juveniles held in detention.

2.3.4 SYSTEM DEVELOPMENT

2.3.4.1 Crime Reduction

- Develop a centralized real-time criminal information system.

Indicator(s): Increased apprehension rate.

2.3.4.2 Related Component Improvements

- Establish a central facility for storing and retrieving data to expedite investigative efforts.

Indicator(s): Number of crime clearances attributable to the information system; reduction of pre-sentence and bail investigation time spent checking on criminal records.

- Standardize reporting forms and procedures used County-wide by law enforcement, judicial, and corrections personnel.

Indicator(s): Fraction of agencies using common forms.

- Provide information to other agencies in the community serving the same population, through exchange of program descriptions, program evaluations, and program plans.

Indicator(s): Number of programs reflecting cooperative efforts.

- Establish a quantitative evaluation effort to guide RPU planning.

Indicator(s): Fraction of RPU projects evaluated with performance indicator system.

2.3.5 IMPROVEMENT OF THE JUDICIAL PROCESS

2.3.5.1 Related Component Improvements

- Complete the new Criminal Justice Center as soon as possible to fully integrate the County's criminal courts, and specifically, to minimize the problems of transportation, crowding, and security.

Indicator(s): Time involved in completing new court building.

- Institute a data processing system within the courts to assist in (1) monitoring case data, (2) scheduling, and (3) evaluating criminal justice operations.

Indicator(s): Court delay time.

- Utilize additional court reporters and/or electrical recording equipment to assist in reduction in court delays.

Indicator(s): Court delay time.

- Provide the right to counsel at all official appearances to all indigent offenders faced with the possibility of incarceration.

Indicator(s): Fraction of relevant official appearances of indigent accused covered by legal counsel; comparative dispositions with and without counsel.

- Establish bail investigation programs in all County courts to minimize inequities against those who are sufficiently low

risks but cannot afford bail.

Indicator(s): Fraction of offenders processed through investigation program.

2.3.6 ADULT CORRECTION AND REHABILITATION

2.3.6.1 Related Component Improvements

- Establish a central diagnostic unit to recommend diversionary and correctional alternatives for all drug and alcohol abusers and first offenders.

Indicator(s): Fraction of drug/alcohol abusers and first offenders processed through the diagnostic unit; overall effect on recidivism.

- Reduce the pre-sentence investigation time delay without jeopardizing the quality of the report.

Indicator(s): Pre-sentence delay time.

- Create a system of affirmative action to ensure the recruitment, selection, and retention of qualified minority personnel.

Indicator(s): Number of minority personnel hired and retained.

- Develop a centralized coordinated training program at all levels of the correction field, providing at least 80 hours of pre-

service training and 20 hours per year of in-service training with at least half of this training related to human relations.

Indicator(s): Fraction of corrections personnel who receive the above-described training.

- Complete the new county jail as soon as possible to eliminate the inadequate conditions existing at the present facility.

Indicator(s): Time involved in completing new jail.

- Segregate detained offenders by degree and nature of their criminality.

Indicator(s): Recidivism of detainees in segregated facilities compared to that of similar detainees in non-segregated facilities.

- Establish constructive, structured experiences for detainees to fully occupy their day.

Indicator(s): Fraction of day occupied; rate of recidivism.

- Establish and maintain community-based facilities, such as group homes, to serve as alternatives to incarceration.

Indicator(s): Recidivism of offenders treated in community-based facilities compared to that of similar offenders who were incarcerated.

- Reduce probation caseloads and encourage probation officer

specialization of caseloads.

Indicator(s): Recidivism comparison; caseload reduction.

- Establish and maintain individualized rehabilitation programs for inmates with adequate supportive services, i.e., counseling, and vocational training.

Indicator(s): Recidivism comparison.

- Establish and maintain transitional programs for all offenders returning to their communities.

Indicator(s): Recidivism comparison.

2.4 THE CRIMINAL JUSTICE IMPROVEMENT PROGRAM

Presented on the following table is a category-by-category itemization of the programs and approximate funding guidelines for implementing the goals and objectives just described in Cuyahoga County. The planning staff has endeavored to provide a comprehensive program-oriented multi-year forecast rather than a project-oriented approach so that future years' planning activities could take advantage of the ensuing years' experiences. Each of the program areas and objectives can be refined and qualified into specific fundable projects. This "generalized" approach should also encourage local units of government and private agencies in the County to submit future applications to the RPU which will be most consistent with the goals and programs outlined herein. Discrete programs are separated on the following table by a bullet ("o") in the left margin. The appropriation for each program is noted on the first line of the program descriptions in the columns to the right.

CATEGORY A LAW ENFORCEMENT

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
<ul style="list-style-type: none"> Recruitment and development of pre-professional manpower reserve men to provide support to police departments while starting a law enforcement career. On-the-job training and part-time college preparation for advancement to patrolman status. 	100	100	100	130
<ul style="list-style-type: none"> Training of police to provide for in-service training of personnel in conflict intervention, riot control, narcotics control and other current topics. 	53	50	50	50
University programs to conduct two successive classes at six locations. The topic of classes would be new criminal codes and rules and the students would be the police officers of Cuyahoga County.				

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
• A part-time lawyer or legal intern to provide legal advice, information and training to a multi-jurisdictional organization of police departments.	106	91	91	91
• Collection, analysis and preservation of criminal evidence. A forensic laboratory for Cuyahoga County would be planned, built, and equipped in the most cost-effective manner.	399	216	216	153
• Equipment and consulting services required to form and operate a multi-jurisdictional cooperative group(s) of police departments. Other problems of mutual interest such as preparing for civil disorder and sharing specialized manpower and equipment would be addressed through	212	343	490	400

CATEGORY A (continued)

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
cooperative efforts, such as a special plain-clothes				
investigative units for the purpose of investigating				
stolen autos.				

CATEGORY B PREVENTION AND DIVERSION

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
• Augmentation of civilian and auxiliary forces and purchase of equipment to improve residential and business security in the community.	200	200	336	300
Reduction of auto theft in Cuyahoga County through advertising and public relations.				
Reduction of shoplifting through in-store and media advertising to reduce the incidence of shoplifting in Cleveland's 40 hardest-hit stores.				
Implementation of protective systems to thwart criminal acts and publicity campaigns to discourage such attempts from being made.				

CATEGORY B (continued)

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
Improve police/community relationships and increase citizen awareness of their role in law enforcement by putting police patrolmen into high crime areas to interact with citizens.				
Involve citizen volunteers in active crime prevention within their own neighborhood.	218	280	300	403
Provide outreach centers for counselling, drug education, and referrals to appropriate agencies.				
Laboratories used in conjunction with local drug and alcohol treatment programs.	65	65	40	40

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
Rehabilitative facilities for post-institutional alcoholics which would offer therapy and aid the resident in reintegration into the community.				
• Reducing the burden on police and other public service personnel by dealing with explosive family situations and youth problems at the community level.	90	90	90	90

CATEGORY C JUVENILE DELINQUENCY

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
<ul style="list-style-type: none"> Development of outreach programs to contact juveniles and provide services and recreation for them. Should include counselling services (vocational and psychological) and contact with secondary schools. 	215	250	250	175
<ul style="list-style-type: none"> Continue and augment community-based efforts to reach juveniles through outreach programs, home centers, clubs, and recreational activities and offer counselling services, and alternatives to education, to youths and adults. Centers would cooperate with schools and community service organizations. 	500	765	932	1078

CATEGORY C (continued)

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
<ul style="list-style-type: none"> Provision of diversionary alternatives to Juvenile Court referral which give first offenders in the area a means of readjustment through counselling, business ventures, and recreational services. 	115	115	115	115
Pre-release counselling and the operation of post-release community-based socio-economic and psychological service centers.				

CATEGORY D SYSTEM DEVELOPMENT

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
• Activities include centralized real-time and quasi-real-time information system development and automated filing systems. Increase efficiency of on-the-street police operations through the updating of record keeping systems.	125	150	200	200
• On-going system and component-level evaluation projects.	125	150	100	100
• Promote communications among the various components of the criminal justice system and the alcoholic/drug addiction treatment centers.	150	100	100	100
• Establishment of County-wide services coordinating boards. The boards should not implement any new programs of their own; rather, they should develop procedures which would				

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
facilitate service through the coordination and consolidation of efforts carried on in those crucial areas by the multiplicity of agencies which currently are in operation throughout the County.				

CONTINUED

1 OF 2

CATEGORY E IMPROVEMENT OF THE JUDICIAL PROCESS

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
• Coordinated courts facilities construction.	420	420	-0-	-0-
• Provide municipal law directors, solicitors, and prosecutors throughout the County with additional training in procedure, investigative techniques, and changes in the State's criminal code.	20	20	150	175
• Expand the public defender services to cope with the anticipated increase in workload due to recent rulings promulgated by the Ohio Supreme Court which require that defense counsel be provided for the indigent in serious misdemeanor cases and preliminary felony hearings.	250	250	381	448

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
• Coordinated correctional facilities construction.	380	380	-0-	-0-
Development of a pilot psychological and sociological guard aptitude test at the Cleveland House of Corrections.	65	65	160	210
Statistical data relating to recidivism and the effectiveness of various correctional models currently in use at the House of Corrections should be collected. Guards should be exposed to supplemental training in those areas where they score low on the test.				
Provide basic correctional training for an aggregate of at least 40 newly-hired employees representing nearly all of the governmental correctional agencies in the County.				

CATEGORY F (continued)

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
<p>An additional aggregate of some 200 staff personnel currently employed by various governmental agencies in the corrections field would be given at least ten hours each of in-service training.</p> <ul style="list-style-type: none"> Updating of the paper flow network and record management system at the institutions and probation offices. Ultimately, it will prepare the agencies for integration into a computerized multi-agency correctional records system. <p>Provisions for a full-range of social, psychological, and medical services for the inmates of the County Jail. This program should have as its goal the remotivation of</p>				
	60	85	215	165

CATEGORY F (continued)

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
offenders and the reduction of recidivism.				
• Increase the range of correctional services available to inmates of both City and County institutions.	90	80	125	175
Development of an offender-designed offender rehabilitation model. For example, a rehabilitation model might be developed that would relate effectively only to auto thieves.				
• Provide alternatives to incarceration for first offenders to enable Cleveland Municipal and Cuyahoga County Juvenile Courts to refer a limited number of cases at the time of initial hearing for an intensive and individualized rehabilitative treatment.	200	310	500	450

CATEGORY F (continued)

PROGRAM CONCEPT	PROJECTED AJD FUNDING (THOUSANDS)			
	1974	1975	1976	1977
Existing and innovative programs will be funded to accomplish the following:				
Provide post-jail community-based services including housing, jobs, education, and moral development.				
Establish satellite probation centers based in the community, staffed by experienced probation workers with a full spectrum of social and psychological services, and caseloads limited to 35 per probation officer.				
Develop an extensive prisoner evaluation program to enable the Human Services Division of the Cleveland House of Corrections to analyze the individual needs of new inmates.				

SUMMARY OF AJD MULTI-YEAR FUNDING

PROJECTED AJD FUNDING
(THOUSANDS)

1973 1974 1975 1976 1977

A -- LAW ENFORCEMENT	\$ 870	\$ 800	\$ 947	\$ 824	
B -- PREVENTION AND DIVERSION	573	635	766	833	
C -- JUVENILE DELINQUENCY	830	1130	1297	1368	
D -- SYSTEMS DEVELOPMENT	400	400	400	400	
E -- IMPROVEMENT OF THE JUDICIAL PROCESS	690	690	531	623	
F ADULT CORRECTION AND REHABILITATION	800	920	1000	1000	
TOTAL	\$3717	\$4163	\$4575	\$4941	\$5048

NOTE: The Justice Center
allocation is placed
in Categories E and
F for planning pur-
poses in 1974 and
1975.

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SECTION III

THE ANNUAL ACTION PROGRAM

SECTION III

THE ANNUAL ACTION PROGRAM

3.1 INTRODUCTION

This section of the RPU Plan discusses the relationship of the problems and needs identified in Section II, above, and suggests a method for their immediate resolution within the framework of the available resources outlined in Section I.* The formal scope of the proposed program encompasses all traditionally-identifiable aspects of the three principal arenas of criminal justice (law enforcement, courts, and corrections) in addition to significant other agencies in the public and private sectors. The nature of the interactions among social systems, cultural subdivisions of society, and the tortious aspects of justice will continue to be probed insofar as they have an impact on both ongoing activities and development toward a better criminal justice system.

It must be remembered, however, that adequate understanding of the nature and dimension of each project within every program will emerge slowly, and necessarily must be re-evaluated on a continuing basis throughout the duration of each project. The goals of the latter are twofold: 1) to ensure that each project is "on-course," and 2) to assist in the development of follow-on or alternative projects for solution of the given problem

*Submitted, under separate cover, to the Administration of Justice Division by the Administration of Justice Committee of the Governmental Research Institute.

A resource management concept and structure will eventually emerge as the RPU matures, permitting cost-effectiveness evaluation of critical system components in a balanced fashion. In response to the nuances of social demand and interactions with criminal activity, the concept and structure can take full cognizance of, and will be sensitive to, the ongoing need for system change--both subtle and prominent.

This section presents, then, a summary description of the approach to a balanced criminal justice program chosen for the 1973 operation of the Cleveland-Cuyahoga Regional Planning Unit. Prioritization and selection of projects consistent with the area's criminal justice program goals has been undertaken within the following constraints, among others:

- Block Action Part C available monies for allocation totalled \$3,717,692
- Law Enforcement programs were to total no more than \$1,477,472
- Courts Improvement programs were to total at least \$369,368
- Adult Corrections programs were to total at least \$738,736
- Juvenile Delinquency programs were to total at least \$738,736
- Certain on-going projects with significant system-wide influence should receive a high priority for Block monies, such as the County-wide procurement of communications equipment for local police departments and the funds intended for the Justice Center facility.

- Funds should be made available, where possible and practicable, to areas in the community with significant crime problems and/or significant hopes for achieving a measurable reduction in crime through a sound project, proportionally consistent with the number of persons who would potentially benefit from the project.

3.2 1973 ACTION PROGRAM PRIORITIES

It has been the staff's goal to balance the action program not only in terms of the guidelines and constraints noted above, but also with a mind to the longer term outcome of an allocation decision. The programs and priorities, therefore, represent a long-term commitment begun in the first year of any project's funding.

3.2.1 GENERAL STATEMENT OF OBJECTIVES

The allocation decisions performed by the staff included consideration of the following criteria in determining priorities for the region:

- 1) Encouragement of projects oriented toward crime reduction as a first consideration,
- 2) Encouragement of supplemental funding required to bring a local governmental unit's activities up to an operational level consistent with that unit's problems and needs and lack of other fiscal resources,
- 3) Encouragement of regionalized approaches to problem solution,
- 4) Encouragement of projects which would either require one year's funding only (but needed to do so rather immediately), or which expressed a commitment to eventual assumption of a continuing project through local resources in the not-too-distant future, and
- 5) Definition of a "balanced" funding (geographically) throughout the County.

3.2.2 IMPLEMENTATION OF PRIORITY CRITERIA

The fourteen major problem areas defined by the Plan (see Section 2.2.1) describe the long-term objectives toward which this annual action program intends to strive. The selection of projects for the RPU's 1973 allocation has been made as consistent with those problems' satisfaction as possible. Although a particular project or activity proposal may not have been entirely consistent with one or more of the fourteen problem areas, the planning staff has endeavored, in the allocation, to select from among the many excellent project proposals those which appeared to have the greatest promise in eventually mounting an attack on at least one of the areas, even if it did not propose to do so in the 1973 project year.

Project proposals (pre-applications) were thus examined not only for their immediate year's activities, but also for those of past years (if any) and of future years. It has been the expressed desire of the planning staff not to utilize two different project evaluation/selection criteria for the annual and multi-year plans; rather, the staff deems it most responsive to the needs of the Region to formulate one set of plans and criteria, and apply that one set uniformly to projects under consideration for annual and for multi-year funding, with the necessary modifications, as appropriate, for the short- or long-term goals. Thus, most of the criteria which qualified a project for inclusion or exclusion with respect to the multi-year plan are applicable to the same choices for the annual action program. The use of identical goal orientations on a multi-year and an annual basis permits more efficient application of fiscal constraints once the essential programmatic prioritization has been made.

TABLE 3.1

1973 ANNUAL ACTION PROGRAM

Project Funding Allocations

Part "C" Above the Line Projects

SUB-CATEGORY	PROJECT TITLE	SUBGRANTEE	IMPLEMENTING AGENCY	AMOUNT ALLOCATED
A-1	Police Community Aid Officer Program	City of Cleveland Heights	Cleveland Heights Police Department	\$ 45,000
A-1	Cleveland Police Cadet Program	City of Cleveland	Cleveland Police Department	100,000
A-3	Justice Center - Law Enforcement Facilities	Board of County Commissioners	Justice Center Advisory Committee	243,000
A-7	Law Enforcement Communications Equipment	Board of County Commissioners	See attached Table 3.5	231,200
A-8	Narcotics Control Project	Westshore Council of Governments	Cities of Bay Village, Fairview Park, Lakewood, North Olmsted, Rocky River, and Westlake	50,000
A-8	Special Enforcement Unit	City of Brook Park	Cities of Berea, Broadview Heights, Brook Park, Middleburg Heights, North Royalton, Olmsted Township, Seven Hills, and Strongsville	55,000
A-8	Suburban Police Anti-Crime Network	Eastern Cuyahoga Regional Council of Governments	Cities of Gates Mills, Highland Heights, Lyndhurst, Mayfield Heights, Mayfield Village, Richmond Heights, and South Euclid	35,000
B-1	Estate Patrol	City of Cleveland	Cuyahoga Metropolitan Housing Authority	102,337
B-2	Greater Cleveland Auto Theft Prevention Program	Board of County Commissioners	Administration of Justice Committee	30,000

TABLE 3.1 (continued)
1973 ANNUAL ACTION PROGRAM
Project Funding Allocations

Part "C" Above the Line Projects

SUB-CATEGORY	PROJECT TITLE	SUBGRANTEE	IMPLEMENTING AGENCY	AMOUNT ALLOCATED
B-3	Drug Analysis Laboratory	Board of County Commissioners	Coroner's Office	\$ 14,500
B-6	Crisis Intervention Unit and Training	City of Cleveland	Cleveland Police Department	157,000
C-4	Cleveland Heights Prevention Program	City of Cleveland Heights	Jewish Family Service Association	74,084
C-4	Youth Encouragement Service	City of Cleveland	West Side Ecumenical Ministry	36,150
C-4	Juvenile Delinquency Prevention Project	City of Cleveland	Harvard Community Services Center	65,980
C-4	Operation Salvage	City of Cleveland	Cleveland Health and Welfare Department	100,000
C-5	Girls' Group Home	City of Cleveland	West Side Ecumenical Ministry	17,297
C-5	Juvenile Community-Based Corrections Program	Board of County Commissioners	Cuyahoga County Juvenile Court	156,000
C-5	Community Counselling Service	Board of County Commissioners	Cuyahoga County Juvenile Court	230,144
D-1	Data Management and Information System	Board of County Commissioners	Administration of Justice Committee	84,000
D-1	Prisoner Handling and Booking System	Board of County Commissioners	Cuyahoga County Sheriff's Office	75,000
E-2	Court Management Project	Board of County Commissioners	Administration of Justice Committee	179,000
E-2	Cleveland Municipal Court Recording Equipment	City of Cleveland	Cleveland Municipal Court	25,000
E-4	Public Defender System	Board of County Commissioners	Legal Aid Society	130,000

TABLE 3.1 (continued)
1973 ANNUAL ACTION PROGRAM
Project Funding Allocations

Part "C" Above the Line Projects

SUB- CATEGORY	PROJECT TITLE	SUBGRANTEE	IMPLEMENTING AGENCY	AMOUNT ALLOCATED
E-6	Justice Center-Court Facilities	Board of County Commissioners	Justice Center Advisory Committee	\$765,000
F-2	Correctional Training Academy	City of Cleveland	Cleveland State University	50,000
F-3	Justice Center-Corrections Facilities	Board of County Commissioners	Justice Center Advisory Committee	492,000
F-5	Cuyahoga County Corrections Center and Program, Phase II	Board of County Commissioners	Administration of Justice Committee	75,000
F-6	Cleveland Adult Offender Treatment Program	City of Cleveland	Cleveland Mental Health	100,000

TABLE 3.2

1973 ANNUAL ACTION PROGRAM

Project Funding Allocations

Part "C" Below the Line Projects

SUB-CATEGORY	PROJECT TITLE	SUBGRANTEE	IMPLEMENTING AGENCY	AMOUNT ALLOCATED
A-8	Continuation of Cleveland Narcotic Control Unit	City of Cleveland	Cleveland Police Department	\$100,000
B-1	Security Patrol	City of Cleveland	Better Homes for Cleveland Foundation	48,795
A-5	Police Legal Advisor	Board of County Commissioners	The Law-Medicine Center, Case Western Reserve University	51,175
C-4	School/Neighborhood Counselling Program	City of Cleveland	Cleveland Police Department	152,021
C-5	Alternatives for First Offenders	City of Bay Village	Bay Youth Commission	10,796
C-5	Outreach Home Detention Program	Board of County Commissioners	Cuyahoga County Juvenile Court	78,365
F-5	Support for Expanded Library Services in Corrective Institutions	City of Cleveland	Cleveland Public Library	35,000
F-6	Model Auto Theft Offender Corrections Program	Board of County Commissioners	Administration of Justice Committee	14,500
B-4	Reduction of Crimes by Alcoholic Offenders	City of Cleveland	ORCA House - Cleveland Center on Alcoholism and Drug Abuse	9,348

TABLE 3.3

1973 ANNUAL ACTION PROGRAM

Project Funding Allocations

Part E Special Supplementary Funds

SUB-CATEGORY	PROJECT TITLE	SUBGRANTEE	IMPLEMENTING AGENCY	FUNDS ALLOCATED
F-7	Diagnostic Screening and Evaluation	City of Cleveland	Cleveland Health and Welfare Department	\$ 87,439
B-7	Cleveland Offender Rehabilitation	City of Cleveland	Legal Aid Society	127,500
F-6	Community-Based Corrections Services Through High-Intensity Probation	Board of County Commissioners	Common Pleas Court Probation Department	190,061
F-4	Offender Rehabilitation Evaluation	Regional Planning Unit	Regional Planning Unit	20,000

TABLE 3.4

1973 ANNUAL ACTION PROGRAM

Distribution of Allocation

Category	Above the Line	Below the Line	Total
A	\$ 759,200	\$151,175	\$ 910,375
B	303,837	58,143	361,980
C	679,655	241,182	920,837
D	159,000	-0-	159,000
E	1,099,000	-0-	1,099,000
F	717,000	49,500	766,500
TOTALS	\$3,717,692	\$500,000	\$4,217,692
Part E Funds	\$ 425,000		

TABLE 3.5

ITEMIZATION OF LAW ENFORCEMENT COMMUNICATIONS EQUIP-
MENT IMPLEMENTING AGENCIES (CATEGORY A-8), ATTACHED
TABLES "2", "4", "6", and "8" FOR MOBILE RADIO DIS-
TRICTS 1, 2, 3, AND 4, RESPECTIVELY. PREPARED BY
KELLY SCIENTIFIC CORPORATION

Berea	-	10/10	-	-	-	5	5	4	-	1.0	14.1
Brook Park	16	-	3	-	1/1	-	-	3	-	26.7	4.2
Middleburg Hgts.	8	-	1	-	-	-	-	1	-	12.6	-
Olmsted Falls V.	-	3/3	-	1/2	-	2	-	1	-	0.5	4.2
Olmsted Twp.	-	2/2	-	1/1	-	-	2	1	-	0.3	2.0
Brook Park Net Subtotals										41.1	24.5
Bay Village	-	7/12	-	-	-	-	3	3	-	1.0	5.1
Fairview Park	-	8/4	-	-	-	7*	-	4	-	0.6	15.4
North Olmsted	-	12/11	-	7/7	2/2	-	2	-	-	2.1	0.6
River Edge Twp.	-	3/2	-	-	-	3	-	1	-	0.3	5.6
Rocky River	-	10/10	-	8/8	1/1	-	-	-	-	1.9	0.0
Westlake	-	8/4	-	-	-	2*	-	3	-	.6	7.0
North Olmsted Net Subtotals										6.5	33.7
Lakewood Subtotal	-	-	-	-	1/1	-	-	4	-	0.1	5.6
TOTALS	24		4			19		23		47.7	63.8

KEY: Xtal = Crystal changes (Radios/Sets of Crystals)
Exp. = Expansion to 4 channels

*Note: Agency plans to buy these equipments in 1972.

MRD 2 FREQUENCY PLAN REQUIREMENTS

AGENCY	QUANTITY IN 1972					QUANTITY IN '73-'74			1972 Cost \$000	1973 -'74 Cost \$000
	MOBILE		PORTABLE		BASE	MOBILE		PORTABLE		
	New	Xtal	New	Xtal	Xtal	New	Exp.	New		
Brecksville	-	5/5	-	-	-	-	5	1	0.5	2.9
Brooklyn Hts.	-	-	-	-	-	-	3	1	0.0	2.3
Cuyahoga Hts.	-	-	-	-	-	-	4	1	0.0	2.6
Garfield Hts.	-	6/10	-	2/2	-	6*	-	5	1.0	15.4
Independence	-	3/3	-	-	-	3	3	1	0.3	6.5
Newburgh Hts.	-	-	-	-	-	-	3	1	0.0	2.3
Valley View	-	-	-	-	-	**	3	1	0.0	2.3
Cuyahoga Hts. Net Subtotal									1.8	34.3
Broadview Hts.	-	5/5	-	-	-	-	5	1	0.5	2.9
Brooklyn	-	-	-	-	-	1	9	1	0.0	5.5
Linndale	-	1/3	-	-	-	1	-	1	0.2	2.8
North Royalton	-	2/2	-	-	-	7	-	1	0.2	11.2
Parma Heights	-	12/36	-	-	-	-	3	3	2.4	5.1
Seven Hills	-	4/12	-	2/2	1/1	-	-	1	1.0	1.4
Strongsville	-	2/4	-	-	-	8	-	1	0.3	12.6
North Royalton Net Subtotals									4.6	41.5
Parma Subtotals	-	9/9	-	-	-	18	10	12	0.9	45.0
TOTALS	0		0			44		32	7.3	120.8

KEY: Xtal = Crystal changes (Radios/Sets of Crystals)

Exp. = Expansion to 4 channels

Note: * Plan to buy 3 vehicles in 1973 ** Plan to buy 1 vehicle in 1973

Table 6MRD 3 FREQUENCY PLAN REQUIREMENTS

AGENCY	QUANTITY IN 1972					QUANTITY IN '73-'74				1972 Cost \$000	1973 -'74 Cost \$000
	MOBILE		PORTABLE		BASE	MOBILE		PORTABLE			
	New	Xtal	New	Xtal	Xtal	New	Exp.	New	Exp.		
Bedford	-	-	-	-	-	-	-	-	-	0.0	0.0
Bedford Hts.	-	3/3	-	-	-	5	-	1	-	0.3	8.4
Maple Hts.	-	-	-	-	-	-	14	10	-	0.0	18.2
Oakwood	-	-	-	-	-	-	3	2	-	0.0	3.7
Walton Hills	-	1/1	-	-	-	2	-	1	-	0.1	4.2
Bedford Net Subtotal	0		0			7		14		0.4	34.5
Beachwood	-	3/6	-	-	-	2	5	3	-	0.5	8.5
North Randall	-	-	-	10/20	-	-	1	1	-	1.5	1.7
Shaker Heights	-	19/19	-	19/19	-	-	12	2	-	3.8	6.4
University Hts.	-	6/6	-	-	-	2	-	4	-	0.6	8.4
Warrensville Hts.	-	3/3	-	-	-	8	-	7	-	0.3	21.0
Warrensville T.	-	-	-	-	-	4	7	1	-	0.0	9.1
Shaker Heights Net Subtotal	0		0			16		18		6.7	55.1
Chagrin Falls Net Subtotal from next page	0		0			20		14		0.4	53.6
TOTALS	0		0			47		46		7.5	143.2

Table 6 (Continued)

MRD 3 FREQUENCY PLAN REQUIREMENTS

AGENCY	QUANTITY IN 1972					QUANTITY IN '73-'74				1972 Cost \$000	1973 -'74 Cost \$000
	MOBILE		PORTABLE		BASE	MOBILE		PORTABLE			
	New	Xtal	New	Xtal	Xtal	New	Exp.	New	Exp.		
Bentleyville	-	-	-	-	-	2	-	1	-	0.0	4.2
Chagrin Falls	-	1/1	-	-	-	3	1	1	-	0.1	4.5
Chagrin Falls T.	-	-	-	-	-	2	-	1	-	0.0	4.2
Glenwillow	-	-	-	-	-	1	1	1	-	0.0	3.1
Hunting Valley	-	-	-	-	-	3	-	1	-	0.0	5.6
Moreland Hills	-	-	-	-	-	4	-	1	-	0.0	7.0
Orange	-	-	-	-	-	2	-	1	-	0.0	4.2
Pepper Pike	-	-	-	-	-	-	3	1	-	0.0	2.3
Solon	-	3/3	-	-	-	6	-	5	-	0.3	15.4
Woodmere	-	-	-	-	-	1	1	1	-	0.0	3.1
(Russell)											
(S. Russell)											
Chagrin Falls Net Subtotal	0		0			24		14		0.4	53.6

Table 8

MRD 4 FREQUENCY PLAN REQUIREMENTS

AGENCY	QUANTITY IN 1972					QUANTITY IN '73-'74				1972 Cost \$000	1973 -'74 Cost \$000
	MOBILE		PORTABLE		BASE	MOBILE		PORTABLE			
	New	Xtal	New	Xtal	Xtal	New	Exp.	New	Exp.		
Bratenahl	--*	-	-	-	-	-	-	1	-	0.0	1.4
Cleveland Hts.	---*	-	---*	-	-	-	-	-	-	0.0	0.0
East Cleveland	20	-	10	-	-	-	-	-	-	42.0	0.0
South Euclid	-	1/2	-	-	-	8	3	1	-	.2	13.5
Cleveland Hts. Net Subtotals	20	-	10	-	-	8	-	2	-	42.2	14.9
Euclid Subtotals	-	12/14	-	10/10	2/2	-	46	11	-	2.5	29.2
Gates Mills Vil	-	-	-	-	-	4	-	2	-	0.0	8.4
Highland Hts.	-	-	-	-	-	3	1	1	-	0.0	5.9
Lyndhurst	-	3/3	-	-	-	4	4	4	-	0.3	12.4
Mayfield Hts.	-	5/5	-	-	-	2	6	4	-	0.5	10.2
Mayfield Vil	-	2/4	-	-	-	-	-	1	-	0.3	1.4
Richmond Heights	-	5/6	-	-	-	-	-	1	-	0.9	4.2
Mayfield Hts. Net Subtotals	-	-	-	-	-	14	-	14	-	2.0	42.5
TOTALS	20	-	10	-	-	22	-	27	-	46.7	86.6

KEY: Xtal = Crystal changes (Radios/Sets of Crystals)

Exp. = Expansion to 4 channels

* 2 mobiles planned as separate procurements

** 27 mobiles and 10 portables planned as separate procurements

TABLE 3.6

GEOGRAPHIC DISTRIBUTION OF 1973 ALLOCATION

	PART C ABOVE THE LINE	PART E ABOVE THE LINE	PART C BELOW THE LINE	TOTAL
Cuyahoga County Justice Center	\$1,500,000			\$1,500,000
Court Management Project	179,000			179,000
City of Cleveland Programs				
City-wide*	651,634	214,939	296,369	1,162,942
Social Planning Areas				
Central	38,357			38,357
Central East	38,357			38,357
Glenville	38,357			38,357
Hough	38,357		48,795	87,152
Lee Miles	32,990			32,990
Mt. Pleasant	32,990			32,990
Near West Side	36,150			36,150
Norwood	38,357			38,357
Cuyahoga County Programs				
County-wide**	564,500	210,061	144,040	918,601
Suburban Municipality				
Bay Village	13,433		10,796	24,229
Beachwood	8,500			8,500
Bedford Heights	8,400			8,400
Bentleyville	4,200			4,200
Berea	6,875			6,875
Bratenahl	1,400			1,400
Brecksville	2,900			2,900
Broadview Heights	9,775			9,775
Brooklyn	5,500			5,500
Brooklyn Heights	2,300			2,300

*The City-wide figures do not include those programs which are listed by Social Planning Area

**The County-wide figures do not include those programs which are listed by municipality.

TABLE 3.6 (continued)

GEOGRAPHIC DISTRIBUTION OF 1973 ALLOCATION

	PART C ABOVE THE LINE	PART E ABOVE THE LINE	PART C BELOW THE LINE	TOTAL
Suburban Municipality				
Brooklyn Park Village	11,075			11,075
Chagrin Falls	4,500			4,500
Chagrin Falls Township	4,200			4,200
Cleveland Heights	63,521			63,521
Cuyahoga Heights	2,600			2,600
East Cleveland	38,357			38,357
Euclid	29,200			29,200
Fairview Park	23,733			23,733
Garfield Heights	15,400			15,400
Gates Mills	14,233			14,233
Glenwillow	3,100			3,100
Highland Heights	11,733			11,733
Hunting Valley	5,600			5,600
Independence	6,500			6,500
Lakewood	8,333			8,333
Linndale	2,800			2,800
Lyndhurst	18,233			18,233
Maple Heights	18,200			18,200
Mayfield Heights	16,033			16,033
Mayfield Village	7,233			7,233
Middleburg Heights	6,875			6,875
Moreland Hills Village	7,000			7,000
Newburg Heights	2,300			2,300
North Olmsted	8,933			8,933
North Randall	1,700			1,700
North Royalton	18,075			18,075
Oakwood	3,700			3,700
Olmsted Falls	4,200			4,200
Olmsted Township	8,875			8,875
Orange	4,200			4,200
Parma	45,000			45,000
Parma Heights	5,100			5,100
Pepper Pike	2,300			2,300

TABLE 3.6 (continued)

GEOGRAPHIC DISTRIBUTION OF 1973 ALLOCATION

	PART C ABOVE THE LINE	PART E ABOVE THE LINE	PART C BELOW THE LINE	TOTAL
Suburban Municipality				
Richmond Heights	10,033			10,033
Riveredge Township	5,600			5,600
Rocky River	22,433			22,433
Seven Hills	8,275			8,275
Shaker Heights	6,400			6,400
Solon	15,400			15,400
South Euclid	32,021			32,021
Strongsville	19,475			19,475
University Heights	26,921			26,921
Valley View	2,300			2,300
Walton Hills	4,200			4,200
Warrensville Heights	21,000			21,000
Warrensville Township	9,100			9,100
Westlake	15,333			15,333
Woodmere	3,100			3,100

SECTION IV

RELATED PLANS, PROGRAMS, AND SYSTEMS

SECTION IV

RELATED PLANS, PROGRAMS, AND SYSTEMS

4.1 INTRODUCTION

Law enforcement and criminal justice planning for a region as diverse and populous as Cuyahoga County must take into account related activities, both proposed and on-going, conducted by all agencies within the region as well as the organizational structure of the agencies themselves. Failure to do so can often result in duplication of effort, unnecessary commitment of funds, or misunderstandings that may affect future working relationships among the agencies involved.

The 1973 Greater Cleveland Criminal Justice Plan has, therefore, attempted to identify those area agencies involved in activities which are related to the local crime reduction effort. Most obvious, of course, is the City of Cleveland's IMPACT Program and Master Plan --a concerted effort to reduce stranger-to-stranger street crimes and burglary in the City of Cleveland-- which is in the beginning phases of implementation. Many of the proposed IMPACT activities address problems of concern to the all of Cuyahoga County, and are therefore discussed fully in this section.

Another program of significant concern to criminal justice planning is the Model Cities Program. While Model Cities activities are not primarily aimed at crime reduction, per se, many seek to alleviate conditions which are felt to promote criminal behavior and juvenile delinquency, e.g., poverty, unemployment, and the guidance and rehabilitation of disadvantaged youth. All proposed Model Cities activities which might contribute to the objectives of the Greater Cleveland Criminal Justice Plan are examined here.

Many other agencies throughout the area are engaged in activities which are relevant to this planning effort. Insofar as possible, these activities have been identified and are described below. All programs funded by LEAA Block Grant Part C monies are discussed in Section 4.2, while programs funded from all other sources are in Section 4.3.

4.2 ON-GOING AND COMPLETED LEAA BLOCK GRANT PART C PROGRAMS

LEAA block grant Part C monies have made possible the development of many programs which are currently implemented or have been completed and did not require further funding from the 1973 Plan.

A list of programs and the funding received through FY '71* is given in Table 4.1 by 1973 AJD general category.

In addition, a large number of small grants made it possible for many local police departments to expand and refine their communication systems; to upgrade training of law enforcement personnel; to develop more sophisticated methods of information processing; and to improve facility security equipment and procedures. Although the small grants totaled less than \$100,000, they benefited approximately twenty different community police departments.

*Not all funds granted in 1971 have been dispersed as of this date. Thus those programs submitted for '72 funding are not listed here.

TABLE 4.1

PROPOSED AND ON-GOING PROJECTS FUNDED THROUGH FY 1971

BY LEAA BLOCK GRANT PART 'C' MONIES

AJD CATEGORY	PROJECT DESCRIPTION	IMPLEMENTING AGENCY	FUNDS ALLOCATED
A-2	Civil Disorder Training	Cleveland	\$ 69,000
A-2	Police Roll-Call Training	Cleveland	62,000
A-2	In-Service Training	Cuyahoga County Sheriff	125,000
A-2	In-Service Training	Cuyahoga County Police Chiefs	6,910
B-1	Surveillance, Detection Program	University Circle Police Department	33,800
A-3	Criminal Identification Retrieval	Cleveland Police Department	48,000
A-4	Police Records Personnel System	Cleveland Police Department	30,000
A-2	Training By Correspondence	Cleveland Police Department	18,000
A-3	Jail System, Training Facilities, Security	Shaker Heights	220,000
A-3	Police Crime Lab	Cleveland	50,000
A-4	Police Records System	Shaker Heights	46,000
A-7	Communication Modernization	Cleveland Heights	43,000
A-7	Communication System		235,000
B-2	Law Education Materials	Cuyahoga County	24,000
B-3	Drug Abuse Research	N.O.A.C.A.	20,000
B-7	Public Safety Project	East Woodland Community Organization	40,000

TABLE 4.1 (continued)

PROPOSED AND ON-GOING PROJECTS FUNDED THROUGH FY 1971

BY LEAA BLOCK GRANT PART 'C' MONIES

AJD CATEGORY	PROJECT DESCRIPTION	IMPLEMENTING AGENCY	FUNDS ALLOCATED
B-8	Neighborhood Assistance Program	Cleveland	\$ 32,000
C-1	Juvenile Court In-Service Training	Cleveland State University	26,000
C-3	Research and Evaluation, Juvenile Delinquency	N.O.A.C.A.	34,000
C-4	Training, Employment of City Youth	Cleveland	75,000
C-7	Juvenile Rehabilitation Center	Board of Commissioners	20,000
D-1	Police Retrieval System	Parma	10,000
D-1	Interdepartmental Law Enforcement Communication	Bedford	52,000
D-5	Systems Services Project	Cuyahoga County	14,000
E-3	Law Student Assistance	Defender's Office	25,000
E-5	New Bail Investigator for Common Pleas	Office of Grand Jury	17,000
F-4	Rehabilitation Planning Services	Defender's Office	31,000

4.3 OTHER ON-GOING PROGRAMS

4.3.1 City of Cleveland IMPACT Program

The City's IMPACT Master Plan comprises a large number of projects developed to achieve specific crime reduction goals. These projects, which are scheduled for implementation in the near future, focus on prevention and control of IMPACT Crimes (stranger-to-stranger street crimes and burglary) by treating the offender, the victim, and the crime setting. Most of the IMPACT projects bear upon problems currently of interest to regional planners, and should be carefully assessed to assure logical interface between the IMPACT Program and the Greater Cleveland Criminal Justice Plan.

Table 4.2 lists all IMPACT activities by possible related AJD category. Those activities which call for interface with the GCCJ Plan are fully discussed below:

4.3.1.1 Cleveland Drug Abuse Program (CDAP)

The purpose of this activity is to increase the number of successfully rehabilitated offenders and ex-offenders identified as drug addicts, and to prevent them from entering the cycle of drug abuse and criminality. Existing and proposed drug treatment programs will be closely coordinated to provide comprehensive prevention, treatment, counselling, rehabilitation, and placement services. CDAP would focus on the addict identified through the criminal justice system, while other existing community-based drug treatment facilities would focus on the addict who volunteers for treatment.

A multi-modality treatment program would be offered. Out-patient care will be the major emphasis, although in-patient or residential care will be provided for those individuals needing more intensified treatment.

All addicts will enter the program at a central screening, intake, and referral unit. Following comprehen-

TABLE 4.2

CITY OF CLEVELAND IMPACT PROGRAM

POSSIBLE RELATED AJD CATEGORY	IMPACT (All City of Cleveland)	TENTATIVE FUNDING \$1,000
A-Law Enforcement		
A-4	IMPACT Crime Investigation	1696
	Police Organization, Management and Operations	132
	Police Patrol Allocation	209
B-Prevention & Diversion		
B-1	Personal Property ID	5
	High Intensity Lighting*	--
	Police Patrols for Concentrated Crime Prevention	3570
B-2	IMPACT Information Program	170
B-3	Cleveland Drug Abuse Program	3000
B-7	Crime-Family Service	300
	Court(s) Diversion	990
B-8	Community Relations**	250
	Auxiliary Police	386
	Police Community Centers	386
	Family Health Services*	--

* Funding requested from sources other than LEAA

**Partial funding requested from LEAA; balance from other sources

TABLE 4.2 (continued)
CITY OF CLEVELAND IMPACT PROGRAM

POSSIBLE RELATED AJD CATEGORY	IMPACT (All City of Cleveland)	TENTATIVE FUNDING \$1,000
C-Juvenile		
C-1	Junior Leaders	300
C-2	Street Outreach Workers	450
C-4	Youth Centers (cross-reference C-5)	900
	School-Based Behavioral Unit	1000
	Alternative Education	400
	Role Model Identification	500
C-5	Group Homes Post-Institutional Youth Youth Centers (cross-reference C-4)	750 See C-4
C-6	Emergency Shelters	300
C-7	Group Homes as Alternatives to Institutionalization	750
D-Systems Development		
D-2	Cleveland Housing Assistance Study** Industry/Occupational Matrix (CVEP)	25
D-4	Family Attitudinal Survey	90
	Crime/Criminality and Demographic Profile	90
D-5	Cleveland Youth Services Program Organiza- tion (CYSP)* Cleveland Vocational Educational Program (CVEP)	100 (See specific activities D-2, F-6)
E-Judicial		
E-1	Visiting Judges, Double Shift Courtroom	4600

TABLE 4.2 (continued)

CITY OF CLEVELAND IMPACT PROGRAM

POSSIBLE RELATED AJD CATEGORY	IMPACT (All City of Cleveland)	TENTATIVE FUNDING \$1,000
F-Corrections		
F-2	Correctional Training Program	200
F-5	Remedial Education and Education Release (cross-reference F-6)	100
F-6	Job Development and Placement (CVEP) Vocational/Educational Training (CVEP) Work Creation* (CVEP) Summer Employment of Ex-offenders Corrections Work Release Remedial Education and Education Release (cross-reference F-5)	980 340 32800 400 500 See F-5
F-7	Court(s) Diversion (cross-reference B-7) Comprehensive Screening and Diagnosis	See B-7 250

sive testing, diagnosis, and (if necessary) emergency detoxification at the central site, the addict will than be diverted to out-patient treatment at a facility near his home, to an in-patient treatment program, or to a community-based detoxification, abstinence, and counselling program. (Cleveland IMPACT Program Master Plan)

A basic premise of the CDAP is that full cooperation with all other agencies concerned with drug abuse is essential to its success. IMPACT Planners, working closely with Community Action Against Addiction (CAAA), have designed the organizational structure* for CDAP with this goal in mind, thus providing an administrative vehicle to ensure efficient interface with the regional plan. The program is closely coordinated through CAAA with many drug abuse prevention activities on-going throughout the region in order to assure a comprehensive set of services to the entire addict population. Accordingly, it is possible for the CDAP to be expanded to serve County offenders of any Part I drug-related crimes under its central administrative structure as currently conceived.

4.3.1.2 IMPACT Court(s) Diversion

The purpose of this activity is to reduce recidivism of IMPACT criminals by providing the courts with community-based alternatives to incarceration. Counselling, vocational training and placement, and other rehabilitative services will be provided in a wide range of activities. This activity could also provide an expansion of the courts' screening and diagnostic capability, where applicable. This activity would service approximately 1000 persons diverted. (Cleveland IMPACT Program Master Plan)

This program coordinates community-based activities through which offenders

*Appendix A, Section A.3, Cleveland IMPACT Program Master Plan, 1972.

who qualify may be treated as an alternative to institutionalization. Its scope, therefore, extends beyond the geographic boundaries of the City, to the extent that the agencies to which offenders are referred serve other areas in the County. Interface with activities of the 1973 Regional Plan could be accomplished by supplementation of the IMPACT Court(s) Diversion Program to encompass all Part I Index crime offenders.

4.3.1.3 Cleveland Youth Services Program (CYSP)

The organization required for the direction of the CYSP Program is a centralized City agency having the authority and responsibility to provide the needed youth services by purchasing such services, from new or existing community-based organizations, on a contract basis.
(Cleveland IMPACT Program Master Plan, 1972)

The CYSP is an organization developed to coordinate all youth services in the community which are seen as deterring delinquency or aiding ex-offenders. Briefly, the activities to be implemented under the CYSP are:*

- Junior Leaders -- Training of college-age persons to provide summer leadership to target youth in high crime areas.
- Street Outreach Workers -- Providing trained workers to assist community agencies in fully utilizing the CYSP activities available to delinquent youth.
- Youth Centers -- Development of service centers with full capability for responding to the needs of pre-delinquent and delinquent youth.
- School-Based Behavioral Units -- A crisis intervention team approach to aid the youthful offender within the context of the school community.
- Alternative Education -- Provides an alternative academic setting to accomodate those youths who are unable to function in

*Summarized from the IMPACT Program Master Plan

the traditional educational mode.

- Role Model Identification -- Provides positive models with whom troubled youth can identify within the context of a structured relationship, e.g., the "Big Brother" concept.
- Summer Employment for Ex-offenders -- A multi-phase program to provide limited employment, vocational counselling and job referral to unemployed ex-offenders during the crucial summer months.
- Group Homes for Post-Institutional Youth -- A community-based residential facility program to aid the ex-offender in re-integrating into society.
- Emergency Shelters -- Provides facilities to temporarily shelter youths in an emergency situation on a non-coercive basis, with attendant counselling and referral services.
- Group Homes as Alternatives to Institutionalization -- Development of community-based residential facilities with appropriate controls and services to divert youthful offenders from traditional institutionalization.

The interface between the RPU Plan and the IMPACT CYSP should primarily be addressed on the basis of the overall structure of CYSP, rather than with respect to the individual activities it encompasses. The activities shown above provide, however, a clear understanding of the comprehensive nature of the CYSP and the sophisticated organizational structure that is required for its administration. It seems logical to expand the CYSP concept to serve all community-based, juvenile-delinquent oriented activities within the Greater Cleveland area.

4.3.1.4 Cleveland Housing Assistance Study

This study will correlate the relationship between the target crimes and the housing conditions of ex-offenders, probationers, parolees, and delinquents. One method of accomplishing this is to perform an organizational study to establish a broad-based, nonprofit, independent Housing Development Corporation (HDC) to coordinate all nonprofit housing activities. This study would also deter-

mine how many units (single or multiple dwelling) would be necessary; in what time frame; and what the criteria for participation would be. For example, criteria might be:

- Low-interest loans
- Income less than \$3,000
- Participating families to participate in vocational/educational job placement programs, and to be subsidized to increase the income level at least to the \$3,000 level during such participation.

After the study is completed, a detailed estimate of the dollar amount required to implement the program can be given. This study will require approximately two months to conduct. LEAA will sponsor the study effort and, working closely with the Cleveland IMPACT Program, attempt to secure funds from HUD for the implementation. (Cleveland IMPACT Program Master Plan, 1972)

The RPU Plan for 1973 does not include proposed funding in the developmental research area. Nonetheless, this particular IMPACT Program is included here as relevant to the 1973 Plan because of the valuable information which would result from its implementation. It is recommended that RPU stay apprised of the study's progress, lending their support and technical assistance to the IMPACT staff to assure successful completion of the program.

4.3.1.5 Crime and Criminality Matrix, Crime and Demographic Profile, and Family Attitudinal Survey

Crime and Criminality Matrix and Crime and Demographic Profile

The purpose of this activity is to gather some of the data required to determine the measures of efficiency, as described in Section 4. This data would include information on economic and social conditions, on the target/victim, the offender, and on the setting where the crime occurred. (Cleveland IMPACT Program Master Plan, 1972)

Family Attitudinal Survey

The purpose of this activity is to establish a baseline

reference point, both within the criminal justice system and outside it, to determine what people, including parolees, ex-offenders, probationers, and delinquents, really think about the criminal justice system (what they like and dislike about it), what their values are (the relative importance of what they say), and how they are likely to respond to change (the degree to which they expect changes which they will support in the system).

The results of such a program should indicate a large repertory of concepts relevant to the criminal justice system, as seen from both inside and outside the system, as well as knowledge of how various groups and populations in the City order their values and attitudes in different priorities. Most significant would be the ability to isolate the important differences and similarities between various groups and populations. (Cleveland IMPACT Program Master Plan, 1972)

These two programs are part of the IMPACT evaluation component. The Matrix and the Profile will contain the data necessary to establish a baseline reference point from which the success of other IMPACT activities in reducing crime can be measured. Expansion of this effort to cover (1) the County of Cuyahoga, and (2) all Part I index crimes, would yield a comprehensive and consistent data base to aid in evaluation of all regional crime-fighting efforts.

The Family Attitudinal Survey is another tool for evaluation, but its scope and intent differ from that of the Profile described above. It is a method by which planners can determine the perceived needs and priorities of those directly involved in the criminal justice system (as administrators or clients) as well as of the citizenry as a whole. Attitudes, and the ways in which they are created or changed, are of concern to any criminal justice planner who must be responsive to the population he serves.

The Survey will provide this information. The importance of extending this technique to areas outside the City limits is particularly acute in view of the apparent vast differences between the residents of the City and those of the suburbs.

4.3.1.6 Cleveland Vocational/Educational Program (CVEP)

The purpose of this activity is to improve the rehabilitation of the offender, and the ex-offender by providing vocational and educational skills through training and placement activities. The primary target population for the program is the unemployed young man identified as a first offender or an ex-offender who is on probation or parole, or who is making reentry into society after incarceration.

The success of the IMPACT Program depends on the Program's ability to permanently divert the first offender as well as the ex-offender from criminal behavior into positive, desirable styles of living. To merely provide drug treatment for the addict, for example, followed by job counseling without meaningful, gainful employment, could in fact reduce the individual rehabilitation success. (Cleveland IMPACT Program Master Plan, 1972)

The CVEP comprises activities designed to identify future industry needs by occupational category, to train the offender, or ex-offender to one of these skills, and to successfully place and maintain him in the job market:

- Job Development and Placement -- Matches skills of qualified first offenders to openings available through participating employers.
- Vocational/Educational Training -- Provides initial or remedial training of the target population to marketable skills.
- Industry/Occupational Matrix -- A technique for identifying and forecasting City industries' occupational requirements to ensure that job-training programs are responsive to changing needs.

Both the Job Development and Placement and the Vocational/Educational Training Components of the CVEP can be considered as complementary to the RPU Plan, in that they can be implemented on a City-only basis efficiently.

The Industry/Occupational Matrix study results will be of interest to the RPU in that any program which seeks to rehabilitate offenders and reintegrate them into society must have information as to occupational areas in which the rehabilitated offender can be placed. With the data obtained from the Industry/Occupational Matrix, planners can be assured that resources will not be wasted in training these men to skills which are going to become unmarketable in the regional economic area.

4.3.2 Model Cities

As a whole, all projects in the Model Cities Program are important to the criminal justice system in as much as they strive to resolve community problems which encourage crime. Most of the individual projects, however, are not of direct relevance to the RPU Plan as they treat areas outside the scope of the AJD planning categories.

Those Model Cities projects which are seen as interfacing with the RPU Plan generally deal with a disadvantaged target population irrespective of criminal involvement. However, the more crime-specific RPU Plan will also be involved in some of the same areas and coordination of such similar efforts is highly desirable. The Model Cities projects relevant to the RPU Plan are listed in Table 4.3 and briefly discussed below.

Some Model Cities projects are similar to activities to be funded under the IMPACT Master Plan. In keeping with the RPU goal of coordinating related efforts among various agencies in the area, these similarities are examined here.

4.3.2.1 Model Cities Manpower Component

Projects organized under the manpower development component include an Area Economic Study to determine and evaluate local labor market needs. This study is similar in concept to the IMPACT Industry-Occupational Matrix (4.3.1.6) on a smaller area. As with the IMPACT activity, the RPU will stay apprised of the study progress.

Other Manpower Component Model Cities Projects deal with developing employment for area residents, and in on-the-job skill training. These projects are similar to the IMPACT activities designed to aid unemployed ex-offenders in reintegration into society by equipping them with skills and securing employment for them. The RPU cooperates with both Model Cities and IMPACT Staff, to effectively utilize these programs in rehabilitation.

Another Program in the Model Cities Manpower Component, the Residential Youth Homes Project, is relevant to juvenile delinquency prevention and control, and the RPU will coordinate with Model Cities to determine if the Project can be interfaced with the RPU Plan.

4.3.2.2 Model Cities Economic Development, Housing and Physical Development

Progress of the entire Model Cities Economic Development component will

TABLE 4.3

MODEL CITIES PROJECTS

POSSIBLE RELATED AJD CATEGORY	PROJECT DESCRIPTION	RESPONSIBLE AGENCY	FUNDS REQUESTED
B-7	On-the-Job Training	Human Resources Dept.	\$512,580
	Employability Development Team	Human Resources Dept.	55,066
	Career Opportunities Project*	Cleveland Public Schools	739,000
	Project Search*	Cuyahoga Community Collage	116,954
	24-Hour Child Care Center	City of Cleveland	376,565
	Mental Health Planning Unit	City Health Department	107,328
B-8	Tuition and Training Program	Human Resources Dept.	75,000
	Community Information System	Human Resources Dept.	(cost included in D-5)
	Economic Development Component	Human Resources Dept.	1,053,823
	Health Component	City Health Department	718,145
	Recreation Component	Vocational Guidance and Rehabilitation Services	150,000
	Food and Nutrition Service Center	Under Development	428,894
C-4	Residential Youth Houses	Human Resources Dept.	243,022
	Experimental School	PACE Association	340,160

*Signed off and/or in progress. Not in Model Cities budget

TABLE 4.3 (continued)
MODEL CITIES PROJECTS

POSSIBLE RELATED AJD CATEGORY	PROJECT DESCRIPTION	RESPONSIBLE AGENCY	FUNDS REQUESTED
C-4 (continued)	Follow-through [Head Start] Program*	Cleveland Public Schools	\$ 419,250
	Vocational Education Program*	Cleveland Board of Education	164,872
	Student Development Program*	Cleveland State University	120,000
	School-to-Work Project; Disabled Youths, Children	Welfare Federation	90,750
	Model Cities School Lunch Program	Board of Education	146,882
D-2	Model Cities Area Economic Study	Human Resources Dept.	123,953
D-5	Manpower System Administration	Human Resources Dept.	436,041
E-4	Law and Justice Program	-to be determined -	224,984
F-5	Probation Manpower Develop- ment Program	Cleveland Municipal Court	205,276

*Signed off and/or in progress. Not in Model Cities budget

be of great interest to the RPU. Any improvements to neighborhoods which alleviate unfavorable economic and environmental conditions can be expected to have an effect on the criminal activity in the area. RPU planners will consult with the appropriate Model Cities staff to determine how extensive this effort might be relative to the Model Cities efforts expended. Consideration should also be given to using a Model Cities neighborhood as part of the sample for the Subjective Social Indicator Baseline Survey as a means of measuring the effect of development efforts on the attitudes of the population.

4.3.2.3 Education

Most of the projects in the Model Cities Education component are currently on-going, utilizing funding from various sources. The RPU Plan should interface with these projects, especially in the areas of youth development and vocational/career counselling and training. It appears, also, that many of the Cleveland Vocational/Educational Program (CVEP) activities should be coordinated with the Model Cities projects. Interface of these projects among the three programs could conceivably increase the cost-effectiveness of all.

4.3.2.4 Health

The Model Cities Health component, like the Economic Development component, is relevant to the RPU Plan insofar as adverse health conditions contribute to crime. Baseline data gathered under the IMPACT Crime and Criminality

Matrix and Crime and Demographic Profile could be correlated with health data from the Model Neighborhoods served by these projects to develop a quantitative measure of the community's health/crime relationship. The RPU will cooperate in this area with both the IMPACT and Model Cities Programs, utilizing County health/crime data to expand the data base.

4.3.2.5 Safety and Justice

The Model Cities Law and Justice Program is a community-based activity proposed to provide legal counselling and referrals to Model Neighborhood residents. The nature of the project implies interface with other legal aid organizations and the judicial system; the RPU will lend assistance in coordination of activities as required.

4.3.2.6 Probation Manpower Development Project

The purpose of this program is to provide a means for supervision, screening, selection and training of ex-offenders for probation interns. This will reduce manpower shortages by the creation of para-professional employees. These individuals, under supervision, will assist in providing more individual services to Model Neighborhood residents on probation.

This project will have direct bearing on objectives of the RPU Plan as it deals with rehabilitation of adult offenders. A number of rehabilitation activities have been proposed under the RPU Plan, and in the Community-

Based Corrections component of IMPACT. It would seem logical to integrate all these related activities, perhaps utilizing comprehensive screening and diagnosis to select the activity most suited for rehabilitation of each individual offender. The IMPACT Program includes such a project, as does the County Correctional Services Program. These efforts should be closely coordinated to assure efficient overall operation.

4.3.3 Other Programs

4.3.3.1 Youth Program Development Project (YPDP)

Established in 1971 under a 2-year grant by the Cleveland Foundation, the Youth Program Development Project works as a coordinating body with area agencies and funding sources. Its purpose is to develop a planned relationship between youth programs to ensure responsiveness to community needs without duplication of effort. Further, the Project staff is in a position to assess unmet youth service requirements and to assist appropriate agencies in securing funds and developing projects to treat these deficiencies.

In the summer of 1971, 100 agencies were involved in the Project --this summer the number has increased to 195. Programs implemented have risen from 125 to 240 during the same time period, while funds received from Federal sources have grown from \$4 million to \$6.5 million.

Table 4.4 indicates the central agencies currently participating in the project.

TABLE 4.3

MODEL CITIES

FEDERAL FUNDS REQUESTED FOR RELEVANT PROGRAMS

Manpower	\$1,445,252
Economic, Housing and Physical Development	1,053,823
Education	340,160
Health	718,145
Safety and Justice	224,984
Probation Manpower Development	205,276

Table 4.4

Youth Program Development Project Participants

CEO

City Hall - Recreation Department

YMCA (United Torch Services)

YWCA (UTS)

Salvation Army (UTS)

Campfire Girls (UTS)

Girl Scouts (UTS)

Boy Scouts

GCNCA (UTS)

United Area Citizens Council (UTS)

CMHA

Cleveland Public Library

4-H

City of East Cleveland

County Welfare

PAL

Board of Education (Cleveland)

Cleveland Arts Council

Case Western Reserve University

Cuyahoga Community College

Cleveland State University

Dyke Business College

Currently, the YPDP is planning to expand into a Comprehensive Youth Services Bureau and has established working relationships with many agencies outside the summer youth program area (e.g., with directors of group homes and institutions). Whether or not the Youth Services Bureau is funded through this plan, the RPU will coordinate with the staff of the existing Youth Program Development Project to interface with its participating agencies and encourage a close working relationship with the IMPACT CYSP effort.

4.3.3.2 Council for Economic Opportunities in Greater Cleveland

The Council for Economic Opportunities (CEO) is a participating agency in the Youth Program Development Project. However, projects implemented by the CEO extend in scope beyond those conducted by YPDP and are aimed at improving the quality of life for the disadvantaged population in Greater Cleveland regardless of age. Table 4.5 lists some CEO program areas which receive Federal funding. Community-based, they are designed to benefit all segments of the target population--young and old, pre-delinquent and delinquent, criminal and non-criminal. Administration and coordination of activities is accomplished by an organizational unit of the Council, while the Neighborhood Service Centers provide counselling and referral of residents to the appropriate CEO service.

The RPU will cooperate with the CEO to ensure cost-effective utilization of all community-based services in the latter's area of operation. Of particular interest is Operation New Start as a diversionary treatment for selected offenders. Also, the CEO legal aid component is similar in concept to that of the Model Cities Program, and the RPU will aid in coordinating the two as necessary. Recent Federal funding to CEO, by project, is shown in Table 4.5.

4.3.4 OTHER RELEVANT PROGRAMS

Of particular interest to the RPU are the drug-related activities coordinated by the Cuyahoga County Community Mental Health and Retardation Board (CMHRB), through Community Action Against Addiction (CAAA). CAAA is an organization which provides administrative services to coordinate varied neighborhood and institutional drug programs. Utilizing an estimated \$1,381,175 of FY '73 Federal funding received through CMHRB, CAAA administers the five major programs shown in Table 4.6. In all, CAAA will assist 20 organizations of varying size in drug education, prevention, treatment and rehabilitation, reaching 75 per cent of Cleveland's population and 90 per cent of the addict population.

Other CMHRB programs provide outpatient, and institutional treatment for the mentally retarded, some of whom are referred from the criminal justice system, as well as counselling for the emotionally disturbed, especially in emergency conditions. Activities aiding the mentally retarded are important to overall criminal justice planning, as they provide means of diversion and/or post-institutional treatment for offenders for whom traditional correctional facilities are inappropriate.

Table 4.5

Federal Grants in Aid to
Council for Economic Opportunities
in Greater Cleveland
FY '71, '72*

FY	FUNDING AGENCY	PROGRAM	\$, 1000
'71	HEW	Child Development - Head Start	295
'71	OEO	Community Action Operations	38
'71	OEO	Emergency Food/Medical Supplies	166
'71	OEO	Legal Services	799
'71	OEO	Older Persons - Assistance	2,023
'72	OEO	Comprehensive Health Services	3,328

*Source: State Clearinghouse, Office of Program Analysis and Review; Log and Grant-in-Aid Printout. As noted in that document:

"Federal Grants to State/Local governments included in this report are derived from OMB copies of agency grant award notifications to governors and state legislatures required under the Intergovernmental Cooperation Act of 1968. It does not include all Federal grants since the Act does not apply to grants made to private institutions or individuals. Also, it does not include 100 percent of the grants to government units due to reporting deficiencies experienced in the first year's operation of this reporting system. Continual refinements and improvements to the system are being made."

TABLE 4.6

DRUG-RELATED PROGRAMS FUNDED BY CMHRB THROUGH CAAA*

- JONES MEMORIAL CENTER Cleveland Department of Public Health and Welfare - % Camp Hope, 4041 Northfield Road, Warrensville Heights, Ohio 44128 (JMC: 464-1780)

A treatment program for heroin addicts through the integration of a residential center with community facilities. Comprehensive medical services through Highland View Hospital in addition to total withdrawal and methadone programs. Coordination of follow-up services in the community by addiction rehabilitation counselors. Training program to prepare professionals and non-professionals for work in the drug field.
- METHADONE MAINTENANCE PROGRAM Cleveland Metropolitan General Hospital 3395 Scranton Road, Cleveland, Ohio 44109 --- 398-6000 Ext. 536

A methadone program for rehabilitation of heroin addicts. Total health and social services including medical evaluation, treatment, legal assistance, vocational guidance and referral. Hospitalization with appropriate inpatient treatment when indicated. Individual counseling, group therapy and psychological testing. Research and statistical analysis.
- DIG-IT Glenville Mental Health Action Corporation, 991 East 105th Street, Cleveland, Ohio 44108 --- 451-2707

A drop-in, neighborhood based program of prevention, education, group discussions and referral for drug users. Follow-up and assistance to individuals and families with social and vocational problems.
- CLEVELAND CENTER ON ALCOHOLISM AND DRUG ABUSE 2071 East 102nd Street, Cleveland, Ohio 44105 --- 795-1616

A program for the treatment of heroin addicts through methadone withdrawal, supported by individual and group therapy.
- SOUTHEAST AREA ACTION COMMITTEE AGAINST DRUG ABUSE 11915 Corlett Avenue, Cleveland, Ohio 44105 --- 491-9141

A program to operate a community drug abuse center in southeast Cleveland. Prevention, education, case-finding, counseling, referral and follow-up services.

*From the CHMRB Community-Services Plan, FY 1973

CHMRB's guidance and counselling centers aid in prevention of crime by assisting those individuals whose emotional problems might otherwise lead them into contact with the criminal justice system. For example, family disturbances are responsible for the death or injury of many policemen each year. CHMRB's emergency counseling services may aid in providing an alternative to police intervention in family crises. Table 4.7 is a summary of CHMRB's 1973 Program Budget.

Many other federally-funded programs which have some degree of relevance to criminal justice planning are on-going in the area. However, time constraints prevented an exhaustive analysis of programs. Attention was directed primarily to the major agencies with whom the RPU should coordinate and interface. However, as noted in Section 2.2.4.5, coordinated long-range planning must address the overall service structure within the community if coordination is to be achieved and redundancy avoided.

TABLE 4.7

CUYAHOGA COUNTY MENTAL HEALTH AND RETARDATION BOARD

SUMMARY PROGRAM BUDGET, FY 1973, \$1000

PROGRAM AREA	FUNDING SOURCES			
	FEDERAL	STATE	OTHER	TOTAL
Mental Health and Mental Retardation	312.7	2,053.7	2,393.0	4,759.4
Drug	1,381.2	962.2	604.0	2,947.4
U.S. Public Health Service	93.6	---	13.4	107.0

END

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