

U. S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION		DISCRETIONARY GRANT PROGRESS REPORT	
GRANTEE Montgomery Co. Commissioners Montgomery Co. Administration Bldg. Dayton, Ohio 45402		LEAA GRANT NO. 73-ED-05-0013	DATE OF REPORT 07-10-75
IMPLEMENTING SUBGRANTEE Montgomery County Juvenile Court 303 W. Second Street Dayton, Ohio 45402		REPORT NO. 8	
		TYPE OF REPORT <input type="checkbox"/> REGULAR QUARTERLY <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT	
SHORT TITLE OF PROJECT Comprehensive Delinquent Youth Project		GRANT AMOUNT \$156,690.00	
REPORT IS SUBMITTED FOR THE PERIOD July 1, 1973		, THROUGH June 30, 1975	
SIGNATURE OF PROJECT DIRECTOR <i>Mel Lopez</i>		TYPED NAME & TITLE OF PROJECT DIRECTOR Mr. Mel Lopez, Director Montgomery County Juvenile Court	

COMMENCE REPORT HERE (Add continuation pages as required.)

MAR 3 1977

ACQUISITIONS

MICROFICHE

39529

Action Officer	<i>Robert Dick</i>
Copies to	



RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official)

DATE

COMPREHENSIVE DELINQUENT YOUTH PROJECT

INTRODUCTION

A. HISTORY OF PROJECT DEVELOPMENT

In October, 1972 Dayton-Montgomery County Pilot Cities conducted a research study which produced data results that significantly led toward the development of the Comprehensive Delinquent Youth Project.

The objectives of the study were to determine "high crime areas" and types of crime committed within these areas. The result of this model indicated that crimes tended to be clustered in neighborhood census tracts. The top ten census tracts accounted for approximately 18 percent of the population and also consisted of 34 percent of the number of assaults, 39 percent of robbery, 30 percent of burglary, 22 percent of larceny, and 34 percent of auto theft. Juveniles apprehended accounted for over 40 percent of the breaking and entering arrests, nearly 50 percent of the larceny arrests and almost 60 percent of the auto theft arrests that occurred in the City of Dayton.

The result of the study "Crime and Community: A Preliminary Glance" by Dayton-Montgomery County Pilot Cities was that a grant was proposed for the Montgomery County Juvenile Court to further study the problem of juveniles relating to the three types of crime-auto theft, larceny, and burglary.

B. GOALS AND OBJECTIVES

The primary goal of the Comprehensive Delinquent Youth Project was to reduce participation in the crimes of larceny, burglary, and auto theft by persons under 18 years of age. An analysis of existing juvenile court diagnostic and treatment procedures, evaluation of the effectiveness of these resources, and the development of alternative and improved means of diagnosis would reduce the recidivism

((

rate of juvenile offenders. To support these goals, it was also proposed to design and implement a management information system which would serve as a vehicle for collecting and analyzing data required to accomplish the above goals as well as the data for other activities involved in the flow of cases through the juvenile court.

The specific objectives of the project are:

1. To evaluate, analyze, and develop information and management needs necessary for effective juvenile court operation.
2. To develop and implement a model behaviorally-oriented management and information system for use by various units within the juvenile court on a defined sample of juveniles.
3. To increase the juvenile court's ability to make effective diagnose and referrals.
4. To identify, as defined by the model information system and the resultant conclusions of the experimental demonstration, new forms of treatment that will reduce juvenile participation in crime.
5. To compare recidivism rates between the experimental group - after implementation of the information and management system to aid in diagnosis and treatment - and the control group within priority area #2 of the City of Dayton.
6. To demonstrate the value of a court management system to the total court community.
7. To determine the effectiveness of various diagnostic techniques within the experimental group sample.

C. PROPOSED ACTIVITIES AND MILESTONE CHART

The Comprehensive Delinquent Youth Project is comprised of three phases.

((

Phase I - was devoted to a survey of the existing system and development of the management information system design. This extensive survey of existing information handling techniques for each department of the court was analyzed by the contracted systems team. Upon completion of this task, the consultant firm developed the detailed design specifications for the juvenile court management information system. Included were specifications for input record formats, output report formats, and file record layouts.

Phase II - consisted of all tasks required to implement the information system. The detailed design specifications were translated into an operational system by the systems team. This included writing, testing, and debugging all required computer programs.

Phase III - consisted of the demonstration project utilizing the information system and techniques developed during the earlier phases. The purpose of the demonstration project was to determine the effectiveness of existing and new diagnosis and treatment resources.

The milestone chart as stated in the grant is as follows:

	PHASE I (3 months)	PHASE II (4 months)	PHASE III (11 months)
CONTRACTOR CONSULTING TEAM	<ul style="list-style-type: none"> .Analyze current juvenile court information processes and operations .Analyze additional information needs and identify resources .Design detailed specifications for juvenile court management and information system 	<ul style="list-style-type: none"> .Develop operational system .Implement operational system .Train staff in operation of information system 	
SYSTEMS RESEARCH ANALYST	<ul style="list-style-type: none"> .Design research methodology .Analyze current treatment resources .Identify current diagnostic techniques and tools .Identify informational statistical techniques .Coordinate project 	<ul style="list-style-type: none"> .Collect data for system input .Implement experimental design .Coordinate project 	<ul style="list-style-type: none"> .Demonstrate information sys .Conduct comparat research of diagnostic tech .Identify new treatment needs .Coordinate proj
PROJECT STEERING COMMITTEE	<ul style="list-style-type: none"> .Provide guidance to contractor .Aid contractor in determining information needs .Monitor project performance 	<ul style="list-style-type: none"> .Monitor project performance .Coordinate system implementation training .Participate in implementation training 	<ul style="list-style-type: none"> .Monitor project performance .Participate in information sys demonstration
COURT PERSONNEL SUPPORT	<ul style="list-style-type: none"> .Respond to contractor inquiries 	<ul style="list-style-type: none"> .Participate in system implementation training 	<ul style="list-style-type: none"> .Participate as identified by research design
PILOT CITIES	<ul style="list-style-type: none"> .Develop evaluation criteria .Monitor project performance 	<ul style="list-style-type: none"> .Implement evaluation criteria .Monitor project performance 	<ul style="list-style-type: none"> .Insure data gath necessary for p evaluation

D. INITIAL CHANGES

The Comprehensive Delinquent Youth Project was given a six month extension because of delays encountered in the selection of a consultant firm. The first Request for Proposal (RFP) to go out for bid was written prior to the systems research analyst being hired. As a result when the bids were opened there was such a diversity in the interpretation of the RFP that a decision was made to rewrite the RFP and let the project out for bid a second time.

Objectives 4,5, and 7 relating to the research project did pose a problem for the court. Initially research was to be done on juveniles who were on probation as a result of either committing one of the three crimes (auto theft, larceny or burglary). These juveniles were to come from priority board area 2. After investigating how many juveniles were placed on probation from this area as a result of one of the above offenses, it was discovered that the sample was extremely small for analysis. As a result, samples were drawn from the entire city except for the court's probation area 4 which covers most of the outer sector of the county. It soon became clear that the court would also be unable to compare recidivism between the experimental and control groups after the information system was operating because many of the juveniles in the research groups were taken off probation during various phases of this grant or turned 18 and were out of the jurisdiction of the juvenile court.

Also, to adequately study alternative treatment plans that the grant suggested as a criteria would have required new programs being developed in the community requiring personnel, salaries, and other necessary criteria. This, of course, is a very long range type of plan. It also suggests that a fully operated information system would be in operation when in fact only small statistical reports are currently being generated by the Montgomery County Computer Center

for the court. The type of data being entered so far is aggregate data only.

To compensate for these problems, the court conducted research using basically the criteria mentioned in the grant except that the populations were enlarged and treatments studied were those treatments which were given juveniles and which were available in Montgomery County.

Due to the grant extension, the milestone chart was changed somewhat but everything progressed accordingly.

E. IMPLEMENTATION

Implementation of an interim manual system began on January 2, 1975. The implementation of the new system went very smoothly because of careful planning, preparation, and training of personnel in the court early for these changes. Various segments of the court were started on their particular procedures before others so that bugs were able to be cleared up much more easily than if the entire court had started all at once. The above date reflects the entire interim system in effect.

II. QUARTERLY ACTIVITY SUMMARIES

FIRST QUARTERLY SUMMARY (July 1, 1973-September 30, 1973)

In July the approval for the grant was received. After approval, considerable planning and coordination took place between the Montgomery County Grants Coordinator, Director of the Juvenile Court, and Pilot Cities regarding the various aspects of the grant.

An observation trip was taken to Atlanta, Georgia by the Montgomery County Grants Coordinator, Personnel Director, and a member of the staff of the juvenile court to observe the operations and procedures of the Fulton County Juvenile Court.

During the month of August a search was conducted for the systems research analyst who would act as the coordinator of the project. This position was filled August 29, 1973.

Procurement plans were developed during August resulting in the first RFP being written. In September, the first RFP was sent out for bid to the prospective vendors. Plans were made for oral presentations in October for those vendors submitting a bid.

The systems research analyst has completed interviewing over 3/4 of the court personnel numbering approximately 75 people in General Office, Intake, Admissions, Assignment, Detention, Referees, Probation Counselors, Secretaries, the Judge and Director of the juvenile court. The purpose for interviewing each individual in the court was to learn this particular court's procedures and relevant ideas regarding the ways and methods to reduce recidivism.

The systems research analyst has taken the initial steps of identifying the population for the research demonstration project in as much as a list was available of those juveniles on probation as a result of either auto theft, burglary, or larceny.

(

A meeting was held between the systems research analyst and the Montgomery County Computer Center's Director to learn the configuration of the system and what present and future applications are or will be on the computer. This informational meeting was necessary for the vendor so that they would be able to develop a demonstration project which would be compatible with the County's computer system.

Fiscal management for this grant was handled by the Grants Coordinator for Montgomery County. The juvenile court did provide throughout the grant information needed regarding inkind contributions both material and personnel.

SECOND QUARTERLY SUMMARY (October 1, 1973-December 31, 1973)

In October a thorough and comprehensive examination was made of all bids received. Prospective bidders were asked to make oral presentations. This was complied with by all bidders. After the oral presentations, the juvenile court decided to rewrite the RFP. This was done to make the project more precise and meaningful.

The second RFP was sent out the latter part of October. In November a pre-bid conference was held with all prospective vendors so they would be more aware of what the court was looking for in the research demonstration project and the management and diagnostic information system. Bids were received during the latter part of November. The juvenile court was able to choose from four vendors who were under the number of dollars allocated for the consultant firm. It was recommended that these be studied very carefully and the best choice be made. Where questions arose regarding a bid, those vendors were called in to answer questions clarifying points in their bid.

A choice was made by the juvenile court and approved by the Montgomery County Commissioners. The consultant firm chosen was Arthur Young & Co. from Cincinnati. The contract was in the process of being drawn up and the consultant firm felt it would be able to commence work in the middle of January.

A trip was taken by the systems research analyst during the early part of

((

November to observe the juvenile courts in Atlanta, Georgia and Salt Lake City, Utah.

The systems research analyst completed interviewing court personnel. All departments were covered - General Office, Intake, Admissions, Assignments, Probation, Referees, Detention, Psychological Services, Prosecutor, Secretaries, the Judge and the Director of the juvenile court. The remainder of this block of time was spent typing procedures from the interviews. The next step taken by the systems research analyst was to flow chart procedures in the court. This task during this quarter was about 1/2 completed.

An organizational meeting was held with the Project Steering Committee during the middle of December. The Committee was enlarged from the original number of eight to include over fifteen members who represented all departments in the juvenile court. In order to conduct a successful research demonstration project using alternative treatment plans to reduce recidivism and to design and implement a management and diagnostic information system, it was necessary that all personnel provide input.

THIRD QUARTERLY SUMMARY (January 1, 1974 - March 31, 1974)

The month of January consisted of finalizing individual flowcharts of the court staff by the systems research analyst. All positions in the court were written up and flowcharted according to procedures used by each individual staff member.

Various meetings were held with Area Supervisors and their staff regarding ideas as to an objectified social history form and to answer any questions about the project.

Emphasis was placed on a proposal to centralize the statistical information in the court. To make sure this concept would fit into the overall MIS design to be implemented, it was decided to hold off implementation until the consultant firms provided an input. This concept was not implemented until final forms,

(

procedures, etc. were approved and the MIS was implemented.

Further investigation was done regarding court personnel participating in an NCR basic programmed computer science course. This progressed to the point where the court was awaiting materials for those on the Steering Committee who wished to take the course.

A short meeting was held with the consultant firm, Arthur Young & Co. They presented the court with a letter of intent to start on February 4, 1974 even though the contract had not been signed yet. Their request at this meeting for facilities and an organizational chart was complied with in full.

The systems research analyst met with the Clerk of Courts' assistant to discuss applications that department is putting on the computer and to inquire about future applications relating to the judicial process.

On February 1, 1974 a meeting was held in the court with all secretarial staff to inform them that Arthur Young & Co. would commence work on February 4, 1974. This meeting was important in that it reinforced the concept that the consultant firm was asked by the court to come in and perform the necessary tasks outlined in the request for proposal.

Arthur Young & Co. began their analysis of the court by speaking with various court personnel and reviewing the numerous forms used by the court. After an extensive discussion of types of information the court is currently using, the consultant firm suggested that an "instrument package" be designed for the court so that many areas of duplication would be eliminated.

Because of the configuration of the Montgomery County Computer Center's hardware, there were some alterations in the work plan for the project. It would be very expensive and difficult to perform the types of statistical research wanted by the court under the present computer configuration. As a result, permission was granted on March 5, 1974 by the Director of the County Computer

(

Center and on March 8, 1974 by the Purchasing Agent for the County to put all of the MIS on the County computer and a duplicate tape with security and confidentiality protected, would be taken to the University of Dayton for statistical analysis by the systems research analyst. The University of Dayton has up and running the SPSS (Statistical Package for Social Scientists) canned statistical package. As a result, the court would be able to do research at a very minimal cost.

Effort was then directed toward writing programs to put the Statistical Department on the computer. This included two monthly reports which the State requires and the Annual Report. These applications would be up and running when the consultant firm leaves.

Special conditions for this grant have been complied with as on February 28, 1974 Special Condition 4 relating to security and confidentiality of data and Special Condition 5 relating to the description of the juvenile delinquent control and experimental group were sent to the LEAA Regional Office in Chicago via Pilot Cities of Dayton.

On March 15, 1974 a Steering Committee meeting was held to inform the members of the Committee of the status of the project and to obtain their input for various ideas of the instrument design and the research project.

Throughout this quarter continuous literature research was being done by the systems research analyst in the areas of juvenile delinquency, management information systems, and methodology.

Various persons from LEAA, and consultant firms have been in the court to ask questions regarding the project or to evaluate it. The following is a list of these contacts:

February 5, 1974 - Fred Lindeman, Special Projects and Ron Grousky, Fiscal representative from the LEAA Regional Office in Chicago were here to answer any questions the court had regarding procedures or concerns.

March 18, 1974 - Jane Plaskas, a research assistant from the American Institute of Research inquired about the project in relation to a national evaluation of Pilot Cities for LEAA.

March 20, 1974 - Fred Lindeman and Robert Bunker of the LEAA Regional Office in Chicago came to the court to obtain further information about the project and to see what had been accomplished to date.

March 20, 1974 - Ed Connors of Planning Research Corp. was present to ask questions about the progress of the grant. This firm evaluated all LEAA grants for Pilot Cities in Dayton.

FOURTH QUARTERLY SUMMARY (April 1, 1974 - June 30, 1974)

The contract between Arthur Young & Co. and the Montgomery County Commissioners was signed on April 19, 1974.

Arthur Young & Co. has been in the process of gathering various types of data and forms the court currently uses to obtain a clear understanding of the current system. An extensive effort was put into interviewing staff in order to aid in the design of the MIS and research instrument package.

Various meetings were held with the Montgomery County Computer Center to obtain a clear understanding of items to be left with the court so that the Montgomery County Computer Center can proceed with the conceptual mast MIS design when the time is appropriate.

Arthur Young & Co. went over with the staff the flowcharts developed of the present system. Upon completion of this effort, the Quarterly Progress Report was issued to members of the Steering Committee on May 13, 1974. The Quarterly Report contained various recommendations; one of which was to have the court set a policy regarding the collection of data.

((

The research design draft containing Phases I and II was received by the Project Director and the systems research analyst. Pursuant to this, the systems research analyst started the collection of all juvenile case jackets for the research project. The experimental group contains a little over 150 cases. In order to unbiased the research project, an additional 150 cases were selected for the control group. There are actually three control groups. One group contains successful probationers who have committed one of the three offenses being studied - burglary, auto theft, or larceny. Another control group contains successful probationers with none of these offenses. The last control group was selected at random from official cases currently not active with the court.

Phase I of the research project; the coding of demographic data started June 17, 1974. Phase II required training of all court personnel in the rating of various characteristics of a child using social history and running record information. This training was completed and Phase II judgement tasks began shortly thereafter.

The entire project was on schedule and was running very smoothly with no problems in sight.

FIFTH QUARTERLY SUMMARY (July 1, 1974 - September 30, 1974)

The entire month of July, 1974 was devoted to the analyzing of Phase I data and the collection of Phase II data for the research project. About 60 court personnel were involved in rating the experimental group regarding personal characteristics of these juveniles. After this data had been collected, it was taken to the University of Dayton to be keypunched, statistical analysis run, and to be analyzed.

((

On July 9, 1974 Mr. Sommerfield from LEAA in Chicago was here to talk about the goals and objectives of the grant and to answer any questions the court had in relation to the grant.

Various Steering Committee meetings were held to discuss the design of new forms. After basic decisions were reached, the forms were discussed with all court personnel to obtain approval and to make any corrections deemed necessary.

Meetings were held in August with the Planning Research Corp. who was awarded the contract for evaluating all Dayton area LEAA grants under Pilot Cities. A mutual evaluation plan for this particular grant was reached and requested data was to be forwarded to PRC by November 1, 1974.

The Montgomery County Computer Center was kept up to date on the proposed MIS system and they also worked with the court to computerize the Statistical Department starting in January, 1975.

Early in September, the system research analyst met with a member of Youth Resources, and a member from the Community Action Center to discuss the possibility of using data centered around census tracts. There are very good indications that this can be incorporated in the MIS design later on in the system.

Test data was another task completed by the systems research analyst and various court personnel. As a result of this, fourteen computer programs were written by the consultant firm to be implemented in January, 1975.

The month of September also saw the court working with a forms vendor to design the final forms and to make sure carbon and paper weights were of sufficient grade for the staff to utilize without any difficulty.

The project ran smoothly with no major problems anticipated.

(

SIXTH QUARTERLY SUMMARY (October 1, 1974 - December 31, 1974)

During October, the systems research analyst was involved with several meetings with a representative from Uarco to complete the design of all of the court's new forms.

October 14, 1974 arrangements were made to have two part-time college girls help in converting our files from a numerical to an alphabetical system.

A draft final report was received from Arthur Young & Co. toward the end of October. At this point the systems research analyst recommended that final payment not be made to Arthur Young & Co. until all proper reports and materials had been delivered.

On November 15, 1974, Dr. Howard McGuire from Hunter College accompanied by members of Arthur Young & Co.'s staff who had been working on the project, met with the entire court to advise them of the research findings and go over the tasks completed.

October and November were peak months for the systems research analyst who developed the procedures manual to be used in the new system. The first part of December resulted in the manual being distributed throughout the court. The week of December 16th was set aside for the training of all court personnel. December 18 was also used for case inventory. Some of the personnel in the court were able to start using the new forms around the later part of December.

Representatives from Arthur Young & Co. met with the Statistical Department and later with Dick Robb of the Montgomery County Computer Center to present to him the documentation on the computer programs written by Arthur Young & Co.

The Final Phase II report was received from Arthur Young & Co. around the middle of December.

((

SEVENTH QUARTERLY SUMMARY (January 1, 1975 - March 31, 1975)

On January 2, 1975 the Montgomery County Juvenile Court (MCJC) implemented the interim manual system. As a result of prior training and continuous training on the workings of the new system, the changeover went very smoothly. Minor bugs were eliminated or corrected with relative ease.

Ron Grouske and Fred Lindeman visited the court on January 8th to obtain further information regarding the grant.

On January 16th a representative from Washington, D.C. interviewed the systems research analyst regarding the grant and to what extent pilot cities has helped in our effort to successfully implement the goals of the grant. The primary purpose of the interview was an evaluation of Pilot Cities throughout the grant period.

Updates to the procedures manual were made during the latter part of January.

The systems research analyst kept in contact with the forms vendor regarding new forms being implemented. All forms have been received.

Data was delivered to the Montgomery County Computer Center for processing. The Corrections Report sent to the Ohio State Bureau of Statistics has proven to be a time saving instrument and valuable to the Bureau in the way of ease of transferring this data to their files. As a result of the Statistical Department being computerized, it was possible to shift resources within the court and to better utilize personnel.

Arthur Young & Co. representatives met with the MCJC and a representative from the computer center on February 6th to finalize their project with the court. With all parties satisfied, Arthur Young & Co.'s contract has been completed.

The systems research analyst attended a Systems Analysis course offered by the Association for Systems Management in Cincinnati over a period of six weekends.

Interest in this grant has already begun. On February 14th, a representative from a social agency in Dayton visited our court to gather information regarding the methods used to start the MCJC towards processing of information via the computer.

A meeting was held March 6th with the Steering Committee to discuss the conceptual design of the management and diagnostic information system. The remainder of March was devoted to further study of this design.

Pilot Cities representatives met with the Project Director and systems research analyst on March 27th to advise when the final report deadline was and the types of information that should be addressed in this final report.

EIGHTH QUARTERLY SUMMARY (April 1, 1975 - June 30, 1975)

The month of April consisted of various meetings with court personnel regarding new codes and additional information for an on-line information system.

Ed Fennesey from Planning Research Corp. interviewed several staff members on April 21st to finalize his evaluation of this grant.

On April 30th, the systems research analyst traveled to Columbus to inquire about the Bureau of Statistics and find out what their plans were for the future in the way of any changes which would affect the information provided to the Bureau.

The systems research analyst attended the Second Symposium on Computer Applications in the Juvenile Justice System in Washington, D.C. from May 14-17, 1975

Meeting was held with the Manager of the Montgomery County Computer Center at which time portions of the on-line design work was turned over for programming.

A questionnaire regarding the grant evaluation was returned to Pilot Cities after completion on May 28th.

((

Flowcharting an on-line system comprised much of the month of June with various meetings regarding possible new procedures. Effort was also extended into the area of the entire on-line conceptual design.

On June 18, 1975, the systems research analyst traveled to St. Louis County Juvenile Court to inquire about their system.

The final report procedures were received from Pilot Cities toward the end of the month.

III CONCLUSION

The only major problem encountered in this project was the selection of a consultant firm. As explained earlier this took up a significant amount of time because of the manner in which the initial RFP was written. This problem was resolved with the rewritten RFP.

Currently the court is implementing a very successful interim manual system. To date the major goals and objectives of this grant are in accordance with the practical implementation available at this time.

The research project was a major contribution toward the new system because of its capability of providing the court with profiles of various types of juveniles entering the system and as a result suggesting treatment plans which might reduce recidivism for these juveniles. These treatment plans were based upon analysis of past treatments of the experimental and control groups. As mentioned previously new treatment plans at this point would require extensive planning and implementation for which this grant did not allocate funds or time to provide this type of resource.

This grant has been extremely effective in the way of management and implementation for the past two years. A tremendous impact upon the procedures and accountability of cases have been improved because of the new system. Various statistical reports are now being generated by the computer thus allowing the court to shift personnel to other areas.

As a result of this grant there are unlimited possibilities in the way of further research, methodology, and an on-line juvenile court system which could very well be one of the best in the nation. Without the grant this would have been impossible.

This grant is finished as far as LEAA is concerned requirement wise, but the court is continuing this program to the point of a fully implemented on-line system

which will have a significant impact on management of court proceedings, decision-making, and diagnosis of various treatment plans for juveniles to help reduce recidivism.