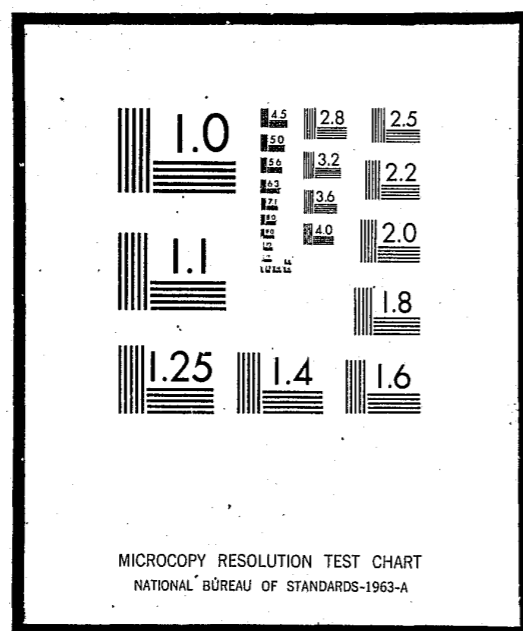


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ROCHESTER-MONROE COUNTY  
CRIMINAL JUSTICE  
PILOT CITY PROGRAM

Phase Two Interim Report

Grant 74-NI-02-0002

September 30, 1974

By

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## FOREWORD

In 1972, the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration, United States Department of Justice, selected Rochester-Monroe County, New York, as the eighth "Pilot City" program area and designated the Graduate School of Management of the University of Rochester to conduct the Program.

Pilot City grant 72-NI-02-0001 was awarded the Graduate School of Management to conduct Phase One of the Program. A final report on Phase One activities -- which covered a nineteen-month operational period from June 2, 1972, to December 31, 1973 -- was published at the end of the grant period.

In January, 1974, Pilot City grant 74-NI-02-0002 was awarded the Graduate School of Management to conduct Phase Two of the Program. According to the grant award, an "interim", nine-month report on Phase Two activities was due on September 30, 1974. This report is submitted in compliance with this condition.

The preparation of this document was supported by Grant 74 NI-02-0002 from the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration, United States Department of Justice. Statements or conclusions contained in this paper do not necessarily indicate the concurrence of the Institute.

Publication #24  
Interim Report #2

## I. SUMMARY OVERVIEW

In 1972, the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration selected Rochester-Monroe County, New York, as the eighth<sup>1</sup> Pilot City/County area and designated the Graduate School of Management of the University of Rochester to conduct the Program.

### Goals and Basic Activities

The Pilot City Program is designed as a long-range research and development program with the overall goals of reducing crime and delinquency, upgrading the criminal justice system, and improving the quality of justice. Additional goals are directed at institutionalizing gains made during the Program by "building into the target area's criminal justice system the research and analysis capability necessary for system-wide, problem-oriented planning and program evaluation", and gaining insights into the process by which change takes place so that "more effective means can be devised for the nationwide dissemination and possible implementation of well-tested innovations."<sup>2</sup>

<sup>1</sup>The other Pilot Cities, shown with their starting dates, are: San Jose/Santa Clara County, California 5/70; Dayton/Montgomery County, Ohio 7/70; Charlotte/Mecklenburg County, North Carolina 12/70; Albuquerque/Bernalillo County, New Mexico 2/71; Norfolk Metropolitan Area, Virginia 9/71; Omaha/Douglas County, Nebraska 9/71; Des Moines/Polk County, Iowa 9/71.

<sup>2</sup>Law Enforcement Assistance Administration, Guideline G 3600.1, "L.E.A.A. Pilot Cities/Counties Program", January 2, 1973, P. 2.

To meet these goals, the Rochester-Monroe County Criminal Justice Pilot City Program is involved in three basic activities: (1) pilot research, directed at defining and diagnosing criminal justice system problems; (2) the provision of technical assistance to criminal justice agencies, aimed at improving agency planning skills, management capabilities, and research evaluation capabilities, and (3) the development in the local community of innovative, "model" demonstration projects structured in an evaluation framework enabling a rigorous assessment of their impact.

#### Present Status of the Pilot City Program

The Pilot City Program initially was projected to run five years, involving a total cost of \$29.6 million for the eight specific Pilot City/County programs. It was projected that, over a five-year period, the funding of each Program would involve \$3.7 million: the staff of each program was to be funded by the National Institute for three 20-month phases, involving some \$1.2 million; additionally, a total of \$2.5 million (\$500,000 per year) was to be made available to each program for funding demonstration projects in their respective target communities.

In July, 1974, the Law Enforcement Assistance Administration agreed to implement the recommendation of the General Accounting Office that the Pilot City Program be terminated in June of 1975. Although the final draft of the GAO report has not yet been released, an early draft of the report indicates that while GAO was of the opinion that local communities had benefited from the program, the national benefits

anticipated had not been realized.

While the 1975 termination date will affect most of the Pilot City programs, the impact is more severe on the more recently established programs, which includes the Rochester-Monroe County program. Not only does our program lose its projected third, 20-month, phase, but the community also will lose slightly over one million dollars in demonstration project funds.

While the Pilot City staff recognizes that because of the shortened time span of the program it will be impossible to realize some of the program's original goals, during the time remaining the staff will endeavor to complete research necessary for establishing a definitive perspective of the local criminal justice system, in order to provide City and County officials with a resource for future criminal justice system planning. At the same time, the staff will continue to provide technical assistance to the several agencies and officials involved in criminal justice planning, will monitor and assist with all on-going demonstration projects, and will complete a series of in-depth studies of interest to the field of criminal justice.

#### Capsule Summary of Pilot City Activities For the First Nine Months of Phase Two: January 1 - September 30, 1974

During the first nine months of Phase Two, eight research studies were completed and published and nine additional studies were in progress; substantial technical services were rendered, including the preparation of five technical service papers; and the staff continued their participation in five on-going demonstration projects -- ranging

from general monitoring to responsibility for evaluation components -- as well as developing three new demonstration projects which were funded.

In undertaking these activities, the staff maintained liaison with the National Institute of Law Enforcement and Criminal Justice and worked closely with the Regional Office of L.E.A.A., which is responsible for the supervision of the Program. Coordination also was maintained with the New York State Division of Criminal Justice Services, particularly in respect to the demonstration projects which must be reviewed and certified by the Division prior to grant award.

On the local level, overall policy and program coordination was provided by the Pilot City Steering Committee -- composed of the County Manager, the City Manager, and Administrative Judge of the Monroe County Court, and the Director of the Pilot City Program. The staff also maintained contact with the Genesee/Finger Lakes Regional Planning Board, which reviews and comments on all demonstration projects. Additionally, numerous meetings were held with the crime control coordinators of the city, county, and courts. From the outset of the Program, the coordinators have worked closely with the staff in developing demonstration projects and discussing research and project needs. As usual, the staff continued to work with officials of the several local criminal justice agencies as well as being extensively involved with community agencies.

The following summary briefly highlights some of the basic activities undertaken by the Program during the first nine months of Phase Two. Full details are provided in the remainder of this report.

For those interested in the activities of Phase One of the Program, a separate report is available,<sup>1</sup> and Appendix I provides a list of all of the Program's publications to date.

#### Research Activities

Research activities involved developing quantitative baseline data on the criminal justice system, undertaking in-depth studies in specific areas, and conducting short but intensive research surveys relative to the development of demonstration projects. During the first nine months of Phase Two, eight studies were completed and published including five basic information papers on corrections, police, crime, a crime data supplement, and a study of the impact of alcohol offenses on the criminal justice system; one in-depth, subcontracted, study on drug abuse; and two studies relating to research and management utilization of the PROSPER demonstration project, involving a computerized criminal justice information system.

Nine studies are in progress: two involve information papers on the court system and juvenile justice system, five are in-depth studies, and two involve evaluations related to demonstration projects. Six of these studies are scheduled for release within the next few months.

#### Technical Assistance

Throughout the first months of Phase Two, the staff continued to respond to requests for technical assistance from local governmental

<sup>1</sup>  
Croft, Elizabeth B. Rochester-Monroe County Criminal Justice Pilot City Program Phase I Final Report. December 31, 1973.

and community agencies involved in criminal justice services. Technical assistance covers such activities as rendering general advice, providing some consulting services, serving on study committees, and undertaking intensive analysis of specific problems and developing problem-solving alternatives.

In addition to numerous meetings and discussions involving technical assistance, the staff also undertook background research and submitted detailed papers regarding women in the Monroe County Jail, a program for the diversion of public intoxicants from the criminal justice system, a Model Cities juvenile project, a victim and witness assistance project, and a diversion project for Family Court.

#### Development of Demonstration Projects

In collaboration with local officials, three new demonstration projects were developed during the first part of Phase Two. Over \$454,000 in L.E.A.A. discretionary funds was awarded to Rochester and Monroe County for these demonstration projects.

As discussed in detail later, the staff also spent a substantial amount of their time performing a variety of services for the five demonstration projects previously funded under the auspices of the Pilot City Program.

## II. RESEARCH ACTIVITIES

Pilot City Program research involves a three-pronged effort directed at: developing descriptive, quantitative baseline data necessary to obtain an overall perspective of the criminal justice system; developing background information to document the need for demonstration projects, as well as to serve as baseline information for subsequent project evaluation; and undertaking in-depth studies in specific criminal justice areas. During the first nine months of Phase Two, eight research studies were completed and published, four additional studies were completed and are now being edited for publication, and research is underway in five other study areas.

#### Development of Baseline Data On the Criminal Justice System

From the inception of the Program, the Pilot City staff, as part of the Program mandate, has devoted a substantial amount of time to developing an overall basic description of the local criminal justice system, both as it exists today and as it has existed over time. These baseline information studies cover functional criminal justice areas and include information regarding the number and type of agencies rendering services, budgets, personnel, basic functions and special programs, the number of clients handled and their routing through the agency, interagency linkages, etc. Also included is a brief assessment of the overall findings and recommendations.

These information papers are designed to provide a general perspective of the total criminal justice system and to serve as a

reference framework for identifying problem areas. Since the data is gathered for different points in time, it also enables assessment of major changes within the system.

Four baseline data information papers were published during Phase One.<sup>1</sup> During the first nine months of Phase Two, five additional information papers were completed and published, and research was underway in two other study areas. With the publication of the final two papers, the information paper series will be complete.

It is anticipated that the staff, subsequently, will inter-relate the data of the various reports and prepare a unified overview of the local criminal justice system. Utilizing this resource, the staff will assist local agency personnel and officials, the crime control coordinators, community members, and others in pinpointing problem areas and developing research and planning guidelines and program priorities.

Following is a brief review of the information papers published and research in progress during the first nine months of Phase Two.

<sup>1</sup> Horwitz, Lois K. and Elizabeth B. Croft. Local Criminal Justice Appropriations in Monroe County, New York. Information Paper #1. May, 1973; Cox, Roger A. and Lois K. Horwitz. Demographic Indicators for Rochester and Monroe County, New York. Information Paper # 2. June, 1973; Thomas, Greg. The First Five Years of the Safe Streets Act; Law Enforcement Assistance Administration Grants in Monroe County, New York From 1968 to July 1, 1973. Information Paper #3. September, 1973; Horwitz, Lois K. Local Criminal Justice Appropriations in Monroe County, New York 1960-1973. Information Paper #4. October, 1973.

(1) The Impact of Alcohol Offenses on the Criminal Justice System (January, 1974). Cronin and Defabaugh.

This study examines in some detail the impact of alcohol offenses upon the criminal justice system and the treatment and rehabilitation resources available to the alcohol offender and problem drinker. Local criminal justice system statistics -- from police, courts, and corrections -- are examined and the current local impact of alcohol-related offenses on the system is assessed.

Basic information on budget, organization, staffing, clientele, information flow, and local alcohol problems from over forty programs is presented, as well as information on degree and type of contacts with criminal justice agencies. This information on treatment resources is supplemented by a mail survey of insurance companies regarding availability of alcoholism insurance coverage.

Information collected, together with a general review of the relationship between alcohol problems and the criminal justice system, is summarized. The major picture which emerges is that of a criminal justice system heavily burdened with handling alcohol and related offenses, despite attempts over recent years to upgrade existing medical and social service alternatives. For the period 1970-72, intoxicated driving, disorderly conduct, and public intoxication offenses accounted for approximately 30% of all arrest and court dispositions, 50% of all court convictions, and 60% of all commitments to the Monroe County Jail. Some gaps in the available treatment resources are discussed, with particular reference to public intoxicants, who account for a large portion of the most visible (and measurable) impact of alcoholism on the criminal justice system. Diversion of the public inebriate from the criminal justice processing is identified as an area of concern for future Pilot City programming efforts.

(2) Corrections in Monroe County, New York: 1970-1973 (April, 1974). Thomas.

This report examines adult correctional agencies in Monroe County and New York State which are responsible for the supervision and custody of offenders sentenced by Monroe County Court, Rochester City Court, and the Town and Village Justice Courts. Caseload, staffing, budget, and program information are presented on the Monroe County Probation Department and the Monroe County Jail, and two private, non-profit programs which significantly impact upon the local correction system -- Pre-Trial Release, Inc. and the Rochester Bail Fund -- are discussed. An overview of the New York State

Department of Correctional Services and its relationship to the local system is included.

Emphasizing that only a minority of convicted offenders receive sentences which involve them with the correctional system as such, the report notes that over a five-year period (1967-1971), a consistent 2-3% of all offenders received sentences to New York State correctional institutions, while commitments to the Monroe County Jail showed a systematic decline from 22% to 12%, and probation sentences fluctuated in the 3-7% range. In 1972, of 3,957 persons under supervision by local correctional agencies, the substantial majority -- 2,627 or 66% -- were serving sentences in the community either on probation or on parole following a term of incarceration. The report identifies a short run trend away from incarceration and in favor of community supervision and discusses possible explanations of this shift.

(3) Police in Monroe County, New York (May, 1974). Hill.

This report reviews the organization of the twelve local police agencies operating within Monroe County and discusses in detail both the activities and the allocation of police employees by functional areas. Of the 1,238 local police employees, 60% work for the Rochester Police Department, 19% for the Monroe County Sheriff's Department, and the remaining 21% for the ten town and village departments, where the size of the forces vary from four to sixty-four employees. In terms of functional allocation of employees, on an overall basis 56% are assigned to patrol; 20% to auxiliary services, which includes records, communications, identification, booking, technical services, property clerk, and vehicle maintenance; 14% to investigation; 5% to staff and inspection, which includes training, community relations, and planning; and 4% to administration.

Changes in police manpower over time are highlighted, indicating that the substantial increase in police manpower for the period 1968 to 1971 has been leveling off since 1971, with an actual decrease in City police manpower. Patrol, which constitutes the largest proportion of police employees, is reviewed in some detail, showing that the 24-hour, 365 day staffing requirements of patrol results in approximately 51 police officers on patrol on the average, at any given time, in the City and 55 in the County area outside the City.

In discussing functional activities of each of the departments, the report reviews gaps and duplications of services among the twelve separate agencies as well as coordinative efforts. Special police projects instituted in

the several agencies during the last five years also are discussed in detail.

(4) Crime in Monroe County, New York (September, 1974). Cox.

This report examines reported crime and arrests in Rochester and Monroe County for the years 1960, 1964, and 1970-1973. Findings indicate a persistent increase in crime over the period of this study, with the exception of 1972 when there was a substantial decrease in offenses reported within the City of Rochester. Although crime increased once again in 1973 -- with 67,612 offenses reported throughout the County -- it is apparent that crime is shifting out of the urban area into suburban and rural settings. This shift cannot be attributed solely to changing population patterns. From 1970 through 1973, the crime rate (measured as the number of crimes per population) decreased for the City but increased for the County outside the City. While the City still has roughly twice the per capita crime of the County outside the City, the differential between the two areas is narrowing -- in 1970, Rochester had a crime rate three times that of the County outside the City.

In addition to overall crime data, the report reviews trends in crimes of violence, burglary, and the most common misdemeanors. Although 1970-1973 showed a decrease in violent crimes reported in the City, Rochester still accounts for 84% of all violent crimes. Burglary, which constitutes over half of the felony offenses reported in both the City and the County outside the City, has been increasing throughout the entire County area with the most rapid acceleration in the area outside the City. Misdemeanors have been steadily decreasing in Rochester but consistently increasing in the County outside the City, resulting in an overall net increase in misdemeanors.

Crime clearance rates are reviewed over time for both the City and the County area outside the City. Violations and motor law misdemeanors showed the highest rate of clearance (77%+ depending upon jurisdiction) followed by misdemeanors (28% to 31%) and then felonies (24% to 29%). Although half of all felonies and misdemeanors reported throughout the County are crimes against property, the clearance rates for these crimes are well below the rate for other felonies and misdemeanors.

The report also reviews the age, sex, and race characteristics of persons arrested for Part I offenses by the Rochester Police Department and the Monroe County Sheriff's Department. The largest age concentration of arrestees is in

the age group 16-20, which accounts for more than one-fifth of the total arrests annually for both of the police departments. Males represent approximately 85% of all arrestees annually in both departments. Non-whites account for approximately 50% of all arrestees in the City and 6% of arrestees by the Sheriff's Department. These differences are primarily due to different population characteristics served by the two police departments.

(5) Crime Data Supplement (September, 1974). Pilot City Staff.

In an effort to provide the Monroe County community with a concentrated source of information relevant for research and planning purposes, this supplement supplies the detailed raw data on reported crimes and arrests which were used as a basis for the crime report.

The supplement contains reported crime and arrest data by type of crime, for each of the twelve local police departments in Monroe County, for the years 1960, 1964, and 1970-1973. Summary tables also are included where appropriate.

In addition to this working document, all of the data included is maintained by the Pilot City Program in a computerized crime data bank. As a technical service to the community and the criminal justice agencies, the Pilot City staff, upon written request, will undertake further analyses of these crime data for pertinent research and planning purposes.

(6) The Court System in Rochester and Monroe County, New York (Research completed, scheduled for November, 1974, publication). Cronin, Horwitz, Croft, Thompson.

This report provides a jurisdictional overview of the criminal court system as it affects Monroe County, and presents caseload, budget, and staffing figures on all local courts and related agencies which handle arrests by the New York State Police or any of the twelve local police departments. This paper focuses on Rochester City Court, Monroe County Court, and the town and village Justice Courts, tracing the path an accused person would follow through each court from arrest through disposition and discussing the various agencies he might contact in the process.

Each court-related agency, such as the District Attorney's Office, the Public Defender's Office and the Pre-Trial Release Program, is also discussed individually, with special emphasis on programs or strategies which divert clients from the criminal justice system.

The paper examines several issues of current concern to observers and participants in the court system, including plea-bargaining, bail, judicial selection, and court unification.

Publication of this report was delayed in order to incorporate into the text and caseload figures a number of changes in court procedures and programs which have substantially affected the local court system over the past year. Such new features include the introduction of individual case calendaring in Rochester City Court, the initiation of a criminal arbitration alternative to regular court processing of certain complaints, and the removal of moving traffic violations from City Court through administrative adjudication. Other changes are in progress as a result of the September 1, 1973, revision of New York State's drug laws, and a new Pre-Trial Diversion project also is getting underway.

(7) The Juvenile Justice System in Monroe County, New York (Research underway, scheduled for February, 1975, publication). Defabaugh.

This information paper will outline the structure and function of the juvenile justice system in Monroe County. It will include details on the juvenile and juvenile delinquent populations, the sources of referral, and the agencies referred to.

The system will be outlined from the first referral sources through the entire pre-court, court, and post-court stages. The points at which clients are diverted from the system also will be reviewed, along with an overview of recent system changes and new directions.

Research Studies of Specific Problems

During the first nine months of Phase Two, one in-depth study of a specific criminal justice area was completed and published, research for two additional studies was completed and they are now being edited for publication, and research is underway in three other study areas. These studies not only add to the total perspective of the criminal justice system, but their concentrated focus also results in detailed findings which are immediately applicable for the implementation of new or revised programs, procedures, and policies.



(1) A Study of Drug Abuse in Rochester and Monroe County  
(February, 1974). Center for Governmental Research, Inc.

In the wake of the passage of a comprehensive new drug law for New York State (effective September 1, 1973) and in response to the concerns of the Pilot City Technical Advisory Committee and Steering Committee, the Pilot City Program funded a short-term study of drug abuse problems in Monroe County. This study was intended particularly to remedy the dearth of information on the scope and character of drug arrests in Monroe County, as well as the number and type of treatment resources available. Some early assessment of the impact of the new drug law was also desired. (Based on an in-house review of some other studies which had attempted to estimate the actual incidence of drug abuse in designated areas, a similar attempt locally was ruled out as too problematic and costly to be included in the scope of the work. Since alcohol offenses were studied separately by the Pilot City staff, this topic was also excluded from this study.)

The study was undertaken, by subcontract, by the Center for Governmental Research, Inc. The report reviews the history of U.S. and New York State policies toward drug abuse and discusses in detail the provisions of the latest New York State drug legislation. A profile of the number and type of drug offenders arrested in Rochester and Monroe County is presented, based on an analysis of 1,654 arrests made during the 18-month period of January 1, 1972 through June 30, 1973. The demographic profile of offenders, and the distribution of offenses by type of drug and severity varied somewhat across police agencies. The report concludes, however, that, in general, arrestees for drug offenses are disproportionately young, male, and black, and that the vast majority of arrests (71%) involved marijuana or hashish, with heroin involved in 16% of cases. The comparison of original offense charged with final charge showed a general pattern of reduction of charges, but within the categories of selling and possession offenses. Overall, the most frequent dispositions were dismissal (26.6%) and adjournment in contemplation of dismissal (21.5%), with imprisonment the disposition in 5.8% of all cases. Not unexpectedly, the disposition picture differs considerably depending on seriousness of charge, type of drug, and previous criminal history. For example, when the drug involved was heroin, cocaine, or morphine, imprisonment was a much more frequent disposition than for marijuana offenses (20.3% vs. 3.8%); dismissal was also more frequent (46.6% vs. 27.7%).

An analysis of 244 arrests made during the first three months of the new drug law also was performed. Although no firm conclusions could be drawn from such preliminary evidence, the data show that the demographic profile of arrestees and the type of drugs involved had changed very

little; possession offenses, as opposed to selling offenses, made up a somewhat smaller proportion of offenses charged than during the pre-September 1 period. For those offenses which had reached a disposition (primarily misdemeanors), the pattern of dispositions did not appear to have altered significantly from the earlier pattern.

The report puts the cost to the local criminal justice system of handling identified drug offenders at \$1,392,000 in 1973. A survey of drug treatment programs is also reported, which pinpoints the general lack of knowledge and contact with the treatment programs on the part of criminal justice officials.

(2) Analysis of Juror Utilization in Monroe County (Research completed, scheduled for November, 1974, publication).  
Sayeed and Farley.

With much recent concern over improving juror usage and reducing the waste of juror time, a study was undertaken to analyze the operation of the jury system in Monroe County and to examine ways in which the size of the daily pool of potential jurors could be reduced without significantly increasing the probability of incurring delays in case processing due to the non-availability of jurors. It was felt that if effective ways to reduce the pool size could be formulated, it would mean savings not only to the courts, but also to potential jurors, and hence to the community at large.

The study report presents an overview of juror conscription policy and the operation of the jury pool in Monroe County, and then proceeds with an in-depth analysis of the level of juror utilization locally. (For the purposes of this study detailed data on juror usage were collected covering a period of six months from September, 1973 through February, 1974.) Findings showed that when considering all the days of the week together, the average daily pool size was 153.50, whereas the average maximum usage per day was 79.82 -- an average excess per day of 73.68 people or 48% of the juror pool. The pattern of usage over the week is quite uneven (with peak usage on Monday), as is the usage pattern over the course of a day.

The findings of the data analysis were supplemented by a computer program designed to simulate as closely as possible the current operation of the system as regards the use of jurors. The simulation program was used to evaluate various proposals to reduce the daily pool size and improve juror usage, and to estimate for each proposal the cost savings to both the courts and the community. The recommendations proposed by the study include: reducing the size of the daily pool to an extent that will meet the daily

maximum usage 95% of the time; lowering the size of voir dire panels sent for civil cases in the Supreme and County Courts to 18; staggering the start of voir dires over the day and over the week; and lowering the size of the jury for criminal cases in Supreme Court and County Court to eight.

- (3) An Econometric Analysis of Property Crime in Rochester: The Interaction Between Criminals and Police (Research completed, scheduled for November, 1974, publication). Thaler.

Using 1972 data from the Rochester Police Department and the 1970 Census, this paper provides a simultaneous equation model of property crime in Rochester. The analysis is performed at the census tract level. A theoretical model is formulated with four endogenous variables: the arrest rate of residents for each tract, the police presence per tract, the clearance rate for each tract, and the property offense rate by tract. The model is estimated using two-stage least squares. The results are generally consistent with the economic model presented. One interesting result is that the net effect of increasing the police in a tract is to increase the reported offense rate. This implies that the increase in the rate at which crimes are reported exceeds the decrease (if any) in the rate at which crimes are committed, a result consistent with those found in the recent Kansas City experiments. This paper will be presented at the Econometric Society Meetings in December, 1974.

- (4) Inverse Distance Variations for the Flow of Crime in Urban Areas (Research completed, scheduled for November, 1974, publication). Smith.

This paper represents an attempt to discover whether sociological models of demographic flow can be useful in "explaining" the flow of crime within a city. A review of some recent research on social gravitation by prominent sociologists and demographers is presented to give the proper perspective on the models to be tested. The relationship of each of these models to local crime data subsequently is examined to see if the theories which apply to population movement within a region also apply to the movement of arrested offenders from their residence to the location of their offense.

The data utilized in this research include: a complete survey of the migration between census tracts to commit a crime in the City of Rochester; a measure of the distance between any two census tracts within the City; and demographic data on the socio-economic indicators of all areas within the City.

Among the questions that this research seeks to answer are whether the propensity for criminal movement depends on such things as the population of the destination, the distance traveled to the offense location, the wealth or the racial characteristics of the neighborhoods involved, etc. Although attempts to fit many of the models produced disappointing or inconclusive results, there is evidence that some formulation of the classic gravity model -- in which the attraction between two objects is inversely related to the distance between them -- is an effective predictor of crime flow and deserving of more in-depth examination.

- (5) Police Recruitment and Screening Study (Research underway, initial report scheduled for release in December, 1974). Smith.

In collaboration with members of the staff of the Division of Preventive Psychiatry, the Pilot City Program is undertaking research concerning the recruitment and screening of applicants to the Rochester Police Department. Working with the cooperation of the police department, the investigators have compiled an extensive data bank on applicants to the police force since 1965. For those who successfully passed through various screening stages and were accepted on the police force, performance records of various types have been compiled from police records. The collection of this data, its coding, keypunching, and preparation for computer processing is now completed, and analyses of the data have commenced.

The initial problems to be treated in the analysis of the data will permit a quantitative documentation of the recruitment funnel. Attrition at each stage in screening will be examined, and efforts will be made to predict "failure" from available background variables. Psychiatric and psychological data on applicants will be extensively analyzed, and the various recommendations of screening personnel will be used to predict measures of subsequent job performance. From these and subsequent analyses, the research will lead to judgments bearing on police screening policies, recruitment standards, training, and manpower management.

The timetable for release of this study was moved forward to enable the staff involved to concentrate on completing the evaluation of the PAC-TAC demonstration project.

- (6) The Effect of Crime on Property Values in Rochester, New York (Research underway, scheduled for publication in 1975). Thaler.

The purpose of this study is to estimate the effect of crime rates on the residential property values in Rochester. Crime data by census tract will be combined with data on selling prices of one and two family houses for the year 1971. The effects of different types of crime (property crime, crimes against persons, etc.) will be compared.

#### Research Related to Demonstration Projects

During the first nine months of Phase Two, the Pilot City staff continued to play a major role in regard to the demonstration projects funded under the auspices of the Program. In addition to assisting in the development of new projects and monitoring on-going projects, the staff also undertook three research studies and one major evaluation study related to the demonstration projects:

- (1) Research, Management, and Offender-Based Transaction Statistics Systems (April, 1974). Thaler and Lasky.

This paper discusses possible applications of offender-based transaction systems' data using management science techniques. The research was done in conjunction with the preparation of the research and management modules of the PROSPER demonstration project. The paper was presented at the Second International Symposium of Criminal Justice Information and Statistics Systems, and will be published in the proceedings of the symposium.

- (2) Research and Management Utilization of PROSPER (September, 1974). Thaler, Hausman, Horwitz, Rao, Mairs.

This study, undertaken in partial fulfillment of the obligations of the PROSPER demonstration project Phase I study effort, explores the potential for incorporating up-to-date research and management techniques into a computerized criminal justice information system, and specifies a design for evaluating the information system after it is operational. The PROSPER research team, coordinated by the Pilot City Program, carried out this task concurrent with the work of the project's Systems

Team who prepared the information system specifications and implementations plans. The report of the research team consists of four parts:

- 1) The applicability of simulation and related models for the study of the use of court resources and delay. Previous efforts to apply modelling techniques to the criminal justice system are reviewed, and three computerized court system models developed for other localities (JUSSIM, PHILJIM, and LEADICS) are analyzed, with detailed information on their scope, limitations, and cost. A recommendation is made to develop a comprehensive computer simulation model for the local court system, and the data items necessary as input to such a model are specified.
- 2) Examination of the validity of the current point system used by the Monroe County Bar Association Pre-Trial Release Program, Inc. A statistical research study was designed to determine whether the variables and point weighting method currently used is the best indicator of whether a defendant will return for trial. Due to data collection problems, no conclusions were reached in time for inclusion in the report, although recommendations were made as to how the PROSPER information system might eliminate the data problems. The Pilot City Program staff intends to complete this study and report on its findings (see discussion of Pre-Trial Release study, following).
- 3) Need for criminal history and recidivism data. An argument was made for retaining and organizing a PROSPER inactive case file so that information on prior convictions, sentencing, and recidivism could be available for research purposes. The report cites informative studies that could be performed, together with previous studies that could be greatly improved, if such a file were maintained.
- 4) Specifications of post-implementation evaluation design. An economic model for the evaluation of computer systems is developed, which consists of guidelines for both a cost-benefit and cost-effectiveness analysis. Factors to be considered in the analysis, including the necessary pre-implementation data elements, are specified along with techniques to be employed and a work plan for effecting the evaluation.

- (3) The Police-Civilian Foot Patrol: An Evaluation of the PAC-TAC Experiment in Rochester, New York (Research completed, scheduled for November, 1974, publication). Smith.

PAC-TAC was an experimental Pilot City demonstration program, conducted in 1973-74, which paired Rochester Police officers and local citizens walking beats in selected Rochester neighborhoods.

This report presents an analysis of data collected and analyzed under the supervision of Pilot City staff, as part of the overall evaluation of the PAC-TAC I-II program.

The report examines three kinds of information collected about the program -- ethnographic data on the teams' work in various neighborhoods; a longitudinal analysis of the attitudes of team members and their reported work; and an analysis of the effects of the experimental stimuli on records of offenses and arrests during the period of the program. The ethnographic materials present program operations from the point of view of the trained participant observer, and describe the relationships between team members and between teams and neighborhood residents, as well as the kinds of work patterns that evolved. Based upon the survey of team members and applicants, a demographic profile of program participants is offered: the recruitment process is examined; attitudes are analyzed on a number of dimensions; and daily activity "logs" of the teams also are scrutinized. Finally, the crime data are analyzed to assess the program's impact on reported offenses and arrests.

- (4) Pre-Trial Release Study (Research underway, scheduled for publication in 1975). Thaler and Hausman.

The local Pre-Trial Release (PTR) program uses a point system, based on that developed by the Vera Foundation, to determine which defendants should be recommended for release without bail. This point system presumably predicts which defendants are unlikely to return for trial, however, the system has never been validated. The aim of this research project is to develop a more refined method of predicting which defendants will return for trial. The study began this summer with a data collection effort. Data on over 1,000 cases has been collected from the files of the PTR program and the city court clerk's office and is now being keypunched. Probit analysis and discriminant analysis will be used to derive the new predictive method.

### III. TECHNICAL SERVICES

Part of the mandate of the Pilot City Program is to provide technical assistance to community and criminal justice agencies to assist in improving planning skills, management capabilities, and research and evaluation capabilities in the criminal justice system. In response to this mandate, the Pilot City staff devotes a substantial amount of time to providing technical services to local governmental and community agencies interested and/or involved in criminal justice services. These activities range from general consulting, to serving on study committees, to undertaking intensive analyses of specific problems and developing alternative plans for solution.

In addition to the literally scores of meetings and discussions held with persons throughout the community each week regarding criminal justice problems, the staff has prepared technical papers (submitted to the relevant agencies) and assisted in the following program developments:

- (1) Profile of the Women in the Monroe County Jail in 1973

At the request of the Monroe County Sheriff, the Pilot City Program undertook a study of the characteristics of the sentenced and unsentenced female population admitted to the Monroe County Jail in calendar year 1973. A report was submitted outlining in detail the personal characteristics of race, nativity, residence, age, sex, marital status, education, literacy, occupation, and religion; the legal characteristics of court of sentencing, length of sentence, length of stay as a sentenced prisoner, article and section number of the offense, code of law for the offense, reason held, reason discharged, number of days in jail as an unsentenced and/or sentenced prisoner, the committing agency, and the recidivism status in terms of whether the person previously had been committed to the jail. This working paper was used as

background information by the Pilot City Program staff in assisting the jail rehabilitation staff in the development of a grant proposal for a rehabilitation program for female inmates.

(2) Diversion of Public Intoxicants from Criminal Justice Processing

In December, 1973, Pilot City staff completed Information Paper #5, The Impact of Alcohol Offenses on the Criminal Justice System in Monroe County, New York. Based on the study's conclusion that public intoxication arrests (numbering 3800 in Rochester in 1972) continued to impose a considerable burden on the criminal justice system and that pre-arrest diversion strategies were particularly lacking in this community, the Pilot City Program decided to explore demonstration project possibilities in the area of public intoxicant diversion.

Over the next few months, the Pilot City Program staff participated in approximately two dozen meetings with government and community agencies or committees where intoxication diversion was discussed. In addition to the usual program-development contacts with the Pilot City Steering Committee, the local Crime Control Coordinators, and the Genesee/Finger Lakes Regional Planning Board, more intensive discussions were held with representatives of the Rochester Police Department, the New York State Department of Mental Hygiene-Alcohol Division, the Monroe County Department of Mental Health, the Monroe County Committee for Alcoholism Planning, the National Council on Alcoholism-Rochester Area (part of the Rochester Health Association), and staff of two existing programs for public inebriates.

The tentative program model evolved was a 20-30 bed, paramedically staffed sobering-up station for the overnight stay of intoxicated persons, to be supported by a 24-hour van pick-up service. The van service would be linked by radio with the Rochester Police, enabling car-to-van contact, and intoxicated persons would be offered the sobering-up alternative to arrest. Modules for orientation of police officers and for evaluating program impacts on the criminal justice system were envisioned. Linkage of the program to two other County-supported programs for public inebriates was planned.

In May, 1974, a decision was made to defer submission of a proposal until after June, 1974. Two main considerations led to this decision: 1) Difficulty in arriving at a workable arrangement for administering the new program and linking it to the already existing County programs for public

inebriates was encountered. The Monroe County Department of Mental Health, the logical grant applicant for such a program, was at that time awaiting the appointment of a new director, making any immediate resolution of the difficulties problematic. 2) A bill to remove the offense of public intoxication from the New York State Penal Code in January, 1976, was awaiting action by the Governor, and his support for the bill was uncertain. Passage of the bill would probably result in increased monies being available for local alcohol programs, thereby altering the need for Pilot City assistance. At the time work on the program model was suspended, a substantial proportion of the grant application had been prepared.

In June, 1974, Governor Malcolm Wilson approved the public intoxication bill, and subsequent information from the State Department of Mental Hygiene-Alcohol Division indicates that the State plans to support sobering-up stations in several areas, including Monroe County. This fact, in combination with the withdrawal of LEAA discretionary funds for this fiscal year, has led the Pilot City Program to convert its own efforts at program development into technical assistance for others working in the area.

In the past year, the Monroe County Committee for Alcoholism Planning, composed of a cross-section of citizens working in medical treatment, planning, social service, and law enforcement fields, developed a comprehensive alcoholism plan in which it identified establishment of a sobering-up facility as one of two main priorities. This committee has now taken the lead in developing a diversion proposal to be submitted for State Division of Alcoholism funding.

A Pilot City staff member has joined this committee and is working on its task force on proposal development. Since the program model advocated by this committee is quite similar to that evolved by the Pilot City Program, the Pilot City Program has shared the portions of the grant application and budget previously prepared, as well as accumulated documentation, with the group. The Pilot City Program will also encourage that any proposed program evaluation give adequate attention to the criminal justice system impacts as well as the impacts on health and welfare of program clients.

The Committee for Alcoholism Planning aims to submit a first draft application this fall, as it has been advised that State funds may be available for award as of January 1, 1975.

(3) Model Cities Citizens Initiative Project

In response to a request from the Model Cities Citizens Initiative staff, the Pilot City staff assisted in the drafting of a proposal for funding consideration by the State Division of Criminal Justice Planning Services, on the purchase of services for juveniles in the Model Neighborhood Area of Rochester. The Citizens Initiative staff was interested in exploring program models that would provide substantial roles in program operation for private citizens concerned with delinquency in the Model Neighborhood Area and developing a project which would increase the quality of services to youth.

(4) Victim and Witness Assistance Project

The Pilot City staff, working with the Research and Evaluation Section of the Rochester Police Department, the City Crime Control Coordinator, the District Attorney, the Public Defender, and the City Court Clerk's staff, assisted in the preparation of a project proposal designed to provide support and assistance to victims and witnesses in the criminal justice system. In preparation of the proposal, the Pilot City staff gathered and analyzed detailed data on crime victims in Rochester, surveyed the field of victimization research, and developed a research and evaluation framework for the project. The proposed project calls for the establishment of a victim and witness assistance center at the Rochester Police Department which will serve as a contact point for victims in need of services, will provide selected services, and will orient victims and witnesses to criminal justice system processes.

Initially the project was designed for funding under the auspices of the Pilot City Program, and was approved by the Pilot City Steering Committee as one of the projects to be submitted for funding in the current federal fiscal year. With the termination of Pilot City discretionary funds, it is anticipated that the proposed project either will be submitted to L.E.A.A. for funding under its National Priority Program, or to other interested funding agencies.

(5) Family Court Diversion Project

The Family Court Diversion - Target Truant Project proposal is an outgrowth of the Family Court Diversion Project which is currently operating with Pilot City funds. The purpose of the project is a joint City school district and Family Court effort to: (1) Find alternatives to handling truancy in the Family Court petition process and (2) To

establish an "early identification process for youth with school behavior or truancy problems".

The original proposal, which was submitted to the Pilot City staff for review by the Family Court Project's staff is now undergoing some modification of detail and concept. The Pilot City Program is committed to assisting the Family Court and the City school system to test alternative ways of dealing effectively with juveniles who have severe truancy problems which may subsequently lead to delinquency. Funding for the project has been assured by L.E.A.A. since it constitutes an integral part of the Family Court Diversion demonstration project. It is anticipated that a final draft of the proposal should be ready for submission in the next few months.

#### IV. DEVELOPMENT OF DEMONSTRATION PROJECTS

One of the basic activities of the Pilot City Program is the development of innovative demonstration projects in the community which can serve as models for testing new methods and techniques for improving the criminal justice system and reducing crime and delinquency.

As previously discussed in Chapter I, prior to July 1, 1974, the Law Enforcement Assistance Administration made \$500,000 in discretionary funds available for each federal fiscal year for implementing demonstration projects in each Pilot City target area. These funds were in addition to L.E.A.A. funds otherwise available to the community for criminal justice programs.

As specified in federal guidelines, the funds previously available under the auspices of the Pilot City Program were provided to support "carefully conceived, pioneering demonstration programs that can serve as 'models'", or that aim to accomplish any of the following:<sup>1</sup>

- "(a) Introduces an approach which is not widely accepted in the area or region.
- (b) Consolidates a number of existing, individually accepted ideas.
- (c) Provides, for the first time, an evaluation of an existing program or accepted idea.
- (d) Contributes to the foundation for the long-term development of a model criminal justice system."

<sup>1</sup>Law Enforcement Assistance Administration, Guideline G 3600.1, "L.E.A.A. Pilot Cities/Counties Program", January 2, 1973, P. 3.

L.E.A.A. guidelines further stipulated that a strong research and evaluation framework must be built into each demonstration project to assure assessment of the project's impact.

In developing demonstration projects, the Pilot City staff was guided by these L.E.A.A. criteria and also sought projects which provided opportunities to test crucial criminal justice system assumptions about crime and its causality, projects which promised to develop more efficient ways of utilizing criminal justice resources, projects which involved participation of private citizens and/or agencies in working with criminal justice agencies, projects which developed linkages with existing programs or which laid the groundwork for additional needed program development, and projects which contained components that were both practical and feasible for eventual institutionalization.

As indicated in Table I, to date the Pilot City staff, in collaboration with local officials, have developed a total of eight separate demonstration projects for which Rochester and Monroe County received L.E.A.A. grants totalling \$1,338,656. Overall costs of these projects, including in-kind and cash contributions from local governments, were \$1,710,915. Three of the demonstration projects -- Police and Citizens-Together Against Crime III, Probation Employment and Guidance Program II, and the FAmily Conflict Intervention Team Experiment -- were developed during the first months of Phase Two.

Each demonstration project focuses upon an identified area of need in the criminal justice system. In some instances the need was



Table I

DEMONSTRATION PROJECTS FUNDED UNDER THE AUSPICES OF THE  
ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM

August, 1972 - September, 1974

<u>Demonstration Projects</u>	<u>L.E.A.A. Funds</u>	<u>Grantee In-Kind Contribution</u>	<u>Grantee Cash Contribution</u>	<u>Total</u>	<u>Date of Award</u>	<u>Grantee</u>
1. Police and Citizens-Together Against Crime (PAC-TAC I)	\$ 282,417 (FY72)	\$ 91,455	\$ 13,453	\$ 387,325	5/73	City
PAC-TAC II (Continuation of PAC-TAC I)	55,591 (FY74)	-----	6,177	61,768	12/73	City
2. PAC-TAC III	124,999 (FY74)	-----	13,889	138,888	6/74	City
3. Monroe County Family Court Probation Project	113,068 (FY72/3)	39,030	15,940	168,038	6/73	County
4. PROgram for System Performance, Evaluation, and Research (PROSPER)	314,094 (FY73)	66,506	44,275	424,875	6/73	County
5. Rehabilitation Intervention Program for Sentenced Prisoners	61,454 (FY73)	23,928	-----	85,382	6/73	County
6. Probation Employment and Guidance Program (PEG I)	57,633 (FY73)	21,005	-----	78,638	6/73	County
7. PEG II	52,437 (FY74)	-----	5,827	58,264	6/74	County
8. Family Conflict Intervention Team Experiment (FACIT)	276,963 (FY74)	-----	30,774	307,737	6/74	City
GRAND TOTAL	\$1,338,656	\$ 241,924	\$130,335	\$1,710,915		

defined by previous research studies; in other instances Pilot City studies outlined the area of need. In developing each project, the staff worked closely with the agencies involved, the crime control coordinators, and relevant local, state, and federal officials.

While the demonstration projects were developed under the auspices of the Pilot City Program, the project grantees, in all instances, are units of local government and these units are responsible for the administration and operation of the projects. Since the Pilot City Program is responsible for assuring that each project is placed in a rigorous evaluation framework, the Program does have an on-going role in relation to each project. This role varies by project, ranging from general monitoring, to participating in policy and research coordination, to responsibilities for undertaking and/or supervising portions of the research and evaluation of the project. These commitments, which require considerable staff involvement, will continue throughout the remainder of the Pilot City Program. Following is a brief review of the present status of the demonstration projects, with emphasis upon Pilot City staff involvement during the first nine months of Phase Two.<sup>1</sup>

"PAC-TAC"  
Police and Citizens-Together Against Crime

The PAC-TAC project, developed collaboratively by the Rochester Police Department and the Pilot City Program, is designed with a view

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<sup>1</sup> Further details on each project -- including the background research defining needs, the operational details, and the evaluation framework -- are available in Pilot City publications.

toward improving police-community relations in high density, high crime urban areas and serving as a deterrent to victimization and street crime. PAC-TAC is an experimental program where police and neighborhood residents work as two-person teams, patrolling fixed beat areas during times of high crime and service call activities.

PAC-TAC I, which involved foot patrol by the police-citizen teams, was funded in May of 1973, became fully operational early in June, and ran to December of 1973. The project was placed in a research framework designed to assess the impact on crime control, law enforcement, and community relations. In order to separate the specific effects of the police-civilian beat teams from the effects of other variables, the project also included beats patrolled by two policemen, beats patrolled by individual police officers, and several matched control "beats" with no foot patrols.

In December, 1973, an additional grant was provided -- PAC-TAC II -- to extend the project on a modified basis to April, 1974, in order to enable completion, while the project was still operational, of a survey assessing the project's impact on community attitudes.

The Pilot City staff worked closely with the Rochester Police Department and City Crime Control Coordinator in the planning, implementation, and evaluation of this project. As discussed in Chapter III of this report, the staff also undertook a major portion of the project's evaluation, including an examination of ethnographic data on the teams' work, a longitudinal analysis of the attitudes of team members; and an analysis of the effects of the experiment on records of offenses and

arrests. A substantial portion of these evaluation activities took place during the first nine months of Phase Two, including preparation of the evaluation report, which is now being edited for publication.<sup>1</sup>

While the early research findings on the initial PAC-TAC project suggested areas of success, it also became clear that six months of a program like PAC-TAC constituted too short a time period to reasonably expect some of the projected benefits to appear. During the early months of 1974, therefore, the Pilot City staff collaborated with the Rochester Police Department in streamlining the PAC-TAC model for continued experimentation in the summer of 1974. Drawing upon experience with the initial model, the objectives of PAC-TAC III were: (1) to increase the speed with which teams could move within the beat areas when necessary; (2) to introduce scheduling flexibility into team administration and deployment; and (3) to examine the feasibility of employing civilians as second members of regular mobile patrols within the context of a mobile support system for foot-patrols. The experimental model provided for six beat areas where the police-citizen teams would use bicycles -- with the goal of expediting team mobility while retaining essential openness to civilian contact; six beat areas where five teams would patrol on foot and the sixth team would patrol among the beat areas in a police car, supplying support services to the foot patrols; and four beat areas where there would be administrative and supervisory

<sup>1</sup>The Program also intends to publish, as a companion report, the community attitude survey which was conducted, under a subcontract of the project, by a third party.

flexibility in team deployment -- in terms of assignment of hours, areas, and days worked, etc. -- in order to maximize the usefulness of the teams.

The project was placed in an experimental framework designed to assess the impact of the different modes of PAC-TAC team patrol on arrests, offenses, calls for service, workloads, team response time, and deterrence of street crime. These impacts, additionally, will be compared to those of the original experiment to determine the best method of team deployment for institutionalization.

In June, 1974, L.E.A.A. funded the PAC-TAC III project for a six-month period to include one month of program development, recruitment and training, three months of operation, and two additional months for completion of the evaluation. In addition to assisting in the project design, writing the grant application, and developing the evaluation framework, the Pilot City staff also participated in the selection of civilian personnel for the project. It is anticipated that the evaluation, which was undertaken by a third party subcontractor, will be available early in 1975.

PROgram for System Performance Evaluation and Research  
PROSPER

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The overall objective of PROSPER is the utilization of up-to-date information technology to improve the operation and management of the local court system by providing information faster, more efficiently, and with greater security, as well as providing information and research techniques which have not been available previously.

PROSPER involves the development of a computerized offender based transaction system for the courts of Monroe County, with potential users including the City and the County Courts, the District Attorney, the Public Defender, the Pre-Trial Release Program, the Adult Probation Department, the Jail, and the Commissioner of Jurors. In addition, information gathered by this system will allow for the utilization of modern research and management techniques to provide additional information with greater accuracy to decision makers in the criminal justice system. The project design calls for PROSPER objectives to be met by a two-phased plan, consisting of a system study, followed by system design and implementation.

L.E.A.A. awarded the PROSPER project grant in June, 1973, and the final contract, from the New York State Division of Criminal Justice Services, was completed in November. Due to delays in obtaining a project manager/systems specialist, the Phase I effort did not formally commence until May, 1974.

Phase I, which consists of a systems study, establishment of systems requirements and specifications, and implementation and evaluation plans, then proceeded on schedule and is now complete. A detailed systems specification, implementation, and evaluation plan will soon be submitted for approval to the necessary parties for the initiation of the Phase II implementation. The PROSPER system is expected to be operational by July, 1975.

In addition to the significant role that the Pilot City staff played in the development of the project proposal and in serving on the PROSPER Policy Committee, the Pilot City staff also was directly

responsible for two major parts of the Phase I effort -- the design of the research and management capabilities of the system, and the evaluation plan. This plan is reviewed in Chapter II of this report. It is expected that the Pilot City staff will continue to monitor the progress of this project throughout the implementation phase.

#### Probation Employment and Guidance Program - I

The PEG Program involves a multidisciplinary panel approach to the problems of unemployed and underemployed probationers, age 18 and over. A pool of volunteer community experts in the fields of personnel, manpower training, and industrial psychology sit on weekly Employment Guidance Councils to advise referred probationers about their employment problems and possibilities, as well as training and educational options. The PEG Coordinator (a senior probation officer) and the Community Liaison Officer (a personnel specialist) provide supportive services, including intensive follow-up; a Research Analyst is responsible for project evaluation.

This program has been supported through the Pilot City Program by two L.E.A.A. grants; although the grants overlap somewhat, the two periods are distinguished as PEG I and PEG II in referring to the operational portions of the program.

The Pilot City staff, in collaboration with the Monroe County Probation staff and the County Crime Control Coordinator, devoted several months to the development of the original project. A survey of employment problems among Monroe County probationers was conducted, discussions were held with Monroe County Probation staff regarding

program goals and needs, and a Pilot City Program consultant, experienced in the employment field, made numerous contacts with community members to assess their willingness to participate in the project. The resultant PEG Program (PEG I) was formulated and subsequently funded in June of 1973.

The PEG I award covered three months of planning, six months of operation, and nine months of research follow-up, data analysis, and evaluation report preparation. The program actually got underway in late August, 1973, and at this time is in the research follow-up phase -- with an evaluation report based on six months minimum follow-up scheduled for February, 1975.

During the PEG I operational phase, unemployed and underemployed probationers who wanted to participate in the program appeared with their probation officers before a review panel, drawn from the pool of community specialists, who briefly assessed the probationer's employment-related problems. Recommendations were made as to service needs, training programs, job availability, etc., that were deemed relevant to the probationer's problems. Probationers designated "job ready" were referred to the Employment Guidance Council for further intensive counseling directed at assisting the probationer to obtain employment. Actual assignment to an EGC session was made randomly from the pool of eligibles to provide for an experimental group (EGC services and follow-through) and a control group (regular probation services). Intensive follow-through assistance after the EGC session was provided by the PEG Coordinator and Community Liaison Officer.

The research and evaluation effort, still on-going, is assessing impacts on recidivism, employment, and social functioning of probationers participating in the program as experimental or control group members (or as "drop-outs"). Debriefing of probation officers and community volunteers is also included in the design.

In addition to assisting in the development of the project and writing the project proposal, the Pilot City staff participated in the selection of project personnel, participated in orientation sessions, and observed several review panel and EGC sessions. The Pilot City staff has served in a consultant and review capacity regarding the development of the research procedures and instruments necessary for the evaluation, and has generally focused on any issues relating to evaluation procedures.

During the six operational months of PEG I, 161 probationers were referred to the program, 132 of whom were interviewed by the review panel. After screening by the panel, 105 persons were found eligible for EGC services; 57 were assigned to the experimental group and 43 to the control group. Preliminary comparisons between experimental and control group members were encouraging as were the enthusiastic responses of the community volunteers to the program.

#### Probation Employment and Guidance Program - II

A second L.E.A.A. award to support the PEG Program was approved in June, 1974, and was requested in order to: 1) extend the operational phase of the program for another 12 months, during which some variations on the original concept would be tried; and

2) expand the original research and evaluation design to provide for a long-term evaluation based on at least 12 months follow-up on all probationers seen during the first year of operation.

Pilot City staff, in a series of discussions with PEG staff, agreed that a more extended trial of the program model was warranted. Preliminary follow-up data on participating probationers, as well as the responses of community volunteers, probation officers, and employers indicated that the original idea was workable, but certain desirable procedural modifications already had suggested themselves. In addition, it appeared desirable to extend the research follow-up beyond six months in order to assess whether the early positive impacts of the program could be sustained over a longer time period.

The PEG II application, therefore, expands the research effort to involve a two-stage process of data analysis -- one report to be based on six months follow-up, the second to cover twelve months follow-up. The basic design of the research remains essentially unchanged. Procedural modifications focus on streamlining procedures (substituting intake by the PEG Coordinator for the review panel process), improving the orientation of participating probationers, and upgrading the quality of information available to the EGC members. The overall intent is to reduce the problem of no-shows and make more efficient use of staff and volunteer resources.

The Pilot City Program will continue to provide technical assistance and consultation requested in relation to the research. Since it appears that the first evaluation report (due in February,

1975) will prove positive, the Pilot City staff will work with the Monroe County Probation Department in developing methods for institutionalizing the project.

#### Rehabilitation Intervention Program for Sentenced Prisoners

This project involves a three-pronged intervention effort with the sentenced population of the Monroe County Jail geared toward early identification of problems that impair the social functioning of the offender, the development of a treatment plan for the individual inmate including group and individual counseling, and a program of after-care treatment and follow-up. The service teams include mental health professionals and para-professionals. Jail guards participate in the program and have received seminars on managing the acutely disturbed and ways of effectively using the mental health services available. The program is placed in an experimental setting and is designed to be evaluated on measures of recidivism, job stability, and social functioning of the inmate one year after discharge from the Jail.

The L.E.A.A. grant for the project was awarded in June, 1973. The original program spanned 18 months: 12 months of operation plus an additional six months for continuing case follow-up by the evaluation team and preparation of the final evaluation report. The subcontract for services, however, was not processed through the New York State Division of Criminal Justice Services (DCJS) until December, 1973. In the grant award, DCJS also made a special condition that a three-month planning phase should precede the delivery of services to sentenced prisoners. Special conditions for the planning phase included such

elements as psychiatric interviews, collecting data for the design of treatment methods, etc., -- in essence running a prototype of the program for three months prior to its full operation.

Following finalization of the subcontract for services in December, 1973, the service team, at their own expense, ran the planning phase for three months as required by DCJS. The operational aspect of the program, therefore, commenced in April, 1974, and is scheduled to end in March, 1975. The evaluation component, including continued follow-up on jail inmates and preparation of the final evaluation report, is scheduled to extend to October, 1975.

While the Pilot City staff collaborated with mental health personnel, the Sheriff's Department, and the County Crime Control Coordinator in developing this project, the staff's role throughout the project is primarily of a monitoring nature, with the evaluation being undertaken by personnel of the University of Rochester's Department of Psychiatry.

#### Monroe County Family Court Probation Project

The Family Court Probation project is designed to improve the delivery of services to juveniles coming into contact with the criminal justice system and to develop a diversion-maximizing model which emphasizes the use of community resources to meet the needs of juveniles as an alternative process. Specific goals include reorganization of probation personnel into teams, and establishing caseloads on a geographic basis. An intensive training program, focusing on

team building and the development of teamwork techniques and skills, also is part of the project.

A major goal is to test, in one experimental catchment area, the maximum diversion of juveniles from the criminal justice system. This involves opening a satellite office in an experimental catchment area, developing specific diversion models for testing in the area, and maximizing utilization of an "allied services" approach by using personnel from related criminal justice, social service, and community agencies to work with the probation teams in implementing diversion strategies. The project is placed in an evaluation framework including an assessment of the training program, and an evaluation of the diversion-maximizing model.

The project was funded by L.E.A.A. in June of 1973, and became operational following approval by the New York State Division of Criminal Justice Services in December, 1973, of the training contract. The project is scheduled for 18 months, with a completion date of June, 1975.

At this point in time, Family Court staff has been reorganized into teams, caseloads have been assigned on a geographic catchment area basis, and the team training program is now almost complete. Further, a complete reorganization of the record keeping system of the court has been achieved, and a program has been undertaken to maximize diversion procedures at the case intake level. Yet to be accomplished is the establishment of a team in a satellite office in the experimental catchment area, the establishment of an allied services approach in this

area, and the development of specific diversion models for this area.

The Pilot City staff spent several months in the development and planning of this project, working with Family Court Probation, the County Crime Control Coordinator, and staff from the School of Criminal Justice, State University of New York at Albany, who, under a grant from the National Science Foundation, are studying diversion in the juvenile justice system and are undertaking part of the project's evaluation. The Pilot City Program also has participated as a member of the project's policy committee.

At this time, a Pilot City staff member is working with project personnel to determine future program steps, is assisting in the development of an expanded evaluation of the project, and (as discussed in Chapter III) is assisting in the development of specific diversion strategies and projects for the experimental catchment area.

#### Family Conflict Intervention Team Experiment (FACIT)

During the first months of Phase II, the Pilot City staff, in collaboration with the Rochester Police Department and the City Crime Control Coordinator, completed development of the FACIT project, which is addressed to providing more effective methods for handling family conflict situations. A survey of the calls for service received by the Rochester Police Department indicated that approximately 9% of these calls -- over 20,000 per year -- involve interpersonal disturbances. An analysis of police data also indicated that approximately 41% of all homicides occurring in Rochester were the result of family problems,

24% of the arrests for assault occurred as the result of family problem calls, and 42% of the assaults on police officers occurred while the officers were answering disturbance calls. Further, an analysis of police data indicated that a large proportion of disturbance calls -- approximately one-fourth -- were from "repeaters".

FACIT is composed of the following key elements: intensive training in special techniques for handling conflict and crisis situations, primarily of the family disturbance nature, for Rochester Police officers, and equipping police officers with effective referral mechanisms to community resources for particular human problems which they confront. In one experimental area, the trained police also will be provided with the services of a multi-disciplined support team. The support team will provide a link between identification of the problem by the police and a subsequent follow-up and follow-through on appropriate family conflict and other crisis cases. Further definition of the role of the support team will be achieved by the police department in consultation with the Executive Policy Committee which relates to the support team and allied services. That Executive Policy Committee is made up of directors from Action for a Better Community, Inc., a community committee on police relations, the Department of Health, the Department of Mental Health, the Department of Social Services, the Ibero-American Action League, Monroe County Family Court, and the United Community Chest of Greater Rochester.

The experiment will be placed in a rigorous evaluation framework enabling an assessment of its effects. Because the special training intends to develop among police officers the skills to intervene in



conflict situations without the use of force and without eliciting violence against themselves, specific effects anticipated are a decrease in the frequency of resorting to the use of force or to the arrest of parties in a conflict situation, a decrease in injury to officers and citizens, and an improvement in the attitudes of police officers regarding their capacity to manage conflict situations. Further, a reduction in the rate of crisis recidivism among families coming to the attention of the police is predicted.

The FACIT project was funded by L.E.A.A. in June of 1974. The project became operational in September of 1974 and is scheduled for 18 months, including 3 months for project planning, development, and police officer training; 12 months of operation; and three months for the completion of the project's evaluation.

In addition to undertaking the research involved in the grant and assisting in the grant development, the Pilot City staff is maintaining close contact with the project, providing technical assistance and attending meetings of Executive Policy Committee as well as other planning sessions of the Police Department.

#### V. THE PILOT CITY PROGRAM STAFF

The Pilot City Program has been fortunate in that throughout its operational period to date -- some twenty-eight months -- it essentially retained its basic professional staff: Ms. Croft, Director; Dr. Thaler, Program Associate; Dr. Smith, Program Associate; Mr. Thomas, Research Associate; Dr. Defabaugh, Administrative and Research Associate; Ms. Cronin, Sr. Research Analyst; Ms. Horwitz, Sr. Research Analyst; and Mr. Hill, Research Analyst. As indicated on Table II, however, some staff changes have taken place recently. In February, 1974, Mr. Hill left to take a criminal justice position with Monroe County. At the end of August, Dr. Smith resumed his full-time teaching schedule at the University. Although he is no longer on the Program's payroll, Dr. Smith, however, is maintaining contact and continues to work on research studies for the Program. In October, Mr. Thomas will be leaving to take a position with the Rochester Police Department.

Since these changes obviously would result in a severe reduction of the basic staff -- from eight to five -- the Program was fortunate to obtain a new staff member, Mr. Carlisle Dickson, in September of 1974. Mr. Dickson, who has been appointed Program Associate, has a background of both academic and professional experience in the criminal justice area.

In addition to maintaining a high level of work activity during the first nine months of Phase Two -- as evidenced by the substantial number of research publications and studies, technical

TABLE II

STAFF OF THE ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAMBASIC STAFF

NAME	TITLE	HIRED	ACADEMIC BACKGROUND	EXPERIENCE
Croft, Elizabeth B.	Director	8/1/72	B.A.-Sociology; M.A.- Political Science; M.A.- Criminal Justice; Completed all but thesis for Ph.D. in Criminal Justice.	22 years applied governmental research work in Rochester-Monroe County; director and author of scores of major studies and evaluations in corrections, police, and courts; has administered "pilot" criminal justice programs.
*Smith, Thomas S.	Program Associate	9/10/72- 8/31/74	B.A.-Sociology; M.A.- Sociology; Ph.D.- Sociology.	3 years teaching experience, University of Michigan; 2 years teaching experience, University of Rochester; author of more than a dozen papers and reports, including work in police systems.
*Thaler, Richard H.	Program Associate	6/12/72	B.A.-Economics; M.A.- Economics; Ph.D.- Economics.	2 years teaching experience at the University of Rochester; research in cost-benefit analysis, the economics of crime, and health economics.
Dickson, Carlisle H.	Program Associate	9/16/74	B.A.-Liberal Arts; M. Div.; M.A.-Criminal Justice; Completed all but thesis for Ph.D. in Criminal Justice.	Project manager (1 yr.) Training of Trainers Program, Md. Juvenile Services; Consultant in Organization Development; 7 years in criminal justice, social work and voluntary organizations.
Thomas, Gregory A.	Research Associate	11/13/72- 9/30/74	B.A.-Sociology and Anthropology; M.A.-Criminal Justice.	15 months with VISTA; 2 years experience in the field of Criminal Justice, including the New York State Department of Corrections, Senior Investigator for the Attica Commission, and Crime Control Planning for the City of Rochester.
Defabaugh, Gretchen L.	Administrative and Research Associate	6/91/72	B.A.-Psychology; M.A.- Psychology; Ph.D.- Psychology	1 year teaching experience at the University of Rochester; author of two publications; numerous years of office work experience, including executive secretarial positions.

Table II Continued

Cronin, Roberta C.	Senior Research Analyst	9/21/72	B.A.-Sociology and Anthropology; M.A.- Sociology; Completed all but thesis for Ph.D. in Sociology.	Teaching experience at Cornell University.
Horwitz, Lois K.	Senior Research Analyst	9/21/72	B.A.-Mathematics; M.A.- Mathematics; Completed all course work for Ph.D. in Mathematics.	Teaching experience at the University of Rochester.
Hill, Scott C.	Research Analyst	6/26/72- 3/15/74	B.A.-Criminal Justice	Assistant Criminal Justice Planner, North Middlesex Area Commission, Lowell, Massachusetts (work/student program); 1 year experience as Records Clerk, Monroe County Sheriff's Office, Rochester, New York.
French, Nancy M.	Secretary	9/14/72	Graduate of Rochester Business Institute	
Breiner, Donna J.	Secretary	7/8/74	Graduate of Churchville- Chili High School.	

\*Drs. Smith and Thaler also hold faculty appointments at the University of Rochester. Their respective Departments pay a portion of their salary commensurate with the time required for Department duties.

service activities, and monitoring and development of demonstration projects -- staff members attended a number of conferences relevant to Pilot City activities including: an intensive full-day seminar meeting with administrators and division heads of the National Institute of Law Enforcement and Criminal Justice, during which the Institute's goals, objectives, and programs were reviewed in detail; the Conference of the National Institute on Crime and Delinquency; the 104th Congress of Corrections, American Correctional Association; and the Second International Symposium on Criminal Justice Information and Statistics Systems-- Conference of the National Advisory Commission on Criminal Justice Standards and Goals. Additionally, staff members attended several local seminars relating to criminal justice including, as discussed later, two arranged jointly by the Pilot City Program and the Graduate School of Management.

Since its inception, the Pilot City Program has enhanced its staffing by the employment of part-time and temporary personnel. Most of these employees have been graduate students who have worked for the Program as research assistants, applying their academic specialities to specific Pilot City studies. During the summer months of Phase Two, the Program also retained on a part-time basis five professors -- with backgrounds in systems analysis, economics, and business administration -- who participated in a number of studies including that of jury selection, the research and management utilization study of PROSPER, the pre-trial release study, the PAC-TAC evaluation, the applicability of simulation models to crime data, etc. As discussed in the next chapter, the Program also had the advantage of the collaboration of

several University professors and graduate level students who, in various capacities, worked without pay in selected Pilot City study areas.

Finally, and most importantly, the Pilot City Program has been extremely fortunate in having as a resource the expertise of the personnel in the various criminal justice agencies, the local, state, and federal governments, and the general community. Personnel from all these areas have assisted Pilot City efforts with their time, interest, and knowledge.

## VI. THE PILOT CITY PROGRAM AND THE UNIVERSITY

The experience during Phase Two of the Pilot City Program's operation continues to provide evidence of the mutual benefits accruing from the association of the University and the Pilot City Program. As discussed in previous reports,<sup>1</sup> the University has a two-fold interest in the Program. On the one hand, the University is interested in being of service to the community by developing a community-based criminal justice program where a relatively intensive research effort is directed at developing and assessing new methods for improving criminal justice processes. At the same time, the University is fundamentally an academic institution and, as such, participation in community endeavors is appropriate only where it contributes to the education process and research programs of the University.

To fulfill both interests, the Pilot City Program has utilized as resources on-going academic programs and relevant academic research interests and expertise. In this manner, members of the academic community involved in the Program have derived educational benefits while the community has benefitted from an enriched Pilot City Program.

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<sup>1</sup> Croft, Elizabeth B. Rochester-Monroe County Criminal Justice Pilot City Program Interim Report, Phase One. December 31, 1972; Croft, Elizabeth B. Rochester-Monroe County Criminal Justice Pilot City Program Phase One Final Report. December 31, 1973.

One area yielding important mutual benefits involves arrangements with University Departments where graduate students, as part of their course work, undertake special studies for the Program. During Phase One, two major cost/benefit studies were conducted by students in the Systems Analysis Program of the Graduate School of Management. During the first nine months of Phase Two, a third study was undertaken and completed -- Analysis of Juror Utilization in Monroe County -- and plans are now underway for another study.

Several students, with the assistance of the Pilot City staff, have undertaken research and prepared class papers in criminal justice areas. This year, Pilot City Program staff also arranged for joint Program-University sponsoring of two seminars of relevance to both the Program and the academic community: Richard Larson, Associate Professor of Electrical Engineering and Urban Studies at MIT, presented a paper "A Hypercube Queuing Model for Facility Location and Redistricting in Urban Emergency Services" to the Graduate School of Management Quantitative Methods Seminar. In addition to presenting his own model, he also discussed general applications of operations research to police allocation decisions. Alfred Blumstein, Professor of Operations Research at the School of Urban and Public Affairs at Carnegie Mellon University, presented a paper to a joint meeting of the quantitative methods and public economics workshops. Like Larson, Blumstein's talk served the dual purpose of presenting his own model (JUSSIM) as well as summarizing the applications of information systems technology to criminal justice planning problems.

Another area with mutual benefits to the University and the Program has been the Program's ability to select, and place on its payroll in part-time or temporary positions, graduate students whose background specialties are pertinent to specific Pilot City projects. The University's reservoir of graduate students is an important resource to the Program, providing trained personnel who can be hired on an as-needed basis. At the same time, the students benefit by having the opportunity to apply their theories, techniques, and methodologies to specific real world problems.

During Phase Two, as previously discussed, several professors also worked part-time during the summer for the Program, providing their expertise in a number of specialized studies. Their assistance not only assured that Program staffing could be maintained at the necessary level, but the special skills and background they offered enabled the Program to expand both the subject matter and number of studies.

A final important area of mutual benefit from the University and Pilot City Program association involves the collaboration of efforts and interchange of ideas between other members of the academic community and the Pilot City staff. Members of the academic community continue to consult and work with the staff, without remuneration, in several projects involving their interest and expertise. During the remainder of Phase Two, the Pilot City Program looks forward to the continued two-way flow of meaningful exchanges, with the University and the Program each serving as a resource to the other.

APPENDIX I

TABLE I

Rochester-Monroe County Criminal Justice Pilot City Program  
Publications in Print

## APPENDIX I

TABLE I

## ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM -- PUBLICATIONS IN PRINT

PILOT CITY PUBLICATION NO.	TYPE OF PUBLICATION	TITLE AND AUTHOR
1	Interim Report #1 Phase I	Croft, Elizabeth B. <u>Rochester-Monroe County Criminal Justice Pilot City Program Phase I Interim Report.</u> December 31, 1972.
2	Information Paper #1	Horwitz, Lois K. and Elizabeth B. Croft. <u>Local Criminal Justice Appropriations in Monroe County, New York.</u> May 7, 1973.
3	Information Paper #2	Cox, Roger A. and Lois K. Horwitz. <u>Demographic Indicators for Rochester and Monroe County, New York 1960-1972.</u> June, 1973.
4	Action Grant #1*	Smith, Thomas S. <u>"PAC-TAC" - Police and Citizens-Together Against Crime.</u> Prepared for the City of Rochester and the Rochester Police Department. June, 1973.
5	Special Study #1**	McGrath, J. William and Edward T. Pegg. <u>Cost Effectiveness Analysis of the Collection and Disbursement of Support Payments by Monroe County Family Court.</u> July, 1973.
6	Special Study #2**	Chitren, Vincent R. and Regis J. Reynolds. <u>A Cost/Benefit Analysis of the Monroe County Pilot Program for Vocational Upgrading of Probationers.</u> July, 1973.
7	Action Grant #2*	Cronin, Roberta C. <u>Probation Employment and Guidance Program.</u> Prepared for the County of Monroe and the Monroe County Probation Department. September, 1973.
8	Action Grant #3*	Thaler, Richard H. and Lois K. Horwitz. <u>Program for System Performance, Evaluation, and Research.</u> Prepared for the County of Monroe. September, 1973.
9	Information Paper #3	Thomas, Greg. <u>The First Five Years of the Safe Streets Act; Law Enforcement Assistance Administration Grants in Monroe County, New York From 1968 to July 1, 1973.</u> September, 1973.
10	Action Grant #4	Thomas, Greg. <u>Monroe County Family Court Probation Project.</u> Prepared for the County of Monroe and the Monroe County Family Court Probation. October, 1973.



PILOT CITY		
PUBLICATION NO.	TYPE OF PUBLICATION	TITLE AND AUTHOR
11	Action Grant #5*	Barry, David and Dean Harper. <u>Rehabilitation Intervention Program for Sentenced Prisoners.</u> Prepared for the County of Monroe and the Monroe County Sheriff's Department. October, 1973.
12	Information Paper #4	Horwitz, Lois K. <u>Local Criminal Justice Appropriations in Monroe County, New York 1960-1973.</u> October 30, 1973.
13	Phase I Final Report	Croft, Elizabeth B. <u>Rochester-Monroe County Criminal Justice Pilot City Program Phase I Final Report.</u> December 31, 1973.
14	Information Paper #5	Cronin, Roberta C. <u>The Impact of Alcohol Offenses on the Criminal Justice System in Monroe County, New York.</u> January 28, 1974.
15	Information Paper #6	Hill, Scott C. <u>Police in Monroe County, New York.</u> May, 1974.
16	Information Paper #7	Thomas, Greg. <u>Corrections in Monroe County, New York 1970-1973.</u> April, 1974.
17	Special Study #3***	Thaler, Richard H. and Jeffrey Lasky. <u>Research, Management, and Offender Based Transaction Statistics Systems.</u> April 30, 1974.
18	Information Paper #8	Cox, Roger. <u>Crime in Monroe County 1960, 1964, 1970-1973.</u> September, 1974.
19	Action Grant #6*	Cronin, Roberta C. <u>Probation Employment and Guidance II.</u> Prepared for the County of Monroe and the Monroe County Probation Department. July, 1974.
20	Action Grant #7*	Hill, Scott C. <u>"FACIT - Family Conflict Intervention Team Experiment.</u> Prepared for the City of Rochester and the Rochester Police Department. July, 1974.
21	Action Grant #8*	Smith, Thomas S. <u>"PAC-TAC III" - Police and Citizens-Together Against Crime.</u> Prepared for the City of Rochester and the Rochester Police Department. July, 1974.
22	Contracted Study #1	Kingston, Patti J. and Jeffrey O. Smith. <u>A Study of Drug Abuse in Rochester and Monroe County.</u> Prepared under Subcontract for the Pilot City Program by the Center for Governmental Research Inc. March, 1974.

PILOT CITY		
PUBLICATION NO.	TYPE OF PUBLICATION	TITLE AND AUTHOR
23	Information Paper #9	<u>Crime in Monroe County 1960, 1964, 1970-1973 (Crime Data Supplement).</u> Compiled by the Staff of the Rochester-Monroe County Criminal Justice Pilot City Program. September, 1974.
24	Interim Report #2 Phase II	Croft, Elizabeth B. <u>Rochester-Monroe County Criminal Justice Pilot City Program Phase II Interim Report.</u> September 30, 1974.
25	Special Study #4	Thaler, Richard H.; Warren Hausman, Lois Horwitz, Lee Mairs, and M. R. Rao. <u>Research and Management Utilization of PROSPER.</u> September, 1974.

\*The development of each Action Grant included the work of several staff members. The staff member shown above served as primary coordinator for development of the project and wrote the major portion of the text.

\*\*Authors collaborated with Pilot City staff; were not employed by the Pilot City Program.

\*\*\*This paper was presented at the Second International Symposium on Criminal Justice Information and Statistics Systems, April 30, 1974, held at the California Technological Research Foundation, Sacramento, California. The two authors of this paper are both Assistant Professors in the Graduate School of Management of the University of Rochester. Dr. Thaler is also on the staff of the Pilot City Program.

NOTE: This list does not include technical service papers which are submitted to agencies requesting the study.

TO: Joan Nugent

DATE: 3-24-75

FROM: Lavonne Wienke

SUBJECT: Entry of final reports into NTIS.

The enclosed reports have been approved for dissemination through NTIS. Thirteen copies of each report are enclosed. Two copies are for NCJRS use. These reports may be included in the NCIRS data base.

Eleven copies should be forwarded to NTIS with the appropriate forms and any necessary disclaimers. Please supply us with a copy of the accession numbers once they are entered.

The enclosed reports are:

1. AN ECONOMETRIC ANALYSIS OF PROPERTY CRIME: INTERACTION BETWEEN POLICE AND CRIMINALS, 74-NI-02-002.
- ✓ 2. ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM: PHASE TWO INTERIM REPORT, 74-NI-02-0002.
3. ANALYSIS OF JUROR UTILIZATION IN MONROE COUNTY, 74-NI-02-0002.
4. PUBLICATION LIST (ANNOTATED), REVISED OCTOBER 1974, 72-NI-09-0001
5. RESEARCH IN PROGRESS, REVISED OCTOBER 1974, 72-NI-09-0001.

**END**