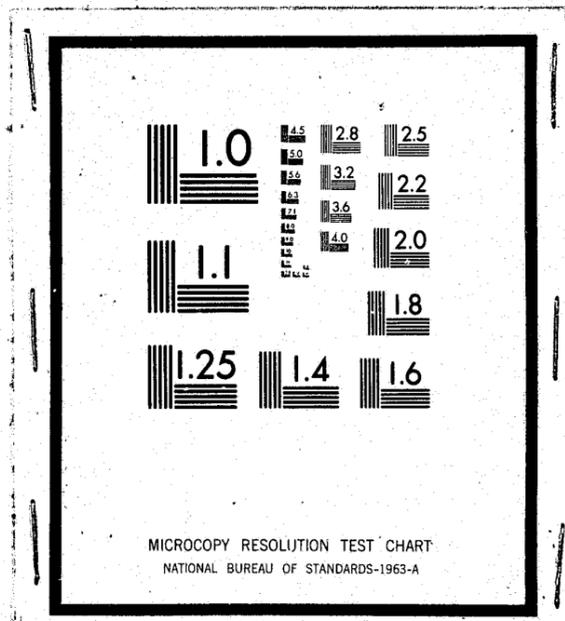


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
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COLLEGE OF WILLIAM AND MARY
METROPOLITAN CRIMINAL JUSTICE CENTER

PILOT CITY PROJECT
GRANT NO. ~~NI 72-005 C~~
72-NI-99-0005
OPERATIONAL GUIDELINES

34083
READING ROOM

COLLEGE OF WILLIAM AND MARY
METROPOLITAN CRIMINAL JUSTICE CENTER

PILOT CITY PROJECT
GRANT NO. ~~NI 72-885-G~~
72-NI-99-0005
OPERATIONAL GUIDELINES

OPERATIONAL GUIDELINES

FOR

PILOT CITY PROGRAM

In accordance with the original grant application for this program, which was approved by the National Institute of Law Enforcement and Criminal Justice on September 7, 1971, as Grant No. NI 72-005-G, and in accordance with the proposed Pilot City Guidelines issued on June 13, 1972, the research activities of the LEAA pilot city program for the Cities of Chesapeake, Norfolk, Portsmouth and Virginia Beach, Virginia, consist of the following:

- I. Assistance to the host jurisdictions in the research and planning of programs to be funded through Pilot "Q" funds and/or funds available from other sources;
- II. Provision of technical assistance (as defined below) to the host jurisdictions and to other jurisdictions or agencies within LEAA Region III, upon request, dependent upon available MCJC time, resources, and capabilities;
- III. Participation in an advisory capacity in the research and planning process of the host jurisdictions, to the extent that this participation will contribute to the improvement of the host jurisdictions' criminal justice research and planning capability; and,
- IV. Dissemination of information derived from the foregoing research activities.

These activities are undertaken to fulfill the overall purpose of the national Pilot City program -- the development of a model criminal justice system which reduces crime incidence -- through (1) the design and evaluation of programs or projects which are often experimental or innovative in nature; (2) the exploration, with the host jurisdictions, of the change process and of the means of identifying and effecting appropriate changes in the criminal justice structure; (3) the development within the host jurisdiction(s) of a research and analysis capability which permits comprehensive criminal justice planning and program evaluation; and (4) investigation of the means by which an interdisciplinary criminal justice team might significantly contribute to the reduction of crime incidence and to the achievement of the other purposes of a criminal justice system.

On the basis of research conducted by the MCJC Pilot City team during the first months of the project, studies conducted in this area and in Virginia by state agencies and private consultants, advice of local criminal justice planners and other government personnel and local citizens, and an estimation of political realities and priorities (see MCJC Pilot City Program Interim Report), the MCJC Pilot City program is initially concentrating its research activities on policing and on the juvenile justice structure. This current emphasis does not preclude primary emphasis in subsequent years on the adult criminal justice structure.

The following describes the criteria by which each individual project or activity within the basic MCJC Pilot City research program is undertaken and conducted.

I. Assistance in Research and Program Development and Application for Pilot "0" and Other Funding

The formulation of pilot-type programs depends critically upon intensive research during the selection, preparation and evaluation stages of such programs and contributes directly or indirectly to the achievement of each of the major pilot city goals.

In identifying those needs which might be appropriately met through the utilization of Pilot "0" and other funds, the MCJC team, the local criminal justice planner(s), and appropriate agency personnel rely heavily on the baseline data which, as described in more detail in the interim report of this pilot city project, was largely assembled between September of 1971 and March of 1972. Particular needs or problems may be identified through more informal methods such as consultations with various governmental and other personnel, but every attempt is made to verify such asserted needs through the baseline data previously collected and/or by additional quantitative analysis (which will then be integrated into baseline data). The problem-analysis process and the pertinent data resulting therefrom should be summarized in the ensuing grant proposal.

A second criterion for MCJC participation in program research and design and subsequent application against Pilot "0" and other funds is the potential of each project to significantly contribute to the development over the five-year period of a model criminal justice system. Under this criterion a given program may be one which is common to most other jurisdictions but which is lacking in the Tidewater area and is clearly a necessary part of any criminal justice system, or one which is generally thought by criminal justice theoreticians to be an appropriate part of a model criminal justice system but which has not been widely im-

plemented and evaluated, or one which is highly experimental in nature. Important sub-factors in determining whether a particular proposed program meets this basic criterion of contributing to the establishment of a model criminal justice system are the ways in which and the extent to which the proposed program interrelates with other segments of the present or targeted criminal justice system; the expected information from and results of the project, including the extent to which such information and data will be useful to other criminal justice agencies and will contribute to the identification of other problems and to the planning of subsequent programs; and the potential of the program for being extended, changed, or added to in the future. The specific ways in which a proposed program will contribute to the development of a model criminal justice system, the usefulness of the proposed program to other agencies and to the planning process, and the potential flexibility of the proposed project should be described in as much detail as possible in the grant application. To facilitate the implementation of this criterion and the determination in each instance of whether this criterion is being met, the MCJC team is now developing a model of the needs within the Tidewater area juvenile justice structure and the various possible responses to each of those needs; this model, with an accompanying time-frame of potential responses, should be completed in the early fall of 1972, subject to appropriate revision thereafter.

The third minimum criterion or characteristic of programs which are designed with MCJC assistance and which are proposed for Pilot "0" and other funding is the presence of a sophisticated and comprehensive evaluation component. All final evaluation of programs designed in part by the pilot city team will be conducted by independent evaluators; where appropriate, a grant application may provide that the pilot city team will assist the administrators of the proposed program in the selection of the evaluator. Program applications and contracts should provide for the employment of the independent evaluators before the commencement of the project (or of each major phase of the project) so that the evaluator can assure that all program operations and procedures are recorded in such a way as to insure meaningful measurement. To the extent possible each grant application will specify the particular types of data which must necessarily be collected in order to test the hypotheses of the proposed project and will also specify the means by which that data is to be collected. At the very least, every grant proposal and contract will specify that the evaluator (1) must describe, analyze, and judge the implementation and operation of the project (e.g., the sophistication and accuracy of the project's problem-identification techniques, appropriateness of project activities to identified needs, appropriateness of personnel qualifications vis-a-vis identified needs, and direct and side results of various approaches to a given problem or need),

(2) must develop and analyze quantitative and qualitative data which accurately determines whether the stated goals of the project (which in most cases should include the reduction of crime incidence) have been achieved, and (3) must, on the basis of the foregoing, make specific recommendations as to project continuation in its current or altered form. To meet these requirements, it will often be necessary to provide for the evaluation of a project for a number of months or even several years after the Pilot "0" or other funding period has terminated.

If the foregoing criteria for the planning, implementation and evaluation of projects are universally met, progress toward the goals of the pilot cities program should be greatly aided. In particular, the need of the host jurisdictions for pilot city team assistance in the research and planning of such projects should diminish over the years as a result of the improved research and program planning capability of each host jurisdiction. Further, such projects should generate important data which are useful for nationwide distribution through LEAA's information dissemination program.

Following the approval of a grant application for Pilot "0" or other funding, MCJC participation will generally consist of the following activities: performance of interim evaluation or assistance in the selection of the final evaluator (where requested by project personnel or specified in the approved application), assistance in the selection of key project personnel (where requested by project personnel or specified in the approved application), and other technical assistance subject to the guidelines for the provision of technical assistance as specified in Section II, infra. The basic groundrule is to allow each project to stand or fall on its own merits; therefore, the MCJC staff will avoid becoming overly involved in the project but will assist project personnel in avoiding courses of action which will unfairly or unnecessarily destroy the potential usefulness of the project to its clients, to the criminal justice structure of the host jurisdictions, and to the criminal justice field.

As indicated in the foregoing discussion, it is anticipated that the MCJC Pilot City team will also assist in the research and development of programs for funding by other LEAA, governmental and private sources in addition to LEAA discretionary funds. All such applications should adhere to all of the foregoing guidelines, and these activities will be duly recorded and reported as part of the Tidewater Area Pilot City research program. The MCJC Pilot City team may also help prepare grant proposals for programs to be conducted by non-criminal justice agencies in instances where such programs will contribute to achievement of overall MCJC Pilot City goals.

II. Technical Assistance

The MCJC Pilot City team defines technical assistance as any type of assistance which the team provides agencies in the host cities, other than aid in the actual preparation of grant applications. Such assistance may involve informal discussion, the provision of a piece of data, production of a substantial research or analytical document, services on various committees and task forces (in an advisory or information-supplying capacity), provision of expert consultants from this or other parts of the country, etc.

Every instance of MCJC technical assistance will either directly contribute to the generation and analysis of research data or will otherwise contribute to fulfillment of one or more of the major responsibilities of the Pilot City program, i.e., assistance in preparation of grant applications, improvement of planning capabilities, etc. Thus, the criteria by which the MCJC decides to render technical assistance when requested to do so are the following, in order of descending importance:

1. The extent to which the provision of the requested and other appropriate technical assistance will contribute, in specific, identifiable ways, to the problem-analysis and program-planning capability of the requesting jurisdiction or agency and, thereby, to the development of a model criminal justice system;
2. The extent to which MCJC technical assistance will contribute, in specific, identifiable ways, to the successful planning, implementation and operation of potential or already existing programs funded by Pilot "O" funds or planned with MCJC assistance as part of the effort to develop a model criminal justice system;
3. The amount of MCJC staff time required to completely satisfy the technical assistance request, vis-a-vis the expected payoff; and,
4. The extent to which the rendering of the particular requested technical assistance is necessary to preserve the MCJC's entry to the requesting agency.

III. MCJC Contribution to Area Planning Capability

It is believed that the two basic activities described above are the major means by which the MCJC Pilot City team can contribute to the improved criminal justice planning capability in each of the four host cities and in the region as a whole; as explained above, the Tidewater Area MCJC carefully considers in each instance the particular way in which each given activity will contribute to this end.

In addition the MCJC Pilot City team believes it must devote time and other resources to projects which directly address the goal of improved planning capability. It will therefore be appropriate for the MCJC team, upon appropriate identification of needs and specification of goals, to utilize its subcontracting and/or consulting funds and to devote professional and other resources to projects which explore the planning strengths, weaknesses, and needs of the host jurisdictions individually or as a group, which provide training and experience for local personnel in criminal justice planning, and/or which result in planning guides or handbooks for the use of local criminal justice planners.

IV. Dissemination of MCJC Pilot City Program Research

The MCJC Pilot City team is, first and foremost, a criminal justice research unit which is primarily responsible for studying the strengths and the needs of the criminal justice structures of the host jurisdictions and experimenting with means of utilizing those strengths and meeting those needs. It is anticipated that the problem of the criminal justice systems of the Tidewater area are similar in many respects to those in other areas of the nation. Thus, it is essential that the team's research activities discussed in sections I - III, supra, and the results of those activities should be adequately disseminated. The MCJC team understands that this is primarily the responsibility of the National Institute.

The MCJC team does have the responsibility for assisting in the dissemination of the methods and results of activities in which it has been involved. This responsibility has two implications. First, the MCJC must, in the pre- and post-program description of all projects or activities, discuss in appropriate detail the ways in which the local problems or needs addressed by the given project or activity are typical of the needs of other jurisdictions or of the problems which are generally recognized in the literature in the field to be part of or inherent in criminal justice structures. Second, the MCJC team members should devote an appropriate amount of their time to the production of reports which demonstrate in specific ways the applicability of Tidewater Area Pilot City programs, experiences, and results to problems of national incidence or scope. This type of extrapolation of specific research data to problems of general interest, together with its other research activities as described supra, will ensure that the MCJC Pilot City team is providing the complete research program which is its charter.

July 28, 1972

END

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