

*Perce*

# Dayton-Montgomery County

## CRIMINAL JUSTICE PILOT CITIES PROGRAM

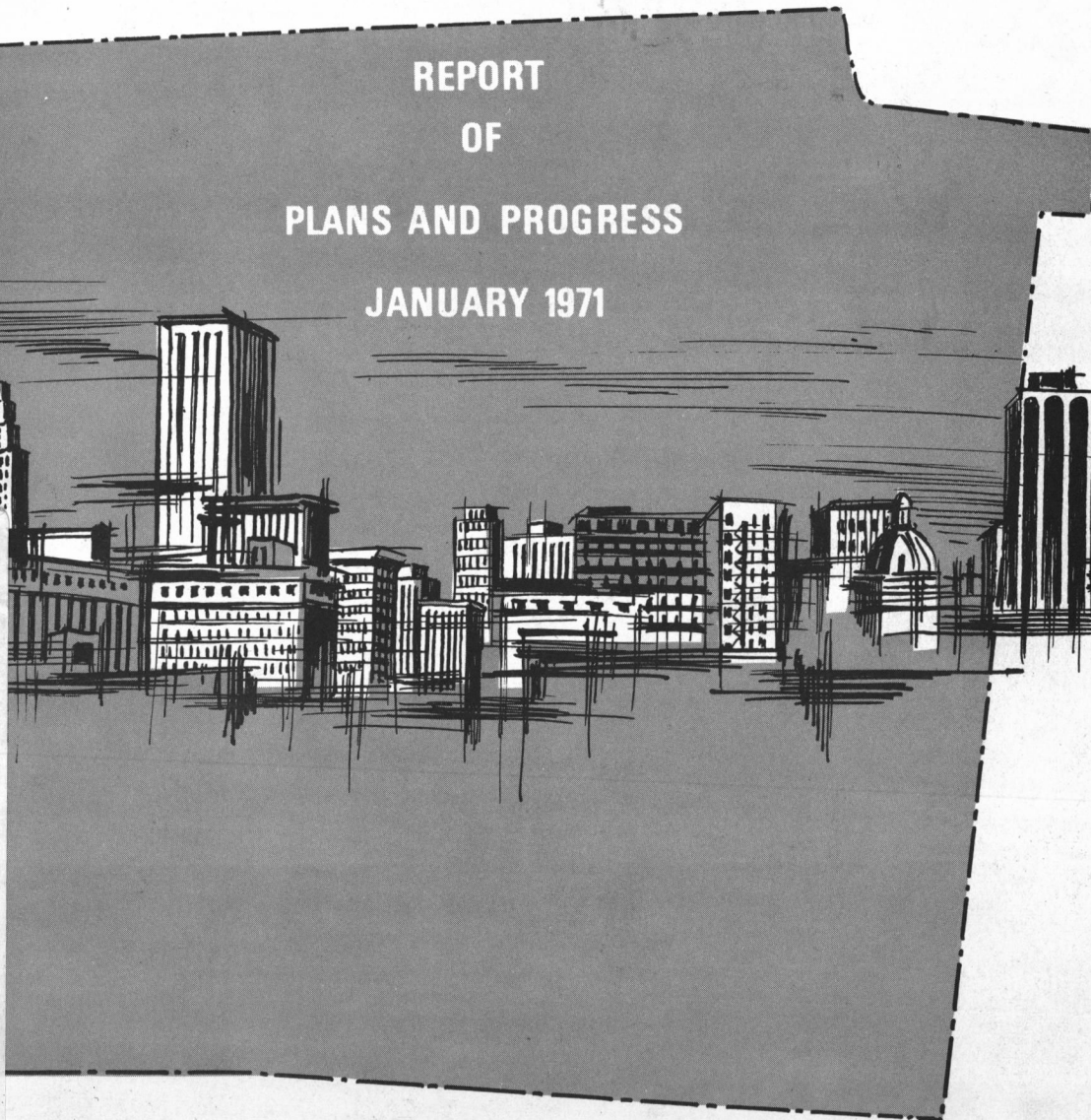
FUNDED BY

The National Institute of Law Enforcement & Criminal Justice  
Law Enforcement Assistance Administration  
U. S. Department of Justice

REPORT  
OF

PLANS AND PROGRESS

JANUARY 1971



NCJ-00751

COMMUNITY RESEARCH INC. DAYTON, OHIO 45402

## COMMUNITY RESEARCH, INC.

### OFFICERS

Robert S. Oelman, President  
Leland N. Sprecher, 1st Vice-President  
Mrs. Robert C. Neff, 2nd Vice-President  
Samuel L. Finn, Secretary  
I. H. Jones, Treasurer

### BOARD OF TRUSTEES

Dr. A. V. Black  
Vincent P. Blair  
James M. Cox, Jr.  
Conrad Grimes  
Lloyd Lewis, Sr.  
T. G. Lyons, Sr.  
Gen. Glen J. McClernon  
Mrs. Homer L. Miller  
David Rike  
James M. Stuart  
Milton Wagner, Sr.  
Louis Wozar

### STAFF

Jeptha J. Carrell, Executive Director  
William J. Schneider, Research Associate  
Maria Black, Secretary

## PILOT CITIES PROGRAM

### STAFF

James Bain, Jr., Program Director - Systems Analysis  
James J. Grandfield, Associate Director - Corrections  
John W. Kessler, Associate Director - Courts  
Gary Pence, Associate Director - Police  
Marie-Louise Miller - Administrative Assistant  
Jan Landaker - Secretary



**NATIONAL INSTITUTE OF LAW ENFORCEMENT  
AND CRIMINAL JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
U. S. DEPARTMENT OF JUSTICE**

**DAYTON-MONTGOMERY  
CRIMINAL JUSTICE PILOT CITIES PROGRAM**

**REPORT  
OF  
PLANS AND PROGRESS  
(July 1, 1970 – December 31, 1970)**

Community Research, Inc.  
Suite 444, 333 West First Street  
Dayton, Ohio 45402

## FOREWORD

This report provides a panoramic portrayal of the plans and six-month progress of the Dayton-Montgomery Pilot Cities Team in assisting local leaders in developing and demonstrating improvements in crime prevention and criminal justice. It was prepared for use within the National Institute of Law Enforcement and Criminal Justice.

The unique feature is the systems approach to planning, police, courts and corrections which is described in the Development Section. It is a pioneer effort to apply a proven planning technology to generate information needed by administrators to identify, and find solutions for, system-wide crime prevention and criminal justice problems.

The development efforts of the team are balanced by the equally important demonstration programs to test and evaluate solutions. Both on-going and feasible future demonstration programs are described in the Demonstration Section.

In the last section, the lessons learned by the team are presented for the guidance and information of other Pilot Cities Teams being organized across the country.

This report will be refined and updated every three months. The final product will be a comprehensive report on (1) what existed, (2) what improvements were made, and (3) how they were accomplished.

James Bain, Jr.  
Program Director



NI 70-092

This interim report on the plans and progress of the Dayton/Montgomery County Pilot City Project was prepared under a grant awarded to Community Research, Inc., Dayton, Ohio by the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration.

Pilot Cities teams undertaking such programs under federal government sponsorship are encouraged to express their own judgment freely. Therefore, approaches, points of view or opinions stated in this document do not necessarily represent the official position or policy of the National Institute.

# TABLE OF CONTENTS

	Page
Foreword . . . . .	.
Introduction . . . . .	.
<b>DEVELOPMENT</b>	
<b>PART I. PLANNING SYSTEM DEVELOPMENT . . . . .</b>	<b>I-1</b>
Purpose . . . . .	I-1
Systems Planning Defined . . . . .	I-1
Section 1 - Difficulties of Existing Planning Practice . . . . .	I-1
Existing Planning System . . . . .	I-1
Conditioned Resistance to Change . . . . .	I-2
Overcoming Resistance to Change . . . . .	I-2
Section 2 - Systems Planning Process and Teams . . . . .	I-2
Systems Approach . . . . .	I-3
Quantitative Value Criteria . . . . .	I-3
Systematic Analysis . . . . .	I-4
Mathematical Models . . . . .	I-6
Criminal Justice Information System (CJIS) . . . . .	I-8
Section 3 - Improvement Plans and Progress . . . . .	I-9
Master Plan . . . . .	I-9
Plan for Change . . . . .	I-9
Systems Planning Demonstration Phase . . . . .	I-11
Description of Development Projects . . . . .	I-11
Summary . . . . .	I-11
<b>PART II. POLICE PLANNING DEVELOPMENT . . . . .</b>	<b>II-1</b>
Introduction . . . . .	II-1
Section 1 - Requirements and Existing System . . . . .	II-1
PPBS Requirements . . . . .	II-1
Police Organizations . . . . .	II-1
Criteria for Selection . . . . .	II-1
Section 2 - Application of PPBS . . . . .	II-5
A Design for Police Change . . . . .	II-5
Methodology . . . . .	II-6
Priorities . . . . .	II-6
Budget Guidance . . . . .	II-6
Budget Structure . . . . .	II-6
Police Development . . . . .	II-6
Police Program Budget Report . . . . .	II-7
Purpose of Program Budget Report . . . . .	II-8
Criteria for Evaluation . . . . .	II-8
Section 3 - Plans, Problems and Progress Summary . . . . .	II-8
Police Planning . . . . .	II-8
Approach . . . . .	II-8
Problems Related to the Implementation of PPBS . . . . .	II-9
Summary . . . . .	II-9



Public Defender - Bail Bond - Social Services . . . . .	6
Complaint Evaluation and Intake Bureau for County Prosecutor's Office . . . . .	6
A Criminal Justice Information System . . . . .	6
Consolidated Probation Services . . . . .	6
Halfway House for Probationers and Parolees . . . . .	6

## LESSONS LEARNED

LESSONS LEARNED . . . . .	1
---------------------------	---

## APPENDIX

Dayton Pilot Cities Team Policy . . . . .	1
James Bain, Jr. . . . .	2
Gary Pence . . . . .	2
John W. Kessler . . . . .	3
James J. Grandfield . . . . .	3
Organization Chart of Montgomery County . . . . .	4
City of Dayton Organization Chart . . . . .	5
Dayton Police Department Organization Chart . . . . .	6
Montgomery County Sheriff's Department . . . . .	7
Organization Chart #1, Montgomery County Courts . . . . .	8
Organization Chart #2, Montgomery County Juvenile Court . . . . .	9
Organization Chart #3, Municipal Prosecutors . . . . .	10
Organization Chart #4, County Prosecutor's Office . . . . .	11
Flow Chart #1, Municipal and County District Courts . . . . .	12
Flow Chart #2, Processing of Felonies . . . . .	13
Flow Chart #3, Pleas On Arraignment . . . . .	14
Flow Chart #4, Juvenile Proceedings . . . . .	15
Human Rehabilitation Center . . . . .	16
Court of Common Pleas Probation Department . . . . .	17
PPBS Schedule for Corrections . . . . .	18

## FIGURES

Figure I-1. The Role of PPBS in Public Systems . . . . .	I-1
Figure I-2. Effectiveness, Economy and Worth Relationship . . . . .	I-3
Figure I-3. Systems Planning Process for Law Enforcement and Criminal Justice Administration . . . . .	I-5
Figure I-4. Mathematical Criteria, Systems and Tradeoff Models . . . . .	I-7
Figure I-5. Criminal Justice Information System . . . . .	I-8
Figure I-6. Complementary Roles of Analytical and Systems Specialists of a Systems Planning Team . . . . .	I-9
Figure I-7. Concept of the Planning System . . . . .	I-10
Figure I-8. Master Plan for Systems Planning Demonstration . . . . .	I-12
Figure II-1. Inventory of Police and Sheriff's Departments in Montgomery County . . . . .	II-2
Figure II-2. Personnel Allocation within Dayton Police Department . . . . .	II-3
Figure II-3. Funding for Police Projects in the Pilot Cities Area . . . . .	II-4

<b>PART III. COURTS PLANNING DEVELOPMENT</b> . . . . .	<b>III-1</b>
Section 1 - Existing Organizations and Operations . . . . .	III-1
Introduction . . . . .	III-1
Judicial Organization . . . . .	III-1
Prosecution Organization . . . . .	III-1
Caseloads and Budgets . . . . .	III-2
Case Flow . . . . .	III-2
Section 2 - Courts Program Structure . . . . .	III-2
Introduction . . . . .	III-2
Program Budget Structure . . . . .	III-3
Explanation of Objectives . . . . .	III-3
Section 3 - Planning for Court Change . . . . .	III-5
 <b>PART IV. CORRECTIONS PLANNING DEVELOPMENT</b> . . . . .	 <b>IV-1</b>
Section 1 - Existing Organizations and Operations . . . . .	IV-1
Definition . . . . .	IV-1
Organizations and Operations . . . . .	IV-1
Section 2 - Corrections Program Structure . . . . .	IV-1
Programs and Objectives . . . . .	IV-1
Section 3 - Planning for Corrections Change . . . . .	IV-2

**DEMONSTRATION PROGRAMS**

<b>PART I. OPERATING</b> . . . . .	<b>1</b>
Police Legal Advisor . . . . .	1
Community Service Officer . . . . .	1
Metropolitan Scientific Crime Control . . . . .	1
Community-Oriented Conflict Management . . . . .	2
Psychological Training and Evaluation for Police . . . . .	3
Community-Centered Team Policing . . . . .	3
Alcohol and Drug Treatment . . . . .	4
Youth Resources Commission . . . . .	5
 <b>PART II. PENDING</b> . . . . .	 <b>5</b>
Polygraph Examination . . . . .	5
Forensic Laboratory . . . . .	5
Portable Two-Way Radio Communication . . . . .	5
Fingerprint Information . . . . .	5
 <b>PART III. PROPOSED</b> . . . . .	 <b>6</b>
Criminal Justice Center . . . . .	6
Police Microfilm Records . . . . .	6
Narcotics Enforcement at Organized Crime Level . . . . .	6
Automated Police Information, Command and Control System . . . . .	6
Police Planning Director . . . . .	6
Youth Service Bureau . . . . .	6
Diagnostic and Treatment Unit for the Human Rehabilitation Center . . . . .	6
County Jail Inmate Program . . . . .	6
Juvenile Court Volunteer Services and Workshop . . . . .	6



## INTRODUCTION

### PROGRAM DESCRIPTION

The Dayton/Montgomery County Criminal Justice Pilot Cities Program consists of a community-based technical assistance team with criminal justice and systems analysis experience. The objective of the team is to assist community administrators in system-wide improvement of crime prevention and criminal justice operations. Specifically, the team assists criminal justice agencies in:

1. Developing the planning system to generate information needed to select the best programs for demonstration projects.
2. Developing plans for demonstration projects and for necessary project funds.
3. Evaluating demonstration programs to generate information needed to select the best programs for system-wide implementation.

Over a five-year period, the team will measure the results of these innovative demonstration programs. The results and findings will be reported to the Law Enforcement Assistance Administration for dissemination to other communities throughout the nation.

### TEAM ORGANIZATION

In June, 1970, Community Research, Inc., Dayton, Ohio, applied for a grant from the Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, for the purpose of establishing a Pilot Cities Program. Community Research, Inc. (CRI) is a private, nonprofit research organization which is financed by contributions from foundations and individuals for the purpose of performing research on local government problems.

In July, 1970, the grant was approved for the program and the following professionals were selected for the Pilot Cities Team: (See Appendix, pp. 2 & 3, for biographical sketches of the team members.)

#### JAMES BAIN, JR. . . . . Program Director – Systems Analysis

Works with all criminal justice agencies through the respective Associate Directors.

#### GARY K. PENCE . . . . . Associate Director – Police

Works with the Dayton Police Department, and with Montgomery County law enforcement agencies.

#### JOHN W. KESSLER . . . . . Associate Director – Courts

Works with the City and County Prosecutor's Office, the Dayton Municipal Court, and the Montgomery County Court of Common Pleas.

#### JAMES J. GRANDFIELD . Associate Director – Corrections

Works with the Juvenile Court, the City and County Probation Departments, the Dayton Human Rehabilitation Center, and with private welfare organizations concerned with corrections.

Community Research, Inc., grantee of the Pilot Cities Program funds from the Law Enforcement Assistance Administration, is engaged in a variety of urban action research efforts in the Dayton area – efforts not directly related to the Pilot Cities Program. With regard to the Pilot Cities Grant, CRI is responsible for the administration of the program, which includes administrative support and fiscal accountability for program funds.

### SYSTEM DESCRIPTION

Montgomery County, Ohio, covers an estimated 465 square miles, with an estimated population of 650,000. (See Appendix, page A-4) It is governed by a board of three county commissioners, who are elected by the citizens for a period of four years.

The largest city in Montgomery County is Dayton, which covers 38.271 square miles and serves an estimated population of 276,500. It is governed by a five-member City Commission. The commissioners are elected by the citizens of Dayton to serve for four years. The separately-elected mayor serves as the presiding City Commissioner. A City Manager is employed by the City Commission to carry out commission policies. The City Manager also has jurisdiction over all departments of city government. See Appendix, page A-5, for an organization chart of the City of Dayton.

The variance among the communities that compose Montgomery County is reflected through the socio-economic factors which exist in these areas. Dayton is the core city and is confronted with the urban problems associated with increased migration and social mobility. It is surrounded by more affluent neighbors who are politically independent and can be described as residential in nature. The problems that Dayton is presently experiencing, therefore, are not characteristic of the entire metropolitan region.

The criminal justice system of Dayton/Montgomery County is dominated by independent jurisdictions, thus placing artificial limitations upon the system. The agencies that compose the criminal justice system are staffed by competent persons. However, due to the independent jurisdictional structure of the system, the same priorities and concerns are not reflected through the total system.

A desire for cooperation and coordination is evident throughout the system, and there is outstanding leadership in police, courts and corrections in all jurisdictions. This can be seen in the number of coordinating organizations that have been created to achieve the system's common objectives. The Miami Valley Council of Governments, Bar Association, Montgomery County Police Officers Association, and the Health and Welfare Planning Council are examples of such organizations. The agencies that compose the criminal justice system will be discussed later in this report.

## PART I

### PLANNING SYSTEM DEVELOPMENT

By  
JAMES BAIN, JR.

#### PLANNING SYSTEM DEVELOPMENT

*A state or local government that undertakes to improve its criminal administration should begin by constructing formal machinery for planning.*<sup>1</sup>

#### PURPOSE

This part of the report outlines the development of a system for comprehensive and systematic planning within Dayton/Montgomery County law enforcement and criminal justice administration. A system for planning consists of organizational levels of multi-disciplinary planning staffs using a systematic analysis process. The purpose of planning is to generate decision information needed to improve law enforcement and criminal justice.

This report is organized into three sections to tell (1) the difficulties encountered in the existing planning practice, (2) what the available planning technology is, and (3) how the Pilot Cities Team and community administrators can close the gap between available technology and existing practice to generate the following needed decision information:

1. Measurable crime prevention and criminal justice program objectives to be achieved within available resources to satisfy public needs. This information is needed to develop a selection criterion of public value.
2. Expected public value of each proposed improvement. This information is needed to select the best improvements for test demonstration.
3. Actual public value of each demonstration program. This information is needed to select the best programs for system-wide implementation.

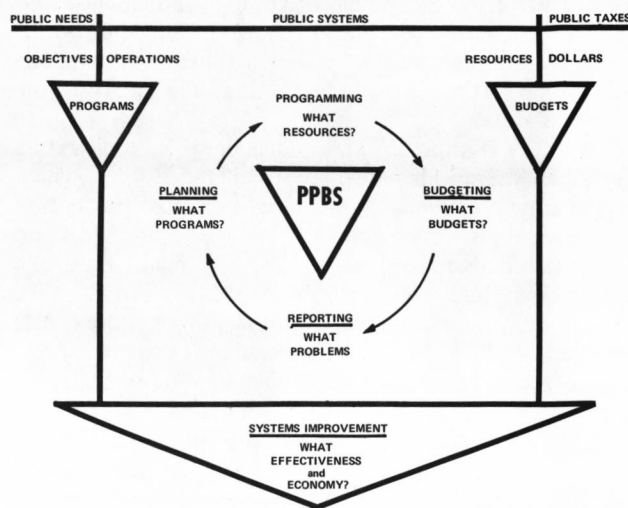
#### SYSTEMS PLANNING DEFINED

Systems planning<sup>2</sup> is an instrument for top level administrators. It is a part of the Planning, Programming, Budgeting and Reporting System (PPBS), which is being developed for use in Federal Government agencies. Planning determines the best programs to achieve objectives within available resources. Programming determines the best allocation of resources to programs. Budgeting translates the program resources to annual budget requests. Reporting identifies the problems and the costs of achievements of program objectives. The PPBS process is then repeated, beginning with planning, to make the improvements necessary to solve those problems. The role of PPBS in public administration is schematically illustrated in Figure I-1.

<sup>1</sup> "The Challenge of Crime in a Free Society," page 279.

<sup>2</sup> In the Pentagon, it is called "systems analysis".

Figure I - 1  
ROLE OF PPBS IN PUBLIC SYSTEMS



The larger the system, the more difficult the planning. As one moves up the hierarchy of systems, planning becomes increasingly complex because of the need for achieving broader objectives and managing more programs. The time horizon of plans also increases, which introduces uncertainty into planning. Moving down to the lowest possible system level, systems planning becomes operations planning which is relatively simple.

#### SECTION 1

#### DIFFICULTIES OF EXISTING PLANNING PRACTICE

##### EXISTING PLANNING SYSTEM

In describing the existing planning system, we shall be concerned with systems planning down to the police, courts, and corrections agency<sup>3</sup> level. Below that level is the most successful planning in law enforcement and criminal justice. This operations planning would be even more successful if it were not continually degraded by the difficulties of planning at higher levels.

In law enforcement and criminal justice administration within Montgomery County, there is an obvious hierarchy of systems; that is, systems of systems, and systems of systems of systems. The following systems are concerned with crime prevention and criminal justice objectives within Montgomery County.

1. Community System of Montgomery County, which is a subsystem of a larger community system (such as Ohio), and which consists of many community sub systems (such as Dayton).
2. Criminal Justice System of Montgomery County, which is a subsystem of the community system, and which consists of many community criminal justice subsystems.

<sup>3</sup> Courts include all prosecution and judgment objectives - corrections includes all rehabilitation objectives after sentencing.



There is no hierarchy of systems administrators within Montgomery County or, for that matter, within Miami Valley. There is no individual, or group of individuals, who have the authority to make changes for the whole community system, the whole criminal justice system, the whole police system, the whole courts system or the whole corrections system.

There are hundreds of independent administrators responsible for interdependent parts of the systems which are primarily concerned with achieving crime prevention and criminal justice objectives. These administrators are known as commissioners, mayors and city managers in the community system; police chiefs and sheriffs in the police system; chief prosecutors and presiding judges in the courts system, and facility chiefs in the corrections systems.

With these hundreds of independent administrators, there are a corresponding number of individual planners, rather than a hierarchy of systems planning staffs. In this situation, systems planning is extremely difficult to perform; thus law enforcement and criminal justice programs suffer from the lack of sufficient system-wide information and integration.

The Law Enforcement Advisory Committee (LEAC)<sup>4</sup> was created to fill this systems planning vacuum, but it has had limited success for several reasons. First, it consists of voluntary law enforcement representatives from five county agencies which are primarily police agencies. Second, its committees are organized around hardware (such as helicopters) and functions (such as training), rather than crime prevention and criminal justice programs. Last, but most important, it is not adequately staffed for systems planning. A planning staff of analytical and systems specialists is required to cope with the complexity and uncertainty inherent in such a large system.

For all practical purposes, then, systems planning is not too successful within law enforcement and criminal justice agencies of Montgomery County. The result is that planning is not much more than a projection of existing programs and resource needs — in short, a shopping list. This short-sighted planning forces administrators to grope their way into the future like blind men. They trip over complex problems which could have been foreseen by long-range planning. They must continually initiate narrow and hurried investigations to find out how to get around the problem with readily available expedients. Rather than shaping the future, they are continually forced to adapt to it.

#### **CONDITIONED RESISTANCE TO CHANGE**

The neglect of systems planning in any law enforcement and criminal justice agency carries with it the implicit assumption that current programs and priorities are perfectly adequate. The status quo is maintained despite widespread public dissatisfaction over rising crime rates, and with the system of criminal justice. There are also indications that the public acceptance of more taxation is reaching its limits, especially at the county and local levels where crime prevention and criminal justice problems must be solved. This signals an end to maintenance of the status quo and the beginning of changes to improve.

Without a planning system, law enforcement and criminal justice administrators are forced to intuitively make changes to improve. Frequently, changes can be worthless and disruptive. Administrators would like to minimize the disruption by making those changes which would provide the most improvement. When stability is again achieved in the agency, additional worthwhile changes can be made.

In making these intuitive changes, they have encountered difficulties of too many feasible alternatives, and too little information about the improvement that will result from each alternative. This forces them to consider only a handful of possibilities. It is unlikely, however, that the best alternatives would happen to be among the few. Purely intuitive "grabs" for the proverbial needle in the haystack will most likely pay off with nothing more than handfuls of hay. Often, the reward of this trial and error approach is marginal improvement, unanticipated disruption in other organizations, and public criticism.

In this decision situation, administrators are conditioned to resist change. They learn by hard experience that maintaining the status quo is less distasteful than facing the heated controversy of change, especially when the outcome of a change is often a total surprise. Unfortunately, they must suffer the embarrassment while those who promised improvement can move on with the knowledge that the change does not work. Even the most innovative administrators are constrained to adopt an overly pessimistic view of any proposed change and to demand proof, beyond a reasonable doubt, that its outcome will be acceptable.

#### **OVERCOMING RESISTANCE TO CHANGE**

Resistance to change can be overcome by providing the decision information needed by administrators to make worthwhile changes. But this requires a planning process which can generate the "proof" for many alternatives. Before attempting to develop a process to satisfy this need, it would be wise to search for one that has already been developed and successfully demonstrated, i.e. do not "re-invent the wheel".

The Department of Defense is demonstrating that systematic analysis can be blended into a planning process which is admirably suited for generating decision information about many alternatives, especially when employed in conjunction with computers. The transfer of this systems planning process to law enforcement and criminal justice administration could enable planning staffs to generate the "proof" demanded by administrators and thus overcome their resistance to change.

Multi-disciplinary systems planning teams are required because a so-called "planner" does not have all the expertise needed to perform the analyses which are called for in the systems planning process. The concept is to bring unlike specialists together to generate the information needed to solve system, not functional, problems. A team of specialists does its planning with the attitude "all of us know more than any one of us knows."

<sup>4</sup> LEAC is a part of the Miami Valley Council of Governments (COG), which is presently considering a merger plan. At least two other agencies are actively involved in this merger effort. The Miami Valley Regional Planning Commission (MVRPC) and Montgomery/Greene Transportation Coordinating Committee (TCC).



In the next section, the systems planning process and organizational levels of systems planning teams will be explained in greater detail. It represents an attempt to transfer the content of law enforcement and criminal justice to the form of planning used so successfully in the Department of Defense and many private industries. The section provides the foundation for a better understanding of the Pilot Cities plan to strengthen and improve the planning system.

## SECTION 2

### SYSTEMS PLANNING PROCESS AND TEAMS <sup>5</sup>

#### SYSTEMS APPROACH

The systems approach has grown out of the systems engineering philosophy. The concept has proven so effective in equipment development that acceptance in several other fields has followed.

The basic idea involved is one that requires examination of the total system in which a problem occurs. In law enforcement and criminal justice, there are two system problems which occur. These are:

1. Problem of increasing crimes that occur within the community system (crime prevention problem).
2. Problem of decreasing achievements of program objectives and/or increasing costs of achievements that occur within the criminal justice system (criminal justice problem).

The objective of the systems approach is to identify all significant interactions between the problem and the characteristics of the system as a whole. Thus, the systems approach in law enforcement and criminal justice identifies the interactions between:

1. Crime prevention problems and the social, economic, and psychological characteristics of the community.
2. Criminal justice problems and the policy, operation, and resource characteristics of the criminal justice agencies.

The systems approach helps avoid curing symptoms which often appear in several different organizations as a result of a single problem. Once a symptom is assumed to be the problem, then all efforts are abandoned to relate symptoms to identify the real problem. Worse still, a change which seemingly solves the problem of a single organization often creates new and unanticipated problems within the system. Narrow symptomatic diagnosis and treatment are less than satisfactory where situations are uncertain, problems are complex, changes are costly, and solutions are urgent. For this reason, public administrators are becoming more and more favorably disposed to the systems approach in planning.

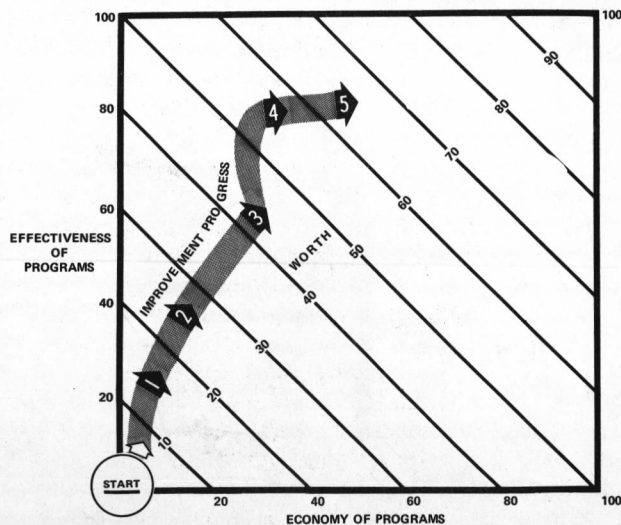
#### QUANTITATIVE VALUE CRITERIA

In systems planning, there are three quantitative value criteria used to inform public administrators of the relative

value of each feasible change, given the public priorities of crimes to be prevented and criminal justice services to be provided. These are:

1. Effectiveness — the public value of an increase in the achievements of crime prevention and criminal justice program objectives. Because achievements are multi-dimensional, they cannot be added unless they are first converted to values which can then be added to obtain a single value criterion. Values can be measured on a utility scale between 0 (the value of the existing achievements), and 100 (the value of ideal achievements). An effectiveness of 15, for example, indicates a given change will satisfy 15% more of the public needs than maintaining the status quo.
2. Economy — the public value of a decrease in the costs of achievements of crime prevention and criminal justice program objectives. It can be measured on a utility scale between 0 (the value of the existing cost), and 100 (the value of the ideal cost). An economy of 20, for example, indicates that a given change will conserve 20% more of the public taxes than maintaining the status quo.
3. Worth — the public value of the improvement, i.e. the combined effectiveness and economy. It is also measured on a utility scale between 0 and 100. The relationship among effectiveness, economy and worth is graphically illustrated in Figure I-2.

Figure I - 2  
EFFECTIVENESS, ECONOMY AND WORTH RELATIONSHIP  
IMPROVEMENT PROGRESS



Where, for example, improvement progress represents

STATIONS	IMPROVEMENT AS OF
START	1 JAN. 69
1	1 APR. 69
2	1 JUL. 69
3	1 OCT. 69
4	1 JAN. 70
5	1 APR. 70

<sup>5</sup> This section is protected by copyright, and may not be reproduced or extracted without specific permission of the copyright proprietor.

Worth is a very important compromise criterion. Usually a decision to make a change is a compromise between maximum effectiveness and maximum economy. Taxpayers, of course, want the best as well as the cheapest improvement which seldom exist together in reality. The criterion of worth is, therefore, necessary to select the change which will yield maximum worth; i.e., optimum effectiveness and economy.

Quantitative value criteria of effectiveness, economy and worth inform administrators of the values and risks of alternatives. Effectiveness, economy, and worth are public values which change as public priorities change. It is logical to choose an alternative with maximum value, contingent upon the most likely set of public priorities. But, if those priorities change, then the alternative may have lesser value in another set of priorities. This introduces risk into planning. Risk is the loss of expected value, which results from predicting the wrong set of public priorities. For each alternative, risk is the difference between its maximum expected value and its minimum possible value.

Law enforcement and criminal justice administrators should understand that the quantitative value criteria are used to inform them of the public value of each change. They should realize that the values are relatively correct, but absolutely wrong. Absolute values are impossible to obtain because nobody knows the real public values of existing achievements and costs. However, comparative values of proposed improvements are all that are needed to make the right decision which would not change even if the absolute values (existing plus improvement values) were known. Finally, an administrator should be able to use these value criteria to convince higher authority of the rationality of his proposed improvements.

### SYSTEMATIC ANALYSIS

The keystone of systems planning is systematic analysis which provides answers when administrators ask, "what would happen if?" An effective decision-maker knows the future is uncertain; thus he attempts to anticipate all possible contingencies by playing the "what iffy" game. Each "what if" question requires a recycling through the analytical steps to generate a "then this" answer.

The systematic steps involved in the systems planning process are illustrated in Figure I-3. The six steps of this analytical planning process are elaborations of the instinctive planning process which is used when the decision must be made quickly. The usual steps of defining the criteria of choice, developing and comparing alternative courses of action, and selecting the best are expanded here to six steps in order to describe, in greater detail, the process applied to improvement of crime prevention and criminal justice.

A brief explanation of the purpose of the steps and analysis involved in the systems planning process may be helpful at this point.

1. **DEFINITION STEP** — defines the effectiveness, economy, and worth criteria which are used to optimize, compare, and evaluate alternatives proposed to solve crime prevention and criminal

justice problems within specified resources. This step involves the following analyses:

- (a) **Needs analysis**<sup>6</sup> — develops a Program-Budget structure which translates public needs to measurable crime prevention and criminal justice program objectives to be achieved by specified community and criminal justice resources which are purchased by public funds.
  - (b) **Effectiveness analysis** — develops an effectiveness criterion model which calculates the relative effectiveness of specified achievements of crime prevention and criminal justice program objectives, given a set of public priorities.
  - (c) **Economic analysis** — develops an economy criterion model which calculates the relative economy of specified costs of achievements, given a budget ceiling for crime prevention and criminal justice programs.
  - (d) **Worth analysis** — develops a worth criterion model which calculates the relative worth of a specified combination of effectiveness and economy, given the relative priority of effectiveness compared to economy.
2. **DESCRIPTION STEP** — describes alternative changes which, hopefully, will improve crime prevention and criminal justice. The following alternatives are described in this step:
    - (a) **Existing alternative** — description of the existing community and criminal justice systems.
    - (b) **New alternatives** — description of each change in the social, economic and psychological characteristics of the community system; or in the policy, operation, or resource characteristics of the criminal justice system.
  3. **ESTIMATION STEP** — estimates the achievements and costs of crime prevention and criminal justice program objectives for each alternative by use of either mathematical descriptive models which predict expected estimates or demonstration programs, which provide actual estimates. If mathematical models are used, then the analyses involved in this step are:
    - (a) **Community system analysis** — develops a community system model which calculates the expected achievements of crime prevention program objectives for each alternative.
    - (b) **Criminal justice system analysis** — develops a criminal justice system model which calculates the expected achievements of criminal justice program objectives for each alternative.
    - (c) **Systems cost analysis** — develops a cost model which calculates the expected costs of

<sup>6</sup> Sometimes it is called a "benefit" or "mission" analysis.



# SYSTEMS PLANNING PROCESS FOR LAW ENFORCEMENT AND CRIMINAL JUSTICE ADMINISTRATION

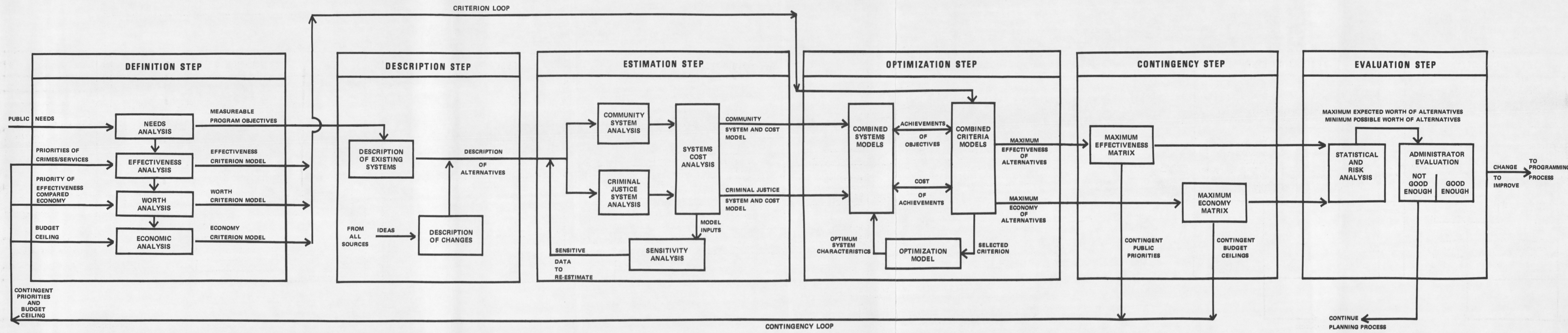


Figure I - 3



achievements for each alternative.

- (d) Sensitivity analysis – determines the relative importance of estimated data inputs compared with calculated outputs of the system and cost models. Significant data are re-estimated to reduce the uncertainty of the calculated expected achievements and costs.

4. **OPTIMIZATION STEP** – maximizes the relative effectiveness, economy, or worth of each alternative. Marginal analysis is used to perform these optimizations.

5. **CONTINGENCY STEP** – compares the maximum effectiveness and economy of alternatives for each contingent set of priorities and budget ceiling, respectively. This step involves a contingency analysis which requires recycling of previous analytical steps for each contingency (“what if” question). The following matrices are developed in this step:

(a) Effectiveness matrix – tabulates the maximum effectiveness of alternatives across contingent sets of public priorities.

(b) Economy matrix – tabulates the maximum economy of alternatives across contingent budget ceilings.

6. **EVALUATION STEP** – evaluates the effectiveness and economy matrices to provide the decision-maker with the maximum expected, and minimum possible, effectiveness, economy and worth of alternatives. This step involves the following analyses:

(a) Statistical analysis – calculates the maximum expected effectiveness, economy, and worth of alternatives.

(b) Risk analysis – calculates the minimum possible effectiveness, economy, and worth of alternatives.

The primary advantage of this formal planning process is that valuable administrator time and effort can be saved by delegating the work of generating decision information to specialists. Administrators never have all the expertise and time needed to generate this information; therefore, they must convert to systematic procedure that which they have done previously by intuition. A specialist has particular expertise, and he can be given the time to perform some of the analysis called for by the procedure. Under the guidance of a top level administrator, a planning team of systems and analytical specialists can pool their knowledge and skills to perform all the calculation and analysis required to make decisions.

While administrators do not have to do the work of specialists, it is essential that they fully understand the systems planning process to be able to use the expertise of specialists. They must know the why, who, when, where, and what (but not necessarily the how) of systems

planning. They must know why it is important that it be used, and what specialists are needed to do what jobs. They must also know when and where analytical methods and tools should be used. Analytical specialists are trained to know how to use those essential methods and tools. Simply stated, the systems planning process is a “harness” which top level administrators can use to integrate the efforts of a multi-disciplinary planning team.

#### MATHEMATICAL MODELS

A mathematical model is an abstract representation of an object, process, or system by use of symbols, functions, and relations. It describes the relationship between variable inputs and calculated outputs.

The systems planning process described above develops and uses mathematical criteria, systems and tradeoff models which are illustrated in Figure I-4. These combined models predict the expected worth of each competing alternative in order to eliminate the undesirable ones. The choice candidates then undergo a trial demonstration to measure their actual worth. The use of models for eliminating some of the worthless changes is less costly and disruptive than test demonstrations of all feasible changes.

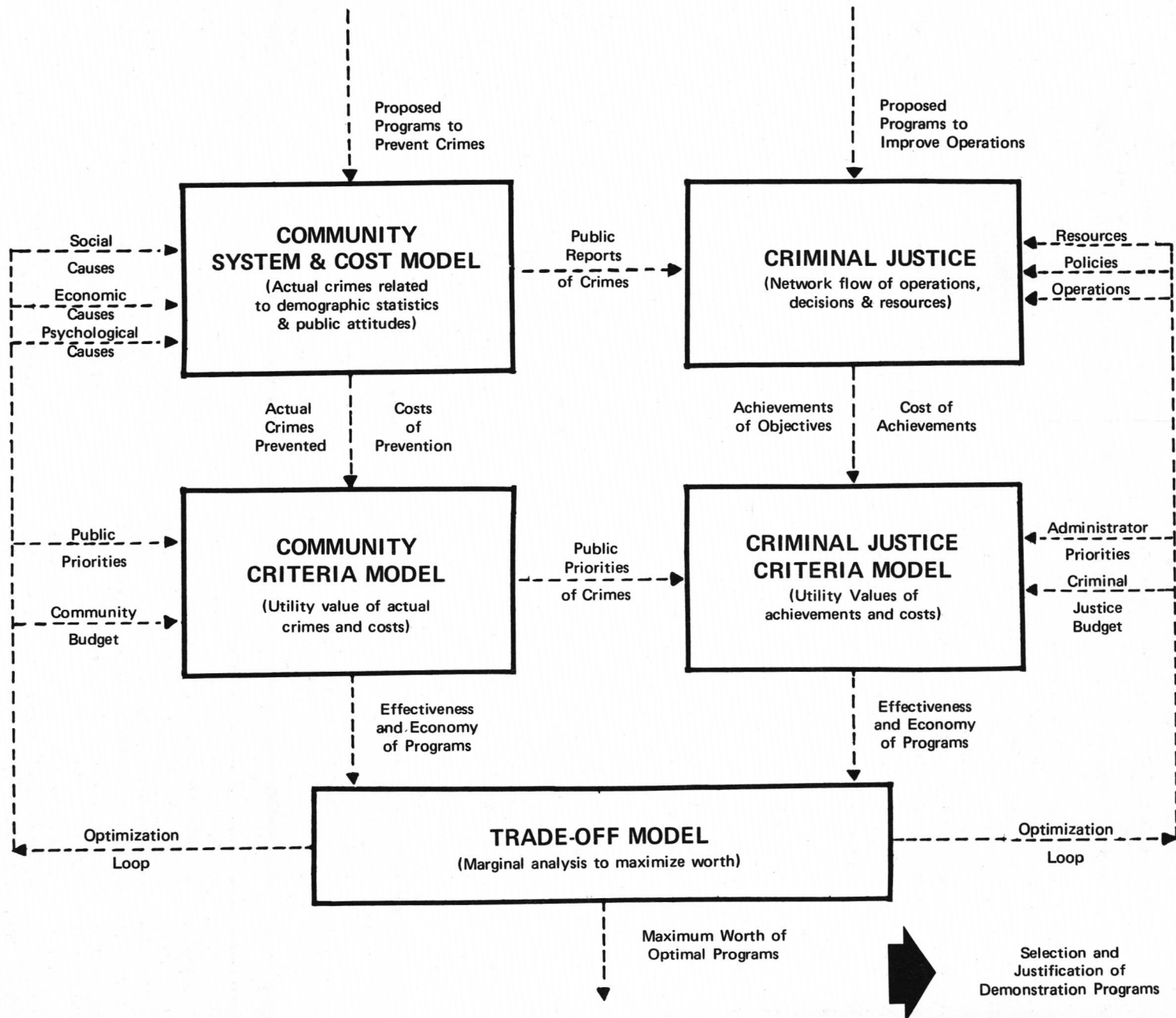
The mathematical models used to predict values, achievements and costs of alternatives are described as follows:

1. Community System and Cost Model – a descriptive model which estimates the achievements and costs of crime prevention objectives for a specified change in the social, economic and psychological characteristics of the community. These characteristics are represented in the model by demographic statistics and public attitudes.
2. Criminal Justice System and Cost Model – a combined description and network model which estimates the achievements and costs of criminal justice program objectives for a specified change in the policies, operations, and resources of the criminal justice system.
3. Community Criteria Model – a descriptive model which estimates the effectiveness, economy and worth for a specified change in achievements and costs of crime prevention program objectives.
4. Criminal Justice Criteria Model – a descriptive model which estimates the effectiveness, economy, and worth for a specified change in achievements and costs of criminal justice program objectives.
5. Tradeoff Model – an optimization model which optimizes the system characteristics for each alternative based upon the criterion of maximum effectiveness, economy, or worth.

The development of these models is a difficult and complex task, but their use is fairly simple. For this reason, development is usually accomplished by the analytical specialists of the planning staff. The combined model is

Figure 1 - 4

RELATIONSHIP AMONG THE MATHEMATICAL MODELS USED IN SYSTEMS PLANNING



then stored in a time-sharing computer to which the systems specialists on the planning team can have access.<sup>7</sup> They tell the computer what change they wish to make in the community and criminal justice system; then the computer provides a prediction of the values, achievements and costs of that change. The method of solution, like a doctor's prescription, need not be explained unless requested.

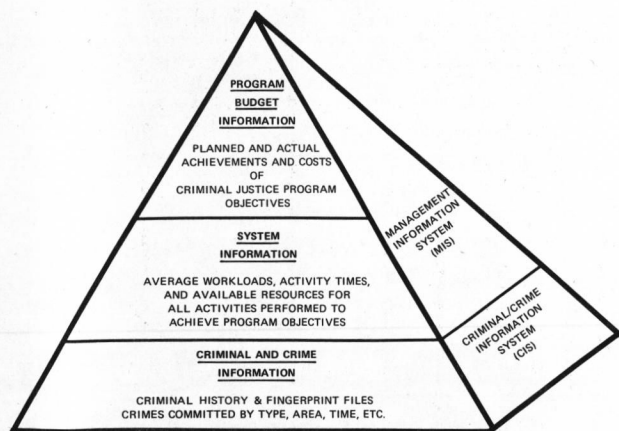
Models are developed by continuous refinements. The initial or base models provide "ballpark" estimates which can be viewed in the light of the proverb that "Halitosis is better than no breath at all". While the base models are being used by systems specialists, the analytical specialist makes successive model refinements which provide more and more accurate predictions.

### CRIMINAL JUSTICE INFORMATION SYSTEM (CJIS)

The form of criteria, systems, and tradeoff models is generally the same, but their content fits only the data for a given community. For example,  $Y=aX + b$  is the form of the equation of a straight line. It has a universal application. But, when data is used in the equation, it has content and specific application.

The contents, or data, for models are provided by the Criminal Justice Information System which is schematically illustrated in Figure I-5, and described as follows:

Figure I-5  
CRIMINAL JUSTICE INFORMATION SYSTEM (CJIS)



### 1. MANAGEMENT INFORMATION SYSTEM (MIS)

(a) Program-budget information – actual achievements and costs of criminal justice program objectives. This historical information is reported periodically for input into the criteria models.

(b) System information – average workloads, activity times, and available resources. This historical information is reported once to develop the existing criminal justice system and cost model. Changes in the system are requested as they occur in order to update the model.

### 2. CRIMINAL/CRIME INFORMATION SYSTEM (CIS)

(a) Criminal Information – criminal history files which are collected continuously, and retrieved as needed. This historical information is not directly used in systems planning.

(b) Crime information – crimes committed by type, area, time, etc. This historical information is collected continuously, and retrieved as needed. It also is not directly used in systems planning, but it is used to determine the average workloads within the system.

It is important to realize the Criminal Justice Management Information System provides quantitative data needed for systematic analysis which, in turn, generates the information needed for decision-making. The information system is really a "data" system which must be the servant of planning. The planning team determines what data are needed, then the information system must supply that data. Failure to recognize this information-data concept leads to "data banks" which have more inactive than active accounts. Data become ends in themselves rather than the raw material that is converted to decision information by a planning process.

### SYSTEMS PLANNING TEAMS

A systems planning team at all systems levels consists of both analytical and systems expertise. The larger the system, the greater the number of specialists. The following table suggests the minimum composition of teams at all systems levels in Montgomery County.

EXPERTISE	PLANNING LEVELS				
	LEAC	COMM.	POLICE	COURTS	CORR.
<b>SYSTEMS STAFF</b>					
<u>Community System</u>					
Sociology	X		X		
Economics	X				
Psychology	X				
<u>Criminal Justice System</u>					
Police	X		X		
Courts	X			X	
Corrections	X				X
<b>ANALYTICAL STAFF</b>					
Systems analysis	X	X	X	X	X
Cost analysis	X				
Statistics	X				
Computer	X				

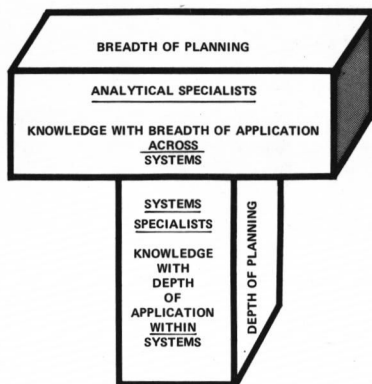
Planning teams can be shared by many smaller agencies, and specialists can be shared by planning teams. Contractual assistance can also be used to augment the expertise of a planning team.

<sup>7</sup> Usually, the analyst will permit systems specialists to use the model on a "READ ONLY" basis which means the user cannot change the model, but he can use it to get answers.



Figure I-6 depicts how the knowledge of the analytical and systems specialists contributes to the breadth and depth of planning. Analytical specialists have knowledge which has application across systems. Systems specialists have knowledge which has application within systems.

Figure I - 6  
COMPLEMENTARY ROLES OF ANALYTICAL AND SYSTEMS SPECIALISTS  
OF A  
SYSTEMS PLANNING TEAM



### SECTION 3

## IMPROVEMENT PLANS AND PROGRESS

### MASTER PLAN

The master plan for improving the law enforcement and criminal justice planning system within Montgomery County during the next five years is:

1. To organize a planning team, consisting of at least an analytical specialist and a systems specialist, in each large police, courts and corrections agency. The team would generate the decision information needed to solve achievement and cost problems identified by the agency.
2. To organize a LEAC planning staff of analytical and systems specialists. This team should generate the decision information needed to solve crime prevention and criminal justice problems identified by LEAC.
3. To reorganize LEAC around crime prevention and criminal justice program objectives. The committees would identify and solve crime prevention and criminal justice problems which cannot be solved by agencies, or which are common to all agencies.

Figure I-7 illustrates the concept of the planning system. It is designed to integrate planning and generate information for all law enforcement and criminal justice agencies with LEAC leadership.

### PLAN FOR CHANGE

A systems planning capability cannot be transferred overnight by fiat, but must evolve by adjusting and adapting to specific situations and people.

Important in this evolution is a continual appraisal of the situation to know when and where to apply the Pilot Cities Team's powers of knowledge and spending in order to overcome limiting factors.

In the improvement of the planning system within Montgomery County law enforcement and criminal justice administration, the following limiting factors must be overcome by the team.

1. LEAC organization and planning – The Pilot Cities Team should use its knowledge and funds to improve the organization and planning of the Law Enforcement Advisory Committee. The Team should help define program objectives so that LEAC can reorganize its committees around crime prevention and criminal justice program objectives. Each program committee would then have the unifying force of objectives which are common to all system-wide agencies.

After integrating LEAC by organizing its committees around programs, the Pilot Cities Team should help LEAC make organizational provisions for a systems planning team, which will provide the needed decision information to the committees so they can evaluate changes in order to improve. The concept of a Criminal Justice Center is under feasibility study to provide LEAC with both a systems planning and training capability. This concept is discussed in more detail in the demonstration section of this report.

2. Resistance to change – The Pilot Cities Team should use its knowledge and funds to develop a test demonstration of systems planning. As previously mentioned, administrators are conditioned to resist change in order to demand proof of improvement. It is the rule that the burden of proof rests upon the one who proposes the change. In order to generate this proof, the Pilot Cities Team must use its time, efforts, and resources to initially develop measurements and models to generate the decision information needed. A fact of life is that the time and funds required to provide this proof on a system-wide basis are beyond the man-hour and budget availability of the team. However, it could develop a pilot demonstration for only a part of the system and LEAC could use it as a training aid for developing its system planning capability.

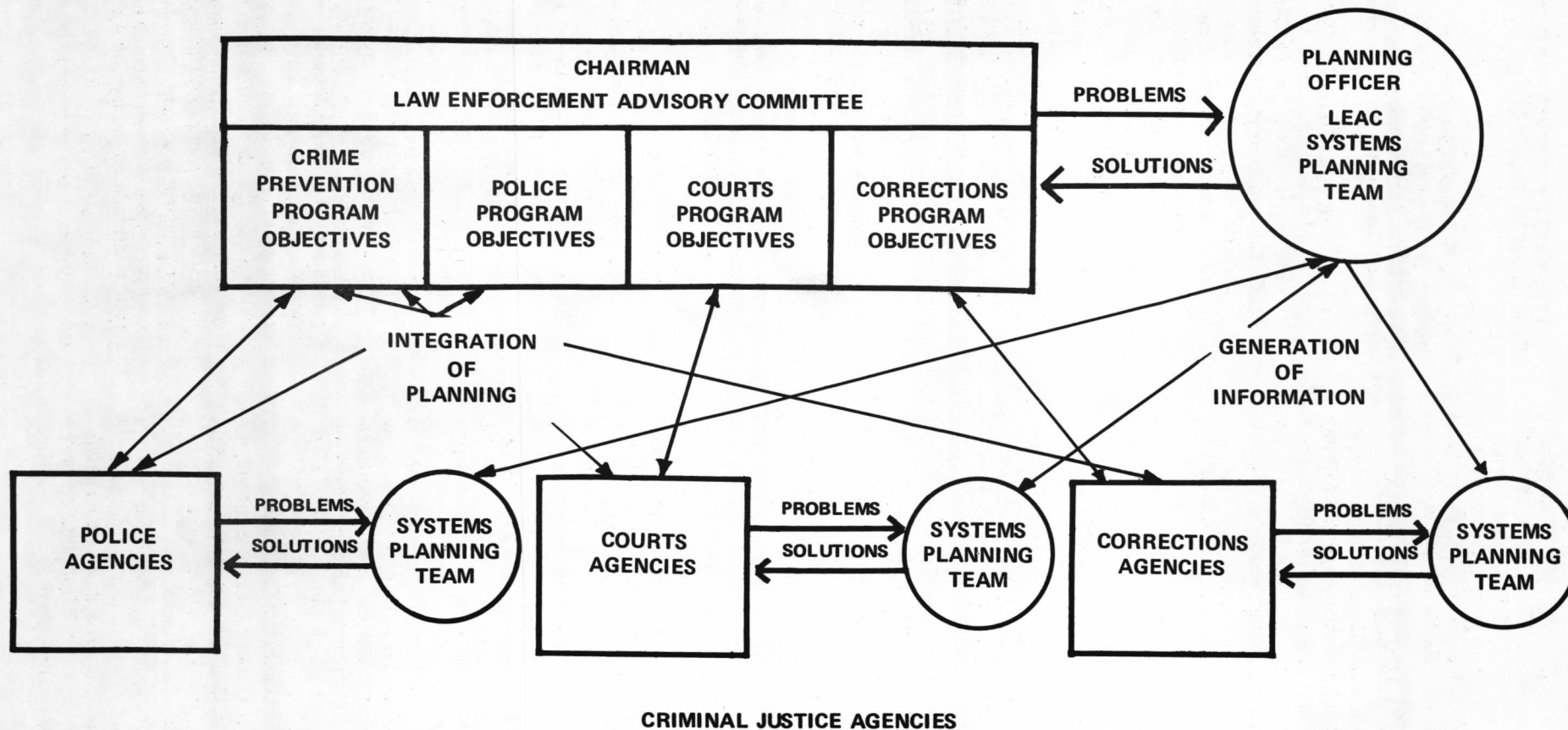
The agencies selected for the test demonstration of systems planning are:

1. Dayton Police Department
2. Dayton and Montgomery County Juvenile Court
3. Dayton and Montgomery County Juvenile Corrections

There are several reasons for selecting these agencies for the "test system". First, Dayton has pioneered in the establishment of the Planning, Programming and Budgeting System; thus, the Pilot Cities Team and the Dayton criminal justice administrators can work together to develop Program-Budget Structures, Reports, and Plans. The juvenile courts were selected because the juvenile

Figure I - 7

CONCEPT OF THE PLANNING SYSTEM



I-10

authorities have a very progressive administration, and because they are very willing to cooperate and participate. Most important, the Juvenile Court will provide a comprehensive courts and corrections system, with respect to a particular type of offender, for the test system.

#### SYSTEMS PLANNING DEMONSTRATION PHASE

Figure I-8 presents a summary of the plan to demonstrate systems planning during the first year. The tasks involve efforts of agencies within the test system, Pilot Cities Team, System Development Corporation and the Bureau of the Census. It is scheduled for demonstration by January, 1972.

The Pilot Cities Team is assisting the police, courts and corrections agencies through the four phases:

1. Orientation of Administrators – to gain their cooperation and support.
2. Development of Program Budget Structure – to define program objectives and budget allocations.
3. Development of Program Budget Reports – to identify problems of achievements and costs of program objectives.
4. Development of Program Budget Plans – to generate information needed to select the best police, courts and corrections programs for demonstration.

The progress in accomplishing these phases is discussed in the succeeding Parts II, III and IV for the police, courts and corrections, respectively.

The criteria models have been developed by the Pilot Cities Team, but the data inputs needed are not yet available. Most of this data will be available from the Program-Budget Reports of the agencies and public surveys. Methods of collecting public priorities of crimes to be prevented, and criminal justice services to be provided, are under study at this time.

System Development Corporation is the commercial contractor assigned the task of developing the system and cost models. The criminal justice system and cost model will be developed by June, 1971. The community system and cost model will be developed by October, 1971, which is four months after the results of the victimization survey are made available to the Pilot Cities Team.

The system and cost models will be merged with the criteria and optimization models by the Pilot Cities Team. As previously mentioned, it will be used to evaluate proposed improvements in order to select the best for demonstration programs.

#### DESCRIPTION OF DEVELOPMENT PROJECTS

Projects needed to develop measurements and models for the test demonstration system are briefly described as follows:

1. Development of Relative Effectiveness of Sentence Measurements – This project involves the design of a two-dimensional array which relates sentences to types of crimes and those offender characteristics which local judges feel are significant. Given no

limitations on their decision-making, the fair sentences for the array will be collected from judges. Finally, scales for measuring the direction and magnitude of the variance of sentences will be developed and used to identify problems and evaluate solutions.

Proposed Contractor: To Be Determined \$22,500.  
Status: Grant Request in Preparation  
Institute Contact: Mr. Stan Kalin

2. Development of Community System and Cost Model – This project will involve the development of multiple regression equations which relate types of actual felonies and misdemeanors committed in census tracts to a combination of demographic characteristics and public attitudes within those census tracts. It will be used to estimate both the actual crimes between biennial victimization surveys, and the costs of programs proposed to reduce crime.

Proposed Contractor: System Development Corp. \$60,000.  
Status: Grant Request in Preparation  
Institute Contact: Mr. Anthony Turner

3. Development of Criminal Justice System and Cost Model – This project will involve the development of a network flow of the existing policies, operations and resources of the test criminal justice system. It will be used to estimate program achievements and costs of programs proposed to improve criminal justice operations.

Proposed Contractor: System Development Corp. \$120,000.  
Status: Grant Request in Preparation  
Institute Contact: Mr. Alfred Sansone

4. Public Needs Survey – This project will involve public surveys to determine the relative importance of (1) type of crimes to be prevented and (2) criminal justice services to be performed.

Proposed Contractor: College or University \$40,000.  
Status: In Feasibility Study  
Institute Contact: Mr. Anthony Turner

#### SUMMARY

The master plan for improvement of law enforcement and criminal justice involves organizing levels of systems planning teams and reorganizing LEAC around crime prevention and criminal justice program objectives. The plan for change involved a test demonstration of systems planning to prove its value to local administrators. The objective of the demonstration is to generate information for planning; the objective of reorganization is to achieve integration of planning. The overall objective of this planning system is to help administrators make and justify changes which improve law enforcement and criminal justice within Montgomery County.



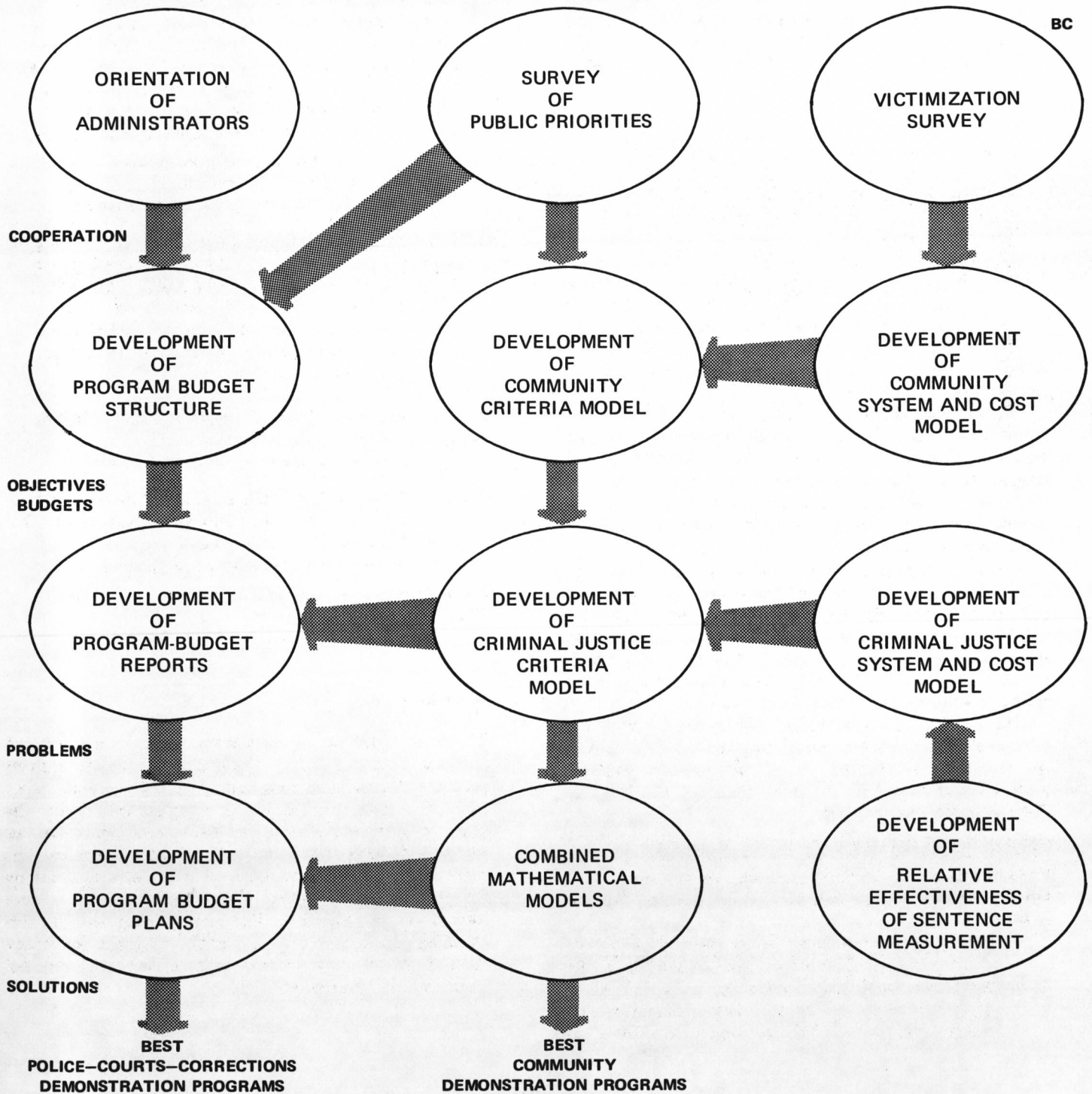
Figure I - 8

MASTER PLAN FOR SYSTEMS PLANNING DEMONSTRATION

TEST SYSTEM  
 DAYTON POLICE  
 DAYTON & COUNTY JUVENILE COURT  
 DAYTON & COUNTY JUVENILE CORRECTIONS

DAYTON/MONTGOMERY  
 PILOT CITIES  
 TEAM

CONTRACTOR PROJECTS  
 BC - BUREAU OF CENSUS



## PART II

### POLICE PLANNING DEVELOPMENT

By

GARY K. PENCE

#### INTRODUCTION

The complexity of modern police operations exceeds the ability of a police administrator to intuitively make all the right decisions. A police administrator today must use his intuition in conjunction with a problem solving methodology. The goal of having an effective and economical police organization is worthy of the best management concept available. For this reason, the Dayton Pilot City Team decided to assist local criminal justice administrators in implementing the management concept of Planning, Programming, Budgeting.

The Planning, Programming, Budgeting System (PPBS) provides a police administrator with a systematic problem solving methodology which allows him to delegate to a team of specialists the work of identifying problems and generating decision-making information. In today's society, a police administrator no longer has the time necessary to generate the information for total decision-making; therefore, he must convert to procedure what he has done before by intuition. A specialist has a particular skill, and can be given the time necessary to perform the work called for by the procedure. Under the guidance of the police administrator, a team of specialists can pool their knowledge, judgment and skills to help solve complex management problems. Such a team will make the powerful tools of mathematical analysis, data processing, and independent estimates available to the police administrator in order to reduce the uncertainty of assumptions.

The primary advantage of this problem solving method is that it identifies the problem and generates the information needed to select the best solution, and to justify the logic of that solution to higher authority. Information that is based solely on intuition is seldom subject to logical scrutiny and formal justification. Unless a city commissioner, county commissioner, mayor, township trustee, city manager or county administrator can be convinced by rationally acceptable information that a chosen plan offers the most advantageous combination of effectiveness and economy, the plan will not be approved. The penalty for not using a systematic problem solving methodology is delay after delay of approvals, until the plan is cancelled.

A plan is a predetermined course of action which is designed to solve a problem. Problems exist within a police department when either the achievement of program objectives is less than desired, or program costs are more than can be afforded. A problem is solved by finding the optimal solution; i.e. that course of action with the greatest combined effectiveness and economy. This will be the police administrator's criterion for determining which demonstration projects should be implemented.

The PPBS consists of the following components:

1. A Program Structure which identifies measurable achievement of program objectives.
2. A Budget Structure which identifies the cost of achievements of program objectives.
3. A Program Budget Reporting System (management information system) to identify relevant problems and costs of achieving program objectives.
4. A Planning System to formulate, evaluate, and select optimal solutions for the relevant problems identified.

#### SECTION 1

#### REQUIREMENTS AND EXISTING SYSTEM

##### PPBS REQUIREMENTS

The development of PPBS requires the police administrator to first identify and define the major goals and objectives of his organization. This is the beginning step in the development of a formal procedure which allows an administrator to couple his intuition with analytical planning.

In order to develop a police program structure, three primary tasks must be accomplished.

1. The PPBS must relate to the needs of a police organization in a logical manner.
2. A police agency must be selected that has the resources necessary to assist in developing the research design.
3. The need for the Program Structure and resultant management information system be justified.

##### POLICE ORGANIZATIONS

Figure II-1 is an inventory of Police and Sheriff's Departments in Montgomery County, Ohio provided by the Miami Valley Council of Governments. Figures II-2 and II-3 are a more in-depth analysis of personnel allocation within the Dayton Police Department and available funds.

##### CRITERIA FOR SELECTION

The Dayton Police Department was selected because the City of Dayton was already in the process of developing a Planning-Programming-Budgeting System. The Dayton Police Department was, therefore, already familiar with the system. The Dayton Police Department, as indicated in the preceding inventory of police agencies, is the largest police agency in Montgomery County and has the resources needed to develop the system. Another major factor in the selection of the Dayton Police Department was the endorsement and top priority given PPBS by Chief R. M. Igleburger.

Sheriff Keiter of the Montgomery County Sheriff's Department indicated that he would cooperate with Pilot Cities in developing the system, but due to the fact he is operating with a critical manpower shortage, the time his department could devote to developing the program structure would be limited.

It was thus decided to develop a model system in Dayton starting with the Police Department. The Pilot City

Figure II - 1 INVENTORY OF POLICE AGENCIES IN DAYTON AND MONTGOMERY COUNTY

GOVERNMENTAL JURISDICTION		STAFFING				ACTIVITIES						BUDGETS		
Name	Type of Govt.	Sworn Officers		Number of Civilian Personnel	Full Time Officers per 1,000 population	ARRESTS					Number of arrest per 1,000 population	Ratio of arrests to Full time Officers	Total Police Budget	Police Budget per Capita
		Full Time	Part Time			Felonies	Traffic	Other Misdemeanors	Juvenile	Total				
Montgomery County Sheriff's office	County	46	58	13		-	-	-	-	N/I	-	-	\$1,125,362	\$ 1.75
Oakwood Police	City	31	0	5	2.82	14	2,182	96	96	2,388	217	77	455,999	41.56
Kettering Police	City	46	17	11	0.67	119	5,946	379	615	7,059	103	153	917,033	13.38
Moraine	City	17	2	5	2.70	45	3,482	678	290	4,495	713	264	217,518	34.54
Trotwood	Village	12	0	5	1.49	28	354	-	105	487	73	40	120,000	14.93
Farmersville	Village	1	5	2	0.91	-	18	-	-	18	16	18	7,262	6.60
German	Township	1	5	-	0.33	0	30	12	5	47	16	47	8,000	2.67
Riverside	Village	0	9	0	-	4	922	23	-	949	949	-	15,362	15.36
Phillipsburg	Village	0	4	-	-	-	51	-	-	51	60	-	4,272	5.02
Germantown	Village	4	3	5	0.95	-	-	-	-	N/I	-	-	50,000	11.90
Wayne	Township	13	0	1	0.52	61	952	140	112	1,265	50	97	124,739	3.98
Miamisburg	City	14	2	2	1.01	72	839	726	247	1,884	136	135	168,700	12.13
Brookville	Village	4	0	1	0.93	37	349	232	-	618	144	155	42,400	9.86
Jefferson	Township	7	17	8	0.49	101	294	246	164	805	70	115	87,296	6.99

Data from the villages of Englewood, Centerville, Union, and New Lebanon, the cities of Vandalia and W. Carrollton, the townships of Randolph, Clay, Butler, Madison, and Mad River have not been collected for this report.

CITY OF DAYTON POLICE DEPARTMENT - Year Ending December 31, 1970.

STAFFING			ACTIVITY						BUDGET	
Full-Time Officers	Number of Civilian Personnel	Full time of officers per 1,000 Population	Number of Part I Crimes	Arrests for Part I Crimes	Number of Part II Crimes	Arrests for Part II Crimes	Number of arrests per 1,000 Population	Number of arrests to Full time Officers	Total Police Budget	Police Budget Per Capita
408	122		18,321	6,841	179,342	147,324	6.8	147.3	\$5,555,810	\$19.98



Figure II - 2

**BREAKDOWN OF DAYTON POLICE DEPARTMENT PERSONNEL BY DIVISION**

DIVISION	Number of Command Officers			Number of Lieutenants	Number of Sergeants	Pt.	Number of Detec.	CDT.	Number of Civilian Personnel	TOTALS
	Lt. Cols.	Majors	Captains							
Office of the Director	1			1	5	47	0	0	10	64
Field Services	1		5	6	34	209	34	1	28	318
Staff Services		1		1	11	27	7	5	42	94
Coordination and Evaluation		1		2	7	5	3	3	33	54
								9	113	530

**Figure II - 3**  
**FUNDING FOR POLICE PROJECTS**  
**IN THE PILOT CITIES AREA**

**1970 DAYTON POLICE DEPARTMENT BUDGET**

Field Services	\$4,512,000
Office of Director	441,000
Staff Services	<u>1,388,000</u>
 Total General Fund	 \$6,341,000

**1970 FEDERAL FUNDS APPROPRIATED TO DATE**

Team Policing	\$149,506
Conflict Management	98,595
Public Service Careers	115,226
Alcohol and Drug Program	200,000
Crime Lab	111,527
Legal Officer	14,866
Psychologist	<u>10,000</u>
	 \$699,720

Note: All the above, except Item 4, have been granted to the Dayton Police Department, making a total of \$499,720. Item 4 was granted to the Division of Health.

General Fund	\$6,341,000
Federal Funds	<u>499,720</u>
 1970 Total to date	 \$6,840,720

**1970 OHIO LAW ENFORCEMENT PLANNING AGENCY**

Polygraph	\$ 7,926
Crime Lab	117,725
Fingerprint Information System	15,000
Hand Communications	<u>19,805</u>
 Total	 \$160,456

The projected 1971 General Fund for the Dayton Police Department is estimated to be \$7.5 million.

Team will then work with the Sheriff's Department and assist with programming. Once the system is developed and tested, it will not require a great deal of time and resources to implement. When this is accomplished, the system will then be offered to other agencies in Montgomery County.

## SECTION 2

### APPLICATION OF PPBS

#### A DESIGN FOR POLICE CHANGE

Productive change is based upon sound judgment and logic which are the products of understanding and participation. Many worthwhile plans and projects have been dealt a death-blow due to a lack of understanding and participation on the part of the affected parties. In many cases, misunderstanding has been interpreted as unwillingness. Therefore, each member of the Pilot Cities Team has attempted to involve each criminal justice administrator in the development of his program structure.

The need for the participation of the police administrators was apparent from the limited achievements in the Dayton Police Department's initial contact with PPBS. The Dayton Police Department had not fully understood the requirements for implementing PPBS. Management Services, the city office responsible for establishing the system, had interpreted this lack of understanding as unwillingness. This resulted in a program structure that the police did not claim as their own, and that Management Services could not effectively utilize.

Consequently, for the system to be meaningful, the full participation and cooperation of the top command is required. Col. R. M. Igleburger, the Director of Police in Dayton, and his command staff made this commitment and proceeded to devote time and energy to developing a program structure with the Pilot City Team's assistance.

#### METHODOLOGY

The development of the program structure requires an administrator to first identify and define the major goals and objectives of his organization. This is the beginning step in the development of a formal procedure which allows an administrator to develop a design for productive change. Productive change is based upon reliable management information and the administrator's own judgment.

An administrator, in order to accomplish this task, must deal with two primary factors:

1. The services the public needs; and,
2. The resources (tax dollars) available to pay for that service.

These two factors must be expressed in measurable terms. This is accomplished through definition. The services the public wants are divided into and defined in terms of service areas. The characteristics of a service area are that it is multi-organizational (no single city department is responsible for a service area), multi-funded (no single fund pays for a service area), and multi-dimensional (no single dimension measures a service area).

The Dayton Police Department was fortunate that in developing their program structure Management Services

had provided the City Departments with an excellent framework within which to work. The following is an example of the services the public wants in Dayton, Ohio, broken into service areas:

1. Security of Persons and Property.
2. Community Environment.
3. Human Resources.
4. Transportation.
5. General Government.

These service areas are then divided into categories and programs which are related to measurable objectives. It is, therefore, possible through definition to express a service area in terms of its measurable objectives. The program structure provides the police administrator with a job definition. The following is the Dayton Police Department's program structure:

#### Dayton Police Program Structure

##### Service Area - Security of Persons and Property

##### CATEGORY - MAINTENANCE OF LAW

###### Program - Crime Control

###### Program Objectives -

1. Decrease unreported crimes
2. Decrease notification time
3. Decrease apprehension time
4. Increase clearance of reported offenses
5. Increase successful prosecution of persons arrested
6. Increase recovery of stolen property

###### Program - Traffic Control

###### Program Objectives -

1. Decrease reported traffic congestion
2. Decrease accidents caused by traffic violations
3. Increase successful prosecution of persons arrested for traffic violations.

##### CATEGORY - MAINTENANCE OF ORDER

###### Program - Conflict Management

###### Program Objectives -

1. Decrease the number of crimes committed as a result of tension incidents (disorder) within the community

###### Program - Family Crisis Intervention

###### Program Objective -

1. Decrease crimes against individuals by individuals within the same family unit



## **CATEGORY – COMMUNITY SERVICE**

### **Program – Emergency Police Service**

#### **Program Objective –**

1. Decrease response time for calls

### **Program – Non-Emergency Police Service**

#### **Program Objective –**

1. Decrease response time for accepted service calls.

There are no "golden rules" that a police administrator should follow in developing his department's program structure. However, objectives should in some measure reflect the community's needs, and decisions should not be made in a vacuum. A police administrator, in developing his program structure, should check various reference points which could affect his structure. Legal documents, such as a city charter, may have given police express responsibility for certain functions. It is also helpful to obtain the judgments of other members of the community and review the department's past activities. The following is a list of reference points that a police administrator should check:

1. Government Officials
2. Pressure Groups
3. Department Personnel and Records
4. Other Criminal Justice Administrators
5. Community Leaders

## **PRIORITIES**

The program structure is a definition of the police job. It provides the basis for productive change. Having developed a program structure, it is now possible to discuss the priorities of programs. It was asserted earlier that the administrator must deal with two primary factors, the services the public wants and the money or resources available to provide those services. Since most criminal justice administrators are confronted with limited resources, priorities must be established in the allocation of resources.

The relative value of programs may be determined in several ways. Priorities can be established through public needs surveys, which are expensive, or line management judgments, which could be biased. It is also possible to consult community organizations, elected officials and community leaders in order to obtain their judgments. In Dayton, Ohio, a public needs survey will be used in conjunction with the judgment of the police administrators to establish priorities.

## **BUDGET GUIDANCE**

Regardless of the methodology used in establishing priorities, the procedure remains the same in regard to the allocation of resources. The Dayton Police Department has now established the basis for a budget guidance procedure through its program structure, based on the principle "Dollars follow need". This is represented as equal effectiveness per last dollar spent. In other words, a police administrator should employ his resources where they

provide him with the greatest overall gain in achieving stated objectives.

The budget guidance procedure provides the administrator with information necessary to evaluate the allocation of resources based upon his own judgment. This information may provide the foundation for the reorganization of police resources through a plan that is more consistent with stated objectives.

## **BUDGET STRUCTURE**

Once the program structure is developed, it is necessary to develop the budget structure. The purpose of the budget structure is to identify and relate the cost of achievement with the program objectives. The budget structure is dealt with in terms of budget activities. An activity is a manageable work package which requires accountability of resources (dollars) expended. An activity is a cost center (ledger) which requires an administrator to account for his expenditures and credits. There are only two reasons for an activity: (1) A division within a department does work for one or more programs, and (2) program work is performed by two or more departments. If an administrator confuses budget activities with the collection of management information, he can create an accounting problem. In other words, it would be logical for an administrator to want to know the amount of time his men spend on counseling, but impractical to budget for this as a separate activity under each program area. Therefore, the budget structure, which relates costs to achievements of program objectives, would consist of the following activities under each program :

1. Office of the Director
2. Field Service Division
3. Evaluation and Coordination Division
4. Staff Services Division

(See Dayton Police Department Organization Chart for relationship to Departmental Structure, Appendix p. 6)

The Program Budget Structure allows an administrator to review his budget in terms of consumption factors which should equal physical output. The police administrator in Dayton is no longer budgeting for paper clips, but is planning and budgeting for programs that will accomplish stated objectives. A line itemized budget provides an administrator with information pertaining to how many paper clips he bought. It does not tell him what they were needed for nor how great the need was. The PPBS relates resources to programs which have clearly defined objectives and established priorities. This provides the police administrator with the capability to project the cost of his programs based on established relationships and is one of the major advantages that the PPBS has over the traditional line itemized budget.

## **POLICE DEVELOPMENT**

The Dayton Police Department's program structure is approximately 70% to 80% complete. The Department is presently in the process of relating its program structure to its present data collection system. This is necessary in order to develop the Program Budget Reporting System. The Program Budget Report will be the basis of the Pilot City Team's police development program. It will identify

problems which have been defined, such as when a program's cost is more than can be afforded or achievements are less than desired. When problems are identified, the planning process will be implemented.

### POLICE PROGRAM BUDGET REPORT

In order to develop the Program Budget Report, it is necessary to define each objective and specify what data is needed to measure the Department's achievement in relation to that objective. The Pilot City Team is presently working in conjunction with the Police Department in developing the information system which will provide that data. The following is an example of how that information system has been developed for the crime control program.

#### **Police Program – Budget Structure**

#### **Service Area – Security of Persons and Property**

#### **CATEGORY – MAINTENANCE OF LAW**

#### **Program – Crime Control**

#### **Program Objectives –**

##### **1. Decrease unreported Part I and Part II crimes**

Definition – The measurement for unreported crimes is acquired through ascertaining the difference between reported crimes (crimes known to the police) and actual crime. A victimization study will be utilized to obtain the actual crime figures.

Part I	Classes
	Criminal Homicide
	Murder and Non-negligent manslaughter
	Manslaughter by negligence
	Forcible Rape
	Robbery
	Aggravated Assault
	Burglary – breaking and entering
	Larceny
	Auto Theft

Part II	Classes
	Other Assaults
	Arson
	Forgery and Counterfeiting
	Embezzlement
	Fraud
	Stolen Property: Buying, receiving, possession
	Vandalism
	Weapons: Carrying concealed, possession, etc.
	Prostitution and commercialized vice
	Sex offenses except rape and prostitution and commercialized vice
	Offenses against family
	Narcotic drug laws
	Liquor laws
	Drunkenness

Disorderly conduct  
Vagrancy  
Gambling  
Driving while intoxicated  
Violation of road and driving laws  
Parking violations  
Traffic and motor vehicle laws  
Suspicion  
Curfew and loitering laws (Juveniles)  
Run-away (Juveniles)  
All other offenses

##### **2. Increase clearance of reported Part I and Part II crimes**

Definition – A crime is cleared when the perpetrator of it has been positively identified. Positive identification entails (a) that level of evidence required to arrest, charge, and turn the individual over to the court for prosecution, (b) knowledge of the exact location of the offender so that he can be arrested immediately.

A crime is considered cleared when one of the following occurs:

- A. Cleared by arrest. An offense is cleared by arrest when a person is charged in court.
- B. Exceptionally cleared. An offense can be exceptionally cleared when the offender and his whereabouts are positively known, but yet cannot be apprehended because of circumstances beyond the control of the police. These circumstances include:

- (1) Death of the offender
- (2) A deathbed confession
- (3) Confession by an offender already in custody or serving sentence on another charge.
- (4) The offender is being held outside the agency's jurisdiction and cannot be returned.
- (5) Denial of extradition
- (6) Victim refuses to cooperate in the prosecution of the offender
- (7) Prosecution for a lesser offense <sup>1</sup>

- C. Unfounded. Complaints can be classified as unfounded when it is determined they have no actual foundation in fact.

Not cleared. A complaint is classified as not cleared when a suspect has not been positively identified or his whereabouts are unknown to police.

##### **3. Decrease notification time of Part I and Part II offenses**

Definition – The notification time is the time which elapses between the occurrence of the offense and the time that the police are informed that an offense has been committed. The police cannot be held accountable for this time per se, but are responsible to the extent that they inspire public confidence in police effectiveness.

<sup>1</sup>This information was condensed from the FBI's Uniform Crime Reports. This was necessary in order to conform to the department's present reporting system.

4. Decrease apprehension time of Part I and Part II offenses

Definition — Apprehension time is the number of minutes or hours which elapse from the time when the police are notified that an offense has occurred, to the time of the arrest of the offender.<sup>2</sup>

5. Increase successful prosecution of persons arrested for Part I and Part II offenses

Definition — A successful prosecution is one in which a conviction is obtained. In order to be successful, the prosecution does not have to be on the original charge; it may be on a related lesser offense. In addition, a successful disposition can include the referral of the offender to a non-punitive rehabilitation program.

6. Increase recovery of stolen property

Definition — Stolen property is any article obtained by the use of illegal means.

### PURPOSE OF PROGRAM BUDGET REPORT

The purpose of the Program Budget Report is to provide the police administrator with information necessary to identify problems. Today's police administrator is confronted with a veritable wealth of information. However, it is not all relevant to management problems. The police administrator cannot afford the luxury of reviewing all the information available to him from the use of modern data processing techniques, but must jealously guard his time in order to deal effectively with management problems. This system provides him with that capability.

### CRITERIA FOR EVALUATION

The Program Budget Report will provide the police administrator with information necessary to evaluate police programs in terms of effectiveness and economy. It is impossible to measure the worth of a policeman's smile, unless it is reflected through the achievement of specific and measurable objectives. A measurement must be relative to something; therefore, the only thing that can be measured is an increase or decrease. An administrator's effectiveness is reflected whether or not he is improving in terms of an increasing or decreasing measurement. This can be explained in terms of a police objective such as decreased apprehension time. A police administrator need only know what his apprehension time was for the preceding time period in order to be able to ascertain whether he is decreasing or increasing relative to that time period. (The Dayton Police Program Budget Report will be produced in three month periods, starting in January, 1971)

<sup>2</sup>Calls received by the police pertaining to all Part I and Part II crimes are included under Crime Control. An IBM card (dispatch card) will be made out which will have a radio call number on it. The investigating crew will record that number on all follow-up reports. This dispatch number could be used to follow a complaint through the system. The dispatch card also provides additional information concerning date, time, and location of occurrence as well as the complainant's name; if possible. The card is coded in regard to the type of occurrence. A call priority system also is being developed.

It is possible for a police department to be operating at maximum effectiveness and economy in regard to a specific objective. This would result in a zero measurement, and would require a value judgment on the part of the police administrator to decide whether a problem existed or the department was at maximum effectiveness and economy.

## SECTION 3

### PLANS, PROBLEMS AND PROGRESS SUMMARY

#### POLICE PLANNING

When a problem exists, then the planning process is invoked. This involves a systematic analysis of the facts and existing conditions in order to determine what is relevant to the problem. A predetermined course of action is then developed which offers the optimal combination of effectiveness and economy in conjunction with the greatest potential for success. The planning process requires the following:

1. The identification of a problem.
2. The isolation of the problem to permit the collection and analysis of pertinent data and judgments.
3. The identification and evaluation of alternative solutions to the problem.
4. Selection of the best solution.

Determining what is relevant is the primary aspect of good planning and requires the judgment of the police administrator. The police administrator relies upon his planning team or a technical assistance team to generate decision-making information, thereby providing him with a basis for decision-making.

The Pilot City Team will provide the criminal justice planning models which will enable the police administrator to select the best combination of policies, operations and resource allocation. The planning models will assist the police administrator in accomplishing the following:

1. Maximum effectiveness within available budget.
2. Determine what resources are needed to maximize effectiveness based upon the present workload. (Time available "manpower" = time required "workload".)
3. Determine what will be needed to maximize effectiveness based upon the projected workload.

This provides the police administrator with the answer to three questions for which he is responsible:

1. What can be done with existing resources?
2. What additional resources do I presently need?
3. What additional resources will I need in the future?

The planning models will assist the police administrator in developing the in-house capability to plan for programs that are the best solution to real problems and then budget for those programs.

#### APPROACH

The development of the PPBS within the Dayton Police Department can be outlined in the following manner:

1. Define what is needed (job of Police)
2. Examine feasible changes (Police with assistance of Team)



3. Select the best changes which provide most improvement (job of police administrator)
4. Institute selected demonstration programs which
  - a. result from reallocation of present resources in order to achieve maximum effectiveness and economy (job of police administrator)
  - b. result from additional funds from LEAA for new programs which best solve the problems identified (job of Team)
5. Measure actual improvement provided by demonstration programs (job of Team in conjunction with police administrators)
6. Select the best demonstration programs to implement on a system wide basis. (job of police administrator)

This is the approach that the Team has developed with the Dayton Police Department. It will be refined and further developed during the next twelve months. Once the approach is developed it will be expanded to other police agencies in Montgomery County. This will begin to occur about January, 1972. The Pilot City Team is presently working with the Law Enforcement Advisory Committee of the Miami Valley Council of Governments. This committee will be the vehicle for expanding the PPBS to other law enforcement agencies in this region.

#### **PROBLEMS RELATED TO THE IMPLEMENTATION OF PPBS**

The first problem that will be encountered by the police administrator who decides to implement the PPBS will be the development of a program structure. It is difficult to deal with a police organization in terms of measurable objectives. The Dayton Police Department's program structure is the result of a time-consuming ordeal that involved an extensive period of revision. The police department initially expressed its program structure in terms of how to accomplish the police function rather than what the objectives of the police function are. The most notable example of this problem was with the objective the police have in regard to reducing the apprehension time of criminal offenders. This objective was first stated as reduced response time. The police then proceeded to ask themselves why they wanted to reduce the time required to respond to a crime scene. This thought process revealed that their real objective was to decrease apprehension time. If reducing response time did not accomplish their objective of decreasing apprehension time, they would not be concerned with reducing response time.

The development of a meaningful program structure requires the police administrator to continuously ask the question "why?" until he has defined the police function in terms of measurable objectives.

The second problem confronting a police administrator in implementing this system will be defining what is meant by the objective and what data will have to be collected to measure that objective. This requires a police administrator to review his present data collection system and adapt it to his program structure. The data collection system will then go through a period of revision. Problems will be confronted during this developmental stage, such as what is apprehension time. The Dayton Police Department decided

apprehension time was the period of time which elapses after the police are notified that a crime has occurred until the perpetrator of that crime is apprehended. However, it could have been defined as the period of time which elapses from occurrence to apprehension. It is up to the police administrator to make this decision, although he should avoid assuming responsibility for objectives over which he does not have control.

The third problem of the police administrator will be selection, training and control of a planning team capable of using the tools of modern management. This team is essential if the police administrator is going to have the information necessary to make decisions. The Dayton Police Department is presently in the process of selecting that team.

The fourth problem confronting the police administrator is limiting his own expectations. The PPBS is not a substitute for an administrator's judgment, but is a supplement. The system cannot be implemented overnight. It requires hard work and time to be perfected. The Dayton Police Department's system is about 75% complete; the last 25% will result from the practical application of the system and the revisions that result from that application.

#### **SUMMARY**

Lt. Col. O'Connor of the Dayton Police Department summed up the advantages of PPBS when he said that after thirty years of being a policeman he now knows what is expected of him. Police administrators know how to do their job, but have not had the time to relate "what is done" to "what is needed". This has permitted each citizen who picked up a telephone and requested police service to define the police job for the collective community at that moment. Since the police administrator has limited resources, it is possible that the collective community would prefer the police remove a seriously injured citizen to a hospital as opposed to searching for a lost house key. However, this question is dependent upon public needs and resources (tax dollars) available to the police operation.

**PART III  
COURTS PLANNING DEVELOPMENT**

By  
**JOHN W. KESSLER**

**SECTION 1  
EXISTING ORGANIZATIONS AND OPERATIONS**

**INTRODUCTION**

The overall operation of the court segment of the criminal justice system has been functionally described as those activities which provide for the administration of justice, as opposed to those of the police segment, which provide for the maintenance of law, the maintenance of order and community service. Within Dayton/Montgomery County, only two major types of agencies are directly involved with the administration of justice in any organized way — the judiciary and the prosecution.

There is no public defender's office or organized defense bar through which constant contribution to the administration of criminal justice can be made. Each case from the defense aspect is handled individually, either by retained or appointed counsel. The Dayton Bar Association, which is the governing body for the legal profession in Montgomery County, maintains several committees which meet from time to time to discuss various aspects of the administration of criminal justice in the several courts. Occasionally they make recommendations for improvements to the agencies involved. These committees are primarily reactive in their function, however, and do not provide a constant and coordinated planning input to the system.

The Criminal Law Committee of the Dayton Bar Association, which is the primary committee concerned with the administration of criminal justice, has been responsible for the establishment of a bail bond service and volunteer legal counsel for indigent defendants at preliminary stages of processing. These efforts, while admirable in conception, have suffered in their operation from lack of full time leadership and adequate funds. Currently, both projects exist in name only.

**JUDICIAL ORGANIZATION**

The primary jurisdictional divisions among the functioning courts of Dayton/Montgomery County are that of subject and subject matter — adults v. juveniles and misdemeanors v. felonies. Juveniles are those individuals under the age of 18 years, and a misdemeanor is defined as any crime which is punishable by less than 1 year of confinement under the Ohio Revised Code.

Organizational Chart #1 in the Appendix, p. 8, sets forth the hierarchy of courts throughout the county. The Municipal and County District Courts, which comprise the lower court strata, have original and concurrent jurisdiction of misdemeanors committed by adults. This means that they have the power to hear a misdemeanor case upon an initial filing and the authority to determine the punishment of the convicted offender. Such power is shared

concurrently with the Montgomery County Common Pleas Court, which may hear adult misdemeanor cases upon their presentation by the Montgomery County Grand Jury, the only restrictions being those of double jeopardy.

Within the lower court strata, jurisdiction is further divided by geographic considerations. Each municipal corporation of more than 5,000 registered voters is authorized by statute to maintain a separate Municipal Court and the number of judges in each is set by population. All unincorporated territory within the county is jurisdictionally divided into County District Courts, which have, in effect, the same powers as Municipal Courts. This geographic prerequisite for jurisdiction in criminal cases is called "venue" and is defined as the place where the crime was committed.

The Montgomery County Common Pleas Court, the second level court, has original, exclusive jurisdiction over all felonies committed within the county. This means that it is the only court which may hear the trial of these cases and determine the punishment of the individuals convicted. There is, however, a concurrent aspect to its jurisdiction in these cases with the Municipal and County District Courts. This aspect is exemplified by the procedures of initial arraignment and preliminary hearing in the Municipal and County District Courts which will be discussed later.

The Montgomery County Juvenile Court is a division of the Montgomery County Common Pleas Court, and has original exclusive jurisdiction over all committed juveniles charged with either misdemeanors or felonies within the county. Since the handling of juveniles has not yet reached the proportions of full-blown adversary proceedings, despite the effects of cases such as the Gault decision, a system of referees and counsellors is employed, rather than numerous judges. This system is graphically described in Organizational Chart # 2 in the Appendix, p. 9. The procedures employed for the administration of the caseload will be discussed later.

The Appellate Court to which all of the lower courts are responsible is the Second District Court of Appeals of Ohio, whose jurisdiction includes all of Montgomery County and portions of surrounding counties.

**PROSECUTION ORGANIZATION**

Each Municipal and County District Court has at least one prosecuting attorney assigned to its criminal justice operations. The Municipalities identified in Organizational Chart #3 in the Appendix, p.10, employ their own attorneys for this function. The County Prosecutor's Office supplies attorneys to the County District Courts. The jurisdiction of the Municipal Prosecutors is the same as that of their respective courts, except with regard to prosecution in preliminary hearings of felony cases. In those instances the Municipal Courts are supplied with attorneys from the County Prosecutor's Office.

The County Prosecutor's Office, which is shown in Organizational Chart #4 in the Appendix, p. 11, is responsible for the prosecution of all cases brought before the Common Pleas Court and Juvenile Court.

Each prosecuting attorney's office, of whatever jurisdiction, has quasi-judicial powers with regard to each



case it is handling. This means that a case may be dismissed or reduced to a lesser charge by that office without its having been brought to trial. This generally requires approval by a Judge and a statement of good cause, but it is within the discretion of the prosecuting attorney to initiate such action.

### CASELOADS AND BUDGETS

In general, compilations of criminal caseloads by the various Municipal and County District Courts are not made on a regular basis. The following is an estimation of the number of criminal cases handled by each Court per calendar year:

Dayton Municipal Court	14,000
Kettering Municipal Court	8,000
Vandalia Municipal Court	4,000

The criminal caseload for the Montgomery County Common Pleas Court is reported in Ohio Judicial Criminal Statistics 1969, compiled by the Department of Mental Hygiene and Correction of the State of Ohio. Their report indicates that in 1969, 2,176 criminal cases were brought to the Montgomery County Common Pleas Court's attention, of which 1,295 were disposed of and 881 remained pending as of December 31, 1969. Of the 1,295 cases disposed of in 1969, twenty-eight were disposed of in less than one month from the date of the original filing in court; 139 in one to two months; 104 in two to three months; 114 in three to four months; 333 in four to six months; 294 in seven to eleven months and 283 in twelve months or more. During that period, 62 cases were tried in the Court.

The overall budgets for the two largest courts of Montgomery County, are as follows:

Dayton Municipal Court	\$699,493.00
Common Pleas Court	\$770,000.00

The budget and caseload statistics for the Juvenile Court can be found in Part IV of this report.

### CASE FLOW

#### **Misdemeanors**

Reference should be made to Flow Chart #1 in the Appendix, p.12, in order to observe how misdemeanors are processed in the respective Municipal and County District Courts. Jury trials are uncommon in misdemeanor cases and are generally discouraged since they represent much time delay and resource expenditure. Many misdemeanor cases are heard without benefit of legal counsel for the defendant.

#### **Felonies**

Reference should be made to Flow Charts #2 and #3 pp. 13 & 14, to observe how felonies are processed. Jurisdiction is transferred to the Common Pleas Court by the inferior courts of preliminary jurisdiction at the time of waiver of preliminary hearing and/or bindover to the Montgomery County Grand Jury.

The Grand Jury is maintained by the Common Pleas Court and has jurisdiction over all criminal matters brought to its attention. The Grand Jury sessions are administered by the County Prosecutor's Office, which has one of its

assistants assigned there on a full time basis. The Grand Jury hearings are closed, and proceedings therein are secret. The accused does not testify before the Grand Jury and defense evidence is rarely heard.

The County Prosecutor, with the consent of the accused, may bypass Grand Jury proceedings by a special pleading called "Information". This is essentially a voluntary waiver of the accused's right to have his case heard by the Grand Jury. He may then plead to the Information by any of the pleas indicated at the top of Flow Chart #3, p. 14.

#### **Juveniles**

Juvenile cases are classed as non-criminal proceedings by reason of the types of dispositions that are made in these cases. Reference should be made to Flow Chart #4 in the Appendix, p.15, for a description of these proceedings.

The Juvenile Court has the power to act as a criminal court only in those instances where adults are charged with neglect, abuse or contributing to the delinquency of a juvenile. These charges are classified as misdemeanors, and sentences and processes are the same as those of Municipal and County District Courts.

## **SECTION 2 COURTS PROGRAM STRUCTURE**

### INTRODUCTION

When examination is made of the court program structure, (immediately following) certain considerations must be kept in mind.

The primary consideration is the fact that no attempt has been made by the agencies involved to establish such a structure, which is in contrast to the efforts of the Dayton Police prior to the institution of the Pilot City Project. This is the direct result of two major factors: the lack of coordinated planning by the agencies involved (which is discussed in Section 3 herein), and the lack of any organized way to collect the data required to make such a structure viable. No information systems have been implemented in or planned for these agencies. The only data available is that which is compiled by hand through the clerks of the respective courts or the clerical staffs of the prosecution offices. Obviously, these reporting techniques are very limited in their scope and would provide little input to the program structure even if it were in operation.

In order to provide a planning capability to the agencies, an information system must coincide with or precede the implementation of the program structure.

The structure itself was conceived in a partial vacuum in the Pilot City Offices, and exists now only as a first draft for the consideration of the local administrators. The objectives were identified from the experience of this writer and may not reflect the entire scope of operations of the court segment.

It was felt, however, that a start must be made even if this structure must be substantially revised. It is intended as a guide to the establishment and identification of objectives of the court system as opposed to its activities and work routines.



## PROGRAM BUDGET STRUCTURE

Service Area – Security of Persons and Property

### **CATEGORY – ADMINISTRATION OF JUSTICE**

#### **1. Program – Prosecution and Judgment of Adult Felony Offenders**

##### **Program Objectives –**

1. Increase the successful prosecution of sane adults charged with felonies
2. Decrease the unnecessary delay in judicial processing of adults charged with felonies
3. Increase the relative effectiveness of sentences for convicted sane adult felony offenders

##### **Budget Activities –**

1. Municipal Prosecutor
2. County Prosecutor
3. Common Pleas Court

#### **2. Program – Prosecution and Judgment of Adult Misdemeanor Offenders**

##### **Program Objectives –**

1. Increase the successful prosecution of sane adults charged with misdemeanors
2. Decrease the unnecessary delay in judicial processing of adults charged with misdemeanors
3. Increase the relative effectiveness of sentence for convicted sane adult misdemeanor offenders

##### **Budget Activities –**

1. Municipal Prosecutor
2. Municipal Court
3. County Prosecutor
4. Common Pleas Court

#### **3. Program – Prosecution and Judgment of Adult Traffic Offenders**

##### **Program Objectives –**

1. Increase the successful prosecution of adults charged with traffic offense
2. Decrease the unnecessary delays in traffic court
3. Increase the relative effectiveness of the sentence of convicted traffic offenders

##### **Budget Activities –**

1. Municipal Prosecutor
2. Municipal Court
4. Program – Prosecution and Judgment of Juvenile Offenders

##### **Program Objectives –**

1. Increase the unofficial disposition of sane juveniles charged with delinquency and traffic offenses
2. Increase the successful prosecution of sane juveniles officially charged with delinquency and traffic offenses
3. Increase the successful prosecution of sane adults charged with contributing to delinquency, neglect and abuse of juveniles
4. Decrease the unnecessary delay in judicial processing of juveniles and adults
5. Increase the relative effectiveness of the disposition of juvenile delinquents and traffic offenders
6. Increase the relative effectiveness of the sentence for convicted adults

##### **Budget Activities –**

1. County Prosecutor
2. Juvenile Court

### EXPLANATION OF OBJECTIVES

The first objective under the program of Prosecution and Judgment of Adult Felony Offenders is to increase the successful prosecution of sane adults charged with felonies. The duty of the County Prosecutor is to prosecute the guilty and protect the innocent. Occasionally, innocent people are charged with the commission of a felony. In these instances, this objective comes in conflict with the prosecutor's sworn duty. In order, therefore, to make this objective viable, these cases must be segregated from the vast majority of cases handled by this office. Hopefully all such cases can be identified and eliminated by the Prosecutor's Office before indictment by the Montgomery County Grand Jury. In this regard the word "charged" is envisioned to refer only to those crimes named in the Indictments or Informations.

Several things can affect the success of the prosecution in a case brought by Indictment or Information. The first is the quality of the investigation. The second is the correctness of the charge propounded. The third, if the case is one which goes to trial, is the quality of the advocate presenting that case. The Prosecutor's Office has reasonably good control of all of these variables and can, therefore, fairly be measured by this objective. It should be noted that this objective is strictly for the prosecuting agency and in no way is the burden of the judiciary. The judiciary must retain its objective decision-making authority in the handling of all criminal cases.

The second objective of this program is to decrease the unnecessary delay in the judicial processing of adults charged with felonies. This is seen as a combined objective of the judiciary and the prosecution. Both agencies have control over the processing of cases. The only word in this objective that is not self-explanatory is "unnecessary". It is felt that many delays in the judicial process can be classified as necessary delays, e.g. motion hearings, probation reports, witness depositions, etc. It is the unnecessary delay, that time in which no legal action is pending on that case, which is intended to be attacked. These delays are the result of a combination of factors, some of which fall directly to the judiciary and some directly to the prosecutor. Problems are presented in accomplishing this objective, due to the activity of defense counsel. It has been observed that the court system is the only system in the world that is required to function while fostering a professional component whose primary task seems to be devising ways to upset and confuse its workings. Much cooperation is needed from the defense bar to accomplish this objective. Further, care must be taken in efforts to decrease unnecessary delay, in order to avoid prejudicing the rights of the defendant. On occasion, however, frivolous constitutional claims on behalf of defendants are being made simply to avoid the charge of inadequate representation after conviction. The problem, of course, is to determine which claims of the defendant are frivolous and which are legitimate.

The third objective in this program is to increase the relative effectiveness of sentences for convicted, sane adult felony offenders. This is solely a judicial objective. Sentencing is seen as a three-dimensional problem. Presented on the one hand are the characteristics of the offender, such as age, sex, income, family situation, criminal experience, etc. On the other hand is the offender's conduct and the type of offense committed, i.e. robbery, grand larceny, rape, etc. And yet another set of considerations concerns the varied public needs: rehabilitation, deterrence, revenge and removal from society. To assign a penalty, a judge's decision is reached by selecting the proper elements from the considerations of the public needs, the characteristics of the offender and the type of crime committed. These are combined in order to produce an "effective" sentence in relation to the public and the individual.

In the present structure in the Common Pleas Court regarding felony cases, there is, for all practical purposes, only one decision that can be made in each individual case: prison or probation. No alternatives exist, such as a half-way house or an alcohol and drug rehabilitation center, to which any particular individual can be assigned upon his conviction in Common Pleas Court for a felony. Also, there are restrictions that are forced upon the judiciary by the legislature of the State of Ohio in the form of required sentences for certain types of crimes and the indeterminate sentence period for others. For instance, in Ohio, breaking and entering an inhabited dwelling in the night season is punishable by either five to thirty years in the penitentiary, or life in the penitentiary, to be determined by the judge or

jury hearing the case. Yet breaking and entering an inhabited dwelling in the daytime is punishable by only one to five years in the penitentiary. In this regard, and under the law, in a matter of about twenty minutes of sunrise or sunset, a person can go from a sentence of one to five years to a sentence of life in prison, the judge having absolutely no control over the result. Since effective sentences are the objective of the judicial system, a method of measuring the relative effectiveness of sentences in the court today should be developed. It is hoped that as a result of establishing such a measurement, efforts can be made to improve the relative effectiveness of sentences in the Montgomery County Common Pleas Court, either by increasing the corrective alternatives which are available to the judges, or by providing them with more discretionary sentencing power under the law.

Studying the problem of relative effectiveness in sentencing is not intended as a method of comparison of the sentences for individual cases. In fact, there currently exists no way to retrieve data on each individual case. It is, therefore, proposed that ideal sentences be developed by questioning the experienced judges of this county in a variety of hypothetical types of cases. To arrive at actual sentences to compare to the ideal, the same process can be used by questioning the same judges as to what sentences would be imposed under present restrictions of law and facilities.

The Budget Activities which appear below the program objectives on the included chart indicate those agencies which contribute resources to the processes involved in each of the prior objectives. For example, the Municipal Prosecutor and Municipal Court are involved in the prosecution and judgment of adult felony offenders, in that the Municipal Prosecutor is responsible for the initial filing of the affidavit in Municipal Court to vest the court with jurisdiction in the particular case. The Municipal Court is responsible for providing the defendant with an arraignment, initial bond hearing and a preliminary hearing, should he request it. The County Prosecutor's Office supplies a prosecutor for a preliminary hearing in the Municipal Court and also a prosecutor for each stage after that, through the Grand Jury and the trial process itself. The Common Pleas Court assumes full jurisdiction once the Grand Jury has taken action on the case.

The objectives of the two other programs, Prosecution and Judgment of Adult Misdemeanor Offenders and Prosecution and Judgment of Adult Traffic Offenders, are identical to the ones described above, except they deal with separate classes of offenses, and a different emphasis on Budget Activities.

The program of Prosecution and Judgment of Adult Traffic Offenders was set out as a separate program, simply because traffic cases are treated differently in the Municipal Court than are other misdemeanor cases. Technically, traffic offenses are misdemeanors, however, separate court dockets are maintained and separate judicial time is spent on traffic offenses.

One further note with regard to objective number three for the program of Prosecution and Judgment of Misdemeanor Offenders should be offered. In the case of sentencing misdemeanants, judges are not faced with the



statutory indeterminate or mandatory sentence, as they are in felony cases. A misdemeanor case can result in fine, restitution, incarceration and/or probation, and the severity of each is assessed by the judge within the statutory maximums prescribed in the Ohio Revised Code. An example of this would be a case of assault and battery in which the maximum fine is \$200.00 and the maximum term in jail is six months. In any assault and battery case the judge may make a sentence of any combination of each element above. In other words, a man might receive a \$10.00 fine and ten days in jail or a \$25.00 fine and no days in jail or six months in jail and no fine. The decision is entirely up to the judge. It is felt that the objectives to increase the relative effectiveness of sentence should nevertheless remain, due to lack of corrective alternatives to the judges in misdemeanor cases. It is still substantially only the alternatives of incarceration or probation that remain.

The only program structure that differs from those which have already been described in the court area, is the Prosecution and Judgment of Juvenile Offenders.

The first objective under this program which is to increase the unofficial disposition of sane juveniles charged with delinquency or traffic offenses, distinguishes this program structure from the others. An unofficial disposition is distinguished from an official disposition in that no record of the proceedings is maintained. Also, unofficial dispositions are accomplished only upon admission by the juvenile of his responsibility for the crime with which he is charged. No adversary proceedings are conducted in this type of disposition. The unofficial disposition is by far the preferable method of handling juvenile cases. The consensus of opinion is that recidivism is less than in those cases handled officially, and that great savings of processing time and resource expenditure are made through unofficial disposition.

The remainder of the objectives in this program follow the essentials set out in the material above.

### SECTION 3 PLANNING FOR COURT CHANGE

In connection with the grant application to the Law Enforcement Assistance Administration for the designation of Dayton as a Pilot City and Community Research, Inc. as the grantee, a general outline of the proposed project was presented, along with various letters of support from local officials connected with the operations of the criminal justice system. Notable by their absence were indications of support from the vast majority of the administrators in the Court's segment of the criminal justice system throughout the county. The only two agencies that showed definite interest were those of the Montgomery County Prosecutor's Office and the Montgomery County Juvenile Court, a separate division of the Montgomery County Common Pleas Court.

The representatives of the National Institute suggested that of the three disciplines within the criminal justice system, i.e. police, courts and corrections, the courts presented the most difficult problems with regard to the institution of change. However, it was suggested that efforts

to work within the court system for change would provide valuable information and experience, even if the results in terms of implementing demonstration projects were less than 100% successful.

Authority and decision-making power within the judicial branches of the system are diverse. For multi-judge courts there is generally a presiding judge who is elected by his peers and who speaks for the Court on generalized issues affecting other agencies of government or the public. However, each judge's courtroom is autonomous, as is his administration and handling of the caseload. This results in a very insulated form of administration, which presents great difficulties in coordinating planning for change. One further problem presents itself in the area of judicial change and that is the substantive legal principle of *stare decisis*, i.e. to stand by decided cases; to uphold precedents; to maintain former adjudications. Since this principle is applied daily in the legal exercise, it is not surprising to find it applied in the area of administration.

In Prosecutors' Offices, however, most of these considerations are not present. There is, in these offices, one centralized authoritative figure and all planning for change can come through this official.

A further note should be made with regard to the Pilot City Program and the institution of change in the judiciary, this being the reservations of many of the judicial personnel with regard to the federal government. The federal government is seen as a pervasive influence which often causes more disruption and confusion than it eliminates. Unfortunately, there is occasionally evidence to support this conclusion. It is in this regard that personalities become so important. If the administrators know that the person in charge of a particular program has their best interests in mind and that person can be classified as an "insider", one who has had operational experience inside the system, the willingness to listen, at least, remains.

Another consideration in the court's area is the fact that the courts generally are not wanting for money. They have rarely, if ever, been denied increased budgets for their operations. Therefore, the monetary power for change that the federal government may exert with police and corrective agencies is not present in the courts. They can take the federal money or leave it, as they see fit.

Also, there is the consideration that intolerable pressure has not really been felt in terms of growing case numbers. There always seems to be something that can be done to alleviate the situation. Without a crisis in these aspects, then, it is difficult to convince administrators that change is required. This is not to say that many programs are not recognized by local administrators as needed within the present structure. Basic programs lacking in this area, such as a Public Defender project and a bail bond project have been recognized as needed for years. However, once again, the attitude remains that since these changes have been needed for years, and yet the system has somehow gotten along, there is no urgency to institute such programs. Consequently planning initiative is not taken.

Hopefully, the systems planning approach described in Part I of this report, coupled with individual participation and trust, can provide a common ground upon which



effective planning activities can take place. Agencies do exist, with which this office has operated, that can provide the planning capability. One such organization is the Miami Valley Council of Governments Law Enforcement Advisory Committee. This agency is responsible for the administration of block grant funds to the criminal justice agencies throughout the surrounding five county area. Work has already been accomplished by the Pilot City staff that will assign \$624,972.00 of federal block grant funds to the courts and correction agencies alone. These requests and a history of background activities leading to their presentation can be obtained under separate cover from this writer.

The MVCOG-LEAC hopefully will be given active support by the local administrators of the Criminal Justice System, so that its planning capability can be achieved. The first step toward achieving a useful planning capability is to promote the planning concept as something more than the use of individual intuition.

**PART IV**  
**CORRECTIONS DEVELOPMENT**

**JAMES J. GRANDFIELD**

**SECTION 1**

**EXISTING ORGANIZATIONS AND OPERATIONS**

**DEFINITION**

The first step in applying PPBS to problem-solving within corrections was to define the parameters of corrections. The delineation of this subsystem was required as a logical step in the development of a systems planning approach to the Criminal Justice System. The Pilot City Team has developed the following basic working definition of corrections: all of these programs subject to local governmental control (administrative and/or financial) which administer sentences imposed by the courts.

While some of both juvenile and adult offenders are committed to the custody of the State, they are not included in the scope of our working definition as there is no continuing local administrative or financial control over State correctional programs. (The effectiveness of State correctional programs will not be ignored; it is of vital interest, as local offenders processed through State programs usually return to this community.) On the other hand, commitments to other facilities outside of this area, such as the Cincinnati Workhouse for adults, and private boarding schools for juvenile delinquents, are considered an integral part of the local corrections structure because financial control is retained by local jurisdiction. The rationale for such exclusion/inclusion is a basic principle of PPBS: one cannot manage what one does not control.

**ORGANIZATIONS AND OPERATIONS**

As a result of the legal framework underlying governments and their courts in this area, corrections is a patchwork of various types of service units under diverse administrative controls. Following is a brief description of each of the main correctional programs operating in Montgomery County:

Montgomery County Juvenile Court – This court has jurisdiction over all delinquency cases filed anywhere in the county. A staff of 57 carries out the basic responsibilities of adjudication, investigation, and probation. Five thousand six-hundred and forty-nine delinquency complaints were accepted in 1969. Nine hundred and thirty-five youngsters were on probation during the year. The Frank Nicholas Juvenile Rehabilitation Facility, a residential facility for delinquent youth (24 boys, 24 girls), just opened in the Spring of 1970. It has a staff of 22. Total budget for all of this Court's operations in 1969 was \$1,480,000.00.

Human Rehabilitation Center – Administered by the City of Dayton, this facility has a capacity of 350 adult male misdemeanants. Eighty percent of the inmates came from Dayton Municipal and other municipal and district courts in Montgomery County; the remaining 20% are

accepted from neighboring counties, which pay a per diem rate. There is a staff of 63. Inmate sentences range from a few days up to one year in length. Average stay is 6 months. Average inmate age range is 18 to 26. The rehabilitation program is limited by insufficient staff and resources (1969 budget was \$642,000.00).

Dayton Municipal Court Probation Department – A staff of 2-1/2 persons, serviced 253 probationers in 1968 (last biennial report). The budget is incorporated in overall Court operations.

Montgomery County Court of Common Pleas Probation Department – Staff service is supplied by 19 persons, including three in the Investigation Department with an average caseload of 45, and 5 in the Supervision Department with an average caseload of 110. Pre-sentence investigations are currently backing up at the rate of 20 per month. Supervision cases are increasing at approximately 10 per month. The budget is incorporated in overall Court operations. (Organizational tables for the above programs, except the 2-1/2-member Municipal Court Probation Department, are in Appendix, pages 9, 16, and 17.

An additional quasi-correctional facility is the County Jail (under the County Sheriff's administration). The County Jail acts only as a detention center and is not, therefore, considered a correctional facility. The County Jail operates primarily as a detention center, but approximately 3% of its residents are on commitments to that facility. The average stay for all individuals at the County Jail is two to three months. The individual awaiting trial in the County Jail spends virtually all of his time in a cell.

The specificity of function of the various correctional programs, coupled with insufficient staff and resources, has done much to preclude the development of a professional correctional organization which could represent the interests of the entire field of corrections. This fragmentation and lack of coordination has resulted in corrections continuing to have less "clout," money and community support than do police and courts. This point is particularly reflected in the lack of proportionate participation by corrections in programs in LEAA block grant funds.

**SECTION 2**

**CORRECTIONS PROGRAM STRUCTURE**

**PROGRAMS AND OBJECTIVES**

The corrections programs and objectives have tentatively been identified as follows:

**CATEGORY – ADULT CORRECTIONS**

**Program – Rehabilitation of Felons**

**Program Objectives**

1. To decrease the recidivism of felons who have been:
  - (a) Placed on probation
  - (b) Placed on probation and referred to a community treatment program

**Program – Rehabilitation of Misdemeanants**

**Program Objectives –**

1. To decrease the recidivism of misdemeanants who have been:
  - (a) Committed to a correctional facility
  - (b) Placed on probation
  - (c) Placed on probation and referred to a community treatment program
  - (d) Fined
  - (e) Disposed of by other means (i.e. restitution ordered, alone or in combination with fine and/or probation)

**Program – Rehabilitation of Adult Traffic Offenders**

**Program Objectives –**

1. To decrease recidivism of adult traffic offenders who have been:
  - (a) Committed to a correctional facility
  - (b) Placed on probation
  - (c) Placed on probation and referred to a community treatment program
  - (d) Fined
  - (e) Deprived of their license (suspension)
  - (f) Disposed of by other means (i.e. restitution ordered, alone or in combination with fine and/or probation)

**CATEGORY – JUVENILE CORRECTIONS**

**Program – Rehabilitation of Juvenile Delinquents**

**Program Objectives –**

1. To decrease the recidivism of delinquents who have been:
  - (a) Committed to a juvenile correctional facility
  - (b) Placed on probation
  - (c) Admonished – held open
  - (d) Fined and/or costs
  - (e) Placed in foster care
  - (f) Adjusted
  - (g) Referred

**Program – Rehabilitation of Juvenile Traffic Offenders**

**Program Objectives –**

1. To decrease the recidivism of juvenile traffic offenders who have been:
  - (a) Fined and/or costs
  - (b) Adjusted – admonished
  - (c) Deprived of their license (suspension)
  - (d) Fined and/or costs, and license suspended

**CATEGORY – COMMUNITY HEALTH SERVICES**

**Program – Treatment of Alcoholics**

**Program Objectives –**

1. To increase:
  - (a) Referrals to Alcoholic Treatment Program by the criminal justice system
  - (b) Voluntary referrals to the Alcoholic Treatment Program
  - (c) Successful treatment of alcoholics

**Program – Treatment of Drug Addicts**

**Program Objectives –**

1. To increase:
  - (a) Referrals to Addict Treatment Program by the criminal justice system
  - (b) Voluntary referrals to the Addict Treatment Program
  - (c) Successful treatment of addicts

**SECTION 3**

**PLANNING FOR CORRECTIONS CHANGE**

Our plan for effecting change within corrections consists of the following functions:

1. Facilitating the development of a sense of cohesiveness among correctional administrators.
2. Increasing the knowledge and capability of correctional administrators with respect to the systems planning/management process.
3. Assisting in the development of PPBS tools (simulation models, criminal justice data information system, etc.) which promise to be of substantial assistance to correctional administrators.
4. Assisting in the development and implementation of best-test projects once the PPBS is in operation. (In the interim, assisting in the development of projects aimed at alleviating critical needs.)
5. Working with other Pilot City specialists to generate changes which promise to alleviate some of the current problems confronting corrections operations.
6. Expanding the base of knowledgeable individuals interested in corrections, particularly those in power positions.

A schedule with respect to PPBS tasks for corrections is shown on the next page.

A series of five briefings for correctional administrators regarding the Pilot City Project and the application of PPBS to corrections will be conducted from December 16 to February 16. One of the primary goals of this series is to develop in each correctional program the capacity to use PPBS internally. The series is intended to culminate in the



actual application of PPBS by the administrators to the corrections subsystem, with continuing technical assistance being provided by Pilot City staff. The tentative program-budget structure previously presented will be refined by these administrators to more accurately reflect their management responsibilities.

It is expected that this series of briefings will produce other beneficial effects. For example, it will probably be the first time for some correctional administrators to sit down at the same table with others from their own field. The idea of corrections as a system being represented in various aspects of community organization will be presented, as will the idea of an organization which would provide for continuing dialogue among correctional administrators. The Omnibus Crime Control and Safe Streets Act and the organizational structure and procedures developed to administer it will be described, and those in attendance will be encouraged to participate in the Miami Valley Council of Governments, the local coordinating agency for OCC & SSA funds. (As previously mentioned in this report, the Pilot City staff has laid the ground work for effecting reorganization of the Law Enforcement Advisory Council of the Miami Valley COG. Should this proposed reorganization occur, it would allow for greater representation of, and more participation by, correctional administrators.)

One of the problems facing the Pilot City staff is the intent on the one hand to develop projects on a systematic best-test basis, and, on the other hand, being confronted with the current perceived needs of the active administrators. In the corrections area these needs are basic and elementary, e.g. treatment services for inmates. Given these perceived immediate needs, some correctional administrators view PPBS as an esoteric process. To establish a credibility base, and to make good use of currently available funds, we are working with administrators in the development of demonstration projects on an immediate basis without being able to apply a systematic best-test process. Specifically, we are assisting, or have assisted, in the development of the following proposed projects:

1. A Youth Services Bureau to be established in a yet-to-be-selected neighborhood which would focus, coordinate, and stimulate the development of services and activities for delinquent youth and their families.
2. A comprehensive diagnostic and treatment unit for the Human Rehabilitation Center, incorporating educational and vocational training (in-house and extra-mural), professional counselling services, and health and recreation programs.
3. A program services unit for the County Jail which will incorporate educational opportunities, vocational and community resources orientation, and health and recreation activities.

4. A Volunteer program for the Juvenile Court which will provide for the use of volunteers in direct service roles, and for a regional workshop to present to others the process of establishing a volunteer program.

All of the above projects are either written or in the process of being written. Other project ideas which have only been discussed include: the consolidation of the Dayton Jail and the County Jail; the development of psychological testing, and expansion of professional counselling services for probationers assigned to the Common Pleas Court Probation Department; and the development of a day care residential facility for delinquents.

In addition, the Corrections Specialist has assumed the technical assistant role with two operating LEAA-funded projects: the Alcohol & Drug Treatment project, and the Youth Resources Commission. (See Demonstration Programs, pp. 4 & 5, for elaboration of these projects.) He has also been designated an ex-officio member of each of the Boards overseeing these projects.

Some of the "problems" in corrections are but reflections of problems elsewhere within the criminal justice system. As a result of this fact, along with the fact that some correction programs operate under the administration of Courts, close cooperation between the Courts and Corrections Specialists of the Pilot City staff is planned.

In our attempt to solicit broader cooperation with the Pilot City project, and to expand the base of knowledgeable people with respect to PPBS being applied to the criminal justice system, a series of four briefings, similar to that for correctional administrators, will be conducted for regional planning personnel from January 6 through January 27. The following organizations will be represented at these briefings:

Miami Valley Regional Planning Council  
Health and Welfare Planning Council  
Miami Valley Council of Governments  
Montgomery County Government Planning Department  
Dayton City Government Planning Department  
Model Cities Planning Department  
Transportation Coordinating Committee

## DEMONSTRATION PROGRAMS

(The comments relevant to on-going demonstration programs represent the Team's initial observations and judgments. The Team is presently in the process of data collection and has not yet entered into the evaluation of data.)

### PART I

#### OPERATING PROGRAMS

Police Legal Advisor  
Grant #70-DF-149      Funded 7-1-70      \$ 14,866

##### PROJECT DESCRIPTION

The Legal Advisor is to perform a wide variety of functions within the Department. He will be responsible directly to the Deputy Director in charge of Field Services and will be involved in essentially three major tasks: (1) assisting the Department in formulating public policy, (2) advising police officers on proper line operations and of alternatives to current police practices, (3) assisting in recruit training and in-house training programs as well as the preparation of training bulletins on law enforcement topics.

##### PROGRESS SUMMARY

Mr. Frank Schubert, Col. R. M. Igleburger's Administrative Assistant, has been in charge of this program. During the past several months, he has actively attempted to recruit a police Legal Advisor. The Department's criteria for selection have been high but unfortunately, the money available to hire a Legal Advisor was limited.

The following have been accomplished under Mr. Schubert's direction:

1. The new position of Police Legal Advisor was established in the city personnel structure.
2. The location of the police legal advisor in the department's organizational structure was approved.
3. Mr. Fred Crow, a member of the bar, was hired to fill the position on December 1, 1970.

##### INITIAL OBSERVATIONS

Due to the limited resources available to the Department, the experience requirement was compromised and a recent law school graduate was hired. The Legal Advisor who was hired will be confronted with a credibility problem due to his age and lack of experience. However, if he is competent, he will be able to overcome this obstacle.

Community Service Officer Program  
Grant #PC 3902      Funded 7-1-70      \$115,226

##### PROJECT DESCRIPTION

The Community Service Officer Program consists of recruiting, training, and placement of socially and economically disadvantaged persons in para-professional positions in the police service. They will perform a variety

of routine tasks that the police generalist/specialist normally performs. The Community Service Officers will provide human service to the community and function as an advocate of the community.

##### PROGRESS SUMMARY

Mr. Tyree Broomfield is in charge of the C.S.O. program. His time, to date, has been spent on organizing and restructuring the police department's job ladder. He has spearheaded the necessary negotiations with the City of Dayton's Personnel Department and Civil Service Board.

The following have been accomplished under Mr. Broomfield's direction:

1. Three grades of Community Service Officers have been established within the City Personnel structure.
2. Community Service Officer I is an entry level only and consists of ten positions.
3. There are 25 Community Service Officer II positions and they are both entry level and upgrade.
4. The Community Service Officer III position has been divided into two groups.
  - a. Seventeen Community Service Officers III, who meet the police recruit requirements.
  - b. Eight Community Service Officers III, who are over 21 and meet the necessary requirements but do not intend to become police officers.
5. The Community Service Officer positions will be filled by qualified applicants between November 9, 1970 and January 1971. (Three C.S.O.'s have been hired to date.)
6. Blackstone Associates of 2800 Ontario Road, N.W., Washington, D.C. 20029 have designed the training program for the C.S.O and are under contract to conduct the training.
7. The Board of Education is being contracted with to supply the services of three part-time school teachers in order to provide C.S.O.'s with the necessary remedial education.
8. Pilot Cities has awarded a subcontract to Wright State University to assist in the evaluation of this program.

##### INITIAL OBSERVATIONS

The biggest problem to date concerning this program has been a lack of understanding with regard to its objectives. However, through Mr. Broomfield and Lt. Lyle Grossnickle's efforts, the program has started to progress satisfactorily.

Dayton Metropolitan Scientific Crime Control Program  
Grant #71-DF-495      Funded 8-18-70      \$111,527

##### PROJECT DESCRIPTION

The Dayton Metropolitan Scientific Crime Control Program consists of the formation of a regional crime laboratory centered on a college campus. The program's goal is to develop a central crime laboratory and training program on the Sinclair Community College campus that will serve all the law enforcement agencies in the Dayton metropolitan area more efficiently and at less cost than their present



programs. The program is being coordinated by the Law Enforcement Advisory Council of Sinclair Community College which is composed of the various chiefs of police in the area.

### PROGRESS SUMMARY

Mr. Claude Hazen is in charge of the Dayton Metropolitan Crime Lab. He has been extremely active in developing and initiating the program. Mr. Hazen, upon notification of funding, immediately proceeded to have the necessary new positions established, conduct interviews for those positions and accept applications for the positions which were outlined in the program.

Since the program has been funded, the following have been accomplished:

1. James E. Reboulet of Dayton, Ohio was hired to fill the newly created position of Forensic Chemist.
2. John Raymond Specker was hired to fill the newly created position of Forensic Microanalyst.
3. Margaret Simms, an employee of the Dayton Police Department, was transferred from auto recovery to the Technical Services Bureau to function in the capacity of administrative stenographer.
4. Specifications and preliminary estimates have been prepared relative to a gas chromatograph, ultra and infrared spectrophotometers, forensic phase polarizing microscopes, hot stage equipment, emission spectrograph, laboratory supplies and miscellaneous equipment. Formal bids are now being accepted.
5. During this beginning phase, capabilities for limited laboratory examinations and analysis have been maintained.
6. Applicants are being interviewed for the positions of document examiner and firearms and tool marks expert.
7. The training program has been designed and is operational.
8. Evaluation will be conducted by Sinclair Community College, Dayton Police Department and Pilot Cities.

### INITIAL OBSERVATIONS

Mr. Hazen has been the prime mover in developing this program. It would be difficult if not impossible for this program to maintain its present momentum without his efforts. The department should provide Mr. Hazen with a competent understudy in order to assure the continued development of this program.

The support of other police agencies was gained through the efforts of the Dayton Police Department and the Montgomery County Sheriff's Department. A sergeant from each of these agencies contacted the representatives of each of the other police agencies in the area and solicited their cooperation. The response to date has been 100% and as a result, the project is progressing rapidly.

**Community-Oriented Conflict Management**  
**Grant #70-DF-292      Funded 7-1-70      \$ 98,595**

### PROJECT DESCRIPTION

The conflict management program is an effort to develop positive action that is community-oriented as a safe response to conflict. Conflict management will provide for

a team of inter-group relations officials, headed by a Conflict Management Specialist, to identify and analyze the potential for community conflict in order to develop positive alternative police responses. The Conflict Management Team's activities fall into four major areas: (1) conflict identification, (2) public information, (3) community organization and related assistance to community groups involved in confrontation, and (4) youth aid.

### PROGRESS SUMMARY

On June 31, 1970 the Community Relations detail of the Dayton Police Department was abolished and replaced with a Conflict Management Team. Mr. Tyree Broomfield, the former administrative assistant to the Chief of Police, was selected to be in charge of conflict management. Mr. Broomfield, since his selection has been organizing his conflict management team and explaining the purpose of the team to the community..

Since the selection of the team, the following have been accomplished:

1. A list of equipment necessary to the conflict management program has been submitted to the City of Dayton's Purchasing Department for bids.
2. Mr. Ralph Vines has been hired to be the team's community organization leader.
3. Mrs. Brenda Robinson has been hired to be the team's community organization leader.
4. Sgt. Guy Kauffman was selected to be the team's Youth Aid Leader.
5. The conflict identification portion of conflict management is directed by Officers Jerry Brame and Joe Lambert.
6. The Conflict Management Team has also begun to select those Community Service Officers who will be working with them.
7. Pilot Cities has awarded a subcontract to Wright State University to assist in the evaluation of this program.

### INITIAL OBSERVATIONS

The conflict management program has been very successful. The Conflict Management Team has been able to develop alternatives to violence in the handling of conflict at this year's Montgomery County Fair and Col. White High School. The sequence of events that has occurred in the past at these locations and erupted in racial discord has been diverted to date.

The major problems confronting conflict management are as follows:

1. The City of Dayton Purchasing Department has been slow in acquiring the automobiles necessary to mobilize the Conflict Management Team.
2. The Conflict Management Team has not acquired an outpost and has been working in the limited facilities available at the Police Department.
3. Mr. Tyree Broomfield, head of conflict management, has maintained that some of the delay in purchasing necessary equipment was due to OLEPA's slowness in processing the grant.
4. Conflict Management is also confronted with an identification problem due to its success. The community



and Police Department are beginning to view it as a somewhat separate entity. This could become a serious problem unless steps are taken to involve the total Police Department in conflict management activities.

**Dayton Psychological Training and Evaluation Program**  
Grant #70-DF-213      Funded 7-1-70      \$ 10,000

#### PROJECT DESCRIPTION

The Dayton Psychological Training and Evaluation Program's primary goals are to utilize the services of a psychologist to provide police officers with counseling on individual problems, and develop a program for evaluating the capabilities of police applicants to function under stress. The program is designed to assist existing police officers in handling various conflict situations which they encounter in today's society and to improve the selection process of police applicants. This program should ultimately provide the City of Dayton with persons better suited to law enforcement.

#### PROGRESS SUMMARY

The Dayton Police Department for the past several months has been advertising in various psychological journals, contacting various psychology departments throughout the United States, and interviewing potential candidates within the Dayton Area. Dr. Davis of the Good Samaritan Hospital Mental Health Clinic is the Department's consultant for this program and has been interviewing candidates. The department has been successful in creating the new position in the city's Personnel structure.

#### INITIAL OBSERVATIONS

It has been difficult to locate an applicant who has both the experience and the necessary academic background for a salary of \$12,000. annually. The problem is further aggravated because the department does not have the funds to provide potential candidates with travel expenses for the job interview.

The department to date has not been willing to compromise and hire a candidate who lacks a Ph.D. and/or experience. The only solution to the problem is to compromise on standards or use the money to employ a candidate on a part-time consulting basis.

**Community Centered Team Policing**  
Grant #70-DF-418      Funded 7-1-70      \$ 14,506

#### PROJECT DESCRIPTION

The Team Policing Program aims to create community-centered policing in a small area of the city. With the community's assistance, patrolmen will be selected for service, and the patrolmen and community will participate in selecting the Team Leaders and District Supervisor. Police officers assigned to the area will perform task-oriented activities. Basic preventive patrol will be abolished. Community service officers will be hired and become part of groups (teams) assigned to specific neighborhoods. Uniforms, ranks, and related material items will be altered to conform with community (neighborhood)

desires. Responsibility for policing and order maintenance will be completely the Team's; there will be no central headquarters specialists working in the area. Basic patrolmen will become "Specialists/Generalists" trained in a general conflict management capacity but individually, with added specialist competencies such as criminal investigation, family crisis intervention, and juvenile aid and assistance.

#### PROGRESS SUMMARY

The implementation of team policing began with the selection of Lt. Lyle Grossnickle as District Director. Lt. Grossnickle proceeded to solicit the support of the Dayton View Community and accept applications from volunteers who wished to participate in the program. The Police Department with the assistance of the community then proceeded to select the team from among 55 volunteers.

Since the selection of the team, the following have been accomplished:

1. A lease has been executed and processed through required city channels for an outpost located at 725 Grand Avenue.

2. A contractual service agreement has been drawn up between the Dayton Police Department and Good Samaritan Hospital providing for the operation of a Mental Health Clinic on a 24-hour basis and available as a resource to the team policing project.

3. The department has contracted with BFS Psychological Associates, Inc., of 666 Fifth Avenue, N.Y. 10019, for the training of participants in this program.

4. The department has also entered into a contract with Blackstone Associates of 2800 Ontario Road, N. W., Washington, D.C. 20009, for the training of Community Service Officers who will be involved in team policing.

5. Lt. Grossnickle has interviewed approximately 30 applicants for the position of Community Coordinator and narrowed the list to five potential candidates.

6. A list of equipment necessary to the team policing project has been submitted to the City of Dayton's Purchasing Department for bids.

7. The first team completed a week of investigative training and specialized training on 11-13-70.

8. Pilot Cities has awarded a subcontract to Wright State University to assist in the evaluation of this program.

#### INITIAL OBSERVATIONS

The major problem confronting team policing is a lack of understanding in the community and the Police Department in regard to the organizational theory behind the team concept. Team policing in its essence involves decentralization of the police function. It does not involve a restructuring of the police objectives but a realignment of priorities through community and line participation. The problem that may ultimately confront police departments contemplating team policing may be the lack of administrative policy provided by central headquarters as a basis for local policy making on the neighborhood level. A police department that is decentralized may become more responsive to the community at the expense of the individual if a department lacks administrative policy.

Another problem confronting team policing is the demand from the liberal segment of the community that the police attitude be changed and that the role of the police be redefined while the conservative segment of the community demands the opposite. If the organizational concept of team policing does not allow a police department to respond adequately to the demands placed on it by a pluralistic society, it will fail regardless of the training or ability of the individuals involved. This has not been the case to date in Dayton. Lt. Lyle Grossnickle has been more than able to maintain community support for his program as well as great enthusiasm among the team members.

**Alcohol and Drug Treatment Project**  
**Grant #70-DF-309      Funded 6-26-70      \$200,000**

**PROJECT DESCRIPTION**

This is a community-oriented project designed to establish a non-punitive, treatment program for alcoholics and drug addicts, as opposed to the traditional procedures of arrest and incarceration. The program encompasses the treatment of those individuals arrested and incarcerated for an alcohol or drug related violation of the law, and provides for their early release to the program. It will also provide the courts with an alternative to institutionalization of such offenders.

**PROGRESS SUMMARY**

Mr. Richard Dowd of the City of Dayton's Division of Health, is the Project Director. Two alcohol and drug specialists have been hired, Dr. Malcolm Fullenwider and Mr. Thomas Arnold. Two community coordinators have also been hired, Mr. Abdur Zafr, ex-addict, for West Dayton; and Mr. Miles Conner for East Dayton.

A letter has been drafted to the City Law Department regarding legislation changes required to enable drug and alcohol offenders to be processed through this project rather than arrested and incarcerated.

The Board, which has been given a policy-making role by the City Manager, is composed of the following:

- |                                   |  |
|-----------------------------------|--|
| West side citizen representatives | Rev. Sylvester Walker<br>St. Luke Baptist Church                                   |
|                                   | Mr. Henry Sewell, addict, inmate<br>Human Rehabilitation Center                    |
|                                   | Mr. George Findlay, Principal<br>Dunbar High School                                |
|                                   | Mr. Derrick Cotten, student<br>Roosevelt High School                               |
| East side citizen representatives | Rev. Benjamin Penn<br>Mr. William Trickler<br>Mr. James Davis<br>Mr. Harrison Kern |
|                                   | Mr. Bernard Hyman, Director<br>Health & Welfare Planning Council                   |

Dr. Joseph Orthoefer  
City Division of Health

Dayton Police Department  
(currently unfilled)

Mrs. Vivian Proffit  
East Dayton Citizens Group

Mr. Gerald Davis  
Model Cities Planning Council

Mrs. Delores Winslow  
City Demonstration Agency

Mr. William Johnson, Supt.  
Human Rehabilitation Center

At the Board's first meeting they agreed to expand the Board to include two high school student representatives from the community at large.

An agreement has been made with Miami Valley Hospital to set up a methadone maintenance program in one of their clinics. The methadone maintenance program has been approved by the Experimental Drug Division of the Food and Drug Administration.

Contractual arrangements have been made for services to alcoholics and addicts with Freedom House and Fellowship House (two half-way houses in East Dayton), and with DACA Manor, a residential rehabilitation facility for alcoholics and addicts, operated by the City of Dayton.

A central screening center has been established in the downtown area on a contract basis with the City Mission.

A sub-contract has been awarded to Wright State University by Pilot Cities to coordinate the evaluation of the project.

**OBSERVATION**

A delay of two months was effected by the concern expressed by West Dayton representatives. They balked at assigning representatives to the project's Board until city management answered their concerns which were based on their perception that the final project proposal was not as had been discussed in the drafting stage. It is my sincere impression that this was largely a problem of misunderstanding and lack of communication, and not a result of any malevolence. Their concerns have been alleviated and with representation on the policy making Board, re-occurrence of such a situation should be prevented.

This project is seen as having a potentially high impact on the reduction of crime and delinquency and on reducing the number of offenders processed through the local justice system. The Board's composition represents a broad cross-section of the community and includes among its members individuals capable of ensuring the success of this project.



Youth Resources Commission  
Grant #35909-C-70      Funded: soon      \$ 26,400

### PROJECT DESCRIPTION

This project establishes a Youth Resources Commission for the purpose of planning and coordinating delinquency services in Montgomery County. More specifically, this project proposes to focus the community's attention on juvenile delinquency, to mobilize resources in a coordinated attack on delinquency, and to seek needed new resources for identified needs and expansion of existing effective programs.

### PROGRESS SUMMARY

This project has commenced operations with local funds, in anticipation of receiving the LEAA requested funds in the near future. Mr. Donald Wingard has been employed as the Executive Director. A forty-member Youth Resources Commission has been partially completed, as well as an all-youth Advisory Board. Several meetings have been held and one project, a Youth Services Bureau (YSB) has resulted so far from these meetings. YSB has been incorporated into this region's plans for 1971 LEAA funds.

### OBSERVATION

There is broad community support for services to delinquent youth and their families. There is, however, a critical need for a coordinating body in the area of delinquency prevention services. This project can provide the necessary leadership in effecting better services for delinquency-prone youth, both from existing agencies and from the development of new programs to fill existing gaps and to meet identified needs.

## PART II

### PENDING PROGRAMS

1. Polygraph Examination Program  
Applicant: Dayton Police Department  
Initial Date of Application: 9-1-70  
Funds requested: \$7,926.25

Goal: The program's goal is to expand and modernize the present polygraph facilities in order that they might serve all the law enforcement agencies in District 9 more efficiently and effectively.

Progress: The program has been approved by the City Manager, City Commission, the Law Enforcement Advisory Committee, and the Miami Valley Council of Governments. The application is now in Columbus, Ohio being reviewed by the Ohio Law Enforcement Planning Agency. Bids have been obtained on the equipment.

2. Forensic Laboratory Program  
Applicant: Dayton Police Department  
Initial Date of Application: 10-1-70  
Funds requested: \$117,725

Goal: The program's goal is to expand the crime laboratory and training program being developed on Sinclair Community College Campus to serve all the law enforcement agencies in District 9 which is composed of the following counties: Darke, Montgomery, Preble, and Miami.

Progress: The program has been approved by the City Manager, the City Commission, the Law Enforcement Advisory Committee, and the Miami Valley Council of Governments. The application is now in Columbus, Ohio being reviewed by the Ohio Law Enforcement Planning Agency.

3. Portable Two-Way Radio Communication Program  
Applicant: Dayton Police Department  
Initial Date of Application: 10-1-70  
Funds requested: \$19,805

Goal: To supply plainclothes detectives with portable radio communication equipment in order to maintain continuous contact with the officers.

Progress: The program has been approved by the City Manager, the City Commission, the Law Enforcement Advisory Committee, and the Miami Valley Council of Governments. The application is now in Columbus, Ohio being reviewed by the Ohio Law Enforcement Planning Agency.

4. Fingerprint Information Program  
Applicant: Dayton Police Department  
Initial Date of Application: 9-1-70  
Funds requested: \$15,000

Goal: The program's goal is to provide a systematic classification and collection of fingerprints that will be stored in a computer and used by all district agencies. This will provide the law enforcement agencies in District 9 with an efficient complete fingerprint file that will have the matching of latent fingerprints as its primary application.

Progress: The application is complete but is awaiting the approval of the City Commission. The application will be sent to the Ohio Law Enforcement Planning Agency for review if it is approved by the City Commission.



**PART III**  
**PROPOSED PROGRAMS**

1. The Dayton Pilot City Team has proposed the creation of a Criminal Justice Center for the region. A consultant, Mr. John Angell of Michigan State University, has been retained to assist in conducting a study of the feasibility of the Criminal Justice Center concept.

The Criminal Justice Center would serve four primary needs:

- \* The Center would serve the training needs of the entire Criminal Justice System.
- \* The members of the Center's staff would provide technical assistance to criminal justice agencies in the field.
- \* The members of the Center's staff would be responsible for conducting research in their respective areas and keeping informed in regard to revised operating procedures and scientific advances.
- \* It could serve as a location for the proposed regional computer system.

The Criminal Justice Center could provide all the above services better and at less cost than any one of the agencies could provide alone.

2. Police Microfilm Records – A microfilm program which would remodel the Dayton Police Department's present record-keeping procedure and save valuable space.
3. Narcotics Enforcement at Organized Crime Level – A program proposed by the Dayton Police Department which would attack the problem of organized crime in the Dayton area.
4. Automated Police Information, Command and Control System – A program proposed by the Dayton Police Department to develop a regional automated information system in conjunction with an automated command and control center for the Dayton Police Department.
5. Police Planning Director – A program proposed by the Dayton Police Department which would establish a Director of Planning (Systems Analyst) for that department.

6. Youth Services Bureau – Would focus, coordinate, and stimulate the development of services and activities for delinquent youth and their families in a yet-to-be-selected neighborhood.
7. Diagnostic and Treatment Unit for the Human Rehabilitation Center – A comprehensive diagnostic and treatment unit, incorporating educational and vocational training (in-house and extra-mural), professional counselling services, and health and recreation programs, for the inmates of this area's largest misdemeanor correctional facility.
8. County Jail Inmate Program – A program services unit for the County Jail which will incorporate educational opportunities, vocational and community resources orientation, and health and recreation activities.
9. Juvenile Court Volunteer Services and Workshop – Will provide for the use of volunteers in direct service roles, and for a regional workshop to present to others the process of establishing a volunteer program.
10. A Public Defender - Bail Bond - Social Services Project to be concentrated county-wide on the problems of indigent criminal defendants in pre-indictment felony and serious misdemeanor cases.
11. A Complaint Evaluation and Intake Bureau for the County Prosecutor's Office to reduce the backlog of cases pending grand jury action, increase the quality of case investigation and preparation, and increase the number of successful prosecutions in the Common Pleas Court.
12. A Criminal Justice Information System to serve police, court and correction agencies throughout the county in record management, information retrieval, case scheduling and calendar control, jury selection and management, and program budget reporting.
13. Consolidated Probation Services for misdemeanor and felony cases to serve the various courts throughout the county by increasing the quality and decreasing the cost of supervisory and rehabilitative services.
14. A Halfway In - Halfway Out Center to serve the courts and the state penal institutions in providing rehabilitative services necessary to restore criminal offenders as useful members of society.

## LESSONS LEARNED

1. It is recommended that LEAA provide its grant recipients with a criterion for evaluating the proposals of consulting firms when consultants are a part of a grant request. Many local criminal justice agencies do not possess the expertise needed to adequately evaluate the scope of work within proposals submitted by consultants in technical areas.

2. Demonstration projects should not be implemented until an adequate evaluation design has been developed which contains the evaluation methodology. An adequate evaluation design requires that the demonstration project have measurable objectives and a procedure for collecting the data necessary to measure the stated objectives.

3. Each demonstration project should budget for the resources necessary to conduct the evaluation.

4. Evaluation of demonstration projects in the same geographical area requires careful design of the evaluation in order to separate the effects of each project.

5. The grantee budget should provide for development funds for data collection and model building.

6. A newly organized pilot cities team should spend time developing a workable and logical plan for change before soliciting the cooperation and participation of community administrators. It takes time to study the situation to know what plan to make for change. After developing an approach, it should be presented as a team policy (see Appendix) statement to local administrators.

## DAYTON CRIMINAL JUSTICE PILOT CITY PROJECT PROJECT TEAM POLICY

The Dayton Criminal Justice Pilot City Project has been organized to assist community administrators in achieving the following objectives:

1. Reduce the crime committed within the community of Dayton and Montgomery County, Ohio.
2. Improve the operation of the Criminal Justice System of the community.

This policy explains the pilot city team's philosophy, organization and approach to achieve the objectives of the project.

### PHILOSOPHY

The Dayton Criminal Justice Pilot City Project consists of a technical assistance team which is available to community administrators for the purpose of solving problems of crime prevention and criminal justice.

Problems of crime prevention and criminal justice exist when either the achievements of program objectives are less than desired, or the program costs are more than can be afforded. A problem is solved by finding the optimal solution; i.e. that course of action with the greatest combined effectiveness and economy.

The team will assist in identifying relevant problems and focus its time, funds, and efforts on finding practical solutions. The priority of problems to be solved will be established through the participation of community administrators.

### ORGANIZATION

The pilot city team consists of a director in each of the following disciplines: police, courts, corrections, and systems analysis. The team members are responsible for the following tasks:

1. Establish and maintain liaison with community administrators.
2. Assist community administrators in identifying problems of crime prevention and criminal justice.
3. Aid in formulating, analyzing, and selecting the most effective and economical programs to solve these problems.
4. Assist in implementing these programs and demonstrating their effectiveness and economy.
5. Evaluate and disseminate the results of these demonstration programs.
6. Prepare and administer contracts to assist in accomplishing the above tasks.

Community Research, Inc. is the grantee of the Pilot City Project grant from the Law Enforcement Assistance Administration. Community Research, Inc. is therefore responsible for fiscal accountability of Pilot City related funds, maintenance of continuous liaison with the team, and administrative support.

### APPROACH

The Planning-Programming-Budgeting System (PPBS) will be the primary management information tool used to identify and solve problems of crime prevention and criminal justice. The approach of the team will be to develop a capability within the community organizations to apply PPBS in their respective organizations.

The following components of the Planning-Programming-Budgeting System (PPBS) will be developed by the cooperative efforts of the team and community administrators.

1. A Program Structure which identifies and relates measurable achievements of program objectives of the criminal justice system.
2. A Budget Structure which identifies and relates the cost of achievement of those program objectives.
3. A Program Budget Reporting System (criminal justice information system) to identify relevant problems and provide necessary data.
4. A Planning System to formulate, evaluate, and select optimal solutions for the relevant problems identified.

After optimal solutions to relevant problems have been selected by community administrators, the team can assist in implementing demonstration programs to prove the effectiveness and economy of these solutions.

The results of these pilot programs will be disseminated to other communities throughout the nation to aid in solving their crime prevention and criminal justice problems.





**JAMES BAIN, JR. – SYSTEMS ANALYSIS**  
**(PROGRAM DIRECTOR)**

**Recent Experience**

Research Associate and Consultant on Systems Management, Defense Management Center, Ohio State University Research Foundation, Wright-Patterson AFB, Ohio 1965-70.

**Education**

B.S., (Mechanical Engineering), Massachusetts Institute of Technology, 1950.  
M.B.A. (Public Administration), Syracuse University, 1957.  
U.S. Army Command and General Staff College, 1962.

**Publications**

“A Self Appraisal for Project Managers,” Defense Industry Bulletin, October 1966 and “Weapon Systems Planning,” Defense Industry Bulletin, July, 1970.

Introduction to Systems Planning, The Ohio State University Research Foundation, 1969.

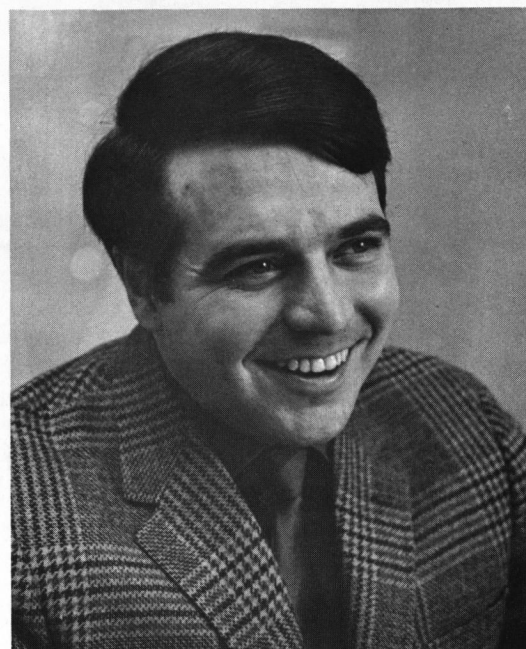
NAV-TAC-COM Weapon System Exercise, The Ohio State University Research Foundation, 1969.

DROMEDARY Military Unit System Exercise, The Ohio State University Research Foundation, 1969.

CON-BAT Needs and Economic Analysis Exercise, The Ohio State University Research Foundation, 1968.

ZEBRA Trade-Off Analysis Exercise, The Ohio State University Research Foundation, 1967.

Use of Time-Sharing Computer Systems for Problem-Solving, The Ohio State University Research Foundation, 1970.



**GARY PENCE – POLICE**

**Experience**

From 1966 to mid-1970's, as a member of the Dayton Police Department, assignments included uniformed and plainclothes duty, recruiting, public relations, statistical analysis, and membership in three-man Planning and Research bureau directly responsible to the Director of Police.

Participated in the initial development of a five-year projection system known as the Planning-Programming-Budgeting System for the Dayton Police Department.

Developed, coordinated and was instrumental in establishing the following federal programs for the Dayton Police: Community Centered Team Policing, Community Oriented Conflict Management, Alcohol and Drug Rehabilitation program, and the Scientific Crime Control Program, Police Legal Advisor and Psychological Training and Evaluation program.

Actively assisted in the 1969 Dayton Police Department Reorganization.

**Teaching Experience**

Police Administration, University of Dayton  
Introduction to Criminal Justice and Organizational Theory and Police Administration, Sinclair Community College, Dayton  
Guest lecturer on Criminal Justice, University of Dayton

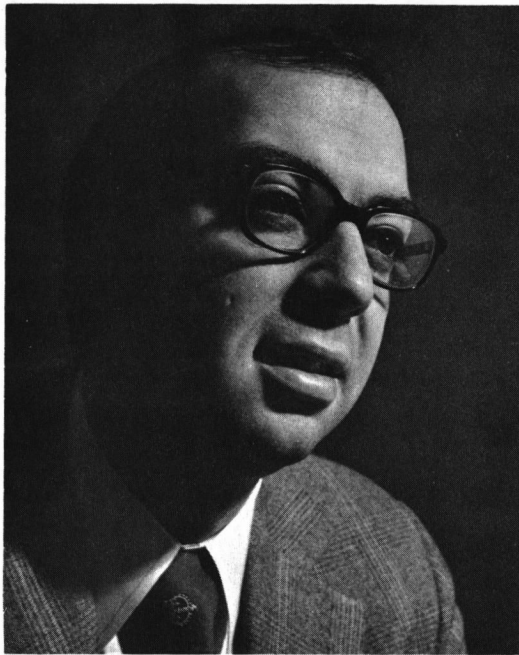
**Education**

Urbana College, Urbana, O., 1961-65  
Columbus College of Art and Design, Columbus, O., 1965-66

University of Dayton, 1966-70

**Degrees:**

Associate of Arts Degree (Police Administration), University of Dayton, 1968  
Bachelor of Social Science, University of Dayton, 1969  
Master of Arts (Communications), University of Dayton, 1970



**JOHN W. KESSLER – COURTS**

**Experience**

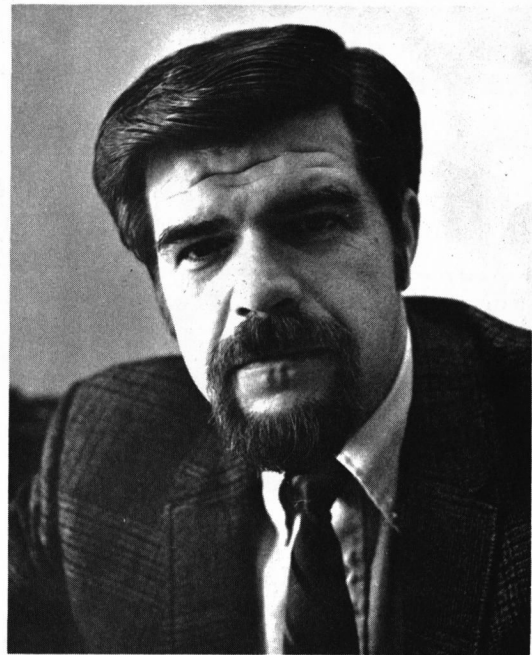
Assistant County Prosecutor, Montgomery County Prosecutor's Office, Ohio, 1968-70.  
Claims Adjuster, Allstate Insurance, Toledo, Ohio, 1965-66.  
Part-time Research Assistant, Proctor & Gamble, Cincinnati, 1964-65.  
Engineer's Aide, Ohio Highway Department Testing Laboratory, Columbus, 1962.

**Education**

B.A., Miami University, Oxford, Ohio, 1965.  
Doctor of Jurisprudence, University of Toledo College of Law, Toledo, Ohio, 1968.

**Memberships**

Delta Theta Phi Law Fraternity  
Ohio Bar Association  
American Bar Association  
National Association of Criminal Defense Attorneys  
Active on following committees of the Dayton Bar Association:  
Criminal Justice  
Legal Reform and Judicial Administration  
Advisory Board: Center for Study of Student Citizenship Rights and Responsibilities.



**JAMES J. GRANDFIELD – CORRECTIONS**

**Experience**

From 1959-70, with the State of Ohio's juvenile correctional system. While with the Ohio Youth Commission, served in the following capacities: parole officer, institutional social worker, diagnostic unit supervisor, director of regional parole office, and administrator of the state's delinquency prevention unit. Extensive background in community organization and in program development and funding.

**Education**

B.S. (Psychology), Xavier University (Cincinnati), 1959  
M.S.W. Correctional Social Work, University of Louisville, 1962

**Teaching Experience**

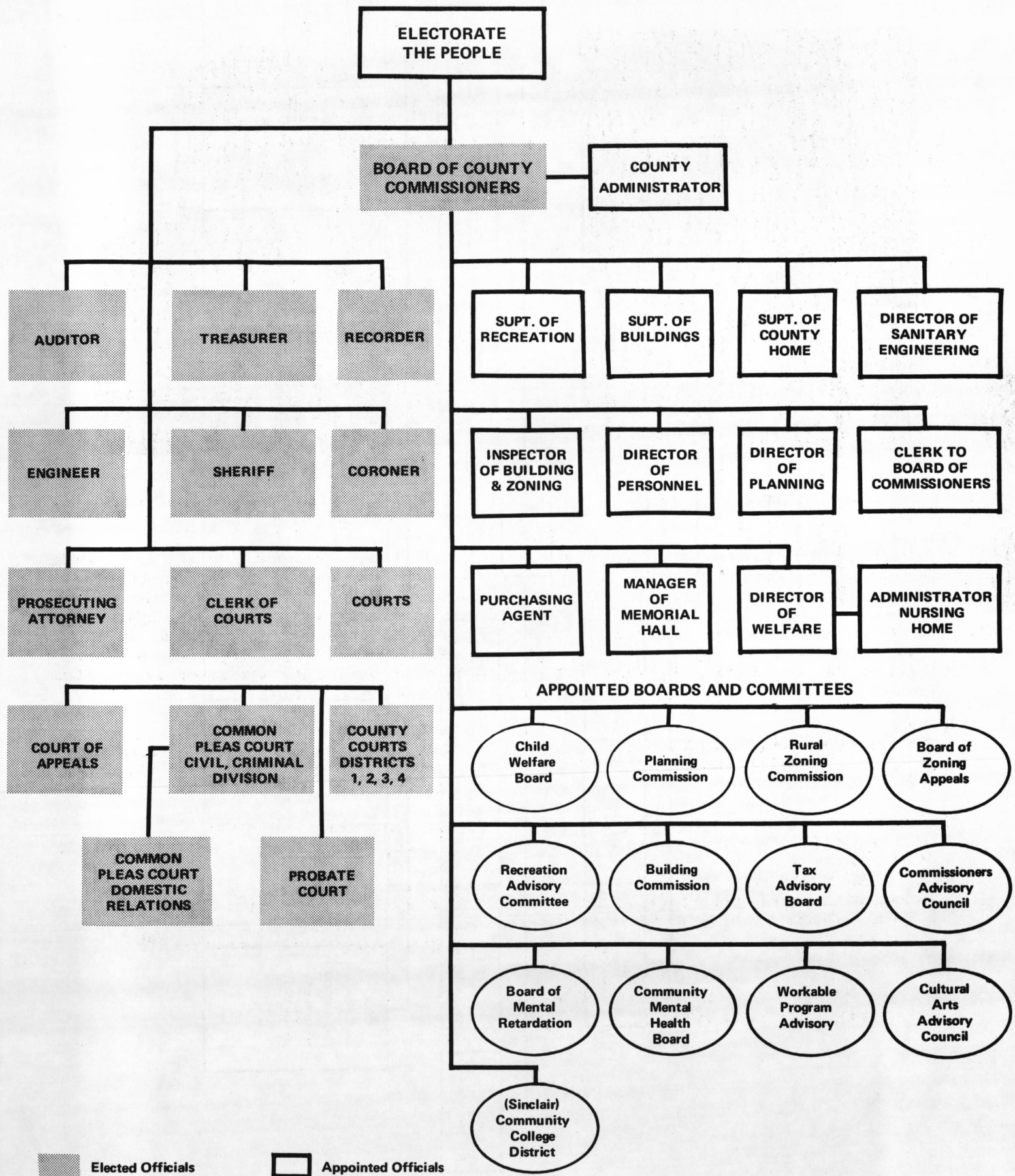
Franklin Business University, Columbus, Ohio, 1966-70.


**Publications**


Author or editor of a variety of delinquency-prevention materials in the areas of law enforcement, employment, education, recreation, and community organization.



# ORGANIZATION CHART OF MONTGOMERY COUNTY

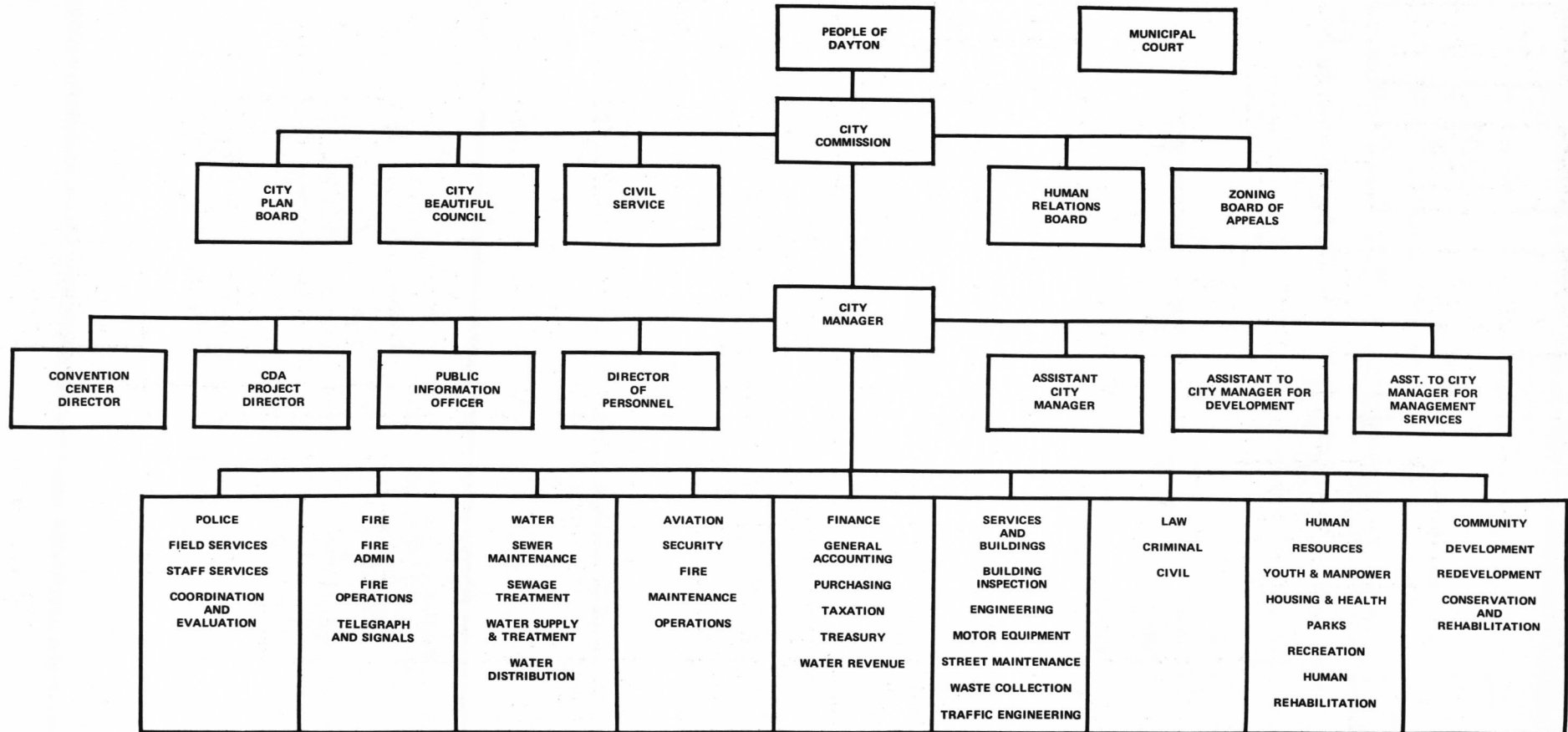


 Elected Officials

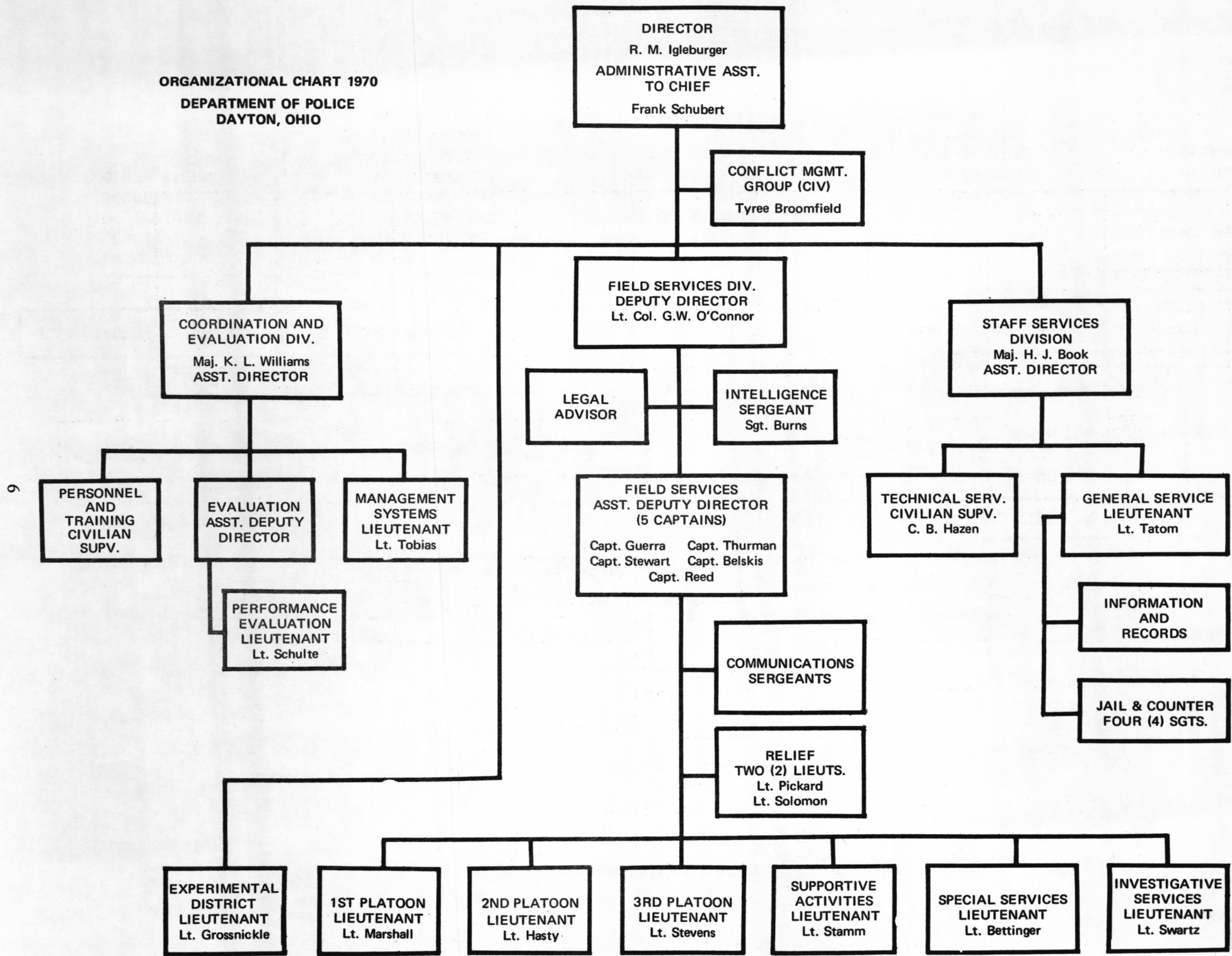
 Appointed Officials



**CITY OF DAYTON  
DEPARTMENTAL ORGANIZATION CHART**

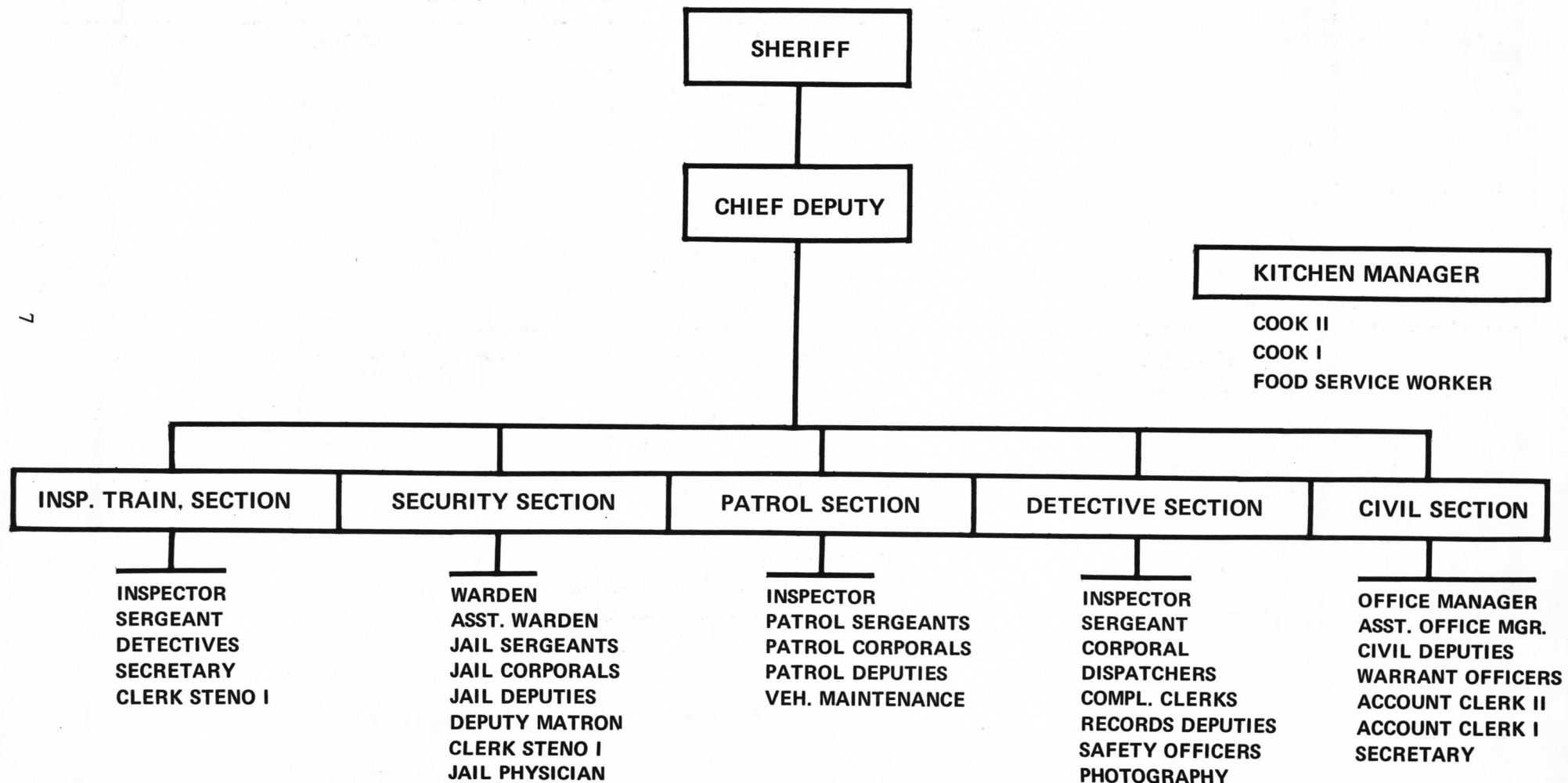


**ORGANIZATIONAL CHART 1970**  
**DEPARTMENT OF POLICE**  
**DAYTON, OHIO**



9

ORGANIZATION CHART  
 MONTGOMERY COUNTY SHERIFF'S DEPARTMENT  
 (As of December, 1970)





Organization Chart # 1

COURTS OF MONTGOMERY COUNTY

SECOND DISTRICT COURT OF APPEALS

Hon. Calvin Crawford  
Hon. Joseph Kern  
Hon. Paul Sherer

COMMON PLEAS COURT

PROBATE

Hon. Neal F. Zimmers

FAMILY COURT  
DOMESTIC RELATIONS      JUVENILE

Hon. Arthur O. Fisher

Hon. Vincent Shields

Hon. Douglas K. Ferguson  
Hon. Rodney M. Love  
Hon. Robert L. McBride  
Hon. J. Paul Brenton  
Hon. Stanley Phillips  
Hon. Carl D. Kessler  
Hon. Don R. Thomas

MUNICIPAL COURTS

MIAMISBURG

Hon. Rex E. Weaver

OAKWOOD

Hon. Irvin Harlamert

DAYTON

Hon. Walter H. Rice  
Hon. William P. Keane  
Hon. Bush Mitchell  
Hon. Maurice A. Russell  
Hon. James A. Krehbiel

COUNTY DISTRICT COURTS

Hon. Robert L. Nolan  
Hon. Robert Abrahamson  
Hon. James B. Hochman  
Hon. Neal F. Zimmer, Jr.

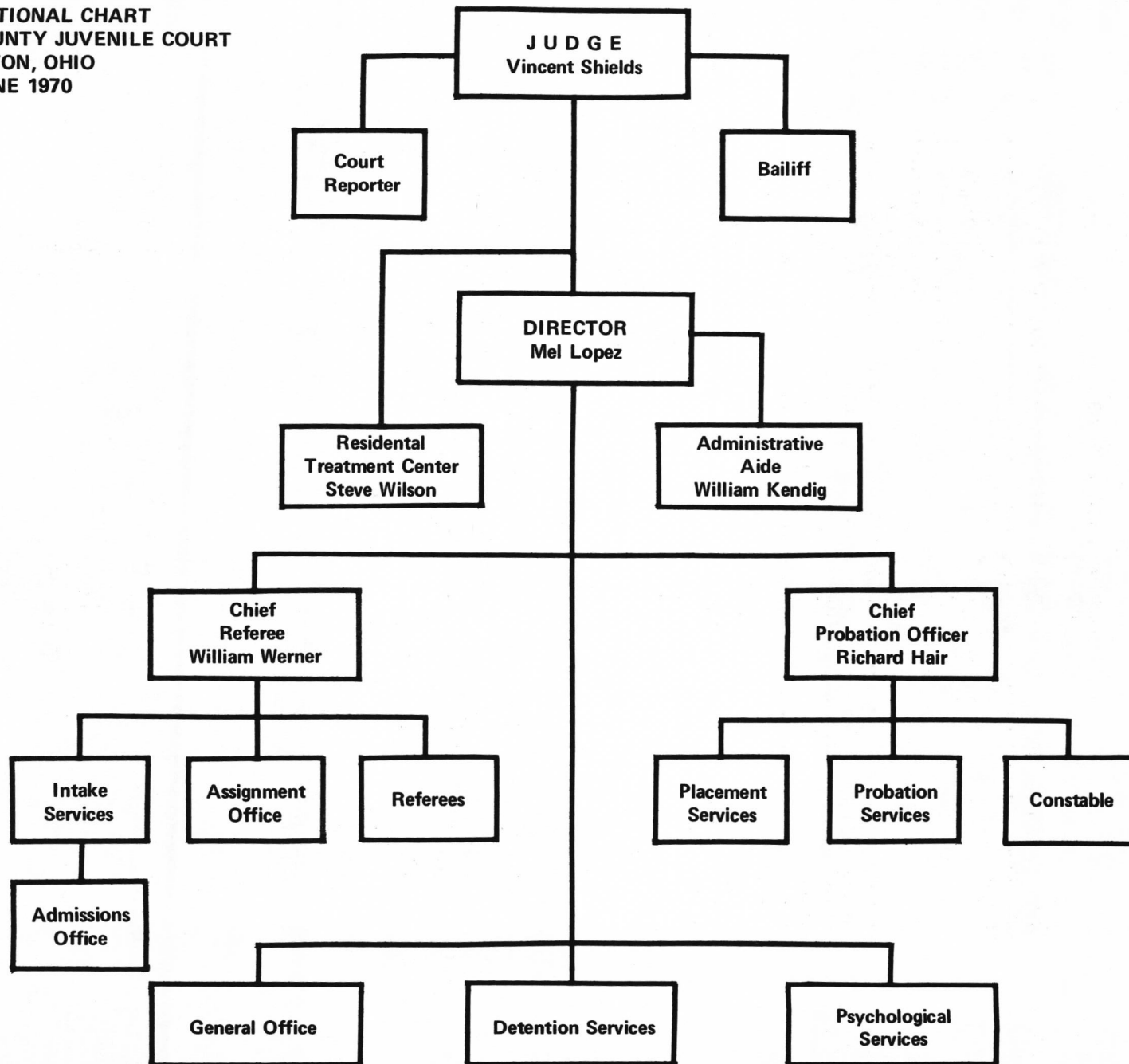
KETTERING

Hon. Jack Burger

VANDALIA

Hon. Richard F. Court

ORGANIZATIONAL CHART  
MONTGOMERY COUNTY JUVENILE COURT  
DAYTON, OHIO  
JUNE 1970



Organization Chart # 3

MUNICIPAL PROSECUTORS

GOVERNMENTAL UNIT	PROSECUTORS AND ASSISTANTS
Dayton	Henry Phillips Jack D. Duncan Jack T. Schwarz Richard Hammond Arthur Jackson
Oakwood	James Gould
Miamisburg	Patrick Carney
Kettering	Phillip Hargesheimer Thomas White
Vandalia	Alex DeMarco



Organization Chart # 4

**MONTGOMERY COUNTY PROSECUTOR'S OFFICE**

Lee C. Falke  
Montgomery County Prosecutor

James A. Brogan  
First Assistant Prosecutor

Clifford Campell  
Administrative Assistant

Herbert Jacobson  
Chief Trial Counsel, Criminal Division

Chief, Civil Division  
Lillian Kern

Full-Time Criminal Assistants

Walter Dodsworth	James Wilson
John R. Hoover	Robert Hammond
Randall Anderson	Richard Dodge
Robert Skinner	Leonard Zdara
Paul Leonard	James T. Burroughs
Andrew Niekamp	

Full-Time Chief Assistants

Dennis Turner  
Larry Smith  
Chris Van Shaik

Part-Time Civil Assistants

William MacBeth  
Thomas Riley

Full-Time Juvenile Courts Assistants

Ronald Fobes  
Dennis Gump

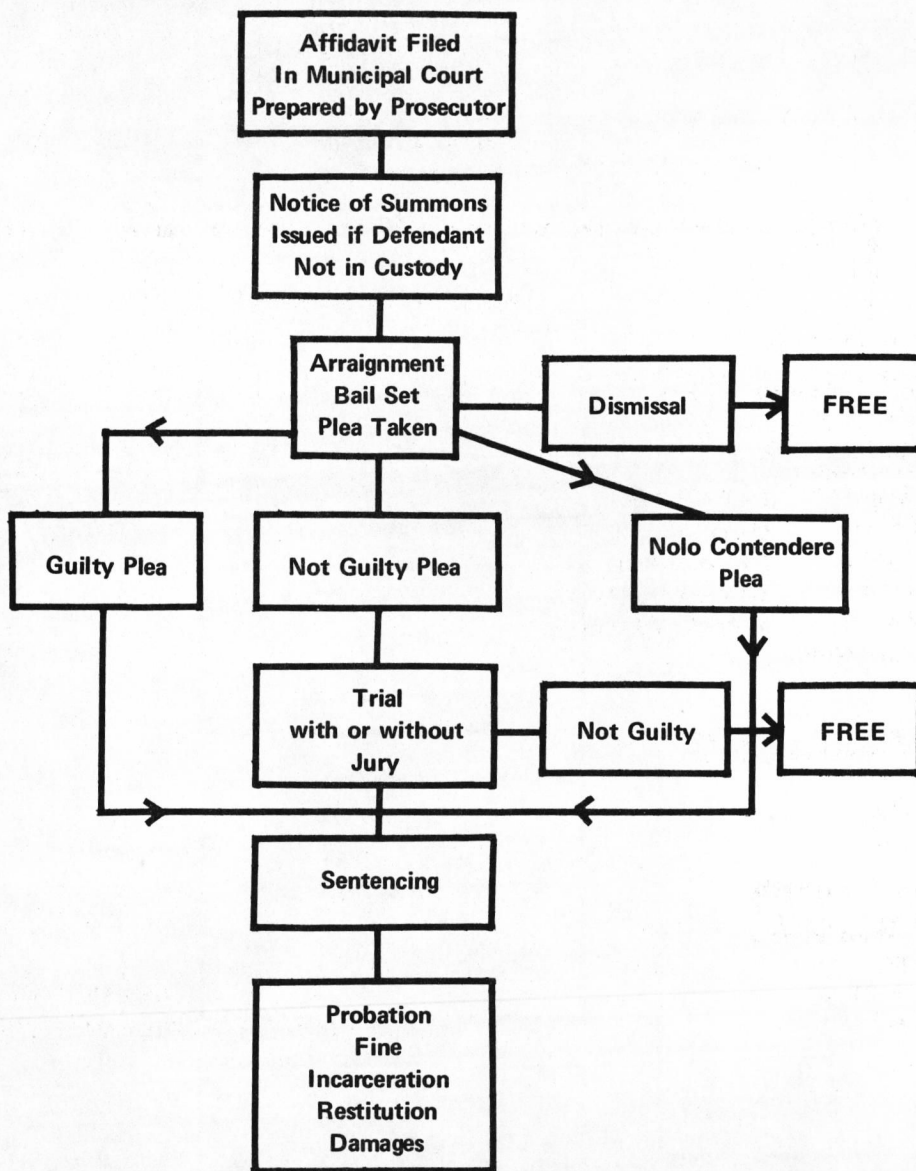
Part-Time Criminal Assistants  
for County District Courts

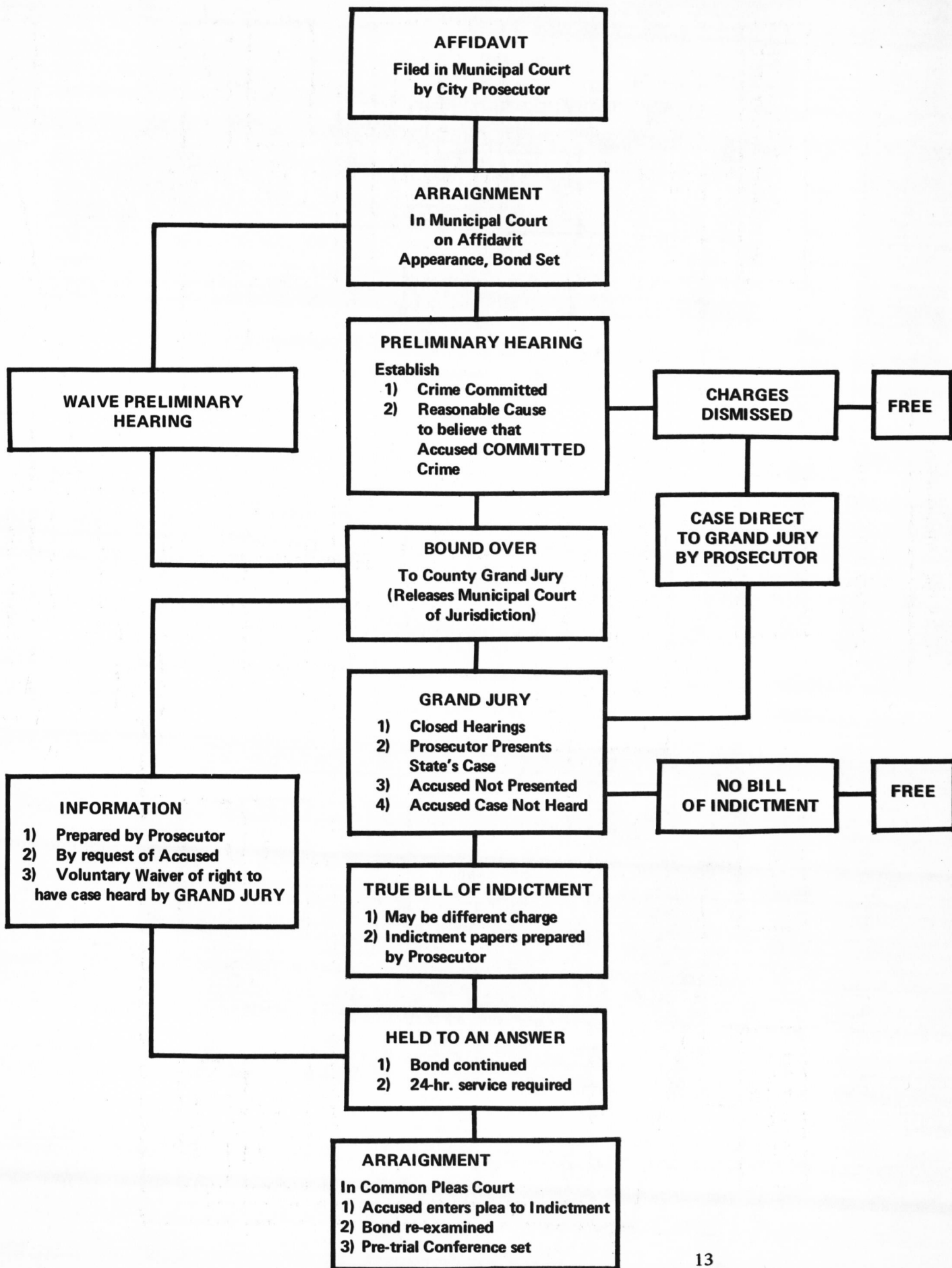
Paul Roderer  
William H. Wolf, Jr.  
Ray Schmidt

TOTAL WORKING STAFF  
FOR CRIMINAL JUSTICE OPERATIONS - 16 ATTORNEYS

Flow Chart # 1

MUNICIPAL AND COUNTY DISTRICT COURTS

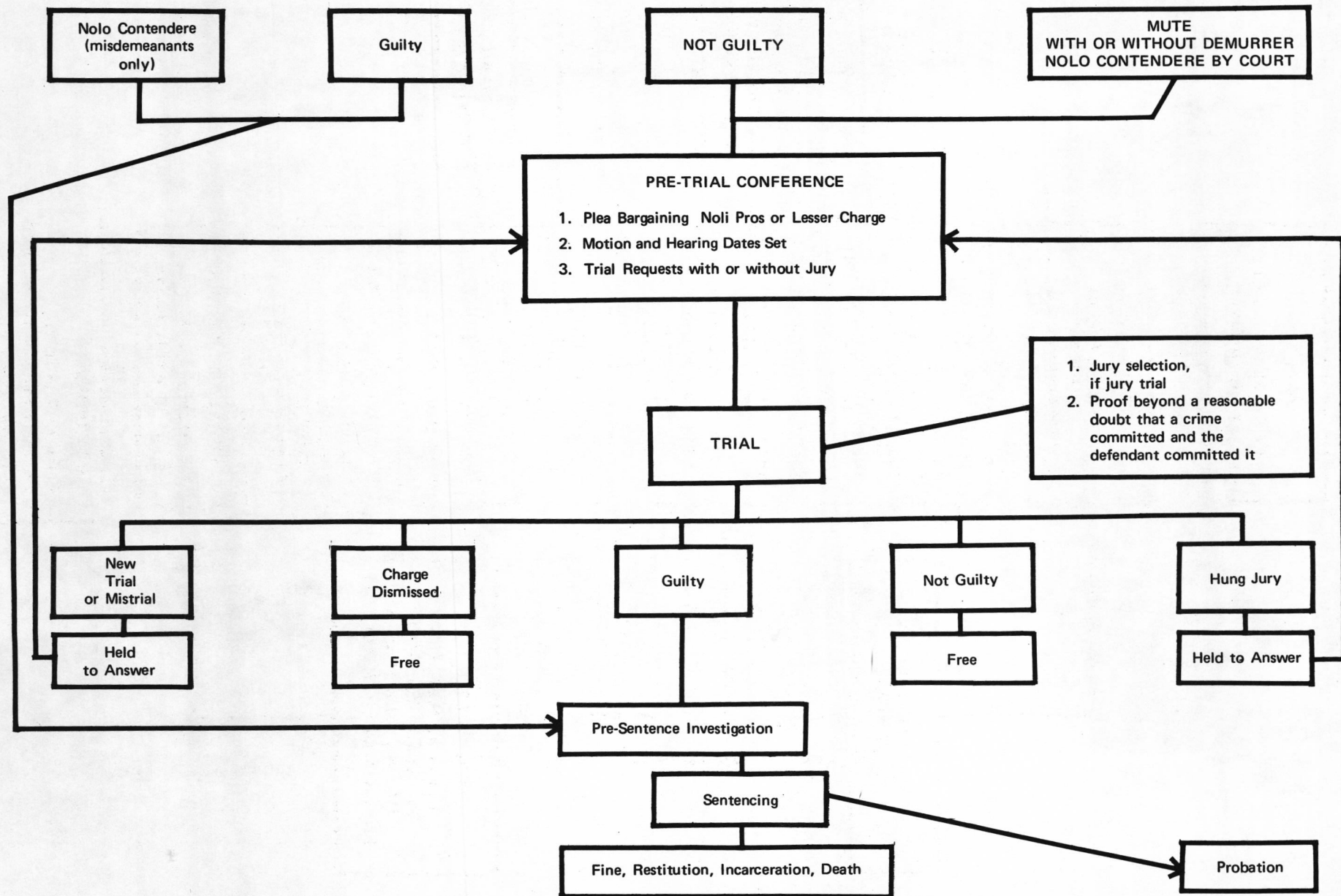




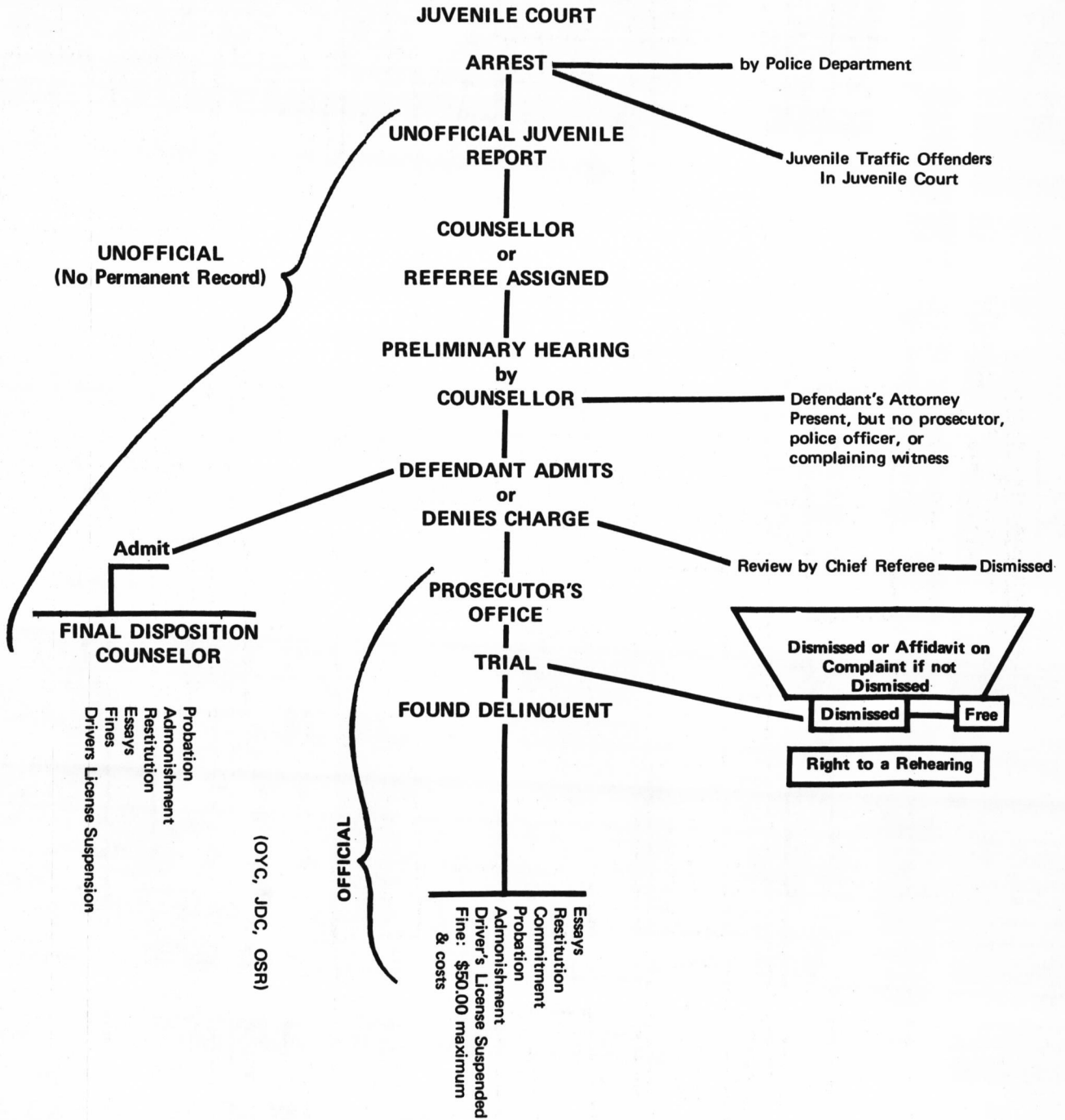


Flow Chart # 3  
PLEAS ON ARRAIGNMENT

in  
 COMMON PLEAS COURT

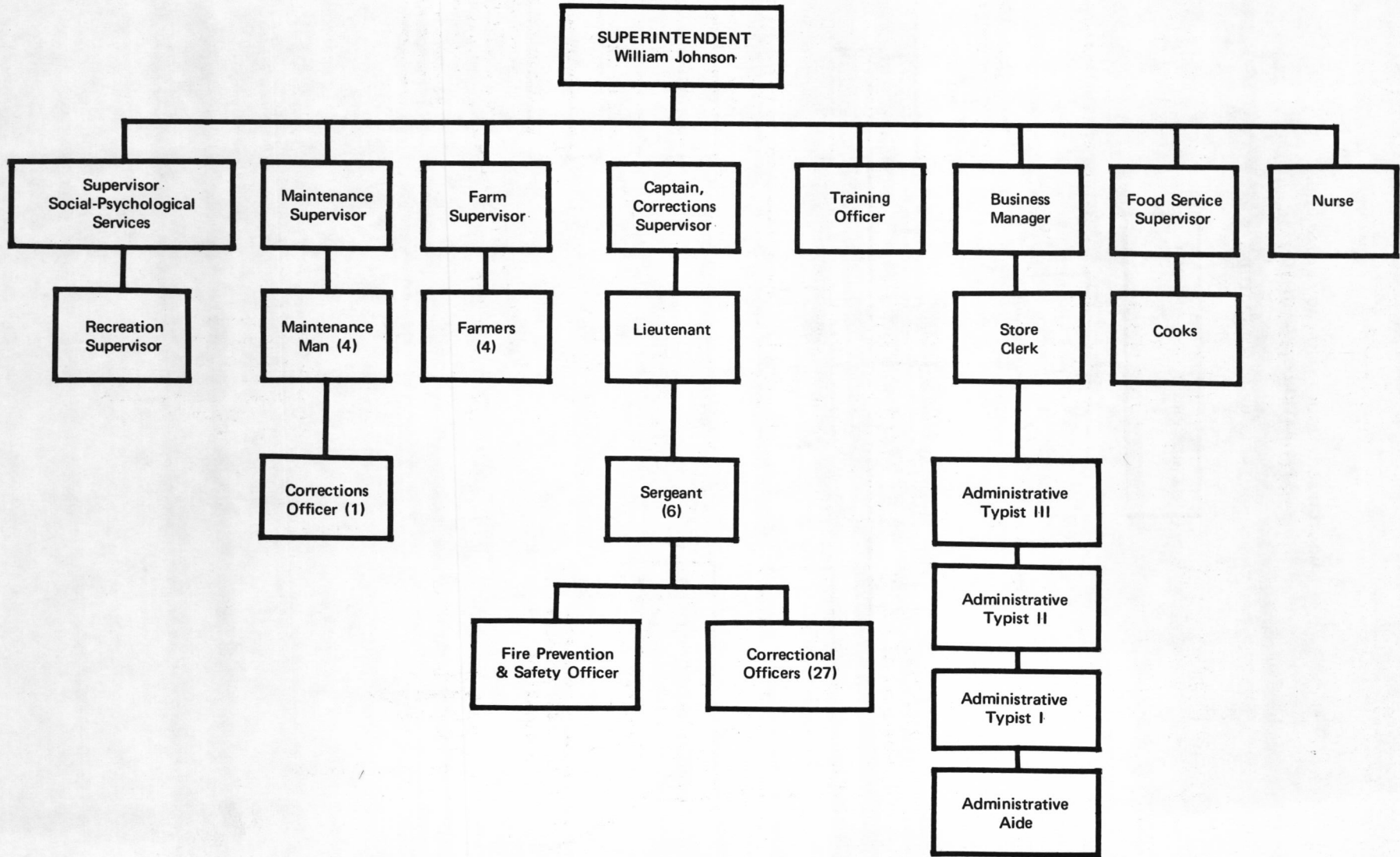


JUVENILE PROCEEDINGS



**HUMAN REHABILITATION CENTER**  
 (REGIONAL ADULT CORRECTIONAL FACILITY)  
 DAYTON, OHIO

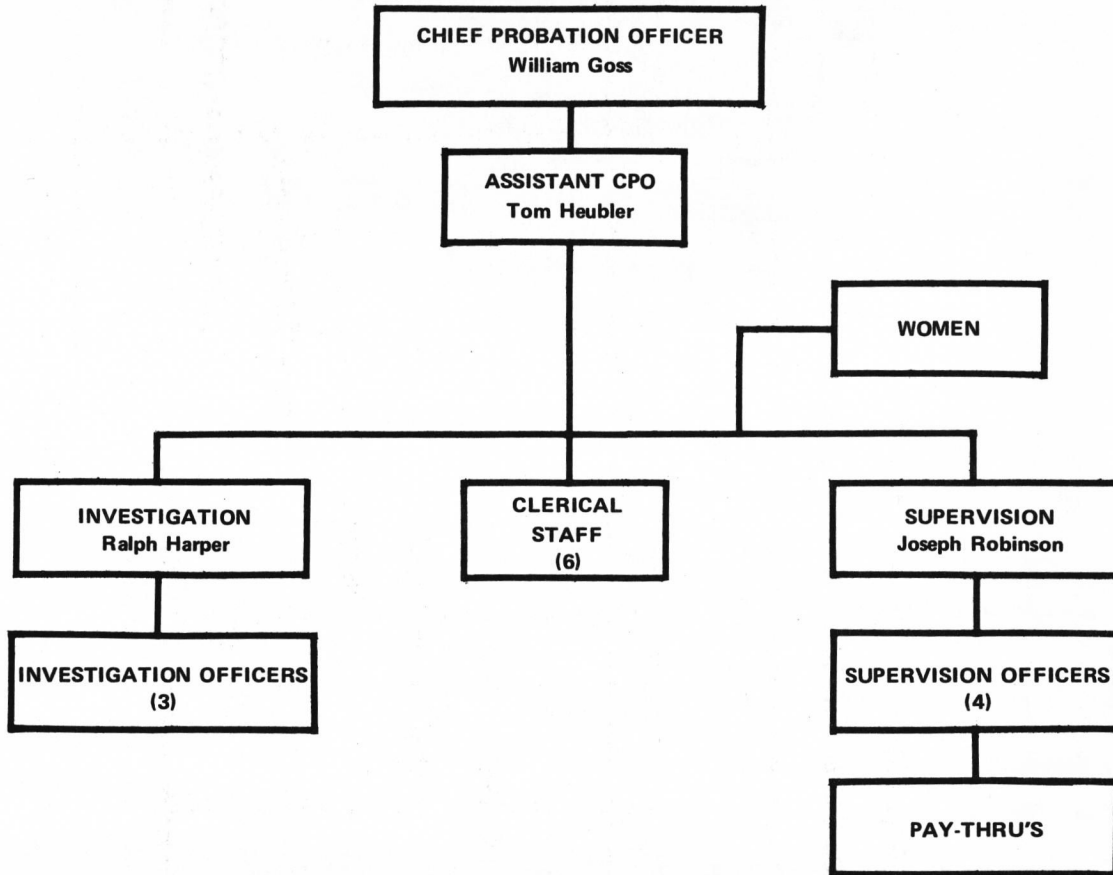
**TABLE OF ORGANIZATION**





MONTGOMERY COUNTY COMMON PLEAS COURT  
PROBATION DEPARTMENT

TABLE OF ORGANIZATION



**PPBS SCHEDULE – CORRECTIONS**  
**DAYTON CRIMINAL JUSTICE PILOT CITY PROJECT**

TASKS	TIME													
	NOV 70	DEC 70	JAN 71	FEB 71	MAR 71	APR 71	MAY 71	JUN 71	JUL 71	AUG 71	SEP 71	OCT 71	NOV 71	DEC 71
ORGANIZATION	█													
PPBS ORIENTATION	█													
PROGRAM - BUDGET STRUCTURE				█										
PROGRAM - BUDGET REPORTS						█								
PROGRAM - BUDGET PLANS								█						
DEMONSTRATION PROGRAMS								█						