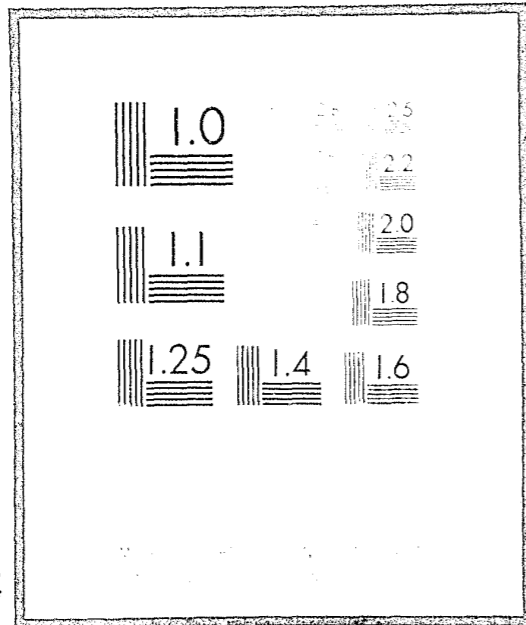


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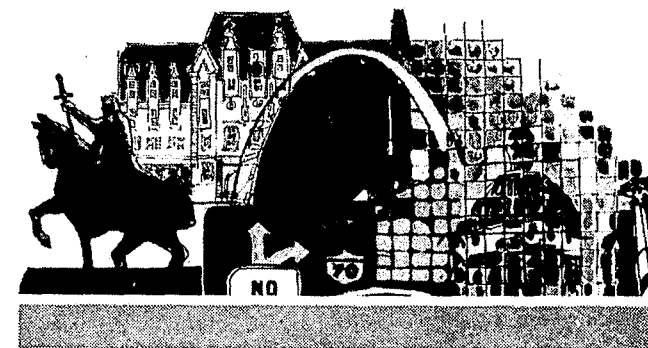
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Saint Louis High Impact Plan Update



Saint Louis High Impact Plan Update



NCJRS

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ACQUISITIONS

Prepared for the Mayor of the City of Saint Louis

Alfonso J. Cervantes

By the Saint Louis Commission on Crime and Law Enforcement

With technical assistance from

Missouri Law Enforcement Assistance Council Region 5



Office of the Mayor / City of Saint Louis, Missouri

ALFONSO J. CERVANTES, Mayor

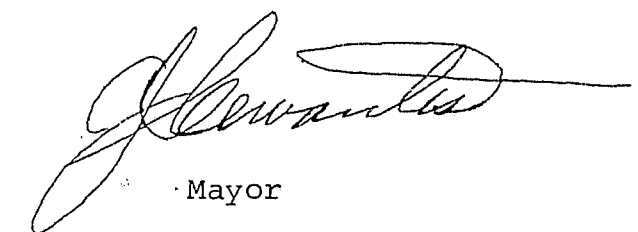
March 27, 1973

We are pleased to submit herewith the first Update to the St. Louis High Impact Anti-Crime Program Plan. The data and analysis which it contains are the product of the combined efforts of the Commission on Crime and Law Enforcement, the staff of the Missouri Law Enforcement Assistance Council Region 5, the five High Impact Task Forces, along with the input of federal, state and local officials and concerned citizens.

As we proceed into the second phase of implementation of the High Impact Program, we have already demonstrated significant results. In the areas served by the Foot Patrol, crimes against persons were reduced by as much as 25 percent; burglaries by 13 percent; and Part I serious crimes by about 10 percent. This evaluation also indicated that there was no indication of displacement of these crimes to immediately adjacent areas.

The results of the High Impact Anti-Crime Program, as outlined in this document, give us reason to believe that we are gaining the upper hand in our fight against crime. Coupled with the hopeful signs of downtown revitalization such as the new Convention Center, the Mercantile Bank and Trust redevelopment, and the proposed Boatmen's Bank redevelopment, we have reason to believe that we are witnessing the rebirth of the central city as an economic and cultural center.

Sincerely,



Mayor

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St. Louis Commission on Crime and Law Enforcement

Alfonso J. Cervantes
Mayor

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Acting Executive Director

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Special Acknowledgements

This Plan Update is the product of twelve months of intensive planning and analysis carried out under a grant from the Law Enforcement Assistance Administration. The Region 5 Council staff worked in close cooperation with the St. Louis Commission on Crime and Law Enforcement, the Missouri Law Enforcement Assistance Council, as well as other agencies of government and civic groups.

Gratitude is extended to all who participated in the planning process by attending Task Force meetings, preparing records and data, and by assisting in various other ways. While the names of all contributors are too numerous to be formally listed, their contributions constituted an invaluable input to the planning process.

Cited for special helpfulness are the following:

Board of Education of the City of St. Louis
Center for Urban Programs, St. Louis University
East-West Gateway Coordinating Council
Human Development Corporation
Missouri Law Enforcement Assistance Council
St. Louis Alliance for Shaping a Safer Community
St. Louis City Plan Commission
St. Louis County Department of Police
St. Louis Metropolitan Police Department
St. Louis Model City Agency
Southwestern Illinois Law Enforcement Commission
Urban League of St. Louis, Inc.
Women's Crusade Against Crime

And, especially, those citizens and neighborhood organizations who took an active interest in the program and submitted suggestions on the use of Impact funds.

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Introduction

"Congress finds that the high incidence of crime in the United States threatens the peace, security, and general welfare of the nation and its citizens." "Congress finds further that crime is essentially a local problem that must be dealt with by state and local governments if it is to be controlled effectively." (Public Law 90-351, 82 Stat. 197).

The document presented herewith represents the ongoing response of the City of St. Louis to the announcement of the Impact Program by the Law Enforcement Assistance Administration in January, 1972. The original plan, entitled **Saint Louis High Impact Anti-Crime Program Plan**, was published April 24, 1972. This Plan Update is a redefinition of the strategy to achieve the objectives of reducing stranger-to-stranger crime and burglary by a minimum of five percent in two years and twenty percent in five years. It is designed to be used by criminal justice agency officials and all eligible grant applicants as a resource document, so that the projects funded and implemented as part of the program will be effective in the neighborhoods where these crimes occur.

This Plan Update constitutes the best efforts of officials and citizens of St. Louis to devise and implement an effective plan. During the remainder of the Impact Program, additional information about crime in the community and the effectiveness of operational projects will be generated. This will be used to produce additional plan updates to guarantee maximum effectiveness in achieving the stated objectives.

Chapter

1

The Impact Planning Process

Saint Louis High Impact Plan Update



Chapter
1
**The Impact
Planning Process**

The \$160,000,000 High Impact Anti-Crime Program for eight cities was announced on January 13, 1972, by Vice-President Spiro Agnew, Attorney General John Mitchell and LEAA Administrator Jerris Leonard. Representing St. Louis and the State of Missouri at the official announcement were Governor Warren E. Hearnes, Mayor Alfonso J. Cervantes, and Crime Commission Executive Director Colonel Curtis Brostron.

Details on how individual city plans were to be developed and projects implemented had not been fully determined. The National Institution for Law Enforcement and Criminal Justice had prepared guidelines and two questionnaires to assist local officials in developing an acceptable plan. The announcement of the Impact Program generated a great deal of public discussion and debate on how the \$20,000,000 could be most effectively spent to resolve crime problems in St. Louis.

The material prepared by the National Institute, entitled **Planning Guidelines and Programs to Reduce Crime**, was developed as a resource for planning a "crime-specific program." The Institute developed a rationale for the total program and provided basic guidelines to carry out the planning process. It was recognized that "this planning effort is a formidable one and requires a cooperative effort among many city, county, and state agencies and organizations." The guideline document also included a planning analysis questionnaire as well as a data collection questionnaire.

Agency Participation in the Planning Process

During the first few weeks after the announcement of the Impact Program, LEAA Regional Administration William Smith met with representatives of those agencies most effected by the program. These included the Missouri Law Enforcement Assistance Council, the St. Louis Commission on Crime and Law Enforcement and the Region 5 Council. Mr. Smith decided that a Steering Committee with representation from these agencies and LEAA Region 7 should be formed to establish policy on how the planning effort would be carried out for the St. Louis High Impact Program. The Steering Committee members included SPA Director William Culver, Crime Commission Executive Director Colonel Curtis Brostron, Region 5 Executive Director Floyd Richards, and LEAA Region 7 Deputy Administrator Robert Grimes. The Committee met on an almost weekly basis throughout the first six months of the program.

On February 15, 1972, the Steering Committee met with the combined Executive and Citizens sections of the St. Louis Commission on Crime and Law Enforcement and gave a thorough briefing of the nature of the High Impact Program. The Steering Committee had decided to use the National Institute's data collection questionnaire to develop baseline data for the program. The relevant portions of the questionnaires were distributed to agency heads at the February 15th meeting. They were requested to submit their responses by February 22, 1972.

On March 2, 1972, Region 5 Executive Director Floyd Richards gave a further briefing on the planning work in progress to both sections of the St. Louis Commission on Crime and Law Enforcement. The initial guidelines developed under the supervision of the Steering Committee were distributed at this meeting. It had been learned that an initial allocation of 3.75 million had been made, of which 2.5 million was Part E and 1.25 million was Part C. Under the provisions of the Omnibus Crime Control Act of 1970, Part E monies may only be used

for adult and juvenile corrections projects. It was recognized early in the program that this distribution of funds did not necessarily relate to crime control problems as they existed in St. Louis.



Some of the principal participants in the Impact planning process were (l to r) Region 5 Chairman and Crime Commission Executive Director Colonel Curtis Brostron, SPA Executive Director William L. Culver, LEAA Regional Administrator William H. Smith, SPA Chairman Isaac Gurman and Region 5 Executive Director Floyd D. Richards.

On March 17, 1972, copies of the questionnaire summary were distributed to members of the Commission on Crime and Law Enforcement (hereafter referred to as the "Crime Commission"). The Crime Commission was also given a thorough briefing on the development of the High Impact Plan by Region 5 Council staff. At the regular meeting of the Missouri Law Enforcement Assistance Council in Jefferson City on March 21, Governor Hearnes questioned members of the Steering Committee about the involvement of the Missouri Law Enforcement Assistance Council (the State Planning Agency hereafter referred to as "the SPA") on Impact Program planning and implementation. The Governor offered to have the SPA act as a mediator when local officials could not agree on priorities for funding.

Although Impact is being funded with federal discretionary money, it had been decided early in the program to use the existing LEAA structure in Missouri to handle the planning, administration and evaluation of the program. The SPA ordinarily has review responsibility over discretionary grants and should be con-

cerned if such grants interfere with the Action Program Plan. The introduction of Impact to St. Louis certainly constituted a significant change in LEAA program support for anti-crime efforts. By using the existing LEAA structure, which included the SPA and Region 5, the possibility of misunderstanding between agencies was minimized.

The Steering Committee decided to involve criminal justice experts from throughout the St. Louis Metropolitan region in the review of the Impact Plan. Task Forces were established in five areas: law enforcement; courts, prosecution and defense; juveniles; corrections; and drugs. Through the creation of the Task Forces, criminal justice system professionals and interested citizen groups from throughout the metropolitan region acted as technical advisors in the review of the Impact Plan in draft form.

Task Forces Meet

The first series of Task Force meetings were held in the Region 5 offices on April 5 and 6, 1972. A copy of the draft plan had been provided to each member for their study and review prior to the meeting. Following a discussion of the nature of the program, Task Force members were asked to recommend any changes, deletions or additions to the plan draft.

A second series of Task Force meetings were held on April 18 and 19 at which time project task descriptions were reviewed. During the next two days the Crime Commission met with Mayor Cervantes for a final discussion of specific project tasks to be included in the plan.

At the conclusion of the two-day meeting, the Crime Commission voted to approve the final version of the plan. At his regular news conference on April 24, 1972, Mayor Cervantes announced his approval of the plan for the High Impact Program in the City of St. Louis. Copies of the plan were forwarded to the Missouri Law Enforcement Assistance Council for its consideration at their regular meeting on May 5, 1972. The Council reviewed the plan and a group of early start Impact projects for fiscal year 1972, totaling over a million dollars. The State Council's favorable review of the



St. Louis Mayor Alfonso J. Cervantes discusses the St. Louis High Impact Program with the press.

plan marked the culmination of the planning process which began in late January.

Immediately upon approval of the Impact Plan by the LEAA Regional Administrator, a formal request for proposal (RFP) was sent to the administrators of host agencies identified in the plan to perform the services outlined in the project task description. The RFP cover letter explained that the agency had been selected and provided basic guidelines on how to proceed. Included in the RFP Package was a copy of the St. Louis High Impact Plan, an expanded project task description, an MLEAC Applicant and Subgrantee Handbook, an MLEAC Form 200, and a copy of the circular number A-87 of the Office of the Management and Budget outlining allowable project costs. The selected applicants were encouraged to work with the Region 5 staff and the Crime Commission in developing their grant applications to facilitate the review and approval process.

As the completed grant applications were received, they were given an initial review by the Region 5 staff and the Crime Commission staff, signed by the Mayor and passed to the SPA for its staff review prior to submission to

LEAA Region 7. This was the procedure initially agreed to by the Steering Committee.

The Planning Process as a Priority Setting Mechanism

In the St. Louis High Impact Program the activity of planning was conceived of as a process. As a process, it is anticipated that it will continue throughout the life of the program. Modifications to specific projects, and even the redefinition of underlying assumptions upon which projects were chosen may be altered in response to new and more accurate information about the effectiveness of projects to achieve program objectives.

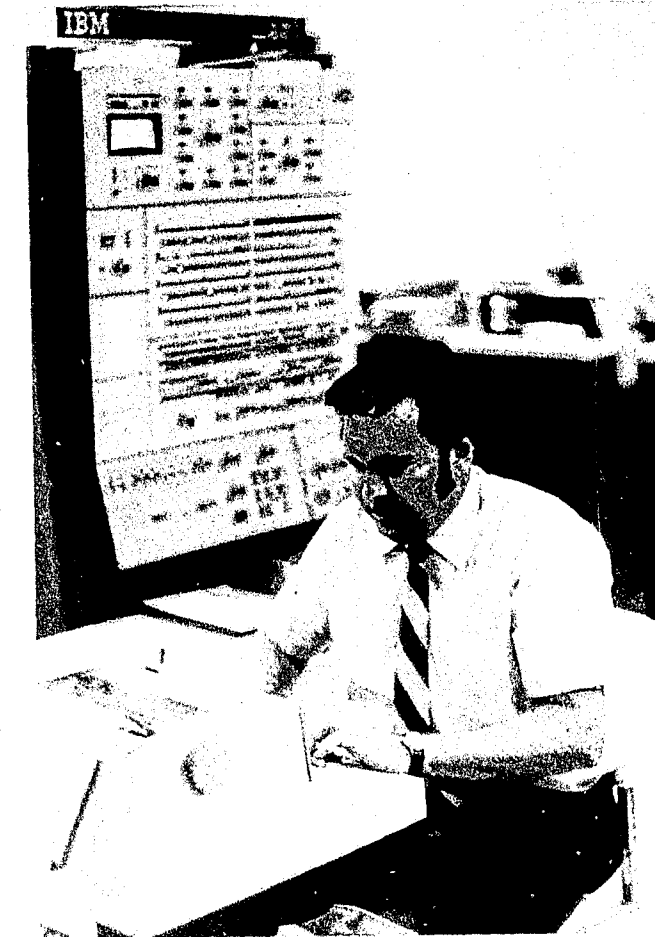
The plan process as implemented under St. Louis High Impact involved a broad spectrum of criminal justice agency officials, elected officials and technicians. It involved a two-way communication between planners and the individuals who have the responsibility of administering criminal justice agencies. This type of planning cannot be carried out in a vacuum. The relative feasibility of specific project tasks evolved with the advice and consent of the people who would be ultimately called upon to implement these activities.

The first activity which predominated the planning process was the gathering of accurate and appropriate data upon which to build a priority setting mechanism. This activity occurred in two phases. First, the questionnaire designed by the National Institute for Law Enforcement and Criminal Justice was completed by polling all of the criminal justice agencies serving the City of St. Louis. Agency heads and technicians were requested to complete portions of the questionnaire which applied directly to their agencies. With input from all criminal justice agencies, the Region 5 technical staff assembled and edited this information and published it in the form of a questionnaire summary. This summary represented the most recent and accurate information about rates of crime, the activities and resources of criminal justice agencies and the unique characteristics of criminal justice institutions in St. Louis.

A second broad effort at data gathering involved the translation of historic crime statistics developed by the St. Louis Metropolitan Police Department into graphic presentations so that they might be useful in designing specific projects. The data was retrieved by writing computer software programs which tabulated stranger-to-stranger crime and burglary statistics by census tract for the entire city. This information was then tabulated so that graphic presentations were possible. In addition, statistics derived from the 1970 Census of Population were utilized to depict the crime environment, that is the socio-economic characteristics in areas which reported extremely high rates of stranger-to-stranger crime and burglary.

Socio-economic data were included to complement the data on the character and extent of crime. The St. Louis High Impact Plan demonstrated specific correlations between income levels, housing characteristics and other variables which typically are outside the domain of criminal justice processes. The baseline data was used in two specific ways. First, the technical staff used it as a basis for the selection of specific project task descriptions. Secondly, this data and the graphic presentations were provided to host agency administrators and project directors so that they could design their projects to be most effective in reducing crime, where it occurs in the community.

In an effort to provide a working definition of the roles which various criminal justice agencies would play in the implementation of the Impact Program, the plan included a definition of statutory responsibilities by agency. One fact sometimes overlooked by critics of the plan is that the St. Louis Metropolitan Police Department and other criminal justice agencies serving the city have always had statutory responsibility to attempt to achieve Impact objectives. The police department's purpose for being is to protect citizens and reduce crime. Therefore, the department's participation in the Impact Program cannot be conceived of as unique and separate from their ordinary statutory responsibilities, but must be considered as an integral part of its normal



Crime statistics for the plan and graphics were developed using the St. Louis Metropolitan Police Department computer.

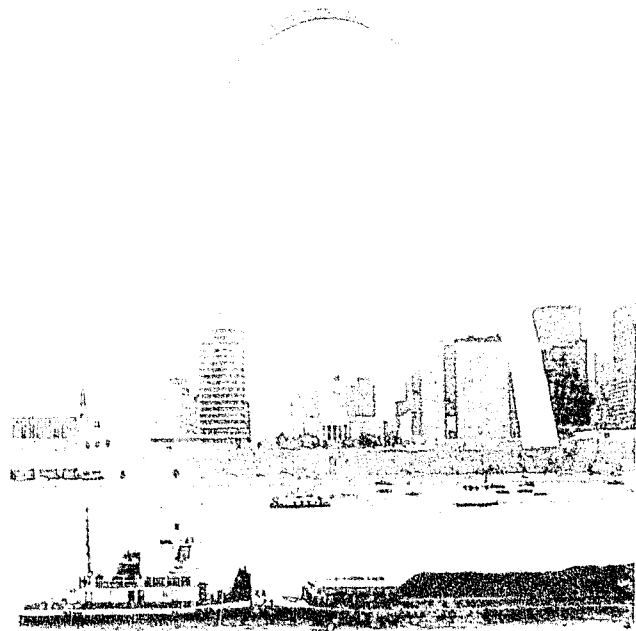
functions. In much the same way, other agencies of criminal justice also bear a direct statutory responsibility to assist in the achievement of Impact objectives.

Before Impact was announced, Region 5 had been funding Action projects through the same agencies which were later called on to participate in the Impact Program. The planning team used this experience to devise task descriptions and to encourage projects which uniquely address themselves to the objectives of the Impact Program. What the team did respect, however, was the necessity for criminal justice agencies to develop and maintain their own capacity to do planning for the services for which they are responsible.

The data used in the planning process therefore included the quantification of resources available to criminal justice agencies, the

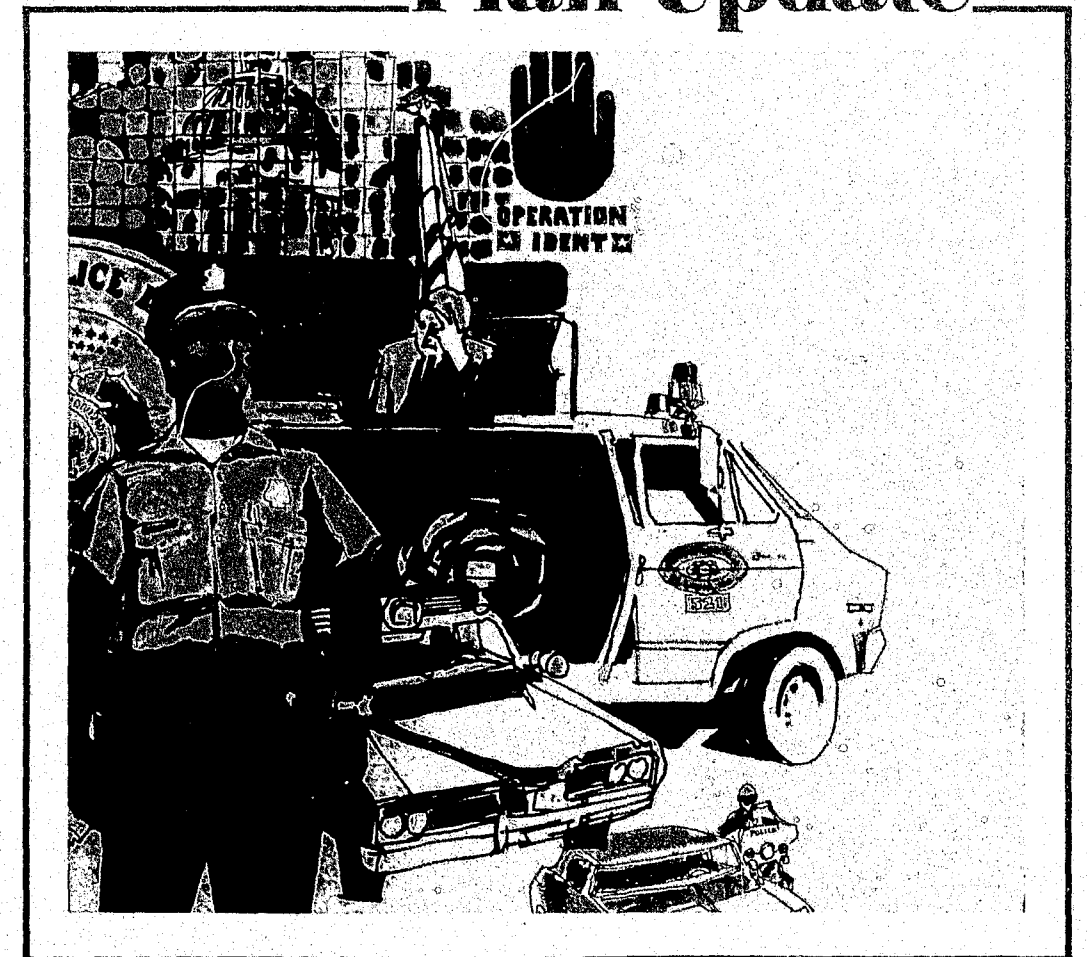
character and extent of the target criminal activity, a depiction of unique socio-economic characteristics in areas showing high rates of crime, and a working definition of statutory responsibilities by criminal justice agencies. All of this data was an input to the planning process and was duly considered by the five Task Forces, the Crime Commission, the Mayor of St. Louis and the Steering Committee.

This data base set the background in which the selection of specific project tasks and the priority decisions were made. Suggestions for specific project tasks were derived from many sources, including past studies such as *The Challenge of the Seventies*, suggestions from private citizens, criminal justice agency heads, planning technicians and policy makers. All suggestions were duly considered in relation to the planning data base established. Using the best judgement of those people actually involved in the criminal justice system, a set of 42 project task descriptions with projected funding levels were finally devised. After these were conceived, they were reviewed by the five Task Forces as well as the Steering Committee, the Crime Commission and the Mayor of St. Louis.



Plan Implementation

Saint Louis High Impact Plan Update



Plan Implementation

Early in the St. Louis High Impact planning process, the Steering Committee decided to use the existing LEAA organization in the planning, implementation and evaluation of the program. Back in 1969, the Missouri SPA adopted a regionalized structure for the implementation of the Omnibus Crime Control and Safe Streets Act of 1968. Nineteen regions were established in the State of Missouri to develop plans and assist in the selection, implementation and administration of projects. Two of the Regions, 1 and 5, comprise the two major metropolitan centers in the state.

According to the 1970 Census of Population, there were 4,676,501 people in Missouri on April 1, 1970. Of this total, 1,826,907 persons lived in Region 5 and 867,008 persons lived in Region 1. This makes a total of 2,693,915 or 57.6 percent of the state's population. The proportion of Missourians who live in Region 5 amounts to 39.1 percent.

Since about 40 percent of the population of the State of Missouri live in Region 5, the Missouri SPA has funded a large proportion of its projects through the region. The SPA uses a modified block grant procedure by which 75 percent of its annual block grant is passed through to the regions on a population proportion basis, with some of the smaller regions arbitrarily receiving a fixed minimum. Of the fiscal year 1971 block grant, Region 5 was allocated about 3.1 million and in fiscal year 1972, about 3.5 million.

The Crime Commission was established by ordinance in December, 1969, to provide a vehicle for coordination and communication between criminal justice agencies and the Mayor's Office. The state and local governmental structure make some agencies accountable to the Mayor and others not. For example, the St. Louis Metropolitan Police Department functions under a Board of Police Commissioners. The Sheriff is an elected official and the Circuit Courts are administratively accountable to the Missouri Supreme Court. Although these units are not accountable to the Mayor, the city must pay for the services they provide.

With the numerous agencies under various governmental controls, it was felt that some communications and coordination vehicle would be necessary to direct an organized effort to reduce crime. The Crime Commission was established by city ordinance to perform this function.

As part of the planning process, the Crime Commission provided advice and counsel on the operations of criminal justice agencies in the city. By using the Region 5 Council staff for technical advice and assistance, the St. Louis Impact Program built upon four years of experience in planning, administration and evaluation of projects. Because St. Louis is the largest city in Region 5, most agencies selected to implement Impact projects had prior experience working with the Region 5 Council staff.

The Grant Application Review Procedure

The processing of project grants has been carried out by the Region 5 and SPA staffs in parallel fashion. Grant applications are reviewed programmatically and fiscally by the Region 5 staff and then passed on to the SPA for a similar review. The SPA programmatic review is a responsibility of program chiefs while the review for fiscal and evaluation components is handled separately.

One of the basic criteria in selecting Impact projects is that they will contribute to the reduction of the target crimes. It is easier to

demonstrate this effect with police projects than with projects in the courts and corrections areas. However, certain basic system improvements, such as meaningful probation supervision of target criminals, would appear to be a prerequisite to longer term reductions of stranger-to-stranger crime and burglary. The causal connections between projects and crime reductions required extensive consultation between the Region 5 and SPA staff in the grant review procedure.



A seminar was conducted to instruct project directors and host agency administrators on how to complete Impact Grant Applications.

The staff work which the Impact Program created was unexpected. Participating agencies typically did not have adequate time to employ and train personnel resources to do the work. There was a tendency in both Region 5 and the SPA to use available resources to get Impact work done. The tendency to do this was stimulated and encouraged through the sense of urgency which was communicated from LEAA Washington and the Kansas City regional office. The idea was promoted that LEAA wanted Impact to be a highly visible and demonstrably effective program starting with a decisive and fairly rapid data gathering, planning and operational phase.

One of the primary reasons that St. Louis succeeded in carrying out the initial planning process and funding of projects was because it utilized existing planning staff resources and built upon the already operational LEAA ad-

ministrative machinery and evaluation capacity. If a separate agency had been established, as was recommended by the National Institute and LEAA, an initial time delay of between six months and a year would probably have occurred.

A newly hired Crime Analysis Team (CAT) Director would have major obstacles to overcome immediately. First, he would have to hire and train a staff. Secondly, he would have to establish communications with the Mayor and each agency of a criminal justice system and further, he would have to develop a sense of confidence and trust with these agencies and individuals. Such a relationship would be essential in order to gather access to the St. Louis Metropolitan Police Department's records system and other data sources maintained by criminal justice agencies.

There is an additional factor which contributed to St. Louis' success in planning and implementing Impact. As a part of their normal planning process, the Region 5 staff had been assembling data about crime and criminal justice agencies since 1969. Some of the graphics which were ultimately published as a part of the Impact Plan were being designed long before the Impact Program was announced in Washington. Impact gave the opportunity to use existing staff who had already developed communications with criminal justice agencies to assist in the comprehensive crime specific planning process.

Some System Constraints

In order to effectively implement specific projects, the personnel in host agencies designated to run these projects must understand what Impact was all about and must be able to effectively produce the necessary paper work. Understanding the LEAA structure in its practical applications is no small order.

The police, the courts, prosecution and defense and correctional institutions typically suffer from inadequate budgets, lack of modern management techniques, a lack of political support for improved services, as well as public ignorance and indifference. Under such circumstances, a request for proposal from LEAA

could appear as simply another demand on already inadequate personnel resources.

The large majority of criminal justice agency administrators and personnel are strongly committed to doing the best possible job which their agency budgets, personnel resources and enabling legislation allows. They are enthusiastic about the opportunity to use the Impact Program and the Action Grant Program to improve their agencies, provide better services and reduce crime. But they are still conscious of the fact that LEAA offers a relatively short term commitment and that long-range systemic improvements will require altered political priorities and the ongoing support of the public.

As was mentioned earlier in this report, one of the primary constraints to the effective expenditure of LEAA monies to reduce crime and improve services is the short-term commitment. LEAA necessarily provides grants for short time periods, due to its congressional mandate. But it is very difficult to get a talented professional to commit himself to a position on a year to year basis. He typically wants a longer term commitment for security and orderly career development.

All of these constraints put a great burden on local planners and administrators to communicate clearly the nature of the LEAA commitment and to indicate the most effective way to minimize paper work. Without question, the paper work process engendered by the Impact Program, as well as the regular Action Grant Program is significant. Unless applied with great discretion, review procedures are likely to discourage or frustrate even the most committed project director and host agency administrator.

It often seems that the higher levels of a bureaucratic structure are not especially sensitive to the constraints and difficulties involved in attempting to implement individual projects on the local level. It might be helpful if such officials could experience the frustration of having to fill out a grant application using new and unfamiliar guidelines without having the benefit of clear instructions. Typically, the person who actually authors a grant has full time professional responsibilities in addition to this

chore. He is expected to do the research, design and grant writing for the project, in addition to fulfilling the responsibilities of his own job. It is a rare agency that allocates adequate manpower for the planning, project design and evaluation function.

It is especially frustrating for the state or regional professional staff to attempt to encourage such individuals to fulfill these functions with inadequate support. If the language of the Omnibus Crime Control Act is objectively reviewed, the long-range responsibility for providing criminal justice services must ultimately rest with the local unit of government. This means that elected officials must allocate adequate fiscal and manpower resources to provide high quality planning and design services.

Working in the Existing System

It is difficult for the layman to understand the complexity of the governmental structure which presently provides him with criminal justice services. The need or demand for any specific service is not automatically translated into a budget line item, especially in the areas of probation, parole and correctional programs. Agencies are rarely funded adequately to provide even minimal levels of service.

Through the Impact planning process, criminal justice needs and problems were identified. It was assumed that, with this definition, a host agency could design a specific project to satisfy a need. This all looks good on paper, but translating the initiative into action requires a high degree of sophistication and enthusiasm on the part of administrators who are typically overloaded with work already.

The salary levels of defined staff positions in some criminal justice agencies are non-competitive. In a number of instances, qualified applicants could not be found. An additional constraint is the fact that LEAA grants can only be given on a maximum of twelve months funding.

Assuming talented personnel are required to effectively implement Impact projects, the

circumstances that host agencies, find themselves in amounts to a double disadvantage. Not only are salary scales of City Civil Service designed positions frequently not competitive, it is doubly difficult to get talented and experienced professionals to make an employment commitment to a project which has no guarantee of continuation beyond twelve months. These constraints point to the fact that we must ultimately rely upon criminal justice agencies to provide services on the basis of their statutory responsibilities. They also bear witness to the fact that grant money is only a small part of a solution to most of our crime problems. In addition to a fiscal commitment, we need enthusiasm, understanding and commitment, as well as the professional abilities of project directors and staff.

In spite of enormous amounts of investigation on the subject of crime control such as the President's Commission Report of 1967, the Report of the National Commission on Standards and Goals, the Wickersham Commission Report and many similar reports during the last fifty years, people still do not comprehend how the criminal justice system works. Without plea bargaining, the courts of our major urban centers would have serious backlogs in a matter of months. Rehabilitation programs in our correctional institutions rarely collect sufficient data to properly evaluate their worth and effectiveness. Police agencies are permitted to do too little in the way of research and development to discover new and more effective modes of patrol and deterrence. Architects and planners continue to design housing and shopping areas which encourage criminal activity and thwart effective security. To compound these problems, our central cities are typically so close to bankruptcy that they could not afford to provide efficient and effective criminal justice services even if city officials knew exactly what services they wished their citizens to have.

In the face of these obstacles, it was decided that the best opportunity to effectively implement High Impact projects in St. Louis was to bring criminal justice agency administrators into the planning process at the outset. These people represented an invaluable resource since

they confront these problems every day. They were fully aware of weaknesses and constraints as well as the opportunities for providing services more effectively. Even more important, without their enthusiastic commitment, the prognosis for effective implementation of the St. Louis High Impact Program was extremely poor.

Because there is a heavy dependence on criminal justice agency officials to implement projects, the request for proposal (RFP) procedure is an especially suitable instrument for enlisting assistance. If agency officials agree with the problem statement rationale on which the project task descriptions are based, they will then use agency planning and design resources to create a project to effectively achieve the proposed objectives. The ongoing plan process continues to make use of this device to insure timely and efficient feedback to permit appropriate modification of projects to continue to achieve Impact objectives.

Political Realities

Much of the advice and counsel provided by the criminal justice experts that make up the Task Forces was not made a part of the published High Impact Plan document. In fact, the input of these experts went far beyond what was said at the two series of Task Force meetings. The Steering Committee and the technical staff realized very early in the planning process that they would have to involve directly the persons who would ultimately be responsible for the implementation of specific projects. In addition, it would have been politically unwise for the High Impact planning team to design projects in detail. Instead, the technical staff requested both verbally and in written form the suggested alternatives that police administrators, circuit court judges and corrections officials might have. In the case of the St. Louis Metropolitan Police Department, an Impact Committee was formed which was made up of Bureau Commanders as well as technical planning staff. This Impact Committee worked in close cooperation with the St. Louis Board of Police Commissioners to produce a group

of suggestions, in priority order, which they felt could effectively reduce stranger-to-stranger crime and burglary. The priority setting mechanism in the case of the police Impact Committee was a modified delphi process in which each committee member independently rated the efficacy and appropriateness of the projects in question. As the Impact Committee worked, it informed the technical staff working on the plan on their progress and establishing a priority setting mechanism.

Similar kinds of communication occurred between correctional staffs and the staffs of the Juvenile Court in St. Louis. Every effort was made to investigate the suggestions which the professional personnel felt would be appropriate. The technical staff also attempted to apprise these individuals of the recommendations of the National Institute for Law Enforcement and Criminal Justice had developed, in their guidelines.

One additional input of significant value was the response to Mayor Alfonso J. Cervantes' letter of February 10, 1972 requesting suggestions for the appropriate expenditure of the \$20,000,000. Although a number of the recommendations that came in were too informal to be translated into specific projects, there were among these more than 200 responses, a number of recommendations that were included completely or in part in the final set of project task descriptions.

A number of individuals and organizations suggested the police foot patrol. The Woman's Crusade Against Crime presented a comprehensive list of suggestions, many of which were implemented as Impact projects. These included the Police Youth Corps, the Team Counselling Project, the Truancy Prevention Project and a number of others.

Phased Funding and Refunding

Although the requests for proposals (RFP's) were sent to the host agencies at the same time, it was not possible for all host agencies to produce completed applications at the same speed. Therefore the initial funding, which was pro-

vided on a six-month basis, extended over a period of more than eight months.

There are a number of reasons for this. First, the capacity to carry out the detailed project design was not available to the same degree in all of the agencies. Secondly, questions of matching local share left the various selected host agencies in different positions. Some could appropriate the necessary soft match; others could do so only with extreme difficulty. Some host agencies, such as the St. Louis Metropolitan Police Department, had had a good deal more experience with federal funding than the St. Louis courts and correctional institutions, for example. As a result, funding of the initial six-month project grants was phased.

In order to maintain continuity in the administration and evaluation of the Impact Program, refunding is being carried out in at least three distinct phases. The first phase comprises the initial funding on a six-month basis of all projects. Phases I and II comprise the first and second refundings envisioned in the initial plan document.

As indicated in the published plan, only the first six-month phase of the projects had a firm dollar amount for funding. In the initial formulation the second and third fiscal years were arbitrarily calculated to comprise a program totaling \$20,000,000. However, in the second and third phases of the program, additional information on the effectiveness of specific projects is available through the Region 5 field reviews and evaluations. This additional, more recent and accurate information comprised an important element and data item in the rationale for refunding. Based on the field review and the preliminary evaluation, it was possible to determine whether the project task in question could be expected to have a significant effect in reducing stranger-to-stranger crime and burglary.

Using this information, as well as expenditure levels over the initial six-months of funding, it was possible to determine the optimal expenditure figure of specific projects for refunding. A revised dollar amount was calculated on those projects having adequate track record to make such a determination. These revised fund-

ing levels are included in the project summaries in Chapter 4 of this document.

The planning process which was employed for the Plan Update, and more specifically the Phase I and Phase II funding of projects already implemented, will be employed in calculating an optimal funding level for all future phases of the High Impact implementation. It is anticipated that in the final phases of the St. Louis High Impact Program, all funded projects will have an evaluation track record upon which a judgement of optimal funding will be made.

In a few cases in which the project was started soon after plan approval, refunding for Phase II has already taken place. This group includes the Foot Patrol, the Burglary Prevention Project, the Home Detention Project and a few others. For these projects a third refunding was approved as part of the plan update process.

On the other hand, there are a few projects which have not received initial funding. Although a Phase II funding is given in the Project Summary, each will be subjected to careful review prior to refunding. The results of a field review will be presented to the Crime Commission on each of these projects before action of Phase II funding is requested.

* In addition to the preliminary evaluations by project and the field review procedure carried out by the technical staff, the reported crime rate by Pauly Area and census tract in the City of St. Louis was also utilized as a part of the planning process. In preliminary fashion, these trends were used to investigate the effectiveness of specific projects in reducing stranger-to-stranger crime and burglary. The graphics in Chapter 3 provide a comparison of crime trends by census tract showing the implementation of specific High Impact projects by geographic area in the city. Also taken into consideration were other activities by criminal justice agencies during the time periods in question.

These comparisons cannot provide for every project a definitive cause and effect relationship between projects implemented under the Impact Program and the Action Program and changes in crime trends. A longer period for

evaluation will be required to achieve more definitive results. However, as a preliminary review of the effectiveness of all criminal justice services in deterring and suppressing crime, these trends are significant.

During the months of November and December, 1972, most of the operational Impact projects were subjected to a field review by the technical staff of Region 5, the Crime Commission and the SPA. The field review involved a field visit and a test audit of books. Program analysts also carried out a programmatic review of the project to ascertain whether or not the project was, in fact, succeeding in the objectives stated in the grant application.

In addition, in response to the request by the National Institute for Law Enforcement and Criminal Justice, each project is required to have an evaluation component which provides distinct measures of effectiveness to determine if the project is succeeding in reducing stranger-to-stranger crime and burglary in the City of St. Louis. In all cases, an evaluation component is being designed prior to the Phase II refunding. These evaluation components are then made a part of the MLEAC Grant Application.

In some cases it is relatively easy to carry out a preliminary evaluation of the effectiveness of a project. The St. Louis High Impact Foot Patrol is one example. Since crime has been recorded city-wide by the St. Louis Police for a long time, a historic trend figure is easily available. Very little change in the crime reporting procedures used by the St. Louis Police Department was necessary to use the same figures in evaluating this project. However, not all projects are equally susceptible to clearcut evaluation. For example, some of the projects in the courts which are designed to reduce case backlogs will not be susceptible to a full scale evaluation until a two year track record is established. The same holds true for the number of projects which are targeted for juvenile justice in the community and in the corrections area where one objective is to reduce recidivism rates. The projects will be demonstrated effective in reducing stranger-to-stranger crime and burglary if the juveniles receiving treatment do not, in fact, engage in a crime career. But

this will not be known for a minimum of a few years. Recidivism rates also cannot be ascertained without a longer reporting period.

As noted earlier, the High Impact Evaluation will need to be carried out in a number of different scales. Obviously, LEAA will be interested in a city-to-city comparison and will take a careful look at changes in the gross crime rates. They will also be very much interested in the comparative results of the victimization survey which is being carried out in conjunction of the U.S. Department of Census. Detailed and project level evaluations will probably be recognized as relative to the entire complex of factors which relate to the administration of justice in a particular city. Unique practices by police departments, peculiarities of the statutory responsibilities of the courts and correctional systems will make city-to-city comparisons on this scale of questionable value.

The detailed project-by-project evaluations, however, constitute one of the primary inputs to the ongoing planning process. By demonstrating the effectiveness of a particular service or activity, it will be possible to alter funding levels, modify or redesign projects to achieve the long-range Impact objectives. This feedback process through the field review procedures and the evaluation of particular projects will continue throughout the life of the St. Louis Impact Program.

Evaluation

From the beginning, LEAA's research arm, the National Institute for Law Enforcement and Criminal Justice, was especially interested in the Impact Programs as a means to demonstrate, in eight large cities, the effectiveness of comprehensive programs to reduce stranger-to-stranger crime and burglary. The viewpoint of the National Institute has matured considerably during the past nine months. Whereas initially, a number of Institute administrators felt that they would be in a position to provide direct assistance to the eight cities in designing evaluation plans, these administrators now feel that it is better for the individual cities to design and carry out their own evaluations and to restrict the National Institute and its

consultant, the MITRE Corporation, to study comparisons and a macroscopic evaluation of the entire program.

Imperfect communication between the National Institute, Federal Region 7 and local planners resulted in a misunderstanding about the character and extent of the required evaluation effort in St. Louis. It was first believed that a broad evaluation of the St. Louis Program would be the responsibility of local officials. It was later found that individual evaluation components for each project would be required. In response to the latter demand, Region 5 established a High Impact Evaluation Unit for the program. The first and primary assignment of the Unit was to design individual evaluation components for each of the High Impact projects. Secondly, the Unit has been involved in the data gathering and analysis of data to result in objective external evaluations.



Representatives of the MITRE Corporation give a briefing on High Impact evaluation in the Fall of 1972.

The procedure employed to develop evaluation components involved the creation of a preliminary data list and the design of tests to measure effectiveness. In the St. Louis Impact Program, preliminary data lists were ordinarily given to project directors at the first field review. The project director was told that these were some of the data items which would be necessary to evaluate his project. He was further asked to review this list and to indicate if any of the items could not be gathered. Based upon the response of the project director, the data list was finalized and the description of the data analysis completed. The final evaluation component also outlines measures of effectiveness which will be used in the evaluation.

By bringing evaluation unit staff into the field review process, many of the objectives spelled out in the grant application were consequently more accurately defined. Since host agencies operating Impact projects also operated Action Program projects, the insistence on more carefully defined objectives and measures of effectiveness resulted in a spillover to all LEAA funded projects. In many instances, project directors had little knowledge of evaluation science and tended to author vague and nebulous objectives in their projects. By recognizing that LEAA is interested in measuring the achievement of objectives in funded projects, a great deal more thought was put into defining such objectives.

It is important to clarify the language employed in discussions of evaluation. The normal field audit and evaluation procedure employed by the Region 5 staff is concerned primarily with contract compliance. Measures of effectiveness which demonstrate the project's effect on the larger community are typically outside the range of such a procedure. In contrast, the evaluation components which are being made part of all High Impact projects are designed specifically as external measures of effectiveness which may be used to demonstrate the effects of the project on the total crime picture in the St. Louis community.

Another fact which must be emphasized in any discussion of evaluation, is that the propensity to be evaluated by some broad external standard varies from project to project. In some projects it is relatively easy to generate a commonly accepted criteria to measure effectiveness. For example, in the St. Louis High Impact Foot Patrol, if less crimes are recorded by the police in the areas being served, most people will agree that the service is having a beneficial effect. By contrast, in a project design to speed up and improve the adjudication of Impact offenders, it is more difficult to demonstrate by some commonly accepted standard that such services are affecting a reduction in stranger-to-stranger crime and burglary. More complex still, is any effort to evaluate a project which is essentially concerned with the feasibility of expanded or modified services. In such a proj-

ect, we are limited to judging whether or not the project director or contractor has, in fact, carried out a feasibility study which is acceptable by commonly held standards. It may be that such efforts cannot be subjected to the same kind of broad external evaluation that a project such as the Foot Patrol can. But the criminal justice system change which results may, in fact, contribute substantially to the achievement of Impact objectives.

A truly scientific evaluation of any criminal justice service would have to take into account factors about the community at large. Just as the physical structures which make up a city are subject to urban growth and decline, so too the people or the community at large are subject to rapidly changing socio-economic conditions. To identify a cause effect relationship, we would have to know what is happening in a neighborhood, community or city in regard to urban growth and decline, changing socio-economic conditions, as well as widely held psychological attitudes and even moods of the people. Without question, if the citizens of St. Louis one day came to believe that they had in their power the capacity to control crime this could soon become a self-fulfilling belief.

Efforts to complete broad external evaluation are probably restricted by constraints which are more subtle and pervasive than social scientists once believed. Crime statistics do not begin to uncover the complexity of the individual or group's encounter with crime. When we read about crime rates there is no quantification of changes in the seriousness of such crimes, nor is there any indication of the proportion of crimes that were never reported to the police. We are attempting to hammer out some kind of yardstick to measure effectiveness of services within a universe of data which is obviously in flux.

Perhaps the only resolution to this problem is to be more realistic in our expectations about external measures of effectiveness and more sensitive to the difficulty about accurately depicting crime and crime related problems as they occur in society. Our measures of effectiveness cannot relate to all variables because an appropriate data base is beyond the range

of the possible with present data retrieval techniques.

Evaluation Unit Created

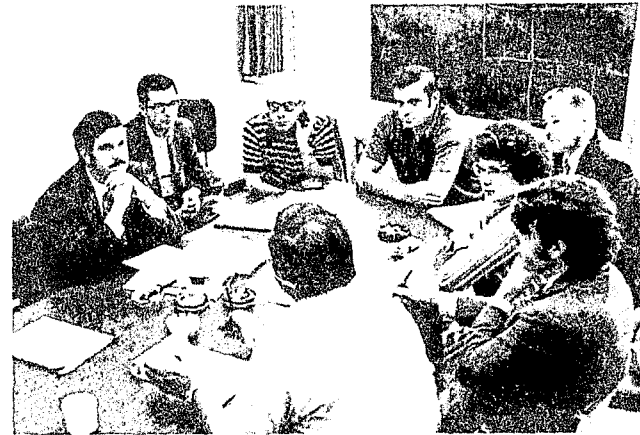
The St. Louis High Impact planning team formulated its implementation plan before the MITRE Corporation was contracted to assist the National Institute in the evaluation of the High Impact Program. With the emphasis on high visibility and rapid implementation, the St. Louis plan proposed to follow through on evaluation on a project-by-project basis as the program was implemented. As a result, the High Impact Evaluation Unit was established under the supervision of the Region 5 Assistant Director for Planning with Dr. Nelson Heller as Chief Evaluator.

In order to insure that all projects would receive a high quality evaluation, a priority for designing evaluation components was established based on when projects were implemented. Those early start High Impact projects were given highest priority for the development of evaluation components. It was determined that no project would be funded for its second phase without an approved evaluation component.

The High Impact Evaluation Unit is an integral part of the professional staff of Region 5. Since in-staff administrative responsibility rests upon program analysts, the Evaluation staff works directly with program analysts in the formulation of acceptable evaluation components. In practice, the evaluation staff has attended the field review of Impact projects. Typically, at the entrance conference, the evaluation specialist provides the project director with a tentative data list, one of the main elements of an evaluation component. After explaining the objective of the evaluation, the list of data is discussed and negotiated with the project directors since they are ultimately held responsible for the collection of these data elements.

After a period of roughly ten days, the evaluation specialist contacts the project director to agree upon a list of data necessary to carry out the evaluation. The evaluation component consisting of the data list, the type of analysis to which this data will be subjected and agreed upon measures of effectiveness is included as a part of the Phase II grant application.

The Evaluation Unit is structured to provide a specialist in each major criminal justice area: police, courts, corrections and juvenile justice. The Unit has a computer specialist to write software programs specifically designed to extract and analyze data for evaluation purposes. The ground work is being established for a direct interface with the REJIS Information System.

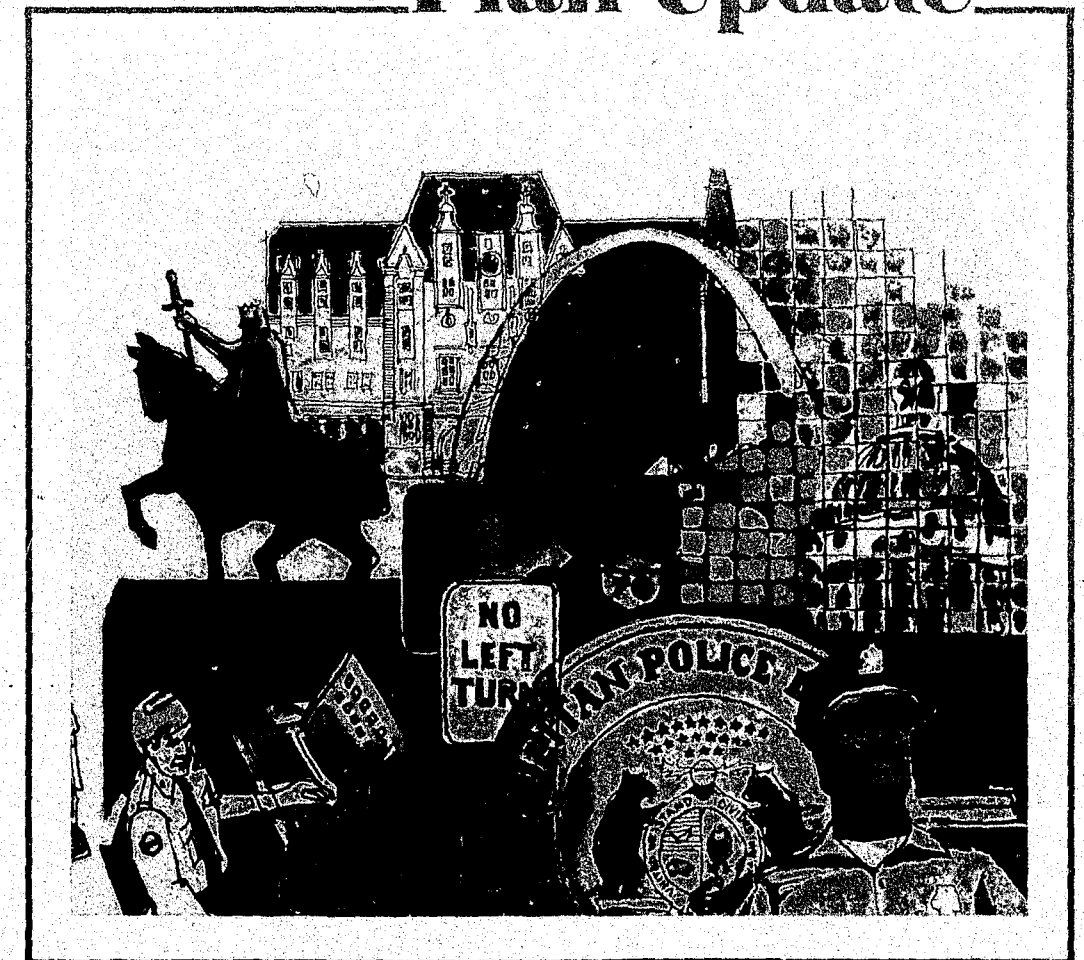


In the Fall of 1972, CAT directors and staff met in Portland to discuss planning and evaluation.

One of the unanticipated spinoffs of the development of evaluation components has been a general tightening up of objectives listed in grant applications. Once an evaluation specialist begins devising tests to measure the accomplishment of objectives, the statement of such objectives takes on a different character. Whereas it is very possible to write fuzzy and non-quantifiable objectives when no evaluation is to take place, the evaluation places great importance on the language employed when describing project objectives.

Chapter 3 Impact Challenge and Achievement

Saint Louis High Impact Plan Update



Chapter
3
**Impact Challenge
 and Achievement**

In LEAA's criteria for the selection of the eight Impact cities, it was noted that nationwide, the highest proportion of crime victims live in our major cities. It was thought that a grant of \$20,000,000 would have little effect in reducing crime in the six American cities over one million in population. Therefore the first selection criteria for an Impact city was that it be over 250,000 in population but less than one million.

Other qualifications for selection included high reported rates of robbery and burglary, since it was felt that the greatest crime reductions could be achieved in cities recording these high rates. In addition, LEAA wished a broad geographic distribution of cities and attempted to select urban areas with strong, local administrative support for the program.

Regional Perspective

The St. Louis High Impact Anti-Crime Program Plan, published April 24, 1972, contained two chapters analyzing factors which contribute to crime and the criminal justice system response. In order to apprise the reader of some of the background research that was carried out for the St. Louis Impact Program, some of the graphics and analyses published in the original plan are summarized below. This overview of the urban context in which crime takes place along with the identification and analysis of urban trends and dynamics which contribute to criminal behavior, should be helpful to both policy makers and persons involved in the implementation of individual projects.

The St. Louis Metropolitan area is one of the larger urban centers in the central midwest. The 1970 population of the St. Louis standard metropolitan statistical area (SMSA) amounted to 2,363,017, a 12.3 percent increase over the 1960 population. The metropolitan region is located at the center of population in the United States and is, therefore, an important transportation center for the nation, including highway, rail and barge transport on the Mississippi inland waterway. The city is known for its aerospace industries, breweries and manufacturing industries.

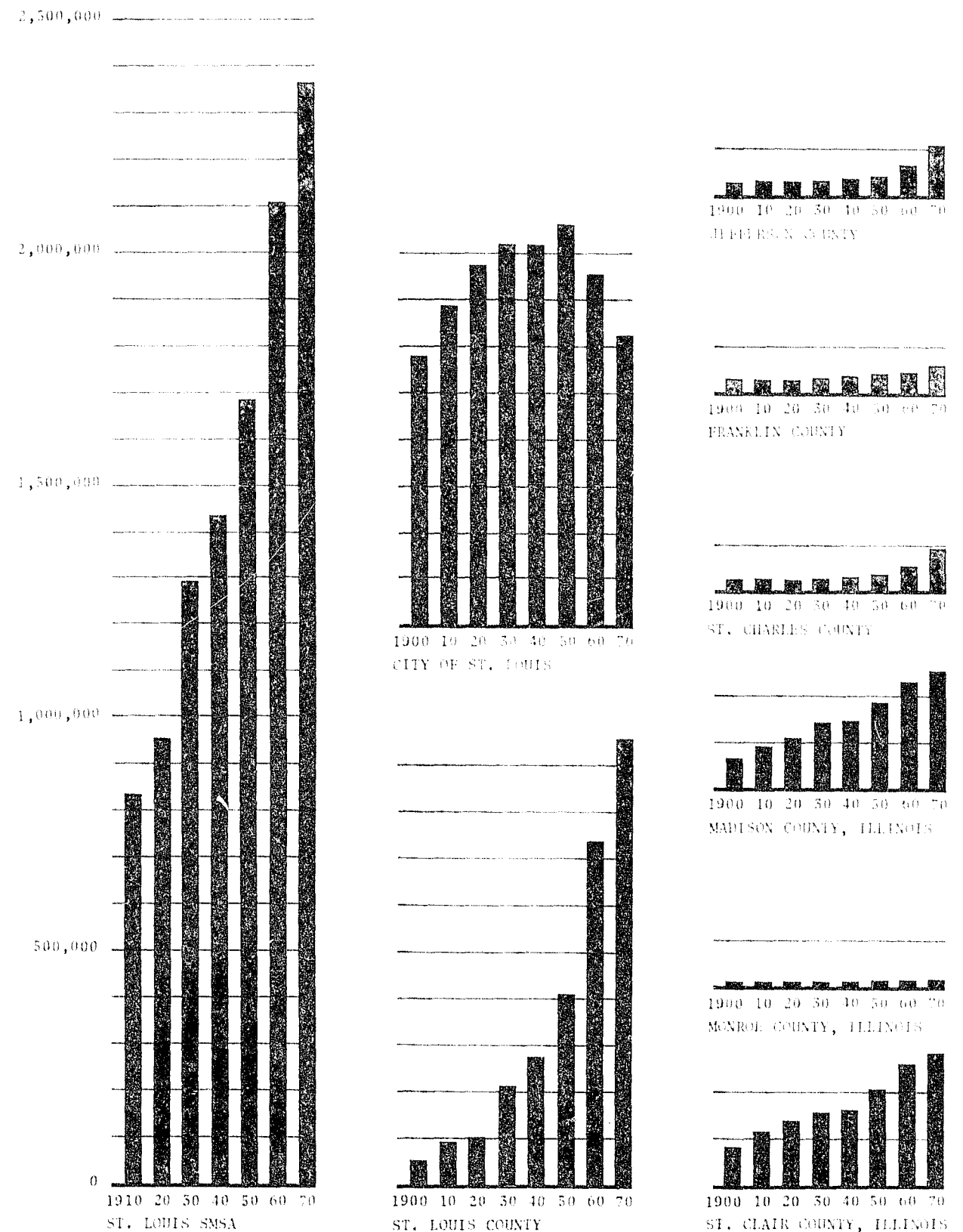
The City of St. Louis developed historically as a river city situated on the banks of the Mississippi River. Due to a dispute between county and city residents, permanent boundaries of the city were established in 1876. As a result, much of the suburban expansion which occurred during the past two decades has been located in St. Louis County, to the west of the city. As shown in Figure 1, **St. Louis SMSA Population Trends: 1900-1970**, the city has been declining in population for the past two decades, from 856,795 in 1950 to 622,235 in 1970.

Urban Trends and Crime

Since its founding in 1764, the City of St. Louis has been subjected to the ebb and flow of urban growth and decline. Contributory factors to crime such as poverty, ignorance, disease, joblessness, and the like, have been a part of city life from its earliest history. The most extensive period of urban growth in the City of St. Louis occurred during the latter 1800's, with the population increasing from about 16,000 in 1840 to more than a half million in 1900. It is important to note that the structures built during this time are currently subject to decay and deterioration and are frequently located in areas of high crime incidence.

As shown in Figure 1, population growth of the city continued through the 1930's, with a slight decline recorded in 1940. Another growth spurt occurred during the latter 1940's and early 1950's followed by a steady and significant decline in population since that time. Up until 1940, suburban growth in St. Louis County was relatively insignificant, with the total popula-

**FIGURE 1
 ST. LOUIS SMSA
 POPULATION TRENDS: 1900-1970**



SOURCE: U.S. BUREAU OF THE CENSUS, 1970

tion of just over a quarter of a million in 1940. During the following thirty years, the population of St. Louis County more than tripled to 951,353 in 1970.

Much of the housing stock in the east central portion of the City of St. Louis was constructed between 1860 and 1900. Clearly, a housing unit from 70 to 100 years old is highly susceptible to deterioration and decay and would almost inevitably need new wiring, plumbing and other expensive rehabilitation in order to meet minimal housing code standards. A high proportion of the housing stock constructed before 1900 is located close to downtown St. Louis including the near southside, the near northside and extending west-northwest toward the City of Wellston.

The rapid urban expansion that occurred after World War II had a traumatic effect on the housing market in the St. Louis Metropolitan region. Prior to the latter 1950's, the normal filtering process of housing functioned relatively well. As upwardly mobile families sold housing units for more desirable and more expensive ones, the next lower socio-economic level was anxious to purchase these units. However, as the value of the older housing stock in the central city approached zero value, the filtering process in the housing market ceased to function. At that point, many houses were abandoned or were subject to arson for profit.

Rapid suburban expansion created another massive problem for the central city. A substantial number of middle class residents living in the City of St. Louis decided to move westward, in part, to obtain newer and attractive housing, but also to avoid some of the social and economic problems that were epidemic in the city. The loss of tax paying citizens was compounded by the fact that the city's prime source of revenue, the property tax, continued to decline as taxable units became older and less valuable.

In identifying project tasks to be accomplished in order to achieve the objectives of Impact, it must be understood that many of the root causes of crime found in the City of St. Louis are outside the jurisdiction of criminal justice agencies. Low incomes, high rates of

unemployment, low levels of education, a prevalence of one-parent families in certain geographic areas, physical decline deterioration, a lack of job opportunities and many other factors affect the crime environment, the offender and the victim. The disintegration of community and family life in certain areas of the city make law enforcement and the maintenance of order an almost impossible burden for the St. Louis Metropolitan Police Department. Under these extreme circumstances, criminal justice agencies have little opportunity to eliminate the root causes of crime. All that they can do under their statutory limitations is to react to criminal behavior by arresting the perpetrator, trying him and assigning him to some mode of correctional services.

In terms of long-range urban criminal justice planning, basic community and neighborhood stabilization represent essential prerequisites to crime control in the central city. This will require both effective action by community leaders and an effective strategy for physical rehabilitation. A reestablishment of confidence on the part of the lay person in himself, his neighbors, and criminal justice agencies must also occur before such stabilization is possible. One of the reasons the middle class continues to flee the central city is to escape the threat of crime, real or imaginative. In many instances, the threat is largely imagined, but the fear is real. Projects such as the High Impact Foot Patrol have been effective in reducing the fear of crime and renewing confidence of residents so that they are once again willing to walk on the street at night.

There are a number of other indications that there is renewed confidence in the future of Downtown St. Louis. In the Fall of 1972, the citizens of St. Louis passed a Convention Center Bond issue for \$25,000,000. Although the required majority was two-thirds, the final vote in favor represented 75 percent of those voting. The proposed site for the Convention Center is an area on the near northside bounded by 12th Street on the west, Delmar on the south, Broadway on the east and Cole Street on the north. The centerpiece of the Convention Center Plaza will be a public convention hall sur-

rounded by a complement of hotels, restaurants and entertainment facilities. It is estimated that an additional \$60,000,000 of private investment will ultimately be generated because of the convention facility.

Mercantile Bank and Trust Company recently announced its attention to redevelop a six-block area on the downtown northside in the area bounded by Locust, Washington, Broadway and 8th Streets. The \$150,000,000 proposal will take ten years to complete and will include an office tower, a hotel, shops and restaurants, and entertainment establishments. The facility will include enclosed pedestrian promenades which are air conditioned and landscaped. Groundbreaking for the office tower will take place this spring. In conjunction with the proposed Convention Center, the Mercantile redevelopment area will constitute an anchor to structure development on the northside of the central business district, in much the same way that Busch Memorial Stadium, the Ralston Purina redevelopment area stabilized the southside.

Boatmen's Bank recently announced that it is interested in redeveloping an area of downtown just north of the old Courthouse, opposite the Equitable Building. The proposed office structure, more than 20-stories tall, will resemble the Equitable Building in design and provide for the redevelopment of a significant area downtown.

The Convention Center Bond issue, the Equitable redevelopment area and the Boatmen's Bank proposal all represent votes of confidence in the future of downtown St. Louis. These could stimulate a trend counteracting the long term out-migration of the middle class from the city and herald a new era for the revitalization of the central city. These developments will also create additional jobs and employment is a key factor in reducing crime.

A number of the projects under the Impact Program have contributed substantially to this general renewal of confidence. Success in reducing crime and making the central city a safer place to live, work and play will further enhance this trend.

Another positive factor for the future of the central city is additional fiscal resources. Under the Revenue Sharing Act recently passed by Congress, the City of St. Louis has received 12.7 million of fiscal 1972 monies. Of this amount, 10.2 million has been allocated and 2.5 million has been set aside to cover any deficit in the current fiscal year. Of the first payment, \$486,000 was allocated for Phase II and Phase III of the City Jail renovation and \$24,000 for a fence at the Medium Security Institution on Hall Street.

Crime in St. Louis

When the St. Louis High Impact planning team began its analysis of stranger-to-stranger crime and burglary in the spring of 1972, it was fortunate to have access to the St. Louis Metropolitan Police Department computerized data file. Planners also made extensive use of information derived from the census of population and housing conducted in April of 1970. The information derived was converted into graphic presentations of crime trends and characteristics, as well as the quantification of certain socio-economic characteristics in the city. This data was subjected to detailed analysis in the original plan document. The description below is included as a summary for policy makers and professionals involved in the Impact Plan Update.

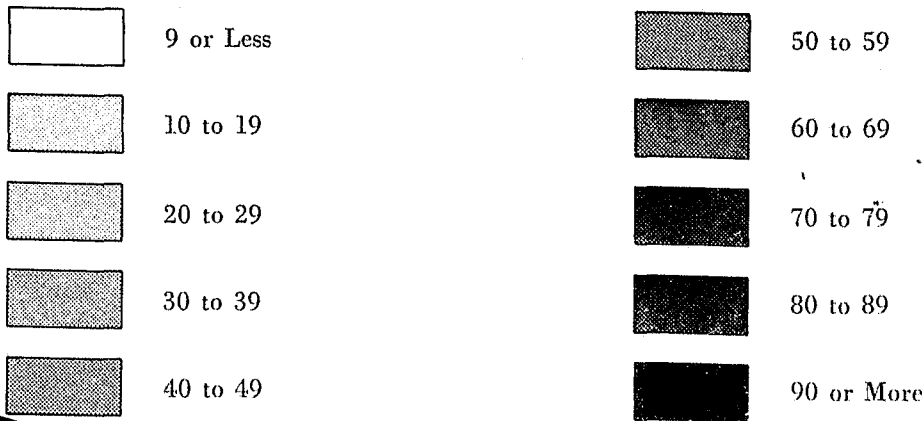
Plate 1, **Impact Crime Rates**, was developed using the crime statistics from the St. Louis Metropolitan Police Department compared to census information. The geographic areas bounded in red represent census tracts in the City of St. Louis. Using a special computer program, the number of burglaries and robberies that occurred during 1971 were calculated by census tract. An additional calculation was made dividing the number of crimes which occurred in a given census tract by the number of people who live in that census tract according to the 1970 Census of Population.

As shown in the legend of Plate 1, the areas showing no pattern had a crime rate of less than nine burglaries and robberies per thousand population during 1971. At the other end of

Impact Crime Rates

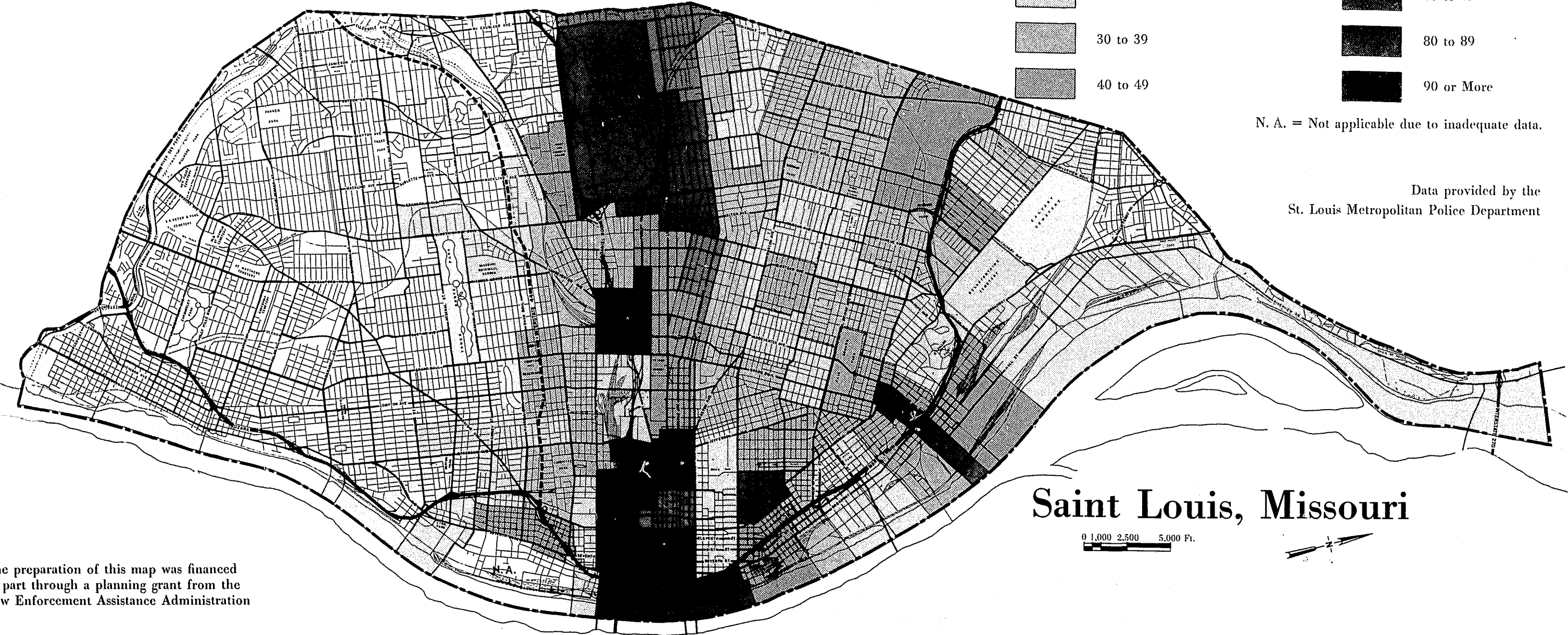
Legend

Burglaries and Robberies per 1,000 Population during 1971



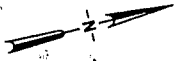
N. A. = Not applicable due to inadequate data.

Data provided by the
St. Louis Metropolitan Police Department



Saint Louis, Missouri

0 1,000 2,500 5,000 Ft.



The preparation of this map was financed
in part through a planning grant from the
Law Enforcement Assistance Administration

the scale, the solid red census tracts recorded ninety or more burglaries and robberies per thousand population during 1971. The pattern which emerges from Plate 1 needs some explanation. The high rates of crime shown in the downtown area between Chouteau on the south, Jefferson on the west, and Delmar on the north, are explained in part by the fact that a very small proportion of St. Louis residents actually live downtown. With low populations in these census tracts and a great deal of commercial and business activities, the high rates of crime are comprehensible. The area in the central city bounded by Chouteau on the south, Grand on the east and extending a dozen blocks to the north and west also comprises an area of fairly low resident population. This is the location of St. Louis University as well as a transitional area of older housing. The southern portion of this area is comprised mainly of rail yards and industry.

However, extending westward along an access between the two areas of high crime is a crime corridor generally bounded by U.S. Route 40 (Daniel Boone Expressway) on the south and Dr. Martin Luther King Drive (Easton Avenue) on the north. In the western portion of this area the residential density is fairly low and this helps to increase the rate of crime. Another broad comparison of crime rates by census tract indicates that south St. Louis has relatively low rates of crime, whereas the central and north central portions of the city have relatively high rates of crime by comparison.

Plate 2, **Impact Crime Cost**, is the product of a special computer program designed to extract the amount of loss from burglary and robbery from police computer file records. As with Plate 1, the results were obtained by census tract to develop a compatible graphic comparison. The census tracts showing no pattern recorded less than \$5,000 loss due to burglary and robbery in 1971. As shown in Plate 2, there were three census tracts in extreme south St. Louis and two census tracts in an area southeast of downtown that had such low rates of loss due to Impact crimes.

The census tracts shown in solid recorded over a \$125,000 loss due to burglary and rob-

bery during 1971. One census tract in the central west end northeast of Forest Park recorded this high rate of loss. This tract comprises some of the more elegant townhouses located in the City of St. Louis. The census tract comprising Forest Park, which also include townhouses and apartments to the north of the Park showed fairly high rates of loss amounting to between \$110,000 and \$125,000 during 1971. It should be noted that while there is a generally even pattern for most of the residential areas, the same level of loss from burglary and robbery in the poorer sections of the city represents a greater relative loss to people with more modest means.

As with the pattern shown on Plate 1, **Impact Crime Rate**, a similar pattern is shown in Plate 2, **Impact Crime Cost**, with relatively low losses recorded throughout south St. Louis, extremely high losses recorded in the crime corridor extending from the downtown area west northwest and with moderate crime cost loss recorded in the northern portion of the city. Throughout the series of graphics prepared for the High Impact crime analysis, a similar pattern is indicated.

In response to the guidelines prepared by the National Institute of Law Enforcement and Criminal Justice, the St. Louis Impact planning team placed special emphasis upon an analysis of offenders. Plate 3, **Impact Crime Offenders**, represents the results of an analysis of the location of persons arrested for burglary and robbery in 1971 by age and place of residence. As with Plates 1 and 2, a special computer program was prepared to extract from St. Louis Metropolitan Police Department computer files the age and place of residence of Impact crime offenders.

In order to derive a graphic configuration of these data, a legend was devised showing, by the size of circles the absolute number of persons by census tract, and through a pie chart, the age of offenders. As the legend indicates, the pie slice without color represents the proportion of offenders 18 years old or less by census tract, whereas the medium pattern represents the 19-24 age group and the darkest pattern represents arrestees 25 and over.

It should be noted that a pattern very similar to that derived from Plates 1 and 2 is also indicated in Plate 3. As indicated above, a very small residential population is located in the downtown area of St. Louis. A high proportion of young offenders is recorded for the near northside to the northwest of downtown and extending west northwest in the crime corridor configuration. This is the location of most of the black residents living in the City of St. Louis. By the same token, the inlying area to the southwest of downtown, known as the near southside, also has a fairly high incidents of young offenders. This area has primarily white residents.

The extreme south and north St. Louis have fairly low total arrests. In some of the census tracts in south St. Louis, arrests were five or less and represented only arrestees 18 years old or less. In some of the census tracts recording extremely high numbers of offenders, the proportion of those under 25 should be carefully noted. In some of the high offender census tracts arrestees under 24 years of age represent two-thirds or more of all arrestees.

One of the primary purposes for developing the analysis and graphic shown on Plate 3 is to provide criminal justice agency heads and project directors with an overview of the location of arrestees by age group. This information was extremely useful to a number of agencies in geographically locating projects funded under Impact. For example, corrections oriented projects for young offenders should not be located in extreme south St. Louis since there are so few offenders living in that area. Crime deterrent projects should not only be geographically located near the people they are to serve, but should also be designed to take into account the age, social and economic characteristics of offenders. By knowing where the offender lives and his age it is possible to design projects specifically suited to result in crime deterrence.

Plate 4, **Burglary Trend: 1969-1971**, represents an attempt to graphically depict the rate and character of burglary in the City of St. Louis based on police crime statistics. The four categories of burglary recorded by the police include residential day, residential night, other day, and other night. The latter two categories

largely represent burglaries of commercial and industrial units.

In Plate 4, the absolute number of burglaries committed in a given census tract is depicted by a circle, the smallest of which represents less than 50 burglaries in a census tract during the period from January 1, 1969 through December 31, 1971. As shown in the legend of Plate 4, the larger circles represent increasing numbers of burglaries committed during that period. A three year statistical summary was selected as the basis for this map in order to avoid distortions caused by a brief rash of burglaries in a particular census tract. The map therefore represents the character and extent of burglary over a more extended period, thereby providing a truer picture of the actual character and extent of crime.









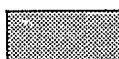

Each circle in the legend of Plate 4 is used as a pie chart showing the proportion of each subcategory of burglary. As shown in Plate 4, the proportion of burglaries committed at night on commercial and business establishments is relatively high in the downtown area since there are very few residences. In the high crime corridor on the near northside, there is an extremely high proportion of residential day burglaries, primarily because a high proportion of the residents are at work during that time. The central west end to the north of Forest Park also shows a relatively high ratio of residential day burglaries for similar reasons: many of the residents of this area are students who are at class during the day, generally leaving their valuables at home subject to theft.

Plate 4, **Burglary Trend: 1969-1971**, shows a distinctive pattern of crime in the City of St. Louis. In the east central portion of the city, which is not part of the central business district, there are relatively high numbers of burglaries committed per census tract. However, the main crime corridor extends from the near northside on west, northwest through the central west end around Forest Park. By comparison, extreme south St. Louis and extreme north St. Louis have fairly low levels of reported burglaries with a more equal distribution of residential day, night and burglaries committed on commercial and business establishments.

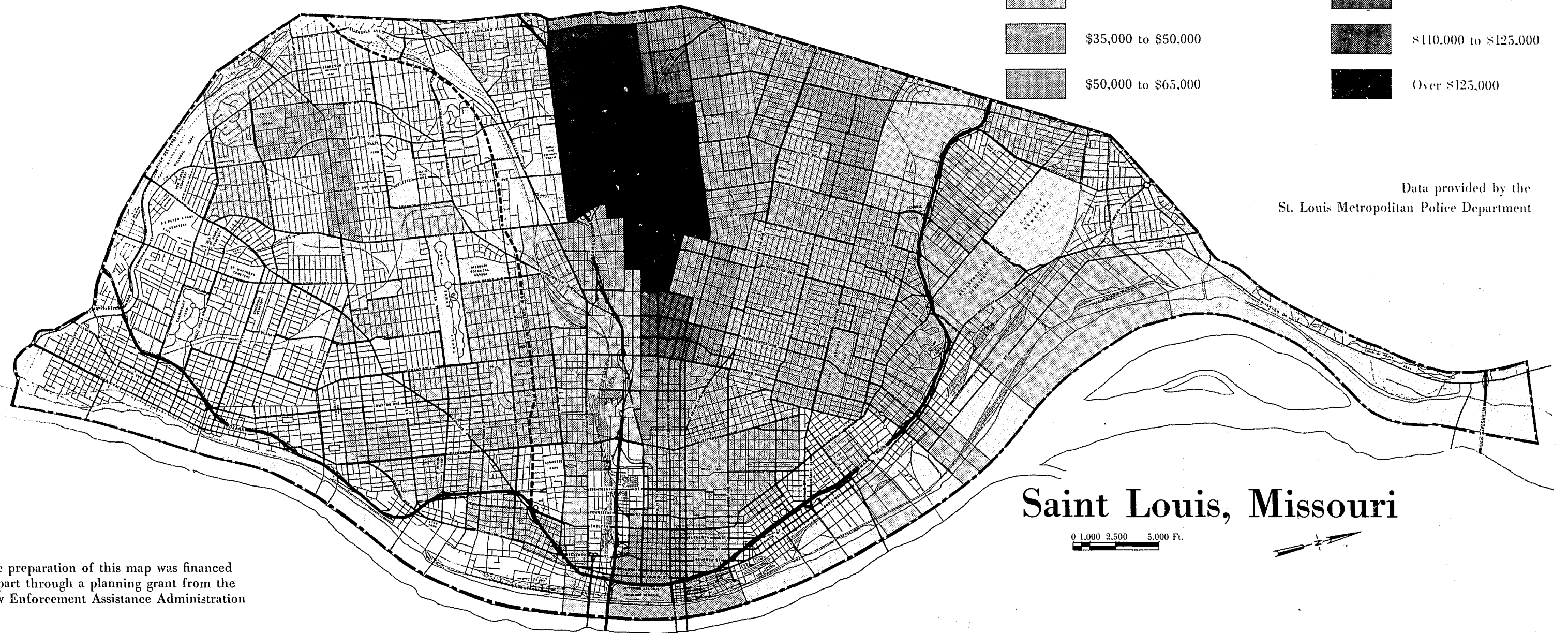
Impact Crime Cost

Legend

Value of Property taken in 1971 thru Burglary and Robbery

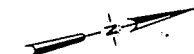
	Less than \$5,000		\$65,000 to \$80,000
	\$5,000 to \$20,000		\$80,000 to \$95,000
	\$20,000 to \$35,000		\$95,000 to \$110,000
	\$35,000 to \$50,000		\$110,000 to \$125,000
	\$50,000 to \$65,000		Over \$125,000

Data provided by the
St. Louis Metropolitan Police Department



Saint Louis, Missouri

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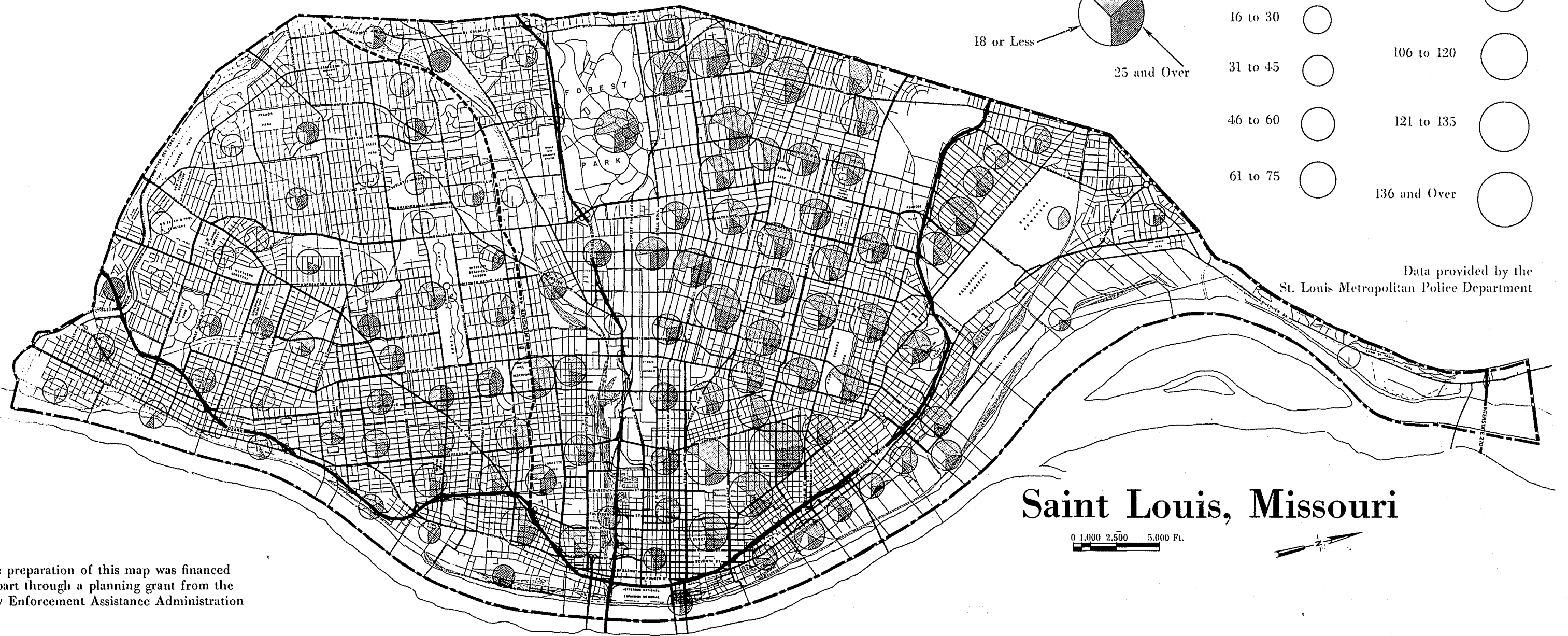
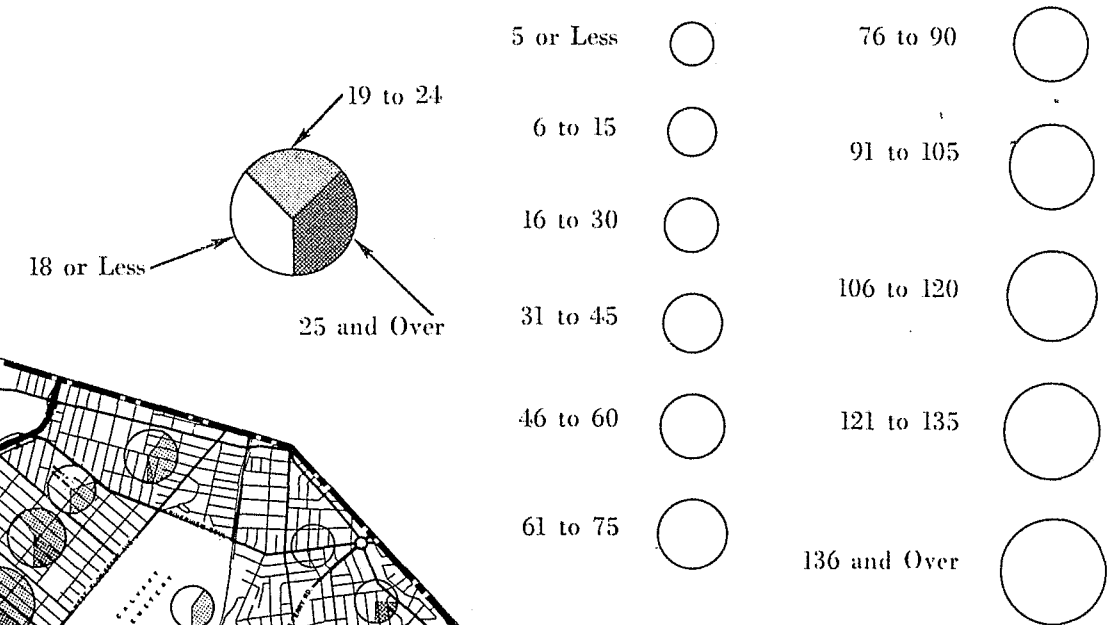


The preparation of this map was financed
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Law Enforcement Assistance Administration

Impact Crime Offenders

Legend

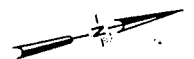
Persons Arrested in 1971 for Burglary and Robbery by Age and Place of Residence



Data provided by the St. Louis Metropolitan Police Department

Saint Louis, Missouri

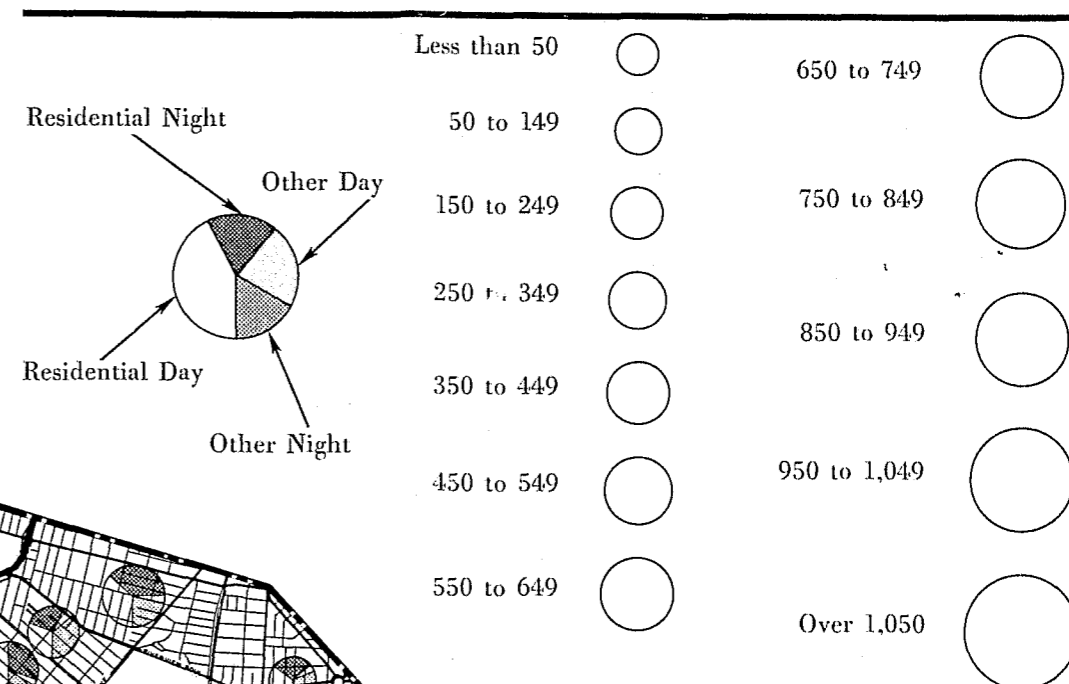
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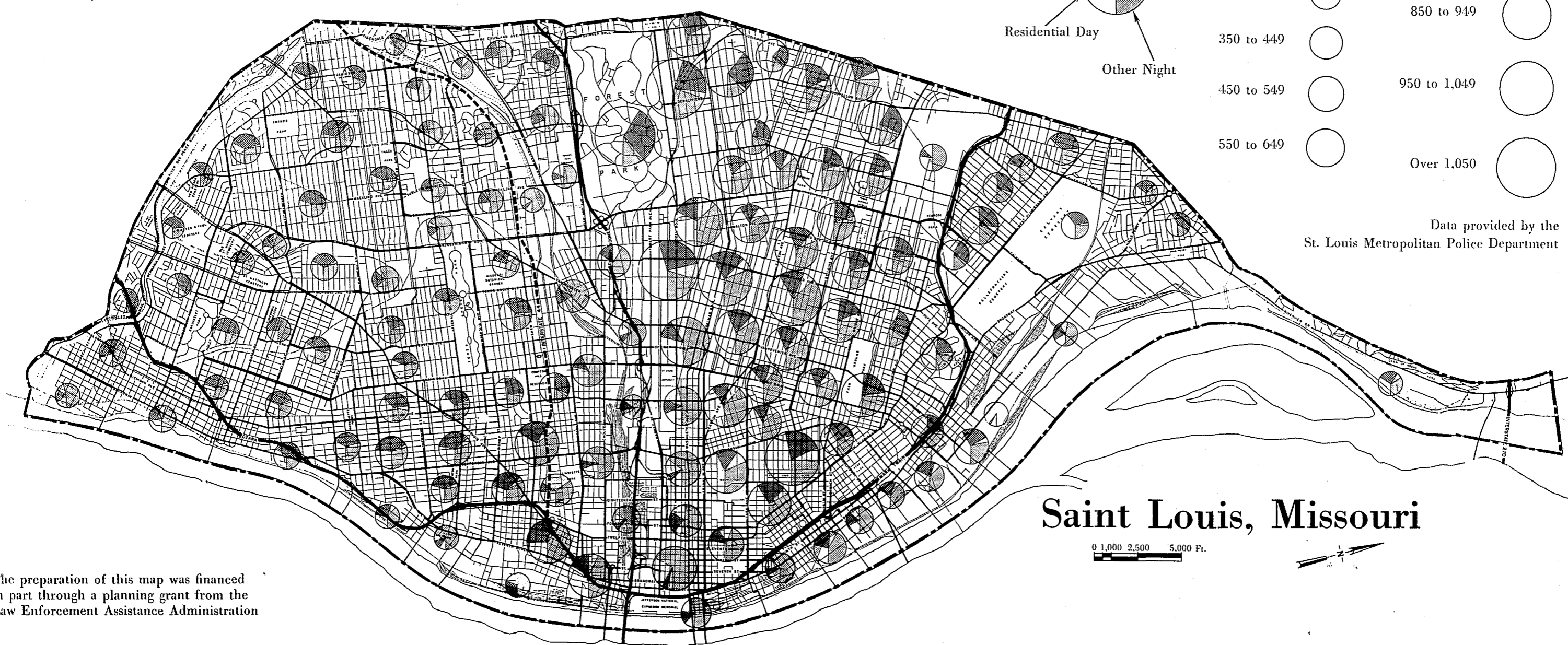
The preparation of this map was financed in part through a planning grant from the Law Enforcement Assistance Administration

Burglary Trend: 1969-1971

Legend

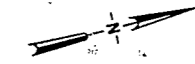


Data provided by the St. Louis Metropolitan Police Department



Saint Louis, Missouri

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The preparation of this map was financed in part through a planning grant from the Law Enforcement Assistance Administration

By noting the unique characteristics of burglary in various sections of the city, it should be possible to design effective deterrence. The purpose of Plate 4 is to assist Impact project directors to design their respective projects in such a way that it will affect these crime reductions.

Plate 5, **Robbery Trend: 1969-1971**, represents a translation of reported crime statistics from the St. Louis Police Department in a similar manner to Plate 4. A special computer program was created for the police information system to extract robbery statistics by census tract. St. Louis Metropolitan Police Department records robbery in three categories: highway robbery (occurring on the street), business robbery and miscellaneous robbery. As with Plate 4, the statistics on robbery for Plate 5 were compiled over a three year period to avoid the distortion that a brief rash of robberies in one year might create in the statistical tabulation. The configuration shown on Plate 5 therefore is a more accurate indication of the general trend of this type of violent, stranger-to-stranger crime.

The crime corridor indicated in Plate 5 for burglary once again shows up in similar configuration in the robbery trend. As with Plate 4, the size of the circle shown in the census tract represents the absolute number of robberies committed from the period extending from January 1, 1969 through December 31, 1971. The smallest circle represents less than ten robberies committed during this period, whereas the largest circle represents over 450 robberies committed during the period. Each circle is also used as a pie chart with the categories of incidence represented by pie slices.

As might be expected, the downtown commercial area has a significant proportion of business robberies, with a little over half of the robberies occurring on the street. Throughout the high crime corridor extending from the near northside on west northwest, the highest proportion of robberies or highway robberies are robberies which occur on the street. In the central west end and west end around Forest Park this proportion represents more than three quarters of all reported robbery. By comparison, in the low crime areas such as the south

end and extreme north St. Louis, the proportion of highway robbery is relatively small.

Plate 4 and 5 graphically demonstrate that Impact crimes, specifically violent stranger-to-stranger crime and burglary are geographically concentrated in certain sectors of the city. The near northside and, to some extent the near southside, have recorded substantial amounts of this type of crime; but the primary corridor extends from the near northside through the mid-town area into the central west end of St. Louis in distinctive configuration. As shown in Plates 6 and 7, this high crime corridor has some of the poorest housing and lowest income levels in the city. It should be noted also that these graphics depict only those crimes reported to the police. The actual incidence of these crimes may be much greater since a substantial proportion of these crimes are not reported.

In order to achieve the objectives of the High Impact Program, it has been necessary to attack the target crimes where they exist. Every effort has been made to encourage host agencies to design projects to attack these crimes where they occur both in terms of geographic location and the socio-economic setting. Using the graphics and analysis in the Impact Plan including Plate 3, **Impact Crime Offenders**, the project director and host agency administrator have an accurate profile of the offender, the victim, and the crime environment. At the same time, this recorded crime and its root causes cannot be separated. Crime in the central city is the result of a broad range of social and economic ills which mirror the decline of the central city as a favorable place to live. In fact, the incidence and the fear of crime has been one of the most pervasive factors that have contributed to the city's decline.

Factors of the Crime Environment

The graphics on Plates 3, 4 and 5 describe some of the characteristics of Impact crime offenders and victims. To complement these it is necessary to understand certain socio-economic characteristics and factors of urban dynamics in the geographic areas which record

extremely high rates of crime. Plate 6, **Estimated Median Family Income in 1970**, provides some of this background information. The graphic was developed from statistics on family income which were derived from the U.S. Census of Population.

As shown in the legend, the median family income is shown by census tract extending from a range of \$2,500 to \$4,000 all the way up to median incomes of over \$16,000. The east-central portion of the city, which includes the central business district, is the location of some of the oldest housing units. There is a direct correlation between poor housing and low incomes since poor people have the least amount to spend on housing and therefore are confined to the oldest and least expensive units.

As shown in Plate 6, there is a high concentration of family units with median incomes of less than \$4,000 in the near northside. This is the location of much of the public housing in St. Louis, as well as some of the oldest and poorest housing stock. Another band of census tracts recording low median family incomes extends from the River westward parallel to Chouteau Avenue and extending southward between 7th and 12th Streets. This area is also the location of some public housing and some of the least expensive housing units in the city.

As shown on Plates 4 and 5, both of these areas, especially the near northside are subject to relatively high rates of robbery and burglary. Moving westward from Grand Avenue through the central west end, the incidence of burglary and robbery does not appear to be a concomitant of poverty. Median family incomes of between \$5500 and \$8500 predominate in the high crime corridor west of Grand Boulevard. In the central west end two areas of relatively high median family incomes are shown. These comprise some of the private blocks of townhouses where West-End residents have traditionally resided. The incidence of burglary and robbery in these areas is quite different in character from that occurring in the near northside and around the central business district.

Comparing the city-wide pattern of median family income shown in Plate 6 to the crime and victimization characteristics depicted in

Plates 1 through 5, it should be noted that there are distinct correlations between income and the incidence of crime. Median family incomes in southwest St. Louis are relatively high compared to the rest of the city. The incidence of burglary and robbery and the number of Impact crime offenders is relatively low in this area compared to the rest of the city.

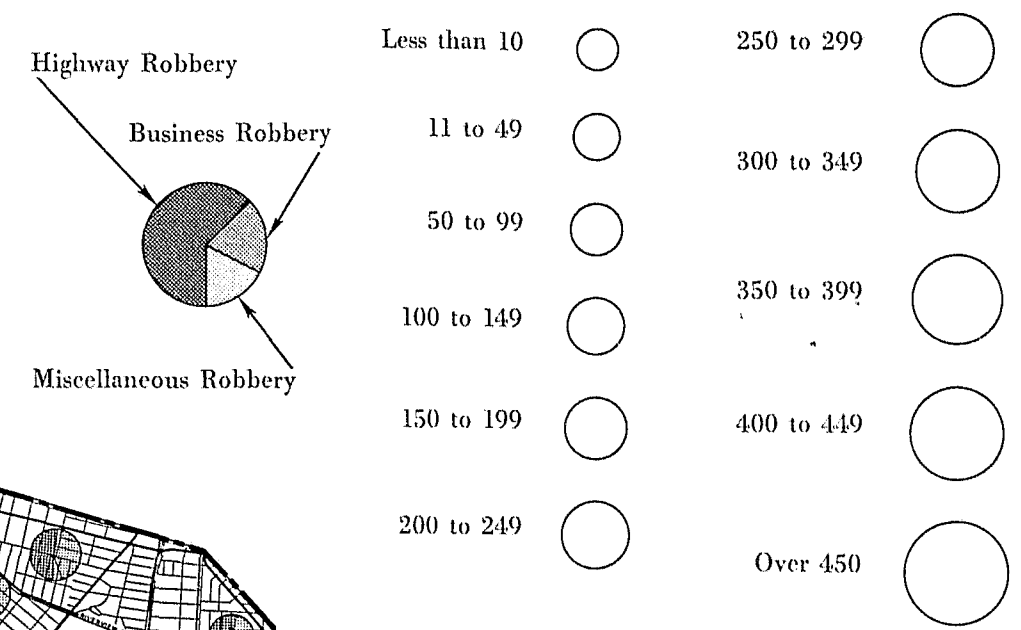
To summarize the graphic comparison, the poorest residents of the city are the most highly victimized by Impact target crimes. The black community, which is located primarily in the near northside extending west northwest parallel on both sides to Dr. Martin Luther King Drive (Easton Avenue), is largely coterminous with the boundaries of the high crime corridor. As shown in Plate 3, this same area also records the highest numbers of Impact crime offenders. The black community in St. Louis is especially highly victimized by violent stranger-to-stranger crime and burglary. It is also relegated some of the poorest housing stock in the city and has, to a large extent, the lowest median family incomes.

Plate 7, Median Value of Housing in 1970, reflects a similar pattern to Plate 6, primarily because of the correlation between poverty and the value of housing stock. To a large extent, the value of housing units is a factor of the age and condition of the units. The oldest housing stock in the City of St. Louis is generally worth the least. We see in Plate 7 a concentric pattern around the central business district which was the original site of settlement. The inlying housing in the near south and northside was constructed between 1860 and 1900. Unless individual units were exquisitely maintained, their condition today is extremely poor.

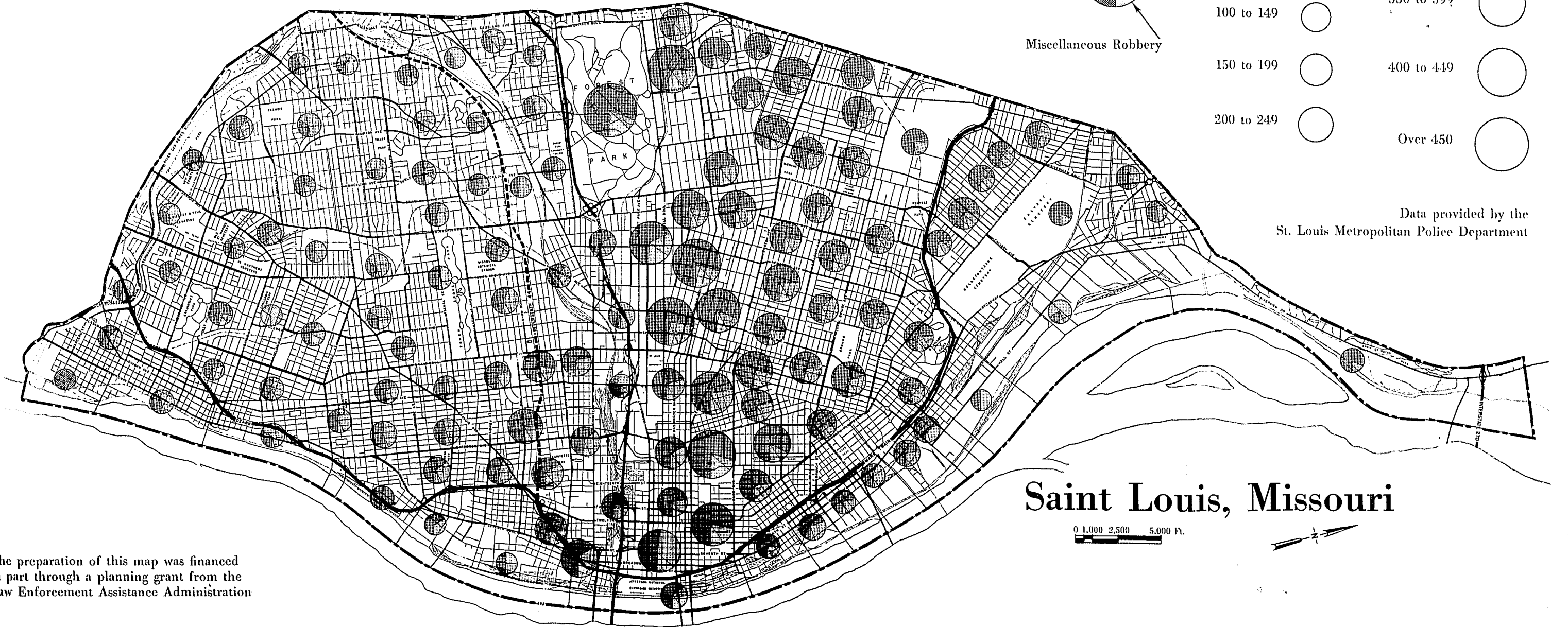
In general, the value of housing units in southwest St. Louis is higher than the east central and northern half of the city. As shown in Plate 7, the area around Forest Park is the location of private blocks of townhouses which still retain high values. To some extent the market value of housing is a reflection of community confidence in neighborhoods. There is significant discrepancy between the median incomes reported for the central west end and

Robbery Trend: 1969-1971

Legend

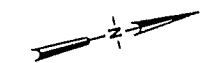


Data provided by the St. Louis Metropolitan Police Department



Saint Louis, Missouri


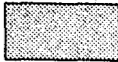

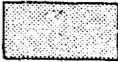






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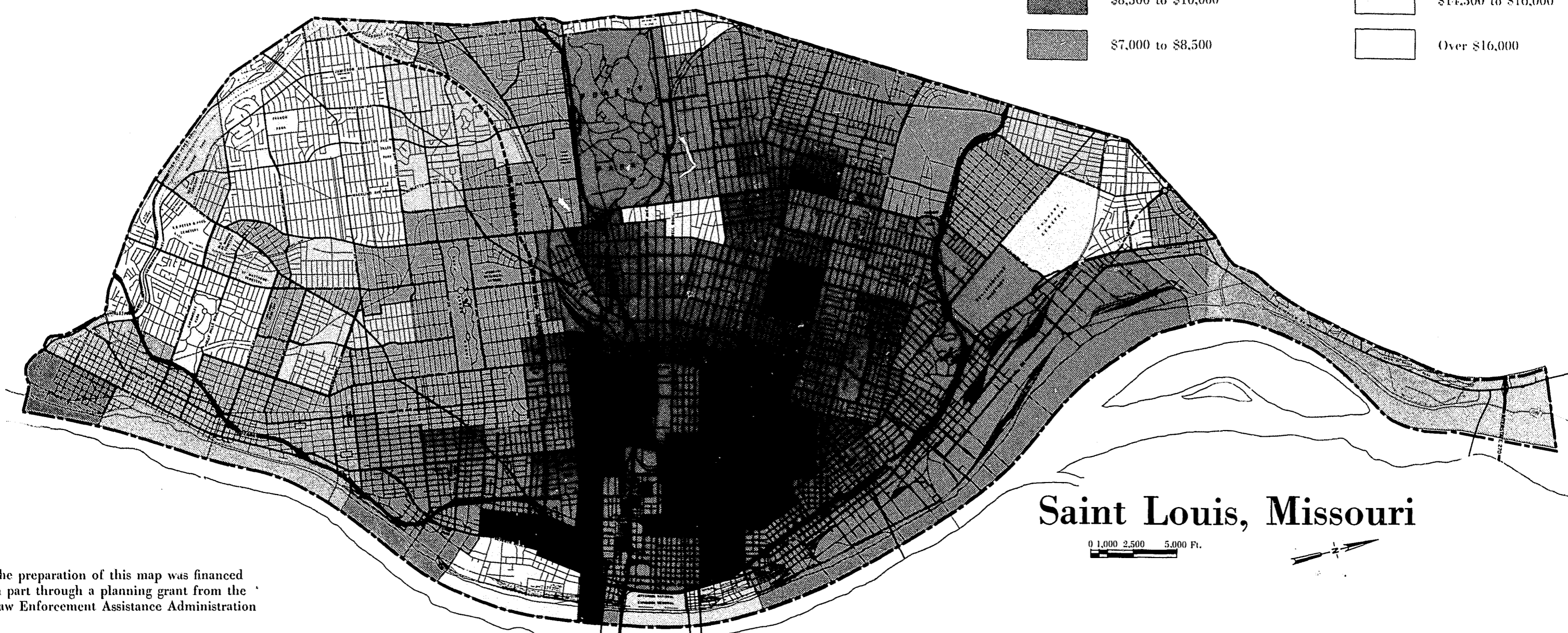


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Estimated Median Family Income in 1970

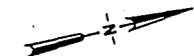
Legend

	\$2,500 to \$4,000		\$10,000 to \$11,500
	\$4,000 to \$5,500		\$11,500 to \$13,000
	\$5,500 to \$7,000		\$13,000 to \$14,500
	\$8,500 to \$10,000		\$14,500 to \$16,000
	\$7,000 to \$8,500		Over \$16,000



Saint Louis, Missouri






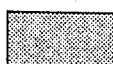
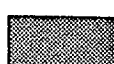


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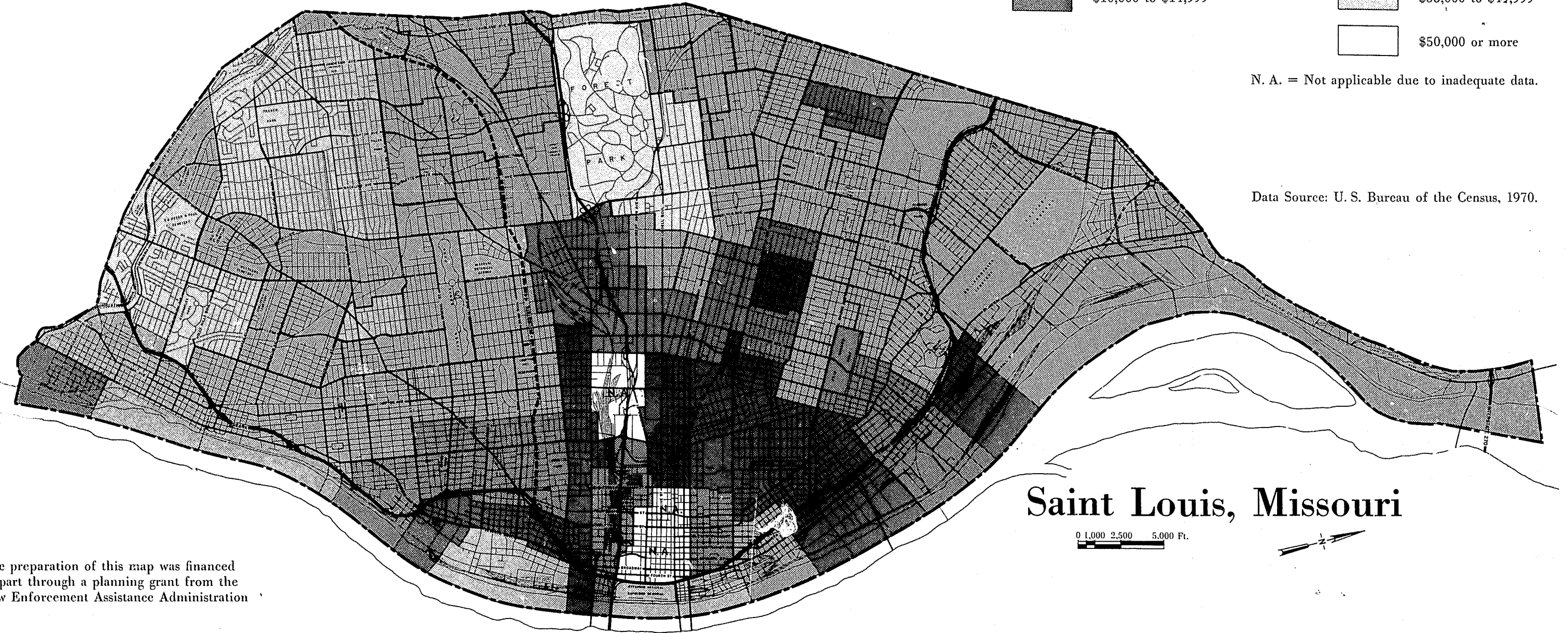
Median Value of Housing in 1970

Legend

	Less than \$5,999		\$15,000 to \$19,999
	\$6,000 to \$7,499		\$20,000 to \$24,999
	\$7,500 to \$9,999		\$25,000 to \$34,999
	\$10,000 to \$14,999		\$35,000 to \$49,999
			\$50,000 or more

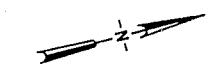
N. A. = Not applicable due to inadequate data.

Data Source: U. S. Bureau of the Census, 1970.



Saint Louis, Missouri

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the recorded median value of housing. Part of this can be explained by the phenomena of families doubling up in existing units and individual families paying extremely high proportions of their total income for housing. Plate 7 largely reflects the value trend of housing as a variable of age.

It is easy to oversimplify the apparent correlations between low income, poor housing and criminal activity. However, it generally appears that those citizens in St. Louis least able to take care of themselves are the most victimized by crime. This includes not only the poor, unskilled and under-educated people, but also the aged and juveniles. In some of the inner city areas, the social fabric has broken down. A viable sense of community is absent. Under these circumstances the control of crime is extremely difficult and represents an impossible burden for neighborhood leaders and the police.

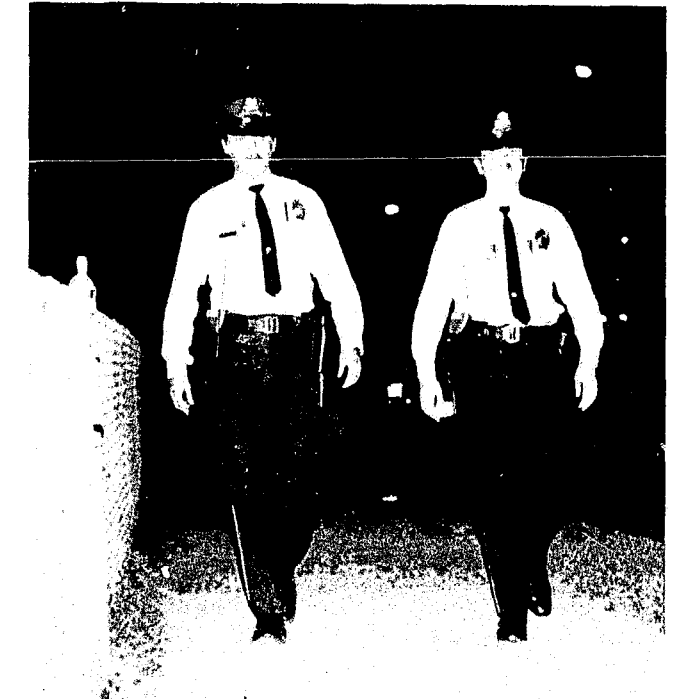
Solving the social and economic ills of the central city is a task that is likely to take decades. In terms of crime reduction, the best option in planning for crime control is to coordinate criminal justice agency activity with a full sensitivity and recognition of social and economic problems. At a minimum, efforts at crime control should not be counterproductive to efforts to revitalize the community both physically and spiritually.

Crime Rate Comparison

The Impact Plan published April 24, 1972, did not attempt to fully elucidate stranger-to-stranger crime. At the suggestion of the National Institute, the St. Louis planning team used robbery statistics as a surrogate or substitute for stranger-to-stranger crime. It has been well documented but that a high proportion of the violent crime such as murder, rape and assault are committed in social situations, between members of the same family and acquaintances. The only real way to distinguish stranger-to-stranger crimes from all violent crimes is an examination of individual arrest records.

In order to provide some comparison of the relative rates of burglary and robbery to other

Part 1 crimes, Plate 8, **Reported Crime; 1969-1971**, graphically depicts all of Part 1 crimes committed in the city. The data format is similar to those used in Plates 3, 4 and 5, utilizing pie charts and circle graphs to depict the number and category of Part 1 crimes. As shown in the legend of Plate 8, the smallest circle represents 200 or less Part 1 crimes committed in a specific census tract during the period from January 1, 1969 through December 31, 1971. In addition, murder and manslaughter, as well as rape, are represented by an actual number in the lower left and lower right of the pie chart. For example, the census tract which includes Forest Park recorded over 3,300 crimes during this period of which there were 80 cases of murder and manslaughter and 86 rapes. By comparison, the northern most census tract recorded between 200 and 350 Part 1 crimes of which there were two reported rapes.



St. Louis police officers walk their High Impact Foot Patrol beat in the central westend.

Plate 8 shows a pattern of crime very similar to those depicted on Plates 4 and 5 for burglary and robbery. The same pattern of reported crime extends in a corridor from the near northside and downtown area to the west, northwest. As shown on Plate 8, on the near northside ex-

tending west to Grand Boulevard, there are extremely high proportions of robbery and assaults. By comparison, the south half of the city reports relatively low rates of robbery and assault, as well as fairly low absolute number of reported crimes. The incidence of violent crime is accentuated in the crime corridor. As shown in Plate 8, the same area has high levels of reported murder, manslaughter and rape.

Plate 8 should be useful to criminal justice administrators to put the reported ratios of crime in perspective. There are geographic areas in the city which have extremely high rates of particular types of crime. As a part of the St. Louis High Impact planning process, criminal justice agency administrators and project directors utilized this information to design and tailor particular projects to address specific crimes where they occur in the community.

Impact Crime Displacement

A great deal of concern has been voiced about the possibility of High Impact Program projects effectively driving crime outside of the city and into the adjoining suburbs. If crime control measures are effectively focused on offenders within the boundaries of the City of St. Louis, it is conceivable that the criminal would look for target areas less protected. The St. Louis High Impact planning team is currently involved in developing instruments to measure the degree to which displacement of criminal activity is occurring. In this effort, the best available crime statistics have been obtained from the St. Louis County Department of Police and more sophisticated measures than currently existed are being implemented.

A few years ago, the Board of Governors of Law Enforcement Officials of St. Louis County determined that a county-wide reporting system was needed. As a result, a statute was passed which required that police agencies report crime to the St. Louis County Department of Police and that this data be recorded for analysis. Plate 9, **St. Louis County Reported Crime**, was developed from computer readouts of reported crime in St. Louis County during the past three years. As was the case with graphics for the City of St. Louis, a three year time span

was selected in order to avoid distortions introduced by short duration crime trends and urban changes.

When the Police Board of Governors decided to record reported crime in a systematic way, they designed a grid system which covers all of St. Louis County. This grid is shown on Plate 9, **St. Louis County Reported Crime**, and was chosen in a rather arbitrary manner. The grid was taken from a commercial address guide map which was developed on an inaccurate base map. One of the more serious shortcomings of the existing grid system is that it does not relate to municipal boundaries or other geographically based data formats such as census tracts. At the present time, the St. Louis County Department of Police is investigating the possibility of selecting a more adequate data format for crime reporting.

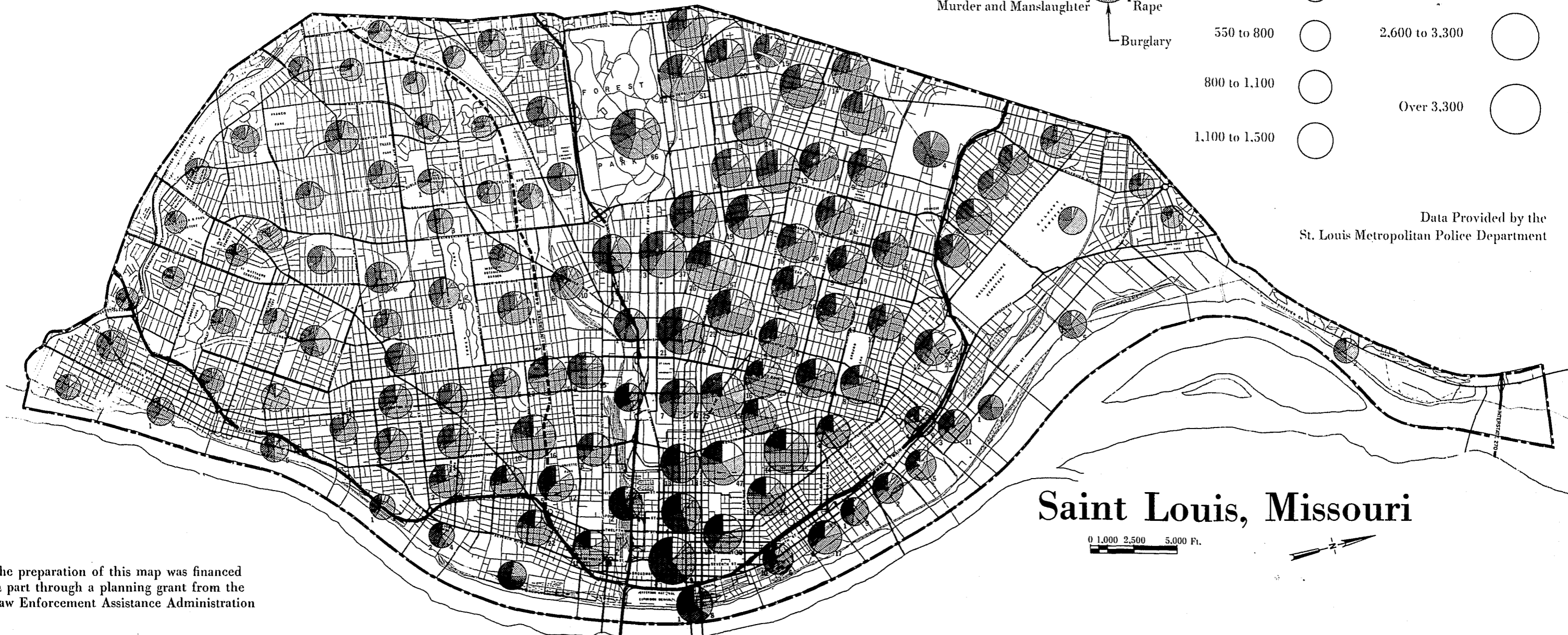
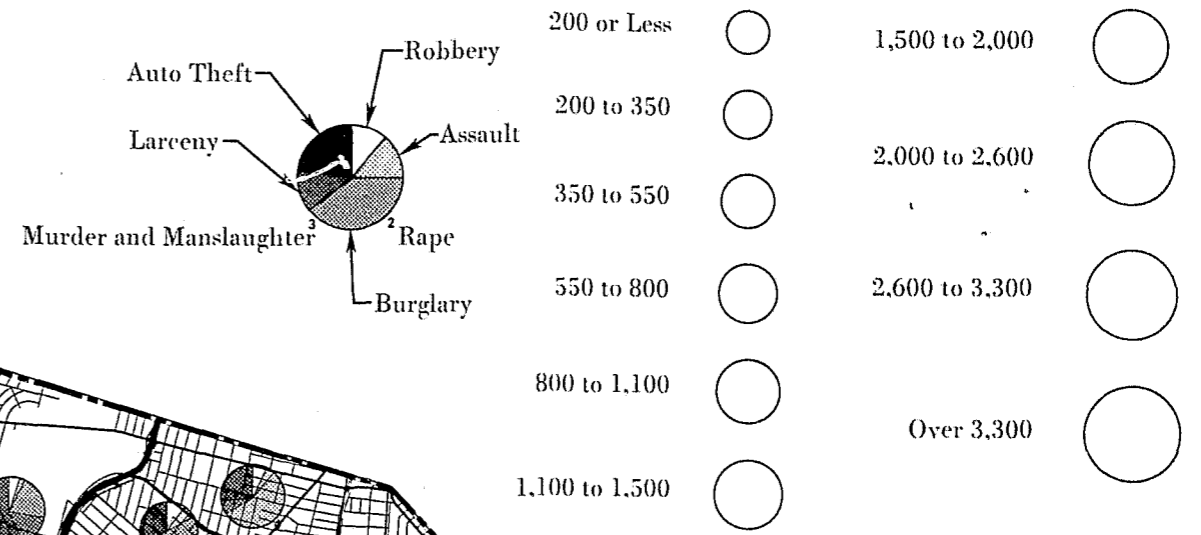
Plate 9, **St. Louis County Reported Crime**, shows the actual number of crimes reported by grid in the form of a circle chart and the proportion of each Part 1 category of crime by a pie chart diagram. This graphic device was also used in Plate 8, **Reported Crime: 1969-1971**, for the City of St. Louis. For example, the diagram for the grid which includes Brentwood and Richmond Heights indicates that there were between 2300 and 2900 Part 1 crimes including three cases of murder and manslaughter, and ten reported rapes. By comparison, some of the grids in extreme western St. Louis County indicate less than 50 part 1 crimes reported for the period extending from January 1, 1969 through December 31, 1971.

Taken together, Plates 8 and 9 provide a graphic portrayal of the geographic distribution of serious crime through St. Louis City and St. Louis County. Because the crime reporting format differs significantly in the city and county and the map scales are necessarily different, it was not possible to show both county and city Part 1 crimes by type and extent on the same map. However, the resulting configuration of two maps shows the crime corridor extending from the near northside, west northwestwardly through the central west end and to some extent into the inlying suburban communities of Wellston, University City, and

Reported Crime: 1969-1971

Legend

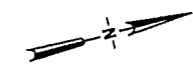
(Part I Crimes Reported during 1969-1971 by Number and Type)



Data Provided by the St. Louis Metropolitan Police Department

Saint Louis, Missouri

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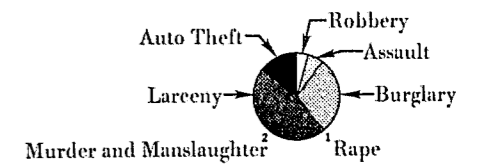
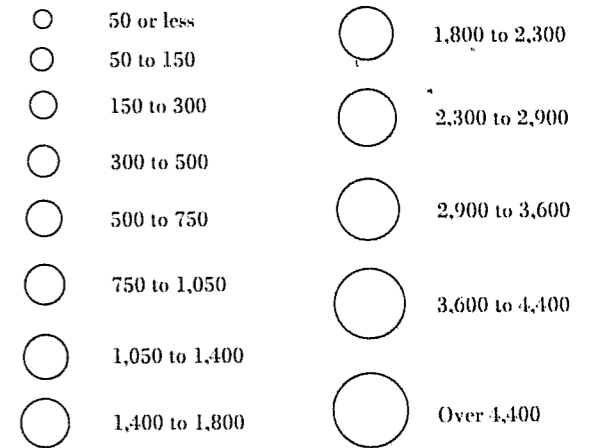


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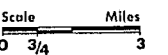
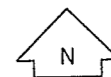
St. Louis County Reported Crime

Legend

(Part I Crimes Reported during 1969-1971
by Number and Type)



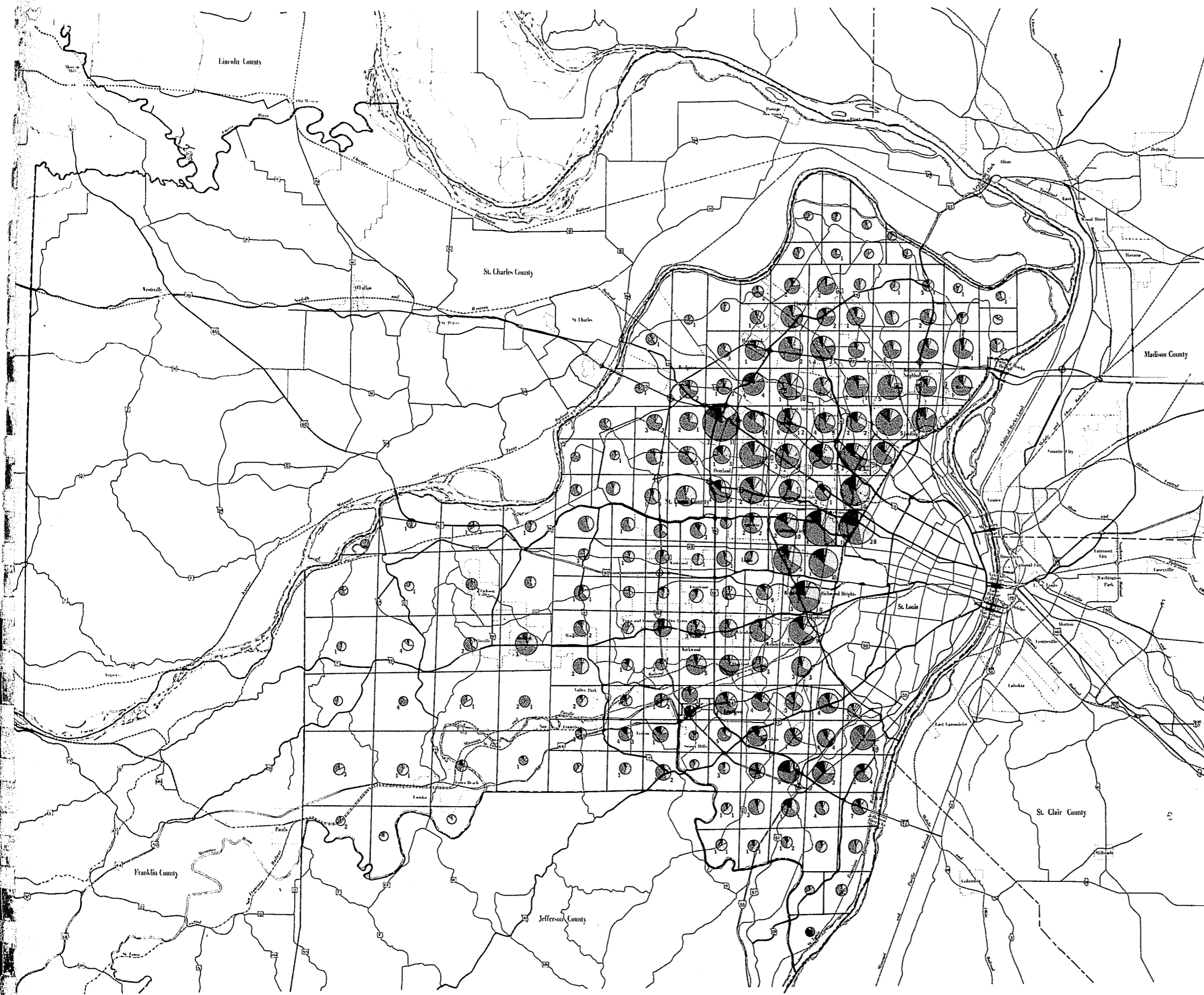
Data Provided by the St. Louis County Department of Police



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**Missouri
Law Enforcement
Assistance Council
Region 5**

812 Olive, Suite 1032
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Clayton. While a number of criminal justice administrators have claimed a substantial recent displacement of crime due to the St. Louis High Impact Program, the statistics and the resultant graphics tend to indicate that some of the inlying suburbs have had relatively high rates of reported crime for a number of years.

There is a relatively simple test which the St. Louis High Impact planning team is currently developing to measure the extent of crime displacement. The test will involve taking St. Louis county arrest records and tabulating the proportion of arrestees with St. Louis addresses arrested during a trial period in 1971, such as July through December. The second step will involve tabulating arrest records after the Impact Program was implemented, for example, July through December, 1972. If the proportion of arrestees with St. Louis City addresses increased substantially after Impact was implemented, a good case could be made for significant displacement. If the increase is nominal, it may very well be attributed to normal expansion of crime to the suburbs associated primarily with present urban dynamics.

The pattern which emerges from Plate 9 indicates that crimes occur almost in direct proportion to population density. The primary exceptions to this rule is shown in grids which have major highway intersections or shopping centers. For example, the grid in which Northwest Plaza and other shopping facilities are located (at the intersection of Interstate 70 and Missouri Highway 140) shows an extremely large number of reported crimes and a relatively high proportion of larceny. The western portion of the county shows a far lower number of reported crimes. This is due largely to the fact that very few people live in these areas compared to the more inlying suburbs.

The inadequacy of the grid reporting system presently used by the St. Louis County Department of Police is fairly obvious. A new data base for reporting serious crime should be considered. One of the essential prerequisites to accurate quantification of crime is a compatible data format for police agencies throughout the region. With a uniform data base and consistent reporting procedures throughout the region,

a more accurate picture of the character and extent of crime will be possible. At the present time, some of the larger and more professional departments in St. Louis County tend to look bad in regard to relative crime rates because smaller departments with part-time officers tend to do a less accurate job of crime reporting. Another criteria for an adequate data base should be compatibility with other data formats for socio-economic data such as census tracts and other data regarding urban trends and governmental services.

Plate 10, **Reported Crime Rates**, shows the relative rates of crime by census tract in the City of St. Louis and by police reporting grid in St. Louis County. The city crime statistics were compared by census tract to population totals to develop the ratio. In the St. Louis County grid system it was necessary to first estimate the population in each of the grids shown on the map. The total number of crimes was then related to population as shown in the legend.

Within the city boundaries the configuration closely coincides with that shown in Plate 1, **Impact Crime Rates**, primarily because burglary and robbery represent such a substantial proportion of Part I crimes. The westward projection of the crime corridor out of St. Louis is documented somewhat in the University City, Wellston and Clayton areas. Further west in the county, it is important to understand how the rate of crime varies according to land use. As noted above, at major shopping centers high numbers of crimes are recorded, especially larcenies which reflect shoplifting. In areas which are essentially residential in character, the relative rates are more accurate. Areas which include major highway intersections, substantial business and office space, commercial and industrial areas will all show higher proportions of crime due to the fact that few people actually live in these areas. The fringe areas of the county are an example of this since, in some cases, less than 50 persons live in a single grid, a few crimes can result in an extremely high rate.

The Region 5 Council, which is responsible for a five county region, is especially interested

in tracking crime displacement due to Impact. The Council has an annual action grant amounting to 3.5 million in 1973 to counteract some of the effects of this displacement. It is also concerned about getting more accurate and current data on the phenomena of displacement so that specific countermeasures may be designed. And improvement of crime reporting in St. Louis and other surrounding counties is a step in this direction. Also, more sophisticated measures of displacement such as the analysis of arrest reports by municipality are being considered.

Overview of Criminal Justice Resources

The St. Louis Metropolitan Police Department, the 22nd Judicial Circuit Courts and lower courts, and city and state correctional agencies are the agencies whose responsibility it is to successfully implement the St. Louis Impact Program. As was noted in the original plan document, statutory responsibilities of criminal justice agencies are defined by law. Therefore, care must be taken not to circumvent these statutory responsibilities or duplicate services of existing agencies.

The implementation of the St. Louis High Impact Program has required all participants to work in close cooperation with the planning team. For the benefit of those who are interested in how this on-going planning and administrative activity took place, it might be worthwhile to look at an overview of criminal justice activities, budgets and manpower in St. Louis and the region. As part of its research of criminal justice agencies, LEAA made the first comprehensive survey of criminal justice agencies in major urban centers. The result of this survey was published in February, 1972, and is entitled "Expenditure and Employment Data for the Criminal Justice System: 1969-1970." The two figures which follow were developed from information in that document.

Figure 2, **Expenditures for Criminal Justice Services: 1969-1970**, shows the amount of money spent by units of government in the St. Louis Standard Metropolitan Statistical Area (SMSA) for criminal justice services. The pie

chart in the upper left hand corner of the figure represents total expenditures for the City of St. Louis and the six other counties which comprise the SMSA. The remaining pie charts were mathematically calculated to equal the area of the SMSA diagram, thereby providing a relative comparison of amounts spent for these services. The total amount spent in fiscal year 1969-1970 amounted to 66.5 million dollars, of which the City of St. Louis accounted for more than half. However, the amount expended by St. Louis County for police represents only the County Department of Police, not the expenditures of the 62 organized municipal departments or the Missouri Highway Patrol. If the municipal budgets had been included the St. Louis County pie diagram would more closely resemble in size and proportions, the pie diagram for the City of St. Louis.

In fiscal year 1969-1970, the City of St. Louis spent \$121,000 for indigent defense; this represented almost half of the total expenditure in the entire region. A similar ratio exists in regard to correctional activities with the City of St. Louis expending \$3,333,000 or 59.9 percent of the total expenditure for correctional activities in the SMSA.











According to the survey carried out by LEAA, a total of \$35,238,000 was spent during fiscal year 1969-1970 in the City of St. Louis for criminal justice services. Of this, \$27,431,000 or 77.8 percent of the total was spent for police protection activities. By comparison, judicial services cost a total of \$3,275,000 or 9.3 percent of the total expenditure for criminal justice services. Prosecution activities totaled \$1,078,000 or 3.1 percent of the total expenditure; indigent defense recorded an expenditure of \$121,000 or 0.3 percent of the total expenditure and correctional activities cost a total of \$3,333,000 or 9.5 percent of the total expenditure for criminal justice services in the City of St. Louis.

Since fiscal year 1969-1970 the relative proportion of expenditure by category has remained essentially the same, although costs have increased in all agencies. Indigent defense or the public defender system has been created by an act of the Missouri Legislature, although

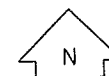
Plate 10 Reported Crime Rate

Legend

(Part I Crimes per 1,000 Population
Reported during 1969-1971)

	30 or Less		110 to 130
	30 to 50		130 to 150
	50 to 70		150 to 200
	70 to 90		200 to 300
	90 to 110		Over 300

Data Provided by the St. Louis Metropolitan Police Department
and the St. Louis County Department of Police



Scale Miles
0 3/4 3

The preparation of this map was financed in part through a planning
grant from the Missouri Law Enforcement Assistance Council

**Missouri
Law Enforcement
Assistance Council
Region 5**

812 Olive, Suite 1032
Saint Louis, Missouri 63101

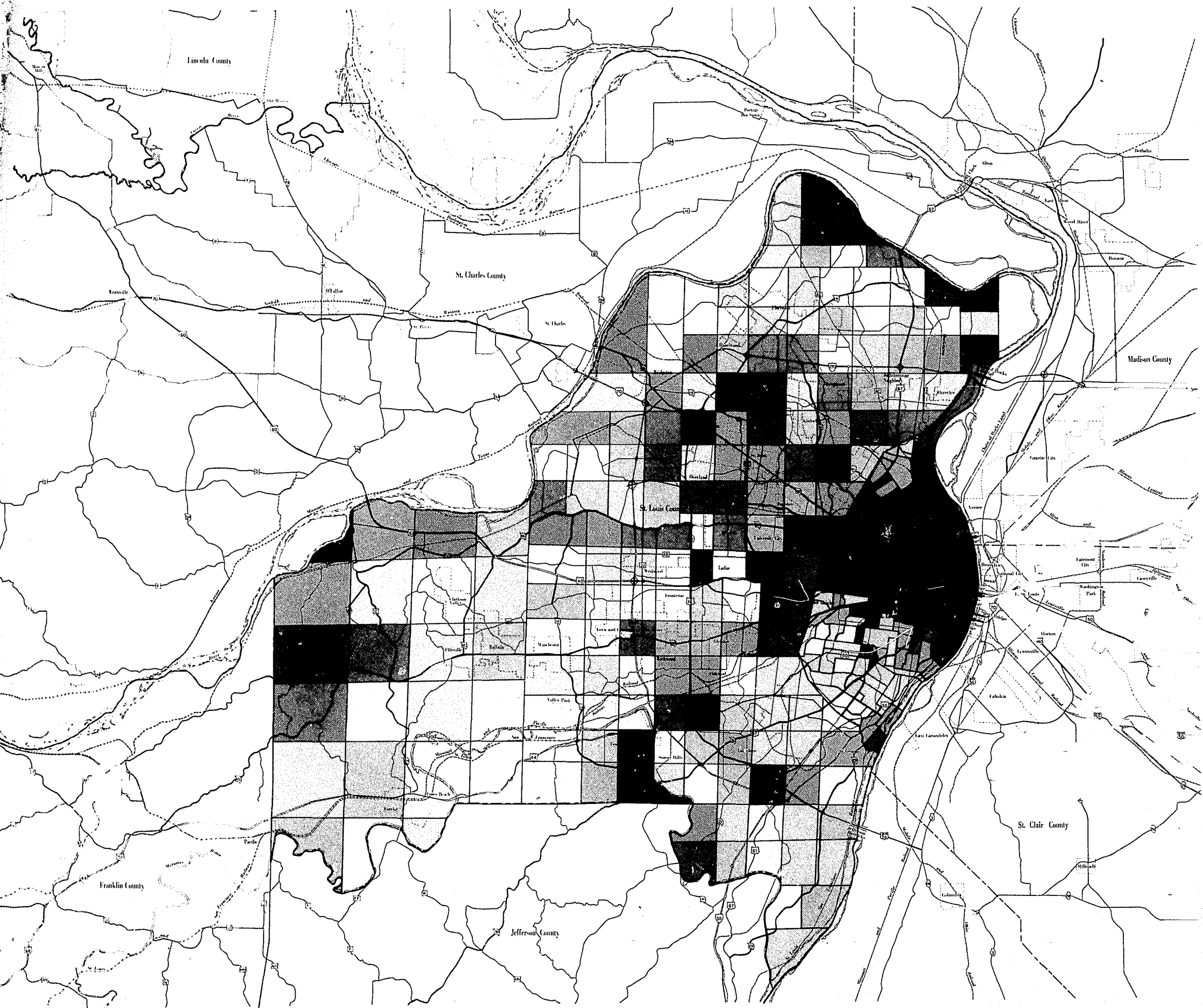
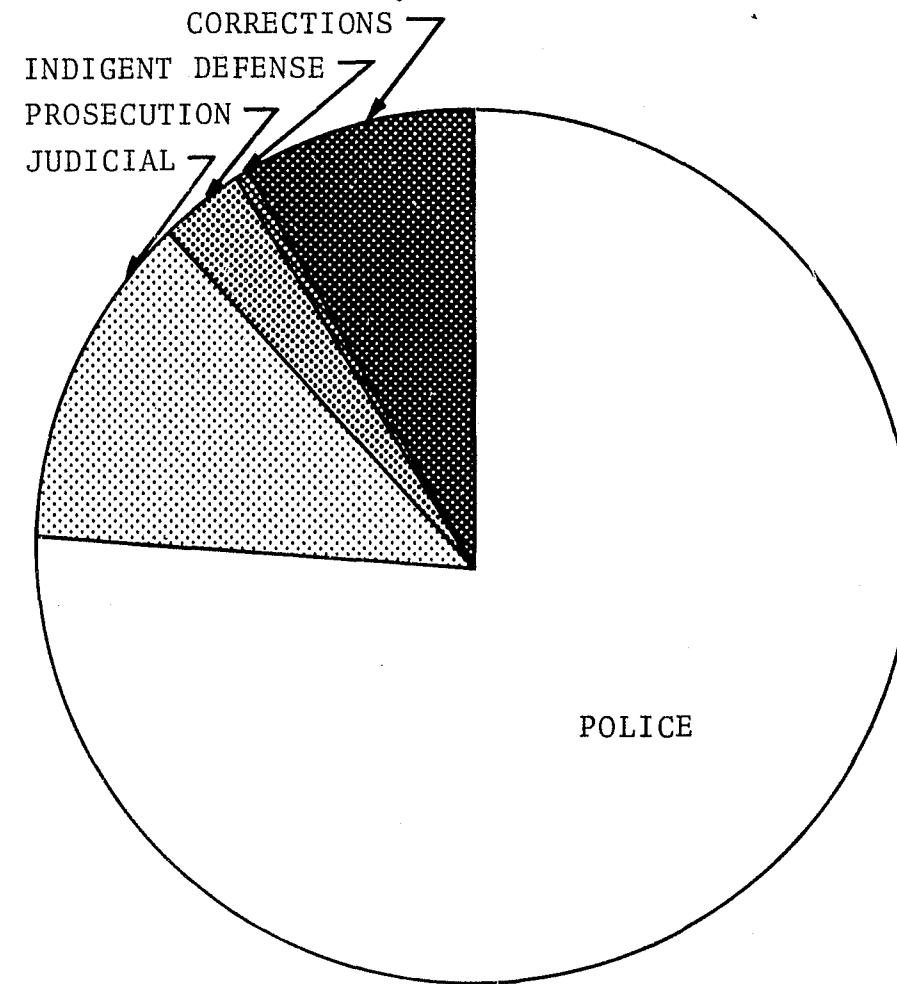
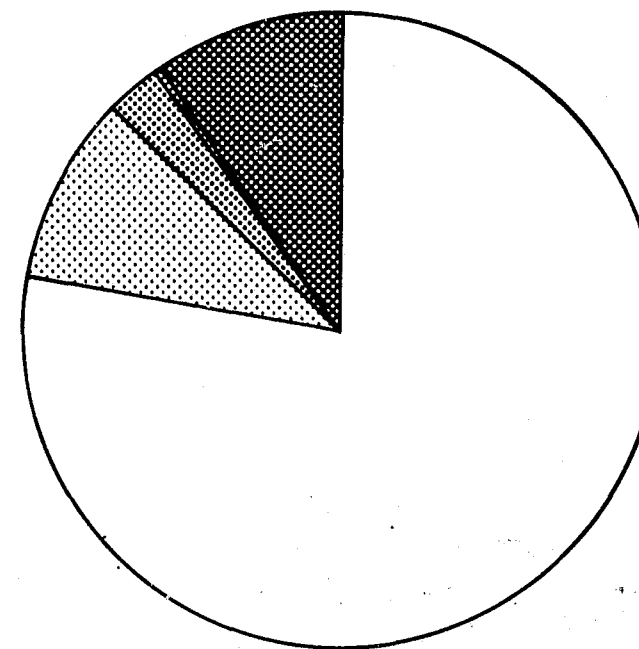


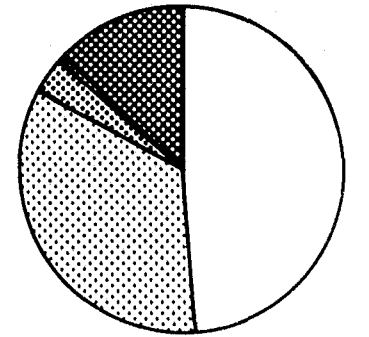
FIGURE 2
EXPENDITURES FOR CRIMINAL JUSTICE SERVICES: 1969-1970



ST. LOUIS (SMSA)



CITY OF ST. LOUIS



ST. LOUIS COUNTY



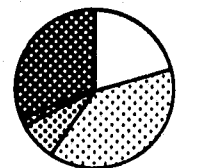
FRANKLIN COUNTY



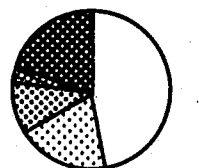
JEFFERSON COUNTY



ST. CHARLES COUNTY



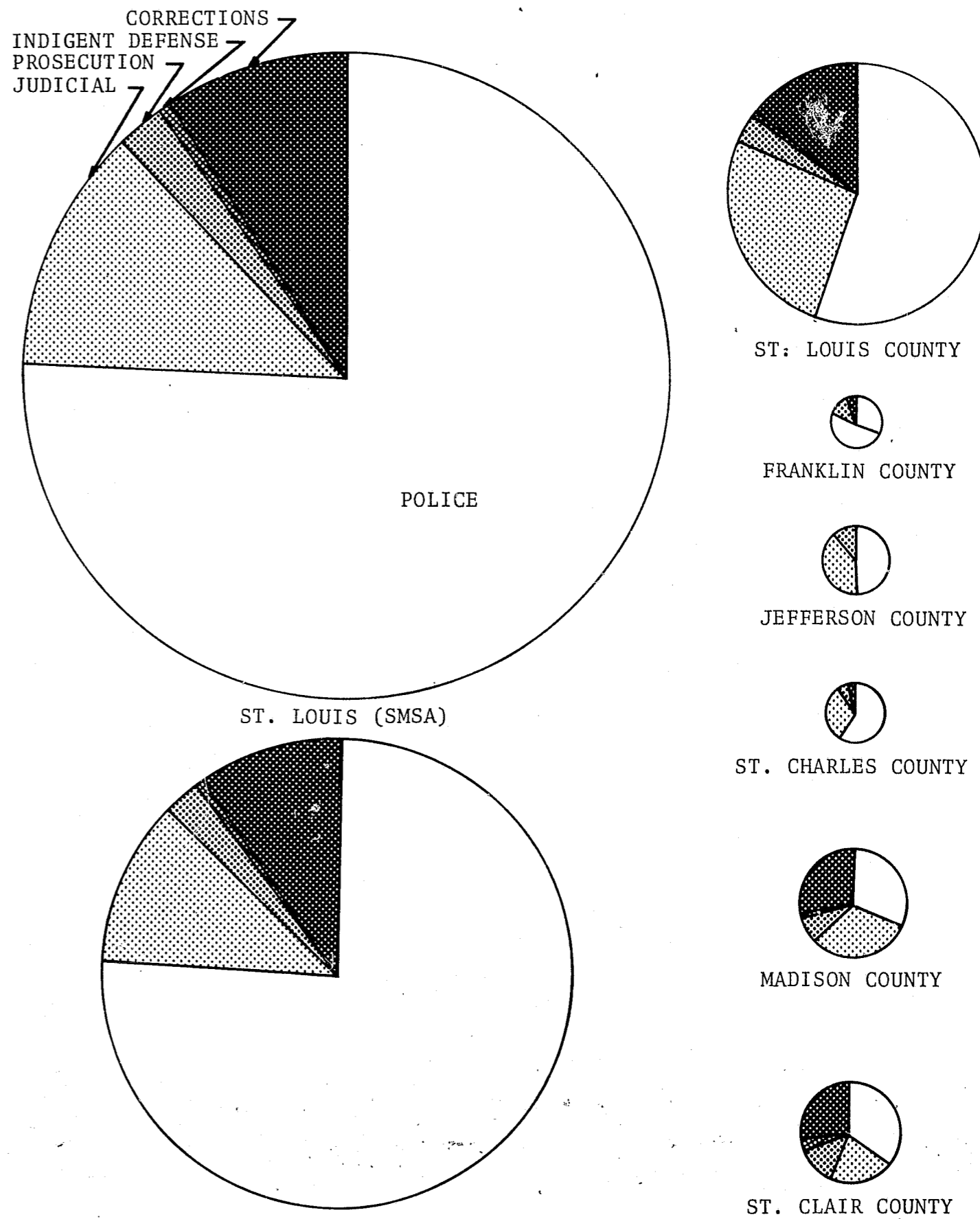
MADISON COUNTY



ST. CLAIR COUNTY

SOURCE: U.S. DEPARTMENT OF JUSTICE, 1972.

FIGURE 3
CRIMINAL JUSTICE SYSTEM EMPLOYMENT: 1969-1970



CITY OF ST. LOUIS

SOURCE: U.S. DEPARTMENT OF JUSTICE, 1972.

adequate funding has not been fully developed.

Figure 3, **Criminal Justice System Employment: 1969-1970**, shows the percentage proportion of employees in the counties which make up the St. Louis SMSA. The City of St. Louis accounted for 4,055 employees in the criminal justice system during fiscal year 1969-1970 or 52.1 percent of the total SMSA employees. Figure 3 was developed in a similar manner to Figure 2 in that the amount of space in the pie chart for the City of St. Louis and six outlying counties equal the total space in the SMSA pie chart, thus giving a relative comparison of employment.

The statistics compiled on employment by LEAA were compiled based on employment in October, 1970. At that time, there were 13,386 full time equivalent employees working for the City of St. Louis, of which 4,055 or 30.3 percent were employed in the criminal justice system. Of these, 3,068 or 75.7 percent were involved in police protection activities. By comparison, judicial activities represented 470 or 11.6 percent of total criminal justice employment; prosecution activities represented 100 employees or 2.5 percent of criminal justice employment; indigent defense represented 10 employees or 0.2 percent of total employment and correctional activities represented 407 employees or 10 percent of total criminal justice employment.

The LEAA survey showed 1,149 full time equivalent employees in the criminal justice system in St. Louis County. This, however, did not include the employees of the 62 municipal police departments. As in Figure 2, if this group were included in the pie chart, it would more closely resemble in size and relative proportions, the pie chart for the City of St. Louis. Figures 2 and 3 helped put in perspective the relative demand and existing commitment for criminal justice services in the St. Louis Metropolitan region. The City and St. Louis County have the largest demands for services and agencies to match these demands.

Police manpower resources are described in detail in Section 3 of the "Data Collection Questionnaire Summary." According to a survey completed in July, 1972, the St. Louis

Metropolitan Police Department had a total of 2,232 sworn officers serving a population of 622,236. This amounts to a ratio of 3.59 sworn officers per thousand population. Also recorded at the time of the survey were 601 civilians working for the police department. The total employees of the police department equalled a ratio of 4.55 persons per thousand population. The same survey indicated that there were 470 police vehicles in July, 1972, of which 230 were unmarked and 240 were marked patrol vehicles. Additional data on manpower and equipment resources as well as administrative structure are presented in detail in Section 3 of the Questionnaire Summary.

The St. Louis High Impact grant provided the opportunity to the St. Louis Metropolitan Police Department to help design programs specifically geared to the reduction of stranger-to-stranger crime and burglary. Working in close cooperation with the High Impact planning team, police planners helped to devise a broad range of projects to achieve this result. The status and proposed and continued implementation of these projects is discussed in detail in Chapter 4.

A Walk Through the System

One of the reasons the St. Louis High Impact planning team completed and summarized the questionnaire from the National Institute was to accurately describe the state of criminal justice agencies in the region and to characterize and quantify crime. The mass of data included, however, makes it difficult to envision the nature of the opportunities in criminal justice agencies to deter specific types of crime. Criminal justice agencies in St. Louis are the unique product of Missouri State Legislation as well as long standing local custom and tradition. A fundamental sketch of the workings of the system would perhaps be helpful to outside observers as well as criminal justice agency heads to understand the roles that individuals and agencies must play in order to achieve Impact objectives.

One of the reasons that criminal justice agencies are referred to as a system is the presumed orderly flow that is required in the process of

arrest, adjudication and incarceration. Persons accused of crimes, either felonies or misdemeanors, are required to go through these institutions in a manner determined by Missouri State Statutes and the administrative procedures defined in order to implement these laws. Figure 4, **Criminal Justice System Flow**, shows, in flow chart form, the processing of persons accused of felonies and misdemeanors. Although the diagram cannot illustrate every contingency in the criminal justice process, it does identify the most common options used by police, the courts, prosecution and correctional institutions. This flow diagram was utilized by the St. Louis High Impact planning staff to help identify and design specific projects to reduce stranger-to-stranger crime and burglary.

Crimes come to the attention of the police, either through their own observation or through reports from the public. One of the primary functions of a police agency is to investigate such disclosures. At an appropriate time, based on adequate evidence, a police agency will arrest an individual, book him and seek a warrant. In the City of St. Louis, this warrant is issued either by the circuit attorney in the case of a felony or by the prosecuting attorney in the case of a misdemeanor. As shown in Figure 4, a person suspected of a felony is arrested and booked. The police investigation continues at least until a warrant has been issued and often beyond. A warrant is issued only if adequate evidence is presented to the circuit attorney, the prosecuting attorney, a grand jury or judge.

Under Missouri State Statutes, most prosecutions are initiated in the Magistrate Court. In the City of St. Louis, the Court of Criminal Corrections functions as the Magistrate Court. This court has jurisdiction to try misdemeanor cases and to hold preliminary hearings on felonies. Ordinarily, prosecution is started at the Magistrate Court level through the filing of a verified affidavit. If the affidavit properly states a criminal charge, the judge will issue a warrant for the arrest of the suspect. The amount of bail required should be marked on this warrant.

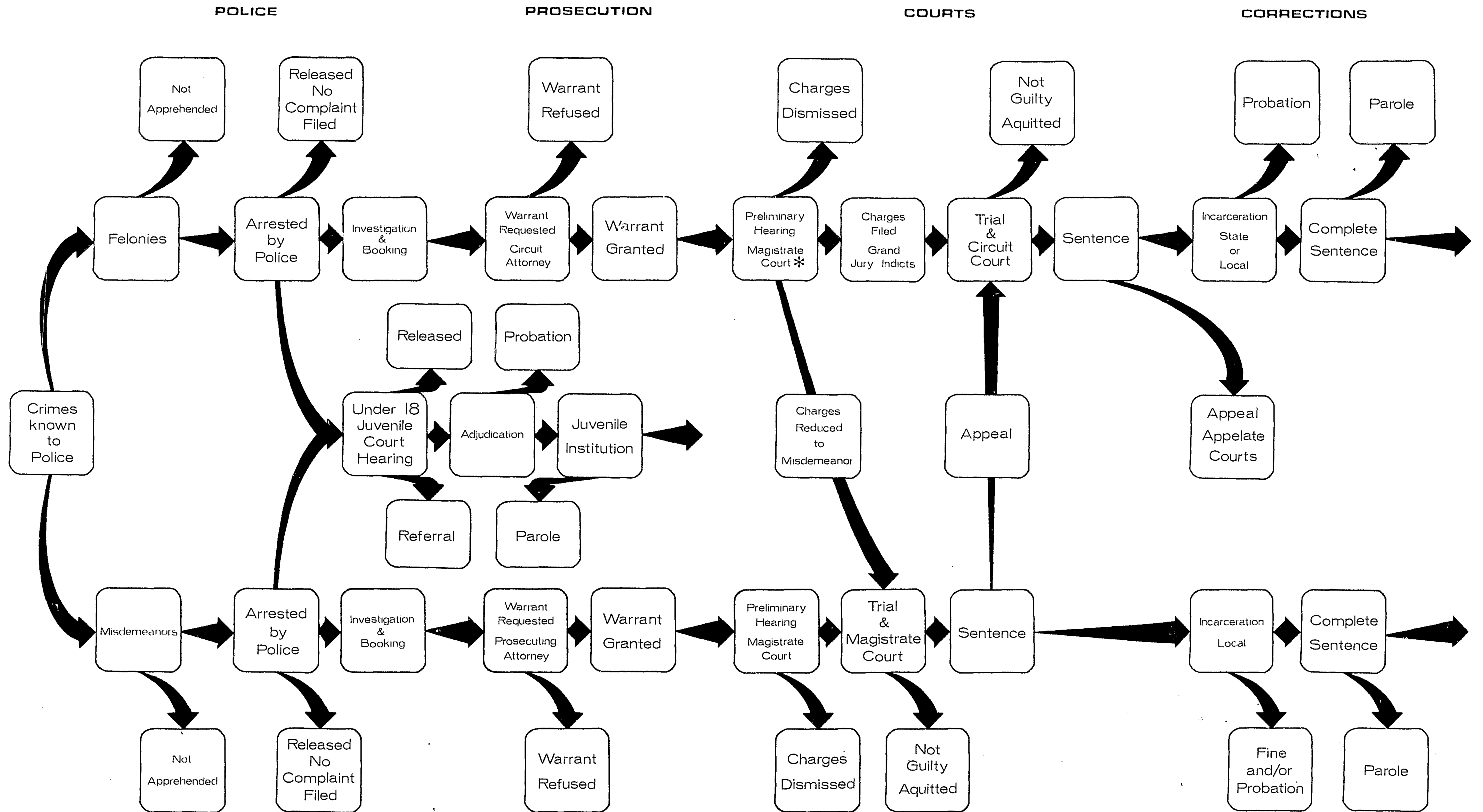
If the prosecution in question is for a misdemeanor, the state will file for an information. Under Missouri State Statutes, the Magistrate Court has jurisdiction to accept a plea of guilty or to try the case. Ordinarily, Magistrate Court trials are held before a judge, although juries are occasionally empaneled. This occurs when the defense has specifically requested a jury trial. Under Missouri State Statutes, unless the defendant has been indicted, he is entitled to a preliminary hearing. The purpose of such a hearing is not intended to be a trial, but to make a determination as to whether there is sufficient evidence to hold the defendant for trial in the circuit court. If the judge feels that such evidence exists, the defendant is "bound over." Jeopardy does not attach at the preliminary hearing. If the defendant is not bound over and is discharged, the case can be reissued.

Under the laws of the State of Missouri, a preliminary hearing for a felony is held in the Magistrate Court. This indicates that a heavy burden of responsibility for just adjudication is placed upon the Magistrate Court judge. Frequently, at the preliminary hearing the charges are reduced and the Magistrate Court becomes the trial court for a misdemeanor.

Most experts in criminology and corrections concur that the first offender has a better prognosis for deflection from a life of crime than does the habitual offender. In the early history of a person entering a life of crime, the charges are frequently of a minor nature. If deflection from the system is to be attempted, early identification of such a person is essential. This would have to occur in most cases at the Magistrate Court level. In addition, when such a person is placed on probation as a result of a trial in the Magistrate Court, adequate supervision of probation is essential to successfully deflect the person from a life of crime. This is some of the rationale used by the St. Louis High Impact planning team for selecting the expansion of probation services at the Court of Criminal Corrections as a project.

Under Missouri State Statutes, the grand jury functions as an arm of the Circuit Court. The prosecuting office is named as the legal

FIGURE 4
CRIMINAL JUSTICE SYSTEM FLOW



* COURT OF CRIMINAL CORRECTIONS IN THE CITY OF ST. LOUIS

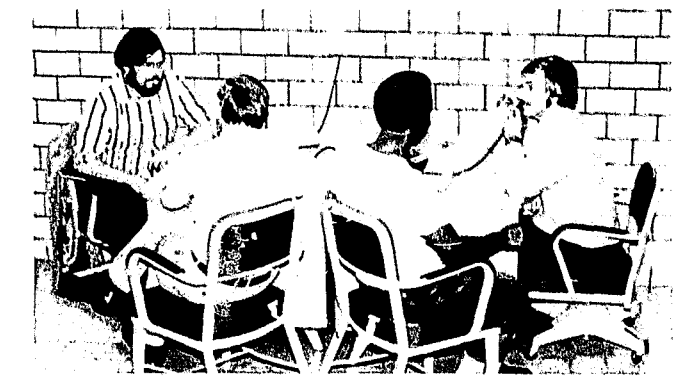
counsel to the grand jury. As legal counsel, the circuit attorney brings cases before the grand jury for indictment. He also advises the grand jury of investigations that may be conducted. When a suspect has been indicted by the grand jury, he is not entitled to a preliminary hearing before the Magistrate Court. Therefore, in cases where a preliminary hearing would be difficult, the case is usually taken to the grand jury for indictment. Homicide cases and crimes involving sexual assault are usually referred to the grand jury. Under such circumstances there is no attorney for the defendant present and ordinary rules of evidence do not apply.

Once a defendant has been bound over by the Magistrate Court, he is arraigned in the Circuit Court. In this procedure, the accused person is read the formal charges against him and is asked how he pleads. If he pleads guilty, a date for sentence is set; if he pleads not guilty or does not reply, a trial date is set. The initial stage of the trial is the "voir dire" examination at which time the jury panel is examined by the State and the defense to determine if they can impartially hear the evidence. The state and defense are given limited opportunities to strike jurors whom they deem to be prejudice.

After a trial, if the jury finds the accused not guilty, he is discharged by the judge. If they find the accused guilty, it may set the punishment or else this may be left to the judge. In a case in which the defendant has a prior record of felony conviction, he may be tried under the habitual act. Under those circumstances, the judge sets the punishment. A Circuit Court judge has the authority to order a presentence investigation in any case in which the defendant is found guilty or pleads innocent.

When a Circuit Court judge believes the facts merit a pre-sentence investigation, he will assign the matter to the Missouri Department of Probation and Parole for a report. Based on this report, the judge will determine whether or not the suspect should be placed on probation instead of having to serve a prison term. In a case where the defendant has pleaded guilty or been found guilty and been sentenced, he will have a criminal record even though, after being sentenced, he serves no time and is

placed on probation. Under current judicial procedures, it is possible to place a defendant on probation prior to sentencing. In this case, assuming that the defendant fulfilled the terms of his probation, he is never sentenced and no conviction shows on his record.



Expanded services for Impact offenders to reduce recidivism are proposed in the first Plan Update.

As shown in Figure 4, felony convictions may result in the assignment of the person to the Missouri Department of Criminal Corrections or, in cases of a sentence less than one year, to the local Department of Corrections. In either case, the convicted person may be placed on probation or, once assigned to a correctional institution, placed on parole. This function is the responsibility of the Missouri Department of Probation and Parole. In the City of St. Louis, the Court of Criminal Corrections has supervisory responsibility for persons placed on probation for misdemeanor.

As noted in Figure 4, juveniles arrested by the police for either misdemeanors or felonies are handled separately from adult accused. The 22nd Judicial Circuit in St. Louis maintains a juvenile division which has responsibility for the juvenile detention center. Statistics on the operations of the Juvenile Court are presented in detail in the Questionnaire Summary. As noted in the High Impact Plan, a significant proportion of the burglary which occurs in St. Louis may be attributed to juveniles.

The court system in and of itself has little capacity to reduce crime. Fair trials and astute referral to treatment may be expected to improve the prognosis for lower rates of recidivism. System improvements in the courts may

also contribute to the degree of respect shown by accused, witnesses and the lay public. The cumulative affect of such practices will result in a reduction of stranger-to-stranger crimes and burglary.

Short Range Crime Trends

One of the basic criteria for selecting projects in the St. Louis High Impact Program was that they could be demonstrated as effective in achieving the reduction of stranger-to-stranger crime and burglary. In order to quantify the effectiveness of Impact projects in achieving this, the High Impact Evaluation Unit created special software computer programs to track trends in stranger-to-stranger crimes and burglary. The output of these programs was translated into graphic configurations in Plate 11, **Burglary Shift: 1971-1972**, and Plate 12, **Robbery Shift: 1971-1972**.

In order to produce these graphics, two crime reporting periods were decided upon: July through December, 1971 and July through December, 1972. These reporting periods were selected because in the first six month period no Impact projects had been implemented. In the second reporting period most of the major High Impact projects had been funded and implemented. Although the six month reporting period is inadequate for a thorough and comprehensive evaluation of the effectiveness of the Impact Program, it is a long enough period to begin to identify trends in the character and extent of the target crimes. In the future, the same software computer programs will be utilized for a more extensive and comprehensive evaluation.

Plate 11, **Burglary Shift: 1971-1972**, tracks the trend in reported burglaries throughout the City of St. Louis by census tract. As shown in the legend, the lightest shade of red indicates an increase in reported burglaries of from 0.1 percent to 5 percent. The darkest shade, by comparison, indicates an increase in reported burglaries of over 145.1 percent. The lightest shade of green indicates a reduction in reported burglaries of between 0.1 percent and 5.0 percent, whereas the darkest green pattern represented a decrease of more than 145.1 percent.

The yellow pattern indicates no change in the trend of reported burglaries. This "stoplight code" is designed to provide an overview of trends in the character and extent of burglary throughout the city by census tract. In order to avoid distortions introduced by erratic changes in census tracts with low levels of reported crimes, those census tracts in which less than 20 burglaries were reported during either six months reporting period are not shown.

As shown in Plate 11, there were significant declines in reported burglaries, throughout the central portion of the city and westward through the high crime corridor. South St. Louis, specifically police district 1 and 2 also registered significant reductions in reported burglaries. This represents a distinct reversal of a trend that has been going on for the last decade.

Plate 11 also indicates that there were significant increases in reported burglaries in selected census tracts throughout the city. There appears to be a concentration of these areas in the south mid-town area and in the west end. North St. Louis also had significant increases in reported burglaries in selected census tracts. Only one census tract in the downtown area had no change.

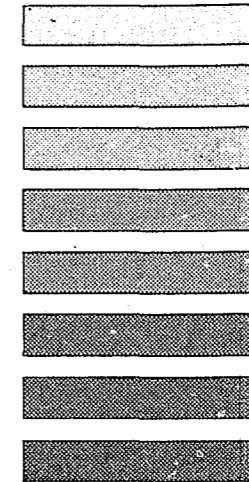
It should be noted that the area served by the High Impact Foot Patrol as shown on Plate 15 registered declines in reported burglaries consistently, as did a number of the peripheral census tracts. This is significant since the area has been at the center of the high crime corridor for a long period. It is conceivable that this reversal may represent a turning point in marshalling local resources to effectively curb crime.

Plate 12, **Robbery Shift: 1971-1972**, uses the same "stoplight code" as Plate 13 except that in this case it is for reported robbery by census tract. The same two reporting periods were selected: July through December, 1971 and July through December, 1972. Once again it should be noted that for the purposes of a comprehensive evaluation, this reporting period is too short to demonstrate a definitive trend. However, for elucidating certain characteristics for short range effect of implemented projects, it may provide some insight.

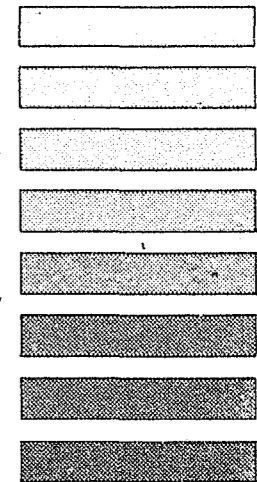
Burglary Shift: 1971-1972

Legend

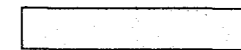
Increase



Decrease

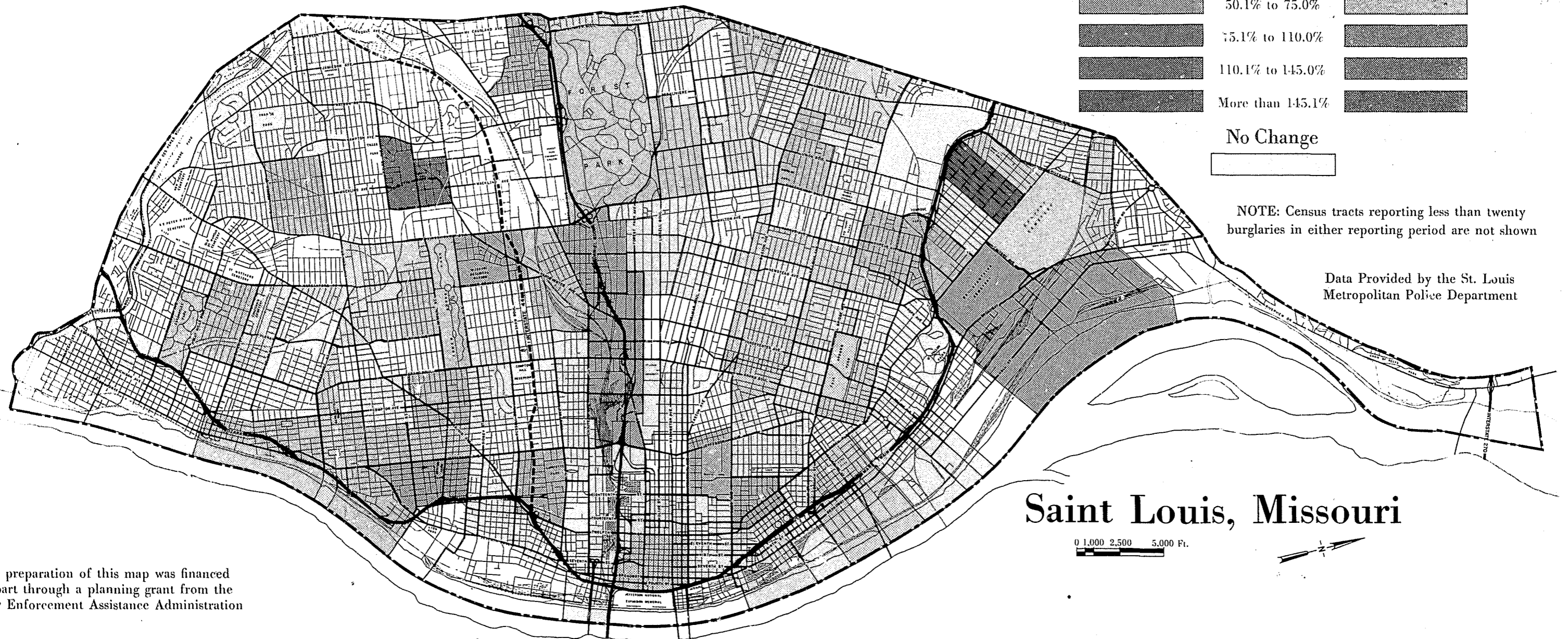


No Change



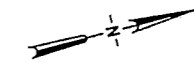
NOTE: Census tracts reporting less than twenty burglaries in either reporting period are not shown

Data Provided by the St. Louis Metropolitan Police Department



Saint Louis, Missouri

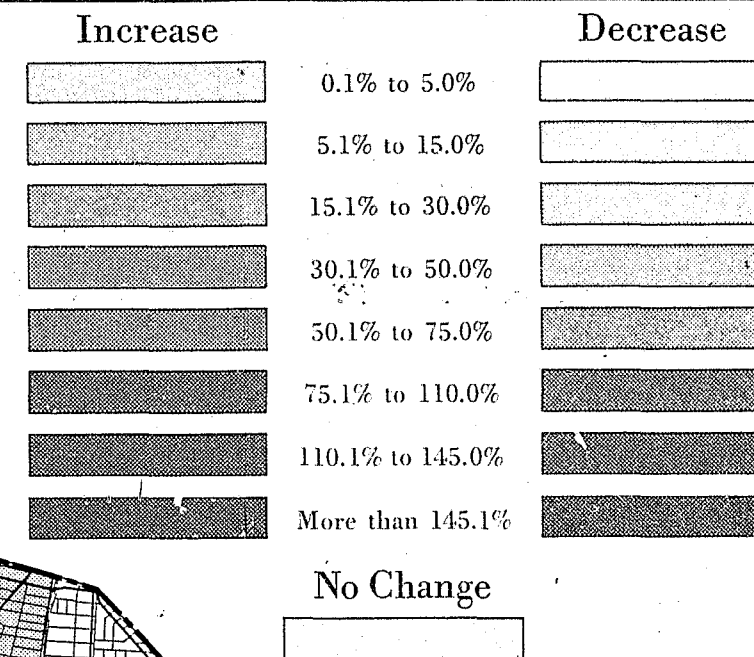
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The preparation of this map was financed in part through a planning grant from the Law Enforcement Assistance Administration

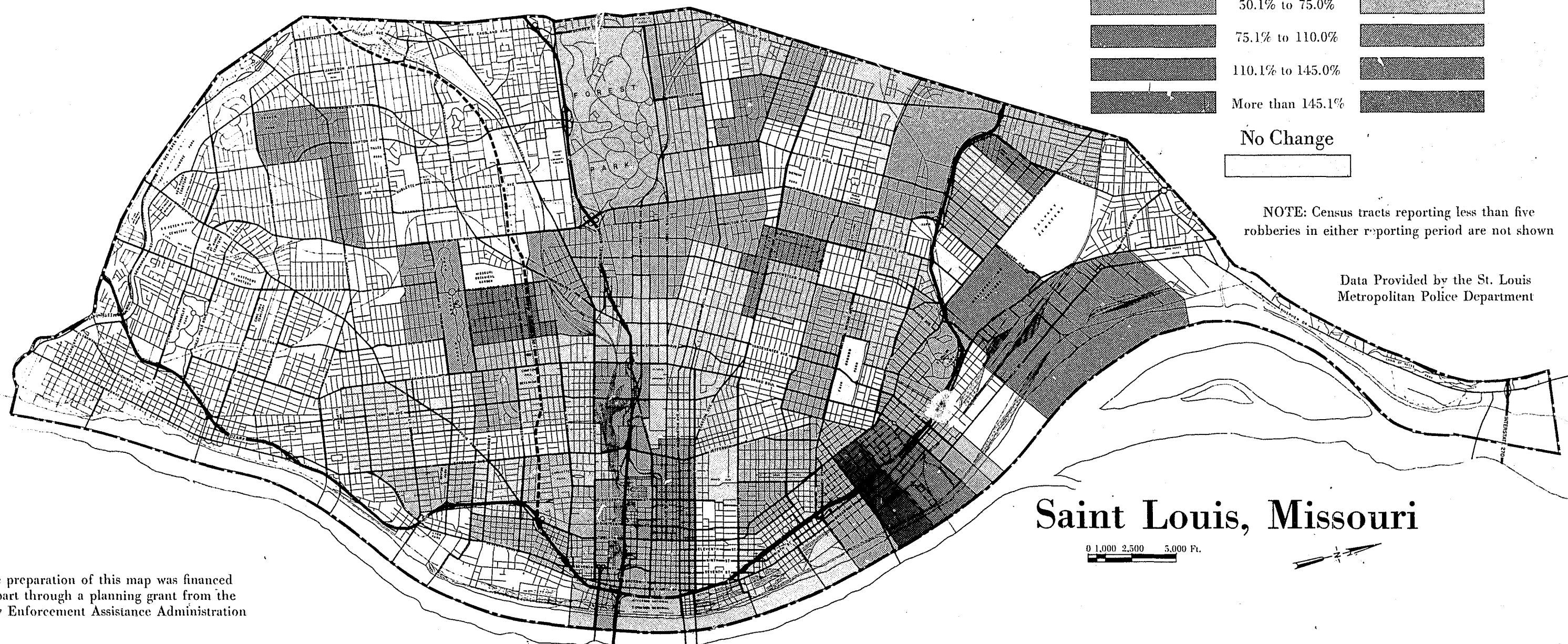
Robbery Shift: 1971-1972

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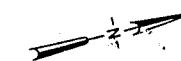
NOTE: Census tracts reporting less than five robberies in either reporting period are not shown

Data Provided by the St. Louis Metropolitan Police Department

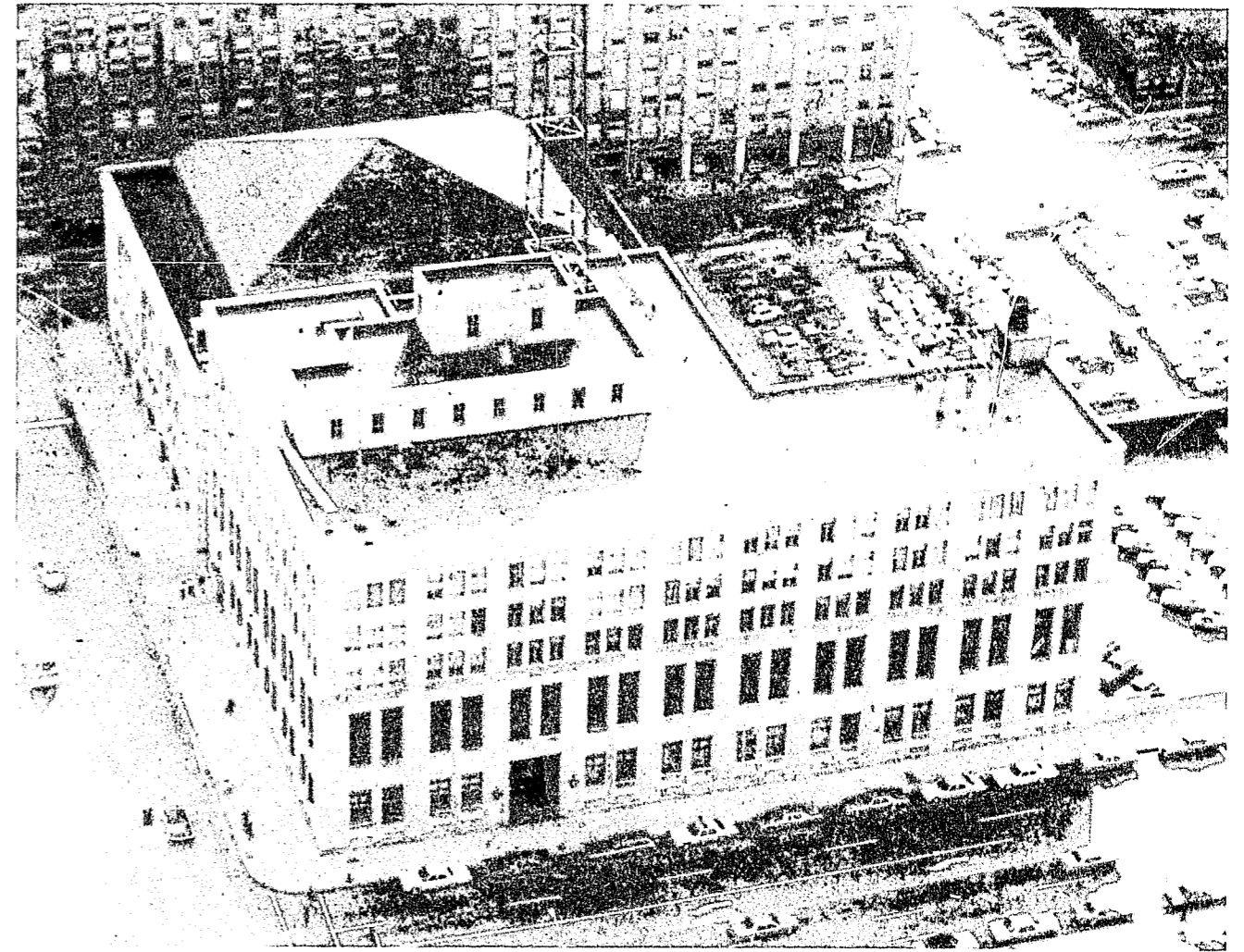


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The preparation of this map was financed in part through a planning grant from the Law Enforcement Assistance Administration



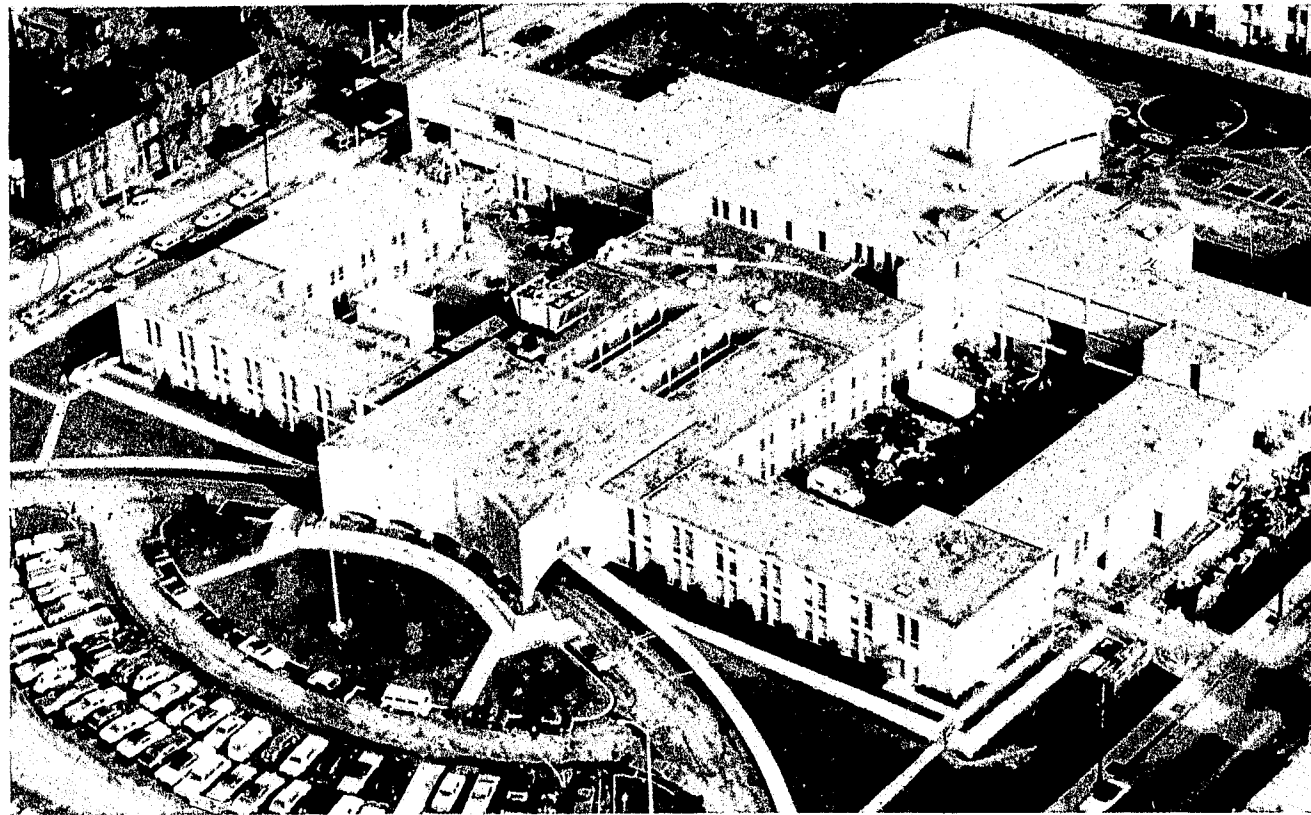
Central headquarters for the St. Louis Metropolitan Police Department is at 12th and Market Streets. In the background with the pyramid roof is the St. Louis Police Training Academy.

As shown in Plate 12, there were significant reductions in reported robberies shown in number of areas in the city, specifically the downtown area, the near southside near northside extending westward through the high crime corridor and in the area of Forest Park. It is interesting to note that some areas which showed increases in burglary also showed decreases in robbery and vice versa. The area around the initial High Impact Foot Patrol service area showed fairly consistent reductions in reported robberies.

Increases in robbery by census tract were also recorded especially in an area extending from downtown due west to the midtown area and as far as Forest Park. Selected census tracts throughout the high crime area also showed

recorded increases in reported robbery as shown in Plate 12. A scattering of six census tracts recorded no change in the number of reported robberies comparing the two reporting periods.

The effective reduction of crime is by far one of the most complicated undertakings in the improvement of urban systems. An objective and comprehensive evaluation of the efforts undertaken through the St. Louis High Impact Program will have to wait until a more adequate data base and crime reporting period is established. However, the ongoing plan process requires that the short range effectiveness of projects be carefully analyzed. Plates 11 through 14 are an effort to capture some short range trends in order to utilize this informa-



The St. Louis Juvenile Court and detention facility is being expanded through a bond issue approved by voters a few years ago.

tion for the modification of specific projects to more effectively achieve Impact objectives. The data capture of this first effort is a short step in the direction of a complete and comprehensive evaluation of the total program.

Plate 13, **Burglary by Police District: 1971-1972**, and Plate 14, **Robbery by Police District: 1971-1972**, were designed by taking reported crime statistics by police district for burglary and robbery and preparing bar graphs. As shown in the legend of Plate 13, the solid colored bar chart represents 1971 reported burglary while the pattern bar represents statistics for the same month in 1972. Crime statistics for July through December, 1971 are compared to the same time period in 1972. During the first reporting period Impact had not yet been conceived, whereas during July through December, 1972, many Impact Program projects were implemented.

It should be noted that one of the larger Impact projects, the High Impact Foot Patrol was implemented in the 7th, 8th, and 9th Dis-

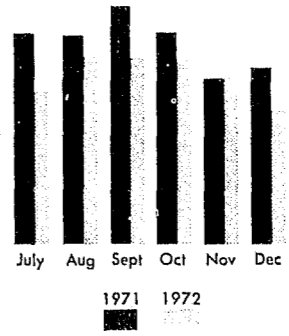
tricts located in the central west-end. As shown in Plate 13, reported burglaries are consistently down in the 8th and 9th districts throughout the reporting period. In the 7th District burglary is down for July, August and September of 1972, while there is a significant increase in October, November and December. This trend could conceivably indicate some displacement or mercury effect due to the implementation of the Foot Patrol.

The trend in reported burglaries is also down consistently in the 1st and 2nd Districts in the extreme south St. Louis. The 3rd District reported a somewhat mixed trend with slight increases in September, October and November, 1972. In the 4th District, which includes the St. Louis central business district, reported burglaries were consistently down throughout the reporting period. The 5th District showed a variable report of reported burglaries with increases recorded for August, September and October, while the 6th District reported increases in reported burglaries for all months

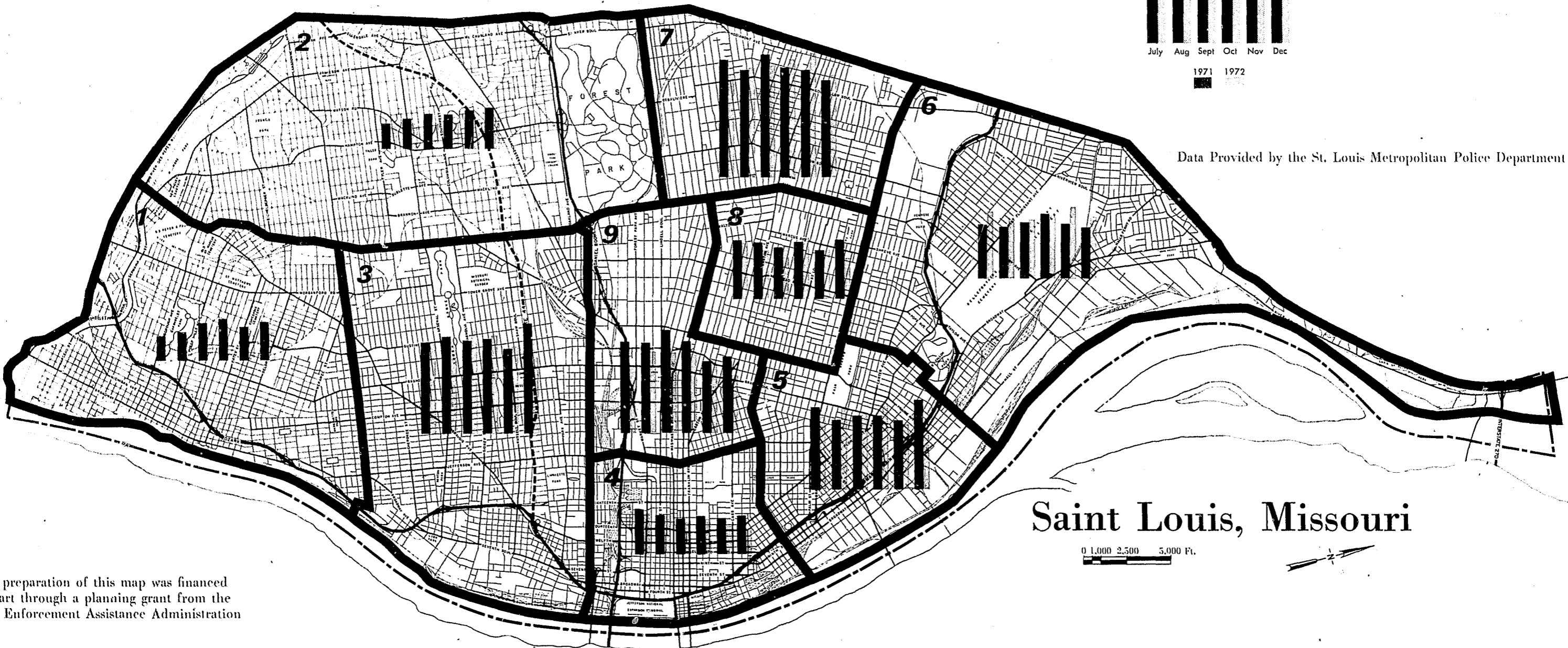
Burglary by Police District: 1971-1972

Legend

(Reported Burglary by Police District for July through December, 1971 compared to July through December, 1972)

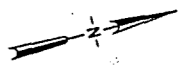


Data Provided by the St. Louis Metropolitan Police Department



Saint Louis, Missouri

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The preparation of this map was financed in part through a planning grant from the Law Enforcement Assistance Administration

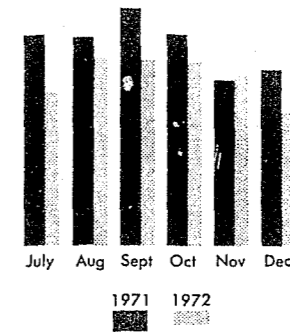
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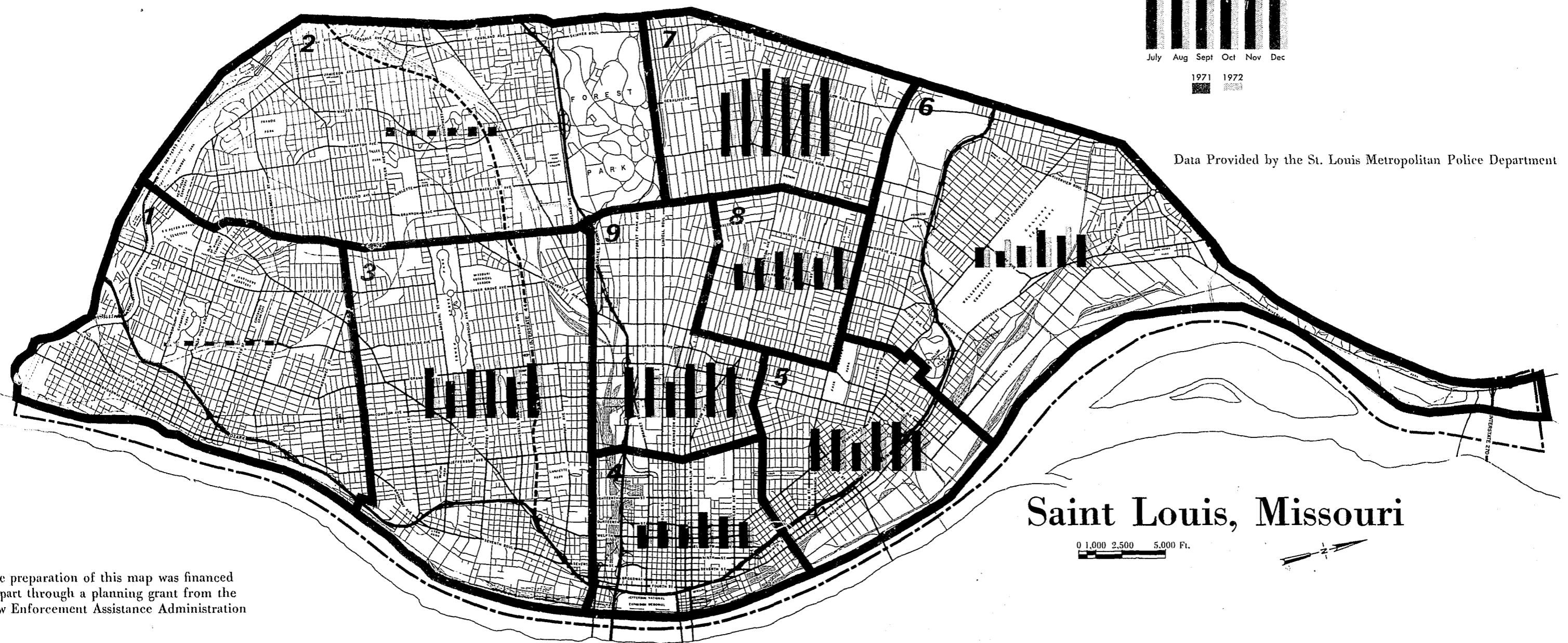
Robbery by Police District: 1971-1972

Legend

(Reported Robbery by Police District for July through December, 1971 compared to July through December, 1972)

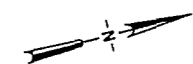


Data Provided by the St. Louis Metropolitan Police Department

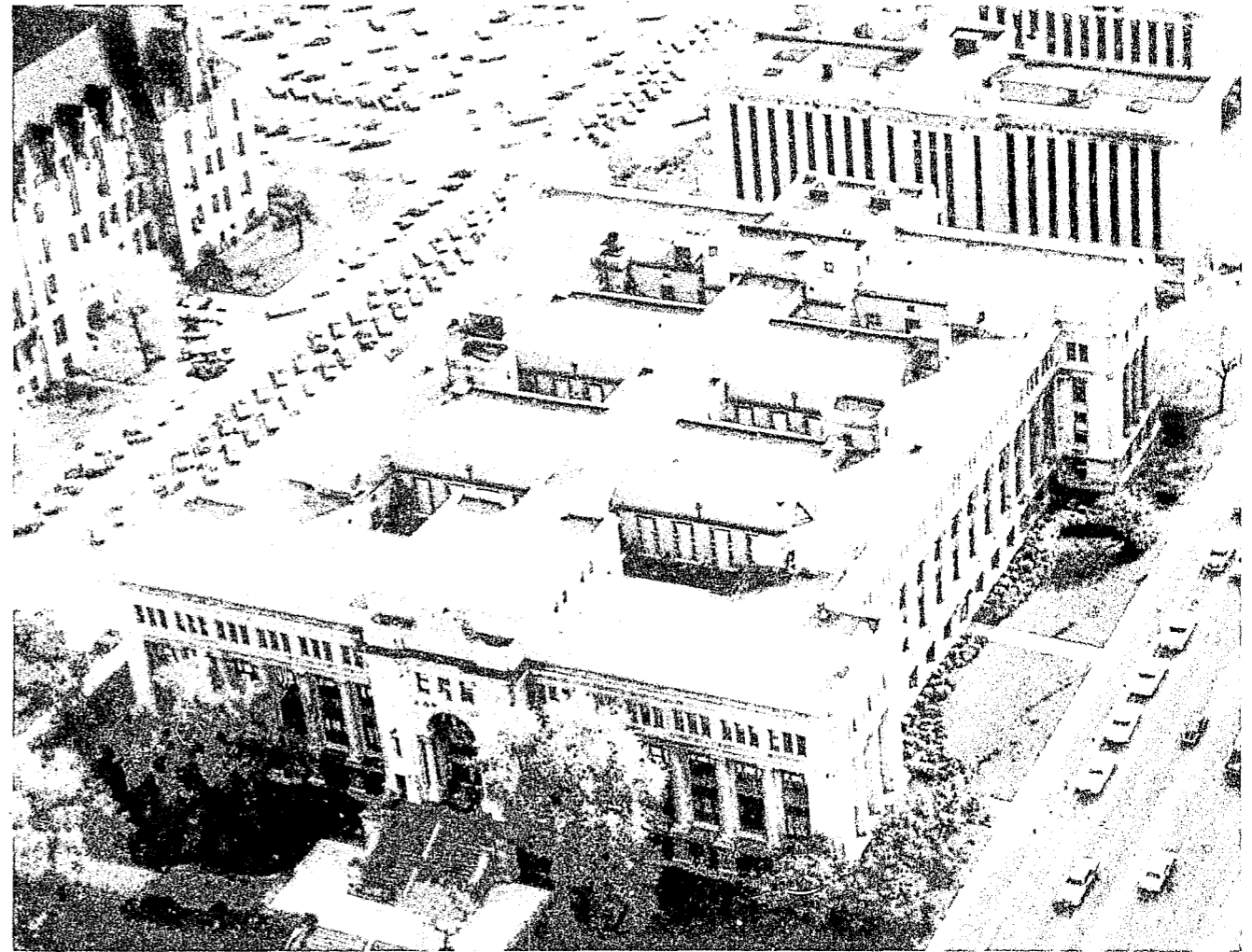


Saint Louis, Missouri

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The preparation of this map was financed in part through a planning grant from the Law Enforcement Assistance Administration



The Municipal Courts Building on Market Street is the location of a number of Impact projects. In the background to the right is the St. Louis City Jail.

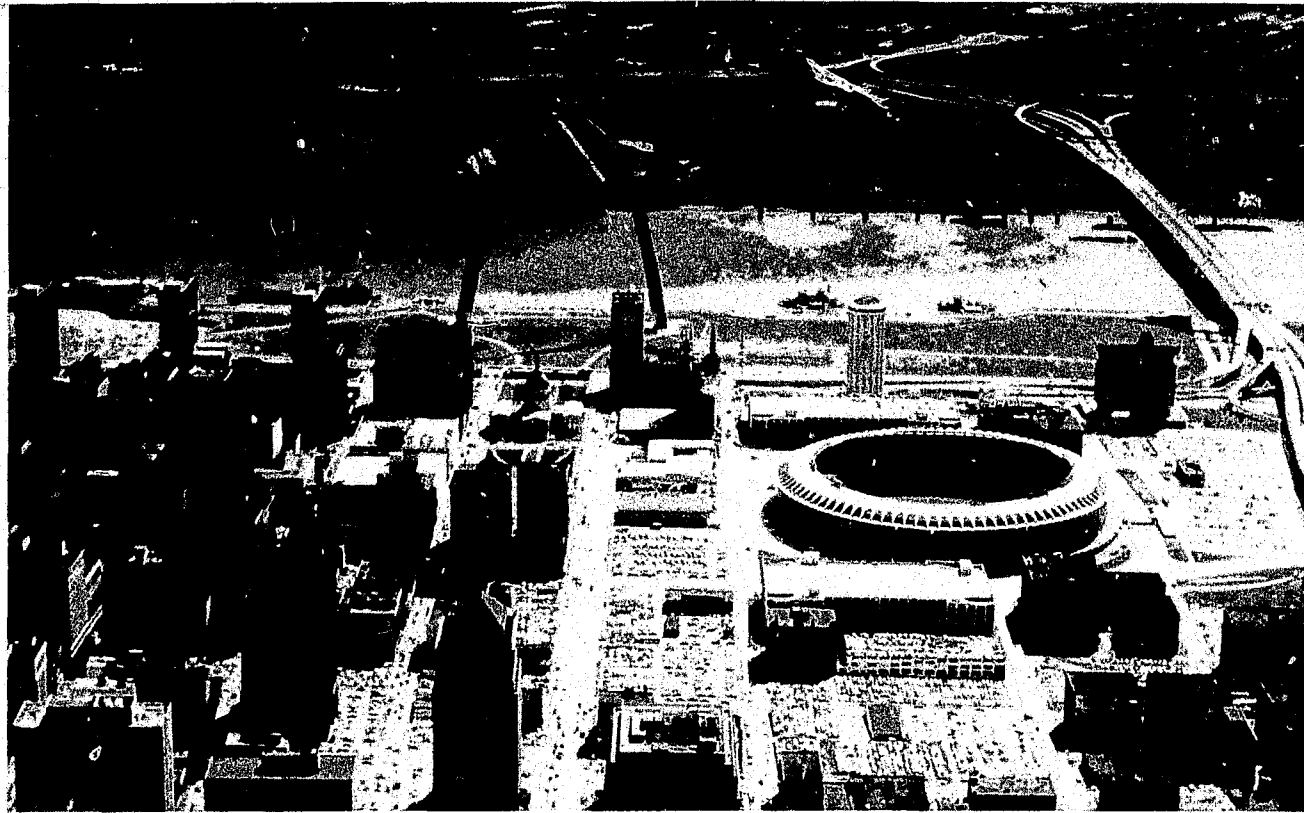
except October 1972.

In an overview of the city, Plate 13 shows that the trend in reported burglaries is generally down with minor exceptions in the 5th, 6th and 7th police districts. There is a strong suggestion that projects such as the High Impact Foot Patrol, the Burglary Prevention Project, Operation Ident, as well as the Truancy Prevention Project and others have had an effect of reducing crime especially in the high crime corridor which includes the 4th, 7th, 8th and 9th Districts.

Plate 14, **Robbery by Police District**, shows a similar configuration to Plate 13 but for reported robberies by police district. The reporting period is the same, July through December, 1971 compared to the same time period in 1972.

As shown in Plate 14, the trend in reported robbery is more mixed than the trend in reported burglary. In the high crime corridor, there are significant decreases in the figures for July through September in Districts 7 and 9. District 8, on the other hand, shows the slight increase, as does District 4. In the rest of north St. Louis, Districts 5 and 6, the reported trend is mixed. Extreme south St. Louis shows little variation in reported robbery while in the 3rd District which has significant numbers of robberies the trend is also mixed.

Plate 14 gives a dramatic contrast of the level of reported robbery in extreme south St. Louis, specifically Police Districts 1 and 2, and the higher crime areas in the city. Once again, the familiar pattern of the crime corridor extending



During the past decade, significant strides have been made in revitalizing Downtown St. Louis, including the construction of the Gateway Arch, Busch Memorial Stadium and numerous highrise office and residential structures.

through the west end. The incidence of robbery throughout the city appear more erratic than the trend for reported burglaries. With lower total numbers of robbery incidence, a few individuals can significantly affect the trend in robbery. For example, the difference between the crime reported in one month in 1971 and the same month in 1972 can be drastically affected by one heroin addict who must commit robbery to support his habit.

Implementation and Evaluation

Plate 15, **Implementation and Evaluation**, gives an overview of the geographic location of St. Louis High Impact projects. Most of the projects funded in the courts and corrections areas are around the central business district where the courts and jail are. This accounts for a concentration of funded projects in the downtown central business district.

Plate 15 delineates the St. Louis High Impact Foot Patrol as initially mobilized in six Pauly Areas. The Foot Patrol has subsequently been expanded throughout the city in three deployment modes as outlined above. The truancy prevention centers are located at five locations as shown on Plate 15 in order to adequately serve school children throughout the city.

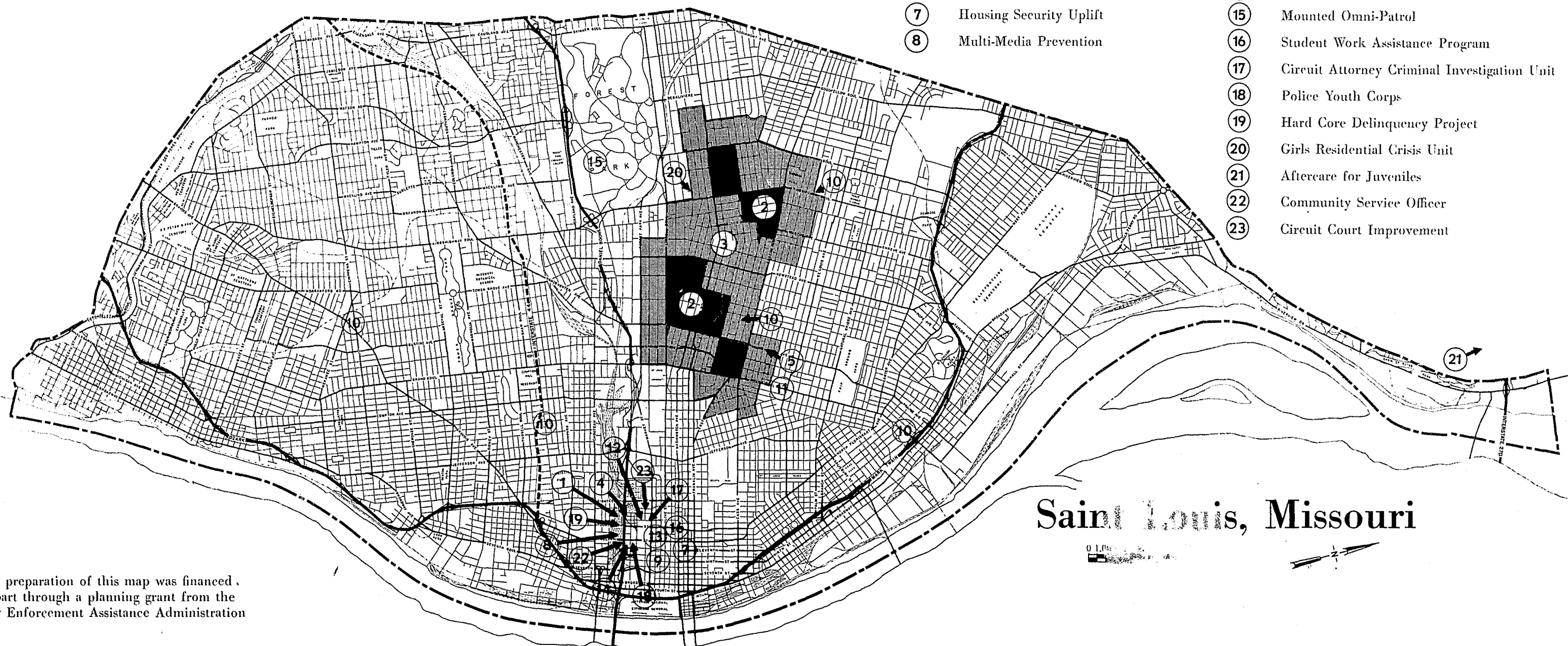
The St. Louis High Impact Foot Patrol was deployed on June 29, 1972. The project was one of the first to be implemented. It therefore has one of the more thorough evaluations. In order to measure the effectiveness of the Foot Patrol in suppressing crime, a statistical analysis of the relative rates of crime was tabulated. Comparing the six month period of July through December, 1972 to the same period in 1971 Part 1 crimes were down 9.5 percent in the six Pauly Areas served by the Foot Patrol.

For the same period, crimes against persons were down 17.2 percent. The St. Louis Police

Implementation and Evaluation

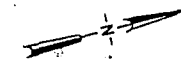
Legend

- | | |
|---|--|
| ① Operation Ident | ⑨ State Probation and Parole Special Supervision |
| ② Initial High Impact Foot Patrol | ⑩ Truancy Prevention Centers |
| ③ High Impact Foot Patrol Peripheral Area | ⑪ Providence House Special Education |
| ④ Burglary Prevention | ⑫ 3 C's Court Probation and Parole Services |
| ⑤ Home Detention Program | ⑬ Appeals Court Improvement |
| ⑥ Evidence Technician Unit Service Area | ⑭ Citizen Reserve |
| ⑦ Housing Security Uplift | ⑮ Mounted Omni-Patrol |
| ⑧ Multi-Media Prevention | ⑯ Student Work Assistance Program |
| | ⑰ Circuit Attorney Criminal Investigation Unit |
| | ⑱ Police Youth Corps |
| | ⑲ Hard Core Delinquency Project |
| | ⑳ Girls Residential Crisis Unit |
| | ㉑ Aftercare for Juveniles |
| | ㉒ Community Service Officer |
| | ㉓ Circuit Court Improvement |



Saint Louis, Missouri

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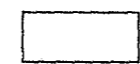



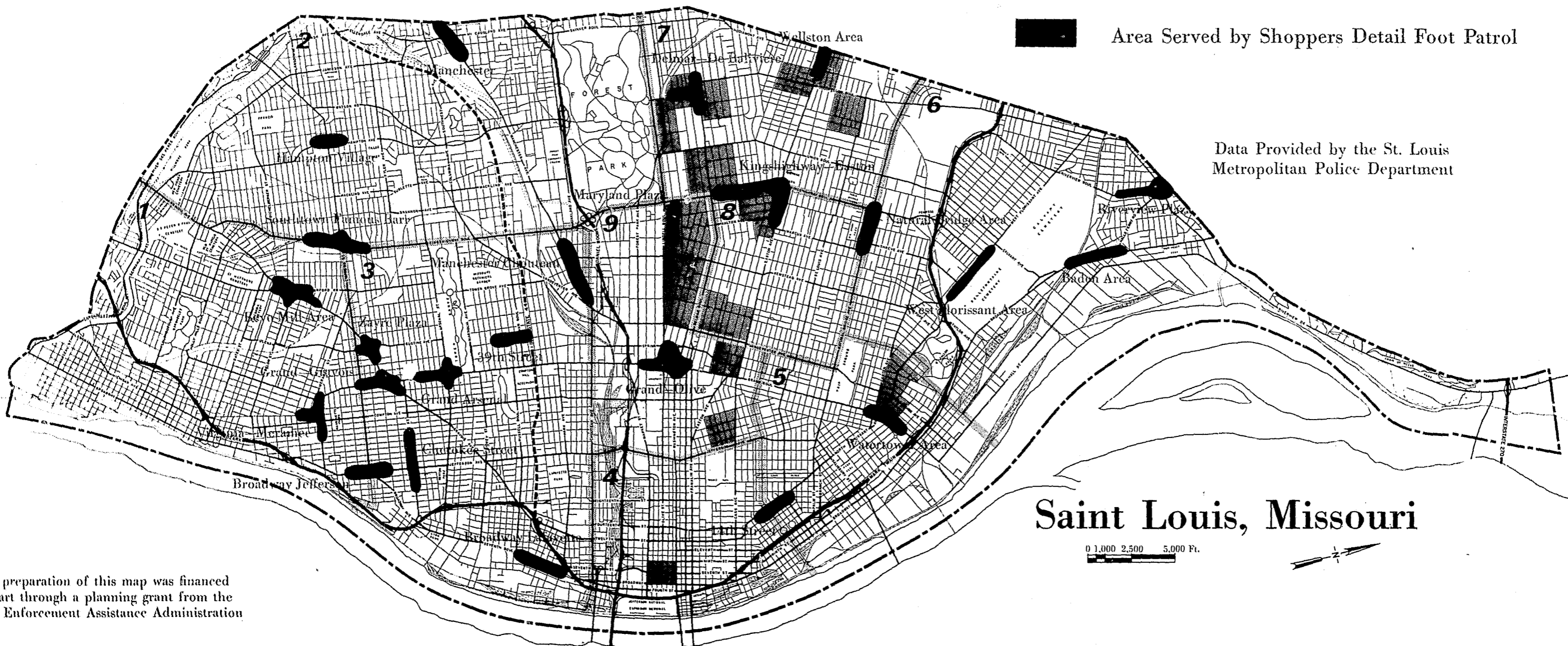
The preparation of this map was financed, in part through a planning grant from the Law Enforcement Assistance Administration

Impact Foot Patrol Expansion

Legend

(Expanded St. Louis High Impact Foot Patrol as Implemented in February, 1973)

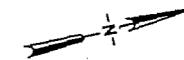
-  Area Served by Foot Patrol
-  Area Served by Omni-Foot Patrol
-  Area Served by Shoppers Detail Foot Patrol



Data Provided by the St. Louis Metropolitan Police Department

Saint Louis, Missouri

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The preparation of this map was financed in part through a planning grant from the Law Enforcement Assistance Administration

Department also records crimes in the categories of suppressible and non-suppressible. This relates to the potential of a police officer to suppress a crime through his presence. Within the six Pauly Areas served by the Foot Patrol, suppressible crimes were down 19.9 percent overall and 25.8 percent during the hours the Foot Patrol operated.

As shown in Plate 15, **Implementation and Evaluation**, a peripheral area was designated to measure any displacement effects of the High Impact Foot Patrol. This area consists of all Pauly Areas contiguous to the six areas served. Through statistical analysis, it was found that there is no indication of displacement to the immediate adjacent area. For the reported period of July through December, 1972 compared to the same time period in 1971, Part 1 crimes were down 2.3 percent and suppressible crimes during the hours the Foot Patrol operates were down 9.6 percent.

WY	ROBBERY BUSS	MISC	AGG ASLT	TOTAL PERSON	RES-DAY	BURGLARY RES-NIT	OTH-EAY (1)
68	8	15	48	150	192	85	2
33	3	4	34	80	96	43	2
51	10	5	43	122	148	42	4
4	1		2	7			
106	24	17	112	270			14
69		4	56	150			
66		7	71				
38							
55							
69	10						

Computer software programs were developed to tabulate target crimes by census tract for the entire city.

In the category of burglaries, crime was down 13 percent in the six Pauly Areas and 5.5 percent in the peripheral area. Suppressible burglaries were down 7.9 percent in the six Pauly Areas and 6.3 percent in the peripheral areas. These reductions are corroborated through the graphic indications of crime trends.

Foot Patrol Expansion

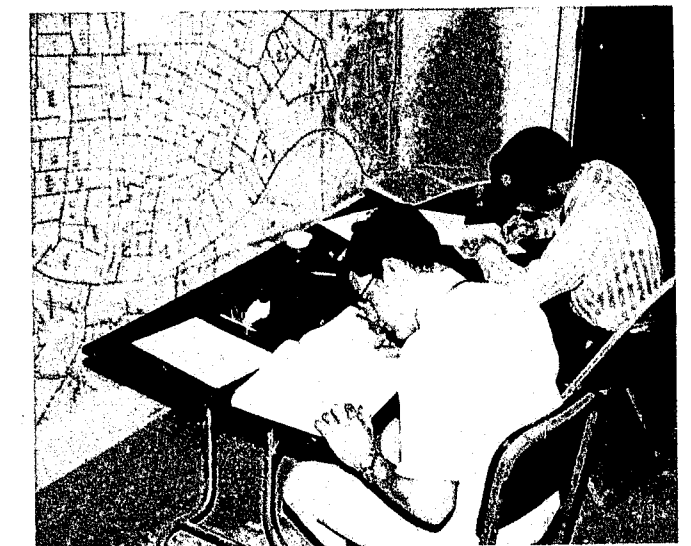
The High Impact Foot Patrol was originally deployed in six Pauly Areas in the central west



Dr. Nelson Heller addresses a seminar on evaluation requirements for Impact projects.

end, Police Districts 7, 8 and 9. The Foot Patrol functioned in these Pauly Areas for six months and demonstrated significant crime reductions. Based on the successful experience of crime reduction, the St. Louis High Impact Committee and police planners devised a plan for the expansion of the Foot Patrol.

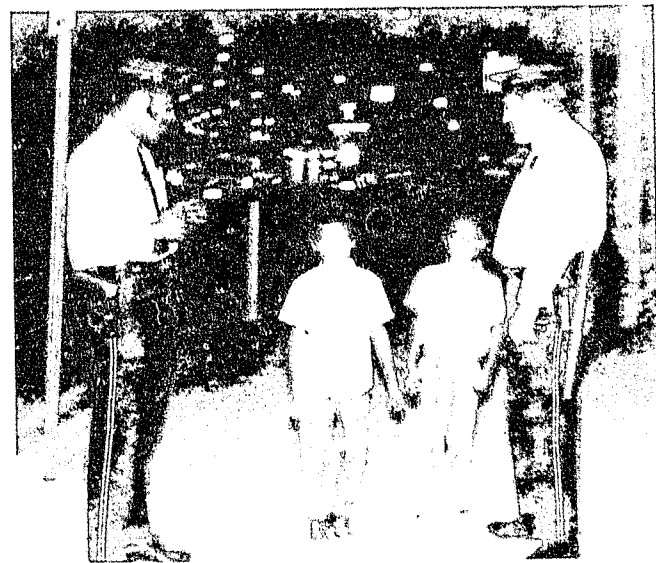
In the expansion, it was determined that the optimal patrol was two officers per Pauly Area in most instances. The Pauly Areas to be served by the regular Foot Patrol were chosen by rates of recorded crime during the past year. Through a computer program, the 20 Pauly Areas recording the highest numbers of robberies and



Evaluation Unit staff coding High Impact crime data.



At a May 18, 1972 press conference, IFAA Administrator Jerris Leonard answers questions about Operation Ident, one of the first projects funded through the St. Louis High Impact Program. With Mr. Leonard are Mrs. Del Maclellan, Co-Chairman of the Women's Crusade Against Crime, and Mr. Robert Barton, Operation Ident Project Director.



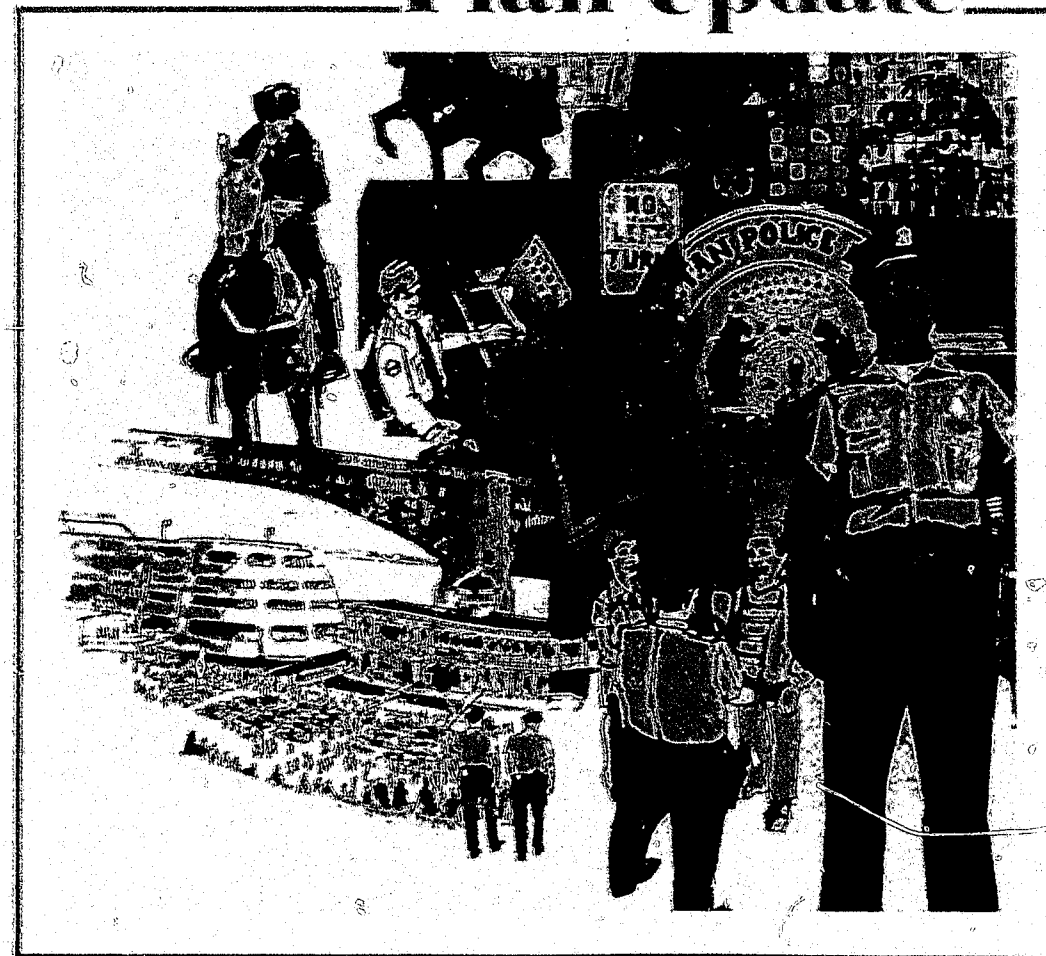
Students of the High Impact Program...

Chapter

4

Continued Implementation

Saint Louis High Impact Plan Update



Chapter
4
Continued Implementation

The primary objective of the Plan Update process was to assemble the most recent and accurate information on the effectiveness of projects funded under Impact and to use this information in conjunction with data on recent crime trends to design the continuation of the program. Chapter 1 of this document outlines the historic origins of the program. The second chapter includes a discussion of the early implementation of projects and the resources assigned to carry out the evaluation. Chapter 3 comprises a summary of baseline data along with the most recent updates of these data in written and graphic form.

Based upon an implementation experience extending from June, 1972 through February, 1973, the original project task descriptions included in the plan were reconsidered. Information which was utilized in this reconsideration included an extensive statistical analysis of crime trends by census tract and Pauly Area using the St. Louis Police crime file. The planning team also had at its disposal the programmatic and fiscal records kept by individual project directors, as well as field review report on most of the early start Impact projects.

The focus of the reconsideration was the question, "Is this specific project task description, which was translated by a host agency into an implemented project, effective in reducing stranger-to-stranger crime and burglary in St. Louis." In addition, the reconsideration raised the question, "Are there any modifica-

tions to this project which would allow it to more efficiently and effectively accomplish the proposed objectives."

The personnel involved in this detailed review included the planning staff which originally formulated the Impact Plan. For the update, members of the High Impact Evaluation Unit were also part of this analysis and discussion.

As outlined in the original plan document, when more accurate and germane data about the effectiveness of projects and the nature of the crime problem in St. Louis could be generated, these would be input to the planning process to modify the program to better accomplish the proposed objectives. This constituted the primary focus of the reconsideration of project task descriptions. Using the data compiled on projects and the rate and character of crime in St. Louis, specific modifications and consolidations of project task descriptions were devised. These were translated into proposed Phase II and Phase III refundings of specific projects.

To complement the reconsideration process, a letter was sent to each project director requesting similar advice and guidance. Project directors were asked to make any suggestions for modifications in projects which would result in more effective and efficient achievement of High Impact objectives. In addition to this, revised project task descriptions are being distributed to the members of the High Impact Task Forces for their consideration. Through a series of sessions, each Task Force member is given the opportunity to raise objections to these revisions or to give additional advice and counsel. The planning process therefore resulted in a consolidation and analysis of the best available information both on the rate and character of crime and the effective implementation of Impact projects.

Involving the experience and intelligence of project directors is in keeping with the general intent of the St. Louis High Impact Plan. Heavy responsibility falls upon the administrators and policy makers of the criminal justice agencies in the city. By eliciting the interest and cooperation of those persons who ulti-

imately must make individual projects successful, the prognosis for effective implementation of the program is improved.

All of these data were created specifically to inform members of the five Task Forces of the operation of the program and the resulting crime trends. The Task Forces are being asked to contribute their professional advice and counsel to insure that the continued implementation of the Impact Program will achieve its objectives. If there are specific opportunities to design projects which will effectively reduce stranger-to-stranger crime and burglary in St. Louis, the Task Force members are being asked to identify such tasks and to assist in the design of such projects. To facilitate the submission of these suggestions, a Project Task Summary Form and check list is being included in Appendix I of this document. Submission of additional proposed project tasks is by no means confined to Task Force members. Anyone with a recommendation that may be funded under Impact guidelines and shows reasonable promise of reducing stranger-to-stranger crime and burglary in St. Louis will be given full consideration.

In order to facilitate project design of additional suggestions, the Project Task Summary Form requires that the person making the suggestion briefly describe the project task. The host agency should also be identified and the signature of the chief administrator should be included on the form so that his concurrence in the feasibility of the proposed project may be on record from the beginning. The format of the project task summary is very similar to the project summaries below so that the new recommendation may be easily translated into a grant application.

The inclusion of the Project Task Summary Form insures that the planning process remains open ended. If there are identifiable tasks that have been overlooked by the High Impact planning team, the summary form represents a procedure whereby new suggestions may be submitted and given thorough consideration. Project Task Summaries may be submitted for consideration at any time during the life of the program.

Rationale for Modification

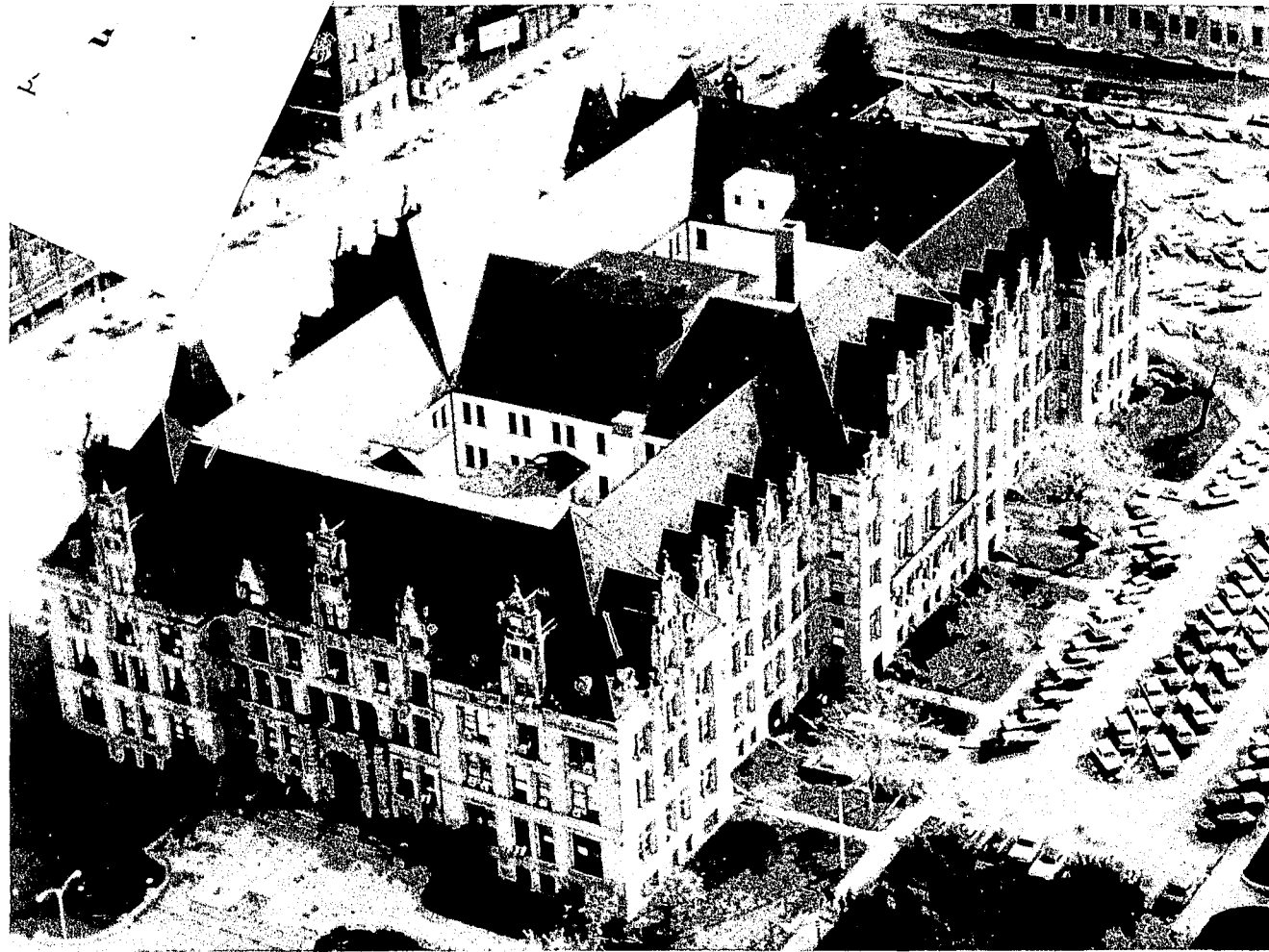
The High Impact planning team developed the rationale which is published in the first three chapters of this report. Professionals from the staffs of the SPA, Crime Commission and Region 5 have carried out a field review of Impact projects in order to insure the progress of implementation and to design evaluations. Based on this intelligence, along with the preliminary results of the evaluation, each ongoing project was given a project summary. The summaries are included below for review by Task Force members.

In the process of carrying out the field review, projects were examined both fiscally and programmatically. The field review procedure is designed to assist project directors in implementing their projects in an orderly and efficient manner. When difficulties were encountered, planning team staff worked with project directors to correct deficiencies and to better address Impact objectives.

In the project summaries below it was first determined that the project in question did, in fact, contribute to the achievement of Impact objectives. A budget was projected for a twelve month period in almost all cases. This will serve to reduce the amount of paper work necessary for continued implementation.

The project summaries also included a statement regarding progress in the first phase of operation. This is a preliminary statement of evaluation. A more thorough and comprehensive evaluation of the effectiveness of projects will have to wait until an appropriate data base is established. The project summaries represent the best professional advice regarding continued implementation of operational Impact projects.

Just as the original project was justified by the rationale presented in the plan document published in April, 1972, any new project tasks must ultimately be justified based on the data contained in this document. Agencies and individuals interested in designing a specific project designed to reduce stranger-to-stranger crime and burglary should establish their rationale for funding in this way.



St. Louis City Hall is located at the corner of 12th and Market Streets at the center of a cluster of municipal, court and cultural buildings.

The target year for a twenty percent reduction of burglary and stranger-to-stranger crime is 1976. By that time it is anticipated that many of the key Impact projects will have gone through three or more phases and, if found effective in reducing crime, will have been assumed under the normal operating responsibilities of the criminal justice agency. It is important that host agency administrators and project directors recognize the nature of the commitment by LEAA. The key objective under Impact was to demonstrate effective crime reduction on a relatively short term basis during the five year life of the program. It is assumed that effective crime reduction measures will be ongoing with alternative sources of funding.

In this first Plan Update and in future Plan Updates, the ultimate rationale for refunding will be demonstrated effectiveness in crime reduction or criminal justice service improvement. Projects will be evaluated for their effectiveness in this regard. This rationale for funding and refunding will apply to any new or proposed project tasks.

The review process for project tasks submitted in the future will entail a technical review by the Region 5 Council staff and the Crime Commission staff and, in cases where a task is found potentially effective in reducing stranger-to-stranger crime and burglary, it will be submitted for review to the crime commission prior to preparation of a grant application form.

The Planning Process

During the months of January and February, 1973, the data for the Plan Update was being compiled. These data included crime statistics for 1972 as well as data on the operation of Impact projects. In the middle of February, 1973, a letter was sent to all Impact project directors requesting any comments or suggestions for the modification of projects to make them more effective in reducing target crimes. In response to this letter, nearly all project directors and host agency administrators replied with constructive recommendations. These were taken into account along with the field audit reports and preliminary evaluations.

The first draft of the Plan Update was completed in February and sent to the members of the five Task Forces early in March. Task Force members were asked, in a cover letter, to thoroughly review the draft including the graphics and the project summaries. They were also informed that their comments and suggestions would be requested at the five Task Force meetings scheduled for March 15 and 16, 1973.

Included in the Plan Update draft as Appendix I was a Project Task Summary Form. This form was included in order to encourage and structure specific suggestions for additional projects to reduce the target crimes. The planning team did not feel that every conceivable idea had been exhausted in attempting to identify legitimate Impact project

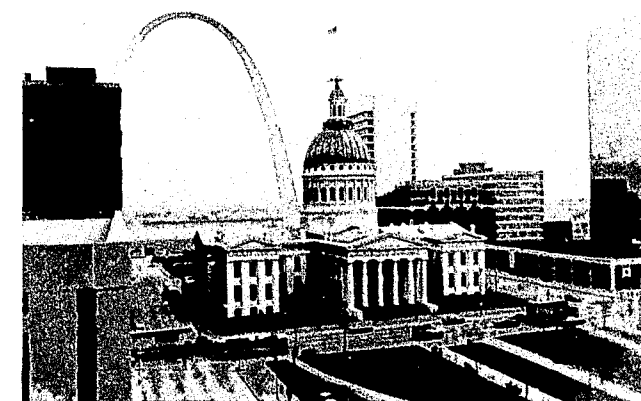
tasks. The Impact Plan process is envisioned by the planning team as an open ended process. Agencies and individuals are encouraged to identify project tasks which may subsequently be translated into a project that might be effective in reducing the target crimes.

During the remainder of the Impact Program, this mechanism will continue to be available. The Project Task Summary Form requires the identification of a host agency and the signature of its chief administrator confirming feasibility. As shown in Appendix I, the form also includes space for a budget estimate, the definition of project objectives and identification of hard cash match. Along with the form is included a checklist to help guide the agency or individual submitting the recommendation to facilitate easy translation into a project grant application.

The five Task Forces met on March 15 and 16, 1973. The police, courts and corrections Task Forces met on the 15th and the drug abuse control and juvenile justice Task Forces met on the 16th. The agenda included a welcome and statement of purpose by Crime Commission Acting Executive Director Henry Rathert. Following this, Region 5 Executive Director Floyd Richards gave a status report of the St. Louis High Impact Program. This was followed by a capsule description of the Plan Update process by Region 5 Assistant Director Martin Braeske. The Task Force Chairman then began a review of operational Impact projects, by calling on project directors to give a summary report. Task Force members guests were given the opportunity to ask questions of project directors regarding the operation and progress of Impact projects.

Following the review of operational projects, the Task Force Chairman requested that any additional project tasks be presented to the Task Force for their review and consideration. A number of new proposals were presented at the five Task Force meetings.

On March 19 and 20, the Crime Commission met to hear the reports of the Task Force Chairmen. Each Chairman outlined the activities of his Task Force and made a recom-



Located just west of the Arch is the Old Courthouse, site of the famous Dread Scott Case.



LEAA Administrator Jerris Leonard discusses the St. Louis High Impact Program at a press conference in St. Louis on May 18, 1972.

Commission moved to explore the proposal further by having members look at the prototype in Wichita.

The Courts Task Force Chairman recommended the approval for ongoing funding of the ten courts projects and the Crime Commission approved his recommendation. The Corrections Task Force reviewed six projects and the Chairmen recommended approval of all. The Crime Commission approved his recommendation and also recommended the approval of an additional correctional services project for the Adult Corrections Division of the Department of Welfare and a project to provide additional resources to the State Board of Probation and Parole to provide pre-trial release reports to Circuit Court Judges.

The Drugs Task Force reviewed the T.A.S.C. application which is about to be funded and an additional project submitted for Narconon. The Task Force Chairman recommended the approval of the ongoing task project but suggested that the Narconon not be funded at the present time. The Crime Commission concurred in the Task Force Chairman's recommendation.

The final Task Force report was presented to the Crime Commission on Tuesday afternoon, March 20, 1973. Ten juvenile projects were recommended for ongoing funding by the Task Force Chairmen. The Crime Commission concur in the Chairmen's recommendation. Five additional project tasks in the juvenile area had been presented in the Task Force meeting. The Chairmen recommended that none of these be approved at the present time until the concepts were sufficiently defined to make a judgement regarding their potential effectiveness in reducing stranger-to-stranger crime and burglary. The agencies submitting proposed new tasks were encouraged to further define their concepts for resubmission to the Crime Commission at a later date.

At the two session meeting on March 19 and 20, the Crime Commission approved the Plan Update and concurred in the recommendations of the five Task Force Chairmen. These recommendations are presented in the project summaries below.

SAINT LOUIS HIGH IMPACT PROJECT SUMMARIES

Project	Host Agency	Page
Home Detention 5-72	Juvenile Court	46 7/72
Residential Crisis Unit 11-72	Juvenile Court	47 11/72
Deputy Juvenile Officer Aide 2-73	Juvenile Court	48 1/72
Providence Educational Center 5-72	Juvenile Court	49 7/72 (new)
Circuit Court Diagnostic Treatment Center 1-73	Juvenile Court	50 1-72
Consolidated Criminal Trial Division 11-72	22nd Judicial Circuit	51 (new)
Improvement of Court Automation 11-72	22nd Judicial Circuit	52 8/72
Law Clerk for Circuit Court Criminal Division 11-72	22nd Judicial Circuit	53 11/72
Expanded Circuit Court Improvement 4-73	22nd Judicial Circuit	54 (new)
Circuit Court Improvement 4-73	22nd Judicial Circuit	55 7/73
Court Transcription Backlog 4-73	Missouri Court of Appeals, St. Louis District	56 10/72
St. Louis Court Improvement 1/73	Missouri Court of Appeals, St. Louis District	57 1/72
Research Department 10-72	Missouri Court of Appeals, St. Louis District	58 9/72
Circuit Attorney Criminal Investigation Unit 11-72	Circuit Attorney	59 11-72
Circuit Attorney's Improved Crime Reporting Process 11-72	Circuit Attorney	60 (new)
Probation and Parole Service Project 11-72	St. Louis Court of Criminal Corrections	61 7-72
Operation IDENT 8-72	St. Louis Metropolitan Police Department	62 7-72
Foot Patrol 6-72	St. Louis Metropolitan Police Department	63 6-72
Burglary Prevention Unit 7-72	St. Louis Metropolitan Police Department	64 6-72
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Police Youth Corps 11-72	St. Louis Metropolitan Police Department	66 11-72
Team Counseling—Hard Core Delinquents 1-73	St. Louis Metropolitan Police Department	67 12-72
Citizen's Reserve 11-72	St. Louis Metropolitan Police Department	68 10-72
Multi-Media Crime Prevention 9-72	St. Louis Metropolitan Police Department	69 8-72
Mounted Patrol 11-72	St. Louis Metropolitan Police Department	70 11-72
Community Service Officer 4-73	St. Louis Metropolitan Police Department	71 4-73
FLAIR (Fleet Location and Information Recorder) 8-72	St. Louis Metropolitan Police Department	72 (new)
Community Treatment Centers 8-72	St. Louis Department of Welfare	73 4-73 (new)
Coordinator of Probation and Parole Efforts (COPE) 10-72	St. Louis Department of Welfare	74 10-72
Diagnostic-Evaluation Unit 1-73	St. Louis Department of Welfare	75 12-72
Vocational Training—Auto Mechanics 1-73	St. Louis Department of Welfare	76 cancelled
Comprehensive Corrections Service Project 1-73	St. Louis Department of Welfare	77 (new)
Adult Job Development 1-73	St. Louis Department of Welfare	78 (new)
Aftercare Missouri Hills 1-73	St. Louis Division of Children's Services	79 7-72
Industrial Skills for Juveniles at Missouri Hills 4-73	St. Louis Division of Children's Services	80 2-73
Intensive Aftercare 8-72	Missouri Board of Training Schools	81 11-72
Intensive Supervision Unit 8-72	Missouri Board of Probation and Parole	82 7-72
Pre-Trial Release 1-73	Missouri Board of Probation and Parole	83 (new)
Project to Reduce Truancy (PISA) 1-73	St. Louis Board of Education	84 9-72
Treatment Alternative to Street Crime (TASC) 8-72	St. Louis State Hospital	85 rejected
Student Work Assistance 8-72	Mayor's Council on Youth	86 8-72
Target Hardening 1-73	St. Louis Office of Aging	87 rejected
Tenant Security Uplift 1-73	St. Louis Public Housing Authority	88 9-72
High Security Juvenile Treatment Facility 1-73	Missouri Board of Training Schools Juvenile Court	89 rejected
Increased Impact Visibility 1-73	St. Louis Commission on Crime and Law Enforcement	90 (new)
Adult Corrections and Probation and Parole Admin. Info. Systems 5-72	Regional Justice Information System (REJIS)	91 7/72

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Home Detention
HOST AGENCY: St. Louis City Juvenile Court
PROJECT NUMBER: S-MP5-72-c2 S-MP36-72-c2

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>	<u>PHASE III</u>
Federal	\$92,000	\$184,000	\$192,000
Hard Match	N/A	N/A	N/A
<u>In-Kind</u>	<u>\$31,100</u>	<u>\$ 61,659</u>	<u>\$ 64,000</u>
<u>TOTAL</u>	<u>\$123,100</u>	<u>\$245,659</u>	<u>\$256,000</u>

SUBGRANT PERIOD:

Phase I: May 15, 1972 to November 15, 1972,
extended to December 1, 1972
Phase II: December 1, 1972 to November 30, 1973
Phase III: December 1, 1973 to November 30, 1974

PROJECT DESIGN: The project is designed to demonstrate the workability and economy of placing youths, who would otherwise require secure detention, under the intensive supervision of a "Community Youth Leader". This worker has an assignment of five detainees and is free from all other assignments. His primary objective is to keep youths trouble free and available to the court during the period of their detention.

PROJECT OBJECTIVES: (1) To keep offenders assigned to project as trouble free and available to the court as those in the detention center. (2) To provide an intensive type of supportive supervision to youths assigned to the program. (3) To relieve pressure on the juvenile detention center and provide a more economical means of juvenile detention.

PHASE I PROGRESS: Fourteen community youth leaders are operating in the program, with caseloads of five youths each. A report for the first year's operation indicated that 406 had been assigned to the program, of which 3.5% had been terminated because of a new offense. The population of the detention center has been substantially reduced and cost figure indicate a significantly lower cost per detainee for the Home Detention Project than for regular detention (Approximately \$7-9 per day verses \$17 in the Detention Center)

PHASE II PROJECTION: The experience of the project to date has indicated several modifications and expansions from the original concept. Home Detention supervision is being extended to post trial youths under suspended commitments. The same basic project goals govern this application of the project. It is also anticipated that caseload levels can be increased from five to ten youths per community youth leader. Project experience indicates that this can be done without seriously threatening project goals. This will potentially provide a 100% increase in project productivity. The same basic level of funding, with provision for regular salary increases, is anticipated for the next phase.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Residential Crisis Unit
HOST AGENCY: St. Louis Juvenile Court
PROJECT NUMBER: S-MP28-72-c4

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$20,000	\$40,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$ 6,700</u>	<u>\$13,400</u>
<u>TOTAL</u>	<u>\$26,700</u>	<u>\$53,400</u>

SUBGRANT PERIOD: Phase I - November 27, 1972 to May 31, 1973,
project to be extended through June 30, 1973

Phase II - July 1, 1973 to June 30, 1974

PROJECT DESIGN: The project is operated by the Girls Home, a private not-for-profit agency operating a residential correctional facility in St. Louis. The basic purpose of the project is to provide a treatment facility for girls in acute stages of personal and family crisis as an alternative to detention. The project deals with girls referred to the center from a variety of sources and attempts to intervene in a crisis situation to prevent conflicts which may result in violence, runaways, or other offenses.

PROJECT OBJECTIVES: (1) To operate a facility providing 24 hour service to emotionally disturbed and delinquent adolescent girls, including counseling, referral services and residential care and treatment on a short term basis (2) To provide a treatment alternative in crisis situations and to reduce the probability of anti-social, anti-personal and criminal acts. (3) To provide treatment early in the development of delinquency problems, reducing the likelihood of more serious criminal activity.

PHASE I PROGRESS: The physical facility and staff required for project operations have been acquired. A facility providing a project office, an eight bed overnight unit and recreational area has been provided. Project operations (i.e., treatment of referrals) was begun on January 15, 1973. Efforts to publicize the existence of the unit and establishment of liaison with related agencies have been carried out and will continue.

PHASE II PROJECTION: The major modification of programs operations indicated by experience to date concerns the staffing of the center. Due to the 24 hour a day, seven days a week nature of the program, the utilization of graduate and social work students on a part time basis has been devised as an economical and programmatically feasible method of providing the necessary manpower. The basic level of operations will be continued at the same level as anticipated in Phase I.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Deputy Juvenile Officer Aide

HOST AGENCY: St. Louis City Juvenile Court

PROJECT NUMBER: S-MP29-72-c2

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$17,000	\$34,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$ 7,182</u>	<u>\$14,362</u>
<u>TOTAL</u>	<u>\$24,182</u>	<u>\$48,362</u>

SUBGRANT PERIOD: Phase I: February 1, 1973 to July 31, 1973

Phase II: August 1, 1973 to July 31, 1974

PROJECT DESIGN: The project provides twelve juvenile officer aides for the probation department of the Court. Working on part time basis (15 hours per week), these aides assist Deputy Juvenile Officers in the supervision of offenders under the jurisdiction of the Court. Due to the case-load and investigative and reporting demands on Deputy Officers, their capacity to provide direct contact and intensive supervision is very limited. The Deputy Juvenile Officer Aides will be utilized to provide increased contact with Court clients and upgrade the level of supervision. The selection of cases to receive Deputy Juvenile Aide supervision will concentrate on Youth involved in stranger-to-stranger crime and burglary.

PROJECT OBJECTIVES: (1) To increase the intensity and effectiveness of the supervision or probation process by increasing contacts and upgrading monitoring of clients. It is projected that each Aide will be assigned 15 supervision cases, which would provide a total Deputy Juvenile Officer Aide caseload level of 180 youths. (2) To reduce repeated acts of delinquency of youths under supervision of the Court with a concentration on Impact crime offenders.

PHASE I PROGRESS: The project start up date has been revised to February 1, 1973. Recruitment of applicants has been completed; screening and selection of applicants to complete staffing is being accomplished.

PHASE II PROJECTION: Current projections call for the same basic operational level in Phase II. Based upon the experience of the first six months of operations, the programmatic methodology and operational level will be re-evaluated.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Providence Educational Center

HOST AGENCY: St. Louis City Juvenile Court

PROJECT NUMBER: S-MP23-72-c3 (E)

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$150,000	\$315,993
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$ 50,000</u>	<u>\$105,976</u>
<u>TOTAL</u>	<u>\$200,000</u>	<u>\$421,969</u>

SUBGRANT PERIOD: Phase I Planned - May 15, 1972 to February 15, 1973
Actual - May 15, 1972 to March 15, 1973

Phase II March 15, 1973 to March 15, 1974

PROJECT DESIGN: During 1969 and 1970 there were 11,550 and 9,914 referrals to the Juvenile Court, respectively. The basic purpose of the Providence Educational Center is to conduct an educational program for 100 boys from the inner city who, because of truancy, poor family situations, or open court cases, have demonstrated psychological or social needs which are not met in existing educational institutions.

PROJECT OBJECTIVES: (1) To reduce street crime for those students enrolled in the program. (2) To improve the educational ability of the students enrolled to pass an eighth grade equivalency examination. (3) Reduce the truancy percentage of those enrolled in the program. (4) Seek to secure placement for those leaving the program in a high school or Job Corps.

PHASE I PROGRESS: The project began as scheduled on May 15, 1972. By October 31, 1972, 86 juveniles had been enrolled in the program with 71 active participants. The program participants upon coming into the program had an absentee rate of 55%; while in the program the absentee rate has been reduced to 13%. The program has operated on schedule during Phase I.

PHASE II PROJECTION: The Phase I goal of 75 boys will be increased to 100 boys. In order to provide a resocialization of the juvenile, weekly individual and group conferences will be held with the juvenile, Deputy Juvenile Officer, and family. In addition an aftercare program will be initiated for those individuals leaving the program.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Circuit Court Diagnostic Treatment Center

HOST AGENCY: St. Louis City Juvenile Court

PROJECT NUMBER: S-MP32-72-e2

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$75,000	\$235,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$25,031</u>	<u>\$ 78,500</u>
TOTAL	\$100,031	\$313,500

SUBGRANT PERIOD: Phase I: January 1, 1973 to June 30, 1973, project to be extended through August 31, 1973

Phase II: September 1, 1973 through August 31, 1974

PROJECT DESIGN: This project extends psychiatric and psychological diagnostic and treatment services to the Criminal Division of the Twenty-Second Circuit Court. Through these services, the project is designed to identify and treat offenders who are most physically dangerous and likely to commit additional violent crimes. From its base operations in the Juvenile Court, the project will extend services to Adult offenders by making recommendations to the Criminal Courts and the State Board of Probation and Parole regarding the need for mental health services, appropriateness of probation, specific treatment approaches, etc.

PROJECT OBJECTIVES: (1) To provide psychological and psychiatric evaluations for adult and juvenile offenders to identify mentally disturbed potentially dangerous persons. (2) To make specific recommendations to the Courts and the Missouri Board of Probation and Parole regarding treatment and supervision alternatives. (3) To provide a wide range of treatment to selected offenders, including individual and group therapy, coordination with the Missouri Division of Mental Health, etc.

PHASE I PROGRESS: With the beginning of the grant period adjusted to January 1, 1973, the project has acquired the required physical facilities and is in the process of recruiting staff. The required authorization from the Circuit Court has been obtained and the necessary relationships with the Court and the Board of Probation and Parole have been established.

PHASE II PROJECTION: Although the Diagnostic Treatment Center functions as one operational unit, the juvenile and adult components are funded separately (from regular Action funds and Impact funds respectively). In Phase II, it is proposed that the funding of the Center be consolidated under Impact funding. This would entail the addition of staff and supporting costs now serving the Juvenile Division. This would require an annual amount of \$85,000 in addition to the \$150,000 annual cost of maintaining the Adult component funded under the first phase of Impact.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Consolidated Criminal Trial Division

HOST AGENCY: 22nd Judicial Circuit

PROJECT NUMBER: To be assigned

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	N/A	\$150,000
Hard Match	N/A	\$ 20,000
<u>In-Kind</u>	<u>N/A</u>	<u>\$ 30,000</u>
TOTAL		\$200,000

SUBGRANT PERIOD: May 15, 1973 to December 31, 1973

PROJECT DESIGN: The initial phase will be to hire an architect to plan and design the court consolidation project. The architectural plans for the renovation of the Municipal Courts Building will be drafted and the first phases of the renovation work will be performed.

PROJECT OBJECTIVES: To convert the Municipal Courts Building into a totally criminal court related structure. To move three criminal trial divisions from the Civil Courts Building to the Municipal Courts Building. To increase security in criminal cases. To provide more space for court related activities, e. g., Court Administrator, Public Defender, Circuit Attorney, etc.

PHASE I PROGRESS: This project did not receive FY 1972 Impact funds. The 1st phase would be to do all required architectural work and begin the initial stages of renovation.

PHASE II PROJECTION: FY 1974 funds (approximately \$350,000) will be used to complete the renovation of the Municipal Courts Building which will consolidate all criminal trial divisions in one building and provide more space to court related activities.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Improvement of Court Automation

HOST AGENCY: 22nd Judicial Circuit Court

PROJECT NUMBER:

<u>FUNDING:</u>	<u>PHASE I</u>	<u>Phase II</u>
Federal	\$29,531	See-Expanded Circuit
Hard Match	N/A	Court Improvement
<u>In-Kind</u>	<u>\$11,734</u>	
TOTAL	\$41,734	

SUBGRANT PERIOD:

Phase I : Original-June 5, 1972 to Dec. 5, 1972
Revised - Jan. 1, 1973 to June 30, 1973
Actual - April 1, 1973 to Sept. 30, 1973

Phase II: July 1, 1973 to June 30, 1974
(phased into Expanded Circuit Court Improvement grant)

PROJECT DESIGN: The project is designed to provide the 22nd Circuit Court with an in-house computer programming capacity by hiring a maintenance programmer who would be responsible for all court computer programming and maintenance operations. Programming to date has been accomplished by contracting with an independent contractor.

PROJECT OBJECTIVES: To develop an in-house computer programming capability. To expedite and improve the ability of the court to more rapidly dispose of cases awaiting trial. To reduce the waiting time of police personnel to free officers for normal police duties.

PHASE I PROGRESS: The program has been plagued by administrative delays. Office renovation to provide additional space to the court administrator's office is desperately needed before the project can proceed. Also, problems have arisen over the tie-in with REJIS since that is a court automation project.

PHASE II PROJECTION: It is suggested that this project be combined with two other 22nd Circuit Court Impact projects to form a combined Circuit Court Improvement Project. This enlarged project would include the salary for the maintenance programmer, a clerk, and required supportive costs - office supplies, etc. (See Expanded Circuit Court Improvement Project Phase II).

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Law Clerk for Circuit Court Criminal Division

HOST AGENCY: 22nd Judicial Circuit

PROJECT NUMBER:

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$10,000	See-Expanded Circuit
Hard Match	N/A	Court Improvement
<u>In-Kind</u>	<u>\$ 3,632</u>	
TOTAL	\$13,632	

SUBGRANT PERIOD: Phase I: Original-June 5, 1972 to Dec. 5, 1972
Actual-December 1, 1972 to May 31, 1973
Anticipate extension to June 30, 1973

Phase II: July 1, 1973 to June 30, 1974

PROJECT DESIGN: The project adds a law clerk to assist the judges in the criminal division to keep current with changes in the criminal law. The increasing caseload in the Circuit Court has made it difficult for the judges to maintain the proper research to keep abreast of current changes in the criminal law.

PROJECT OBJECTIVES: To hire a law clerk for the criminal division to review new orders and opinions of the U. S. and Missouri Supreme Courts relating to changes in criminal procedural and substantive law. To provide a ready source of information of the nature and impact of criminal law changes to the judges of the criminal division.

PHASE I PROGRESS: Both the law clerk and stenographer, have been employed and are now supporting the criminal division. Delay was encountered in getting this grant approved.

PHASE II PROJECTION: As with the other Circuit Court Impact grants, this project is recommended for continued funding in the second phase in an expanded more comprehensive grant to the 22nd Circuit. The law clerk and stenographer would be only one component of an overall grant to the 22nd Circuit supporting the Court Administrator's office and the criminal division. See Expanded Circuit Court Improvement Project Phase II.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Expanded Circuit Court Improvement

HOST AGENCY: 22nd Judicial Circuit

PROJECT NUMBER: 1972- SMP13-72-e3, SMP14-72-e3, SMP35-72-e3

<u>FUNDING:</u>	<u>PHASE I *</u>	<u>PHASE II</u>
Federal	\$59,511	\$75,000
Hard Match	N/A	\$25,000
In-Kind	\$22,096	\$ N/A
TOTAL	\$81,607	\$100,000

* Compilation of 3 Phase I projects to the 22nd Circuit being combined into one project for second phase .

SUBGRANT PERIOD: Anticipate 3 Phase I projects to terminate on or about June 30, 1973

Phase II: July 1, 1973 to June 30, 1974

PROJECT DESIGN: This project would combine three projects to the 22nd Circuit Court now separately funded. The comprehensive program would include support staff in three areas -- docket control and court automation, the court administrator's office, and law clerk and stenographer for the criminal division.

PROJECT OBJECTIVES: The overall objective of this comprehensive program is to expedite and improve the ability of the court to more rapidly dispose of cases awaiting trial by (1) developing an in-house computer programming capability (2) reducing the criminal court backlog with additional supportive staff and (3) providing a source of information on the nature and impact of criminal law changes with the aid of a law clerk.

PHASE I PROGRESS: Delays were encountered in getting each grant approved. Each grant basically involves support to the court administrator's office and therefore, consolidation is recommended to lessen the time required for grant administration and reporting.

PHASE II PROJECTION: This comprehensive grant would provide consolidated support to the court administrator's office. As outlined in the project objectives, support staff would be provided in three areas to the 22nd Circuit Court through the Court Administrator's office.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Circuit Court Improvement

HOST AGENCY: 22nd Judicial Circuit

PROJECT NUMBER: S-MP35-72-e3

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II *</u>
Federal	\$20,000	\$75,000
Hard Match	N/A	\$25,000
In-Kind	\$ 6,730	N/A
TOTAL	\$26,730	\$100,000

* See Expanded Circuit Court Improvement which consolidates three Phase I Impact Programs

SUBGRANT PERIOD: Phase I Original-Oct. 1,1972 to March 31,1973
Anticipate extension through June 30, 1973

Phase II July 1, 1973 to June 30, 1974

PROJECT DESIGN: The project is designed to provide for continued improvement of the criminal court to more effectively and expeditiously reduce the criminal court backlog. This grant continues previous action grants which provide support personnel to aid in record keeping and docket control. The additional support personnel have been hired to move cases to trial with the least possible delay.

PROJECT OBJECTIVES: To reduce the backlog of court cases. To reduce the jail population by bringing defendants to trial in a shorter period of time. To add administrative support to the Court Administrator's office including a Docket Controller, Stenographer, Swing Court Reporter and Assistant Court Administrator.

PHASE I PROGRESS: Since this grant was a continuation of previously funded action grants, some of the project personnel had already been hired. This grant, however, was not approved for funding until early 1973. The delay in approval has prevented the full implementation of the project and the full achievement of project objectives.

PHASE II PROJECTION: For the second phase of Impact funding, this project will be expanded to include the law clerk, stenographer and maintenance programmer from other Impact funded grants. One comprehensive court improvement grant is recommended rather than three separate grants. See Expanded Circuit Court Improvement Project Phase II.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Court Transcription Backlog

HOST AGENCY: Missouri Court of Appeals, St. Louis District

PROJECT NUMBER: S-MP30-72-e2

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$75,000	\$105,000
Hard Match	N/A	14,000
<u>In-Kind</u>	<u>\$25,075</u>	<u>\$ 21,000</u>
TOTAL	\$100,075	\$140,000

SUBGRANT PERIOD: Phase I: June 15, 1972 to December 15, 1972
(Projected to be extended through
October 31, 1973)

Phase II: November 1, 1973 through October 31, 1974

PROJECT DESIGN: This project is designed to address the problem of criminal case backlogs in the 22nd Judicial Circuit. Two basic areas of activity are identified: (1) provision of additional court reporters, transcribers and secretaries to reduce the current backlog (2) exploration of new techniques to improve transcription efficiency with the primary focus on computerized methods.

PROJECT OBJECTIVES: (1) To eliminate the present backlog of cases in the 22nd Judicial Circuit (2) To establish the feasibility of computerized transcription (3) To screen and train court reporters in computerized transcription techniques

PHASE I PROGRESS: Due to a lack of space available to the 22nd Circuit Court, the staff provided by the grant has not yet been hired. Provisions are being made to acquire the needed space. Technical problems with the computerized transcription techniques to be examined have delayed implementation in this area.

PHASE II PROJECTION: Phase II operations are projected to include court reporting and clerical staff at the same level. The implementation of new transcription procedures will involve additional consultant and equipment costs which will depend on the results of first phase feasibility studies. Approximately \$24,000 has been provided in Phase II to cover the costs of additional consulting, equipment and special supplies for this phase.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: St. Louis Court Improvement

HOST AGENCY: Missouri Court of Appeals, St. Louis District

PROJECT NUMBER: S-MP25-72-e2

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$40,000	\$50,000
Hard Match	N/A	\$ 6,667
<u>In-Kind</u>	<u>\$13,924</u>	<u>\$10,000</u>
TOTAL	\$53,944	\$66,667

SUBGRANT PERIOD: Phase I - Original: June 19, 1972 to December 20, 1972
Actual: October 1, 1972 to March 31, 1973
Anticipate extension through June 30, 1973

Phase II - July 1, 1973 to June 30, 1974

PROJECT DESIGN: The project design is to hire a project director who coordinates the activities of various resources and reports to the Committee on the Courts. The committee's function is to both originate and review proposals for court improvement and work for the speedy implementation of recommended changes. An inventory of potential improvement will be developed. Typical cases will be followed through the system to pinpoint delays and inefficiencies.

PROJECT OBJECTIVES: To identify and recommend improvements that can be put into effect promptly through the action of the courts and court-related agencies. To carry out the first portion of a comprehensive review of the post-arrest processing of criminal defendants. To establish better communications between the Judges, Police Department, Prosecuting Officials, Defense Attorneys, and other agencies and individuals involved in the justice system.

PHASE I PROGRESS: The project director and an administrative assistant/secretary were hired. An inventory of potential developments has been developed. Consultant resources were utilized to trace post-arrest processing of criminal defendants. The Committee has made numerous contacts and has begun establishing priorities. Several projects have been chosen as the initial programs to recommend for immediate implementation for improvement.

PHASE II PROJECTION: The second phase of the project will involve more implementation of recommended improvements. Consultant resources will be used to supplement staff activities both in gathering information and in program implementation.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Research Department

HOST AGENCY: Missouri Court of Appeals, St. Louis District

PROJECT NUMBER: S-MP18-72-e2

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$55,000	\$125,000
Hard Match	N/A	\$ 16,667
<u>In-Kind</u>	<u>\$18,391</u>	<u>\$ 25,000</u>
TOTAL	\$73,391	\$166,667

SUBGRANT PERIOD: Phase I - Original: May 15, 1972 to December 31, 1972
Actual: October 5, 1972 to April 13, 1973
Anticipate extension through May 31, 1973
Phase II - June 1, 1973 to May 31, 1974

PROJECT DESIGN: Analysis of court operations and efficiency through the use of a supportive research department. The project's staff screens all papers and appeals filed for form and content, compliance with court procedures, and install a system on control records to alert the Chief Judge of the progress of each case. The pre-hearing section researches all material on appeals and submits a recommendation on disposition to the judges 30 days prior to hearing. All preparation and processing of court papers and research work will be geared toward precluding any build-up of appeals backlog.

PROJECT OBJECTIVES: Substantially shorten time between the filing of briefs and the disposition by opinion of appeals. Eliminate current appeal backlog. Establish a system that will preclude the future build-up of case backlogs. Increase the efficiency of the Court of Appeals in processing stranger-to-stranger and burglary crime.

PHASE I PROGRESS: The research unit has been staffed and has prepared for the court's use a pre-hearing report on every case that the court has heard since the beginning of the project. The Docket Attorney has reviewed all initial filings in the Clerk's office to check on the compliance with court rules. He has also reviewed all motions and applications for writs and has assisted the Clerk in preparing the motion docket. Presently, two rooms are being remodeled and another built in the lobby as additional space for the research unit.

PHASE II PROJECTION: With the ever increasing caseload, an additional two research attorneys have been requested to stay on top of the caseload and prevent any backlog from occurring. The research unit will continue to prepare reports in each case submitted to assist the judge in writing his opinion.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Circuit Attorney Criminal Investigation Unit

HOST AGENCY: St. Louis Circuit Attorney

PROJECT NUMBER: S-MP34-72-e3

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$100,000	\$225,000
Hard Match	N/A	\$ 30,000
<u>In-Kind</u>	<u>\$ 33,566</u>	<u>\$ 45,000</u>
TOTAL	\$133,566	\$300,000

SUBGRANT PERIOD: Phase I - Original: July 1, 1972 to Dec. 31, 1972
Actual: Nov. 1, 1972 to April 30, 1973
Anticipate extension through June 30, 1973
Phase II - July 1, 1973 to June 30, 1974

PROJECT DESIGN: A new criminal investigation unit has been established to operate on a 24 hour basis. The unit makes supplementary investigation thereby attempting to insure successful prosecution particularly of professional burglars and armed robbers. The unit also provides assistance to the St. Louis Police Department in technical and difficult areas of the law.

PROJECT OBJECTIVES: To substantially increase the number of indictments returned by the Grand Jury. To insure the successful prosecution of stranger-to-stranger crimes and burglaries. To establish a mobile warrant office. To aid the police in evidentiary and other technical legal areas.

PHASE I PROGRESS: The unit has been formed and has begun to intensely investigate stranger-to-stranger crimes and burglaries. Progress is just beginning because the staffing for the unit has only recently been completed.

PHASE II PROJECTION: Continuation of unit at existing level and the establishment of a mobile warrant office.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Circuit Attorney's Improved Crime Reporting Process

HOST AGENCY: St. Louis Circuit Attorney

PROJECT NUMBER: To be assigned

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	Not funded	\$100,000
Hard Match	in 1972	13,333
<u>In-Kind</u>		<u>\$ 20,000</u>
<u>TOTAL</u>		<u>\$133,333</u>

SUBGRANT PERIOD: June 1, 1973 to May 31, 1974

PROJECT DESIGN: Provide technical assistance by improving the processing of paper work connected with the presentation of a case.

PROJECT OBJECTIVES: Establish a Communications Center which will provide a systems approach to the typing of correspondence and legal briefs. Purchase a Leiktriever unit for card files to allow all personnel in the office to obtain information about prior criminal involvement. Microfilm office records to reduce space needed for record storage.

PHASE I PROGRESS: Not funded under Phase I.

PHASE II PROJECTION: Seeks to modernize the office procedures and record keeping capability of the Circuit Attorney's office.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Probation and Parole Service Project

HOST AGENCY: St. Louis Court of Criminal Corrections

PROJECT NUMBER: S-MP24-72-e3

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$45,000	\$97,500
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$16,561</u>	<u>\$32,500</u>
<u>TOTAL</u>	<u>\$61,561</u>	<u>\$130,000</u>

SUBGRANT PERIOD: Phase I: November 1, 1972 to April 30, 1973,
Extended through May 31, 1973

Phase II: June 1, 1973 to May 31, 1974

PROJECT DESIGN: The St. Louis Court of Criminal Corrections places 800-1000 convicted individuals on probation or parole annually. With previous Court resources, adequate supervision of cases was not possible, only "paper supervision" was provided. With the four new Probation and Parole officers and supporting staff provided by this project, professional supervision of probationers and parolees is provided, including frequent direct contact, counseling, employment counseling, etc.

PROJECT OBJECTIVES: (1) To provide professional supervision to clients with histories of Impact crimes that the previous staff could not provide. (2) To reduce probation violation and repeat criminal activity among the project's clients.

PHASE I PROGRESS: Office space was leased, equipment and supplies were purchased, and staff was hired in the first eight weeks of the project. Over 800 clients case records were reviewed and 200 cases who were in need of immediate assistance, were transferred to the new office. As of 1/15/73, all persons placed on probation are evaluated by the new staff prior to the formalization of a treatment plan. 244 clients are now under the supervision of the new office with an average caseload of 61 clients per officer. Many more of these clients could be placed on minimum supervision, if the one problem of unemployment could be more effectively handled.

PHASE II PROJECTION: Second phase operations will basically be carried out at the same level as the first phase. One problem which appears to be integral to the effective deterrence of additional offenses among project clients is in the area of employment. The project has had some success in developing jobs for clients. This process has been found to be a significant drain on the time of probation and parole officers. It is felt that a job counseling specialist will increase project effectiveness in the second phase

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Operation IDENT

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NUMBER: S-MPI-72

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$33,000	\$38,400
Hard Match	N/A	\$ 5,120
<u>In-Kind</u>	<u>\$14,388</u>	<u>\$ 7,680</u>
TOTAL	\$47,388	\$51,200

SUBGRANT PERIOD: Phase I: 1 Aug. 72 - 30 June 73 (Extended)

Phase II: 1 July 73 - 30 June 74

PROJECT DESIGN: (1) There were 12,786 residential burglaries in 1971. (2) Only rarely could a residential burglary victim provide positive identification of stolen property by model numbers, serial numbers, etc., during 1971. (3) Operation IDENT is designed to provide positive identification of property, and rapid retrieval of ownership information to furnish a deterrent to burglars by increasing the difficulty of fencing stolen goods and increasing the likelihood of successful prosecution.

PROJECT OBJECTIVES: Obtain and distribute electric engraving tools to mark property; distribute special decals to identify participating households; publicize the project to (1) encourage participation, and (2) discourage potential burglars. A minimum of 1,000 household participants was the initial goal.

PHASE I PROGRESS: Actual operations, as opposed to make-ready activities, began in September, 1972 with the employment of the Project Director. By 31, December, 1972, 3,000 persons were reported users of the engraving tools and 1,800 of these had registered their activities. Billboard and radio publicity has been used. The project is in close correspondence to its stated objectives and methodology of operation.

PHASE II PROJECTION: The goals are 10,000 participating households by the end of the first year and 30,000 by the end of the second year. These goals will be facilitated by increasing the project director's time from 50% to 100% and by intensifying the use of promotional materials, including hand-outs, presentations, news releases, billboards, radio, and television. Promotional material will contain information on self-help burglary prevention measures available to householders. Additional supplies and equipment will be obtained. Further sophistication of computerized records is intended to increase evaluation and crime-predictive capability.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Foot Patrol

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NUMBER: S-MP2-72 S-MPI-73

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>	<u>PHASE III</u>
Federal	\$300,000	\$1,000,000	\$1,327,937
Hard Match	N/A	\$ 133,333	\$ 177,059
<u>In-Kind</u>	<u>\$106,933</u>	<u>\$ 400,915</u>	<u>\$ 265,587</u>
TOTAL	\$406,933	\$1,534,248	\$1,770,583

SUBGRANT PERIOD: Phase I 29 June 72 - 14 Feb. 73
Phase II 14 Feb. 73 - 31 Oct. 73
Phase III 1 Oct. 73 - 30 Sep. 74

PROJECT DESIGN: The maxim that an ounce of prevention is worth a pound of cure is most applicable in the administration of justice. Officers on foot prevent crime by minimizing the opportunity to commit it. The success achieved in Phase I and II of the Foot Patrol program warrant its continuation and expansion.

PROJECT OBJECTIVES: (1) Reduce robbery and burglary in this city by 5% in 2 years and 20% in 5 years, during the hours that the program is on the street. (2) Relative increments in patrol coverage in each district due to foot patrol will be compared with normal patrol coverage by district cars.

PHASE II PROGRESS: On Friday and Saturday nights 173 men are required to staff all the positions in this program. With an authorized strength of 2232 commissioned officers, the Department is approaching the saturation point to staff overtime positions on Friday and Saturday nights. Program expansion may be restricted to Sunday thru Thursday nights. Program expansion may be restricted to Sunday thru Thursday nights. During Phase I Index crimes in the areas covered by Foot Patrol decreased by 18% while the same crimes decreased only 3% on the city-wide basis. While the methodology is effective, refinements are in order.

PHASE III PROJECTION: The level of Phase II support afforded the Department by LEAA is yielding significant flexibility. The Department contemplates close observation of the basic patrol techniques (foot, Omni, shopping centers) with a view toward attaining the most effective mixture.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Expand Burglary Prevention Unit

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NUMBER: S-MP3-72

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>	<u>PHASE III</u>
Federal	\$50,000	\$100,000	\$139,235
Hard Match	N/A	N/A	18,565
<u>In-Kind</u>	<u>\$10,560</u>	<u>\$ 14,606</u>	<u>\$ 27,847</u>
TOTAL	\$60,560	\$114,606	\$185,647

SUBGRANT PERIOD: Phase I 1 July 72 - 31 March 73
Phase II 1 Mar 73 - 31 Oct. 73
Phase III 1 Oct 73 - 30 Sep 74

PROJECT DESIGN: Burglary is the Index crime most frequently reported to police in the United States. Business burglary is particularly troublesome in that it drives business out of the central city. Small businesses, schools, and public recreation centers cannot afford alarm devices which prevent some burglaries, or when activated enhance opportunities for apprehension. This project permits the Department to temporarily install alarms at strategic locations.

PROJECT OBJECTIVES: (1) Conduct approximately 1200 security surveys of businesses in the City of St. Louis. (2) Acquire and install 53 radio frequency and dialer alarms at selected businesses. (Alarm will remain at each selected site for approximately 60 days.) (3) Give Burglary prevention lectures to the in-service training classes (2500 commissioned personnel). (4) Upon request conduct security surveys of those businesses selected by the Small Business Administration.

PHASE II PROGRESS: At this writing the Department is awaiting delivery of radio frequency alarms which transmit a digital signal to a specially equipped police car. During Phase II 23 RF alarms and 10 Dialer alarms will be in operation transmitting to both the Communications Center and designated Canine Units or a Burglary Prevention car. Business burglaries decreased 7% during 1972.

PHASE III PROJECTION: Total implementation during Phase III in essence means the distribution of 53 Department owned alarms throughout the city. This number affords the flexibility necessary to achieve the overall impact goal of 5% reduction in 2 years and a 20% reduction in 5 years. Local ordinances will be prepared for consideration by the Board of Aldermen which will contain standards on security for new business construction in this city.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Expand Evidence Technician Unit

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NUMBER: S-MP6-72-d1 (c)

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$40,000	\$60,176
Hard Match	N/A	\$ 8,024
<u>In-Kind</u>	<u>\$ 9,692</u>	<u>\$29,735</u>
TOTAL	\$49,692	\$97,935

SUBGRANT PERIOD: Phase I September 1, 1972 - March 31, 1973
Phase II March 1, 1973 - February 28, 1974

PROJECT DESIGN: Project is designed to expand the services of the ETU of the St. Louis Metropolitan Police Department Crime Laboratory. The unit will be able to inspect considerably more crime scenes due to the increase in manpower provided through the project.

PROJECT OBJECTIVES: (1) Increase Evidence Technician Unit services by providing 27 manwatches per week. (2) Increase the number of crime scenes inspected by 20% (3) Increase the percentage of Index Offense crime scenes to which the ETU responds from 27% to 30%.

PHASE I PROGRESS: During Phase I, two evidence vans were purchased and properly equipped. An additional 18 manwatches per week were provided by the ETU through secondary employment of ETU's present members.

PHASE II PROJECTION: (1) Develop and apply a reasonable standard for the percentage of index crime scenes that the ETU should search. (2) Increase the number of trained evidence specialists from 23 to 25. (3) Faster response to calls for ETU service during hours of peak demand.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Expansion of Police Youth Corps

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NUMBER: S-MP16-72 -il (C)

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$50,000	\$72,353
Hard Match	N/A	\$ 9,647
<u>In-Kind</u>	<u>\$27,172</u>	<u>\$14,471</u>
TOTAL	\$77,172	\$96,471

SUBGRANT PERIOD:

Phase I : November 1, 1972 to June 30, 1973

Phase II : June 1, 1973 to May 31, 1974

PROJECT DESIGN: According to the Task Force Report on Police, 1 in every 6 juveniles is referred to a Juvenile Court. Further, the largest percentage of persons arrested in this country are less than 24, too frequently they are between 14 and 17. The Police Youth Corps is designed to help boys and girls between 12 and 18, primarily by keeping them out of Juvenile Court.

PROJECT OBJECTIVES: (1) Recruit, select and enroll 400 additional youngsters in the program (2) Test and grade the 400 new members on the skills and knowledge acquired through the program. (3) Determine attitudes by interview of the 400 youngsters at the start and completion of Phase II.

PHASE I PROGRESS: The objective of recruiting 200 new members has been oversubscribed however, they have not been active long enough to make any judgements. Of the 950 youth members, only two have been referred to the Juvenile Court.

PHASE II PROJECTION: If the objectives are met, 1400 youngsters, boys and girls, black and white will be program participants at the end of Phase II. In 16 months this program has grown seven fold. At this writing the first Youth Corps member has met all the requirements to be appointed a probationary patrolman in the St. Louis Metropolitan Police Department. We hope to see other Youth Corps members appointed to the Force or as Police Cadets.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Expand Team Counseling-Hard Core Delinquents

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NUMBER: S-MP17-72

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$50,000	\$141,176
Hard Match	N/A	18,824
<u>In-Kind</u>	<u>\$21,582</u>	<u>\$ 28,235</u>
TOTAL	\$71,582	\$188,235

SUBGRANT PERIOD: Phase I : January 5, 1973 to June 30, 1973
Phase II : June 1, 1973 to May 31, 1974

PROJECT DESIGN: This project started in October 1, 1970 using a discretionary grant from LEAA. To enter the program a youth had to have 8 or more felony arrests. Since the program's inception the many public and private agencies concerned with juvenile justice have brought about a local situation that required dropping the original requirement from 8 to 4 felony arrests. The program uses two primary concepts: (1) behavior modification thru peer group activity; (2) a counseling team consisting of a Juvenile police officer, a Juvenile Court probationary officer and a recreation leader.

PROJECT OBJECTIVES: Obtain approval from the Juvenile Court to select a sufficient number of hard core boys and girls to maintain the programs maximum of 300 participants. (2) Of the programs 300 participants, 200 will not be arrested during Phase III. (3) More than half of the new members will undergo positive changes in attitude.

PHASE I PROGRESS: A special training program (24 hours of instruction) was given to the programs 32 counselors by Dr. Sundland, Washington University. The course was entitled Counselor Effectiveness Training using a text "Parents Effectiveness Training" as a model. Judge Gaertner, Juvenile Court Judge, continues to use this program as a sentencing alternative. The Judge publicly stated his admiration of and support for this program. A local private foundation is contributing \$50.00 per month to support the program. A computerized records system for this program is in the design stage at this writing. The design is a cooperative effort between personnel of this Department and Region 5.

PHASE II PROJECTION: In light of the program's growth, made possible largely through the support of LEAA, we hope to raise the level of success from the present 57% to approximately 66-2/3%. In essence for every three hard core youngsters who enter the program two will not be arrested in the course of the first year. The possibility of changing the Host Agency from the Police Department to the Juvenile Court will continue to be pursued.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Expand Citizen's Reserve

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NUMBER: S-MP27-72

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$40,000	\$53,823
Hard Match	N/A	7,177
<u>In-Kind</u>	<u>\$17,440</u>	<u>\$10,764</u>
TOTAL	\$57,440	\$71,764

SUBGRANT PERIOD:

Phase I: November 6, 1972 to August 31, 1973

Phase II: August 1, 1973 to July 31, 1974

PROJECT DESIGN: Project is designed to expand the services of the St. Louis Metropolitan Police Department Reserve Unit. The Unit will be used to relieve regular commissioned officers of detailed assignments at athletic events and other public gatherings. This in turn will permit the regular officers to perform preventive patrol and investigation of the Index crimes of robbery and burglary.

PROJECT OBJECTIVES: (1) To continue the training of new members of the SLMPD Reserve Unit through a 160-hour course of instruction at the Police Academy (2) New members will be supplied uniforms and equipment. Insurance will also be provided to cover injuries sustained by members during a tour of duty or going to or coming from a police assignment. (3) The advertising campaign to recruit members for the Unit will be intensified. (4) Each officer of the Unit will be required to spend a minimum of 20 hours each month in reserve activities.

PHASE I PROGRESS: On February 7, 1973 the first 35 members of the SLMPD Reserve Unit graduated at a ceremony in the Police Academy. The graduates were the first reservists to receive 160 hours of training including extensive firearm training. The high caliber of the instruction was supported by the fact that the Police academy received a handsome plaque from the National Reserve Officers Association. Advertisements were placed on the sport pages of both local newspapers on Sundays as part of the recruiting effort. A brochure containing current information on the SLMPD Unit is in progress at this writing. Twenty-two members of the Unit will commence 160 hours of training at the Police Academy on March 5, 1973.

PHASE II PROJECTION: (1) Increase the Unit in size and quality by conducting an intensive recruiting campaign and require each new member to complete 160 hours of training before he is assigned to street duty. (2) Increase the number of mandays that members of the Unit spend at athletic and other public events, thereby relieving regular commissioned officers to prevent and investigate Index crimes of burglary and robbery.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Multi-Media Crime Prevention

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NUMBER: S-MP11-72

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$15,000	\$15,675
Hard Match	N/A	2,090
<u>In-Kind</u>	<u>\$ 6,540</u>	<u>\$ 3,135</u>
TOTAL	\$21,540	\$20,900

SUBGRANT PERIOD:

Phase I: September 1, 1972 to June 30, 1973

Phase II: June 1, 1973 to April 30, 1974

PROJECT DESIGN: Fear of crime, or the manner in which the general public perceives crime problems and efforts to cope with them are important factors in engendering public support for law enforcement programs. This project responds by providing the public with information regarding projects in the Impact Program and how they relate to reduction of burglary and robbery.

PROJECT OBJECTIVES: (1) Disseminate crime prevention information to the general public through various forms of mass media. (2) Facilitate public support of the entire Impact Program by providing community-wide information relating to objectives, progress, and crime prevention activities of all projects.

PHASE I PROGRESS: Project operation began in September. Most of the efforts have been concerned with completing the necessary coordination between 30 project directors and media representatives. Partial implementation has been accomplished with the release of information about various projects in-being such as Foot Patrol. The crime prevention booklet Crime Prevention for Everyone has reached final draft and will be printed as the final activity of Phase I.

PHASE II PROJECTION: Distribution of the booklet, completion of media preparation, and scheduling of mass media publicity are the implementing steps contemplated for Phase II. Included are billboards, radio spots, and TV spots.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Expand Mounted Patrol

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NUMBER: S-MP31-72

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$65,000	\$133,235
Hard Match	N/A	\$ 17,765
<u>In-Kind</u>	<u>\$20,623</u>	<u>\$ 26,647</u>
TOTAL	\$85,623	\$177,647

SUBGRANT PERIOD:

Phase I: November 20, 1972 to July 31, 1973

Phase II: July 1, 1973 to June 30, 1974

PROJECT DESIGN: The public has a right to feel relatively safe and secure for themselves and their property in public places. To this end the Mounted Unit through its highly visible presence creates a feeling of security for St. Louisians. The Unit performs preventive patrol in the city's parks and shopping centers and will expand to patrol parking areas and perimeters of places housing major public events.

PROJECT OBJECTIVES: (1) Increase the level of security of the parks, shopping centers, riverfront and other places of public gatherings. (2) Through their visible presence, reduce the opportunity to commit robbery. (3) Reduce thefts from autos on public parking lots major public events. (4) Provide special in-service training for mounted officers.

PHASE I PROGRESS: The unit's areas of patrol were expanded from Forest Park to all the other city parks, the downtown area, the riverfront and selected shopping centers. It is felt that the Mounted Unit made a contribution (Unquantifiable) to the city's third consecutive year of Index crime reduction. Department policy precludes putting horses on the street when the temperature reaches 25° or below, therefore there were days when the horses were not on the street during Phase I.

PHASE II PROJECTION: Additional transportation equipment will be acquired and thereby permit the Project Director more flexibility in assigning Mounted Units. The crime prevention potential of a mounted officer compared with his colleague on foot or in a car is significant. The thrust of Phase II is to maximize utilization of Mounted Units by assigning them as frequently as possible to large public events.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Community Service Officer

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NUMBER: S-MP40-72

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$100,000	\$185,294
Hard Match	N/A	\$ 24,706
<u>In-Kind</u>	<u>\$ 37,518</u>	<u>\$ 37,059</u>
TOTAL	\$137,518	\$247,059

SUBGRANT PERIOD:

Phase I: March 15, 1973 to September 30, 1973

Phase II: September 1, 1973 to August 31, 1974

PROJECT DESIGN: In 1971 76% of the requests from citizens for police service were of a non-criminal nature; only 24% of the calls resulted in a crime report. Police resources are expended much more frequently in the non-criminal area of police service than they are in the crime area. Many tasks performed by Community Service Officers can be performed by para-professional personnel. This was the judgement of the President's Crime Commission in 1967 and it represents the thrust of this project.

PROJECT OBJECTIVES: (1) Recruit, select and train 9 additional Community Service Officers bringing the Unit's strength to 30 men. (2) Relieve man-hours of regular officers for crime prevention tasks (3) Reduce the amount of burglary and robbery in the city by strengthening the Department's crime prevention resources.

PHASE I PROGRESS: At this writing Phase I has not been implemented. However, the Department anticipates a favorable response to its recruiting drive for 21 Community Service Officers who will receive 168 hours of classroom and on the job training. Anticipating that the initial 21 Community Service Officers will perform beyond expectation, the Department will be prepared for program expansion.

PHASE II PROJECTION: Determinations will be made about Community Service Officers in the following areas (1) Optimal organizational placement of the Unit. (2) Statement of duties and responsibilities of Community Service Officers based upon their training, experience and demonstrated skills. (3) A managerial judgement of the percentage of the non-criminal police workload that can be absorbed by paraprofessional personnel.

(APPROVED IN CONCEPT ONLY)

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT: FLAIR (Fleet Location and Information Recorder)

HOST AGENCY: St. Louis Metropolitan Police Department

PROJECT NO: N/A

<u>FUNDING:</u>	<u>Phase I</u>	<u>Phase II</u>
Federal	\$ 750,000	N/A
Hard Match	100,000	N/A
<u>In-Kind</u>	<u>150,000</u>	N/A
TOTAL	\$1,000,000	

SUBGRANT PERIOD:

Phase I June 1, 1973 - May 31, 1974

PROJECT DESIGN: While crime is a community problem, its police department is the primary source of prevention and the first line of defense. To the extent that a department's resources are managed, so will its level of effectiveness rise. This innovative project will monitor police cars (marked and unmarked) by location and status every second, every day.

PROJECT OBJECTIVES: (1) A reduction in response time to incidents. (2) Increase officer safety. (3) Reduction in the present radio and voice communication congestion by digital command and control operation. (4) Measurement of the relationships between response time and apprehension.

PHASE I PROGRESS: N/A

PHASE I PROJECTION: The St. Louis Metropolitan Police Department is proposing a command and control concept that is experimental in nature. In October, 1964, the St. Louis Police Department introduced to municipal law enforcement the first real time computer system. In 1967, through LEAA Grant #37 a resource allocation system was designed and implemented. Project FLAIR is a natural follow-on to that kind of innovation. The project requires extensive systems design and program support. Extensive simulation of the system is anticipated prior to implementation. The first field test using 25 cars in the 9th Police District will be operational during Phase I. Depending upon accomplishments of Phase I and the wishes of St. Louis County officials, the project could be made regional during Phase II, 1974. At this writing, an application has been submitted to the Federal Communications Commission to obtain an experimental license for one year for the operation of this project.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Community Treatment Centers

HOST AGENCY: St. Louis Department of Welfare

PROJECT NUMBER: S-MP33-72-fl

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$60,000	\$180,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$20,000</u>	<u>\$ 60,000</u>
TOTAL	\$80,000	\$240,000

SUBGRANT PERIOD: Phase I December 1, 1972 to May 31, 1973 (Initial)
April 1, 1973 to Sept. 30, 1973 (Projected Actual)

Phase II July 1, 1973 to June 30, 1974

PROJECT DESIGN: The project calls for the establishment of two community treatment centers in the City of St. Louis. In the context of a "Half-way House" located in the community, a highly structured correctional treatment process will be applied to adult offenders under probation, parole, pre-release and other types of release programs. Services to be provided include vocational counseling and guidance, employment placement, psychological testing, group and individual counseling. In addition to residential services, an extensive out-client program, will be provided. Under Phase II the center established under the first phase will be operable for approximately nine of the twelve months covered by Phase II. In addition, the start up work required to establish a second house will be completed in the first six months of Phase II. This will involve the site selection and acquisition, selection and training of staff, renovation and equipping of physical plant, etc. Current projections call for the operability of the second house for the last six months of Phase II.

PROJECT OBJECTIVES: (1) Acquisition of the physical plant and staff required for the establishment of a second community treatment center. (2) Operation of the two treatment centers, each with a capacity of 15 to 20 offenders. (3) Application of comprehensive treatment services to residential and outclient offenders. (4) To demonstrate remediation of educational and vocational deficiencies and to evaluate programmatic impact on recidivism of project clients.

PHASE I PROGRESS: Due to delays in funding and required contractual arrangements, project initiation is now projected for April 1, 1973. Preliminary evaluation of sites is being conducted.

PHASE II PROJECTION: Due to the nature of the start up work required in establishing a second center, Phase II can begin prior to the termination of Phase I. Phase II will therefore consist of:

	<u>Projected Time Frame</u>	<u>Estimated Cost</u>
1) Establishment of second center	7/1/73 - 12/31/73	\$60,000
2) Operation of second center	1/1/74 - 6/30/74	48,000
3) Operation of first center from completion (projected for 9/30/73) to end of Phase II	10/1/73 - 6/30/74	<u>72,000</u>
		TOTAL FEDERAL PHASE II COST \$180,000

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Coordinator of Probation and Parole Efforts (COPE)

HOST AGENCY: St. Louis Department of Welfare

PROJECT NUMBER: S-MP26-72-f2

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$11,000	\$23,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$14,418</u>	<u>\$14,300</u>
TOTAL	\$25,418	\$37,300

SUBGRANT PERIOD:

Phase I: October 5, 1972 to April 5, 1973, projected extension through September 30, 1973

Phase II: October 1, 1973 to September 30, 1974

PROJECT DESIGN: The caseload levels of probation and parole agencies prohibit the type of intensive supervision desirable for many persons under their supervision. The utilization of volunteers to supplement the supervisory capacity is seen as an economical means to address this problem. This project provides for the coordination of the recruitment, training and assignment of volunteers for Probation and Parole agencies in St. Louis. Trained volunteers will be assigned to probationers or parolees on a one-to-one basis with their supervisory role and responsibility clearly defined.

PROJECT OBJECTIVES: (1) Establishment of basic volunteer organization, including district based operations, guidelines, training materials, procedures and forms, etc. (2) Recruitment of 150 volunteers in the first six months (3) Training of volunteers in their role in the Probation and Parole Process (4) Assignment of volunteers to specific parolees (5) Evaluation of volunteer performance on the probation violation and recidivism rate of individuals under their supervision.

PHASE I PROGRESS: Due to funding delays and problems in recruiting a project director, the project has not become operative. Recruitment of applicants for the Director's position has been completed. Selection of a Director and initiation of project activities is expected by April 31, 1973.

PHASE II PROJECTION: Based upon an evaluation of the first six months operations, the programmatic content and operational level of the project will be reevaluated. The same basic level of funding and activity is anticipated.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Diagnostic-Evaluation Unit

HOST AGENCY: City of St. Louis, Department of Welfare

PROJECT NUMBER: S-MP20-72-fl

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$30,000	\$60,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$ 7,491</u>	<u>\$20,000</u>
TOTAL	\$37,491	\$80,000

SUBGRANT PERIOD: Phase I January 1, 1973 to June 30, 1973

Phase II July 1, 1973 to June 30, 1974

PROJECT DESIGN: This project is designed to complement the existing skill training programs by providing a preliminary evaluation of each inmate's potentials for skill training, adult basic education, counseling and other forms of therapy. A psychologist will develop and implement a testing program to result in recommendations to the Medium Security Institution's staff on the course of treatment most suitable for the confined residents.

PROJECT OBJECTIVES: (1) To evaluate all of the approximate 2,000 arrivals at the Medium Security Institution with respect to classification, level of education, intelligence quotient, vocational aptitudes, and social skills, (2) To develop and individualize treatment program for each confined resident in terms of the diagnosis indicated above. (3) To provide post release follow-up through coordination of activities with the social services program at Medium Security Institution.

PHASE I PROGRESS: Due to technical difficulties, this grant was not approved until December 4, 1972. An evaluation of this project has not been conducted at this time because of the late start.

PHASE II PROJECTION: With no experience to date as to areas that need expanding or changing, the projection at this time is for continued services as outlined in project objectives above.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Vocational Training - Auto Mechanics

HOST AGENCY: City of St. Louis, Department of Welfare

PROJECT NUMBER: S-MP9-72-f4

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$30,000	\$60,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$10,000</u>	<u>\$20,000</u>
TOTAL	\$40,000	\$80,000

SUBGRANT PERIOD: See Phase I Progress Below

PROJECT DESIGN: Establish an automotive mechanics training program at the Medium Securities Institution to train residents in entry level skills. Offered will be classes in (1) Basic Automotive Engine Design and Operation (2) Operation of Diagnostic Equipment (3) Evaluation of Diagnostic Data (4) Electrical System (5) Other related courses in Auto Mechanics. Training will be offered in self-contained units of instruction. A trainee may complete as many classes as his time, aptitude and interest allow.

PROJECT OBJECTIVES: Provide residents of the Medium Security Institution the opportunity to learn a marketable skill. Provide thirty (30) training slots in automotive mechanics. Provide counseling, job placement and placement for trainees.

PHASE I PROGRESS: The Phase I portion of Vocational Training - Auto Mechanics: because of technical difficulties has not been approved at this time. As soon as all problems have been resolved, this project is anticipating the first phase to last six months. The Phase II portion would run for an additional year.

PHASE II PROJECTION: With no experience to date, as to areas that need expanding or changing, the projection at this time is for continued services as outlined in project objectives above.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Comprehensive Corrections Service Project

HOST AGENCY: St. Louis Department of Welfare, Division of Adult Services

PROJECT NUMBER: N/A

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$348,570	N/A
Hard Match	\$ N/A	N/A
<u>In-Kind</u>	<u>\$115,857</u>	<u>N/A</u>
TOTAL	\$464,427	

SUBGRANT PERIOD: 12 Months from date of approval

PROJECT DESIGN: Provide professional correctional services to the confined population at the City of St. Louis Correctional facilities.

PROJECT OBJECTIVES: Provide management skills and administrative service in support of correction. Provide medical service, social service and recreation for the confined population. Train corrections personnel in the operations and management of correctional facilities.

PHASE I PROJECT: N/A

PHASE II PROJECTION: N/A

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Adult Job Development Project

HOST AGENCY: Department of Welfare, Division of Adult Services

PROJECT NUMBER: N/A

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$30,307	N/A
Hard Match	-	N/A
<u>In-Kind</u>	<u>\$10,102</u>	<u>N/A</u>
TOTAL	\$40,409	

SUBGRANT PERIOD: 12 Months from date of approval

PROJECT DESIGN: The project will employ two job development counselors to counsel the ex-offender regarding employment requirements and opportunities. In addition, the job development counselors will locate jobs in both the private and public sector for placement of clients. The project would also employ a clerk typist to do typing, maintain records, and perform related tasks in support of the program.

PROJECT OBJECTIVES: Assist public offenders in locating, securing and maintaining employment thru: instruction in occupational essentials, employment counseling, and job development. In addition the project will inform the public regarding the role of the community in corrections.

PHASE I PROGRESS: N/A

PHASE II PROJECTION: N/A

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Aftercare Missouri Hills

HOST AGENCY: St. Louis Division of Children's Services

PROJECT NUMBER: S-MP7-72-c4

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$30,000	\$60,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$10,149</u>	<u>\$20,000</u>
TOTAL	\$40,149	\$80,000

SUBGRANT PERIOD: Phase I Original - May 15, 1972 to Nov. 15, 1972
Actual - Jan. 1, 1973 to June 30, 1973

Phase II July 1, 1973 to June 30, 1974

PROJECT DESIGN: Five social workers with reduced caseloads will aid boys released from Missouri Hills in the transition back to the community. Contact will be established with school, peer groups, recreational and employment resources.

PROJECT OBJECTIVES: To provide close supervision for youths released from Missouri Hills. To assist them in enrolling in school, securing employment. To further work with the child and his family to bring about an effective functioning of the family unit. To reduce recidivism.

PHASE I PROGRESS: Program became operational on January 1, 1973. More referrals are coming to the program from the juvenile court. This was a continuation of a previously funded Action Program. Thus it was not fully staffed until after the completion of the Action Program.

PHASE II PROJECTION: Continuation of the program with possibly some expansion due to more referrals from juvenile court.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Industrial Skills for Juveniles at Missouri Hills

HOST AGENCY: St. Louis Division of Children's Services

PROJECT NUMBER: S-MP37-72-e3

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$26,000	\$52,000
Hard Match	\$ N/A	N/A
<u>In-Kind</u>	<u>\$ 9,355</u>	<u>\$17,333</u>
TOTAL	\$35,355	\$69,333

SUBGRANT PERIOD: Phase I April 1, 1973 to September 30, 1973

Phase II October 1, 1973 to September 30, 1974

PROJECT DESIGN: To train 20 to 25 boys in basic industrial skills. To inculcate good working habits and reliability in the boys. To provide living arrangements, transportation, tuition, and incidental expenses to those boys participating in the program.

PROJECT OBJECTIVES: To provide institutionalized youths with work experience and marketable job skills that will sustain them in the community upon release from institutional care. To reduce recidivism among those youths who participate in the program.

PHASE I PROGRESS: The project has not become operational as yet. Approval is expected from the State Planning Agency within the next couple of weeks

PHASE II PROJECTION: Continuation of Phase I program involving approximately 20 youths.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Intensive Aftercare

HOST AGENCY: State Board of Training Schools

PROJECT NUMBER: No Number assigned

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$75,000	\$200,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$29,105</u>	<u>\$ 66,667</u>
TOTAL	\$104,105	\$266,667

SUBGRANT PERIOD: Phase I April 1, 1973 through September 30, 1973

Phase II October 1, 1973 to September 30, 1974

PROJECT DESIGN: 3 additional storefront neighborhood centers and a group home are to be established to extend after-care services. Caseloads of aftercare workers will be reduced through the addition of field staff to enable more intensive supervision and counseling.

PROJECT OBJECTIVES: To reduce recidivism of youths released from the State Board of Training Schools by 5% and to assist youths released from State Board of Training Schools to better utilize community education and social resources. To extend more intensive service to families during a youth's stay with the State Board of Training Schools. To provide additional storefronts for more intensive and expanded on-going group work in the neighborhood where the returning client lives. To provide suitable placement such as Group Foster Homes and Foster Family Homes for boys released from State Board of Training Schools who cannot return to their own homes.

PHASE I PROGRESS: The program has not been approved to date. Therefore, no project activity has begun. Part of the delay was the tie in with the Mera-mec Hills proposal which was not funded.

PHASE II PROJECTION: Continuation of Phase I operation with the addition of a Work Skills component for releasees from State Board of Training School facilities.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Intensive Supervision Unit

HOST AGENCY: Missouri Board of Probation & Parole

PROJECT NUMBER: S-MP12-72-f1

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$150,000	\$441,217
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$ 62,502</u>	<u>\$147,991</u>
TOTAL	\$212,502	\$589,208

SUBGRANT PERIOD: Phase I: Original - June 30, 1972 to Dec. 31, 1972-
Six Months
Actual - Aug. 1, 1972 to March 31, 1973-
Eight months (from award date to
current termination date)

Phase II: April 1, 1973 to March 31, 1974

PROJECT DESIGN: Within the City of St. Louis, the Missouri Board of Probation and Parole had responsibility for the supervision of 1,372 individuals convicted of Impact crimes. Prior to Impact funding, the staffing levels of the St. Louis office necessitated caseload levels of over 100 per Parole Officer. The first phase of the project provided 23 additional professional parole officers in order to allow more intensive supervision of parole clients.

PROJECT OBJECTIVES: To provide intensive supervision to clients with a history of Impact crime; through smaller caseloads and more intensive treatment to reduce the degree of parole violation.

PHASE I PROGRESS: Although recruiting difficulties were encountered (necessitating a project extension), the project is now fully staffed and provided with the necessary facilities. Three offices have been established to provide the required geographic coverage. Over 1500 Impact crime clients are now being supervised out of these three facilities. Resources of the Board's investigative unit and the services of 30 volunteer attorneys are being applied to the task of supervising these clients.

PHASE II PROJECTION: The second phase of this project will provide 31 professional and 10 support personnel to maintain intensive supervision of Impact clients at the three St. Louis Offices of the State Board. Clients with a history of Impact crime will be assigned to small intensive caseloads. A reduced degree of probation violation in the Impact category will be a primary measure of project effectiveness.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Pre Trial Release

HOST AGENCY: State Board of Probation and Parole

PROJECT NUMBER: New Project

<u>FUNDING:</u>	<u>PHASE I</u>
Federal	\$54,613
Hard Match	N/A
<u>In-Kind</u>	<u>\$19,105</u>
TOTAL	\$73,718

SUBGRANT PERIOD: Twelve months from Date of Award

PROJECT DESIGN: The Twenty Second Circuit Court (City of St. Louis) has recently established bonding procedures substantially extending applicability of pre-trial release to offenders under the jurisdiction of the Court. This grant will enable the Board of Probation & Parole to implement the new guidelines promulgated by the Court. Bond investigations will be employed to review and investigate the eligibility of arrested persons for pre-trial release. In addition to making a recommendation to the Court regarding eligibility, project personnel will also maintain contact with releasees in order to assure the required appearances. This project will expand the current Nominal Bond office in anticipation of greatly increased eligibility under the Courts new directives.

PROJECT OBJECTIVES: (1) To provide effective review and investigation of pre-release applicants in order to provide the maximum security for the community and fairness in administration of Court policy. (2) To prevent unnecessary pre-trial detention and to relieve overcrowded conditions in the St. Louis City Jail.

ST. LOUIS HIGH IMPACT PROJECTS SUMMARY

PROJECT TITLE: Project to Reduce Truancy (PISA)

HOST AGENCY: Board of Education - City of St. Louis

PROJECT NUMBER: S-MP21-72

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$175,000	\$205,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$ 58,492</u>	<u>\$ 68,435</u>
<u>TOTAL</u>	<u>\$233,492</u>	<u>\$273,435</u>

SUBGRANT PERIOD:

Phase I October 5, 1972 to June 30, 1973
Phase II July 1, 1973 to June 30, 1974

PROJECT DESIGN: Records maintained by the three agencies involved in the truancy project lend strong support to the relationship between truancy, delinquent behavior, and crime. Police Department records show that more than 40% of the "bookings" of juveniles for delinquent acts occur between the hours of 8:00 a.m. and 4:00 p.m.; the hours that schools are in session. Board of Education records show that during the 71-72 school year the school social work staff worked with more than 3,000 youngsters whose main problem was truancy. Case records of many youngsters in the juvenile court files show that their delinquent behavior began with truanting from school. The truancy project is designed to make a strong impact on the crime and delinquency prevention program by reducing the number of truants in the City of St. Louis. It is also designed, through its efforts with truant youngsters, for early identification of delinquency prone behavior patterns. The efforts of the professional staff comprising the project will then be directed toward effecting positive changes in these behavioral patterns while they are still in their formative stages.

PROJECT OBJECTIVES: To reduce by 5% during the first year of funding the number of police apprehensions of juveniles during the hours of 8:00 a.m. and 4:00 p.m. For those juveniles comprising the case load of the truancy project to effect a 5% reduction in numbers of days of school absenteeism incurred through truancy or other unnecessary causes.

PHASE I PROGRESS: Belated funding delayed the opening of the truancy centers until three months after the beginning of the school term. The program was further impeded by the four week school closing necessitated by the recent teachers strike in St. Louis. Despite these interruptions 1025 juveniles have been seen in the centers in approximately a six week period. Casework efforts with an estimated 20% of these youngsters is proceeding. Suitable follow-up procedures for checking the records of these youngsters with their schools and the juvenile court have been formulated, but adequate statistical data has not been compiled at this date.

PHASE II PROJECTION: Projection for Phase II of the project does not anticipate any change in program concept or direction. Enlargement of administrative staff is recommended to provide an assistant director whose main responsibility would be casework supervision. Phase II projection should include, also, provisions for extending the services of the truancy program past the close of the school term. This would insure continued efforts with those youngsters with more severe problems. It would serve also to offset the period of idleness incurred by the summer vacation period. Necessary funding for this was included in the fiscal projection (Phase II).

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: St. Louis Treatment Alternative to Street Crime (StL -TASC)

HOST AGENCY: St. Louis State Hospital

PROJECT NUMBER:

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$400,000	\$675,000
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$133,334</u>	<u>\$225,000</u>
<u>TOTAL</u>	<u>\$533,334</u>	<u>\$900,000</u>

SUBGRANT PERIOD:

Phase I: April 1, 1973 - October 31, 1973

Phase II: October 31, 1973 - October 31, 1974

PROJECT DESIGN: In 1972, 4,844 robberies and 17,577 burglaries were reported. A substantial number of these are attributed to heroin addicts who participate in crime activity to support their habits. The re-addiction rate of those addicts who are compelled to detoxify because of incarceration approaches 99% upon release. Heroin treatment programs have a present waiting list of 400 addicts. Estimates of 4,000 additional addicts have been derived from statistical models. This project provides identification and treatment of addicts on a voluntary basis as a condition of probation and parole.

PROJECT OBJECTIVES: Establish an intake and screening unit in conjunction with the police holdover. Treat up to 500 addicts as an alternative to incarceration. Provide status reports on treatment progress to the probationary authority. Establish a multi-modality residential center and associated out-patient service including methadone maintenance. Provide drug-free, cyclazocine and associated modalities on a contract basis with existing facilities.

PHASE I PROGRESS: Coordination with the various elements of the criminal justice system has been recently completed. The application for the first six-month funding is being processed. Staffing and establishing the multi-modality facility is expected to be completed within 60 days of grant award.

PHASE II PROJECTION: Continuation of activities with additional patients is anticipated. An additional methadone out-patient clinic will be established should the need develop.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Student Work Assistance

HOST AGENCY: Mayor's Council on Youth

PROJECT NUMBER: S-MP22-72

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$330,001	\$389,113
Hard Match	N/A	N/A
<u>In-Kind</u>	<u>\$127,140</u>	<u>\$148,515</u>
<u>TOTAL</u>	<u>\$457,141</u>	<u>\$537,628</u>

SUBGRANT PERIOD:

Phase I: 29 Aug 72 - 31 Aug 73

Phase II: 1 Sep 73 - 31 Aug 74

PROJECT DESIGN: Arrest and Juvenile Court statistics show the greatest offense rate among the 14-17 year old age group. Of this group, the first offenders are most likely to receive probationary treatment. However, probationary treatment without supportive services such as additional education and employment opportunities are not as effective as with these services. This project provides these services in an attempt to reduce juvenile recidivism.

PROJECT OBJECTIVES: Support juvenile court referrals with a work-study project providing 167 youths with both continuing education and work sites.

PHASE I PROGRESS: Referral linkages with the juvenile court have been established. Project classrooms, equipment, and teachers are now on board. The intervention of the city-wide public school strike was disruptive in that participating clients were distracted by their out-of-school peers. The program is now in full operation at the level of 150 students.

PHASE II PROJECTION: Optimum project operating level, according to early experience, is 150 enrollees. Continuing at that level year-round is the goal of Phase II operations.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Target Hardening

HOST AGENCY: St. Louis Office of Aging

PROJECT NUMBER: N/A

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal		\$40,000
Hard Match	N/A	5,333
<u>In-Kind</u>		<u>8,000</u>
<u>TOTAL</u>		<u>\$53,333</u>

SUBGRANT PERIOD: Twelve Months from date of award.

PROJECT DESIGN: To install locks and security devices and perform other physical tasks necessary to the prevention of burglaries in a high crime area in the city of St. Louis. The actual target hardening will be implemented in a single high-crime area based upon Police Department data on burglary incidence. Various means-tests will be used to determine whether the householder will pay the entire cost or a portion according to his means. Project revenue will be used to harden additional burglar targets (residences). The Burglary Prevention Unit Project (Impact) will provide technical assistance. Concurrent with the actual target-hardening, a total-community publicity campaign will be undertaken to inform the entire city of ways and means of lessening the burglary rate by strengthening and improving protective devices installed in the home.

PROJECT OBJECTIVES:

1. Target-hardening owner occupied dwellings in a specified high crime area in the city.
2. To demonstrate the effectiveness of target hardening techniques on burglary deterrence.
3. Inform city of St. Louis as to the best ways to deter burglary by improved residential hardware and security practices.

PHASE I PROGRESS:

This project was approved for the first phase Impact Plan but has not become operational.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Tenant Security Uplift
HOST AGENCY: St. Louis Public Housing Authority
PROJECT NUMBER: S-MP8-72-d1

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$110,000	\$664,312
Hard Match	N/A	\$ 88,575
<u>In-Kind</u>	<u>\$ 50,121</u>	<u>\$132,862</u>
TOTAL	\$160,121	\$885,749

SUBGRANT PERIOD: Phase I Initial Plan Oct. 1, 1972 to March 31, 1973
Actual Oct. 1, 1972 to July 31, 1973
Phase II Plan August 1, 1973 to July 31, 1974

PROJECT DESIGN: Phase I was designed to supplement the Housing Authority's existing security force of 83 men with an additional 24 new personnel. Phase II will add an additional 36 LEAA supplemental personnel to result in a total force of 143. All personnel, existing and supplemental, will be trained, uniformed, and equipped.

PROJECT OBJECTIVES: Reduce stranger-to-stranger crime and burglary in and around the five major St. Louis Housing projects by increasing tenant security patrols with a professionally trained security force.

PHASE I PROGRESS: An approximate three months delay was experienced by the project in implementing its major operational features - the recruitment and training of 24 security guards. The resulting underexpenditure will require a three month extension of the original subgrant period. Communication and cooperation was established between the Housing Authority and the Metropolitan Police Department for an improved Security Program for Public Housing. The Police Training Academy is providing formal training to the program's recruits in a 10 week training course. The first class of 23 new and 6 existing personnel entered training January 22, 1973 and will be graduated March 30, 1973.

PHASE II PROJECTION: The Public Housing Authority proposes, in Phase II, to provide greater security and faster service for a larger area than is now being served. This would be accomplished by recruiting and training a total of 60 LEAA funded security positions and by providing training to all members of the existing force of 83 persons. The recommended start of Phase II is August 1, 1973.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: High Security Juvenile Treatment Facility
HOST AGENCY: State Board of Training Schools/Juvenile Court
PROJECT NUMBER:

<u>FUNDING:</u>	<u>PHASE I</u>
Federal	\$700,000
Hard Match	N/A
<u>In-Kind</u>	<u>233,334</u>
TOTAL	\$933,334

SUBGRANT PERIOD: Initial award date for a period of twelve months.

PROJECT DESIGN: The project is designed to utilize an existing facility as a confinement and treatment facility for 40 to 60 adjudicated juvenile delinquents from the city of St. Louis. Primary stress will be placed on rehabilitation and the reduction of recidivism. Participants will attend school on a daily basis with both academic and prevocational courses offered. Each participant will work at his own level, at his own pace, in areas that interest him. Each participant will experience several prevocational courses on a rotating basis. A well-rounded diversified recreation program is also planned which will promote the social, educational and recreational growth of the youth involved in the program. Diagnostic evaluation and counseling on a continuing basis will be an integral part of the program.

PROJECT OBJECTIVES: To operate a High Security Juvenile Treatment Facility for 40-60 juvenile delinquents and through intensified rehabilitation efforts to reduce the recidivism rate of the participants.

PHASE I PROGRESS: This concept and funding level of this project was approved by the City of St. Louis, the Missouri Law Enforcement Council and Federal Region VII. The project was delayed until a suitable facility could be located.

PHASE II PROJECTION: To be determined at a later date.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Increased IMPACT Visibility

HOST AGENCY: St. Louis Commission on Crime and Law Enforcement

PROJECT NUMBER: New Submission

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$50,000	N/A
Hard Match	6,667	N/A
<u>In-Kind</u>	<u>10,000</u>	<u>N/A</u>
Total	\$66,667	

SUBGRANT PERIOD:
Phase I: June 1, 1973 to May 31, 1974

PROJECT DESIGN: The Multi-media Project (S-MP11-72) is largely dedicated to support the other Impact Projects sponsored by the Police Department. The inter-relationships of Juvenile projects, prosecution-defense-adjudication projects, and corrections projects cannot be adequately served within the funding provided Multi-Media. This project proposed to serve as the over-all public information resource for the entire Impact Program, regardless of category of service or host agency involved.

PROJECT OBJECTIVES: (1) Engender public support for the Impact Program concept. (2) Recruit volunteers to assist in Impact Projects. (3) Increase citizen participation in prevention activities there-by contributing to reduction in the target crimes.

PHASE I PROGRESS : N/A

PHASE I PROJECTION: By virtue of serving as the Mayor's technical staff for Impact Program matters, the host agency is in a unique position to review past, current, and projected operations. A master information-plan will be developed to support the entire Impact Program. Inputs will include the Impact Data-Collection Questionnaire, the Impact Plan as updated, current crime statistics, Field Review Reports and Evaluations of existing projects, existing or planned information and citizen involvement actions of each of the active projects, and communications between individuals citizens and neighborhood organizations. The processing of the foregoing inputs will develop appropriate outputs to increase, decrease, or modify the level of public information efforts so as to provide a consistent attempt to meet the objectives of the Impact Program Objectives.

ST. LOUIS HIGH IMPACT PROJECT SUMMARY

PROJECT TITLE: Adult Corrections and Probation and Parole Administration Information System

HOST AGENCY: Regional Justice Information System (REJIS)

PROJECT NUMBER: S-MP4-72-f3 (e)

<u>FUNDING:</u>	<u>PHASE I</u>	<u>PHASE II</u>
Federal	\$14,000	\$150,000
Hard Match	N/A	20,000
<u>In-Kind</u>	<u>4,832</u>	<u>30,000</u>
TOTAL	\$18,832	\$200,000

SUBGRANT PERIOD:
Phase I: May 15, 1972 to April 30, 1973
Phase II: May 1, 1973 to April 30, 1973

PROJECT DESIGN: A study is being conducted by a management consulting firm selected for its experience in the data processing and corrections fields to develop a general systems planning study.

PROJECT OBJECTIVES: Reduction of correction, probation and parole information system fragmentation. Improved: (1) Security of offender data (2) Personnel and facility utilization (3) Interfacing with other agencies (4) Decision making capabilities (5) Capability for research and program evaluation.

PHASE I PROGRESS: Phase I provided for the development of a general systems planning study which a) determined the specific objectives of the correction subsystem; b) set applications priorities for the subsystem; and c) indicated the cost of implementing the applications of the subsystem. Under the grant, a contract was awarded through competitive bidding to Public Systems, Inc.

PHASE II PROJECTION: The design and implementation of the identification status module will be accomplished over the next year. An evolutionary design should make it possible to be in operation within six months from the start of Phase II and continue operation for the remainder of the year.

Signs of Revitalization

The implementation of the St. Louis High Impact Foot Patrol had a spinoff of improved confidence on the part of citizens in the areas served. Although difficult to quantify, the phenomena of expanded defensible space seems to be responsible for this improved confidence. By seeing foot patrolmen in a neighborhood, citizens appear to change their image of the degree of risk involved in walking through the neighborhood during the evening hours.

Much of what is known about the effect on the psychological climate in areas served by the Foot Patrol is based on conjecture and subjective reports by citizens. A number of citizens have stated to patrol officers and supervisors that, for the first time in many years, they feel safe while walking in the evening. A businessman who runs two restaurants in the area served by the Foot Patrol reported a substantial increase in his business. He attributed this to reports by customers that they now feel safe in patronizing his restaurants because of the Foot Patrol.



The St. Louis Police Department Mounted Patrol is deployed in the major parks in St. Louis, as well as in the central business district and other major shopping areas.

There is a distinct possibility that the implementation of High Impact Projects will continue to generate similar, unanticipated spinoffs. As the average lay person in the City of St. Louis comes to believe that the police, the courts and correctional institutions are achieving measurable progress in reducing the risk of crime, he is more likely to feel free to shop, seek entertainment and simply go for a walk during all hours of the day and night. With more citizens on the street, the individual is less likely to be victimized than he would be if he were alone on the street. In this respect, renewed confidence by the lay person that the risk of crime can be controlled may be a self-fulfilling prophesy.

Improved confidence by citizens that crime can be controlled may also begin to rub off on the hundreds of thousands of residents of St. Louis County, the outlying counties and eastside communities, many of whom refuse to travel to downtown St. Louis for fear of being victimized. Renewed confidence by this group could also contribute to the revitalization of commercial establishments in downtown reaffirming it as a shopping area. In the past, the fear of crime has created a vicious cycle: the fear of crime, as opposed to actual incidence, reduced the number of persons willing to travel to downtown St. Louis to shop, seek entertainment or to do business; less people on the streets, especially during evening hours, increased the propensity of victimization of those who were downtown; thereby increasing the fear of crime victimization.

By demonstrating that crime control is possible, renewed confidence of potential shoppers and recreation seekers may be generated, thereby, breaking the vicious cycle of fear and enhancing the downtown environment. Improved business may encourage additional merchants and entrepreneurs to invest in downtown facilities, thereby, creating positive, self-generating cycle.

Appendix 1

ST. LOUIS HIGH IMPACT ANTI-CRIME PROGRAM

PROJECT TASK SUMMARY FORM

Proposed Project Task Description: _____

Host Agency: _____
(Must be a local unit of government)

Hard Cash Match (40% of Local Match): \$ _____

I believe the above described project task is feasible for implementation by the cited agency and will help to reduce burglary and stranger-to-stranger crime in the City of St. Louis. I confirm that the necessary cash match would be made available for the implementation of this project.

Host Agency Chief Administrator: _____
(Signature)

Specific Project Objectives: _____

Project Design: _____

Twelve Month	Category	MLEAC	CASH	IN-KIND
Budget Estimate:	Personnel			
	Contract Services			
	Travel			
	Supplies & Operating			
	Equipment			
	TOTAL			

Submitted by: _____

Agency or Affiliation: _____

Appendix 2

ST. LOUIS HIGH IMPACT ANTI-CRIME PROGRAM

PROJECT TASK SUMMARY CHECK LIST

1. Has the Saint Louis High Impact Plan Update draft been read?
2. Are the proposed services or activities to be provided in identified, high crime areas?
3. Are the objectives listed quantifiable?
4. Has the proposed project task been reviewed in detail by the technical staff of the host agency?
5. Is the completed form signed by both host criminal justice agency official and the author?
6. Are the proposed services or activities a part of the statutory responsibilities of the host agency?
7. Have the Guidelines for grant submission been read? (See Appendix II)
8. Are services or activities outlined in the Project Task Summary already provided by a local unit of government agency or a not-for-profit corporation?

ST. LOUIS HIGH IMPACT ANTI-CRIME PROGRAM

GUIDELINES

(Revised March 6, 1973)

I General

The Law Enforcement Assistance Administration (LEAA) was created by the Omnibus Crime Control and Safe Streets Act of 1968, for the purpose of improving the law enforcement and criminal justice system in the United States. The principal means of fulfilling this task is through the awards of grants to states. Of the funds available for grants, 85% is given to the states according to their population ("block" grants). The remaining 15% is awarded by LEAA at its discretion (discretionary funds).

Discretionary funds are viewed as the means by which LEAA can advance national priorities, draw attention to programs not emphasized in state plans, and provide special impetus for reform and experimentation within the total law enforcement improvement structure created by the Act. Discretionary funds will be used for experimentation, special emphasis, and supplementation, rather than to meet the massive or widespread need that state plans and "block" grant action funds must address.

Funding of this impact program will involve the concentration of substantial resources on two specific types of crime: stranger-to-stranger crime and burglary, within the city limits of the City of St. Louis. The following definition is used for stranger-to-stranger crime: homicide, rape and robbery, as defined by the Uniform Crime Reporting Standards, when such crimes do not take place in a social situation involving relatives or personal friends. Crimes between relatives, friends, or persons well known to the victim, are excluded, although data on robbery is used as a surrogate measure for all stranger-to-stranger crime.

These two types of crime were chosen by LEAA because they are:

- a. Statistically a significant part of the total crime picture.
- b. Crimes that can be affected by a concerted effort of the criminal justice system.
- c. A major concern of the general public.

The operations of the High Impact Program will be system wide, embracing prevention, deterrence, detection, apprehension, adjudication, and post-adjudication.

II Objectives

The major objective of the High Impact Program is to effect a tangible reduction in the incidence of the stranger-to-stranger crimes and burglary. Specifically, the aim is to halt the increase of these crimes and to achieve a 5% reduction in two years and 20% decrease in five years.

The program will focus on the three basic factors which must be taken into consideration in the study of a criminal act: the offender, victim and environment; and the system's response in terms of prevention, deterrence, detection and apprehension, adjudication and post-adjudication processes.

III High Impact Program Design

A Comprehensive Criminal Justice System Plan for the City of St. Louis was prepared as a first step in the design of the High Impact Program. A planning survey was completed in order to accumulate data to be used as a base data for the Plan and for designing specific crime reduction projects. The planning survey addressed the following specific areas:

- a. Focus on offender in terms of the target groups most likely to commit stranger-to-stranger crimes and burglary.
- b. A focus on victims and potential victims in terms of those actions and behaviors which have a bearing on the occurrence of these crimes and their impact.

- c. A focus on the setting in which these crimes occur including both the physical and social environment.
- d. The response of the criminal justice system relative to the prevention and control of these crimes.
- e. The community role (the public and social organizations) in preventing and controlling these crimes.

As part of the planning process, problems relating to the above areas were defined and placed in an order of priority for resolution through the on-going operations of funded projects.

IV Project Applications

1. Eligible Grantee - Discretionary grants can be made only to states and to local units of government, or combinations of local units. While projects may contemplate action by a particular type of law enforcement agency, or perhaps an effort conducted for state or local government by a university or not-for-profit agency, application must be made by either (i) the department of state government under whose jurisdiction the project will be conducted, or (ii) a unit of general local government, or combination of such units, whose law enforcement agencies, systems, or activities will execute or be benefited by the grant.
2. Matching Contribution Requirements - The local matching contribution is 25% of the total project cost for FY 1973 funds. Matching cost contributions can include state, local or private funds or in-kind resources (services, goods or facilities) but may not include funds from other federal sources (except for the statutory exceptions permitting treatment of Model Cities grant funds, under certain circumstances, as local matching contributions).

A requirement that 40 percent of the local matching share for Discretionary Part C funds is in effect.

3. Types of funds:

a. Discretionary Part C

Used to bring about improvement in the criminal justice system. This may include the execution of training programs for police, courts, or corrections personnel; development, demonstration, evaluation, implementation, and purchase of methods, devices and equipment designed to improve the level of services provided by the police, courts and/or corrections system, and other related activities.

May be used for the development and operation of community-based delinquency prevention and correctional programs, emphasizing halfway houses and other community-based rehabilitation centers, for initial pre-conviction or post-conviction referral of offenders, expanded probationary programs, including para-professional and volunteer participation, and community service centers for the guidance and supervision of potential repeat youthful offenders. All project proposals must fully support the stated objective of the High Impact Program.

b. Discretionary Part E

May be used for correctional facilities of all kinds and for the improvement of correctional programs and practices of all types.

In connection with the foregoing (i) "correctional institution or facility" means any place for the confinement or rehabilitation of juvenile offenders or individuals charged with or convicted of criminal offenses, (ii) "correctional programs and practices" means procedures, techniques,

methods and projects intended to bring about the rehabilitation of offenders and the improvement of personnel standards and performance, the management of offenders involved in the correctional process and the use of money, manpower, material and other resources for such purposes, and (iii) "community-based programs" means correctional activities carried on within the community aimed at rehabilitation and treatment and involving programs beyond simple detention or custody. All project proposals must fully support the stated objectives of the High Impact Program.

Participating Staff

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The preparation of this report was financed in part through a planning grant from the
Law Enforcement Assistance Administration

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7 11/25/1950