

Byrne Criminal Justice Federal Planning Grant

ROCKY FORK LAKE PROJECT: HIGHLAND COUNTY

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(1) Planning Phase Narrative

A. Planning Process and Methods

The Rocky Fork Lake Area Safety and Advancement Project (RFL-ASAP) involved more than 118 stakeholders from Highland County as well as a number of regional leaders since the planning process started in October 2014. The project began with the following leadership team from Highland County: Project Leader/Fiscal Agent: LuAnn Winkle, Executive Director of Turning Point Applied Learning Center; Project Manager: Rhonda Fannin, Highland County Community Corrections Board; Shane Wilkin, President, Board of Highland County Commissioners; Judge Rocky Coss, Highland County Court of Common Pleas.

This team contracted with two consulting groups to help guide the planning process: Project Facilitator and Planning Consultant: Angela Carl, Principal, Planning for Success and Lead Researcher: Solveig Spjeldnes, Ph.D., Associate Professor, Department of Social and Public Health, Ohio University, Athens, OH. Dr. Spjeldnes works with a team of researchers from Ohio University, the University of Nevada at Reno, and Indiana State University.

The Leadership Team identified 25 people in Highland County to form a Steering Team that has met monthly to guide the project. See Appendix 1, Document 1 for a list of groups represented by members. Community leaders include the Highland County Sheriff, the Safety and Service Director of the City of Hillsboro, the Highland County Health Commissioner, the County Prosecutor, the CFO of Highland County Hospital, the President of the Board of Realtors, one of the Paint Township trustees, the County Commissioners, the President of the Chamber of Commerce, the President of the Rocky Fork Alliance, the Executive Director of Highland County Community Action, the Director of Highland County Jobs and Family Services, and several at-large community members.

The cross-sector Steering Team identified and recruited more than 90 additional stakeholders, representing community residents and leaders, the Ohio Department of Natural Resources, the county Sheriff and police departments, the fire department, human services agencies, the faith-based community, local banks and other businesses. Members of this large Stakeholder Group met for a full day in December of 2014, then quarterly thereafter to hear about the project's progress and to give input to the Steering Team. Please see the Appendix 1, Document 2, for a list of groups represented by members. Attendance and participation was excellent at many of these meetings. Focus groups and guided discussion during these meetings brought ideas from all sectors.

In addition, the Collaborative Capacity Survey, a well-known empirically-sound instrument (Borden & Perkins, 1999), was used to assess the readiness of various stakeholders to be involved in the strategic plan to reduce crime in the Rocky Fork Lake targeted neighborhoods and their perceptions of problems and strategies. Utilizing a web-based survey focused on identifying members' involvement with the RFL-ASAP, the social and inter-organizational relationships between stakeholders was examined. The survey asked about information exchange and advice regarding crime prevention, personal knowledge of other stakeholders, and the level of trust among the project participants. A "pre-assessment" was conducted in May 2015 to determine a baseline; a "post-assessment" was conducted between November 2015 and February 2016 to measure what progress in collaboration readiness has been made during the planning period. The information about the samples can be found in Appendix 2, Figures 2 and 3.

Research Methods, Hot Spot Identification, Data and Statistical Analysis

Before discussing the research methods, it is important to recognize the limitations of data availability in a rural area. The Sheriff's Department, that covers Highland County's 553 square miles minus Hillsboro city (5.4 m²) does not have the staff or the equipment to track crime as thoroughly as larger departments can. For example, law enforcement did not track gender of offender or time of day, which would have added detail to the analysis. For this report, officers went through stacks of paperwork to identify crime locations, but beyond the basics minimal information had been recorded. Therefore, some information included in this report drew from Highland County data as a whole and other sources (e.g., U.S Census Data). Much desirable information was not able to be obtained, which was discussed as an opportunity for the future.

The project involved both qualitative and quantitative data collection plus a GIS process for mapping relevant data. Qualitative data collection began with an in-depth facilitated discussion early in the planning process with the Stakeholder Group regarding the hopes, strengths, challenges, and issues in the targeted neighborhood and larger region. The group identified four focus areas as a structure for plan development. They were: Crime and Safety, Housing and Property Issues, Economic Development, and Community Services. Several facilitators led discussion groups of 10 to 12 participants to ensure active participation.

In January and February of 2015, the Steering Team agreed on the following vision based on input from the Stakeholder Group: *By 2020, The RFL area will be a beautiful natural resource in Highland County that is safe and prosperous. Plus, its numerous businesses, amenities, and recreational events will attract visitors, tourists and permanent residents. The revitalization of RFL communities will be a catalyst for economic growth for Highland County and the broader Appalachian Ohio Region.*

At the March 2015 meeting, the Stakeholder Group was divided into four work groups to set goals and priorities for each of the focus areas (listed above) and co-leaders were identified. These co-leaders led the participants in structured discussions to identify priorities, data needs, ideas for community engagement and more recently, strategies for solving problems. Relevant data was shared regularly with the Stakeholder Group by the Ohio University Research team. Input and feedback were continually solicited from stakeholders, the Steering Team, community leaders, and the community at large.

Existing data related to crime, housing, economic development, and access to service providers were analyzed by the research team. The Highland County Sheriff's Department as well as the Hillsboro Police Department provided arrest data from 2007 to 2014, including type of offense, offender location by township, repeat offenders and age at arrest. Data was also analyzed from the American Community Survey (2009-2013), U.S. Census data, Ohio Department of Rehabilitation and Correction, Ohio Department of Education, and Ohio Department of Jobs and Family Services and other sources. The research team formed relationships with community members involved in local entities and used data from the Auditor's office, Highland County Health Department (e.g., *Impact of Drug Use on Community Health in Highland County*), the *Highland County Housing Response Plan*, and *The Health of Our Community: Results from the 2013 Greater Cincinnati Community Health Status Survey*. The method for analyzing these data was primarily descriptive statistics and GIS mapping.

Drug crime hotspots were identified/confirmed using township-level Sheriff and Police Department Data and analyzed using a GIS Mapping procedure by Dr. Nancy Obermeyer. She used ArcMap 10.2 to analyze the data and show the location of drug crimes, blighted housing, resources and absent landowners. County-wide data were provided by Highland County, Ohio in shapefile format. The data regarding the location of drug crimes was provided by local law enforcement officials as an Excel file. Initially, the plan was to geocode the crime data, however, inconsistencies in street names and other basic information made this problematic. If available, the address of a crime was searched in the database and matched to addresses in the parcel map. Data on blighted housing within the Census Tract 9550 (RFL area) were available as latitude/longitude, which was imported into the database. Boundaries for Census Tract 9550 were downloaded from the U.S. Census Bureau.

Community Engagement and Key Informants

Efforts to engage residents of the targeted area were ongoing and numerous. Members of the planning team attended meetings of the Rocky Fork Alliance, and residents from all of the targeted as well as nearby also participated. The President and Vice President of this group served on the Steering Team. Several “listening sessions” were held with community representatives, that included members from the Rocky Fork Alliance and the three Home Owners Associations (HOAs). Planning leaders interviewed over 30 key informants (e.g., judges, the prosecutor, the mayor, county commissioners, etc.) to ascertain their perceptions. Interviews were conducted with many RFL business owners and realtors. Other key informants included service providers and government officials, the police chief, the superintendent of schools, the Ohio Department of Natural Resources. Reports of these findings were shared with the Steering Team. See Appendix 1, Document 3 for a report from the key informant interviews.

A “Town Hall” meeting was held for residents of RFL communities in November, 2015. The purpose of the meeting included: 1) To share the recommendations for the Rocky Fork Lake Area Safety and Advancement Plan, and 2) To gather public comments and ideas for improvement of the RFL area. 3) Publicize the project to gain wide awareness and support. Leaders of the Home Owners Associations helped to publicize the meeting and approximately 100 residents and regional stakeholders attended. Local leaders presented the preliminary solution strategies and addressed questions, which was well received by the community.

Additionally, members of the planning team established a Facebook page for communicating with the public, flyers and brochures were distributed at community events, articles appeared in the local newspapers, and the project director was a guest speaker on several radio talk shows.

External Assistance and Input

During the planning process, outside assistance and resource information was sought in several ways. Lead stakeholders stakeholders or researchers attended the following conferences between May to December 2015: the BCJI Conference, the Reclaiming Vacant Properties Conference, the Thriving Communities’ Land Bank Conference, the Ohio Justice Alliance for Community Corrections Annual Conference, the National Association of Workforce Development Professionals’ 2015 Youth Development Symposium, the 2015 National Code Enforcement Academy. Additionally, Ohio Land Bank experts including people from the

Western Reserve Land Conservancy met with Highland County Commissioners and Highland County officials several times to further understand how Land Banks function in other Ohio counties.

Multiple information, data gathering and listening events have been organized over time along with the project-led focus groups and regular meetings. As part of a training exercise and a collaboration between the Army and the county, an Army Civil Reconnaissance team from the U.S. Army 91st Airborne Civil Affairs Battalion came to Highland County in November, 2015. Using research strategies, they performed a thorough review of the all 1200 building in the targeted RFL area. They used the Ohio Revised Code definition of blighted properties to develop a 0 to 18 point checklist to assess the exterior of these properties with “0” signifying no evident blight, 2 being some blight and 18 being severe blight. In January, 2016 the Army team returned and organized a listening session for RFL leaders where they discussed ideas for community engagement and leadership. They encouraged the best functioning Home Owners Associations (HOA) to serve as a model for other HOAs. The team also conducted the initial steps of a feasibility study to identify temporary small community centers including the HOA buildings and a local church. Plus, they identified a parcel of land in the RFL area that could be suitable to build a community center that would serve a multitude of needs – particularly as a space to provide treatment and services for needy families.

In February 2016, an opiate forum was organized by the Ohio Attorney General’s office and the Highland County Drug Abuse Prevention Coalition to encourage a call to action for the entire community to address the heroin epidemic in the county, which was well attended. As a follow-up, key county leaders at the neighborhood level arranged an informational session about the drug problems using local experts that also drew a wide audience.

Further assistance was provided by experts who offered to shepherd the community, the Steering Committee, or Stakeholder Group regarding two of evidence-based practices. First, the advantages of using Land Banks for dealing with blighted properties was presented by Larry Long of the Ohio Association of County Commissioners. Second, John Molinaro, President & CEO of Appalachian Partnership for Economic Growth, one of the developers of the Rural Family Economic Success model (RuFES), discussed the model and its benefits. Long and Molinaro offered to guide the community toward implementing these programs. Third, Brian Miller, Ohio Department of Natural Resources, offered to assist the community to advocate for upgrading the Rocky Fork Lake Park.

Finally, a team of 14 stakeholders (including LISC representatives Jason Cooper and Bob Reeder) toured three other State Park-affiliated lake communities in Ohio. Local elected officials, members of the Chambers of Commerce, law enforcement and other community leaders shared the “lessons learned” as their communities wrestled with the issues of economic development, service delivery, job growth and crime. The team heard a strategies that worked (such as collaboration) as well as strategies to avoid (such as uncontrolled development and a failure to consider the environmental challenges to their lakes of growth.)

Progress Information Sharing and Feedback Mechanisms

After the work groups identified the top priorities, the Ohio University-led Research Team researched relevant data and evidence based practices as well as strategies for addressing those priorities. These data and practices were shared with the Stakeholder Group at the June

meeting, and the Ohio University research team facilitated small group discussions to gather input about the feasibility of each practice or strategy. After this stakeholder meeting, the work groups met independently throughout the planning period to discuss practices and strategies. The planning facilitator and researchers shifted leadership of the meetings to local leaders who would be involved in implementation.

At the September 2015 meeting, the local leaders presented possible strategies to the Stakeholder Group and invited input from participants. Data were shared with the Steering Team and Stakeholder Group at regularly scheduled meetings. Planning progress and activities were reported in the media (e.g., newspapers, radio, Facebook page and others). A final stakeholder meeting was held in January 2016 to present detail regarding data and proposed strategies. A consensus was reached regarding framework for the implementation plan.

B. Findings

Hot Spots to be Addressed

The target Rocky Fork Lake neighborhoods are in the Census Tract 9550 that include three distinct subdivisions that are similar in geographic size: Enchanted Hills, Highland Holiday and Holiday Trails (See Appendix 3, Map 1). Despite the fact that about 20 percent of the drug crime locations did not have an address, locations could be determined based on longitude and latitude. The GIS maps showed that the largest concentration of drug crime hot spots were in these originally targeted and anticipated, the Rocky Fork Lake north shore neighborhoods that border the state park. (See Appendix 3, Maps 3-6). Census Tract 9550 (RFL area) experienced a increase in drug crimes from 28 in 2013 to 52 in 2014.

Major Findings about Crime and its Drivers in the Targeted Area

The triangulation of qualitative and quantitative data along with key informant information and community perception resulted in four major findings. First, meth and heroin drug crime is a major factor that negatively affects the health, safety and economic development in the targeted area. Second, areas with dilapidated and abandoned housing are associated with heavy drug crime activity. Third, heavy job loss in 2008 depressed the community, losing productive members and leaving many others without work. This change hurt the economy overall, which has not bounced back to the extent that it has in other counties. In part, these factors contributed to higher poverty in the targeted area. Fourth, the lack of social services available to the targeted area and transportation leaves many people in the RFL area without access to treatment needed services and jobs. Information supporting these findings are described below.

Length of Time of Problematic Issues

As part of the Great Recession, the area lost 15,000 direct and ancillary jobs due to the closure of the DHL Corporation in 2008, which had far-reaching economic and social impacts in the RFL area. In 2013, unemployment in Census Tract 9550 was 13.7 percent and poverty indicators increased. Starting during this period, the evidence showed that the Highland County

meth and heroin problem rose dramatically. Data analysis focused on the period from 2007 (when available) to the most recent accessible data.

Spatial and Temporal Patterns of Crime

Drug crime is a major problem in the target area. In 2012, 46 meth labs were busted, followed by 99 in 2013, according to information provided by the Highland County Sheriff's Department. In 2014, 67 meth labs were busted in Highland County, with concentrations in two townships included in Census Tract 9550 (29 total busts in the 9550 area), the second highest for counties in Ohio. The four townships included in Census Tract 9550 make up 39.5 percent of the population of Highland County, but the percent of total drug offenses committed by 9550 residents was 64.9 percent in 2014, and higher than 44 percent in all years with the exception of 2011 where multiple drug charges in a complex drug arrest situation in a different township skew the data from the Highland Sheriff's Department records. See Appendix 2, Figure 1: Total Drug Offenses.

Perpetrators of Crime and Community vs Law Enforcement Perceptions of Crime

An advantage in assessing perpetrator traits is that the Sheriff has been working in the county for more than 23 years and knows many residents. County law enforcement data showed that the majority of criminal offenders from 2007 to 2014 were ages 25 to 44 (58.4 percent), followed by ages 18 to 24 (26.5 percent). The lower and higher age groups have far fewer offenders. Only 3.1 percent of *total* offenses from 2007 to 2014 were committed by youth under 18. These data contradict community perceptions that "lake" parents do not supervise their children and pro-social youth activities are lacking, so "lake" youth are heavily involved with drug crime, vandalism and other property crimes. When interviewed, the Highland County Juvenile Court Judge and Sheriff confirmed the statistical findings and reported that delinquency is not a significant problem in the targeted area. In fact, the judge reported that youth crime has dropped recently throughout the county. This community's negative perception suggests that a prejudice against "lake" area residents exists that fuels assumptions that undermine progress, relationships, and harms business growth and tourism.

Nature of Physical/Environment/Political Environment

The Highland County physical environment can be described as a rural, Appalachian County (Appalachian Regional Commission, 2014). The county consists of 553.3 square miles of land. The Census Tract 9550 features a clean, man-made 2,080-acre lake, Rocky Fork Lake, is within the Rocky Fork Lake State Park. The lake is suitable for waterskiing and sailing and provides fishing for bass, muskellunge and walleye. Nearby, a scenic gorge, dolomite caves and wetlands add hiking, recreational and tourism opportunities to the area (Rocky Fork Lake State Park, 2015).

However, adjacent to the north end of the park is the targeted area that has dilapidated and abandoned housing, visibly drug addicted residents (as reported by some focus group participants), piles of trash and "junk" vehicles. There is a lack of facilities (no working bathrooms) in the park or nearby area, which dissuades tourists and stifles economic development opportunities. Despite many park activities (e.g., sailing races and fishing

tournaments), visitors have few places to stay, dine or shop, which negatively impacts tourism revenue and related employment opportunities.

The U.S. Census (2010) reports the total population of Highland County was 43,299 and 3,898 persons in census tract 9550, which cuts across four townships. The ratio of males to females is about 50/50. The median age listed for the population was 42.4 years. The civilian labor force was 1,464 persons.

The political environment is complex. According to interviews with the target population and key informants, a factor that complicates change is the county's history of aborted efforts at resolving problems, including the ones cited in this report. Input from stakeholders indicated that some residents of the neighborhoods do not want to see change. Those involved with crime benefit from the the status quo so fear change. Likewise, some local landlords do not want to clean up their blighted properties. Some residents feared an increase in taxes if property values increase. Therefore, we were not surprised by residents' skepticism at the beginning for the project. By the conclusion of the project, however, a number of people now report greater confidence that real change will occur.

The Collaborative Capacity Survey confirmed these initial hesitations along with other key relational findings. Results from the pre-assessment and post-assessment illustrate demographics of the stakeholders, see Appendix 2, Figure 3: General Information about Collaborative Survey Respondents. Results of goal compatibility show goal and objectives convergence among the stakeholders. Figure 1 suggests a shift in the perception of major goal of the RFL-ASAP project between the pre- and post-assessment surveys – from economic development to crime reduction. The opinion about major objectives among stakeholders has converged to a few categories over the 18 month period that generally support the project objectives (See Appendix 2, Figure 4). Stakeholders moved from focusing purely on problems to stating solutions. Analyses suggest an overall improvement in collaborative readiness including establishments of informal and formal communication networks, needed resources for collaboration, improved history of collaboration, awareness of research and evaluation and the need for comprehensive solutions (see Appendix 2, Figure 4). However, participants did not report improvements in collaborative leadership and the political climate despite qualitative evidence to the contrary.

The social network analysis of formal and informal relations among RFL-ASAP stakeholders showed that the structure of collaboration tends to be democratic, efficient and mobilizing in nature. Participants in the RFL-ASAP collaborative enjoy an equal voice in decision making since out-degree centrality increased on average between 4 and 12 percent with eigenvector centrality being decreased by between three and twenty five percent. At the same time, decision making was conducted in an efficient manner due to an established hierarchy in the network structure over time (transitivity has been increased between 6 and 14 percent). This hierarchy can be visually observed in the network of information exchange in Appendix 2, Figure 5 where more district centers with many incoming connections were established by the end of the planning process (picture on the right). Finally, there is clear evidence that the community has been mobilized because density of all relations has increased by between three and eighteen percent.

The social network analysis of trust, personal knowledge and social capital suggests the presence of strong connections among stakeholders, which can be seen on the example of very

dense network of trust relations in Appendix 2, Figure 6. The strengthened ties of trust among stakeholders has been also confirmed by an increase in reciprocity of all relations by one and seven percent.

As a result of this project, community projects and law enforcement changes are underway that are inspiring confidence among residents. Participants in the Town Hall meeting, for example, expressed appreciation for planning efforts and believed that more positive changes are ahead.

Evidence of a need to address economic development include the following factors. The link between poverty and drug use and drug crime is long-standing (Shaw, Egan, & Gillespie, 2007). The best evidence of poverty available that is specific to Census Tract 9550 is the percent of students receiving free and reduced lunches, which is 53.8 percent compared to 51.7 percent in all other Highland County schools outside that tract in 2014. These statistics compare to 40.7 percent of Ohio comparable students in 2012/2013 (Ohio Department of Education, n.a.). Education attainment is low, with a quarter of its adults lacking a high school diploma. In 2013, the unemployment rate in Census Tract 9550 was 13.7 percent; Highland County was 9.7 percent, compared to 7.4 percent in Ohio (American Community Survey, 2009-2013). A key economic factor is that the major business employers hire few full-time employees. Most hire through temporary agencies even for long-time workers. The top five occupations of Highland County Residents are mostly low-paying jobs: cashiers, retail salespersons, food preparation and serving workers, team assemblers, and post-secondary teachers (Appalachian Partnership for Economic Growth, 2015).

Evidence of a need to address housing issues include the following factors. A plethora of literature links blighted housing with crime including drug crime. In a study of blighted housing in the targeted RFL area done by the aforementioned Army team on a special assignment, showed that out of 1200 buildings reviewed 14 percent were given a score of 2 to 18, which was deemed as blighted. The subdivision to the west had the highest concentration of drug crimes and the highest number of blighted buildings (i.e., 96). See Appendix 3, Maps 3-6 shows drug crimes and blighted housing in Census tract 9550 and in three subdivisions.

Evidence of a need to increase the availability of and access to community services includes the following factors. There was a disconnect between the location of the drug crimes and that of resources for dealing with social issues: only one resource, the Greater Life Assembly of God Church, was located in the portion of the county most heavily affected by drug crimes. Highland is a “hot spot” county for both prescription opiates and heroin (Ohio Mental Health and Addiction Services, 2014). Highland County ranked 78th out of 88 counties in Ohio in health outcomes and health factors in 2014 (Robert Wood Johnson Foundation and the University of Wisconsin, 2014). Unduplicated treatment admissions for opiate use and dependence rose 82 percent from 2007 through 2012. The weighted average of ER discharge rates for opiate-related diagnosis from 2008 through 2012 was 21.2 percent (Ohio Mental Health and Addiction Services). Between 2004 and 2011, the number of pregnant or parenting women with an opiate diagnosis increased by 400 percent (Ohio Department of Alcohol and Drug Addiction Services, 2012).

See Appendix 3, Map 2, Hillsboro Area Community Services Locations. As the map indicates community services are available in Hillsboro and parts of the county, but are lacking

in the target area. Stakeholder and community members state that the RFL residents who need the most services have the least access to them. With no public transportation, people who need addiction treatment, primary or mental healthcare, or other services may not get them.

Environmental Attributes and Crime Overlay with Physical Assets and Liabilities, and Enforcement Efforts

The natural beauty and economic potential of the park and lake are overshadowed by the adjacent poverty-stricken area that has high numbers of blighted structures, some of which have served and may be serving as locations for drug crime enterprises. In the 1960s, the Rocky Fork Lake neighborhoods were established as week-end getaway cottages and trailers that were not intended to be permanent year-round dwellings. With no zoning or building codes and 30 percent of owners living outside the zip code, structural integrity has suffered. Despite Home Owners Associations (HOA) efforts, the neighborhoods do not have a community feeling or a positive identity. A negative perception of “lake” people by outside residents undermines a community spirit. The lack of facilities for residents contributes to the lack of a community identity or pride. There are a three small community buildings for the HOAs, but vandalism resulted in HOA’s locking the doors in two of these buildings.

County law enforcement is challenging because of the large physical territory the Sheriff’s Department covers with a reduced budget to cover the area. According to Sheriff Barrera, the department is significantly understaffed, has high turnover because of the low salaries he can offer, and has no funds for training. The Sheriff has tried to dedicate at least one officer to the RFL area particularly during anticipated peak crime periods, but often must send officers to serve other parts of the county.

Despite these challenges, the Sheriff has taken recent steps to improve the effectiveness of law enforcement at RFL. He has arranged with the RFL State Park officials to turn an unused small building into a police substation to better address the target area crime and has secured private funding for the equipment needed. The substation should be functional this year. He has increased patrolling during peak crime hours, modeled community policing principles and through a trusted township trustee created an anonymous crime tip-line system. Having the trustee take on this role is a temporary measure. Plans for an automated anonymous tip line is planned, if funding becomes available. According to community focus group and RFL meeting input, residents praised the increased surveillance by officers and the Sheriff’s efforts to address crime.

Reentry Patterns including Comparisons to other areas of the Jurisdiction

The Rocky Fork Lake area (Census Tract 9550) does not have reentry information or patterns separate from the county and its population is served by Highland County. The recidivism rate (3-year follow-up of 2009 releases) in the county is 34.1 percent compared to 28.67 percent for Ohio. However, a 2014 regional Second Chance Act Demonstration project that included Highland County has enhanced the reentry process, which should lower recidivism rates going forward.

As part of Ohio Department of Rehabilitation and Correction (ODRC) standards, the Reentry Coordinator reported that the reentry process in the county is very similar to other jurisdictions. Highland County has a Reentry Coalition comprised of area service providers with

identified and functioning (many using evidence-based practices) programming and processes. During the past five years, the offender population's offenses changed from misdemeanors to more felony offenders (notably for drug and theft crimes) and the jail population of felony arrests has increased. There is a greater emphasis on felony-level 'treatment in lieu' and diversion programs being offered to people facing misdemeanor charges and/or are on community supervision. As noted in the September 8, 2015 Reentry Coalition Meeting, the Probation Department received a Probation Improvement and Incentive Grant that provides treatment funding for misdemeanor offenders, which will include jail case management.

(2) Implementation Plan

A. Proposed Strategies to Address Findings

Strategies our cross-sector partnership selected to address issues

After extensive community engagement, the community chose the following strategy categories to reduce drug-related crime, promote safety and wellbeing, support economic development and increase community capacity. Each of these categories are complementary and have specific strategies and tactics that support these themes. (See the Theory of Change and Logic Model for details).

- **Strategic Enforcement and Community-Police Collaboration**
- **Transformation of Neighborhood Blight**
- **Targeted Community Services**
- **Responsive and Responsible Economic Development**
- **Community Capacity Building**

Evidence or Research-Base of Strategies and Basis in Data/Evidence that Support the Approach and Funding Needs

In the following section, the five major strategy categories are presented along with their specific strategies, as presented in the Logic Model, including the rationale both evidence-based and data driven for each. Some strategies are evidence-based and some are logical interventions given community conditions importance to the residents. Funding needs are included.

Strategic Enforcement and Community-Police Collaboration

The first priority that the community needs to address is the drug-related crime problem.

1. *Community Oriented Policing (COPs)*: One strategy for increasing the capacity of the understaffed Sheriff's Department, is the use of the well-established Community Oriented Policing or Community Policing strategy. The approach includes collaborating with the community and other law enforcement agencies for support and information and scheduling staffing based on targeting the hot spots and the peak periods of crime risk (Ashcroft, 2004; Reissner, 1996). Community policing encourages officers to be more accessible and familiar to people in their communities, which reinforces the police-civilian relationship and also the potential for citizens to report and prevent crime. This strategy reduces crime by creating community awareness about issues and providing safety measures specific to the geographical location. The Highland County Sheriff's Department has embraced the community-oriented policing philosophy; however, without additional funding, officers cannot be formally trained in the concepts and practices of "COPS".
2. *Volunteers in Police Service*: In 2009, due to a decline in tax revenues, the Sheriff's operating budget was reduced by 20 percent, necessitating a 20 percent cut in law enforcement and corrections officer positions and a 10 percent cut in the number of jail

beds (Highland County Sheriff's Office). When law enforcement services lose their funding and ability to fully serve their communities creatively accessing resources is critical. Done well, screened and trained volunteers can serve in various capacities in law enforcement. The VIPS Program provides support and resources for agencies interested in developing or enhancing a volunteer program and for citizens who wish to volunteer their time and skills with a community law enforcement agency. The goal of this program is to enhance underfunded state and local law enforcement (BJA, n.d.). Evidence has shown that VIPS can add value when law enforcement departments are financially strapped. Volunteer opportunities are being considered. Funding is not needed to support this strategy.

3. *High Intensity Drug Trafficking Area Intervention:* The U.S. 23 Pipeline Major Crimes Task Force serves 5 counties in Ohio, sheriffs' and prosecutors' offices, as well as different boards including the Ohio Bureau of Criminal Identification and the Ohio Medical and Pharmacy Boards. The creation of a multi-jurisdictional task force enables Ohio to share resources and information on targeted illegal activities in support of local law enforcement (OFTCA, 2015). This intervention is currently funded, however, with the eventual elimination of federal Byrne Memorial Justice Assistance grants, Ohio's Drug Task Forces are currently seeking permanent funding solutions through a state legislative initiative.
4. *Establish Sheriff's Department Substation at Rocky Fork Lake Park:* To create a broader law enforcement presence in the RFL area, the Sheriff's Department negotiated with the park and other entities to establish a department substation. The Highland County Sheriff's Department has materials, supplies and equipment and resources in place to implement this strategy without additional funding.
5. *Crime Prevention by Environmental Design:* This data-driven strategy involves primarily educating the community about strategies to prevent crime through home, business, and structural design and clean-up. (National Crime Prevention Council, n. a.). The officers are willing to receive and provide such training, but they are understaffed. It is not a high priority.
6. *Crime Mapping Technology:* The county does not have the expertise, software and other equipment necessary to conduct or develop GIS crime mapping, which would expose changing crime locations and trends to assist with greater efficiency of targeting and reducing crime. This strategy cannot be implemented without an infusion of resources.
7. *Security Surveillance Technology:* Security surveillance is a common crime prevention and detection strategy that can particularly support understaffed law enforcement. Strategically placed cameras on local businesses and street corners is a priority for people in the area. For this reason, donations from the public sector are anticipated to fund and implement this strategy.

Transformation of Neighborhood Blight

1. *Remediation/removal of Blighted Housing:* Evidence across many states has shown that the elimination of blighted housing reduces crime and improves community pro-social behaviors and attitudes (Center for Community Progress, 2016a and b.) Limited funding has been used to remove some problem structures and others are targeted for demolition. However, large scale remediation or removal of the most blighted properties cannot be accomplished without an infusion of funds. Refer to the discussion of Land Banks for additional information about this strategy.
2. *HOA rules Enforcement:* An infusion of funds would enable the HOA boards to use legal remedies to enforce the HOA rules. Negligent landowners simply will not pay their dues and legal recourse is beyond the financial capabilities of the boards. Without funding, this strategy cannot be implemented.
3. *Public Health Nuisance Abatement:* Many communities utilize this strategy to quickly tackle problems with trash build-up and other health issues. With existing funding, the Highland County Health Department has already taken steps to streamline the nuisance complaint process resulting in reduced response time to address issues. Funding would enable the department to place a dedicated nuisance abatement officer in the target neighborhoods. Without funding, this strategy cannot be implemented.
4. *Minimal Public Health Housing Codes:* Housing codes can address the unsafe housing in the RFL neighborhoods. This is not a local priority strategy because such codes are being considered through the state legislative process; if adopted, no funding will be needed to implement standards at the local level.
5. *Establish and staff a Land Bank:* Land banks are non-profit organizations that legally acquire vacant, abandoned or blighted properties and renovate or demolish them to allow building a productive, safe structure in that place. Land banks also benefit the community and reduce crime by encouraging landowners to be responsible. Currently, Ohio is one of the states with the largest number of land banks as well as Michigan and Georgia. Highland County leaders have embraced this strategy and have been offered assistance from various counties that have established their own land banks. The Western Reserve Land Conservancy, with expertise in the development of land banks in multiple Ohio counties estimates \$15,000 in technical assistance contractual fees will be needed to create a local land bank. Due to the severity of the blighted housing problem, funding is needed to hire 1FTE land bank program coordinator and provide seed money to the land bank. This high priority strategy requires funding.
6. *Landlord Registration and Licensing:* Many cities have instituted a system to register and license landlords to encourage responsible property maintenance and responsible renters. This strategy will likely be met with some community resistance. Public education and outreach will be a preliminary step to build support and can be undertaken without additional funding. However, to implement this strategy will require an infusion of funds.

7. *Meth Lab Cleanup Regulations:* Meth labs are a known health hazard; and when found, require an extensive clean up before anyone can inhabit the area. The Ohio legislature is considering clean-up regulations in its current session. No funding is needed at this time.
8. *Zoning and Code Enforcement:* The steering team believes that zoning and code enforcement is the best tool to address the multitude of issues that contribute to hot spot crime in the target neighborhoods. However, long held cultural attitudes will not be easily changed. An infusion of funds is necessary to develop and implement an education and outreach program for the community, with a long range goal to develop a zoning and code enforcement department in the county.

Targeted Community Services

1. *Increase accessibility and availability of community services:* Based on the work done by the Army as noted earlier, there are three HOA buildings that can be used for the delivery of services to neighborhood residents with a minimal amount of rehab. Plus, the one church in the area already serves as a place to assist children with meals and structured activities in the summer to allow parents to work. The church leaders have offered to be a location for other community services as well, which is under discussion with service providers.

Highland County Community Action will coordinate with local service providers to offer multiple services including substance abuse counseling, visiting nurse, WIC, congregate feeding and Benefit Bank counseling. A Community Center in RFL is highly desired as a long term solution to bring such services and to facilitate unity among residents.

2. *Employment Readiness and Placement Assistance:* The high unemployment makes job readiness and placement assistance critical to the economic growth of the targeted families. Establishing a collaboration amongst the high schools, community college and employers to provide skills training that is needed to prepare people for the existing or anticipated job opportunities in the region will serve the workers and the employers well. The Highland County Office of Ohio Means Jobs and Highland County Job and Family Services can offer assistance on-site with no additional funding required.
3. *Implement the Rural Family Economic Success Model (RuFES):* The RuFES model is an Evidence-Based program aimed to assist families work toward financial well-being while meeting immediate needs and looking toward future successes (Annie E. Casey Foundation, 2016). RuFES is a comprehensive multifaceted program with the goals of “*Earn it, Keep it, Grow it*” which emphasizes job readiness, retention and advancement, access to affordable goods and services and the accumulation of assets to sustain family financial health over time. Highland County Community Action Organization, Inc. has received a National Rural IMPACT technical assistance grant for a demonstration project to develop a two-generation approach to helping parents

and children thrive. Organizations in Highland County want to utilize the RuFES model to address the economic advancement of parents as part of the IMPACT grant, but need resources and guidance to fully serve needy local families. A national expert on the model, John Molinaro, who lives and works in the region has offered to assist the community to institute the model at no charge, however some resources from the implementation grant would support local staff time for coordination.

Responsive and Responsible Economic Development

1. *Develop and implement a comprehensive economic development plan that builds the economy while protecting the environmental integrity of the lake:* At this time, no local economic development plan exists. Based on tours of three other comparable Ohio communities with state parks, Highland County leaders gained ideas, contacts and possible resources to inform a comprehensive development plan that includes recreation and tourism as part of the economic engine for growth at RFL. The importance of creating a plan that protects the water quality of the lake became apparent. Notably, ODNR officials informed the team that RFL is one of the cleanest lakes in Ohio, which is a prominent feature that can bring future growth, if maintained. Until a plan is developed, new business and industry and outside investment is difficult to secure.

Community Capacity

1. *Conduct Leadership Training and Development:* Development of leadership skills can benefit the planning and management efforts to address issues and build community cohesion. Training will be conducted to strengthen both the Rocky Fork Alliance and the homeowners' associations in the hot spot neighborhoods. Through a partnership with the U.S. Army 91st Civil Affairs Battalion (Airborne), leadership curricula will be adapted specific to the needs of this rural community.
2. *Provide support for the Rocky Fork Lake Community Alliance:* The Rocky Fork Lake Community Alliance is a service organization that supports a wide range of activities that benefit the area. The Alliance, that includes residents and business owners, has credibility with residents as evidenced by the diverse membership and the work they accomplish. The Alliance increased neighborhood participation and has worked to galvanize residents to address problems important to them. Examples include operating mobile food pantries, organizing recreational events for children and families, and painting over graffiti within hours of the deed. Trusted community leaders including the president of the Paint Township Trustees, the Highland County Commissioners and the Sheriff are active participants. This group would provide ongoing support as they best engage residents. Building their capacity is a strategy that can be implemented with increased membership and community collaboration with the infusion of a minimal amount of resources.

3. *Conduct a Feasibility Study for a RFL Community Center:* The community has reiterated its desire for a community center throughout the planning process. It would provide drug treatment and government benefit services to alleviate poverty (e.g., WIC, SNAP, Cash Assistance). Plus, the Center would provide training, activities and meeting places for residents, which should be catalyst to pro-social bonding that can reduce crime and increase property values.

Through a partnership with the U.S. Army 91st Civil Affairs Battalion (Airborne), their members identified suitable temporary sites to serve as a center. Plus, they identified land for a potential permanent community center site, which provides a solid start for a feasibility study to construct the desired multi-purpose center.

Assumptions

- If resources were made available to assist with strategic enforcement, the Sheriff's department would be more efficient and effective at reducing hot spot crime activity.
- Increased cooperation and trust between community members and law enforcement will lead to a safer community.
- A reduction in neighborhood blight will result in less criminal activity.
- A reduction in neighborhood blight will result in increased residential and commercial property values and attract investment.
- A reduction in neighborhood blight will improve the quality of life for residents.
- Increased availability and access to services will improve residents' health and wellbeing.
- Increased availability and access to employment readiness training and job opportunities will decrease the impetus to turn to illegal activities as a source of support.
- Responsive and responsible economic development will promote prosperity and meet community needs without compromising the integrity of RFL as a pristine natural resource.
- Full utilization of RFL as a natural and recreational resource will be a driver for economic development.
- Building community capacity and empowerment will result in greater cooperation and collaboration and lead to improved safety and quality of life.

The Fit of our Interventions within the Broader Economic Development Plans for the RFL Area

The goals and plans for Highland County and the RFL area are consistent with broader economic and improvements in community life. "The Appalachian Regional Commission's programs address the five goals identified in the Commission's [2016–2020 strategic plan](#): 1) investing in entrepreneurial and business development strategies that strengthen Appalachia's economy; 2) improving the education, knowledge, skills, and health of residents to work and succeed in Appalachia; 3) investing in critical infrastructure—especially broadband, transportation, including the Appalachian Development Highway System, and water/wastewater systems; 4) strengthening Appalachia's community and economic development potential by

leveraging the Region's natural and cultural heritage assets; and 5) building the capacity and skills of current and next-generation leaders and organizations to innovate, collaborate, and advance community and economic development.”

The 2012 Comprehensive Economic Development Strategy is a document prepared by the Ohio Valley Regional Development Commission under an award from the U.S. Department of Commerce, Economic Development Administration. In the 2012 Comprehensive Economic Development Strategy document, one stated goal is to “Improve the perception of Southern Ohio as a tourist and residential destination to tourism industry officials and residents, both inside and outside Southern Ohio,” (Chapter 3, Page 5) which is one of many goals aligning to the RFL-ASAP project.

Highland County is a Governor’s Office of Appalachia, Ohio Development Services Agency “Priority Investment Area”. The GOA administers Appalachian Regional Commission and state appropriations for Appalachian re-development in Ohio (Appalachian Regional Commission, n.d.). The existence of the GOA is evidence of the need and that resources may become available to aid economic development. Highland County Commissioners indicated no economic strategic plan has been developed for the county as a whole nor for the RFL area.

Anticipated Outcomes including Intermediate and Long-term Indicators to measure Success - Theory of Change and Logic Model

The Theory of Change and Logic model are shown below. The strategies and supported interventions logically lead to a set of anticipated outcomes that can be tracked and measured, which are described below and are based on the aforementioned Logic Model that is shown below.

- For the *Crime Reduction & Safety* problems – A planned intermediate outcome is reduced hot spot activity and ultimately reduced drug and related crimes. Crime data can be tracked by the Sheriff’s Department as has been done during this planning study, although obtaining software and additional resources would improve the process.
- *Housing & Property Issues* - Intermediate outcomes include: improved physical appearance of the neighborhood using the established blight definition in the Ohio Revised Code and prevention of crime. Long term change is projected to be: improved community pride and social cohesion, an increase in property values and economic diversity. Plus, the community expects that the RFL area will improve in perception, environment and appeal. Renovating or ridding the neighborhood of blighted properties where crime activity can be hidden reduces the places where heroin and meth production and selling are possible. Then, HOA rules enforcement, instituting a land bank, prosecutor and health department interventions, landlord registration and licensing and minimal zoning and code enforcement become viable tools for change.
- *Lack of Community Services* – Intermediate outcomes following strategies designed to bring services and safety measures to the RFL area along with providing a comprehensive strategy to assist families to become more economically secure include: Improved job readiness, and the ability of residents to obtain and maintain employment and economic

resources. The expected long term outcomes include: reduced unemployment and poverty, treatment and training to build a consistent and stable workforce that will participate in the community pro-socially through legal activities.

- *Economic Development* – Intermediate outcomes will result from strategies to implement a comprehensive economic development plan; engage the Ohio Department of Natural Resources (ODNR) to develop the RFL Park and hire a 1.0 FTE Economic Development Specialist. The outcomes include: implementation of the plan, strategic investment in the RFL park, area and business sector and gaining more and higher paying full-time jobs. Expected long term outcomes include: an increasingly vibrant economy that builds in part on the RFL and Park as an economic driver for the area.
- *Community Capacity* – Anticipated intermediate outcomes from strategies to provide community leadership training, support for the RFL Community Alliance (a service organization), and a feasibility study to establish a multi-purpose Community Center for the RFL residents.

Theory of Change

A reduction in drug related crime and social and physical deterioration of the RFL region, combined with increased access to social services and the promotion of social capital, will improve the lives of residents and result in a safe, healthy and economically vibrant community.

Logic Model

Work Group	Problem Statement		Strategies and Supported Interventions	Outcomes		
	Problem	Why? Why here?		Short Term	Intermediate	Long Term
Crime Reduction & Safety	1. High concentration of drug-related crime; Concentration of high-risk residents	Poverty, unemployment, limited social cohesion and collective efficacy, in historically neglected part of the county.	(1) Strategic Enforcement and Community-Police Collaboration a. Community Oriented Policing b. Community Volunteers in Police Service c. High intensity drug trafficking area intervention d. Sheriff's Dept. substation at RFL e. Crime Prevention by Environmental Design f. Crime Mapping Technology g. Security Surveillance Technology	<ul style="list-style-type: none"> Increased policing and enforcement resulting in a temporary increase in arrests 	<ul style="list-style-type: none"> Reduced hot spot activity 	<ul style="list-style-type: none"> Reduced drug and related crimes
Housing & Property Issues	2. Concentration of blighted and abandoned properties	High percentage of renters, absentee landlords, property tax delinquency; lack of permanent supportive and transitional housing; lack of investment in some of the neighborhoods	(2) Transformation of Neighborhood Blight a. Remediation/removal of blighted housing b. HOA Rules Enforcement c. Public Health Nuisance Abatement d. Minimal Public Health Housing Codes e. Establish and staff a Land Bank f. Landlord Registration and Licensing g. Meth Lab Clean up Regulations h. Zoning and Code Enforcement	<ul style="list-style-type: none"> Decrease in the number of blighted and abandoned properties 	<ul style="list-style-type: none"> Improved physical appearance of the neighborhood Increase in safe, affordable housing Decreased opportunity for crime 	<ul style="list-style-type: none"> Improved community pride and social cohesion Property values increase Increased economic diversity Improved environment and safety in the Rocky Fork Lake area

Work Group	Problem Statement		Strategies and Supported Interventions	Outcomes		
	Problem	Why? Why here?		Short Term	Intermediate	Long Term
Community Services	3. Lack of access to treatment, services and employment	Area originally developed as recreational site; far from service locations; no public transportation	(3) Targeted Community Services <ol style="list-style-type: none"> Increase accessibility and availability of community services Employment Readiness and Placement Assistance Implement the Rural Family Economic Success Model (RuFES) Addition of an early warning system 	<ul style="list-style-type: none"> Increased access to needed services Increased number of residents receiving job assistance services Improved access to employment 	<ul style="list-style-type: none"> Improved job readiness More residents have skills required to obtain and maintain employment 	<ul style="list-style-type: none"> Decreased unemployment Improved health in RFL area Consistent stable workforce Residents will participate pro-socially in the community and get needs met through legal activities
Economic Development	4. Area economy is struggling; high unemployment	Loss of major employers during Great Recession; wide-spread low-income; physical deterioration of RFL State Park limits business investment and jobs.	(4) Responsive and Responsible Economic Development <ol style="list-style-type: none"> Develop and implement comprehensive development plan that builds the economy while protecting the lake. Engage ODNR to develop RFL State Park as a recreational destination that will promote local business. Establish a 1.0 FTE Economic Development specialist 	<ul style="list-style-type: none"> Develop plans with ODNR and stakeholder cooperation 	<ul style="list-style-type: none"> Implement plans Strategic investment in RFL park, neighborhoods and business sector More and higher paying full-time jobs 	<ul style="list-style-type: none"> Increasingly vibrant economy that promotes RFL prosperity RFL area serves as an economic driver for area neighborhoods and the county
Community Capacity	5. Lack of social cohesion, disempowered residents, lack of trust; lack of access to and availability of services	Not enough services to support need in targeted neighborhoods; organizations want to collaborate but lack time, awareness, and resources	(5) Community Capacity Building <ol style="list-style-type: none"> Coordinate Community Capacity Building Leadership training and development Support for the Rocky Fork Community Alliance Feasibility study for Community Center 	<ul style="list-style-type: none"> Increased awareness of partner organizations needs and opportunities; Increased access to and availability of needed services and training 	<ul style="list-style-type: none"> Enhanced collaborative capacity and communication; Improved neighbor to neighbor, neighbor to stakeholder cooperation and collaboration; Feasibility plan for Community Center 	<ul style="list-style-type: none"> Sustained community collaboration and involvement across all sectors for effective community building Community Center in RFL that serves area needs

(3) Implementation Goals and Sustainability

Our Vision:

By 2020, The RFL area will be a beautiful natural resource in Highland County that is safe and prosperous. RFL's numerous businesses, amenities, and recreational events will attract visitors, tourists, and permanent residents. The revitalization of RFL communities will be a catalyst for economic growth for Highland County and the broader Appalachian Ohio Region.

Our goals for the Rocky Fork Lake targeted areas include:

1. To reduce drug-related crime through strategic law enforcement and increased collaboration between law enforcement and the community.
2. To increase property values by eliminating blight and transforming neighborhoods.
3. To improve the quality of life for residents by increasing access to targeted community services and job opportunities.
4. To develop a responsive, responsible, community driven comprehensive economic development plan that builds the RFL area economy while protecting the environmental integrity of the lake.
5. To build community capacity, involvement, and pro-social activities through leadership development and coordination of services.

Implementation Work Plan for January 1, 2017-December 31, 2018

Strategy/Activity	Major Tasks	Responsible Parties/ Collaborators	Expected Completion Date	Funding Source (All BCJI/Part BCJI/ All Other)
PROGRAM STRATEGIES				
1. Strategic Enforcement and Community-Police Collaboration	<ul style="list-style-type: none"> a. Increased patrol and COPS Training for Sheriff's Dept. Officers b. VIPS program c. High Intensity Drug Trafficking Area Intervention d. Sheriff's Dept. Substation at RFL e. Crime Prevention by Environmental Design f. Crime Mapping Technology g. Security Surveillance Technology 	<ul style="list-style-type: none"> a. HC Sheriff's Dept. b. HC Sheriff's Dept. c. HC Sheriff's Dept. d. HC Sheriff's Dept. e. HC Sheriff's Dept. f. HC Sheriff's Dept. g. HC Sheriff's Dept. 	<ul style="list-style-type: none"> a. January, 2017 b. December, 2017 c. June, 2017 d. December 2017 e. Ongoing f. Ongoing g. December, 2018 h. December, 2018 	<ul style="list-style-type: none"> a. Private funding b. BCJI c. Private funding d. BCJI e. HC Sheriff's Dept. f. State legislature g. BCJI h. BCJI
2. Transformation of Neighborhood Blight	<ul style="list-style-type: none"> a. Remediation/removal of blighted housing b. HOA Rules Enforcement c. Public Health Nuisance Abatement d. Minimal Public Health Housing Codes e. Land Bank Creation f. Landlord registration and licensing g. Meth lab Cleanup Regulations h. Zoning and Code Enforcement Education Campaign 	<ul style="list-style-type: none"> a. Land Bank Board b. HOA Boards c. HC Health Dept. d. Ohio State Health Dept. e. 1.0 FTE Land Bank Coordinator (contract position) f. HC Commissioners Or Hillsboro Housing and Safety Dept. g. Ohio legislature h. RFL Coordinator 	<ul style="list-style-type: none"> a. Ongoing b. Ongoing c. Ongoing d. In progress e. June, 2017 f. December, 2018 g. TBD h. December, 2017 	<ul style="list-style-type: none"> a. Land Bank, sales of property, HUD, BCJI, HC Commissioners b. BCJI c. Local HC Health Dept. Funds d. None needed e. BCJI. HUD, private funding, HC Commissioners f. BCJI g. TBD h. BCJI
3. Targeted Community Services	<ul style="list-style-type: none"> a. Increase accessibility and availability of community services at RFL 	<ul style="list-style-type: none"> a. RFL Community Services Coordinator, (HC Community 	<ul style="list-style-type: none"> a. June, 2017 b. Ongoing c. Operational by December 2017 	<ul style="list-style-type: none"> a. BCJI b. Local funding c. HC Ohio Means Jobs/ HCJFS

	<ul style="list-style-type: none"> b. Employment readiness and placement assistance c. Implement RuFES Model 	<ul style="list-style-type: none"> Action, FRS, other services) b. Ohio Means Jobs and HC Community Action c. HC Community Action 		
4. Responsive and Responsible Economic Development	<ul style="list-style-type: none"> a. Develop and implement comprehensive plan b. Hire 1.0 FTE Economic Development specialist (contract position) 	<ul style="list-style-type: none"> a. HC Commissioners/ODNR b. HC Commissioners 	<ul style="list-style-type: none"> a. March 31, 2017 b. December, 2018 	<ul style="list-style-type: none"> a. BCJI b. BCJI
5. Community Capacity Building and Community Engagement*	<ul style="list-style-type: none"> a. Community leadership training and development b. Support Rocky Fork Community Alliance & Service Organizations c. Feasibility study for Community Center 	<ul style="list-style-type: none"> a. HC Commissioners b. RFL ASAP Coordinator c. RFL Coordinator 	<ul style="list-style-type: none"> a. March 31, 2017 b. December, 2018 c. Ongoing d. December, 2018 	<ul style="list-style-type: none"> a. BCJI b. BCJI c. Private funding d. BCJI
RESEARCH AND EVALUATION				
6. Ongoing research and monitoring of outcomes.	<ul style="list-style-type: none"> a. Implement the Research and Community Engagement Plan (See Section 3B.) b. Report Research Findings to inform and adjust implementation activities. 	Ohio University Research Team	<ul style="list-style-type: none"> a. Ongoing 	<ul style="list-style-type: none"> a. BCJI b. In-kind
7. Ongoing community engagement	<ul style="list-style-type: none"> a. Monthly meetings and activities held by the Rocky Fork Community Alliance b. Coordination of activities and services for RFL neighborhood residents 	RF Community Alliance President, RFL Leadership Coordinator	<ul style="list-style-type: none"> a. Ongoing b. Ongoing after April, 2017 	<ul style="list-style-type: none"> a. Local funding b. BCJI

PROGRAM MANAGEMENT				
Oversight and coordination of Implementation Activities	<ul style="list-style-type: none"> a. Fiscal and Programmatic Management b. 1 FTE Site Coordinator (TP Staff Position) 	Turning Point Applied Learning Center	Beginning with receipt of implementation grant funding	a. BCJI

*Community engagement strategies will be infused throughout the implementation plan, especially in Strategy #5, which is devoted specifically to community capacity building.

B. Plans for Ongoing Research and Community Engagement

Continued Work with Research Partner and the Researchers' Role

Ohio University will continue to work with Highland County through the implementation phase to document and measure progress and outcomes.

The following data will be tracked, collected and analyzed: The Research Team will work with law enforcement to track 1) incidents of crime and arrest and use GIS technology to provide quarterly reports of current criminal activity to be used to support the efforts of increased policing. The Research Team will work with the Sheriff's office to build their capacity for conducting GIS surveillance themselves, if they have the workforce capacity to undertake this effort. Additionally, the Research Team will work closely with the Land Bank and enforcement agencies to 2) document abatement and remediation efforts. The Army Team has agreed to conduct another photographic assessment of the targeted area during the implementation period. 3) An annual survey of residents will be conducted to explore their perceptions of safety and community pride, as well as their experiences with increased access to needed community services. Targeted focus groups will be conducted to gain greater depth of understanding of the survey findings. The Research Team will work with the Steering Committee to 4) document efforts to place more services in the targeted region. The work plan includes the 5) completion of a region-wide economic development plan and a 6) feasibility study for a Community Center for the targeted area. The Research Team will review these documents and report on their implementation. Finally, The Research Team will measure the 7) impact of leadership training and capacity building within service organizations. Measures of increased knowledge and self-efficacy will be conducted as training occurs and an annual survey examining collaboration and capacity will be conducted among the members of the key service organizations.

This data will be used to address key evaluation questions:

Is there a decrease in drug and drug-related crimes in the targeted area?

Is there a decrease in blighted and unsafe housing in the targeted area?

Is there an increase in access to community services in the targeted area?

Has economic development indicators improved?

Is there an increase in the capacity of service organizations to address community concerns and make positive changes in the targeted area?

Do residents experience an increased sense of pride and safety within their community?

The Research Team will also work closely with the Steering Committee and the Rocky Fork Lake Alliance to help them utilize data for planning and evaluation purposes. They will work with the Alliance to identify other community indicators of housing, economic development and health that may inform current and future efforts.

Outcomes, Indicators and Data Sources

The outcomes and indicators that will be used to track and measure success will include:

Outcome	Indicator	Measures	Data Source
Strategic Enforcement and Community- Police Collaboration			
Increased policing and law enforcement	Increased law enforcement capacity	#of officers and vehicles assigned to target area during peak crime periods # of Community Volunteers	Law enforcement data
Reduced criminal activity in identified hotspots	10% Reduction in drug and related crimes overall Reduction of crime in the targeted areas	# of reports of crime # of arrests within the RFL area/RFL residents # of reports of crime within the RFL area	Law enforcement data
Transformation of Neighborhood Blight			
Decreased blighted properties Minimal Public Health Housing codes and other zoning and code enforcement	10% Decrease in the # of blighted properties from baseline	Army Study as Baseline Photographic Housing Study completed at 12 months and project's conclusion, using previous methodology	Land Bank Program Coordinator
Value of RFL Homes	3% Increase in price of RFL homes sold	Information from Realtors	Realtors
Increase in enforcement of HOA Rules, Public Health Nuisance Abatement	Decrease in the # of nuisance complaints	Number of actions taken by authorities to enforce nuisance rules	Health Department, HOA, Code Enforcement and Land Bank Program Coordinator
Sense of community pride and social cohesion	Increased sense of pride and belonging	# of residents reporting that they are proud of their community and feel safe and connected with their neighbors	Annual Survey Focus Groups at the end of Year One and Year Two
Targeted Community Services			
Residents have increased access to needed social service, employment services and health services.	Increased participation in social services, employment services and health services	% of RFL residents reporting increased access to needed services	Annual Survey Focus Groups at the end of Year One and Year Two
Responsive and Responsible Economic Development			

ODNR and Community Stakeholders develop an economic plan that is environmentally sustainable	Plan is developed and implemented with broad stakeholder involvement	Economic Plan is developed	ODNR and Community Stakeholders
RFL unemployment is decreased	5% Increase in employment rates	Census 9550 Unemployment Statistics	Highland County Job and Family Services and U.S. Census Data
Community Capacity Building and Community Engagement			
Provide Leadership Training and develop and support key service organizations – including the Rocky Fork Lake Alliance	12 Community leaders trained in leadership and capacity building. Increased capacity among resident stakeholders to advocate and address community issues.	Residents report that they have greater skills and ability to advocate for positive changes within their community. Residents and partners indicate improved trust.	Training evaluations that measure increased knowledge and self-efficacy. Annual Resident Survey - and focus groups.
Feasibility Plan for the development of a Community Center in RFL area	Use of an existing RFL building for service delivery. Completed feasibility plan for a Community Center.	Feasibility plan is developed and funded	RFL Stakeholder group

Continued Communication and Work with Residents

Efforts to engage residents of the targeted area will ongoing throughout the implementation phase in similar ways as was done during the planning phase. Media messaging (e.g., FaceBook, flyers, brochures, regular newspaper articles and radio spots) and meetings will provide information about the various strategies, efforts, and successes to keep people informed. Stakeholders from every sector as well as tourists and residents will be considered in communication efforts. At least three “listening sessions” will be held with community representatives, that will include members from the Rocky Fork Alliance and the three Home Owners Associations (HOAs).

One “Town Hall” meeting will held for residents of RFL communities in November, 2016. The purpose of the meeting will include: 1) To inform people about the implementation plans and funding, and 2) To gather support and assistance with implementation. Leaders of the Home Owners Associations will hold meetings for membership drives, to provide safety information, and encourage cooperation between law enforcement and RFL residents.

C. Plans for Sustaining the Effort

Sustainment of Cross-Sector Relationships During and Beyond BCJI Funding

Responsibility for sustaining the cross sector relationships and partnerships will be held by the Fiscal Agent and the Site Coordinator. However, Highland County is confident that the effort expended and the gains made in building those relationships during the planning phase will continue due to strong grassroots support for the project.

The community has requested that the Stakeholder Group (118 members), the Steering Committee (a 20 member subcommittee of the Stakeholder Group) and four functioning workgroups (i.e., Housing and Property, Crime and Safety, Economic Development and Community Services) continue to meet throughout the two-year implementation phase.

Coordinated and facilitated by the Site Coordinator, quarterly Work Group meetings will focus on the status of delivering the priority evidence based practices identified in the plan and funded by BCJI for implementation. The Workgroups will assist the Site Coordinator in identifying and overcoming any barriers to implementation and make recommendations for any necessary adjustments to the work plan as conditions evolve in the target neighborhoods. The Workgroups will assist in data collection for the Research and Evaluation Team and will use data and research to guide decisions. Each Workgroup is chaired by a representative of the “Responsible Party” identified in the Work Plan for the specific strategy as part of their responsibility to the Implementation Project.

Sustaining Commitment among Key Leaders and Organizations to Core Principles of BCJI

The Steering Team will assist the Site Coordinator in identifying the next level of priority projects and will support his/her efforts to secure funding for ongoing financial sustainability and for those specific projects identified in the plan but not selected for immediate implementation. The Steering Team will meet quarterly to receive reports on the progress of the Implementation Grant and to continually monitor and update the Plan as necessary.

A Liaison from the Steering Team to the Highland County Corrections Planning Board, established in 1996 and functioning as the official Cross Sector Partnership, will ensure that communication between the grantee and the fiscal agent results in a cost effective, coordinated project that meets or exceeds measurable outcomes. The Corrections Planning Board meets quarterly to discuss funding opportunities and legislative initiatives that impact the long term sustainability of the project.

Finally, the 118 member Stakeholder Group comprised of neighborhood residents, Federal, State and Local elected officials, agency heads, community groups, and service providers will meet at least twice during the implementation phase. The purpose of ongoing engagement of this large diverse group is to ensure that the “voice” of the neighborhood residents continues to be heard. The level of trust between the residents and elected officials and agency heads has increased tremendously and is critical to ensuring that this initiative maintains its momentum and positively impacts the broader region.

Plan for Securing Additional Resources for High Priority Elements of the Plan

From the onset of the planning process, efforts to secure additional funding to implement high priority elements of the plan have been ongoing successfully and are expected to continue. Examples of these efforts include; the Highland County Community Action Organization’s funding for the Rural Impact Program; the Highland County SWCD’s funding from ODNR to maintain and improve Water Quality in the Paint Creek Watershed (includes RFL); Turning Point Applied Learning Center’s application for funding for Employment Training programs

through the Appalachian Regional Commission; and private funding has been offered for security surveillance and to start the Land Bank.

Appendix 1: Additional Documentation

Document 1: Steering Team

RFL-ASAP Steering Team - 26	
Development Team Members (7)	Commercial Team Members (5)
Highland County Board of Realtors	Highland County Commissioners - 2
Highland County Chamber of Commerce	Ohio Valley Regional Development Commission
Highland County Community Action Organization, Inc.	Turning Point Applied Learning Center, Inc - 2
Highland County Continuum of Care	
Highland County Health Department	Criminal Justice Team Members (6)
Highland District Hospital	Highland County Community Corrections
Rocky Fork Community Alliance	Highland County Court of Common Pleas
Physical Team Members (2)	Highland County Office of Reentry Services
City of Hillsboro	Highland County Prosecutor
Highland County Map/GIS Department	Highland County Sheriff Department - 2
Social Team Members (6)	
OU Research Team - 3	
Paint Township Trustee	
Planning for Success - 2	

Document 2: Stakeholders

RFL-ASAP Stakeholder Team - 110	
Development Team Members (23)	Commercial Team Members (25)
Alternatives to Violence Center	Bayview Cottages and Tackle Shop
Amvets - Post 61	Blueberry Hill Cabins
Area Agency on Aging District 7	City of Hillsboro Planning Commission
Bright Local Schools	Congressional District 2, Representative Wenstrup
FRS Counseling -3	GreenSource Cincinnati
FRS Transportation	Greystone Systems, Inc.
Greenfield Exempted Village Schools	Grow! Highland County
Highland County Board of Developmental Disabilities	Highland County Commissioners - 4
Highland County Board of Realtors	Highland County Farm Bureau
Highland County Chamber of Commerce	Joey's Pizza
Highland County Community Action Organization, Inc.	Office of US Senator for Ohio, Rob Portman
Highland County Continuum of Care	Office of US Senator for Ohio, Sherrod Brown
Highland County Health Department - 2	Ohio Valley Regional Development Commission
Highland District Hospital	OhioMeansJobs Highland County
Hillsboro City Schools	Real Estate/Faculty

Legal Aid Society of Southwest Ohio, LLC	Senate District 17
Paint Valley ADAMH Board - 2	Southern Ohio Appraisers, LLC
Rocky Fork Community Alliance	Southern State Community College Workforce Development
Scioto Paint Valley Mental Health Center	The Rockhold, Brown & Co. Bank - 3
Social Team Members (24)	Turning Point Applied Learning Center, Inc - 2
At-Large Community Member - 2	Recreational Team Members (6)
Enchanted Hills Homeowners' Association - 2	Ohio Department of Natural Resources - 6
Good News Gathering	Physical Team Members (8)
Greater Life Assembly	City of Greenfield
Highland County Resident	City of Hillsboro - 2
Highland Holiday Home Owners Association - 2	Highland County Homeless Shelter
Holiday Cottages	Highland County Map/GIS Department
Holiday Trails Homeowners' Association	Hillsboro City Council
OU Research Team - 4	Ohio House District 91, Representative Rosenberger
Paint Township Trustee	Paint Creek Fire/EMS Department
Planning for Success - 2	
Property Owner	
Rocky Fork Lake Resident - 3	
The Highland County Press	
The Times Gazette	
Criminal Justice Team Members (24)	
Armintrout Law Office	
Greenfield Police Department	
Highland County Child Support Enforcement Agency	
Greenfield Police Department	
Highland County Child Support Enforcement Agency	
Highland County Community Corrections	
Highland County Court	
Highland County Court of Common Pleas	
Highland County Office of Reentry Services	
Highland County Probate and Juvenile Court	
Highland County Probation Department	
Highland County Prosecutor	
Highland County Sheriff Department - 2	
Hillsboro Municipal Court	
Hillsboro Police Department	
ODRC Adult Parole Authority	
ODRC Office of Offender Reentry	
Ohio Adult Parole Authority - 3	
Ross County Reentry Coalition	
STAR Community Justice Center - 2	

Document 3: Information from Key Informant Interviews

Angie Carl and Solveig Spjeldnes interviewed a total of 30 key informants. The interviews centered on discussions of the problems, obstacles and barriers, available data, possible solutions, and perhaps most importantly, what each stakeholder is doing and could potentially do to help. Key informants interviewed include:

Donnie Barrera	HC Sheriff
Todd Whited	HC Police Chief
Todd Wilkin	HC Safety & Service Director
Randy Mustard	Paint Township Trustee
Mark Harp	HC GIS
Bill Fawley	HC Auditor
Nancy Reed	Section 8 Housing
Katie Farber	Economic Development
Anneka Collins	Prosecutor
Jeff Duncan	Commissioner, Farmer
Tom Dorst	Commissioner
Joe Wills	Greenfield School Supt.
Melody Elliott	FRS Transportation
Julia Wise	Highland County Community Action
Mark Fiske	Highland Holiday Community Association
Bob Rea	Enchanted Hills HOA President
Joanne Trueblood	Highland Trails HOA President
Tim Rosselott	Beechwood Pizza Owner
Bill Hubbard	Rockhold Brown Bank
Doc & Pam Flannery	Blueberry Hill Cabins
Shawn Gall	TP Staff, South RFL Resident
Shane Wilkin	Community Improvement Corporation
Drew Hastings	Mayor of Hillsboro
Diane Uhl	Realtor Group
Melissa Jenkins	Dollar Store Mgr.
Joe Adray	FRS (Sub. Abuse Treatment)
John Hemmings	Ohio Valley Regional Development Commission
Charlie Spaeth	Hardware Store
Joey McGuire	Joey's Pizza
Debbie Robbins	Director of Jobs and Family Services
Manager	Dollar Store

Report from interview with Anneka Collins, HC Prosecutor:

- Only 3 prosecutors- not nearly enough to do what is needed
- Blighted Housing Issues:
 - 3-4 foreclosures a month—many more needed (have done hundreds)
 - Costly and complicated: County often loses money
 - 3 step process to divest themselves of properties that sell lower than handling cost
 - Sheriff's sale (which doesn't recoup money), Auditor's sale, Give it to the state-get almost nothing
 - Her office collected \$1 million from property tax owners.

- Township Trustees can use the Nuisance Abatement order for blighted properties, but no one really has the money to clean up these properties
- Land Banks could help.
- DRUG Problem:
 - Juveniles cooking meth who don't think they are doing anything wrong; they are learning from their parents how to cook! We need to change a generational lifestyle of using and selling drugs.
 - Data from Sheriff's office doesn't reflect a skyrocketing juvenile drug problem
 - Not enough treatment centers - Miami Valley – Juvenile drug treatment – in Xenia.
 - FRS—only treatment center. Many don't want Suboxone treatment.
 - Children's services must try to get custody after 12 months.
 - System Problems: if mom is in prison, she can't take classes that prevent her from losing kids. She needs drug treatment priority. Dads often willing to give up rights, and kids lose mom. Too many permanent custody cases that should not happen. Children's services' biggest problems are kids from RFL with parents who are not working. ---127 in care and custody from RFL communities--Only two caseworkers for all these children.
 - She would like to see more drug education in schools.
 - People need jobs -- many living on public assistance.
 - She thinks ODRC needs to change some policies, activities.

Report from Commissioners Duncan and Horst

- RFL issues and needs have always been a drain on resources
- T. Horst recommends increased law enforcement presence (full time) which he estimates would cost \$150,000/yr., and could be paid for by a police levy if residents are willing to pass it.
- T. Horst favors county-wide zoning, because it would allow building codes and inspectors. But passage in all townships would be difficult. An educational campaign would be needed.
- J. Duncan favors county-wide zoning as well, so long as it is not unfavorable to agricultural needs. He will check to see if it can be designed to be "agriculture-friendly." He agreed an educational campaign would be needed.

More Key Informants Reports

- Joe Wills, Supt. of Greenfield Schools is hoping a preschool will be approved at Rainsboro Elementary. He would like to see a community center for kids near RFL. He will help with publicity if we want to hold a focus group for youth. We can use the school for evening or Saturday meetings when school is in session. Mr. Wills would like to see incorporation to generate taxes for services.
- Melody Elliott, FRS Transportation Director. HARTS provides transportation within 5 mi. of Hillsboro—doesn't extend to RFL. However, it could be extended with a grant potentially, estimated \$15,000/yr., but would have to be a central pick-up point, and infrequent schedule....low demand at RFL so it is not cost-effective to offer transportation on a regular schedule.
- Julia Wise, HC Community Action Director. Great enthusiasm and compassion for helping however possible. Community Action Julia would be a good partner in implementation plan. Julia would like to create a job training program at RFL Event Center....must wait until after May 17

to see if ODNR will entertain idea. She would also like to put in a housing project in former motel near Dollar Store. There is another building near the RFL Event Center that could potentially become a housing project. She is also interested in a community center at RFL, but would need money for resources. Julia would like to provide a summer kids feeding program. HC Community Action helps rehab homes

- Shawn Gall, Turning Point Office Manager: Working on community engagement; believes there is a need for educational campaign to foster sense of community pride, help with cleanup
- Key Points from Interviews with a number of RFL Business Owners:
 - All said they would welcome zoning and growth.
 - Would like to see ODNR invest more in recreational amenities, campground, etc.; a recreational park with ball fields, etc.
 - Bank can provide some small business loans
 - Would like to see a grocery store, other small businesses
 - Business is good for pizza places and cabin rentals
 - One said people are reluctant to put a business out at RFL
 - Theft not a problem for most, but definitely a problem for Dollar Store
 - Would like to see unification of HOA's—stop infighting
 - Stronger police presence
 - Developer/investor to buy up properties and clean them up
 - Unified property maintenance codes
- Report from interviews with officers from three HOA's
 - Bylaws old and require high percentage approval for amendments—a big problem for one of them....raised dues, then was sued. Another one was able to get dues increase passed.
 - Trash pickup....working in one neighborhood but not in two others...not enough money. Central dumpster—inconvenient
 - Too expensive to prosecute for failure to pay dues; nothing really happens anyway
 - Do report violations to Health Dept. sometimes, but say Health Dept. doesn't want to deal with them. (to be fair, we haven't talked with Health Dept. yet)
 - All spoke of high number of rentals, absentee landlord
 - Two have infighting on the board or lack of participation
 - Solutions: fund to purchase distressed properties
 - More policing
 - HOA leadership development
 - Help in getting rid of blight and slum landlords
 - Assured anonymity in making reports about crime---word has gotten out in the past, and there has been retaliation
 - All confirmed drug manufacture activity, problems with juveniles and just unsupervised kids

Department of Job & Family Services - Debbie Robbins

- Only has statistics for entire county, not just Census Tract 9550
- Larger caseloads from RFL and Greenfield
- Most removal of kids are for drug abuse or possession of drug paraphernalia

- Obstacles/barriers
 - Need for more low rental property,
 - Transportation issues
 - Low number of foster homes in Highland County... 146 children currently in custody, but only 12 local foster homes, so most must be placed a long way from home, all over Ohio—not a good situation; hard and costly to arrange visitation with parents
 - Insufficient staff to cover caseload; no dedicated worker for elderly abuse cases
 - Tremendous paperwork requirement for staff who are already overloaded
- Renewal levy passed – good for 3 years
- Collaboration spirit with other agencies is there – but everyone is too busy to do much
- Community Rec-Center at RFL is a great idea if funding would be available

Holiday Trails HOA – Joann Trueblood

- 5 officers plus Paint Township Trustee Randy Mustard present
- Meeting was run professionally, with clear financial report and minutes
- They have cash reserves and are able to pay their bills
- Good communications with residents, actively work to collect dues
- HOA fees are \$110.00 per lot, \$25.00 for each adjourning lot per year
- Provides garbage pick-up services—this is an important key to their success
- Still, blight exists in this community
- Want to upgrade Community Activity Building

Angie emphasized that Randy Mustard is a liaison between the Sheriff's Dept. and residents at RFL

Updates included that Randy M. arranged for a scrap metal dealer to remove 2 abandoned trailers in Enchanted Hills at no cost. Health Commissioner Jared Warner cautioned that the dealer MUST take all debris and leave nothing behind.

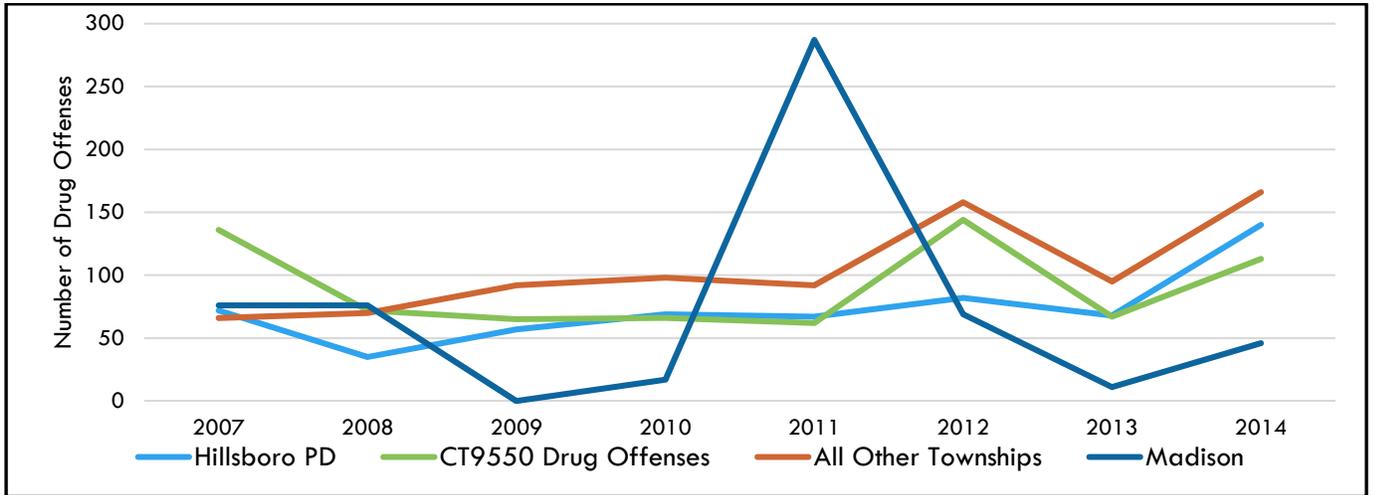
Angie asked the HOA Board what help they need to help revitalize their neighborhood. Their response:

1. More law enforcement presence
2. Realtors to work with them on sales –inform buyers of obligations of HOA dues, and let HOA officers know contact info for new residents.
3. Financial assistance in filing liens for unpaid dues
4. Assistance with blight cleanup (abandoned mobile homes)
5. Immunity from liability on vacant property that they mow
6. Enforcement or removal of unlicensed motor homes

The consensus was that this HOA is doing a pretty good job, and might be a model for the other HOA's in the RFL area.

Appendix 2: Figures and Network Analysis

Figure 1: Total Drug Offenses



Methodology of Collaborative Assessment Survey

The collaborative capacity survey in this project was designed to assess the readiness of various stakeholders to be involved in the strategic plan to reduce crime in the Rocky Fork Lake targeted neighborhoods. By utilizing a web based survey focused on identifying members' involvement with the Rocky Fork Lake Community Safety and Enhancement Project we investigated the social and interorganizational relationships between stakeholders of the Rocky Fork Lake Community Safety and Enhancement project in the beginning and the end of the project. This includes an information exchange and advice regarding crime prevention, personal knowledge of other stakeholders, and the level of trust among the project participants to establish a baseline or pretest survey that was evaluated again at the conclusion of the planning process during the period between November, 2015 and mid-March 2016. First, participants were asked to select RFL-ASAP participants that they are directly or indirectly in contact and then asked to rate their relationship on multiple factors of collaborative relations. The collaborative assessment survey also explores the positions, interests and goals of the participating organizations related to the collaboration during the process of implementing the Rocky Fork Lake Area Safety and Advancement Plan. To assess the goal compatibility of various stakeholders, participants were asked to describe the potential goals, objectives and expectations of their respective organizations from this project.

The baseline or pre-post online survey was sent to all stakeholders of Rocky Fork Lake Community Safety and Enhancement Project in March of 2015 with valid email addresses and then was closed in June of 2015. The original sample included 88 stakeholders. However, 84 stakeholders who had valid email addresses made up revised sample. After the data collection, the final sample came to 62 people who completed survey and answered all questions. Therefore, the response rate for this survey came to 73 percent. The final or posttest online survey was sent to all stakeholders of Rocky Fork Lake Community Safety and Enhancement Project in November of 2015 with valid email addresses and then was closed in mid-March of 2015. The original sample was 85 stakeholders with valid email addresses but this sample was revised since 6 people retired from their respected organizations and revised sample came up to 79 people. The final sample made up 62 people who completed survey and answered all questions. Therefore, the response rate for this survey came to 72.2 percent. More information about response rates of pre and post surveys can be found in Appendix 2, Figure 2.

The collected information were then coded and synthesized through the use of software programs UCINET, 6TM, NetDrawnd PNET and STATA or SPSS for statistical analysis. The goals and objectives for the goal compatibility analysis were coded using content analysis. 10 categories of goals were identified in the process of analysis including reducing crime, enhance public safety, economic development, enhancing attractiveness of lake, decrease drug abuse activities, improving housing and living conditions, increase access to service, improving quality of life, increasing buy-in from stakeholders, and removing blighted houses. Using thematic coding, 29 objectives under five major categories were identified based on the responses of the RFL-ASAP stakeholders. Further analysis was performed if the respondents converged or diverged on opinions about goals and projects of RFL-ASAP project. The

reduction of number of the categories and selection of the categories with the high frequencies indicate the convergence of the goals and objectives. Finally, analysis of general and specific outcomes in terms of convergence or divergence is based on the same principles as goals and objective analysis.

Collaborative readiness was assessed by comparing the perceptions about the collaborative process in the beginning and at the end of the planning. Participants were asked to rate different aspects of collaboration using 5 point Likert scale (0= Not Applicable 1 = Strongly Disagree, 2 = Disagree, 3 = Neither Agree nor Disagree, 4 = Agree, and 5 = Strongly Agree.) Since the samples of pretest and post test surveys were similar in terms of social-demographic and organizational characteristics, we performed a paired t-test using only responses of stakeholders who completed both pre and post test survey. The final sample for this analysis included 49 people due inactivity of some respondents during collection of the data in the beginning of the project. The sample included missing data which were imputed using the standard procedure of multiple regression imputation procedure in SPSS software given the nature of missing data at random in this particular sample.

The final part of the survey was assessing formal and informal collaborative relationships to understand the mobilization of stakeholders of RFL-ASAP collaborative. The formal relations include information exchange, advice, planning and negotiating whereas informal relations include personal knowledge, trust and social relations. The collected data via online were then transformed into the matrix form and synthesized through the use of software programs UCINET 6TM and NetDraw and Pajek to understand prevalent formal and informal interactions among the representatives of RFL-ASAP collaborative in 2015 and 2016. NetDraw was used to visualize and map all seven relations among RFL-ASAP collaborative members including information exchange, advice, planning, negotiating, social relations, trust, and personal knowledge. For the final analysis, we employed the commonly used measures of public management networks such as degree centrality, betweenness centrality, eigenvector centrality, density, reciprocity, and transitivity (Wasserman & Faust, 1994), using UCINET (Borgatti, Everett, & Freeman, 2002). The short description of each measure is provided below.

Degree centrality is measured by the number of ties held by one particular node (Wasserman & Faust, 1994). *Betweenness* centrality measures the degree to which a network actor is directly connected to those nodes in the network that happen not to be connected directly to each other (Wasserman & Faust, 1994). *Eigenvector centrality* is built on the concept of degree centrality measuring degree centrality of other network actors connected to a network actor which a measures the popularity of a network actor. *The density of a network* measures the number of existing ties between the network actors compared to the number of maximally possible ties among these network actors (Wasserman & Faust, 1994). *Reciprocity or mutuality* relates to the number of symmetric ties among the network actors and can be found by dividing the number of symmetric ties by the number of potentially symmetric ties (Wasserman & Pattison, 1996). *Transitivity* is measured by a transitivity index that can be found by dividing the number of transitive triads by the number of potentially transitive triads (Wasserman & Faust, 1994). Transitive triads occur when a network actor A has a connection or tie to a network actor B, a network actor B extends a tie to a network actor C and network actor A is in turn connected to a network actor C.

Collaborative Survey Results

Figure 2: Information about Response Rates

	2015	2016
Original sample	88	85
Revised sample	84	79
Received responses	62	57
Response rate	73.8	72.2%

Collaborative Survey Results

Figure 3: General Information about Collaborative Survey Respondents

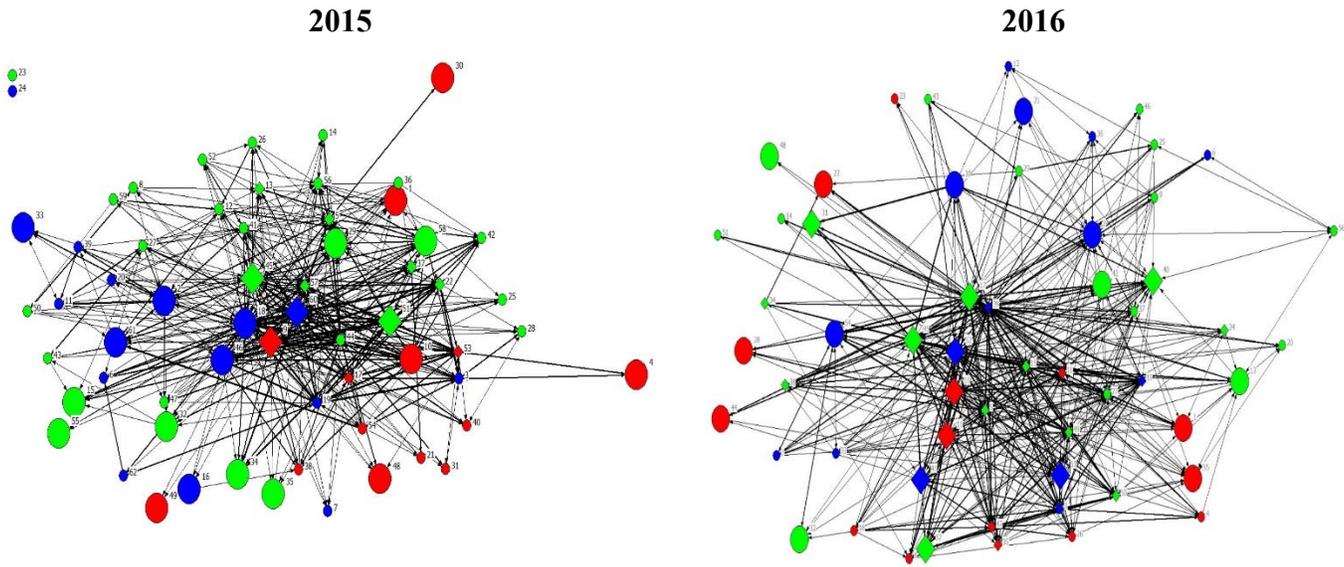
Sector affiliation:	Number	Percent	Collaborative experience	Number	Percent
<i>Public</i>	32	52			
<i>Non-profit</i>	16	26	<i>Yes</i>	23	37
<i>Public</i>	14	22	<i>No</i>	39	63
Gender			Average number of collaborative projects	3	
<i>Male</i>	39	63	Average age	50.4	
<i>Female</i>	23	23	Average tenure years	10.75	
Steering board			Average educational attainment in years	16.16	
<i>Member</i>	11	18			
<i>Nonmember</i>	51	82			

Figure 4: RFL-ASAP Collaborative Readiness Assessment in 2015 and 2016

Dimension of Collaboration	Explanation	2015 mean	2016 mean	t-test	p-value
Communication	Established process for communication between meetings	4.27	4.29	0.33	0.7426
Sustainability	Plan for sustaining membership and resources	3.45	3.55	-0.6471	0.5207
Research and Evaluation	Needs assessment and data collection for measuring success	4.14	4.43	-1.9596	0.0559
Political Climate	Positive history and environment around decision making	3.55	3.55	-0.7746	0.4424
Resources	Needed resources such as people, facility, information, etc	3.69	3.76	-0.3151	0.7541
Catalysts	Existing problem required a comprehensive approach	4.63	4.39	2.2831	0.0269
Policies/Laws/Regulation	Changed policies, laws, and/or regulations for a effective	3.27	3.31	-0.2	0.8423
History	History of working cooperatively and solving problems	2.78	2.88	-0.5586	0.579
Connectedness	Established informal and formal communication networks	3.82	4.04	-1.3348	0.1883
Leadership	Individual, group and organizational strengths are capitalized	4.31	4.31	0	1.000
Community Development	The RFL community is mobilized	3.65	3.61	0.2161	0.8298
Understanding Community	Knowledge of community (people, culture, values, etc)	3.98	4.08	-0.6069	0.5468

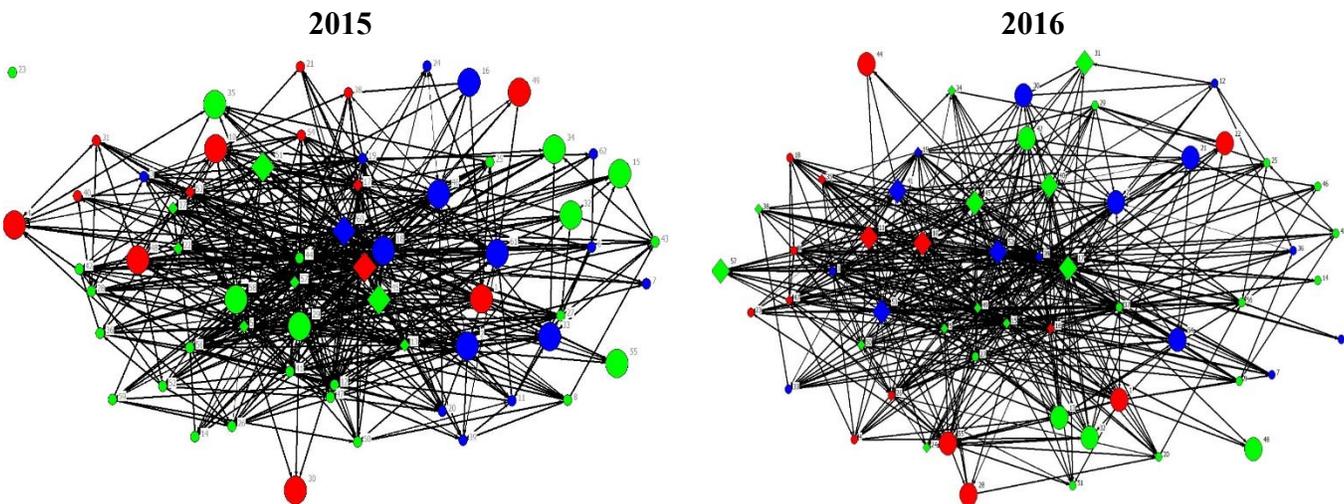
Note: N=49 respondents who completed both pretest and post survey. Bold font indicate statistically significant

Figure 5: Information Exchange Networks in 2015 & 2016: By Sector Affiliation



Notes: Sector: public – green; nonprofit – blue; private-red Steering Board: Member– diamond; Nonmember– circle; Size of the node: bigger nodes - experience with collaborative projects; thicker lines – stronger connection.

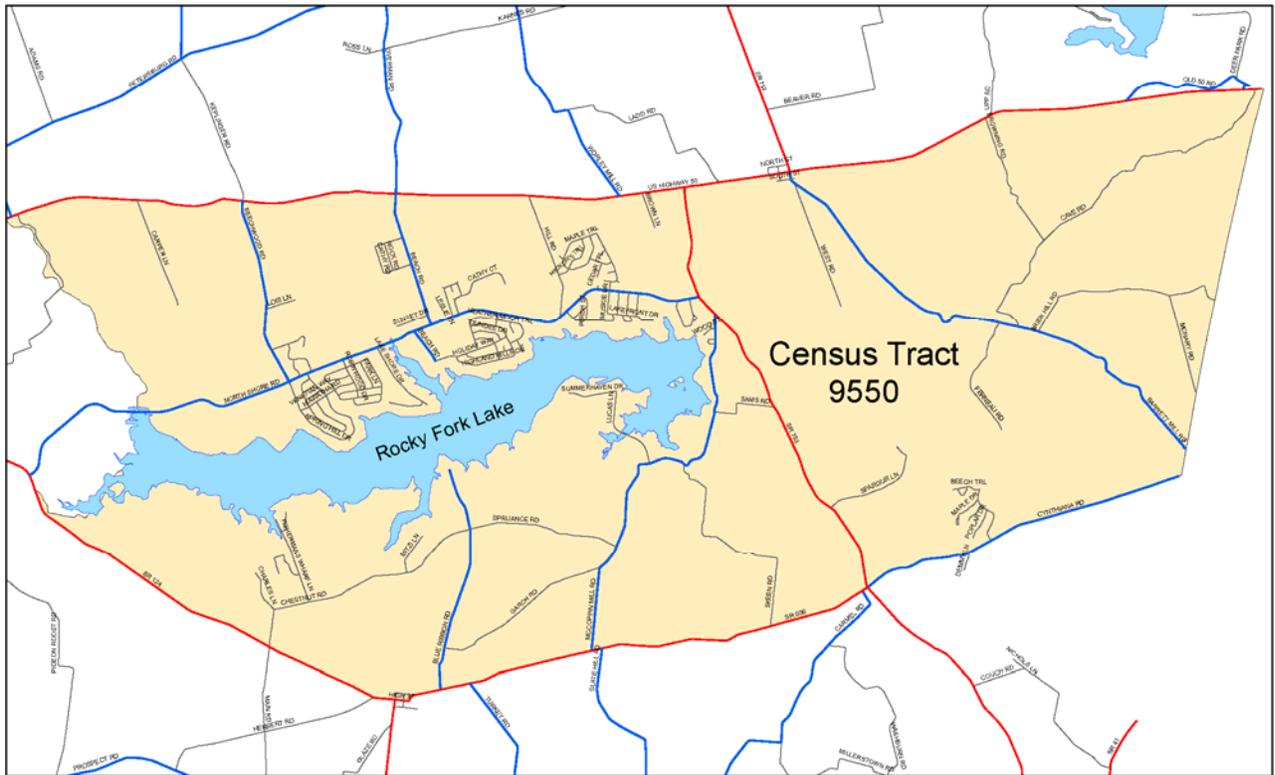
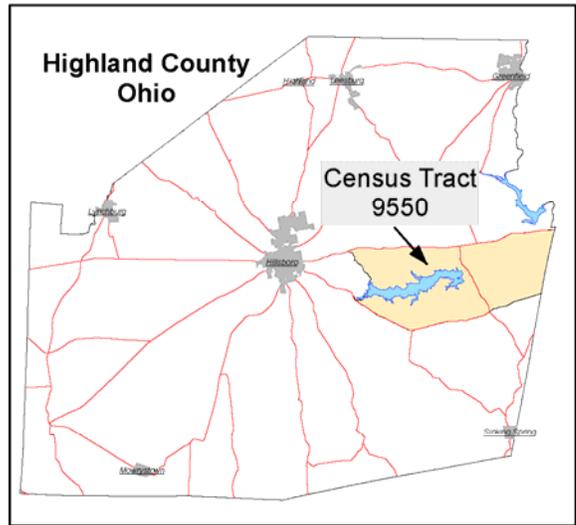
Figure 6: Trust Networks in 2015 & 2016: By Sector Affiliation



Notes: Sector: public – green; nonprofit – blue; private-red Steering Board: Member– diamond; Nonmember– circle; Size of the node: bigger nodes - experience with collaborative projects; thicker lines – stronger connection.

Appendix 3: Maps
Map 1

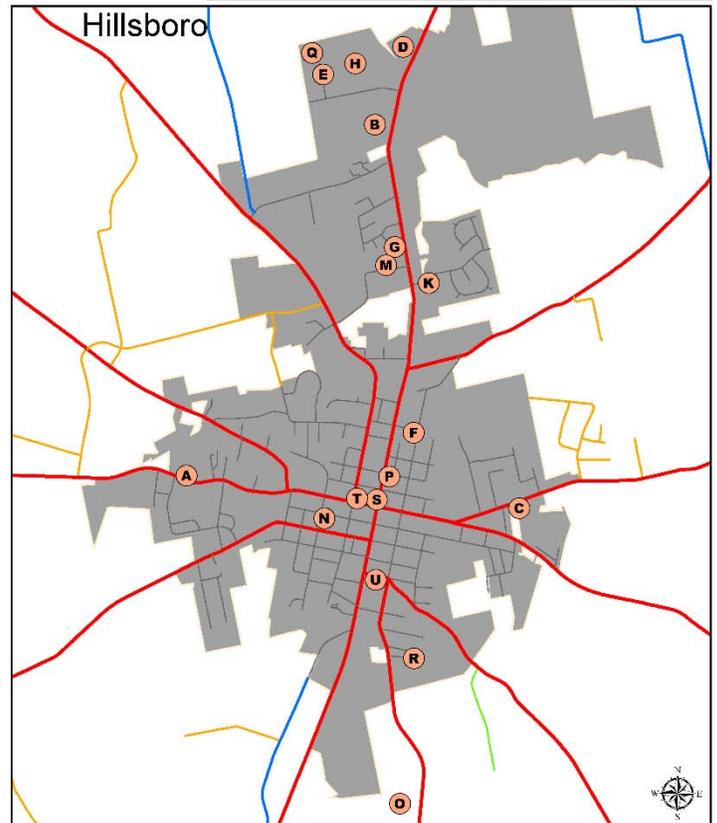
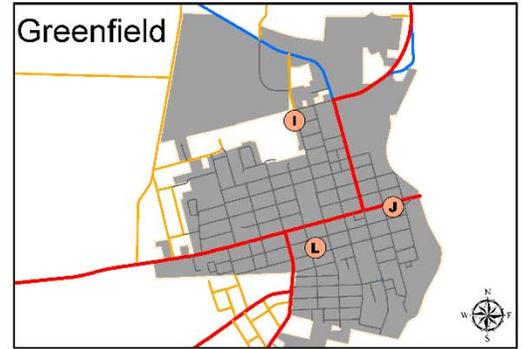
**Rocky Fork Lake
Area Safety and Advancement Plan
Target Area Map
Census Tract 9550**



Map 2

Community Resources Available to Highland County Residents

- A** 938 West Main Street *Alternatives to Violence Center*
- B** 1487 N. High Street *Highland County Community Action Organization
Highland County Health Department
Highland County Emergency Management Services*
- C** 313 Chillicothe Street *Family Recovery Services
Highland County Board of Elections
Highland County Children's Services Agency
Highland County Child Support Enforcement Agency*
- D** 1575 N. High Street *Highland County Department of Job & Family Services
Highland County|OhioMeansJobs
Highland County Veterans Services
Salvation Army*
- E** 110 Homestead Avenue *Highland County Office of Reentry Services
Turning Point Applied Learning Center*
- F** 537 N. East Street *Samaritan Outreach*
- G** 108 Erin Court *Scioto-Paint Valley Mental Health Center - Hillsboro*
- H** 100 Hobart Drive *Southern State Community College*
- I** 912 N. Fifth St. *Greenfield Area Christian Center*
- J** 134 Jefferson St. *Scioto-Paint Valley Mental Health Center - Greenfield*
- K** 1108 Northview Dr. *Health Source of Ohio - Hillsboro Health Center*
- L** 550 Mirabeau St. *Greenfield Area Medical Center*
- M** 1275 N. High St. *Highland District Hospital*
- N** 220 S. Elm St. *Area 937 Ministries*
- O** 6101 SR 247 *New Life Ministries*
- P** 234 N. High St. *St. Mary's Episcopal Church*
- Q** 145 Homestead Ave. *Highland County Homeless Shelter*
- R** 111 Crestwood Dr. *Highland County Advocacy Center*
- S** 112 Governor Foraker Pl. *Highland County Victim Witness Program*
- T** 119 Governor Foraker Pl. *Highland County Economic Development*
- U** 185 Muntz St. *Highland County Senior Citizens Center*



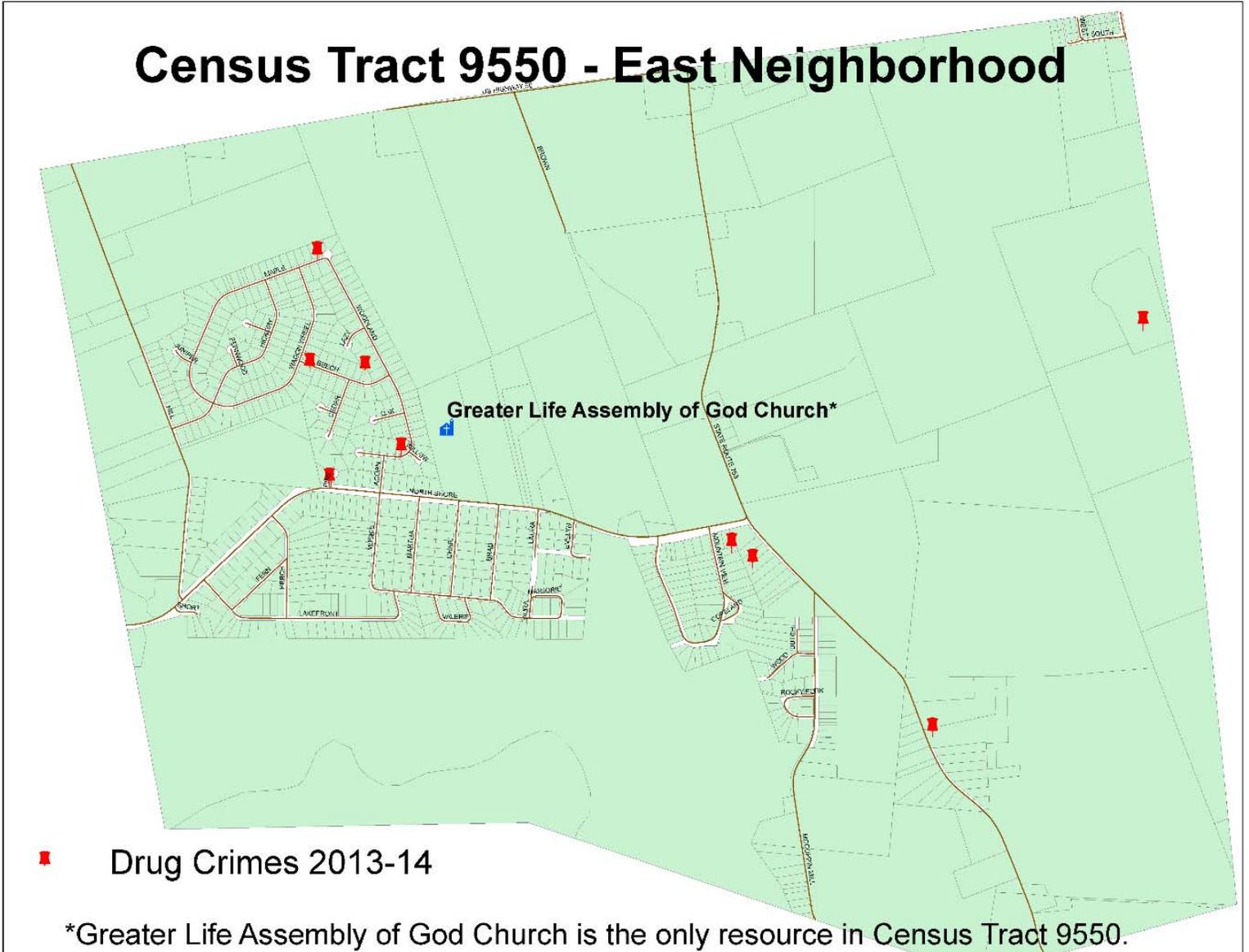
Map 4

Drug Crimes and Blight Census Tract 9550 - West



Nancy J. Obermeyer, PhD, GISP, March 28, 2016

Census Tract 9550 - East Neighborhood



Nancy J. Obermeyer, PhD, GISP March 28, 2016

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