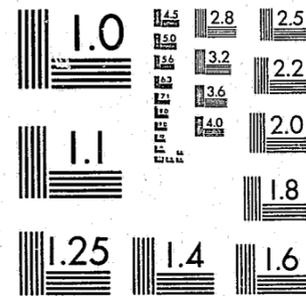


National Criminal Justice Reference Service



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NATIONAL INSTITUTE OF JUSTICE

James K. Stewart, Director

ACQUISITIONS

The National Institute of Justice is the center of research and development into the causes and control of crime in America today. The nation's largest research institute for criminal justice issues, the National Institute is responding to a major concern voiced throughout our society - how can we control crime? To that end, the Institute serves as a national resource, funding research programs and developmental projects to provide policy-relevant information about crime and criminal justice issues, assisting criminal justice practitioners and policymakers to select the most effective solutions to urgent needs in the criminal justice field. The policy options developed through Institute research serve as a cost effective means of providing Federal criminal justice assistance to States and cities, as well as providing policymakers with a range of alternative strategies for improving crime control efforts.

In conjunction with major research efforts, the Institute also has a small, in-house research capability which examines significant issues such as the effect of the exclusionary rule on felony prosecutions, the impact of mandatory confinement of drunk drivers and Federal sentencing policy.

The Institute's annual program plan outlines critical policy issues to be addressed through Institute research and development

12/22/82

U.S. Department of Justice  
National Institute of Justice

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programs. It is designed after extensive consultation with State and local governments, related Federal agencies, criminal justice professional associations and academic researchers. During Fiscal Year 1985, the Institute continued its emphasis on policy relevant research. Guided by priorities established by the Attorney General and recommendations from groups such as the President's Task Force on Victims of Crime and the Attorney General's Task Force on Family Violence, the Institute has designated the following as areas of emphasis:

Enhancing involvement of community resources and the private sector in controlling crime

Assisting victims of crime

Reducing violent crime and apprehending the career criminal

Reducing delay and improving the effectiveness of the adjudication process

Providing better and more cost-effective methods for managing the criminal justice system

Alleviating jail and prison crowding

Assessing the impact of probation and parole on subsequent criminal behavior

Enhancing Federal, State and local cooperation in crime control.

The following highlights Institute research during FY 1985:

#### NEIGHBORHOOD CRIME CONTROL

Recent research revealed that fear of crime has become a major problem in our society. Other research indicates that "signs of crime" contribute to this fear, more so than direct or indirect experience of individuals with crime. Neighborhoods suffering from vandalism, loitering and public drunkenness convey a sense of having been abandoned to disorder. The perception that nothing can be done to prevent or repair signs of physical and social disorder contribute to fearfulness in a community. Law-abiding citizens and local businessmen leave the area, making it even more vulnerable to the effects of crime. A cycle which progresses from fear to crime to even more fear begins and becomes ingrained in a neighborhood.

A major Institute experiment nearing completion is identifying neighborhood-police crime prevention techniques that can be used to reverse this process. The Institute is evaluating the results of the experiment and the findings will be disseminated to communities throughout the country. The experiment, carried out in Newark and Houston, used existing public, private sector and neighborhood resources in each city,

without Federal assistance.

Other useful ideas for promoting productive police-community action against crime are expected to emerge from Institute sponsored evaluations of Neighborhood Watch and Crime Stoppers.

The need for citizens to act positively against crime and involve themselves in the criminal justice system has been dramatized through an Institute supported national television campaign, "Report, Identify, Testify."

Because nearly half of all violent crimes go unreported, the four 30-second television commercials bring home the point that when citizens call police to report, identify and testify about a crime, they are enhancing public safety. The commercial campaign is being made available to television stations throughout the country

#### DRUGS and CRIME

Research funded primarily by the Institute has established that a very strong correlation exists between drug use and criminality. In fact, offenders have been shown to be as much as six times more criminally active while using drugs than during periods when they abstain. Research on control of drug abuse and distribution continues to receive a priority at the National Institute.

In the past five years, the technology of urinalysis has progressed to the point where it is used as a reliable means of detecting drug use. Urinalysis is being used to detect drug use among arrestees in Washington, D.C. and New York City as a field test funded by the Institute.

While the evaluation of this project is still underway, preliminary findings show that 62 percent of arrestees had used one or more serious, illegal drugs at the time of their arrest. This test is assessing the degree of risk posed by drug abusers while on pretrial release and comparing the effectiveness of surveillance and treatment policies as deterrents to drug usage and subsequent rearrest. District court judges are currently using information from this project to impose more stringent conditions on pre-trial releasees shown to be using drugs. As a result of the Institute experiment, the District of Columbia has made urinalysis of arrestees a standard procedure.

The forfeiture of illegally gained assets has the potential to cut deeply into organized drug trafficking. The Institute recently completed research on the use of forfeiture sanctions in drug cases. The report detailed information on current forfeiture provisions that apply to drug cases in the laws of all 50 States and it included policy recommendations to assist local prosecutors in expanding the use of forfeiture sanctions.

A pilot study has been initiated to collect information on high-level drug trafficking through interviews with convicted dealers incarcerated in Federal prisons. Such information can help criminal justice agencies assess the effectiveness of present strategies to disrupt drug trafficking through incarceration of high-level drug dealers and to develop more effective approaches to the interdiction of the drug trade.

The Institute has just funded a study of a low-cost local program to control street crime through enhanced law enforcement efforts aimed at retail heroin trafficking. The program appears to have had high impact in greatly reduced rates of robbery and burglary in Lynn, Massachusetts. The study will gather additional information on how much crime is actually prevented, rather than displaced; to what extent can such strategies be duplicated in other communities; and how cost effective are these methods in reducing property crime. The results of the project should be of major interest to criminal justice policymakers concerned with the control of drug trafficking and drug-related crime.

#### SCHOOL CRIME

In response to a recommendation of the Attorney General's Task Force on Violent Crime, the Institute developed and launched a school crime and student misbehavior reduction project. The

program was carried out in conjunction with the Department of Education in 44 secondary schools during 1983-1985 in Florida, California and Illinois. It is currently being implemented in the Milwaukee School System. The program emphasizes clarifying the rights and responsibilities of school officials regarding criminal incidents and applying law enforcement crime analysis techniques to track crime and disciplinary infractions within the school setting. A resource package including the report Reducing School Crime and Student Misbehavior: A Problem Solving Strategy is being prepared so other school systems may learn more about adopting the program.

#### DOMESTIC VIOLENCE

Disputes involving spouses or family members often pose severe problems for law enforcement authorities. Although mediation is the common procedure used by the police, Institute sponsored research conducted in Minneapolis found that arrest was twice as effective in preventing future assaults than either mediation or ordering the assaulter from the premises. As a result of this research, several major police departments have changed their policies in responding to domestic violence. Replication of this Institute study in several larger and more diverse urban centers will provide the basis for further assistance to law enforcement agencies in their continuing development of policy and practice in domestic assault cases.

Treatment of child-witnesses in a criminal justice system oriented to adults is another pressing concern. Research shows that more than 90 percent of child abuse and neglect cases reported to child protective agencies do not result in conviction. Many cases do not proceed because of concerns about the child's performance on the witness stand. The Institute's When the Victim is a Child reviews strategies that can be used to alleviate stress for a child testifying in court. The research provides a national perspective on methods for helping children cope with the court process. As a follow-on to this research, the Institute is now taking an exploratory look at the issues involved in the use of a guardian ad litem in criminal court cases that involve child victims who must testify.

#### VICTIMS

Research on ways to assist victims of crime and involve them more actively in the criminal justice process has been a priority at the Institute. An increased emphasis on involving the private sector in criminal justice issues has had significant implications for assisting victims of crime.

In FY 1985, the Institute completed a pilot project in which 10 major private sector corporations and organizations developed model programs to help resolve the problems victims face and to guide other companies in addressing victims' needs.

As one example, CBS expanded its employee consultation services to include referral and education programs for employees who are victimized.

Children are particularly vulnerable as victims of crime. Given the recent increase in reports of child sexual abuse the Institute has sponsored a study comparing sentences given for sex offenses committed against adults and those committed against children. Sentences in three jurisdictions will be studied to determine whether sex offenses involving adult victims are more likely to result in prison time than sexual offenses committed against children. The study will identify problems and issues local jurisdictions face in dealing with the growing number of child and adult sex offense cases.

A new research program by the Institute will study the desirability and utility of cooperative efforts between victim assistance and Neighborhood Watch programs. Approaches for establishing and maintaining a cooperative relationship, with emphasis on areas of victim assistance service delivery that Neighborhood Watch volunteers could provide, are being studied.

Another research study just initiated at the Institute will examine the long term psychological and physical effects on victims of various types of crime over a period of time. The trauma of rape and robbery victims will be studied, providing important information about the psychological aftermath of

victimization. This study is expected to yield useful information on ways to deal with the trauma associated with being a victim of crime.

#### ADJUDICATION

A major public safety problem is the high rate of attrition that occurs in felony case processing. Many of the cases that are dropped without a hearing or sanction result in additional victimization by career criminals. As well as the danger to the community, these cases waste valuable investigative resources invested in making the arrest. Last year, the Institute launched a major research effort to combat this serious problem. The goal is to reduce the rate of avoidable felony case attrition through improved case preparation and policy coordination between prosecutors and police. The experiment is being carried out in 10 sites across the nation. The research will produce policy recommendations for promoting improved coordination between police and prosecutors in dealing with the arrest and conviction of felony offenders.

Sentencing continues to be an area of importance in the Institute's program. A recently completed state-by-state compendium details the history and status of sentencing reforms throughout the nation. This report addresses issues related to sentencing structures and also considers the impact of new sentencing reforms on prison populations.

Other sentencing research, prompted in part by the jail and prison crowding problem, has addressed the role of fines as an alternative criminal sanction. Completed research determined the patterns of fine usage in the United States finding wide variations even within the same state or metropolitan area. Such variations also exist with respect to fine collection and enforcement procedures. A host of successful strategies in the use, collection and enforcement of fines were identified and are presented as recommendations. Generally, the research encourages the development of a more consistent overall approach regarding money sanctions to provide expanded sentencing options and to assist crime victims.

#### CAREER CRIMINALS/VIOLENT CRIME

A key area of research for the Institute is the career criminal. Research has shown that a small portion of the criminal population commits a disproportionate amount of crime. Police programs to control these career criminals are a relatively new development. The Institute will soon publish a report entitled Targeting Law Enforcement Resources: The Career Criminal Focus. This report discusses law enforcement activities aimed at the apprehension and successful prosecution of the serious or repeat offender. The report describes three primary program strategies; post-arrest case enhancement programs:

warrant service programs, and pre-arrest targeting programs.

Post-arrest case enhancement programs target law enforcement investigative resources to ensure the successful prosecution of known career criminals or repeat offenders. Program activities frequently include increased police investigation, liaison with the prosecutor and victim-witness assistance. Career criminal warrant service programs utilize a variety of traditional investigative strategies to apprehend career criminals who have outstanding warrants. Pre-arrest targeting programs use surveillance and other strategies to target and apprehend career criminals during the commission of crimes.

The phenomena of the serial murderer, the transient criminal often committing the most heinous crimes repeatedly while eluding investigators in a single jurisdiction, presents a formidable danger to society. In response to this threat, the National Institute, the Office of Justice Programs and the FBI have co-sponsored planning and development of a National Center for the Analysis of Violent Crime. Located at the FBI National Academy in Quantico, Virginia, the center will conduct research and provide training, technical assistance and information sharing for Federal, State and local agencies faced with similar patterns of violent crimes. Local police officers will receive special training at the FBI Academy in criminal profiling and crime scene analysis. These local police investigators and the FBI agent specialist in each region will form an area crime scene

assessment and profile team which will provide information on unsolved murders to the nation-wide violent criminal apprehension program (VI-CAP) network.

Prediction of dangerous behavior is a subject of continuing study for the National Institute. Every day criminal justice officials make thousands of dispositional decisions whose outcome is influenced to some degree by predictive factors. The object of Institute research in this area is to accumulate information that can eventually improve the accuracy of prediction. Research continues to work on better techniques for classifying dangerous offenders. One new project is studying a method for developing more accurate classification of sex offenders, with the purpose of predicting future behavior of such criminals.

#### CORRECTIONS

Practitioners and policymakers in criminal justice unanimously agree that issues surrounding the problems of prison crowding and the effective use of jail and prison space are of the highest priority. The Institute has funded research to examine major prison management concerns and examine specific strategies for dealing with prison crowding.

One project recently funded by the Institute addresses the effective use of jail space by reviewing successful local efforts which analyzed the causes of the jurisdiction's jail

crowding problem and their success in expedient case processing. The project will also develop brief reports for judges and prosecutors which outline the key role each group can play in ensuring that jail space is used in ways consonant with public safety.

Focusing on the shortage of space and the need for new correctional facilities, the Institute is now engaged in research which identifies innovative construction methods and investigates their benefits for State and local officials. Through this research program, information will be published on successful prison and jail construction projects.

The Institute program will consist of three elements. A new series, "Construction Bulletins" will provide reports on selected correctional facilities which may be used as models for construction in other jurisdictions. A special publication, National Directory of Corrections Construction, will contain detailed profiles on prison and jail building projects throughout the United States and may serve as a reference document for officials planning to expand the capacity of their institutions. The Institute's "Construction Information Exchange" is a computerized data base which will function as a national center for sharing information on new approaches to building correctional facilities.

An important research project funded by the Institute gave

criminal justice practitioners an enhanced perspective on the risk of additional crime which accompanies the use of probation as a solution to prison crowding. The study of 1672 felony probationers in California found 65 percent were rearrested, 51 percent were reconvicted (18 percent for serious violent crimes) and 34 percent were reincarcerated during a 40 month follow-up period. Because only a fraction of all crimes result in an arrest, these dramatic statistics clearly underestimate the total amount of crime committed by these probationers.

Corrections departments have long relied on the private sector to furnish specific institutional service or operate aftercare facilities and programs. But some are now turning to the private sector for help in expanding prison industries, financing new construction, and managing primary confinement facilities. Some of the controversial issues of such arrangements - quality, accountability, security and cost- are the subject of intense debate by policymakers, practitioners and the public. However, there has been little documentation of experience and no comprehensive discussion of the issues.

To respond to this need the Institute developed two major projects. One was a study that identified the major trends in the privatization movement. The report, The Privatization of Corrections, outlines the current status and major issues surrounding the new proposals for private operation of prisons and jails, private financing alternatives for correctional

construction and greater private sector involvement in prison industries

In addition, the Institute is following closely those jurisdictions now pursuing private sector corrections ventures in order to assess their experiences and provide critical new information to other jurisdictions. The goal is to encourage a complete examination of the potential of the private sector to help the currently overburdened corrections system and to provide the States with timely information on the available alternatives.

Electronic and computer technology is currently being used to monitor offenders placed on house arrest or in community corrections programs. This newly developed technology is generating considerable interest as a way of increasing the surveillance of probationers and other prisoners in community settings. Yet, many questions remain to be answered about the reliability, operational benefits and cost effectiveness of the equipment.

To address these issues, the Institute has initiated a multi-pronged effort. This includes an article describing the monitoring equipment and the early program experiences with it, a technological assessment of the equipment by the National Bureau of Standards and a field assessment of several program sites around the country that are using monitoring procedures.

## RESEARCH INTO PRACTICE

To ensure that research results reach those who can put them to use, the National Institute carries out a vigorous research communication and utilization program. Surveys of practitioner needs guide the communications effort, which includes consolidating research findings and emerging practices, field experiments on innovative approaches, training and special conferences, and a wide range of publications and clearinghouse services.

### Research Applications and Training.

To test new practices and determine how they work in the real world, the Institute may sponsor a demonstration at one or more sites. In FY 1985, the Institute in cooperation with the Department of Education and three local school districts sponsored the program to reduce school crime and student misbehavior, described earlier in this chapter.

The Institute develops specialized training vehicles, including National Conferences and professional seminars held throughout the country. In FY 1985, three national conferences were held, on sentencing, the private sector and corrections, and the state of the art in policing. The Institute also sponsors visits by criminal justice agency executives to outstanding or innovative

programs that could be adapted for other jurisdictions.

### Research Dissemination

The Institute consolidates related research results and practical experience into guides for local agencies to help them deal with emerging issues in criminal justice. Among the Issues and Practices reports prepared in FY 1985 were the following:

Effective Approaches to Reducing Jail Crowding  
Correctional Facility Design and Construction Management  
Probation under Fiscal Constraints  
The Special Management Inmate  
Supplementing Police Budgets  
Investigative Management and Information Systems  
Patrol Deployment Strategies

The Institute also publishes research summaries, called Research in Brief, which highlight findings in a succinct, readable format for busy criminal justice professionals and policymakers. Among the Research in Brief titles issued in FY 1985:

When the Victim is a Child: summarizes results of a study of methods to reduce the trauma of court appearances on child victims of sexual abuse and to assist prosecutors and judges in

dealing with the special needs of the child victim.

The Private Sector and Prison Industries: an overview of the history of private enterprise in the American prison system, plus the results of a survey on the recent developments in the privatization of prison industries since 1980.

Probing the Links Between Drugs and Crime: reviews research by NIJ and other Federal agencies on the relationship between levels of criminal activity and active periods of drug abuse by individual offenders. Also discussed is the economic impact on victims and society from crimes committed by drug abusers.

Jailing Drunk Drivers: Impact on the Criminal Justice System: researchers analyzed the experiences of criminal justice agencies dealing with mandatory confinement for drunk driving in local jurisdictions in four States. The Brief recommends steps jurisdictions can take to ease implementation of mandatory jailing of drunk drivers.

Probation and Felony Offenders: reports on a study of California felons released on probation. The Brief indicates that felony probation presents a serious threat to public safety: 65 percent of the felons studied were rearrested, 51 percent were reconvicted and 34 percent ended up in prison.

A new addition to the dissemination program in FY 1985 was Crime File, a series of 22 videotapes covering major crime issues. The programs bring into perspective important research findings on criminal justice. The programs cover a wide range of issues, including deadly force, the Exclusionary Rule, domestic violence, drinking and crime, sentencing, search and seizure, prison crowding, and victims of crime. Attorney General Meese has prepared an introduction for the summary tape of Crime File.

Moderated by James Q. Wilson of Harvard, panelists for each program are drawn from the ranks of distinguished researchers and criminal justice professionals and policymakers. The series is useful in training both today and tomorrow's practitioners, as well as educating the public. The series will be shown on public television stations throughout the country beginning in Fall 1985.

#### Information Clearinghouse

The National Institute of Justice also operates an international information clearinghouse, the National Criminal Justice Reference Service (NCJRS). NCJRS has a computerized data base of more than 80,000 books, reports, articles and audiovisual materials on all aspects of criminal justice. A bi-monthly journal, NIJ Reports, keeps 60,000 registered users of NCJRS abreast of new research reports and findings, and new services available.

The Institute has added new dimensions to the Reference Service to make it even more useful to criminal justice professionals. For example, the Institute developed the Federal Criminal Justice Research Data Base during FY 1985. This data base will be the depository for all Federal research on criminal justice issues. The data base will include information on research projects that are soon to begin, in progress or recently completed, providing information on research before final reports are available. More than 40 Federal agencies have contributed to the effort. The data base will be an important asset for practitioners and researchers in keeping abreast of ongoing research in their particular fields of interest. The data base will also assist research managers in coordinating efforts to fund projects without duplication.

NCJRS also maintains or supports special data bases for other Justice Department agencies. These include the Juvenile Justice Clearinghouse, for the National Institute of Juvenile Justice and Delinquency Prevention; the Dispute Resolution Center, for the Federal Justice Research program; and the National Victims Resource Center, for the Office for Victims of Crime.

NCJRS has been a pioneer among Federal information centers in successfully fulfilling the Government's policy of recovering part of the costs of services rendered. The nominal sums charged

enable the Institute to disseminate more information than otherwise might be possible.

#### Technology Assessment

Equipment represents a major portion of criminal justice budgets. The Testing and Information Center of the Institute's Technology Assessment Program will help law enforcement agencies save public dollars by giving them accurate information for informed, cost-effective purchasing decisions. For the first time, the program will provide data on-line for immediate computer access by local departments.

**END**