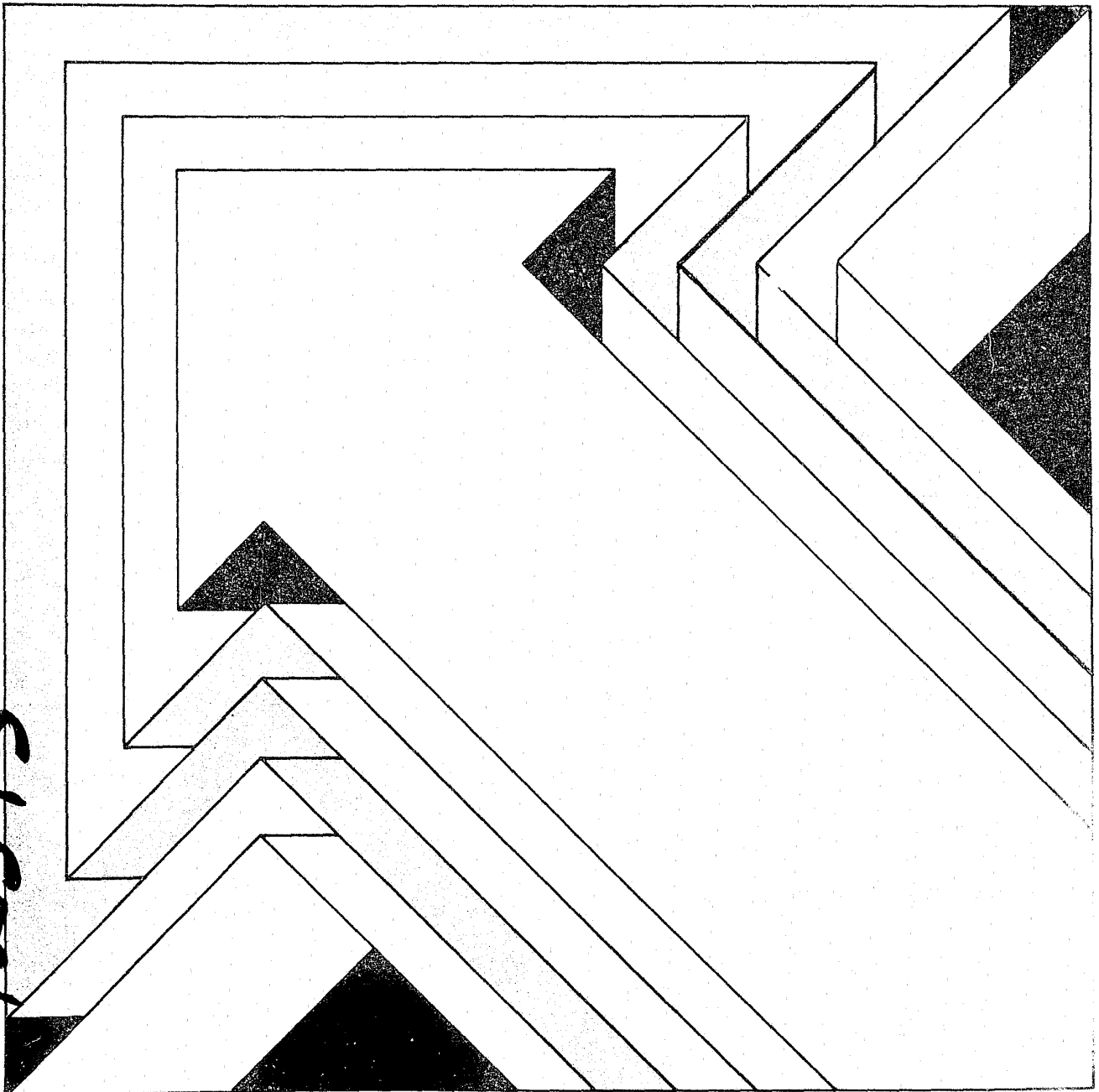


THE NATIONAL
INSTITUTE
OF LAW
ENFORCEMENT
AND
CRIMINAL
JUSTICE



Criminal
Justice
Research-1974

12393



UNITED STATES DEPARTMENT OF JUSTICE, LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

Donald E. Santarelli, Administrator
Richard W. Velde, Deputy Administrator
Charles R. Work, Deputy Administrator

From one perspective, LEAA can be viewed as a grand experiment. It is designed to challenge conventional wisdom in crime control and criminal justice. It is an effort to learn what is most effective.

Within LEAA, it is the National Institute of Law Enforcement and Criminal Justice that has principal responsibility for determining what works best, what works only in part, and what doesn't work at all. It is an important role.

DONALD E. SANTARELLI
Administrator, LEAA

The National Institute of Law Enforcement and Criminal Justice was created within LEAA under the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351), as amended by the Crime Control Act of 1973. The legislation directed the Institute "to encourage research and development to improve and strengthen law enforcement and criminal justice, to disseminate the results of such efforts to state and local governments, and to assist in the development and support of programs for the training of law enforcement and criminal justice personnel."

All Institute funding complies with Federal mandates prohibiting discrimination, under the authorities of Title VI of the Civil Rights Act of 1964 and Executive Order 11246, as amended.

**THE NATIONAL
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Great advances in many of our national endeavors — health, defense, space — are brought about by research. Similar progress can be achieved in crime control.

As the Federal criminal justice research center, the National Institute plays a central role in making this progress possible. Its task — to fashion innovative programs to reduce crime and promote justice — is difficult and full of high-risk ventures. To the extent it informs local officials of what works and what doesn't, it serves as an important instrument of progress.

This brochure describes the role of the National Institute and outlines the research programs for 1974. We hope it is useful to those interested in working in partnership with the Institute.

GERALD M. CAPLAN
Director

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The National Institute of Law Enforcement and Criminal Justice is the research center of the Law Enforcement Assistance Administration of the Department of Justice. Its mission is to reduce crime and improve the criminal justice system by sponsoring research. It seeks solutions to the intricate problems of crime control that worry and perplex the nation.

The Institute accomplishes its mission in three ways:

RESEARCH: The Institute designs and sponsors research programs on the extent, causes and effects of crime and the operations of the criminal justice system; develops improved technology for criminal justice agencies and recommends appropriate action based on sound research findings.

EVALUATION: The Institute assesses research and development in the field to determine what works — and, equally impor-

tant, what does not — at what cost and under what conditions. To this end, the Institute rigorously evaluates its own research and products, carefully studies the effectiveness of existing criminal justice programs and reviews the evaluation efforts of state planning agencies.

TECHNOLOGY TRANSFER: To promote new approaches to solving criminal justice problems, the Institute disseminates research findings and provides funds for testing exemplary programs in new areas.

The Institute was established in 1968 with a staff of four and a budget of just under \$3 million.

During the past five years, the Institute's budget has increased dramatically — to more than \$40 million in Fiscal Year 1974. Staff expansion has kept pace with increasing budgets, and the

Institute's current 94-member staff is capable of designing and directing major research efforts.

This year, the Institute will emphasize rigorous evaluation of criminal justice programs. Its priority is to identify those programs, practices and research avenues offering the greatest promise of success. The knowledge gained will be widely disseminated and translated into action through demonstration programs designed to reduce crime and make significant changes in criminal justice operations.

In carrying out its program, the Institute plans to work more closely than ever before with

criminal justice officials and the research community, and to seek their ideas and suggestions regarding potentially fruitful areas of research.

The chart below shows the new internal organization of the National Institute of Law Enforcement and Criminal Justice.

Outside research is administered by the Office of Research Programs.

The newly-created Advisory Board is composed of distinguished researchers and practitioners in the field of criminal justice.

Criminal Justice Research-1974

OFFICE OF RESEARCH PROGRAMS

In the current year -- 1974 -- the Institute is launching several new programs in community crime prevention, juvenile delinquency, police, courts, corrections and criminal justice equipment. Key elements of these programs are highlighted in the following descriptions.

Community Crime Prevention

During the past two years, the Institute's crime prevention programs have focused on reducing the opportunities for crimes to occur -- with particular emphasis on robbery and burglary, two of the crimes the public most fears.

Research efforts have described the patterns of these crimes, the relationships of victim and offender, developed improved alarms and locks, and enhanced safety through environmental design. Support for these efforts will continue.

In 1974, the Institute is inaugurating new programs to reduce violent crime, to thwart fencing of stolen goods and to meet the needs of crime victims.

Specific projects anticipated in each of these areas are:

- **Violent Crime** -- The Institute will investigate the three crimes which continue to rise even though other serious crimes are declining -- rape, homicide and assault. The task is to develop effective prevention and treatment strategies and bolster investigation and prosecution capabilities.
- **Crime Victims** -- Research efforts will analyze the needs and problems of victims of crime. Criminal justice processes for assisting victims will be developed.

- **Environmental Design** -- New concepts of "defensible space," developed under Institute grants and successfully demonstrated in public housing areas, will be further refined. The Institute will sponsor research to develop methods to increase security in residential, school and commercial areas and on public transportation.
- **Fencing** -- The Institute will support projects to analyze the characteristics of fencing and to develop strategies to impede the redistribution of stolen goods resulting from robbery and burglary. Earlier Institute research indicates that disruption of the fencing process might have a significant impact on reducing robbery and burglary.

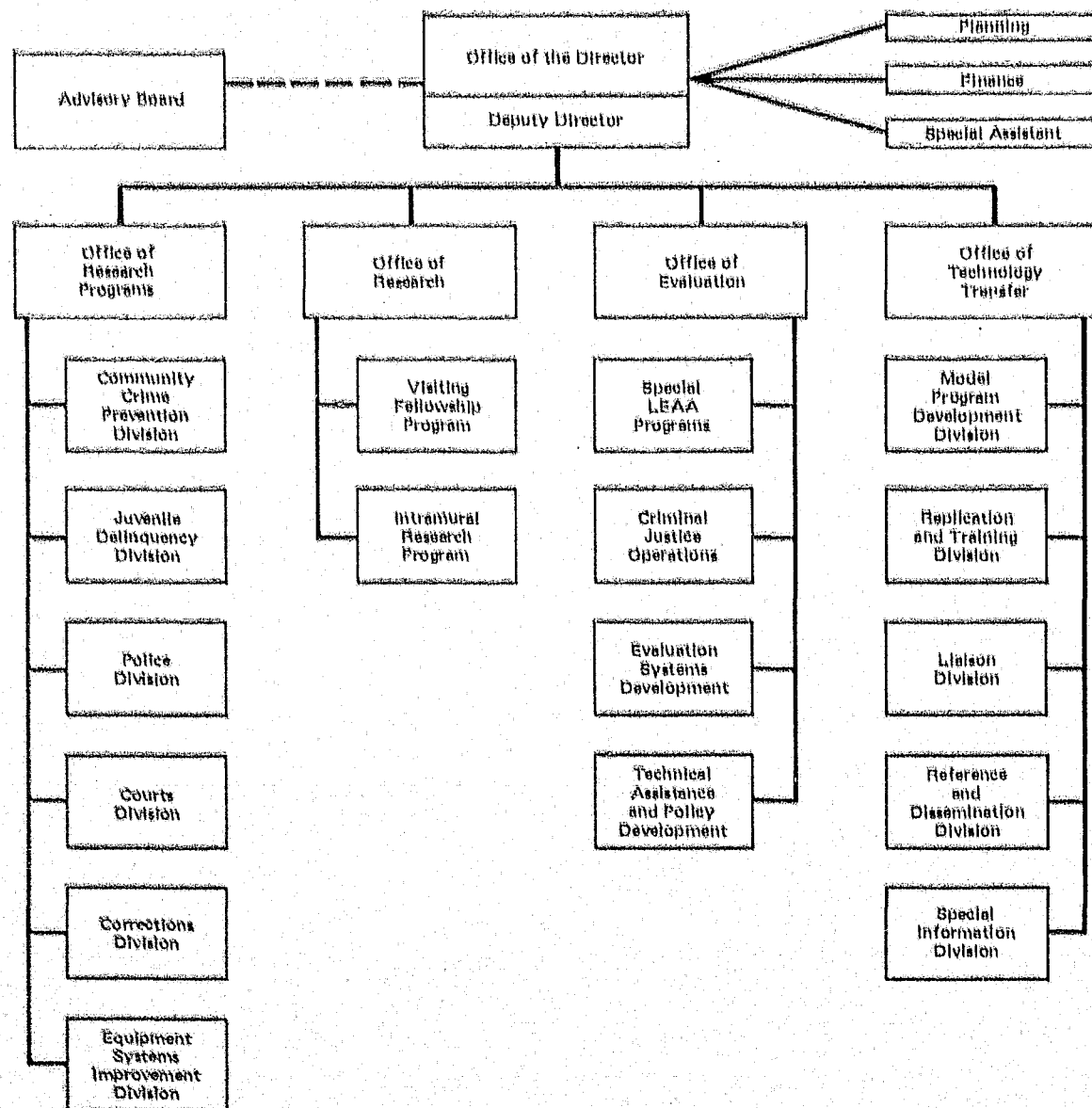
Juvenile Delinquency

During the 1960's, the juvenile arrest rate increased seven times faster than the adult arrest rate. In 1970, more than half of all serious crimes were committed by young people under 21. Youthful offenders have the highest recidivism rates. In fact, the younger the age at the first arrest, the higher the rate of recidivism.

The LEAA-supported National Advisory Commission on Criminal Justice Standards and Goals designated juvenile delinquency prevention and control as one of four priority areas in reducing crime. In response, the Institute has established a separate division to consolidate juvenile delinquency research and focus efforts on the most pressing problems of juvenile crime and the juvenile justice system. One new program, for example, will study the relationship between employment opportunity and youth crime.

Specific projects include:

- **Juvenile Corrections** -- The Institute will continue to finance the National Assessment of Juvenile and



Youth Corrections Programs conducted by the University of Michigan. The study will measure the effectiveness of correctional programs for different types of youthful offenders.

- *Juvenile Justice* — The Institute will also continue funding for the Institute of Judicial Administration's project to formulate and implement nationwide standards for juvenile justice.
- *Alternatives to Incarceration* — Continued support will be given to Harvard College to evaluate the Massachusetts Division of Youth Services' closing of juvenile correctional institutions in the State.
- *Employment and Youth Crime* — The relationship between opportunity for gainful and attractive employment available to inner city youth and levels of youth crime will be investigated.

Police

From its inception, the Institute has placed major emphasis on improving police efficiency. Substantial resources have been expended on police equipment, facilities and telecommunications, and on developing criteria for evaluating officer selection and performance. Recently, the Institute concentrated research funding on programs to help police reduce specific crimes.

While the Institute will continue to evaluate these programs, a major shift in research priorities will occur in 1974. The Institute will sponsor new programs which re-examine traditional views of police functions and roles with particular emphasis on patrol practices.

Projects being considered include:

- *Police Patrol* — The Institute will support efforts to develop and evaluate new approaches to police patrol. Projects related to suspect-oriented and preventive patrol and to developing measures to judge patrol effectiveness are among those being considered.
- *Police Integrity and Professional Responsibility* — In conjunction with police professional organizations, the Institute will contribute to the development of a Code of Professional Responsibility for police officers and officials. Police administrators will then have model rules suitable for adaptation in their own jurisdictions.
- *Police Administration* — This research program will support police administrators in two areas: (1) the effects of unionization and collective bargaining upon police operations; (2) im-

proved methods for formulating and implementing policy.

- *Personnel Utilization* — The Institute will sponsor research to analyze police personnel systems. Subjects include selection, promotion, lateral entry, and the use of para-professionals.
- *Forensic Science* — A nationally coordinated program will be developed to address problems of increasing and measuring the use of forensic science laboratories, achieving high levels of performance in all laboratory activities, and developing more efficient and sensitive laboratory techniques and procedures.

Courts

Prior Institute research and development concentrated on specific problems confronting the courts — primarily court delay — and developed new mechanisms to achieve speedier justice. Projects sought to:

- Improve pretrial screening to divert unsuitable cases
- Streamline pretrial procedures
- Improve court reporting techniques
- Develop alternatives to formal adjudication.

Because court delay remains a major problem in most large cities, the institute will continue to fund research aimed at reducing it.

The Institute will also sponsor new efforts to determine the effects of reduced backlogs and more rapid case disposition on crime rates.

Specific areas of inquiry in 1974 are:

- *Performance Measures for Courts* — The Institute will develop indicators to evaluate the performance of judges, prosecutors and defenders.
- *Sentencing* — In selected jurisdictions, the Institute will develop and test judicial sentencing guidelines based on relevant characteristics of the offender and the offense. Methods to reduce unwarranted disparities in sentencing will be explored.
- *Court Administration* — The Institute will sponsor research to improve court administration and will address, among other areas, court unification.
- *Diversion* — The Institute, in response to recommendations of the Standards and Goals Commis-

sion, will support efforts to analyze alternative methods for diverting minor offenses, such as traffic violations, from the criminal courts.

Corrections

Much correctional research has tried to assess intervention strategies and compare the effectiveness of particular programs in reducing recidivism rates. Unfortunately, most findings to date have been negative or inconclusive. Institute research will continue to evaluate widely accepted treatment and rehabilitation programs. It will also seek new, more effective methods to match the offender with the best treatment strategy because no existing classification and treatment model assures that any given offender will be treated in the way most likely to reduce recidivism.

In addition, the Institute will support a major rethinking of the aims and limitations of current correctional practices. Specific 1974 projects include:

- *Reconceptualization* — The Institute will support an assessment of the correctional experience of the last decade to provide direction of future research and program development. The trend away from traditional incarceration toward community-based programs will be given major attention.
- *Assessment of Adult Corrections* — The Institute is considering assessment of existing rehabilitation and treatment alternatives and the relative success of each in reducing recidivism.
- *Offender Classification* — Institute support will be provided for development of a model offender classification system.

Equipment Systems Improvement

The Institute's initial equipment program funded numerous small-scale projects which produced useful results. Among these were exploratory efforts to use voiceprints for identification of suspects and evaluation of the effects of burglary alarm systems in municipal police departments. Recent accomplishments include demonstration of a garment made of synthetic fiber able to withstand penetration of bullets up to .38 caliber, and the publication of standards for both ballistic resistance of body armor and walk-through metal detectors.

In 1974, the Institute will begin to shift emphasis from adopting existing technology to

developing new technology for solving criminal justice problems.

Examples of planned projects include:

- *Police Vehicles* — The Institute will consider developing a new vehicle to better meet police needs. This effort will be similar to that which produced the unique vehicles now used by the U.S. Postal Service. In the interim, the Institute plans to assess the feasibility of adapting currently produced compact and intermediate cars to police use.
- *Closed-Circuit Television* — Analyses of the application of closed-circuit television to criminal justice operations will continue. The Institute is now examining a technology which will enable a prosecutor at a central location to screen cases processed at outlying police stations by closed-circuit television.

OFFICE OF RESEARCH

This office conducts its own research in support of the Institute Program Plan. It also administers the Visiting Fellowship Program, a new program designed to bring criminal justice and research professionals to Washington to conduct research and development in major problem areas of criminal justice. It is expected that as many as 15 Fellows will visit the Institute this year.

OFFICE OF EVALUATION

The Institute's research projects usually include an evaluation component. The Institute also has funded evaluation of LEAA's High Impact Anti-Crime Program in eight major cities to determine the effectiveness of various criminal justice activities in reducing street crime and burglary.

The Crime Control Act of 1973 expanded the Institute's evaluation responsibilities. To fulfill this new mandate, the Institute will develop a system to monitor the effectiveness of criminal justice improvement programs, review the annual evaluations of state criminal justice planning agencies, and, in cooperation with the states, set up experiments to assess controlled variations among similar criminal justice programs. Specific programs planned for 1974 include:

- *Evaluation of Criminal Justice Programs, Projects and Hypotheses* — In-depth evaluations will assess particular practices and programs. One effort will evaluate the effects of New York State's strict new

drug penalties. The Institute also will support evaluations conducted in cooperation with states and other Federal agencies.

- *Evaluation of LEAA Programs* — The Institute will continue support for both local and national evaluation of the Impact Cities program. Additionally, the Institute will support evaluation of LEAA's Standards and Goals implementation program.
- *Manpower Survey* — Support will begin for a three-year criminal justice manpower survey and evaluation of existing educational and training programs.

OFFICE OF TECHNOLOGY TRANSFER

The Office of Technology Transfer encourages the widespread adoption of improved criminal justice practices. It tests significant research findings and model projects in different jurisdictions. Through programs ranging from personal liaison to computerized data banks at the National Criminal Justice Reference Service, it promotes the use of promising research results from both LEAA and other organizations.

Specific efforts in 1974 include:

- *Model Programs* — Outstanding on-going projects and "prescriptive packages," based on field experience, will provide guidelines for model programs. Funds will be provided to jurisdictions interested

in carrying out programs and practices that have worked elsewhere. Training materials will be developed in support of this effort.

- *Reference and Dissemination* — The National Criminal Justice Reference Service expects user registration to exceed 20,000 by early spring 1974. Under the 1973 Crime Control Act mandate the Reference Service will establish an international clearinghouse of criminal justice information. Institute publications will be distributed through the Reference Service, direct mailings and the Institute library.

FUNDING

Institute funds are awarded through both grants and contracts. The competitive procurement system is used primarily for large projects where no institution or individual has unique capabilities. Contract announcements are made in *Commerce Business Daily*, and bidders may obtain the *Request for Proposals* from the LEAA Contracts Office, Room 922, 633 Indiana Avenue, NW, Washington, D.C. In addition, the Institute publishes its own program announcements of new research programs for which proposals are being solicited. *The Institute Plan* gives a fuller description of application procedures. (To receive a copy of the Plan, or additional information on other programs, or to be placed on the program announcement mailing list, use the card on the following page.)

To: The National Institute of Law Enforcement and Criminal Justice

Please send me:

- () *The Institute Plan for Fiscal 1974*
- () Information on The Visiting Fellowship Program
- () Information on The National Criminal Justice Reference Service
- () Future program announcements

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