

U.S. Department of Justice
Office of Justice Programs
National Institute of Justice



NATIONAL INSTITUTE OF JUSTICE

NIJ Annual Report: 1990-1991

133967

About the National Institute of Justice

The National Institute of Justice is the research and development agency of the U.S. Department of Justice within the Office of Justice Programs, established to improve the criminal justice system and to prevent and reduce crime.

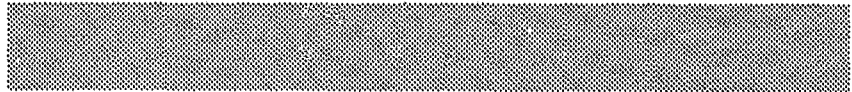
Specific mandates established by Congress in the Omnibus Crime Control and Safe Streets Act of 1968, as amended, and the Anti-Drug Abuse Act of 1988 (Public Law 100-690) direct the National Institute of Justice to:

- Sponsor special projects and research and development programs that will improve and strengthen the criminal justice system and reduce or prevent crime.
- Conduct national demonstration projects that employ innovative or promising approaches for improving criminal justice.
- Develop new technologies to fight crime and improve criminal justice.
- Evaluate the effectiveness of criminal justice programs, identify programs that promise to be successful if continued or repeated, and recommend actions that can be taken by Federal, State, and local governments, and private organizations and individuals to improve criminal justice.
- Develop new methods for the prevention and reduction of crime and delinquency, and test and demonstrate new and improved approaches to strengthen the justice system.
- Provide to the Nation's justice agencies information from research, demonstration, evaluations, and special projects.
- Serve as a domestic and international clearinghouse of justice information for Federal, State, and local government.
- Deliver training and technical assistance to justice officials about new information and innovations developed as a result of Institute programs.

The Director of the Institute is appointed by the President and confirmed by the Senate. The Director establishes the objectives of the Institute, guided by the priorities of the Office of Justice Programs, the Department of Justice, and the needs of the criminal justice field. The Institute actively solicits the views of criminal justice professionals to identify the most critical problems confronting them and to develop projects that can help resolve them. Through research and development, the National Institute of Justice will search for answers to what works and why in the Nation's war on drugs and crime.

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November 1991

National Institute of Justice

Charles B. DeWitt
Director

Michael J. Russell
Deputy Director

1975-1976

1977-1978

1979-1980

Foreword

As we opened a new decade, 1990 marked a year of transition for the National Institute of Justice (NIJ). More than 20 years ago, Congress created the Institute to develop new approaches in this Nation's war on crime. In 1990, NIJ rededicated itself to the purposes for which it was established. Since its inception, NIJ has assisted criminal justice agencies through research and development in priority areas of need, and in 1990 the Institute reassessed its goals and objectives to better serve Federal, State, and local officials facing the challenges of a new decade.

It was a year of important changes for NIJ. NIJ's goal for the 1990's is to develop more useful, practical tools that justice officials can put to work in their efforts to combat crime. To accomplish this goal, structured research and evaluation plans have been formulated for the first time, targeted on specific needs of the criminal justice community.

Those on the front lines of the attack on drugs and crime—police chiefs, sheriffs, prosecutors, judges, corrections administrators, probation and parole officials, and

other dedicated personnel—deserve the best tools, the most carefully crafted programs, the most up-to-date information that our society can furnish. Our Nation has committed unprecedented resources to win the war against drugs and crime; it is NIJ's mission to identify the approaches that will work and to develop the new programs to ensure that those approaches are implemented.

Americans have come to view crime as a relentless tide washing across our Nation. NIJ is committed to stemming that tide. We will be tireless in our efforts to support communities and their criminal justice agencies with current findings, proven models, sophisticated information, and advanced technology. As our Nation enters the final decade of this century, the National Institute of Justice will help Federal, State, and local officials to meet new challenges and turn the tide in the war against drugs and crime.

Charles B. DeWitt
Director
National Institute of Justice

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Introduction

The National Institute of Justice (NIJ) investigates how to reduce crime and strengthen the criminal justice system in the United States. Congress has directed NIJ to carry out a balanced agenda of basic and applied research that examines the operations of justice agencies, analyzes criminal justice policies, evaluates crime and drug control programs across the Nation, and explores criminal behavior.

Since 1968, NIJ has conducted demonstration projects, tested new law enforcement and criminal justice programs, initiated technological and basic research programs, and forged a strong partnership with Federal, State, and local justice agencies.

Answering what works to control crime is at the heart of every research effort and demonstration program NIJ undertakes. NIJ's growing body of policy-relevant information and technology equips criminal justice professionals to deal with the critical issues they face and to use available resources to their best advantage in fighting crime.

During the year covered by this report, NIJ focused on providing practical results to:

- Help police make the best use of citizens and community resources in fighting crime and drug problems.
- Aid criminal investigators and prosecutors in tracking and convicting violent criminals through such advances as DNA analysis of biological evidence.

- Assist prosecutors in implementing better ways to identify and prosecute the most active, dangerous criminals.
- Enable courts to initiate sophisticated new approaches for quicker processing of criminal cases.
- Assist judges in holding offenders accountable through a range of intermediate punishments such as house arrest and controls such as electronic monitoring and drug testing.
- Work with State and local officials to resolve the critical need for sufficient prison and jail capacity to keep dangerous offenders off the streets through more cost-effective building, renovation, and financing techniques for corrections construction.
- Provide a wide range of information from research and practical experience to criminal justice professionals in this country and abroad through a comprehensive international clearinghouse.

NIJ also is mandated by Congress to evaluate justice programs and recommend promising approaches to State and local officials. Last year, NIJ's role as evaluator of justice programs assumed greater significance. The 1988 Anti-Drug Abuse Act expanded NIJ's evaluation mandate to include evaluation of drug control efforts across the Nation. With this mandate to examine what works and weed out that which does not, NIJ analyzed a broad spectrum of issues in 1990, ranging from drug use prevention and drug treatment to drug use forecasting and new methods of drug use detection.

In 1990, NIJ began new efforts to redirect its work and create new programs to accommodate the needs of the criminal justice community more completely. With the appointment of a new Director and Deputy Director, the Institute launched a reassessment of its programs and procedures within the context of policy development by the Office of Justice Programs. In 1991, NIJ's research and evaluation programs are more focused than ever before, targeting the concerns of criminal justice professionals and aiming at the development of useful, practical tools that can quickly be put to use in the war against drug use and crime.

At the same time, the National Institute of Justice conducts systematic, long-term research into criminal behavior and how public policies can control it more effectively.

NIJ's *Research Plan: 1991* and *Evaluation Plan: 1991* give a new direction to the Institute's mission. The *Research Plan* focuses on specific topics for research and analysis that reflect the current priorities of the criminal justice system, and sets forth research designs that are responsive to each area of need and to both basic and applied research. The *Evaluation Plan* is structured to provide a balanced agenda of subjects for evaluation and specialized evaluation strategies to accommodate the broad range of goals and issues.

Guided by the priorities of the Department of Justice, the Institute is developing a multiyear strategic plan to develop both basic and applied research that will help criminal justice confront the challenges of the 1990's and beyond.

Criminal Justice Needs Assessment

The primary mission of NIJ is to support and assist the criminal justice agencies of State and local governments. To accomplish this, the Institute establishes priorities that respond to the critical needs of justice officials. NIJ conducted an extensive survey of more than 3,000 justice agencies in 1990. The survey sample comprises all 50 States and 375 counties nationwide, and representatives of police departments and sheriffs' offices, jail administrators, prosecutors and public defenders, judges and court administrators, probation and parole agencies, State attorneys general, wardens, and commissioners of corrections.

Increased caseloads and staff shortages are the most significant problems for the responding criminal justice agencies, with prison crowding a pressing issue for the justice system as a whole.

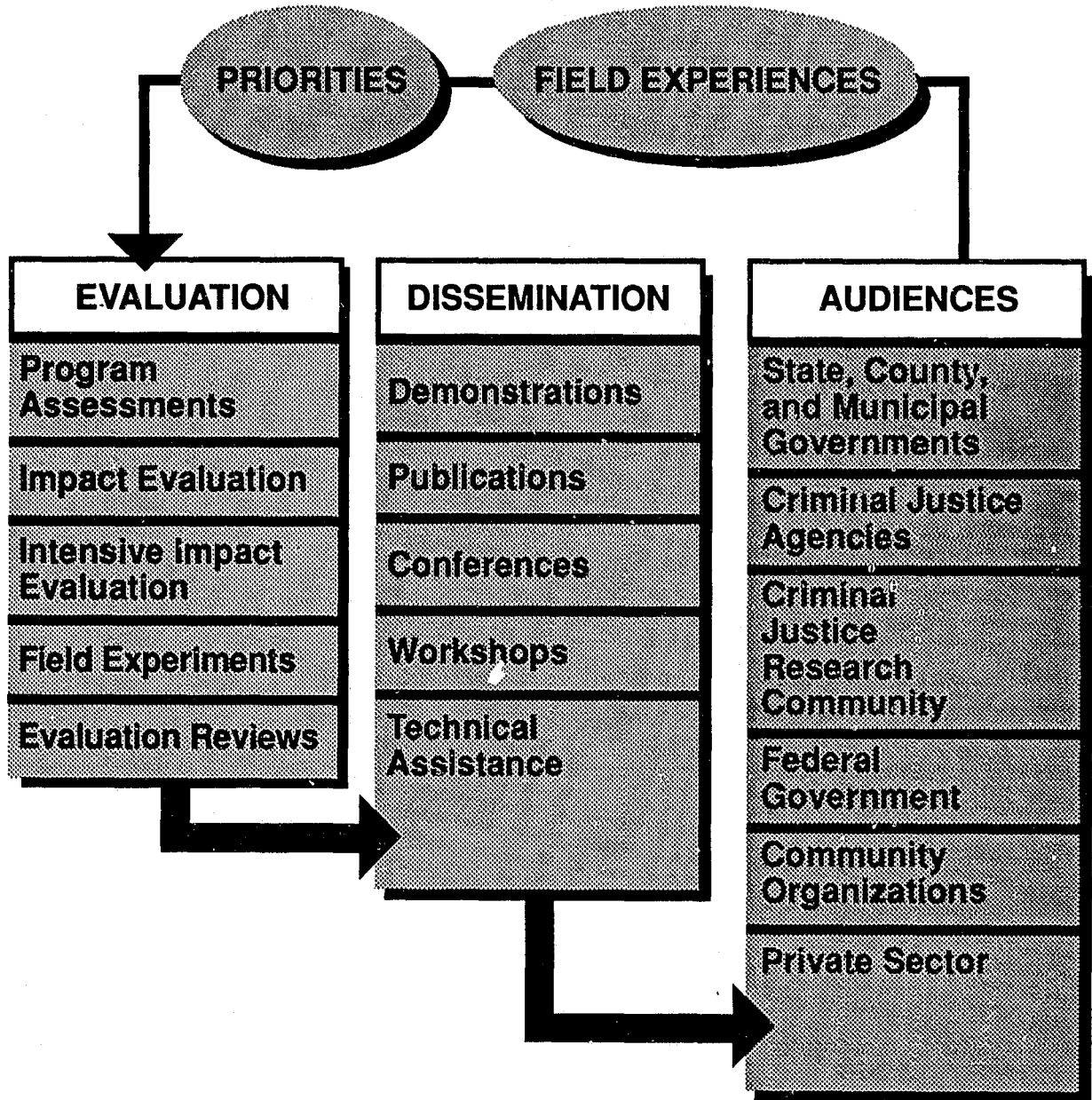
NIJ's needs assessment indicates that increased success in combating illegal drug use has contributed more than any other single factor to increased justice workloads. Nearly 90 percent of all

responding criminal justice agencies are reporting increases in drug-related workloads, and prosecutors and public defenders say more drug cases are going to trial.

The impact of violent crime on all justice agencies is also reflected in the survey results. Illegal drugs, particularly crack cocaine, have fostered dramatic increases in violent crime. Survey results indicate that drug-dealing and other gang-related activities are a growing problem for law enforcement agencies, especially those in major urban areas. Nearly a third of police departments nationwide are reporting significant increases in gang activities.

Through these efforts to focus on State and local needs, the Institute maintains a close relationship with working justice professionals. This NIJ survey provides information that helps guide NIJ research and development, and ensures that the Institute will respond to the priorities of those on the front lines of the Nation's struggle against drugs and crime.

From Research to Action



Evaluation

When criminal justice leaders know what works and why, they can repeat the success stories of communities around the country and not repeat mistakes. NIJ is specifically mandated in anti-crime and anti-drug legislation to evaluate projects and share the lessons learned nationwide. Hence, evaluation is a crucial element in NIJ's research program.

During the past year, NIJ's evaluation program was substantially strengthened by the establishment of clear evaluation objectives and goals and specialized study designs that will yield the most useful results. A comprehensive Evaluation Plan was under development to launch the new systematic approach to evaluation that NIJ is taking.

During 1990, NIJ commenced evaluations for a number of innovative crime control approaches, including boot camp prisons for youthful offenders, intensive supervision probation, and technologies for drug testing of offenders.

NIJ last year continued its Drug Control Evaluation Program that is assessing promising anti-drug projects funded by the Bureau of Justice Assistance. In response to its expanded evaluation mandate in the 1988 Anti-Drug Abuse Act, NIJ has awarded more than \$7 million for studies of more than two dozen projects that typify some of the most innovative approaches available to countering drugs and crime:

- Street-level enforcement tactics that target both sellers and buyers of narcotics and disrupt street drug markets.
- Special enforcement programs to tackle drug trafficking in public housing developments.
- New court management practices to speed the resolution of the high volume of drug cases courts now face.
- Innovative penalties such as suspension of drivers' licenses for those convicted of drug offenses, the seizure and forfeiture of assets to cut the profits of drug traffickers, and land-use controls to close crack houses.

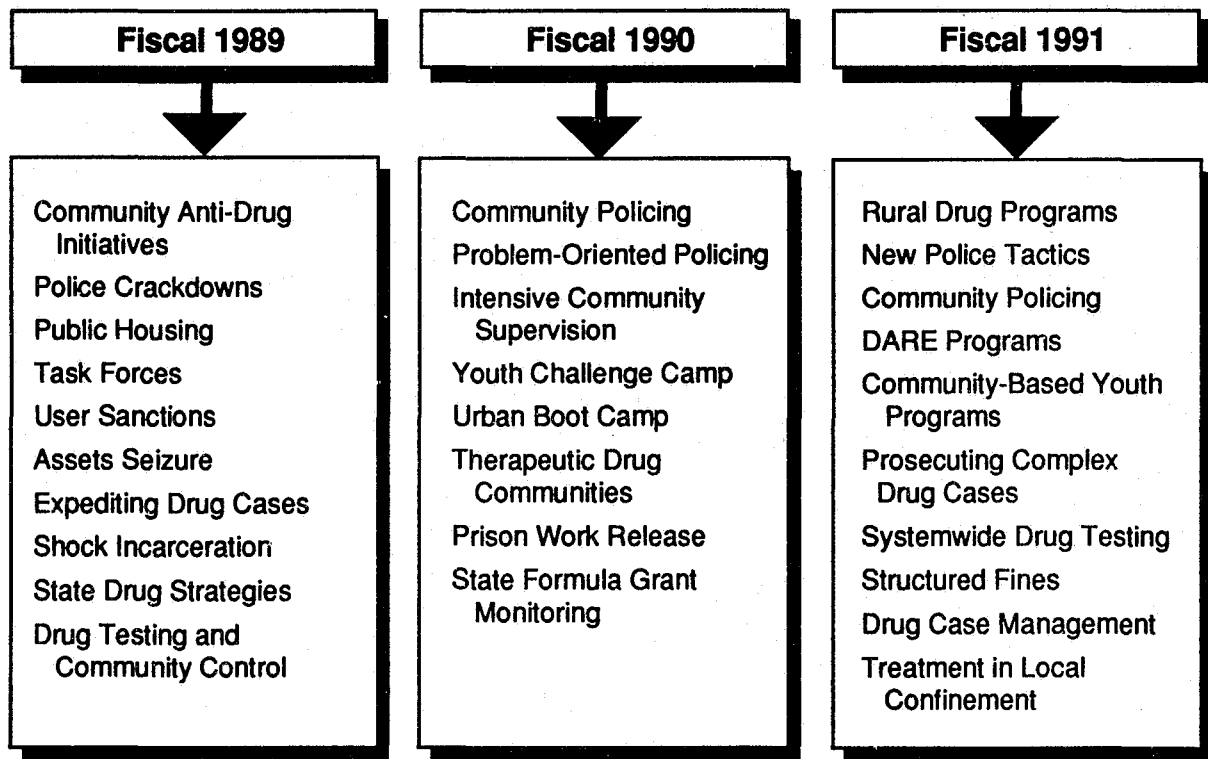
Findings from these and other programs are highlighted in this report and presented in detail in the National Institute of Justice 1990 Annual Evaluation Report on Drugs and Crime, *Searching for Answers*. This report to the President, the Attorney General, and the Congress has also been distributed to State and local officials to help guide their choices in investing drug control resources.

NIJ's drug control evaluations represent the building blocks in what will become its long range plan to identify promising anti-drug approaches and to develop innovative answers to the current drug crisis in many communities. Among the subjects that are likely candidates for evaluation in 1991 and beyond are:

- Drug prevention programs such as Drug Abuse Resistance Education (DARE).
- Innovative neighborhood-oriented policing, which brings police and community residents into partnership to reduce drug sales, drug abuse, and drug-related crime.
- Drug testing of persons returned to the community to await trial or as convicted offenders under probation or parole supervision.

NIJ also plans to communicate results from its drug control evaluation program through a new series of *Evaluation Bulletins*. And the Institute in cooperation with the Bureau of Justice Assistance sponsors a National Evaluation Conference each year to share evaluation results and methodologies among Federal, State, and local agencies.

Evaluation Topics Fiscal Years 1989–1991



Community Policing

NIJ has been in the forefront of development and evaluation of new public safety strategies that are rapidly being adopted by communities and police departments throughout the Nation.

Community policing, or neighborhood-oriented policing, is based upon a new partnership between police and the community. NIJ evaluations of community policing experiments in Houston, Texas, and Madison, Wisconsin, are providing new information on the activities of the "community police officer" and on their impact on police organization. These projects are developing a personnel performance measurement that will accommodate community policing tasks and assure job satisfaction and rewards. Findings from the study will help police departments adopt the management and reorganization approaches that can make community policing work.

Recently completed research in Seattle, Washington, indicates that a formally

organized community policing effort stimulates citizen participation and leads to significant reductions in crime. In fact, the South Seattle community policing project has been so successful that citizens have voted to expand the approach citywide.

In the 1980's, citizen groups increasingly joined with police departments to tackle drug problems in their neighborhoods. These neighborhood-oriented policing partnerships redirect police and community resources toward resolving underlying problems that breed crime and drug abuse in a community.

In 1991, NIJ will conduct a national evaluation of eight neighborhood-oriented policing projects funded by the Bureau of Justice Assistance (BJA). NIJ's national evaluation will assess the impact of these innovations and will document the best approach to implementing them so that other jurisdictions can make use of this experience.

Drugs and Crime

NIJ efforts during 1990 addressed a wide range of drug and crime issues. Both research and demonstration projects are underway to strengthen local law enforcement efforts to combat street-level drug trafficking. NIJ's continuing collection and analysis of data on arrestee drug use kept local officials current with drug-use trends among the felony offender population. Longstanding issues, such as substance abuse prevention, and emerging issues, such as the control of precursor chemicals, also received NIJ attention.

Drug Market Analysis Program

The National Institute of Justice developed an approach that integrates police operations, computer technology, and evaluation into a single demonstration project. The objective is to show what works to control the problem of street-level drug trafficking.

Drug Market Analysis (DMA) was created because earlier NIJ studies indicated that police did not have information readily available to combat street-level drug trafficking nor did they have solid evidence on which tactics would be most effective in counteracting the growing problem of street dealers and buyers.

To meet these needs, NIJ developed the DMA program to computerize law enforcement information, particularly location-specific knowledge regarding

street-level drug trafficking and associated crime. Through the program, all pertinent data are systematically collected and analyzed and then promptly made available to law enforcement managers and officers on the street. The program is also structured to facilitate evaluation of different drug enforcement strategies using the computerized information system.

NIJ awarded grants to police departments in Pittsburgh, Hartford, Kansas City, Jersey City, and San Diego. During Phase 1, NIJ asked each of the five departments to:

- Develop a computer information system that integrates different data sets on a "real-time" basis.
- Develop mapping technology to locate drug markets throughout the city and eventually the metropolitan area that surrounds the city.
- Develop a user-friendly computer system for narcotics detectives and other police officers.
- Identify drug enforcement strategies for evaluation purposes.

During the program's next phase, police agencies and researchers will test the effectiveness of enforcement strategies and determine their relative impact on street drug markets, using the DMA system.

Drug Use Forecasting

Charting Trends and Predicting Problems

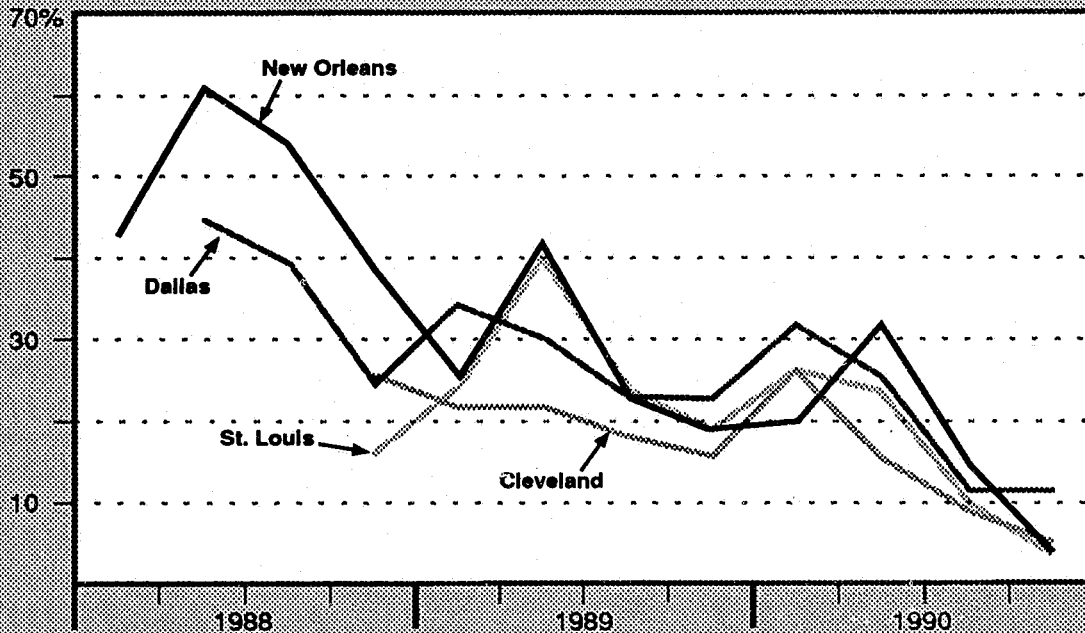
NIJ's Drug Use Forecasting (DUF) program was recognized by the Office of National Drug Control Policy (ONDCP) as one of the leading indicators of illegal drug use in the Nation. NIJ's new approach is uniquely important, ONDCP noted, because it determines drug use through chemical testing of those charged with criminal behavior.

The DUF methodology combines urinalysis of arrestees at central booking

facilities with personal interviews, shedding light on that segment of the populace among which drug use is most widespread. In 1990, Atlanta and Denver were added to the list of DUF sites, bringing to 24 the number of locations sampling adult male arrestees. The number of sites sampling female arrestees rose from 17 to 21 in 1990; juvenile arrestees are sampled at 11 DUF locations.

Quarterly reports of DUF findings help State and local officials monitor drug use trends among arrestees, allocate prevention and education resources, and measure enforcement efforts.

Marijuana Use: Male Booked Arrestees



Source: National Institute of Justice/Drug Use Forecasting Program

Drug Use Trends Among Criminal Suspects

- Results in 1990 showed a decline in the number of arrested males testing positive for marijuana in major cities throughout the country.
- In four major cities—New Orleans, Dallas, St. Louis, and Cleveland—marijuana use by arrestees had dropped to around 10 percent or less in the fourth quarter of 1990. In New Orleans, marijuana use detected in arrested males had decreased from a high of 60 percent during 1988 to a low of 4 percent at the end of 1990. (See chart.)
- In Washington, D.C., cocaine use among those arrested and tested dropped from 60 percent during 1988 to 50 percent in 1990.

After media reports in late 1989 that “ice”—a smokeable form of methamphetamine—would constitute the next major drug epidemic, DUF data proved the contrary, at least among arrestees. *NIJ Research In Action* reports in May 1990 and again in October 1990 showed the use of “ice” among arrestees to be far less than reported by the news media. In a sample across 15 major cities, less than 4 percent of arrestees interviewed said they had used the drug.

NIJ Accomplishments

- In San Diego, NIJ data confirmed the need for a court that would deal exclusively with drug-involved offenders.
- In Illinois, the success of NIJ’s program in Chicago led to a seven-county replication of DUF, funded by the State and operated by the Treatment Alternatives for Special Clients (TASC) program.

- In Florida, NIJ’s program was the model for a drug use testing program developed in Pinellas County; the program operates from within the office of the county sheriff.
- In New Orleans, NIJ’s Drug Use Forecasting program provided the basis for a widespread pretrial drug testing program for all felony arrestees.

NIJ research using DUF data has shown that arrestee drug test results improved the ability to forecast drug-related community problems. A study in Washington, D.C., compared trends in arrestee drug use with other indicators of community drug use. This analysis enabled researchers to confirm that DUF data predicted changes in crime rates, drug-related deaths, and increases in reported child abuse cases as much as a year in advance.

DUF findings have shown that the use of cocaine among criminals in many major cities remains high, even though a decline in cocaine use has been noted among the general population.

Information for Justice Policy

NIJ has awarded new grants to Los Angeles, Cleveland, and Washington, D.C., to explore issues relating to both local and national criminal justice policy.

- In Los Angeles, NIJ researchers will determine the feasibility of using DUF data to assess both drug-use prevalence and treatment needs among offender populations.
- In Cleveland, an analysis of female arrestee data will shed light on the relationship between cocaine addiction and prostitution, and may yield vital information on the spread of AIDS.

-
- In Washington, a study of criminal histories of DUF sample members will provide concrete information for local officials to use in planning pre-trial supervision, drug treatment, and prevention.

Precursor Chemicals

Chemicals diverted from legitimate commerce are used in the production of illicit drugs such as cocaine, heroin, methamphetamine, PCP, and LSD. Most of the cocaine smuggled into the United States is processed with chemicals exported by American and Western European companies, and nearly all methamphetamine, LSD, and PCP are illegally manufactured using chemicals from domestic and foreign suppliers. Control of the illegal diversion and use of such chemicals is essential to limiting the production of illicit drugs.

The issue of precursor chemicals was addressed at the 1990 International Economic Summit meeting in Houston. The summit called for the creation of an international Chemical Action Task Force to develop effective procedures for ensuring that such chemicals are not diverted from legitimate commerce for use in the manufacture of illicit drugs. Representatives from more than 20 countries and international organizations attended the first Task Force meeting, held in Washington, D.C.

State and local law enforcement also contributed to the Task Force's deliberations. At NIJ's invitation, representatives of key State and local law enforcement organizations participated in a Domestic Chemical Action Group to address controlling the exportation and diversion of legitimate chemicals to produce illicit

drugs. The Action Group received briefings by representatives of NIJ, the Department of Justice's Criminal Division, the Drug Enforcement Administration, and the FBI. Views and concerns of State and local officials were transmitted to the U.S. delegation for consideration during the international process.

In its discussions, the Domestic Chemical Action Group reported that one way clandestine laboratory operators in the United States circumvent current statutes is by ordering chemicals by mail from States that have not yet adopted effective regulations. For this reason, NIJ is funding a project to develop a model State precursor chemicals statute and will distribute it to key Federal, State, and local officials for their consideration.

In the near future, NIJ will publish, for State and local officials, a summary of the Task Force's report, which defines the chemicals that should be addressed, reviews existing methods of diversion, and recommends measures to be taken, including greater international cooperation among law enforcement agencies.

In addition NIJ is planning to publish a broader report on the problems surrounding control of precursor and essential chemicals and Federal, State, and local efforts to address them, as well as an executive summary of that work.

Multijurisdictional Drug Law Enforcement

Interagency cooperation for drug law enforcement has existed for more than 20 years, but recently the nature and goals of these cooperative efforts have changed dramatically in some jurisdictions. Moreover, different types of agencies and

organizations are working together on drug law enforcement.

In 1990 NIJ published a report, *Multijurisdictional Drug Law Enforcement Strategies: Reducing Supply and Demand*, that illustrates how a variety of collaborative approaches can satisfy different community needs and resources.

The report was based on interviews and visits to jurisdictions that had successfully overcome some of the obstacles to interagency cooperation. It identified three kinds of multijurisdictional law enforcement strategies:

- Case-oriented drug law enforcement seeks to obtain sufficient evidence to arrest, prosecute, and convict known drug distributors. Methods for building cases include the use of informants, undercover activities and surveillance, and buy-and-bust operations.
- Network-oriented drug law enforcement, a proactive effort in which distribution is traced from street-level drug sellers through mid-level and high-level distributors. This strategy also involves complex financial investigations to build interlocking cases that can be prosecuted.
- Comprehensive problem-reduction strategies, proactive initiatives taken to reduce harm to the community resulting from both the supply and the demand for drugs. They typically involve not only law enforcement

agencies but also community members and community agencies that provide services to high-risk populations.

The case studies described in the NIJ report incorporate these approaches and provide other jurisdictions with the information needed to adapt the strategies to their local needs. NIJ shows how to focus programs on the most serious problems, devise the right tactics, and marshal the needed resources.

Substance Abuse Prevention in the Inner City

NIJ is studying promising approaches to substance abuse prevention for high-risk, inner-city youths nationwide. A project in Philadelphia, initially supported by NIJ and the Pew Charitable Trusts, is designed to learn more about how programs work and the characteristics of their success.

The study will yield a handbook for local program developers and professionals that will include brief profiles of the programs visited and examples drawn from actual experiences. It will describe how the programs were developed and discuss success factors as well as obstacles to be overcome. The handbook will describe the overall development approach, major prevention components, setting, target population, recruitment practices, as well as program staffing, costs, and funding sources.

Science and Technology

DNA as Evidence

NIJ pioneered studies of DNA (deoxyribonucleic acid) that increased precision in identifying offenders and exonerating innocent suspects. Improving DNA profiling for suspect identification is one of NIJ's priorities, and researchers are now studying the use of DNA by forensic laboratories, helping the laboratories develop DNA data bases, and helping develop standards for DNA testing procedures.

Last year NIJ, in cooperation with the FBI and the National Institute of Standards and Technology, advanced the state of the art of DNA "fingerprint" testing by developing new ways to simplify its use and reduce its cost.

NIJ has also initiated a major review of DNA technology, conducted by the National Academy of Sciences with the participation of the FBI, the State Justice Institute, the National Science Foundation, and the National Institute of Mental Health.

Since its first use in a British murder case in 1987, DNA profile evidence has been offered in 45 States and at least 15 foreign countries, according to an Office for Technology Assessment survey. Courts in several States, however, have limited or barred the admissibility of DNA evidence against criminal defendants, citing concerns about the reliability of the testing procedures.

To help courts better evaluate these probability estimates, NIJ is researching ways to construct a combined data base from existing DNA-typing data bases. This will be used to develop a standard for assessing the genetic probability that DNA samples from any two people other than identical twins will match.

Technology Assessment Program

NIJ's Technology Assessment Program continues to serve as the criminal justice community's "consumer's guide," testing products of potential value to justice professionals and distributing reliable information on what works and what does not. Priorities are set by assessing key technological needs of criminal justice professionals in the field. The use of increasingly complex and sophisticated technology has expanded greatly among State and local agencies in recent years, making the NIJ effort more important than ever before.

Scientists and engineers, working under NIJ sponsorship, are continuing to develop minimum performance standards and testing technology and equipment used by police, courts, and corrections agencies against those standards. NIJ has developed reliable guides to performance, safety, and economy.

NIJ's Technology Assessment Program performs three essential tasks designed to meet the needs of justice professionals:

-
- Establish minimum performance standards for specific equipment.
 - Test commercially available equipment against those standards.
 - Distribute information regarding standards and test results throughout the criminal justice field.

NIJ supports the Technology Assessment Program Advisory Council, a group of nationally recognized criminal justice experts from Federal, State, and local agencies, who regularly assess equipment needs and help the program establish priorities for the development of standards, guides, tests, and publications.

Through 1990, NIJ had established standards for some 25 types of criminal justice equipment ranging from soft body armor, handguns, and handcuffs to patrol cars and communications equipment. NIJ regularly publishes *Equipment Performance Reports*, which contain the results of equipment testing by independent laboratories. The Institute also publishes:

- *Consumer Product Lists*, quick reference updates on new equipment models.
- *Equipment Standards*, which establish minimum equipment performance requirements.
- *User Guides*, explaining basic concepts and components of equipment, including essential performance characteristics.
- *Special Reports*, providing information on equipment surveys and assessments, and a wide range of other topics.
- *TAP Alerts*, which periodically inform users on the program's latest

developments, the latest test results, and new TAP activities.

Less-Than-Lethal Weapons

NIJ has pioneered research and development efforts on less-than-lethal weapons police can use in situations where lethal force is not justified or when it risks injury or death to innocent victims or bystanders. In accordance with the Supreme Court decision in *Tennessee v. Garner* [471 U.S. 1, 105 S.Ct. 1694, 85 L. Ed 1 (1985)], officers need nonlethal weapons to avoid injury and death to fleeing felons. Hostage-terrorist situations demand that law enforcement officials stop assailants without risking harm to the innocent persons the offenders capture or threaten.

During 1990, NIJ explored the potential and limitations of several technologies: electrical, chemical, impact, and light. Plans were made for a 1991 workshop of Federal law enforcement agencies, State, county, and municipal police, and law enforcement and justice organizations to lay the groundwork for future NIJ work in this important area.

Computer Technology in Policing

Information is the lifeblood of police work. But while police departments have made great strides in tapping the potential of computers to access critical information data bases, much police information continues to be manually produced, coded, duplicated, sorted, distributed, and filed. Often, hard-to-read handwritten field reports must be corrected before they can be entered into an official police data base.

To help police departments obtain timely, accurate information from officers in the field, NIJ is pioneering research into the use of lightweight, portable computers—laptops—in police patrol cars. The Los Angeles Police Department is assisting the Institute in this research, employing 40 laptop computers in patrol cars. The Los Angeles initiative grew out of earlier research conducted by NIJ along with the St. Petersburg, Florida, Police Department, where officers began using portable computers and a software program called PISTOL—Paperless Information System Totally On-Line.

Initial reports from the Los Angeles research are encouraging. Younger officers have responded enthusiastically to the laptop computers, which free them from time-consuming paperwork. Indications are that the computers save time and produce higher quality reports.

Drug Testing Technologies

The Drug Testing Technologies study, funded by NIJ and the Bureau of Justice Assistance (BJA), compared the effectiveness of four commonly used methods of urine screening for detecting illegal drugs in criminal justice settings. Urine specimens obtained from individuals under parole supervision in Los Angeles were analyzed for five drugs: marijuana, opiates, cocaine, PCP, and amphetamine.

Standard thin-layer chromatography performed poorly, but among the three immunoassay technologies there were essentially no differences in accuracy. The study determined that these immunoassay urinalysis technologies would rarely lead to a person's being falsely accused of drug use; "false positive"

results occurred in only 1 to 2 percent of negative specimens in the study.

A more likely error is that drug use will be missed; "false negative" results occurred in 20 percent of the positive urine specimens.

Hair Analysis

Hair analysis is a new method of drug testing with many potential advantages. Unlike blood or urine, in which traces of drugs remain a short time, hair retains drug evidence as long as it remains on the head. As the hair grows outward, it absorbs drug components from the blood and records a pattern of exposure that permits detection of such drugs as cocaine or heroin over periods of months rather than days.

NIJ is supporting efforts to evaluate hair analysis techniques and develop standards that will make them more accessible to crime laboratories.

Eyewitness Identification

Obtaining accurate descriptions of suspects from witnesses to a crime and rendering a sketch that accurately records the witness' description are important aspects of criminal investigations. An NIJ-funded study evaluated a new technique for improving eyewitness identification.

The technique, currently in a developmental stage, involves a computerized facial recognition system in which facial composites were constructed by witnesses using a computer. The computer system contains facial features that permit more than 34 billion composites to be generated. The system initially generates

20 possible faces that are rated by a witness for their general resemblance to the suspect. The ratings are then used to generate a new set of 20 faces based on the most highly rated composites of the first generation. This process continues until the suspect's face evolves.

The study evaluated the quality of these composites by having independent judges identify the culprit from an array of faces, using only the evolved composites. The study revealed that a subject's ability to recognize a suspect varied with the facial characteristics of the suspect.

Gangs

Gang violence poses enormous challenges to law enforcement agencies at the Federal, State, and local levels. NIJ has embarked on a comprehensive research and development program to strengthen prevention, intervention, and suppression of illegal gang activity, gang violence, and related drug trafficking.

NIJ is developing a report on street gangs that provides an overview of current knowledge about gangs. An analysis of emerging theory and practice on gangs, this report discusses efforts to define gangs and measure gang activity. In addition, the report describes various state-of-the-art anti-gang programs and includes a synthesis of expert opinion on which approaches work best with which gang types and age groups. It lists a number of current prevention, intervention, and control strategies.

The information in the report reviews recent research on gangs and provides practical information gleaned from interviews with more than 50 gang researchers and officials with expertise in criminal justice, juvenile justice, and related fields such as education, mental health, and substance abuse prevention.

The information from this report serves as a springboard for the following major studies NIJ will sponsor during the forthcoming year:

- **Model Anti-Gang Enforcement Initiatives.** The wide variety of types of gang crime and the involvement of both adults and juveniles in gangs

complicates the law enforcement response to this problem. In the past, gangs were primarily a juvenile problem, but adults now play leadership roles and engage in the worst violence—homicides, aggravated assaults, robberies, and drug trafficking. An NIJ national assessment will explore the extent of current law enforcement efforts against gangs, and share information about gang-suppression activities with law enforcement agencies and other criminal justice professionals and researchers.

- **Gang Migration.** The spread of gangs from city to city has caused serious problems for law enforcement and other local agencies. Reports of drug trafficking and violence by migratory gangs have emerged from various cities; yet there is much to learn about the nature of that migration. NIJ original research will be conducted to identify gangs that migrate, determine patterns of migration, and examine effective strategies for preventing or controlling criminal activity associated with migration.

No national data on gangs are collected; only gross estimates, based on law enforcement perceptions, are available in most cities. Even a definition of the word “gang” and what constitutes a gang varies from jurisdiction to jurisdiction. NIJ’s research is exploring such areas as the extent of gang violence, the link between gangs and organized crime, the roots of gang membership, and the criminal careers of gang members.

Organized Crime

Although investigators and prosecutors have made great strides in attacking traditional organized crime, new groups have continued to expand their operations, reaping huge profits from drug trafficking and racketeering activities and increasing the level of violence. The wealth and sophistication of many of these groups make them particularly difficult targets for law enforcement intervention.

Current NIJ research targets:

- Organized drug trafficking groups.
- Asian organized crime.
- Violent Asian and other street gangs.

A national study of organized crime drug trafficking groups will examine the structure and operations of these groups and

assess current law enforcement responses with a view to developing more effective strategies of detection, intervention, and control.

NIJ is jointly sponsoring with the Criminal Division, Department of Justice, an international conference on Asian organized crime, which will discuss cooperative strategies among nations for controlling these groups. NIJ plans to publish a report on the conference findings and recommendations.

Expansion of current NIJ research on Asian gangs will examine their structure and operations in detail and recommend improved law enforcement strategies against them.

White-Collar Crime

Large-scale, complex crimes have in recent years caused great financial harm to individuals and society. Because of their complexity, they pose special problems for criminal justice and regulatory agencies responsible for their prevention and control.

Accordingly, NIJ's research and development program in white-collar crime focuses on the more sophisticated financial and other white-collar offenses, including money laundering, savings and loan fraud, securities fraud, and computer crime.

Money Laundering

Before criminals can use illicit profits from drug trafficking, insider fraud, and other white-collar and organized crimes, the funds must be "laundered." The money is often sent out of the country in bulk packages or by electronic transfer from U.S. banks to foreign accounts protected by strict bank secrecy laws. Stopping the flow of these illegal funds, both within the United States and through laundering collection centers such as New York City, Miami, and Los Angeles, has become an increasingly difficult problem for criminal justice officials and the Department of the Treasury and its Bureau of Customs.

NIJ recently funded the publication of a manual on the detection and investigation of money laundering, including a description of major money laundering methods. NIJ has prepared an inventory of strate-

gies for use against each method, and guidelines for establishing detection programs within State and local law enforcement agencies.

NIJ also conducted a joint conference on international money laundering with the Federal Bureau of Investigation and will broaden its study of money laundering activities by conducting a national assessment of money laundering patterns and of prevention and control strategies. The resulting report will be widely distributed to law enforcement professionals, policymakers, and researchers. The report will assess not only local, State, and Federal responses to money laundering but also cooperative efforts among law enforcement officials in other countries.

Savings and Loan Fraud

NIJ is currently analyzing case and interview information in an examination of fraud in the savings and loan industry in California, Texas, and Florida, in order to detect, investigate, and prosecute offenders in such cases more effectively.

Interviews with law enforcement officials reveal that cases of bank fraud are on the rise and in fact are surpassing savings and loan fraud cases.

Securities Fraud

Electronic stock market trading, which generates instantaneous worldwide transactions, has created opportunities and

incentives for securities fraud on a much broader scale than ever before. The complexities and covert nature of securities fraud require coordinated efforts by technical specialists and a range of criminal justice and regulatory agencies.

In 1991, NIJ has awarded funds for a national assessment that will describe securities fraud violations handled at the local, State, and Federal levels; examine current strategies of detection, investigation, and prosecution; and distribute findings to law enforcement agencies nationwide.

Computer Crime Prevention

In cooperation with the Department of Education, NIJ is working with State and local law enforcement agencies and the private sector to forestall anticipated increases in computer crime during the 1990's. Previous NIJ research focused on the special aspects of computer crime investigations and ways law enforcement

agencies can organize and staff units to respond to computer crime.

NIJ formed an advisory panel of law enforcement, education, and industry representatives that identified problems in ethical computer use and recommended ways to heighten awareness of computer ethics. The panel prepared a series of action items to be carried out in businesses, schools, and communities, based on two propositions. The first is that raising awareness of ethical issues in computer technology is the initial step in assuring ethical behavior. The second is that information ethics programs, including codes of computer ethics, need to be accepted by businesses and governments.

Some businesses have established information ethics programs and prepared guidelines on data base privacy and security. NIJ's panel is helping school officials and teachers construct curriculums that will advance computer ethics and prevent computer crime.

Prosecution and Adjudication Programs

The overwhelming increase in drug arrests and prosecutions strains the capacity of prosecutors and courts to move expeditiously to convict criminals. This delay frustrates justice, burdens crime victims, and adds to the costs of the criminal justice system. To help solve these problems, NIJ undertakes a range of projects to help prosecutors focus on dangerous offenders and help courts adopt more efficient procedures.

Expedited Court Management of Drug Cases

Past NIJ research led to the development of Differentiated Case Management, a new approach to adjudication that streamlines police, prosecution, public defender, and court procedures, at little additional cost.

With this as a starting point, a second approach, Expedited Drug Case Management, further strengthens case management methods by improving communication among law enforcement agencies, prosecution, public defenders, probation officers, jails, and the community. The program applies the lessons learned in repeat offender programs, which strengthens the links between criminal justice agencies, and applies them to drug case management.

NIJ conducted evaluations of Expedited Drug Case Management at three sites—

Philadelphia; Middlesex County, New Jersey; and Marion County (Indianapolis), Indiana.

Findings from Philadelphia and Middlesex County indicate that these programs may be of most value to congested urban areas where their effects can be felt not only by the courts but also by other parts of the system, most noticeably in crowded jails.

In Philadelphia, NIJ has concentrated on the early disposition of the large volume of cases clogging its system. To expedite drug cases, the court tested a new approach. Within only 10 months, the case processing system was brought under control; more cases were disposed of than entered during a given time period.

In Middlesex County, mobilization of the community has become an integral part of the case management system. Citizen volunteers, businesses, and local crime watch and neighborhood organizations support community treatment and monitor court conditions imposed on offenders. The goal is to use these community resources to put an end to the revolving door of drug enforcement.

Prosecutorial Response to Heavy Drug Caseloads

In jurisdictions experiencing a very high volume of drug cases, prosecutors have

responded by seeking a higher number of felony convictions and prison sentences. To find out more about these prosecutorial policies, NIJ initiated a project involving interviews with prosecutors in 20 metropolitan areas and 5 site visits.

The interviews indicate that there are two phases to prosecutors' response to drug caseloads. The first is to crack down on defendants arrested for drug offenses. Consistent with the observed statistics on case dispositions, virtually all jurisdictions report stiffening disposition policies for arrested drug offenders.

The second phase is to develop more coordinated and comprehensive strategies to attack the drug problem itself. Prosecutors are now implementing programs that fall into three broad categories:

- Programs to formalize cooperation with law enforcement agencies and the community.
- Programs to expedite the movement of cases through the court.

- Programs to develop better strategies for targeting different types of drug offenders.

Programs targeting special types of offenders form the focus of NIJ's study. The NIJ report prepared under this project will identify the range of policies and strategies prosecutors are employing to target drug offenders and will describe effective programs. Strategies include enhanced local law enforcement, in which drug unit prosecutors work with police to target members of local distribution networks and their connections with national traffickers.

NIJ is also examining how prosecutors distinguish among all types of drug offenders, from first-time offenders to recidivist dealers. The study will match them to appropriate dispositions such as treatment, probation, or long-term incarceration. NIJ researchers are also focusing on the California probation revocation strategy, which calls for routine revocation of probation for convicted felons arrested for drug crimes while on probation.

Intermediate Punishments

National attention has increasingly turned to new approaches that hold offenders accountable for their illegal actions and achieve the goal of increasing public safety. Intermediate sanctions are critical to justice policy because they span the broad range between simple probation and incarceration in a correctional facility. Intermediate punishments include shock incarceration (boot camps), intensive probation supervision, electronic monitoring, day reporting centers, fines, restitution, and community service.

In September 1990, NIJ sponsored a 3-day conference on intermediate punishments for more than 300 criminal justice officials, legislators, researchers, and treatment professionals. The conference provided an opportunity for the participants to learn firsthand from the experiences of their peers in conducting intermediate punishment experiments and programs. Participants were encouraged to share information about the designs and costs of emerging new programs from across the country.

Shock Incarceration

NIJ has tracked the development of many boot camp programs to help criminal justice officials make decisions regarding shock incarceration. The latest NIJ survey showed that there are 21 programs for adult offenders in 17 States and that another 3 States are planning to implement programs in 1991. Most shock incarceration programs are designed for young, nonviolent offenders serving time

on their first felony convictions. Existing programs share a common core based on a military atmosphere, discipline, youth of the offenders, and a common goal of providing punishment without long-term incarceration. Yet the programs vary greatly, for instance, in the amount of time offenders spend in counseling and support activities.

Research to date indicates that transitional services for offenders released from shock incarceration programs may heighten the likelihood that they will not commit additional crimes.

Electronic Monitoring

For the third consecutive year, NIJ survey data show a steady rise in the use of electronic monitoring as a form of supervision since the first offenders were placed on electronically monitored house arrest 7 years ago. While overall numbers are small when compared to the incarcerated population, the total has roughly tripled each year.

NIJ's survey studied the extent of electronic monitoring use and the offenders on whom it was used, as well as specific technologies, responses to offender violations, termination and success rates, and laws related to electronic monitoring.

Electronic monitoring programs are in place in 38 States, with more than two-thirds of the sites collecting fees from offenders who are admitted to the program. Routine substance abuse testing

was conducted in five out of every six programs. Most monitoring programs require that offenders have jobs, telephones, and fixed residences. Somewhat fewer than half of the States have specific enabling statutes for electronic monitoring.

There is a trend toward use of electronic monitoring with a broader range of offenders. At first used primarily for offenders on probation, monitoring is being increasingly used as a followup to incarceration and community corrections sentences to provide additional controls on offenders who have committed more serious offenses. Another change is the increasing use of electronic monitoring before trial or sentencing.

The average current term of monitoring is 79 days, with the odds of a successful termination gradually increasing with the duration of monitoring. The survey found no significant differences in outcomes among programs that use monitoring as an alternative to probation, parole, community corrections, or incarceration. All had successful rates of between 74.3 and 76.0 percent.

Intensive Supervision Probation

Jurisdictions in all 50 States have now instituted a community-based punishment called intensive supervision probation (ISP), which is designed to provide strict monitoring of serious offenders as compared to routine probation. The goal of intensive supervision probation is to ensure community safety by providing closer surveillance of probationers' behavior.

The newest programs generally provide supervision through some combination of curfew, multiple weekly contacts with

probation officers, unscheduled drug testing, strict enforcement of probation conditions, counseling, and requirements to perform community service. Some programs also involve house arrest and electronic monitoring.

The early programs had low recidivism rates and held promise for success in maintaining public safety. Yet it was not clear if the low recidivism rates were due to the programs themselves or to the selection criteria for the programs (most limited participation to property offenders with minor criminal records).

To determine how participation in intensive supervision programs actually affects offender behavior, NIJ has funded evaluations of 14 ISP programs in 9 States. The recidivism rates of offenders receiving intensive supervision probation are being compared to control groups of offenders who receive ordinary probation.

Day Reporting Centers

Day reporting centers combine many features found in other alternative punishment programs, including electronically monitored curfews, random drug testing, and rigorous enforcement of supervision conditions. Moreover, day reporting centers add other community resources, such as drug and alcohol treatment and job placement, to alter negative behavior and reduce risk to the community.

NIJ published the report of its study of the day reporting centers that now operate statewide in Massachusetts and Connecticut and in individual jurisdictions in other parts of the country. The report is designed to inform policymakers and correctional officials nationwide and present this alternative punishment among other innovative sentencing options.

Prison and Jail Capacity: The Construction Information Exchange

With further gains in combating illegal drug use, the number of convicted offenders steadily grows. Federal and State prison populations rose 115 percent in the past decade; at the end of 1990, the Nation's prison population stood at more than 770,000. Local jails now hold more than 400,000 inmates, for an incarcerated population of more than a million. Everywhere the demand for additional space is being raised; many jurisdictions are under court order to increase their prison or jail space, or limit offender populations.

NIJ's Construction Information Exchange directly addresses this problem. The Exchange offers easy access to the latest concepts and techniques for planning, financing, and constructing new prisons and jails. State and local officials can tap into this valuable network and obtain the information they need through the following resources:

- *The Construction Data Base* is an up-to-date information resource that offers detailed information on more than 260 jails and prisons, ranging from construction costs and financing methods to floor plans, staffing levels, and operational costs.
- *The Construction Reference and Referral Service* provides access to specialists who locate answers to

questions and help find solutions to individual situations.

- *The National Directory of Corrections Construction* provides the same wealth of information in book form. It also includes floor plans for typical housing units and lists the administrators, sheriffs, architects, and other professionals who have recently completed a prison or jail project.
- *Construction Bulletins* are case studies of critical corrections issues and selected construction projects that demonstrate new building techniques and report time and cost savings. Last year, NIJ published construction bulletins on the transfer of Federal surplus property to States for prison sites and on a Federal Bureau of Prisons model design adapted by South Carolina.

Through NIJ's Construction Information Exchange, State and local officials can profit from innovative approaches that incorporate techniques from widely different technical fields. By building on the experiences of others, officials are better able to build well-designed and cost-effective jail and prison facilities that will reliably serve the needs of their jurisdictions.

Inmate Work and Education

Public-Private Partnerships

In 1990, NIJ continued work to foster the growth of inmate work programs involving the private sector. During the past decade, NIJ recognized that such programs provide many benefits: to corrections systems stretching resources to cope with burgeoning populations and seeking to reduce inmate idleness; to businesses looking for a stable entry-level workforce; and to inmates seeking to learn a trade or skill that would help their chances of avoiding crime upon release.

In June 1990, a National Conference in Omaha, Nebraska, sponsored by NIJ, brought together State officials, corrections officials, and business leaders who had a role in establishing successful prison programs through NIJ-sponsored demonstration projects. Teams attended from 43 States, Canada, and the United Kingdom, and shared information and ideas about successful programs. NIJ surveyed attendees regarding types of information and assistance they needed to establish private sector prison industry programs and then sponsored a series of followup seminars for correctional agencies that focused on these needs.

Private sector industries are operating now in 17 States, with 75 businesses participating. Inmates wages have resulted in:

- \$1.5 million paid in taxes.
- \$2 million in crime victim compensation.

- \$1 million in room and board.

- \$2 million in family support.

Inmate Work in Jails

Most private-sector industry programs operate in prisons. NIJ's Jail Industries Initiative is exploring the potential for expanding such programs into jails. Three counties currently operate successful programs.

In 1990, NIJ presented information on jail industries to more than 700 county officials through 17 workshops and presentations, and completed a comprehensive *Jail Resource Manual* that provides detailed guidance for all aspects of jail industries operations. A companion workbook is also being prepared to help jurisdictions developing or expanding an industries program. Special training workshops also were held for counties. Other 1990 efforts included development of plans for supporting 20 pilot projects, developing a national data base, producing additional resource materials, and continuing the promotion of the jail industries concept in counties nationwide.

The National Sheriffs' Association is providing information about the NIJ Jail Industries Initiative through workshops at State sheriffs' association meetings and journal articles.

Correctional Education

NIJ began work in 1990 with the U.S. Department of Education to create an effective and comprehensive vocational education and training program that is integrated with private sector prison and jail industries. Demonstration programs are underway in two prisons and three jails with operating private sector industries. The demonstrations will integrate literacy, basic skill training, vocational

education, and inmate work. Local business, education, and labor leaders will advise project staff, review program content, and encourage community support for the programs.

The U.S. Department of Education provided \$1 million to support these demonstration programs, and NIJ will provide technical assistance, training, and evaluation support.

Crime Control Research

Even as it works to solve immediate operational problems of the criminal justice system, the National Institute of Justice also is engaged in exploring the web of factors that underlie criminal behavior and the nature and role of criminal justice policies in preventing or shortening criminal careers.

A landmark effort to achieve these goals is underway in a long-term NIJ study of Human Development and Criminal Behavior. The program is jointly sponsored by NIJ and the John D. and Catherine T. MacArthur Foundation. Now in its final design stage, the study will explore the relationship between social, physical, and psychological factors in early childhood development and subsequent delinquent and antisocial behavior.

Plans for the study include an accelerated longitudinal design never before undertaken in research on delinquency and crime. By studying overlapping age groups, the program will be able to simulate a 21-year cohort in less than 5 years. This means the study findings will be produced more quickly and thus be more relevant to current policy concerns.

In 1990, NIJ also continued its studies of specific types of criminal careers. Because property crime continues to plague our Nation, NIJ has supported studies to get a clearer picture of how currently active burglars go about their business. Such information can help law enforcement agencies and citizens adopt more effective tactics for thwarting burglary.

One such project studied a group of currently active burglars contacted outside criminal justice channels to gather information on how residential burglars select targets, how drugs may affect their decisions, and how they perceive the threat of arrest, prosecution, and conviction. The results of this and similar research can then be meshed with findings from larger-scale studies based on official criminal history records on how best to prevent and control criminal behavior.

NIJ also develops improved methodological tools for criminal justice. A key need in drug policy analysis, for example, is more accurate methods for measuring the extent of drug use, an area of interest not only for the National Institute of Justice, but for other agencies such as the Office of National Drug Control Policy and the National Institute on Drug Abuse.

NIJ will publish a report detailing improved statistical approaches in estimating the prevalence of drug use. The findings will advance the state of the art in research as well as provide background for designing effective drug control strategies at the national, State, and local levels.

Data Resources Program

Original data collection constitutes a significant portion of the cost of research. Through NIJ's Data Resources Program, machine-readable data sets are easily accessible so that secondary analysis by other researchers can explore policy

questions not addressed by the original researchers.

In 1990, NIJ published the fourth edition of *Data Resources of the National Institute of Justice*. It provides a comprehensive listing and description of data sets available through the program and provides instructions for accessing the data sets.

Victims of Crime

Crime Victim Compensation Programs

NIJ completed an update of its *Issues and Practices* study on crime victim compensation programs, to be published in the near future. The new volume describes changed State practices since the enactment of the 1984 Victims of Crime Act.

Findings from the updated study show that claims filed in 1988 were up 20 percent over the levels for the previous year, and awards were up 15 percent.

Almost 60 percent of the States with existing programs needed to enact new legislation in order to comply with the law's new requirements. Drunk driving cases involved high payments because of the frequency of serious injury and death, and were more costly than other claims to process. Finally, domestic violence produced few claims or awards despite substantial outreach efforts to victims.

Victimization of Juveniles and Young Adults

NIJ-funded research examined the relationship between delinquency and victimization in a secondary school-aged population, focusing on factors that lead to or discourage the development of delinquency. The results revealed that juveniles who are offenders themselves or spend large amounts of time with peers

who are offenders are more likely to experience criminal victimization.

Victimization by Criminal Fraud

NIJ staff research reveals that the incidence and prevalence of criminal fraud victimization—of both individuals and households—are not captured in either the National Crime Survey (NCS) or the Uniform Crime Reports. When completed, NIJ's research will provide the best national data on the problem.

The draft survey instrument was pretested in a national probability sample of 400 respondents. Victimization by criminal fraud was found to outrank almost all NCS crimes, both in prevalence and in dollar losses. The full survey will be completed soon.

Estimating the Costs and Consequences of Criminal Victimization

An ongoing NIJ research project will estimate the incidence, cost, and consequence of criminal victimization in the United States, covering all crimes in the National Crime Survey as well as murder, child abuse, kidnaping, bombing, arson, and drunk driving. This research will strengthen estimates of *savings* that accrue when offenders are incarcerated and cannot commit additional crimes during their period of incarceration.

Bias-Motivated Offenses

NIJ studied bias-motivated crimes in New York City and Baltimore County, Maryland, examining (1) the nature and characteristics of such crimes compared to samples of similar nonbias crimes; (2) how criminal justice responds to bias-motivated crimes in terms of special procedures used by police departments, and the arrest, charging, adjudication, and sentence outcomes of bias crimes compared to nonbias crimes; and (3) the differences between the victims of bias and nonbias crimes.

Results to date reveal that the typical bias-motivated offense is an act of vandalism, harassment, or minor assault committed by youthful strangers. Because these offenses get special investigative attention, clearance rates are much higher than for nonbias crimes.

Interviews With Child Witnesses

An NIJ-sponsored study explored the use and credibility of children as witnesses in court. In particular, researchers studied the effects of cognitive interviews, which involve a structured method whereby the witness is asked to recall an event from various perspectives.

The project also evaluated the effectiveness of practice cognitive interviews about a *staged* event prior to asking the children about the *actual* event under investigation. The practice interview would familiarize the child with the interviewing process and identify misconceptions a given child might have.

The study found that the cognitive interview (and prior practice with the cognitive techniques) significantly enhanced the amount of correct information recalled by the children.

Private Security

NIJ research promotes cooperation between public law enforcement and the private security industry in hopes of creating greater resource efficiencies. A recently completed NIJ study found that private security firms currently spend 73 percent more annually than public law enforcement agencies and employ 2.5 times as many people. The study estimates that by the end of the century public law enforcement expenditures will reach \$44 billion annually but that private security expenditures will total \$104 billion.

The study identified a number of quasi-public responsibilities as prime candidates for contracting to the private sector, such as public building security, parking enforcement, patrol of public parks, ani-

mal control, special event security, prisoner transport, and public housing patrol. The study found that private firms already perform some of these services and that large urban police departments are especially interested in transferring responsibility for responding to burglar alarms to private firms.

The study recommended that all security employers have access to criminal history records to screen applicants for guard jobs and also called for more effective State licensing of private security firms. Research on the private security industry indicates that cooperative relationships between private security and public law enforcement are increasing since NIJ began to document the benefits of these approaches in the early 1980's.

NIJ Fellowship Program

NIJ's Fellowship Program offers criminal justice professionals and researchers an opportunity to conduct independent research on policy-relevant justice issues and to become involved in a national research and development program aimed at meeting the needs of Federal, State, and local justice agencies.

The goals of NIJ's Fellowship Program are:

- To conduct research on criminal justice issues of immediate practical utility.
- To encourage the use of NIJ resources for direct assistance to State and local justice officials.

The Fellowship Program:

- Assists criminal justice professionals by enhancing criminal justice system capabilities.
- Provides technical assistance to State and local law enforcement and criminal justice agencies.
- Encourages scholars to conduct criminal justice research.

- Encourages criminal justice professionals to perform practical studies on criminal justice issues.

Fellows study in residence at NIJ for 6 to 18 months, participate in developing plans for criminal justice research programs of national scope, interact with Institute staff and other fellows, and present seminars on their work. NIJ provides full financial and logistical support and access to the abundant criminal justice resources of the National Capital.

The Fellowship Program draws from three groups of criminal justice specialists, emphasizing the connection between research and practice:

- *Criminal justice professionals.* Middle- and upper-level criminal justice personnel, usually employees of State or local government.
- *Postdoctoral researchers.* Recent doctoral graduates with an interest in criminal justice research.
- *Senior researchers.* Persons with broad, extensive criminal justice experience.

Communicating Information to the Criminal Justice Community

The products of NIJ's research and development take many forms and are communicated in a variety of ways to criminal justice professionals, policymakers, and researchers. Print and audiovisual media are key aspects of NIJ's information-sharing strategy. The *National Institute of Justice Journal* and several important series of reports and bulletins bring NIJ's research and development program to the attention of those who can make use of the findings in their daily operations.

International Clearinghouse

NIJ is mandated by Congress to serve as a clearinghouse of criminal justice information. In establishing the National Criminal Justice Reference Service (NCJRS) nearly two decades ago, the Institute set in place a framework for organizing, storing, retrieving, and distributing research and development results to a variety of audiences, not only within the U.S. criminal justice community but abroad as well. NCJRS is NIJ's research and development clearinghouse. The NCJRS document data base, with well over 100,000 information entries, puts the latest findings at the fingertips of law enforcement and other criminal justice professionals, researchers, and officials who make up the 83,171 registered users of NCJRS—of whom 19,370 were added during the year.

To keep the criminal justice community informed and up to date with new re-

search developments, NCJRS distributes NIJ publications to targeted audiences and, in addition, provides reference and referral services via an 800 telephone line. The new *National Institute of Justice Catalog* announces all new NIJ publications and key additions to the NCJRS document collection and provides full ordering information. The NCJRS fee-for-service program generated \$338,498 in 1990 to offset the costs of distributing criminal justice information.

NCJRS responded during the year to 42,679 requests for reference information or referrals. Its warehouse and shipping center distributed 2,112,684 documents.

In 1990, NIJ expanded the International Document Exchange (IDE), which provides 43 member organizations in 27 countries the same access to the wealth of NIJ's criminal justice information. NIJ has invited all United Nations members to join in this international program.

Publications

NIJ is also mandated by Congress to publish and distribute information from research, demonstrations, evaluations, and special programs. To fulfill the mandate, NIJ publishes information in a variety of formats accessible and useful to criminal justice policymakers and professionals at Federal, State, and local levels of government and to the research community.

The following are NIJ's principal publications series:

- **National Institute of Justice Journal.** A topical journal containing articles on key criminal justice research findings and issues. In 1990, NIJ reported on topics such as computer crime, police crackdowns against crime, research into development of criminality, and intermediate sanctions. The *Journal* provides an opportunity for NIJ and the other Department of Justice agencies of the Office of Justice Programs to bring new information to a wide lay and professional criminal justice audience.
- **National Institute of Justice Catalog.** A bimonthly publication that describes new additions to the NCJRS document collection, new publications of the National Institute of Justice and other Office of Justice Programs agencies, and new information products from NCJRS. It also contains information on other materials available from NCJRS and a selected listing of upcoming criminal justice conferences.
- **Research in Brief.** Summaries of significant criminal justice research results. Each report presents findings and policy implications in a concise format that allows busy criminal justice professionals to stay abreast of the latest information from NIJ research and evaluations. Among recent titles were "Urine Testing of Detained Juveniles To Identify High-Risk Youth" and "Priority Prosecution of Dangerous Offenders." NIJ publishes 6 to 10 *Research In Brief* issues a year.
- **Research in Action.** Articles highlighting key issues facing criminal justice agencies or new approaches that are gaining widespread interest. Recently published titles include "Prison Programs for Drug-Involved Offenders" and "Mandatory and Random Drug Testing in the Honolulu Police Department." Included in this series are quarterly updates and annual reports from NIJ's Drug Use Forecasting (DUF) program. NIJ will publish *Evaluation Bulletins* detailing NIJ's Impact Evaluation Program and reporting on the results of evaluations of BJA-funded anti-drug programs now under way.
- **Construction Bulletins.** Summaries of innovative methods used by States and localities to build and finance correctional facilities. Recent publications in the series include "Jail Construction in California" and "From Arizona to South Carolina: Transfer of a Model Prison Design." *Construction Bulletins* enable jurisdictions to benefit from the knowledge and experience gained by other jurisdictions that have saved time and money in building needed construction capacity.
- **Perspectives on Policing.** Papers prepared by participants in the Executive Session on Policing sponsored by NIJ and Harvard University's John F. Kennedy School of Government. The Executive Sessions brought together police and community leaders to develop new policy ideas and strategies for community-based policing. Thirteen papers have been published in the series, with another three expected to be published later this year.

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- **AIDS Bulletins.** Authoritative information presented in a nontechnical format for criminal justice agencies dealing with the impact of the AIDS epidemic on the criminal justice system.
 - **NIJ Research Reports.** Full reports of NIJ-funded research studies that are disseminated to specific audiences based on the nature of the research and its findings. NIJ publishes six to eight *Research Reports* each year.
 - **Issues and Practices in Criminal Justice.** Designed for criminal justice officials, the reports present program options and management issues in a topic area, based on a review of research and evaluation findings, operational experience, and expert opinion on the subject. New titles in the series include *Day Reporting Centers*, *Organizing for Computer Crime Investigation and Prosecution*, and *Recovering Correctional Costs Through Offender Fees*. Approximately 12 *Issues and Practices* are published each year.
 - **Drugs and Crime: A Crime and Justice Review of Research.** With support from NIJ, The University of Chicago Press published in 1990 *Drugs and Crime*, volume 13 in its series *Crime and Justice: An Annual Review of Research*. This volume covered such topics as "Drug Abuse in the Inner City: Impact on Hard-Drug Users and the Community"; "State and Local Drug Enforcement: In Search of a Strategy"; "Drug Testing by the Criminal Justice System: Methods, Research and Application"; "Supply Reduction and Drug Law Enforcement"; and "Treatment of Drug Abuse."

Conclusion

This annual report provides examples of how National Institute of Justice research and development supports Federal, State, and local justice agencies in their struggle against drugs and crime. On issue after issue of concern—community policing, intermediate punishments, swift justice, prison and jail space, and care for victims of crime—NIJ is working with those on the front lines of this battle.

For NIJ, 1990 also represented a new beginning. A more focused and structured plan for research was under development. The NIJ evaluation program also received new emphasis. And to ensure that justice research and development is ready to confront the challenges of the 1990's, a multiyear strategic plan for research was launched.

Americans today cannot escape the tragedy of the current crisis. They witness the scourge of drugs and crime in their daily lives. National leaders have shown great resolve and unanimity in a comprehensive assault on drugs, and their commitment is exemplified by the unprecedented allocation of funds for this purpose.

This report shows how the National Institute of Justice will measure the impact of that funding and find the answers that will shape future anti-drug efforts. In this way, research and evaluation may test the wisdom of current methods, measure the success of new approaches, and explain how national objectives may soon be realized.

National Institute of Justice Awards for Fiscal Year 1990

Awards are listed alphabetically in each of nine categories: Communication and Research Utilization, Corrections, Criminal Justice Research, Drugs and Crime, Law Enforcement, Probation/Parole, Prosecution and Adjudication, Science and Technology, Training and Workshops, and Victims of Crime. Each listing gives the title of the project, organizational name and address of recipient, project director or principal investigator, and amount of award. All awards are grants unless indicated as follows:

** = interagency agreement, † = contract,
* = cooperative agreement.*

Communication and Research Utilization

**Crime and Justice: A Review of
Research: White Collar Crime**
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University of California-Irvine, Program
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Searching for Answers: Research and
Evaluation on Drugs and Crime,
Report to the President, the Attorney
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Evaluation Report on Drugs and
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