

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



NATIONAL INSTITUTE OF JUSTICE



1991-1992 Annual Report

141398

About the National Institute of Justice

The National Institute of Justice, a component of the Office of Justice Programs, is the research and development agency of the U.S. Department of Justice. NIJ was established to prevent and reduce crime and to improve the criminal justice system. 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 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* and identify programs that promise to be successful if continued or repeated.
- *Recommend actions* that can be taken by Federal, State, and local governments as well as private organizations to improve criminal justice.
- *Carry out research on criminal behavior.*
- *Develop new methods of crime prevention* and reduction of crime and delinquency.

The National Institute of Justice has a long history of accomplishments, including the following:

- Basic research on career criminals that led to development of special police and prosecutor units to deal with repeat offenders.
- Research that confirmed the link between drugs and crime.
- The research and development program that resulted in the creation of police body armor that has meant the difference between life and death to hundreds of police officers.
- Pioneering scientific advances such as the research and development of DNA analysis to positively identify suspects and eliminate the innocent from suspicion.
- The evaluation of innovative justice programs to determine what works, including drug enforcement, community policing, community anti-drug initiatives, prosecution of complex drug cases, drug testing throughout the criminal justice system, and user accountability programs.
- Creation of a corrections information-sharing system that enables State and local officials to exchange more efficient and cost-effective concepts and techniques for planning, financing, and constructing new prisons and jails.
- Operation of the world's largest criminal justice information clearinghouse, a resource used by State and local officials across the Nation and by criminal justice agencies in foreign countries.

The Institute Director, who is appointed by the President and confirmed by the Senate, establishes the Institute's objectives, 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 their most critical problems. Dedicated to the priorities of Federal, State, and local criminal justice agencies, research and development at the National Institute of Justice continues to search for answers to what works and why in the Nation's war on drugs and crime.

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National Institute of Justice

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ACQUISITIONS



1991-1992 Annual Report

December 1992

National Institute of Justice

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The National Institute of Justice is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, Bureau of Justice Statistics, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

Foreword

Those who are on the front lines fighting crime, drugs, and violence should have the best information and technology the Nation can provide. This commitment guides the work of the National Institute of Justice (NIJ) today.

When NIJ began its work nearly 25 years ago, the emphasis in the Institute's research, evaluation, and demonstration programs reflected the priorities of a different time. In those days combating drugs and drug-related crime and violence was not the focus. However, as the sale and use of illicit drugs spawned more crime and violence, NIJ restructured its programs and changed its agenda to reflect the new imperatives of the 1990's.

The "new" NIJ is more than an intensification of previous efforts. Indeed, the past 2 years have seen a significant departure from the past. To redirect the NIJ agenda, it was necessary to reorganize NIJ's structure and approach. We took three important steps forward. First, NIJ was reorganized from top to bottom. Two new divisions—Evaluation and Science and Technology—were created, and a new management team was put into place. Second, NIJ built its annual research and evaluation plan around a disciplined, structured framework that permits more systematic research, development, and evaluation projects. Third, NIJ developed a series of national initiatives that more closely meet the needs of criminal justice agencies and the communities they serve.

This new approach has provided a framework for creating an integrated research program. No longer viewed individually with separate, unrelated purposes, projects are now evaluated according to the Institute's long-range research priorities. The problem of gangs and crime offers an example: NIJ's program includes 13 grants that are assessing how each aspect of the criminal justice system has addressed the gang problem, including prevention, intervention, investigation, arrest, prosecution, and corrections.

This coordinated approach also has given momentum to the Institute's community policing initiative, a comprehensive effort with 20 projects underway. The concept of community policing grew out of NIJ research indicating that neighborhood-based efforts by law enforcement, acting in concert with citizens, can solve problems before they lead to crime. Moreover, closer citizen-police relationships can reduce fear and encourage residents to truly reclaim their neighborhoods. NIJ's new program integrates all of these projects into one unified plan for implementing community policing throughout the country. In addition, initiatives have been undertaken to examine violence by police as well as the violence directed at them. A congressional mandate has directed the Institute to explore the stalking of women.

These new efforts are possible only because of the newly reorganized NIJ. NIJ's Evaluation Division reflects the importance of this mission as well as the added

emphasis on evaluation of drug control projects assigned to NIJ in the 1988 Anti-Drug Abuse Act. The new division allows the Institute to give better direction to projects that tell us which approaches are working to combat drugs and crime.

Most recently, NIJ's new Science and Technology Division has begun coordinating the Institute's efforts in an area of paramount importance for criminal justice as we enter a new century. A major initiative was developed to find alternatives to conventional police weapons, including research on less-than-lethal technologies.

The force driving these changes at NIJ has been its strategic long-term plan. Our purpose in developing the 5-year plan was to establish a comprehensive agenda for research in the 1990's. NIJ's plan is structured around six broad goals:

- Reduce violent crimes and their consequences.
- Reduce drug-related crimes.
- Reduce the consequences of crime for individuals, households, organizations, and communities.
- Improve the effectiveness of law enforcement, criminal justice, correctional, and service systems' response to offenses and victims.
- Develop household, school, workplace, and community crime prevention programs.
- Develop and evaluate information for criminal justice responses to changing and emerging crime patterns and the utilization of new technologies.

These goals will be articulated for the first time in the Institute's *1993 Research and Evaluation Plan*. The Plan will outline the directions for Institute programs over the next 5 years and detail the scope of NIJ's proposed activities in FY 1993.

It has been my privilege to serve as Director for these 2 years of change. As I conclude my service to NIJ, I leave with confidence that this systematic and focused strategy—shaped by guidance from criminal justice officials—will best prepare the Institute to serve our Nation in the 1990's. Those who seek progress in our Nation's struggle with drugs and crime may turn to the National Institute of Justice for new information and ideas to strengthen law enforcement and enhance the quality of justice in America.

Charles B. DeWitt
Director
National Institute of Justice

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Introduction

T

he National Institute of Justice (NIJ) plays a vital role in perhaps the greatest area of national concern today—drugs and crime.

Americans in all walks of life want to know that the criminal justice system is doing a better and more thoughtful job, that public funds are being used effectively, and that the Federal Government is providing leadership in crime control policies. Those citizens could learn from the results of a recent NIJ National Assessment Survey that showed that our courts, probation and parole facilities, and jails and prisons are dealing with an influx of drug offenders brought about by strengthened enforcement and criminal justice system accountability.

Since its inception, the Institute has spent much time and effort determining what programs work and whether they justify their cost. The result has been good news: new programs that do work are being developed and replicated successfully in State and local jurisdictions across the Nation, and those programs that show less promise teach us what to avoid as we press ahead in the battle against drugs and crime.

In 1991 NIJ evaluated programs that have changed the criminal justice system for the better. The Institute also launched a new and ambitious program for the future—combining its research and evaluation efforts for 1992, creating a new Evaluation Division, and outlining a broad 5-year plan for research and evaluation that should produce unprecedented results. Some of the key areas NIJ has evaluated and found to be successful for replication elsewhere include the following.

Community policing. NIJ has been a leader in researching and evaluating this new approach to policing as it has developed across the country during the past decade. Community policing stresses decentralization of police activity, regular citizen-police contact and cooperation, and police involvement in neighborhood activities and problems. Its introduction has brought reduced crime rates and increased citizen satisfaction with police in cities where it has been employed. Current NIJ research is seeking to establish guidelines and evaluation standards for the introduction of community policing into still more cities and rural areas as well.

Boot camps. Shock incarceration or “boot camp” programs exist in almost half the States. For up to 6 months, they confine young nonviolent offenders and subject them to military drill and discipline as well as arduous physical demands. Although programs vary widely, NIJ studies indicate that they produce positive changes in the living habits of those who complete them and that these offenders, after release, are no more likely to return to crime than those imprisoned for longer periods.

Intermediate sanctions. NIJ research is examining judicial sentencing options in fitting the type of punishment to the seriousness of an offender’s crime. A high priority for the Institute, intermediate sanctions offer choices beyond the

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all-or-nothing prison or probation. Choices may include house arrest (with or without electronic monitoring), day reporting centers, shock incarceration (and aftercare following release), and monetary fines tied to both the seriousness of the crime and the offender's ability to pay.

Effective courts. Improving the efficiency and productivity of the court system will eventually improve the quality of justice dispensed. NIJ's recent research and development activities have centered on finding ways to intensify the prosecution of habitual criminals, to determine when complex local drug cases demand involvement of U.S. attorneys, and to speed processing of drug cases.

DNA and the courts. Technologies to reliably analyze evidence based on deoxyribonucleic acid (DNA) for the identification of suspects in criminal investigations and related court cases are of paramount importance to the Nation's law enforcement agencies. NIJ has placed emphasis on development of such technologies. As criminal investigations grow more precise and the gathering of evidence more sophisticated, accurate identification of evidence linking a suspect to a crime—or eliminating an innocent person from suspicion—has particular significance for the 1990's.

NIJ has pioneered studies of methods that identify a suspect's blood type, semen, and other bodily fluids. Since the mid-1980's, the Institute has been involved in refining DNA profiling methods and, together with the National Academy of Sciences, is developing a national DNA data bank for use in analyzing evidence that can identify suspects.

Over the next few years, NIJ plans to support a national reassessment of DNA profiling, including level of acceptance, use by law enforcement for investigative purposes, use in criminal courts, and directions for future research.

Scope of This Annual Report

In all these areas, questions of policy and effectiveness arise to which the criminal justice system—and the citizenry it serves—need answers. Finding dependable answers requires not only long-range planning, but careful research and evaluation of potential programs as well.

This Annual Report describes the Institute's recent accomplishments and its plans for the near future in the following areas:

- Evaluations, particularly in the control of drug abuse and crime.
- Prevention of drug abuse and drug-related crime.
- Drug testing for offenders.
- Gangs and crime, particularly as they afflict public housing.
- Community policing and police effectiveness.
- Prosecution and adjudication.
- Corrections and intermediate sanctions.
- Science and technology.

-
- White-collar and organized crime.
 - Victims of crime.
 - Community crime prevention.
 - Crime control research, including long-term behavioral studies.
 - Communicating results of these efforts to the criminal justice community and to the public.

A complete list of recent NIJ publications and awards appears at the end of this report.

Our Nation needs reliable tools to wage the war against drugs, crime, and violence. The initiatives described here, undertaken in cooperation with criminal justice professionals and researchers, will make significant contributions to safer communities.

*Combating crime
in inner-city
neighborhoods
requires not only
law enforcement
solutions but build-
ing an environment
where crime
cannot flourish.*

NIJ's Urban Initiatives

CHAPTER 1

*A partnership of
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local governments; com-
munity organizations;
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and nonprofit organiza-
tions is essential for
creating safer urban
neighborhoods.*

The Nation's crime problem calls for strong law enforcement. This is the overriding imperative in finding effective, lasting solutions. But most Americans agree that law enforcement alone is not enough. People must also have hope and opportunity. The NIJ programs and activities outlined in this chapter emphasize communitywide approaches to restoring urban centers hard hit by drugs and crime.

NIJ research has shown that drug trafficking is related to an increase in violent crime and social disorder and a decrease in the quality of life of a community. Increasingly neighborhoods have been fighting back and taking responsibility for crime control. To eliminate the causes of drug abuse, citizen groups are organizing programs of awareness, education, and family and parental assistance and providing positive alternatives for youth. In addition to dealing with criminal activity in the traditional way, police are becoming more involved in the community and are responding to its underlying problems.

Operation Weed and Seed

Last year, the Attorney General launched Operation Weed and Seed, a new Department of Justice initiative to combat urban crime. Its goals are to "weed" crime out of targeted inner-city neighborhoods and "seed" the area with an array of programs that build an environment in which crime cannot flourish.

Operation Weed and Seed brings both public and private resources to bear on the Nation's drug and crime problems in a comprehensive, coordinated, multiagency approach. Announced in March 1991, the program is based on the premise that a partnership of Federal, State, and local governments; community organizations; citizens; businesses; and nonprofit organizations is essential for creating safer urban neighborhoods. The program coordinates these partnership elements to:

- "Weed" violent offenders and crime from targeted high-crime neighborhoods to reduce fear and social disorder.
- Implement community policing in targeted sites and create partnerships with neighborhood residents.
- "Seed" distressed neighborhoods with revitalizing economic development that will enhance the quality of residents' lives and empower residents to promote their community's security.

To support Weed and Seed, NIJ sponsored a conference for law enforcement and community organization representatives from the 20 program sites. NIJ's role was to show how model programs with proven effectiveness can be adopted. Implementation of the program in all 20 sites will be evaluated through an NIJ grant, awarded in 1992. The goals of the evaluation will be to identify the costs and benefits of the program in urban settings and communicate information about new, promising strategies for reclaiming crime-plagued neighborhoods.

Weed and Seed 1992 Pilot Demonstration Sites

Atlanta, Georgia	Philadelphia, Pennsylvania
Charleston, South Carolina	Pittsburgh, Pennsylvania
Chelsea, Massachusetts	Richmond, Virginia
Chicago, Illinois	San Antonio, Texas
Denver, Colorado	San Diego, California
Fort Worth, Texas	Santa Ana, California
Kansas City, Missouri	Seattle, Washington
Los Angeles, California	Trenton, New Jersey
Madison, Wisconsin	Washington, D.C.
Omaha, Nebraska	Wilmington, Delaware

NIJ will focus on community policing, which serves as the bridge between the "weed" and "seed" components. The activities of citizen groups organized to fight neighborhood drug problems will also be highlighted. Some of these community-based efforts build on the results of NIJ research programs. Others—such as citizen foot and mobile patrols—are based on the neighborhood watch model.

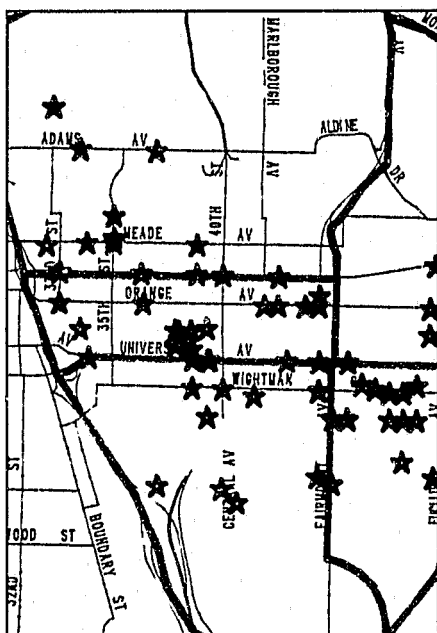
NIJ research and evaluation programs represent a resource for the development of urban anti-crime efforts. In addition to community policing projects and drug enforcement strategies, key NIJ programs for urban areas include Drug Market Analysis (DMA), Drug Use Forecasting (DUF), and Security by Design.

Drug Market Analysis

Drug abuse is a constantly changing problem. New substances or new forms of drugs continually modify market and usage patterns. These changes demand that methods of monitoring local drug conditions and assessing drug-abusing populations be updated and improved constantly.

NIJ research revealed that police could not keep up with changes in the drug market without more complete, readily available information. In response to this information gap, the Institute created the Drug Market Analysis program.

DMA links computer technology with police operations and program evaluations. The system integrates multiple sources of information about street-level drug trafficking and associated crime in specific locations. Sophisticated mapping technology locates the drug markets in both the cities and surrounding areas. The information can be analyzed and made available to officers on the street and to law enforcement managers to weed out drug-using criminals from neighborhoods.



A section of a San Diego Police Department Crime Analysis Unit DMA map showing narcotics arrests for December 1991. (Each ★ indicates a location where a narcotics arrest occurred.)

DMA information can be analyzed and made available to officers on the street and to law enforcement managers to weed out drug-using criminals from neighborhoods.

Currently NIJ is developing a generic model of the DMA system so that the technique can be readily adopted by other jurisdictions. Moreover, because of DMA's unique capacity to collect, store, and analyze pertinent data, the system may also be used to evaluate the impact of various enforcement strategies on drug-related crime.

Drug Use Forecasting

NIJ's Drug Use Forecasting program, cofunded by the Bureau of Justice Assistance (BJA), is one of the country's leading indicators of illegal drug use. DUF monitors drug use among arrestees in 24 sites nationwide through urinalysis combined with documentation of arrestee characteristics.

Information from the DUF sites is used to detect drug use trends among criminal suspects, identify emerging new drugs, and understand geographical differences among those arrested for serious crimes. For example, cocaine remains the drug detected most often among arrestees, and the use of opiates (heroin) has been below 30 percent among arrestees since 1988.¹

DUF data were used in 1991 in a number of ways:

- To guide drug education and prevention efforts.
- To estimate the need for particular types of drug treatment programs.
- To provide data for the Office of National Drug Control Policy report *What American Users Spend on Illegal Drugs*.

NIJ's DUF research analyzes the properties of the DUF data themselves and applies them in studies at the community level (see chapter 4 for more detail):

- In Portland and Denver, researchers will identify potential users of DUF data, select the most useful methods of analysis, and find the best means to communicate the results.
- In New York City, investigators will demonstrate the usefulness of DUF findings for policymakers.
- In Chicago DUF data are being compared with drug-use data gathered from seven Illinois counties in the past year.
- In St. Louis and three other cities, researchers will develop a typology of drug treatment needs.
- The results of drug tests conducted among juvenile arrestees will be compared to other indicators of drug-related problems of this group (such as teen pregnancy) in a study of the use of drug data for community planning. This project will complement current research in the development of models that illustrate the same comparison among adult arrestees. The findings are expected to furnish information about the potential for forecasting drug use among juveniles.
- A Cleveland-based study will compare urine testing to hair testing for drug use among juvenile detainees.
- In a project designed to enhance efforts to introduce DUF data into local decisionmaking, researchers are examining information from all DUF sites.

Their aim is to find out how DUF data are disseminated and used, particularly in allocating resources, implementing strategies for change, and measuring the impact of drug control efforts at the local level.

Security by Design

Design and management of buildings and other features of the environment can play a major role in either advancing crime or preventing it. Ill-conceived environmental design that makes it easier for criminals to operate—and more difficult for honest citizens and police to function—will be a source of problems for years to come. Properly designed urban environments can deter crime. NIJ's Security by Design program is based on the principle that effective design and control of the physical environment will enable communities to protect themselves and reclaim their neighborhoods.

NIJ's research in this area promotes the law enforcement–community partnership principle of urban anti-crime programs by offering guidance to policymakers, businesses, and the community. Securing buildings and grounds through use of alarms, locks, lighting, controlled access, surveillance, and other means was the focus of initial research, conducted as part of NIJ's Crime Prevention Through Environmental Design program. This early research also focused on the way design can increase security by denying access to intruders while encouraging residents to take a more active role in crime prevention. Subsequent studies involved the interrelationship among community organization; police management, methods, and training;

Drug Market Analysis in Key Cities

In 1990 and 1991, grants were awarded to five sites for the development of DMA technology: Hartford, Jersey City, Kansas City (Missouri), Pittsburgh, and San Diego. In each of these cities, the program is gaining new insight into the scope and nature of the drug problem.

In Hartford police are using DMA in conjunction with a neighborhood reclamation approach to drug control. The system will enable officers to identify target neighborhoods and concentrate enforcement efforts where they are needed most. A computer animation program is being developed that will display, by neighborhood, changes over time in the number of arrests and calls for service.

In Jersey City DMA is available to all squad members. Microcomputers are a special feature of the city's program, allowing users to search for information on persons or addresses, query the system about the arrest record of individual offenders, and access data about drug markets using a single data base.

In Kansas City the DMA system is being used to evaluate two drug enforcement strategies: drug raids and immediate arraignment of defendants. DMA data are helping researchers examine how priorities are set for investigations and raids of crack houses, the usefulness of hotline tips from residents, the impact of retaining arrestees until the next stage of prosecution, and the effect of crack house raids on a neighborhood's quality of life.

In Pittsburgh the DMA system plots crime, arrest, and other data and pro-

vides police with information, by location, on calls for service, criminal incidents, and arrest data. The system also stores data that were previously maintained only in hardcopy form. Examples are surveillance data, citizen complaints, and crime lab reports. The system is being tested in two enforcement areas that rely on the location of street-level drug trafficking: in and around bars and in public housing.

In San Diego the DMA system integrates data from individual patrol officers, the community, narcotics units, and other special units countywide. Special maps enable officers to locate a suspect by name, sex, age, race, or telephone number and to determine what type of drug activity is occurring in a particular neighborhood or apartment building.



In one high-crime area in Los Angeles, a convenience center built according to the principles of Security by Design suffered minimal damage during the disturbances of May 1992, while other centers nearby were almost totally destroyed. The fence in the foreground, an integral part of the design, features limited points of entry and exit and is locked after hours.

Design and management of buildings and other features of the environment can play a major role in either advancing crime or preventing it.

and security design. The aim was to examine their combined effect on the use and misuse of the built environment.

NIJ is sponsoring projects that will:

- Identify and assess the application of Security by Design principles by police, security consultants, businesses, and governments.
- Uncover early warning signs of community decay that lead to increased crime and assess the role of design principles in halting this decay.
- Strengthen the links among all segments of the building industry to increase their awareness and use of these principles.

Local programs can use the principles of Security by Design to develop and integrate strategies that enhance neighborhood security and coordinate the efforts of police, community groups, and local municipal agencies as they focus on crime and other neighborhood problems.

Crime in Public Housing

Drugs and crime in public housing threaten the government's efforts to provide safe, quality, low-cost housing for people who need it. To help policymakers respond to concerns that public housing developments are centers for intense drug-related activity, NIJ has awarded several grants to evaluate drug control strategies in public housing. Included among these grants are evaluations examining enforcement activities targeted to public housing areas and identifying basic characteristics of the drug problem and anti-drug initiatives in public housing developments.

A Philadelphia-based project involved the dual approach: inhibiting opportunities for offender activity and at the same time creating prevention programs. The project evaluated a police-initiated cleanup program aimed at eliminating abandoned cars and buildings that serve as trafficking locations. It also launched two Narcotics Anonymous treatment programs for public housing residents and established Drug Free Zones around schools serving the targeted public housing development.

In Birmingham a public housing area was added to a community policing effort, and a police ministration was established in one of the apartments. Researchers found that residents felt the presence of the police improved the neighborhood and that the police were more responsive to their needs. The evaluation revealed that 72 percent of the residents saw the ministration as either somewhat or very effective in reducing drug-related crime.

To address the problem of gangs in public housing, NIJ is:

- Assessing the prevalence of gang-related crime in public housing.
- Identifying patterns of gang access to and use of public housing for drug trafficking and other crimes.
- Identifying the impediments to removing gangs from public housing.
- Examining strategies that are effective in controlling gang crime in public housing.

Getting to know residents is an important aspect of community policing, which encourages police and citizens to become partners in establishing and maintaining safe and peaceful neighborhoods. A key element in urban anti-crime strategy, community policing stresses crime prevention over arrest and calls for service. Under this approach, officers maintain a visible presence in their neighborhood beats and undertake activities to solve crime-producing problems.



Photo courtesy of the Federal Bureau of Investigation.

- Evaluating successful model prevention and intervention programs that can be used by public housing communities to reduce gang recruitment and membership.
- Identifying and describing types of victim services most needed by public housing residents.

Community Responses to Drug Abuse

When beleaguered communities mobilize at the grassroots to combat drugs and take back their neighborhoods, they can reduce crime and fear. This was underscored by the experience of the Community Responses to Drug Abuse National Demonstration Project, a 3-year effort funded by BJA and evaluated by NIJ.

The 10 community organizations in the 9 cities that participated shared similar problems, including high rates of crime, poverty, and unemployment. Perhaps the most distinctive feature of the project was the partnership forged among people who had a stake in the community. The partnership consisted of residents, businesses, religious institutions, social service agencies, and most notably, law enforcement. Including law enforcement in the partnership was a conscious attempt to counter the hostility that had frequently characterized police-community relations.

The aim of the program was to develop and test community-based strategies to fight drug-related crime and reclaim neighborhoods. Specific goals and strategies to achieve them were set by the communities themselves; only the process was mandated by the program sponsors. The strategies took a number of forms, and concrete, measurable results included opening youth centers, closing drug houses, and using stricter guidelines to sentence drug offenders. Less concrete but no less real was the residents' greater feeling of security.

Because so little is known about the processes and outcomes of community-based programs, the NIJ evaluation should go a long way toward filling the information gap. Findings thus far suggest that the effort to combat drugs has become institutionalized in the participating communities. In other words, citizens have become active partners in defending their neighborhoods against drugs and drug-related crime. The projects demonstrate that despite limited Federal funds, much can be accomplished. Information on a variety of issues—including forging partnerships, creating community leadership, improving police-community relations, and involving religious institutions—emerged from the evaluation.

Notes

1. National Institute of Justice, in press. *Drug Use Forecasting 1991 Annual Report*. Washington, D.C.: U.S. Department of Justice, pp. 3–4.

*NIJ encourages
police departments
nationwide to adopt
a new approach—
one that responds
to community
problems, not just
calls for service.
Community polic-
ing emphasizes
crime prevention.*

Community Policing

CHAPTER 2

In neighborhoods throughout the country where crime and drugs threaten public safety, police departments are looking for new ways to make an impact. In the past decade, the outlines of a new direction known as “community policing” began to emerge. It evolved as the result of a critical examination of the traditional police response and the relationship of the police department to the community.

A New Role for Police

Community policing means that police officers become knowledgeable about the neighborhoods in which they work and use that knowledge to address the particular needs of neighborhoods and their constituencies. The approach may include a number of activities, among them an increase in the number of foot patrols, creation of a visible police presence through attendance at community meetings, or opening of storefront police offices. What these activities have in common is greater community involvement on the part of the police. An essential component of NIJ’s urban anti-crime initiative, community policing creates a bridge in law enforcement between efforts to weed out crime and drugs and programs that help revitalize the affected neighborhoods.

The new approach reaffirms the principle that proactive crime prevention—more than response to calls for service—is the mission of the police. Central to the approach is an emphasis on solving problems before they lead to criminal incidents. NIJ research in Baltimore, Houston, and Newark has shown that closer ties between police and citizens not only increase citizen satisfaction with police service, but also enhance the quality of neighborhood life and reduce the fear of crime.

NIJ’s Strategic Plan

NIJ is encouraging the adoption of community policing in cities throughout the country. Work is underway in several areas:

- Defining a set of core principles to be used as a guide in developing community policing.
- Developing implementation guidelines to be used in establishing community policing.
- Establishing training procedures, policies, and curriculums.
- Creating performance measures to be applied in evaluating the work of officers engaged in community policing.
- Setting guidelines for allocating capital resources and managing human resources.
- Describing the role of the community in creating and adopting police-citizen strategies.

NIJ research in Baltimore, Houston, and Newark has shown that closer ties between police and citizens not only increase citizen satisfaction with police service, but also enhance the quality of neighborhood life and reduce the fear of crime.

Concepts in Community Policing

Community policing is based on the following concepts:

- Proactive crime prevention enhances the standard, emergency-response system to calls for service.
- Police respond to community problems, not just calls for help.
- Partnerships are forged between the police and the community to improve relations between them.
- Operations are decentralized, permitting a shift from uniform application of policy to a focus on response to the needs of specific neighborhoods and constituencies.
- Greater citizen initiative is cultivated to prevent and solve crime.
- Police are more accountable to the public because of their increased visibility.

NIJ's long-range plan to foster community policing consists of three components: implementation, development, and basic research and evaluation. NIJ projects are now underway or planned in each of these areas.

Implementation

Innovative strategies are difficult to implement, and community policing may be particularly challenging because it requires fundamental changes in the organization and practice of virtually the entire police enterprise. To be successful, implementation of community policing first requires development programs that include, among other elements, training, training guidelines, and technical assistance. Development strategies in turn continue to be reshaped through the research and evaluation that form the basis for successful implementation.

Development

Continuing development efforts are necessary to make community policing work. Because the approach calls above all for innovation in coordinating community and policing efforts, methods that increase coordination—those that ensure the flow of information from the community to the police and back regarding crime and other community problems—must be developed. NIJ encourages police departments and researchers to develop effective systems for data collection, analysis, and dissemination. Police also need new skills, technology, and organizational structures to process this information.

Research and evaluation

Examining basic issues in community policing, several NIJ projects will constitute an overview of community policing throughout the country in the early 1990's. Among these projects are a nationwide census to identify the scope of police department adoption of the approach and case studies of specific sites.

NIJ is conducting a national assessment of community policing programs and is developing case studies to help refine community policing programs and increase their effectiveness. NIJ's nationwide census will reveal the nature and extent of the community policing approach in its various forms. The findings will be published



NIJ will develop criteria for selecting and training officers to participate in community policing projects.

as a national directory for police, policymakers, and community groups that wish to initiate or expand a community policing program. The related case studies will review selected community policing programs in depth. They will answer questions about program organization, decisionmaking, and activities and will describe lessons learned thus far from community policing.

Seven process evaluations will document how community policing programs were implemented. Long-term impact evaluations that measure the effects of a program are also part of the NIJ strategic plan for community policing.

NIJ is also evaluating two Innovative Neighborhood-Oriented Policing (INOP) programs, which supplement traditional enforcement approaches with long-term community-based prevention, education, and treatment referral. INOP is a departure from many drug-related policing strategies that emphasize arrest. It combines community policing and drug enforcement strategies in a single, comprehensive approach to demand reduction.

Originally funded by BJA, the INOP programs being evaluated are in both urban/suburban and rural settings. The urban study involves eight cities; the rural evaluation will focus on four sites. In both evaluations, the amount of time spent on calls for service, the application of resources to community problem solving, and the allocation of community volunteer support will be examined. In addition, the effect of the INOP program on drug demand, public safety, and quality of life in target neighborhoods will be explored.

Training

Because community policing views police work differently from what has been traditional, training is needed to shape new perceptions and tactics. NIJ will develop criteria for selecting and training officers to participate in community policing projects. Special characteristics needed by officers will be examined; and new job descriptions, performance measures, and supervisory guidelines will be developed.

Curriculum development, training modules for new recruits and inservice officers, and technical assistance will be the focus of a project sponsored jointly by NIJ and the International Association of Chiefs of Police.

NIJ has already made strides in the area of training for community policing. In 1991 a training seminar was developed and used as the basis for pilot seminars conducted for NIJ by the International City Management Association (ICMA) at sites in Mobile, Alabama; Santa Ana, California; and Springfield, Ohio. Key elements of the community policing philosophy were presented at the seminars, but the sessions also emphasized action, with each jurisdiction crafting its own implementation plan. Followup revealed that almost all of the participating jurisdictions had begun to adopt the new approach.

NIJ will expand training in 1992. ICMA will organize four regional training seminars and launch a biannual newsletter on community policing for use by city managers. In addition, two case studies on the role of the city manager in implementing community-oriented policing will be performed. Other plans include furnishing NIJ guidance to police in carrying out community policing programs, along with a

systematic plan for research, technical assistance, and training. This program involves the work of several organizations: the John F. Kennedy School of Government at Harvard University, the Police Foundation, the Police Executive Research Forum, the International Association of Chiefs of Police, and Michigan State University.

The Police and the Private Sector

Coordination of crime prevention activities among police, community groups, and other private and public agencies has been hampered because of uncertainty about which organizations, other than the police, can exercise authority against people

Community Approaches in Four Cities

Seattle, Washington, and Madison, Wisconsin, have adopted new approaches to police organization and management and police-community relationships. "Problem-oriented policing" techniques in Tulsa, Oklahoma, and San Diego, California, have focused on combating drug problems. Initial NIJ research and evaluation projects in these four cities indicate that community policing strategies can be successful.

When citizens and police in South Seattle, Washington, banded together to fight crime, the result was a decrease in the crime rate and an increase in the quality of life. As citizen activity expanded to three other precincts, the success of community policing spread citywide and won voter approval in a referendum that strengthened the police and a number of community organizations involved in crime prevention. NIJ research revealed that South Seattle's overall crime rate fell between 1987 and 1990, dropping more than 7 percent in 1989 and another 9 percent in 1990. Seattle's experience can be useful to communities nationwide in creating successful police-citizen partnerships.

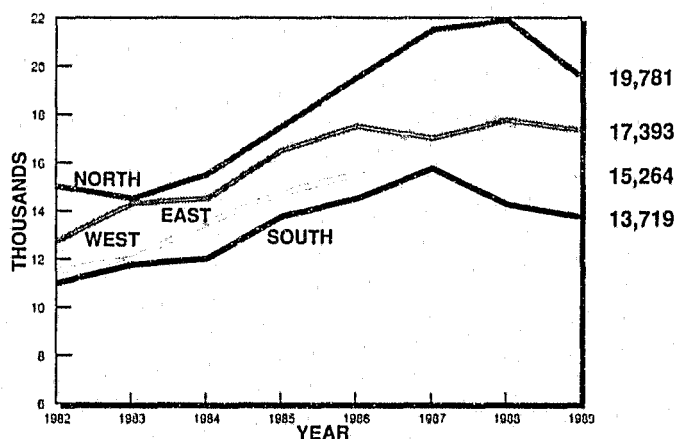
In Madison, Wisconsin, the police department adopted a new organizational design and a new direction for management. The mission of the Experimental Police District, as it is called, is "quality policing." The concept encompasses not only

community policing, but also employee involvement in managing the department. NIJ's review reveals that the goals of employee participation and decentralization have been met and that community perceptions of the department and officers' attitudes toward their work have improved.

Tulsa and San Diego are two of five sites that received funding from the Bureau of Justice Assistance to set up a drug program with a problem-oriented policing component. The NIJ evaluation of the Tulsa and San Diego programs focused on their effectiveness in addressing drug dealing and other

crimes. The evaluation also examined how police organization influenced use of the approach and level of acceptance by both rank and file and top management. Results thus far indicate that although the problem-resolution process has not been followed to the letter in either city, the outcome has been positive. In San Diego the problem-oriented approach has become an established program. In Tulsa the approach was adopted in five housing complexes, where it withstood a general increase in reported violent crime for the entire patrol division in which the housing was located.

Part 1 Offenses Reported by Seattle Police Precincts: 1982-1989



Beginning in 1982, serious crime rose throughout Seattle. The reverse in this trend that began in South Seattle in 1987 and spread to other parts of the city in 1988 indicates the positive effects of police-citizen partnerships.

Note: As defined by the FBI, Part 1 offenses comprise the following serious crimes: murder, rape, robbery, burglary, aggravated assault, larceny-theft, arson, and motor vehicle theft.

who break the law. As community policing expands, so does the interaction of community groups, businesses, and others with the police. Law enforcement tasks are transferred to private sources or become cooperative efforts between public and private organizations. The mandate of law enforcement agencies is clearly spelled out in the law; for private citizens who serve as a resource in combating crime, the mandate is not as clear.

The legal boundaries limiting citizen involvement and the legal authority permitting it are the subjects of current NIJ research. The project will examine relevant State statutes and case law and analyze the legal authority of citizens to carry out various functions such as arresting, detaining, and interrogating suspects. The findings will prove useful in defining the limits of citizen action in combating crime.



In New York's 72d precinct, a police officer on patrol visits a neighborhood business. To begin implementing community policing in the city, the New York Police Department established regular shifts of foot patrols and linked the patrols with radio cars.

NIJ is focusing on the link between organized crime and criminal youth gangs, gang involvement in drug sales, and the effectiveness of gang intervention programs.

Gangs and Crime

CHAPTER 3

A 1988 survey of law enforcement officials in 45 cities estimated that there were 1,439 youth gangs with 120,636 members.

Gangs—and gang-related violence and drug trafficking—are growing problems across the country. A 1988 survey of law enforcement officials in 45 cities estimated that there were 1,439 youth gangs with 120,636 members. Many of these gangs were involved in serious crime. The rate of violent offenses among gang members was three times as high as among delinquents who did not belong to gangs, and some gangs have become involved in the use and sale of drugs.¹

The gang problem involves adults as well as youths. The average age of the gang homicide offender in Los Angeles is 19 to 20. NIJ research has shown that adults hold leadership roles and engage in the worst acts of violence—homicides, aggravated assaults, robberies—and drug trafficking. Evidence indicates that young gang members are particularly susceptible to recruitment into large criminal organizations involved in drug trafficking.²

Although African-Americans and Hispanics appear to dominate the membership of criminal gangs (the 1988 survey reported that they accounted for 87 percent of gang membership), the gang problem cuts across ethnic and cultural lines.³ For example, Cambodian, Chinese, Laotian, Vietnamese, and white youth gangs have emerged in Chicago, Los Angeles, and New York City.

Conflicts between gangs over drug trafficking often escalate to a form of urban guerrilla warfare. Drive-by shootings, turf battles, and killings of informers are regular occurrences.⁴ Gangs have migrated across State lines to other urban areas and are even beginning to threaten smaller cities and towns.⁵

Yet despite these developments, no national data on gangs or gang activity have been collected, and for most cities only gross estimates based on law enforcement perceptions are available. Even the definition of the term “gang” and what constitutes gang-related crime vary both from jurisdiction to jurisdiction and in the research literature. NIJ is working to fill this information void.

NIJ Efforts

In 1991 NIJ initiated seven projects to build knowledge about gangs and gang-related criminal activity. Topics studied range from the criminal behavior of gang members and gang migration patterns to the criminal justice system’s response to gang-related crime. NIJ will focus on the link between organized crime and criminal youth gangs, the organizational structure and stability of gangs, the effectiveness of gang intervention programs, and the role of probation and parole in counteracting gang activity.

Gangs in prisons are a serious problem, one that is compounded by the types of crimes committed by gang members after their release. As part of its comprehensive research program on gangs, NIJ is conducting a national assessment of gangs in correctional facilities that will examine the growth of gangs and methods to control them. A followup study on prevention and control efforts is also planned.



Photo by Merrick Morton

Nationwide Assessments

The first step in mounting a national offensive against gang criminal activity is to find out what is being done now. The antigang information resources project is assessing law enforcement initiatives aimed at suppressing gangs and gang-related criminal activities. Through a nationwide survey of law enforcement agencies, NIJ will identify the level of police activity being applied to gangs and gang members.

One key to fighting gang crime is effective prosecution of gang members. An NIJ national assessment is examining the prosecution of gang-related crime, reviewing legislative strategies that may enhance prosecution, and looking for innovative methods in use now. NIJ researchers will gather information from a representative sample of gang prosecution units and will follow up with an extensive survey of more of these units. Selected sites will be visited and case studies prepared as a means of uncovering strategies that are innovative and effective. Practical recommendations will be made for policies and procedures to improve prosecution.

NIJ is conducting a national assessment of the growth of gangs in State and local prisons. The study will analyze the growth of prison gangs in correctional facilities and identify ways to control them. The study has three goals:

- To examine the ways in which correctional facilities manage gang activity in prisons and how gang management affects the prison environment.
- To assess innovative strategies for controlling gang-related activity in prisons.
- To identify future research needs in this area.



NIJ will focus on the link between organized crime and criminal youth gangs, the organizational structure and stability of gangs, the effectiveness of gang intervention programs, and the role of probation and parole in counteracting gang activity.

Gang Behavior

An important factor in fighting gang crime is understanding the nature of and reasons for gang members' behavior. Researchers are examining the motivation for joining a gang, remaining a member, or dropping out; the role of gang life in criminal behavior patterns; and the role of gangs in the illegal economy. In-depth interviews of 300 gang members and at-risk youth are being conducted in 3 metropolitan areas. Information obtained is being verified against official records.

Research shows that gangs and drugs often go together. One NIJ project is assessing the magnitude of gang involvement in drug sales. Gang drug sales are being compared to sales without gang involvement, and the scope of operations of particular drug gangs is being investigated. Cases involving the sale of crack are being compared to those involving other drugs. Ethnic gangs are being compared because different gangs appear to market different drugs. The project is expanding on research conducted in inner-city Los Angeles to develop information applicable to a wider range of cities plagued by gangs.

Gang Migration

As gangs spread, reliable information on how they move geographically becomes essential. An NIJ study assessed the scope of gang migration patterns and described the number of cities, gangs, and gang members involved. The study investigated how far gangs traveled, how long they stayed in a new location, reasons for the migration, variation among ethnic groups, individual versus collective gang migration, and the relationship between gang migrants and their original gangs.

Prosecution Strategies

In conjunction with the National District Attorneys Association, NIJ organized a major conference on coordinating strategies at the Federal, State, and local levels to prosecute violent gang members and armed criminals. Among the topics covered were combating violent gang activity through the organization of task forces, application of Federal and State statutes, and use of pretrial detention. Presentations were also given on the effect of prison culture on street gangs, the role gangs play in the community, and community efforts to mobilize against gangs. Special attention was given to investigative techniques with proven effectiveness; witness protection and relocation methods; and recurring issues in prosecution such as witness intimidation, use of expert testimony, and witness credibility.

Task Force Approach

In cooperation with the San Diego Association of Governments, NIJ is evaluating Jurisdictions Unified for Drug Gang Enforcement (JUDGE), a multiagency task force comprising San Diego County prosecutors, probation officers, and law enforcement officers who target drug-involved gang members. The task force enforces conditions of probation and drug laws and provides vertical prosecution (assignment of one prosecutor to follow the offender through the system). Targeted offenders are monitored for probation violations and new offenses. Both the processes used by the task force and the results it achieved will be assessed.

Gang Organization

A project planned for 1992 will address the problems of inner-city violence and gang activities. The study will follow juvenile offenders in Philadelphia who were accused, with others, of committing an offense in 1985. Data analysis will emphasize the continuity of gang organizational structures and interaction patterns. Researchers will assess ways in which the stability of gang structure affects individual involvement in criminal activities as well as the criminal justice system's response to these activities.

Notes

1. Irving A. Spergel, 1990. "Youth Gangs: Problem and Response," Executive Summary, Stage 1: Assessment, National Youth Gang Suppression and Intervention Research and Development Program. Cooperative Agreement 87-JS-CX-K001, Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.
2. California State Task Force on Youth Gang Violence, January 1986, p. 4.
3. Spergel, "Youth Gangs."
4. Drug Enforcement Administration, 1989. *Crack Cocaine: An Overview*. Washington, D.C.: U.S. Department of Justice.
5. Jerome Skolnick, 1990. "Gang Organization and Migration," unpublished manuscript. Berkeley: University of California.

JUDGE: A Program To Reduce Juvenile Recidivism and Increase Social Integration

Does enhanced surveillance of probationers affect probation violation and arrest rates? Is vertical prosecution of new violators more likely to result in conviction? Is a multiagency task force approach more effective than the traditional single-agency approach? These are some of the questions being asked by NIJ evaluators as they measure the impact that Jurisdictions Unified for Drug Gang Enforcement (JUDGE) has had on juvenile recidivism and social integration.

A multiagency task force involving police officers, probation officials, and the district attorney's office, JUDGE has been operating in San Diego County since 1988. The overall goal is to reduce the time between arrest and disposition, reduce and eliminate plea bargaining, and achieve a conviction rate of 95 percent.

By emphasizing coordination of effort, JUDGE incorporates three innovative approaches into one program: police undercover operations and crackdowns, intermediate sanctions and intensive supervision probation, and priority prosecution of high-risk offenders.

JUDGE seeks to enforce drug laws primarily among juvenile gang members with a history of drug involvement, although some adult offenders are also targeted. The program uses several enforcement strategies:

- Profiling targeted offenders.

- Centralizing information on JUDGE targets through a regional computer system.

- Identifying and apprehending probation and drug-law violators through informants, surveillance, undercover buy programs, drug testing, and fourth amendment waiver searches.

As part of JUDGE, police officers restrict their caseloads to about 30 targets. Probation officers process violations and provide additional supervision. Prosecutors give legal advice, process search warrants, and provide vertical prosecution.

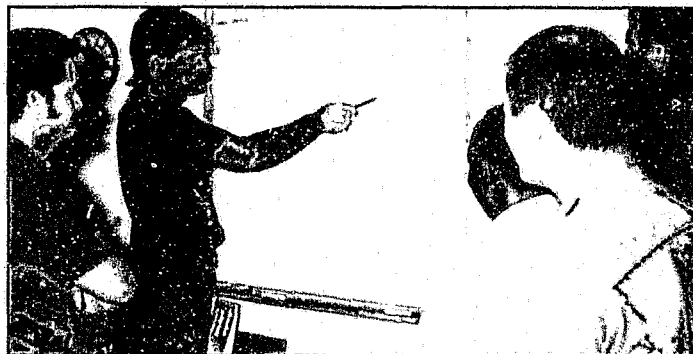


Photo by Lt. Carl Black, San Diego Police Department.

NIJ's new initiatives will strengthen the criminal justice system's ability to reduce drug use by testing offenders, requiring treatment, and developing prevention programs for young people at highest risk of drug use.

Control and Prevention of Drug Use

CHAPTER 4

The DUF program is used by the participating jurisdictions to alert law enforcement agencies to shifts in patterns of local drug use and to guide planning and allocation of treatment resources.

Over the past decade, research has contributed many useful insights into the dynamics of drug use, its relation to crime, and the role of the criminal justice system in both monitoring drug use by offenders and requiring their participation in treatment programs. Building on the findings of this research, NIJ is engaged in a number of new initiatives that will strengthen the criminal justice system's ability to reduce drug use by testing offenders, requiring mandatory treatment, and sponsoring more effective prevention programs for young people who are at highest risk of drug use.

Because the proportion of drug users among arrestees and criminal offenders is high, drug testing has become an important tool for the justice system.¹ State and local drug-testing programs can now be found at every point in the criminal justice process, where they are used to screen for recent drug use, identify chronic drug users, monitor compliance with conditions of release, and estimate drug-use trends in criminal populations.²

Identifying Drug-Involved Offenders

In its research on drug offender identification, NIJ has focused on two areas: Drug Use Forecasting and Drug Market Analysis.

Drug Use Forecasting

One of the country's major indicators of illegal drug use, the DUF program monitors drug use among arrestees in 24 sites nationwide. DUF operates in central booking facilities in the participating jurisdictions, where selected arrestees take part in voluntary, anonymous interviews and urinalysis screening for 10 drugs (including cocaine, opiates, and marijuana). The findings from the urinalysis and the interviews are integrated by NIJ, which publishes the results on a quarterly and an annual basis.

In 1991 DUF data revealed that:

- Drug use among booked arrestees remained significantly higher than in the general population.
- Cocaine is the drug detected most often among arrestees at the DUF sites.
- Although marijuana use declined at most sites, preliminary results for 1992 show a slight increase in the percentage of arrestees testing positive for this drug.
- Opiate use appeared stable among adults and has been below 30 percent in all DUF cities since 1988.³

The DUF program is used by the participating jurisdictions to alert law enforcement agencies to shifts in patterns of local drug use and to guide planning and allocation of treatment resources. To enhance the program's usefulness, NIJ is

The analytic techniques used to detect drugs in urine are similar to those to analyze hair. However, each method monitors different effects or indicators of drugs on the body. Urinalysis detects short-term metabolic effects, while hair analysis detects long-term organic effects.

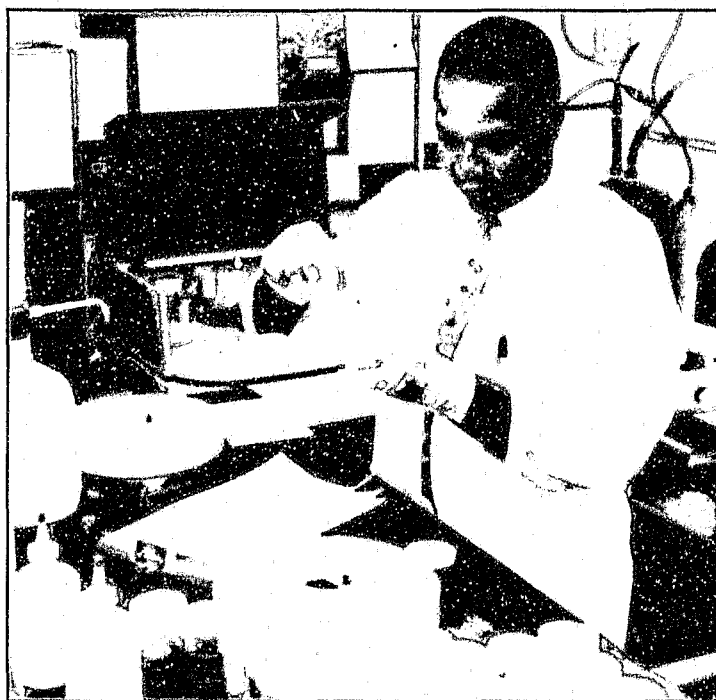
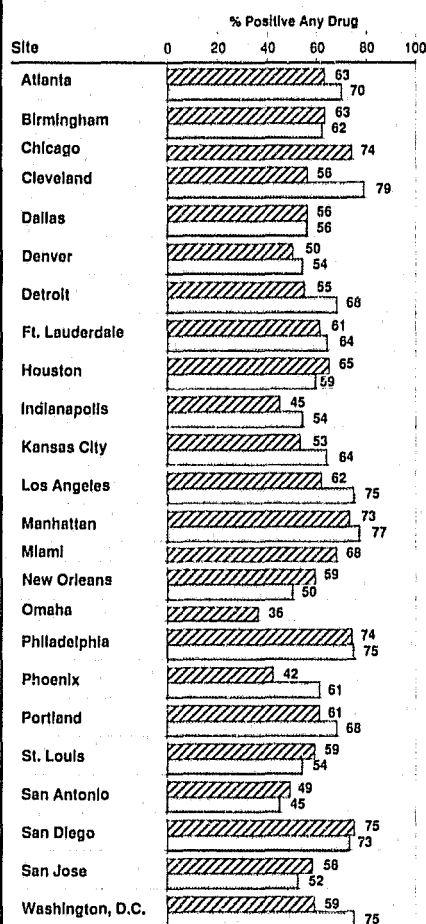


Photo by George Smith.

conducting several studies on DUF methodologies and on applications of DUF at the community level:

- In Portland and Denver, researchers will identify potential users of DUF data in local government, select the most useful methods of analysis, and search for the best means to communicate results to other local decisionmakers.
- In New York City, researchers will demonstrate the usefulness of DUF findings for policymakers by using data from Manhattan in conjunction with other indicators of social problems. Among the aims are to develop base rates of drug abuse for specific arrest charges and to examine the relationship of DUF trends to other indicators.
- In Chicago DUF data are being compared with drug-use data gathered from seven Illinois counties over the past year. Among the aims are to develop a state-wide profile of drug use and to analyze the relationship of drug use to various demographic factors.
- In St. Louis and three other cities, researchers will develop a typology of drug treatment needs by examining issues such as the extent of treatment needs of drug-using arrestees and the relationship of age at first use to future dependency.
- In a study of the use of drug data for community planning, the results of drug tests conducted among juvenile arrestees will be compared to other indicators of the drug-related problems of this group (such as teen pregnancy). This project will complement current research in the development of models that make the same comparison among adult arrestees. The findings are expected to furnish information about the potential of juvenile DUF in forecasting drug use.
- In a study based in Cleveland, researchers are testing the hypothesis that urinalysis may only partially reflect drug use prevalence among juvenile detainees

Any Drug Use by Male and Female Booked Arrestees



Source: National Institute of Justice/Drug Use Forecasting Program

Note: Positive by urinalysis, January through December 1991. Drugs tested for include cocaine, opiates, PCP, marijuana, amphetamines, methadone, methaqualone, benzodiazepines, barbiturates, and propoxyphene.

▨ Males
▬ Females

because drug use may be more sporadic in this group than among adults. The study will compare the results of self-reports, urinalysis, and hair analysis in the juvenile group.

■ In a project designed to enhance efforts to introduce DUF data into local decisionmaking, researchers are examining information from all DUF sites. Their aim is to find out how DUF data are disseminated and used, particularly in allocating resources, implementing strategies for change, and measuring the impact of drug control efforts at the local level.

A major analysis of the DUF sampling strategy is being conducted, and a computerized DUF interview is being developed and piloted.

The DUF advisory board, which is composed of private researchers and representatives of State and local jurisdictions as well as Federal agencies involved in drug control, treatment, and research, works closely with NIJ in developing new applications for DUF findings and refinements in methodology.

Drug Market Analysis

Methods of monitoring local drug conditions and assessing drug-abusing populations must be constantly updated and improved. As new substances or new forms of drugs appear, they modify market and usage patterns. To help law enforcement professionals obtain the most complete and up-to-date information about drugs, NIJ created the Drug Market Analysis program.

DMA uses computer technology to integrate multiple sources of information about street-level drug trafficking and associated crime in specific locations. The information can be used in police operations to target drug-using criminals and evaluate drug enforcement strategies.

In 1990 and 1991, NIJ awarded grants to five sites for the development of DMA technology. (See chapter 1 for a more detailed discussion of DMA.)

Drug-Testing Technologies

Because advances in technology can improve the accuracy and reliability of drug testing, NIJ puts special emphasis on this area of research.

Urinalysis

A recent study cofunded by NIJ and BJA evaluated the four methods of urinalysis testing commonly used in the criminal justice system. The study revealed that there were essentially no differences in accuracy among the three immunoassay technologies evaluated, but that standard thin-layer chromatography (TLC) failed to detect many samples revealed as drug-positive by the immunoassays. Because the immunoassay technologies also rarely produced false positive results, the likelihood that a person would be falsely accused of drug use was minimal. The study also discussed whether Federal guidelines for drug testing in the workplace meet the needs of the criminal justice system.

Hair analysis

Hair analysis may offer several advantages over other currently used methods of drug detection. First, because hair tends to retain drug components for longer peri-

ods of time, it provides a wider window of detectability—perhaps weeks or months longer than the 2 to 3 days during which rapidly metabolized drugs such as cocaine or heroin are detectable in blood or urine. Second, hair specimens are easier to obtain from offenders of both sexes. Hair collection has neither the privacy problems associated with obtaining urine nor the invasiveness associated with drawing blood.

In 1991 NIJ and the National Institute on Drug Abuse (NIDA) agreed to collaborate on the development of accurate procedures for hair analysis and formulated a strategy for doing so. The long-term goal of this NIJ and NIDA research and evaluation project is to establish hair testing as a routine procedure for criminal justice agencies. Toward that end, the two organizations are engaged in a multiyear effort of collaborative research and development.

NIJ also conducted a comparative study of three drug-testing methods: hair analysis, urinalysis, and self-reports of drug use. Carried out in the Pinellas County, Florida, jail, the research revealed that one-time hair testing yielded a larger number of drug-positive results than did either a single urine test or self-reports. The findings supported the usefulness of radioimmunoassay of hair, although researchers noted that substantial field testing would be necessary before the method is as accepted as urinalysis.

Drug Testing and Treatment in Criminal Justice Settings

Currently NIJ is sponsoring research into the cost, operation, and outcome of drug testing in a range of criminal justice settings. In response to a congressional mandate, NIJ is examining the costs of various approaches to expand drug testing of arrestees and offenders.

Pretrial drug testing

Information about a defendant's drug status at the time of arrest may improve the ability of the criminal justice system to assess the risk of pretrial misconduct (that is, rearrest or failure to appear).⁴ This information can be a factor in making decisions about release and setting release conditions.

The Predictive Power of Pretrial Drug Testing

To gain insight into the usefulness of pretrial drug testing, BJA awarded funds to six sites to implement programs similar to the model based in the District of Columbia. Studies of these programs generally found that arrestees who tested positive for recent drug activity were more likely to fail to appear for trial or to be arrested during the pretrial period than were arrestees who did not test positive.*

However, because the study findings were inconsistent, NIJ is sponsoring a project to systematize the data from all six programs, plus the District of Columbia. The project is examining whether a defendant's drug status at arrest can predict pretrial misconduct and thereby enhance decisionmaking about release and the setting of conditions for release.

* These findings are summarized in Christy A. Visher, "Pretrial Drug Testing," *National Institute of Justice Research in Brief*, September 1992.



An NIJ-sponsored evaluation of DARE programs nationwide is developing information about ways in which education and prevention programs in the schools can be better structured and operated, how they can be expanded, and what other needs they might meet.

Washington, D.C., operates the most comprehensive and longest running pretrial drug-testing program in the country. Begun as an NIJ demonstration project, the program involves drug testing before trial, with those testing positive released on condition they enter a monitoring or treatment program. An evaluation of the program indicated that the results of the tests at arrest appeared to add significantly to the assessment of pretrial risk over and above information typically collected. It also indicated that defendants who tested positive in the initial pretrial drug test and then complied with at least three more tests under a monitoring program had lower rates of rearrest than other drug-using defendants.

The methodologies and benefits of pretrial drug testing were explored in a workshop sponsored by NIJ in cooperation with the Louisiana District Attorneys Association. The discussion centered on how to approach intervention within the aegis of the entire criminal justice system. Issues to be considered in setting up a drug-testing program were presented.

Monitoring released offenders

Preventing relapse and recidivism requires careful monitoring of postrelease behavior, including offenders' participation in required treatment. Two NIJ field experiments on drug testing in community corrections are underway. One experiment compares the effects of different levels of routine testing and unscheduled testing on a sample of more than 2,000 young adults paroled in California. The results are expected to answer the questions of whether routine drug testing is helpful for all parolees and what the optimum frequency of testing should be. In the second experiment, the effectiveness of drug testing among probationers is being examined.

The Institute also is evaluating the Drug-Testing Technology/Focused Offender Disposition Program, a project funded by the Bureau of Justice Assistance and carried out in Birmingham, Alabama; Chicago, Illinois; and Phoenix, Arizona. Using probationers as subjects, the project compares the effectiveness of urinalysis monitoring alone to urinalysis combined with drug treatment. It also assesses the effectiveness of the Offender Profile Index in identifying the level of treatment and supervision required by offenders after release.

Drug Treatment in Jail

The feasibility of offering drug treatment programs in jails is being explored. NIJ research objectives are to learn whether the effectiveness of jail-based treatment is reduced by the relatively short length of time spent in jail and whether intensive aftercare programs may overcome the limitations of brief periods of custody.

New approaches in sanctions

Corrections officials are employing new approaches in sanctions for drug-abusing offenders. For example, boot camp prisons for young offenders have been widely adopted. NIJ is evaluating one such program in California that targets drug offenders. Identifying innovative and effective boot camp programs is the objective of another project. Researchers will determine which boot camp drug treatment and aftercare services best help those who complete the program successfully to make the transition to a drug-free life.

Working with the Georgia Department of Corrections, NIJ is assessing the value of the State's Prison Setting Therapeutic Communities program in breaking the cycle of relapse and recidivism. Drug-abusing inmates are separated from the general inmate population and participate in counseling, therapy, and educational programs.

User Accountability and Prevention

"Do Drugs. Do Time."

Finding ways to deter casual drug use is one method of instilling user accountability, an important goal of the National Drug Control Strategy. In Maricopa County, Arizona, a demand reduction program was initiated to create communitywide awareness of the severity of the drug problem and to alert drug users to legal sanctions. "Do drugs. Do time" is the slogan adopted by the program to spread the message that users are accountable. The NIJ evaluation revealed that the program had attained a high profile and that the increased number of cases being brought to prosecution signaled a move toward zero tolerance.

The Maricopa County program also offers first-time offenders a chance to receive treatment in lieu of incarceration. Results of an NIJ evaluation indicate that a large number of offenders—more than 10,000—were processed in the first 2 years of the program. The program has expanded the use of diversion to treatment, especially with cases that previously may not have been filed.

Prevention through education: The DARE program

A growing number of experts in education and medicine believes that substance abuse prevention must begin early, well before children have been influenced by their peers to experiment with drugs and alcohol. Project DARE (Drug Abuse Resistance Education) is designed to equip elementary and junior high school children with the skills they need to resist peer pressure. Begun by the Los Angeles Police Department in 1983, DARE is now nationwide in scope.

To strengthen school-based prevention efforts such as DARE, NIJ is gathering systematic information about the way such programs operate on the local level, their impact on students, and how they are integrated into the school's drug education and prevention curriculum. An NIJ-sponsored evaluation of DARE programs nationwide is developing information about ways in which education and prevention programs in the schools can be better structured and operated, how they can be expanded, and what other needs they might meet.

Researchers have selected a representative sample of school districts in each State in which to compare those with and without DARE programs. Researchers are also examining local funding arrangements, involvement of the media, relationship of the DARE program components (education and prevention) to treatment and referral, and the BJA-funded Regional Training Centers that offer instruction to the police officers who work in the program.

New approaches

To identify promising new ways to prevent drug abuse among high school youth, NIJ will develop indepth case studies of programs for young people at high risk.

Conducted by the American Institutes for Research, the studies will examine programs in seven cities nationwide. All aspects of the programs will be analyzed, including operations, funding, clients served, staffing, and community relations.

Suppressing supply

One way to curtail the illicit drug trade is to halt the supply and production of drugs. Major contributors to illicit drug production are "precursor" chemicals—substances diverted to illegal drug-manufacturing operations. Clandestine drug lab operators circumvent the law by obtaining chemicals from companies in States that have not yet adopted legislation to control them.

To address the diversion of legitimate chemicals for illicit use, the Institute has set up the Domestic Chemical Action Group (DCAG). Composed of some 30 experts in chemical diversion from all over the country, DCAG assesses U.S. law enforcement efforts targeted at illicit use of chemicals and publicizes its findings to the international community so that those efforts are accurately portrayed. DCAG identified a number of areas requiring attention, among them training for law enforcement professionals (for example, in investigation and evidence seizure), strengthening of Federal and State legislation, creation of a nationwide information system, and increased awareness of toxic dangers to the environment.

DCAG noted that inconsistencies in legislation enacted by the States have caused problems in domestic efforts to control precursor and essential chemicals. The group called for more States to adopt model legislation such as that developed by the American Prosecutors Research Institute with NIJ support. The model integrates State law with Federal law and could be effective in controlling interstate diversion.



A local police officer explains to a group of schoolchildren the principles of Project DARE: take responsibility for your own actions, value your opinions and beliefs, and say "no" to drug experimentation. Early education and prevention programs such as DARE help children develop the skills they need to resist peer pressure to try drugs and alcohol.

Technical Assistance

To communicate the knowledge generated by NIJ through its studies, the Institute sponsors workshops and conferences where researchers and other criminal justice professionals meet and discuss recent findings on advances in combating drug use and other crime.

In a joint effort with NIDA, NIJ sponsored a workshop on methods for estimating the prevalence of drug abuse. The more than 60 researchers and policymakers who attended discussed progress in the development of statistical methods for estimating the extent of drug use in the United States. Specific topics included current methods and techniques, adequacy of data sources, recent research, and public policy needs. Many of these same issues were also discussed in a recent NIJ report on prevalence estimation techniques.⁵

NIJ assisted the Office of National Drug Control Policy in its Second National Conference on State and Local Drug Policy. Attended by more than 500 policymakers and criminal justice professionals at the Federal, State, and local levels, the conference covered a wide range of topics in the area of drug control. Among them were treatment services in jails and prisons, planning for a drug-free workplace, combating drugs in rural America, management of drug cases through the courts, and cross-training of treatment and criminal justice personnel.

In cooperation with the Bureau of Justice Assistance, NIJ hosted the Third Annual Conference on Drug Control Evaluation. More than 500 State and local officials and researchers attended the sessions, which focused on evaluations in progress, improvements in evaluation methods, and ways of building evaluation capacity.

Notes

1. National Institute of Justice, in press, *Drug Use Forecasting 1991 Annual Report*, p. 3.
2. Eric D. Wish and Bernard A. Gropper, 1990. "Drug Testing by the Criminal Justice System," In *Drugs and Crime*, ed. M. Tonry and J.Q. Wilson. Chicago: University of Chicago Press.
3. National Institute of Justice, *Drug Use Forecasting 1991 Annual Report*, pp. 3-4.
4. Christy A. Visher, September 1992, "Pretrial Drug Testing," National Institute of Justice *Research in Brief*, p. 3.
5. Yih-Ing Hser, M. Douglas Anglin, Thomas D. Wickens, Mary-Lynn Brecht, and Jack Homer, May 1992, *Techniques for the Estimation of Illicit Drug-Use Prevalence: An Overview of Relevant Issues*. National Institute of Justice Research Report.

Managing the use of force is a challenge to police departments.

NIJ is surveying departments nationwide to measure the nature and extent of the use of force and strengthen the policies and practices governing it.

The Police and Violence

CHAPTER 5

Police have the legal authority to use force against citizens when necessary to sustain arrest; without such authority, the ability to enforce the law and maintain order would be severely compromised. At times, however, the use of force by the police raises questions in the communities they serve. This complex issue touches on a number of challenges in policing, including leadership, discretion, training, policymaking, and accountability.

The Use of Force by the Police

Relatively little is known about police use of force, other than deadly force.¹ To increase knowledge and understanding in this crucial area, NIJ built on the findings of previous research and recently identified issues to develop an action plan that spells out Institute priorities for training, technical assistance, policy development, and further research. The plan focuses on both internal police department mechanisms to control excessive force and external controls and links with the community:

Policies and procedures. A nationwide survey of police agencies, now underway, will furnish an overview of current policies and procedures on the use of excessive force. Innovative policies as well as policies most frequently used will be evaluated.

Monitoring. Preliminary results of the survey indicate that police agencies differ in the way they monitor the use of force. NIJ will develop model systems for monitoring the performance of individual officers and for developing monitoring policies, procedures, and training.

Training. Model training programs in metropolitan areas throughout the country will be developed, tested, and evaluated with NIJ support. Skills will be enhanced in the areas of violence reduction, verbal communication and control, and cultural awareness.

Disciplinary systems. NIJ will analyze the impact of disciplinary practices for officers who have used force improperly. Practices in several sites throughout the country will be examined to determine their effect on the use of excessive force and on officers' morale.

Technology. To mitigate police use of force, NIJ is developing and testing less-than-lethal weaponry. Technical resources have been evaluated in light of the needs of law enforcement, and several technologies have been selected for development. Supporting research includes reviews of the legal issues, operational use, and public awareness of less-than-lethal devices. On the basis of case studies, descriptions of key enforcement situations in which the devices would be used are included. (These issues are discussed in more detail in chapter 12.)

The plan focuses on both internal police department mechanisms to control excessive force and external controls and links with the community.



Photo by Scott Boating, courtesy of the Fairfax County (Virginia) Police.

Police psychology. A study conducted among police psychologists will identify methods for preventing violence on the part of police officers. Future plans for research include evaluation of instruments for psychological screening of candidates, creation of a system to identify officers who need retraining, and education of administrators in the availability of behavioral science technologies. Technical assistance programs will be developed to improve preemployment screening, help develop officers' skills in using alternatives to force, and train supervisors and field training officers in behavior intervention.

Community policing. Community policing shows promise in reducing the use of excessive force because it brings together the police and the community in ways that reduce the tensions that can arise from miscommunication and mistrust. NIJ is supporting several research and evaluation projects in community policing (see chapter 2). In FY 1992 and 1993, the focus will be on implementation issues, technical assistance, and training.

Accountability to the public. NIJ will support development of prototype reporting systems that enable the public to review the results of civilian allegations of police misuse of force.

Legal accountability. The police are accountable for their actions through civil and criminal legal processes. But little is known about actions taken against police officers. NIJ will sponsor an examination of the nature and extent of such legal actions and their impact on the police use of force.

Several components of the action plan have already been put into effect. Two independent studies launched in 1991 are looking at the nature, extent, and best means of controlling the use of force in the Nation's police departments. Because of the



Community policing shows promise in reducing the use of excessive force because it brings together the police and the community in ways that reduce the tensions that can arise from miscommunication and mistrust.

urgency of the issue, study findings and recommendations are expected by the end of 1992.

The first study—a nationwide survey of police agencies—is a cooperative effort involving NIJ, the Police Foundation, and the International Association of Chiefs of Police. The survey focuses on the outcomes of the use of force by the police. It aims to:

- Estimate the number and categorize the types of incidents of police use of force, analyze trends, describe the characteristics of victims and perpetrators, and develop empirical indicators of such force.
- Determine the types of selection procedures, training programs, and internal and administrative controls used by police agencies to restrain the use of force.
- Define the relationship between various means of control and the incidence of police use of force.
- Develop model procedures and policies based on the survey findings.
- Set a research agenda to identify the causes of excessive force and methods for reducing it.

The second study, conducted by the Police Executive Research Forum and the School of Criminal Justice of the State University of New York at Albany, aims to:

- Review previous research on the use of force by the police, examine internal police department studies, and review focus group interviews with representatives of organizations concerned about the subject.
- Identify critical issues that will guide current police practices and future research.

Last year NIJ commissioned a study of the practices of police and correctional professionals at the State and local level in using less-than-lethal weapons and of the policies that control their use. The two-phase study consists of a nationwide survey and indepth, followup case studies of selected sites. Participants will be asked a range of questions, including which types of devices are used, how often, in what situations, and whether they are believed to be reliable; what administrative controls have been adopted; what policies control the operational use of the devices; and what training practices are used and whether they are viewed by law enforcement agencies as adequate.

Violence Against the Police

The violence that police officers must deal with on a daily basis is often directed against them. Yet violence against the police has not received adequate attention. Though the number of officers feloniously killed has declined, the rate of assault against the police has risen.² Particularly because of the violence associated with drug trafficking and gang-related criminal behavior, police now are at greater risk of physical injury. Using the results of previous studies, along with public policy analyses of police safety, NIJ has initiated research projects to help reduce and prevent assaults against the police.

A study conducted by the Police Foundation will describe the causes of police homicide and the circumstances surrounding it. After a review of the literature, the study will analyze incident reports of killings of police officers submitted to the

Federal Bureau of Investigation (FBI). Other components of the project include case studies of five police departments and a survey of law enforcement agencies to obtain information about the use of soft body armor to prevent police deaths. The study findings are expected to furnish information to law enforcement professionals on ways to further reduce and prevent homicide against the police.

Complementing the Police Foundation project is an NIJ-funded study by the FBI of serious assaults against police officers. In interviews with offenders, FBI researchers will attempt to identify the motivation underlying and circumstances surrounding the assaults. Victims will be interviewed to identify the methods they found successful in defending themselves.

Using Police Psychology To Control Excessive Force

The field of police psychology could potentially contribute to knowledge about ways to intervene in cases of excessive force. A study now underway, conducted initially among the Nation's 50 largest police departments, is:

- Assessing psychological screening models that predict police officer candidates who are prone to violence.
- Identifying training models to correct problem behaviors observed in patrol officers.
- Identifying counseling interventions used by police psychologists that can modify the behavior of officers who show propensities to use force inappropriately.

Notes

1. D.H. Bayley and E. Bittner, 1989, "Learning the Skills of Policing." In *Critical Issues in Policing: Contemporary Readings*, ed. R.G. Dunham and G.P. Alpert. Prospect Heights, Illinois: Waveland Press.
2. Federal Bureau of Investigation. *Uniform Crime Reports*, 1976-1991. Washington, D.C.: U.S. Department of Justice.

Today's prosecutors face an increasing caseload—in the number, size, and complexity of cases. NIJ research helps prosecutors use limited resources more effectively.

Prosecution and Adjudication

CHAPTER 6

NIJ surveys conducted at the national level have documented the impact of increased caseloads on prosecutors, public defenders, judges, and court administrators.

Efforts to strengthen prosecution, adjudication, and sentencing of serious, violent offenders have taken on added significance in recent years. NIJ surveys conducted at the national level have documented the impact of increased caseloads on prosecutors, public defenders, judges, and court administrators.¹ Criminal justice professionals interviewed in these surveys reported the following central issues:

- Lack of prison and jail capacity is the major problem they face.
- Resources are so limited that these professionals cannot do their jobs well or ensure the quality of justice the public expects.
- Better pretrial practices and a range of sanctions are needed to reduce caseloads and dispose of cases more effectively.

These are the issues on which NIJ has been focusing its research agenda for prosecution and adjudication. Past research has helped guide prosecutors in concentrating limited resources where they will do the most good—on intensive prosecution of career criminals. Other NIJ projects have been instrumental in developing sentencing guidelines, exploring felony case attrition and plea bargaining, and testing ways to expedite cases and reduce court delay. Current NIJ research projects focus on the efficient and effective prosecution and adjudication of drug cases.² In a project now underway, NIJ is examining the special problems encountered in prosecuting environmental crime.

Prosecution of Complex Drug Cases: A Program Assessment

State and local agencies frequently lack the equipment and resources needed to build investigative cases against high-level drug traffickers and their money-laundering operations. These cases require complex, costly investigations involving long-term commitments of personnel, funds, and equipment. They also require familiarity with legal techniques such as net worth and link analysis, which are not commonly used by a prosecutor's office. The impact of these special requirements on the criminal justice system may explain the high proportion of Federal activity in prosecutions of this type.

Despite the difficulties of handling complex drug cases, agencies in some States—notably Arizona and Florida—have developed the capacity to successfully investigate and prosecute them. Favorable State legislation, extensive coordination with Federal agencies, and streamlined operating procedures make these agencies some of the most effective in the country.

Multijurisdictional task forces are another means used by prosecutors at the local level. These task forces may have expertise in areas such as money laundering and asset forfeiture and access to new technological developments such as automated

Most Pressing Problems Facing the Criminal Justice System Today

	Caseload Increases	Court Delay	Funding Shortages	Inadequate Facilities	Information Management	Organizational Problems	Staff Shortages
Respondents							
Prosecutors	•		•		•		•
Superior court judges	•	•		•			•
Trial court administrators			•	•	•		•
State attorneys general		•	•				•
State court officers	•		•			•	•

Source: National Institute of Justice *Research in Brief*, "Assessing Criminal Justice Needs," August 1992. This document presents the results of a 1990 survey of more than 2,000 criminal justice professionals. When asked about their most pressing problems, other respondents, including police officers, sheriffs, jail managers, and parole officials, cited additional problems such as drugs, inadequate program facilities, jail/prison crowding, and staff training.

crime lab and identification systems or geo-based information systems. These emerging technologies furnish prosecutors with the evidence they need to pursue cases.

To investigate the issue of State and local prosecution of complex drug cases, NIJ has sponsored a research project that will address a number of areas:

- Increasing prosecutors' knowledge of the impact of complex drug cases on resources.
- Identifying programs and strategies that are used now or could be used in the future by State and local prosecutors.
- Synthesizing information about strategies that can be used by other prosecutors who are operating in the field.

Also of interest to NIJ is identifying the point at which the complexity of a case exceeds the capacity of State and local prosecutors and requires Federal intervention, and what criteria can be developed to help State and local governments identify this point.

National Assessment of Practices for Sentencing Drug Offenders

Sentencing of drug offenders is the subject of a current NIJ study. The focus is on State and local criminal justice practices for identifying, processing, and sentencing offenders. The project includes a national survey, which will be used as the basis for closer evaluation of a small group of jurisdictions whose approaches appear to be particularly effective. The survey findings, along with the indepth site analysis, will expand knowledge about ways to handle drug offenders and will lay the foundation for future research.

Environmental Crime

Because environmental crime poses such a critical problem to the Nation, the Environmental Protection Agency has urged greater involvement by district attorneys in prosecution. NIJ is committed to assisting local prosecutors, whose involvement would mean a more rapid response to criminal violations of environmental protection statutes. In this way, further damage to the environment could be reduced.

One NIJ environmental crime prosecution project, carried out by the American Prosecutors Research Institute, involves:

- A national survey of local environmental crime prosecutions.
- An analysis of several promising approaches to local prosecution of environmental crime.
- A review and analysis of relevant statutes and case law, conducted to identify topics for model statutes.

NIJ is expanding activities in 1992 by identifying major environmental crime trends, providing insights into effective prosecution, and assisting jurisdictions in targeting environmental enforcement and prosecution resources.

A forthcoming NIJ report will provide guidance to local prosecutors in developing an environmental crime unit. The report will draw extensively on the experiences of five district attorneys' offices that have made prosecution of environmental

Phoenix Repeat Offender Program

In a field experiment conducted in Phoenix, NIJ examined police-prosecutor cooperation in identifying chronic offenders who were still on the street to strengthen the cases against them following arrest. The study revealed that this type of approach can pay off in longer prison terms: offenders in the project received sentences averaging 18 months longer (91 months) than those in the control group (73 months), and the rate of imprisonment of those convicted was more than 9 percent higher.

During the yearlong experiment, about 90 percent of candidates in both the study group and the control group were arrested, a finding that clearly demonstrates it is possible to identify previous offenders who are at high risk of committing more crimes.

Cooperation worked this way: When a member of the experimental group was

arrested, the police immediately notified the repeat offender program (ROP) unit. The ROP investigators in turn notified the prosecutor and began compiling a detailed profile of the defendant's previous record as well as information on additional charges

pending. Police-prosecutor cooperation continued until the case was disposed.

ROP is still operating in Phoenix and has been adopted in several other cities in Maricopa County, Arizona.

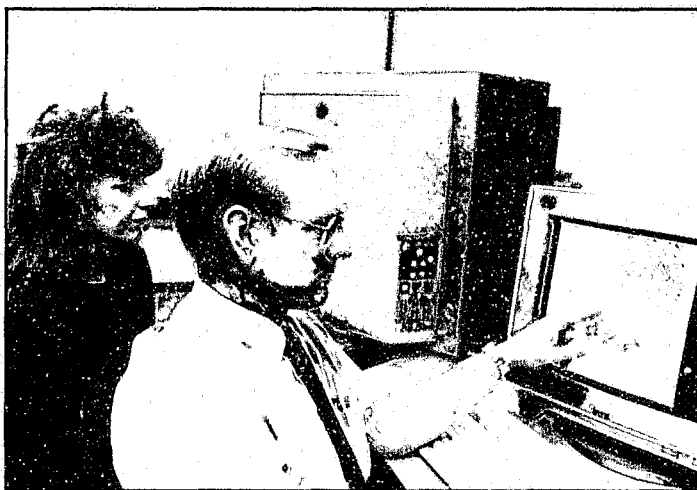


Photo courtesy of the Phoenix Police Department.

Detective Dennis Brink and Deputy Attorney Karen O'Conner examine a fingerprint on the Phoenix Police Department's MORPHO AFIS System.

crime a priority. The experiences of the Los Angeles County Environmental Crimes Strike Force in combating environmental crimes will be featured in another forthcoming NIJ publication.

Seminar on the Administration of Justice

Members of the judicial, legislative, and executive branches of government meet to discuss issues of mutual concern at NIJ's annual Seminar on the Administration of Justice, held at the Brookings Institution. Major topics at the 13th seminar, held in 1991, were sentencing, including mandatory minimum sentences; Federal prison management; and prison industries.

Notes

1. *National Assessment Program*, 1990, surveys conducted by the Institute for Law and Justice, Inc., for the National Institute of Justice; and *Criminal Justice in Crisis*, 1988, American Bar Association, Criminal Justice Section.
2. National Institute of Justice, *Research and Evaluation Plan*, 1992, p. 104.

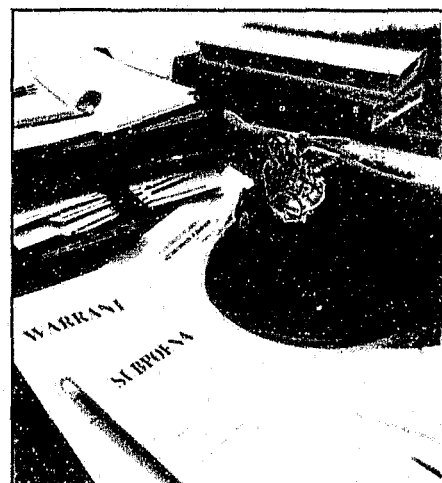


Photo by F. Stephen Weber

NIJ is committed to assisting local prosecutors, whose involvement would mean a more rapid response to criminal violations of environmental protection statutes.

As pressure builds on the Nation's correctional system, NIJ's priority is to help States and localities expand facilities, improve management, and develop intermediate sanctions.

Corrections and Intermediate Sanctions

CHAPTER 7

Among the innovative approaches to corrections NIJ has fostered are programs that put inmates to work on private industry payrolls.

Drug use and associated crime, as well as longer sentences for more serious offenders, have resulted in increased pressure on the correctional system. Of the more than 4 million people now in the system, some 1 million are incarcerated. The rest—indeed, the vast majority—are under another form of supervision, most often probation.¹ These numbers are likely to grow through the end of the decade.

To help States and localities deal with the pressure on prisons and jails and to protect the communities in which offenders are released, NIJ is focusing its research and evaluation efforts on improving correctional institution management; identifying innovative, cost-effective methods for expanding facilities; and developing intermediate sanctions that span the range from routine incarceration to probation.

Dealing With the Incarcerated Population

To create fresh approaches that meet corrections needs, NIJ is working with State and local corrections agencies in several key areas.

Inmate work programs

Among the innovative approaches to corrections NIJ has fostered are programs that put inmates to work on private industry payrolls. These programs now employ more than 5,000 inmates in businesses located onsite in correctional institutions. They operate in 17 State correctional systems and in 3 counties. Millions of dollars in wages have helped to support offenders' families, compensate victims, offset offenders' room and board, and contribute to taxes.²

Programs like the nationally recognized demonstration projects in the Nebraska State prison system and the Strafford and Belknap county jails in New Hampshire show that the private sector can play a major role in developing job skills, providing work experience, and reducing inmate idleness. In addition, such public-private partnerships can provide participating businesses with an important pool of entry-level workers. The programs will continue in 1992, with NIJ's providing technical assistance, training, and evaluation.

Work-release programs

NIJ research has revealed that work-release programs can have a positive effect on offenders' behavior. Early research sponsored by the Institute indicated that after release from prison, participants in a North Carolina project had lower unemployment rates and earned higher wages than nonparticipants. They were also less likely to return to prison for committing a felony.³

In the State of Washington, NIJ is sponsoring a three-part study designed to comprehensively evaluate work release statewide. The first part involved gathering and analyzing data on program participation. More than 2,400 male offenders were



The Arlington County, Virginia, Detention Center was one of the first new highrise facilities in the Washington, D.C., metropolitan area to adopt an innovative management method known as "direct supervision." Instead of separating staff from inmates by security barriers, as is traditional, the new approach places officers in direct contact with prisoners at all times.

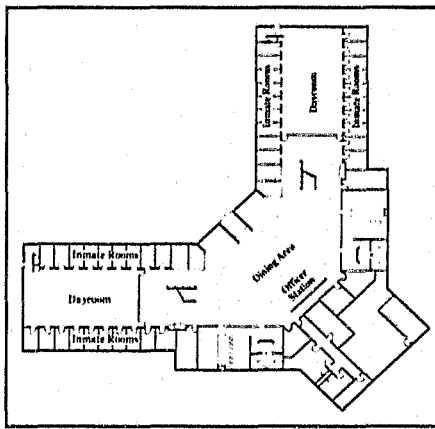
studied. Researchers looked at variables such as the proportion of offenders placed on work release, the length of time until placement, and the percentage who successfully completed the program (with "success" defined as discharge from a work-release facility). The characteristics that differentiate successful and unsuccessful program participants as well as reasons for placement, rejection, or removal from work release were also studied. Among the findings of the first part of the study was that almost 70 percent of participants completed the program successfully. Researchers also found that total length of confinement for offenders on work release was somewhat shorter than for those not in the program.

Phases 2 and 3 will involve the following:

- An examination of the impact of the program on recidivism and reintegration into the community. Offenders placed on work release in Seattle will be compared to those who complete their terms in prison.
- An assessment of the program offered by Pioneer Industries, a private, nonprofit corporation offering employment and training. The experiences of a sample of work-release offenders hired by Pioneer will be compared to a similar group hired by other employers.

Accreditation of correctional institutions

Working with the American Correctional Association (ACA), NIJ has funded research to revise standards for adult correctional institutions. Additional research seeks to find out how correctional institution standards can be adapted to meet jail administrators' needs and how the number of accredited jails can be increased without lowering standards.



The Construction Information Exchange offers access to the latest concepts in finance, design, renovation, and construction of new facilities.

Prison and jail facilities

Since 1986 the Institute's Construction Information Exchange (CIE) has provided valuable assistance to State and local authorities who are seeking to expand their correctional capacity in cost-effective ways. CIE offers access to the latest concepts in finance, design, renovation, and construction of new facilities. CIE also facilitates communication between correctional officials who have successfully completed construction projects and those who are just beginning the process.

The program has the following components:

- The Construction Data Base has up-to-date information on prisons and jails recently completed nationwide. In 1992 more than 300 new projects completed since 1985 will be added to the data base, and more than 350 specific elements of information will be available for each project.
- *The National Directory of Corrections Construction* presents selected information from the CIE data base in hardcopy form. The directory includes a two-page profile of each facility, selected construction information, and a floorplan. Jurisdictions can use the directory to evaluate the staffing needs of various designs and project the cost and schedule requirements of their own planned facilities.
- *Construction Bulletins*, an NIJ publication series, presents case studies of critical issues in corrections construction. Fourteen bulletins have been published on projects in a number of jurisdictions, including California, Florida, Maine, Ohio, Oklahoma, and South Carolina. The bulletins communicate information such as new building techniques and financing methods.
- The Construction Information Exchange Reference and Referral Service offers access to information about resources and assistance available from a number of Federal agencies, including the National Institute of Justice, the Bureau of Prisons, the National Institute of Corrections, and the Bureau of Justice Assistance.

By developing and sharing this information, CIE has helped corrections officials save time and money while helping them to ensure safe and secure facilities.

Intermediate Sanctions

An NIJ research priority, intermediate sanctions offer judges a range of options beyond incarceration and routine probation. Such options give judges greater flexibility in matching punishment to severity of the crime and setting appropriate conditions of supervision.

NIJ has completed research and evaluation projects of several types of intermediate sanction programs, including home detention (or house arrest), electronic monitoring, day-reporting centers, boot camps and aftercare programs, and alternative systems of fines. To communicate its findings, the Institute has sponsored workshops throughout the country and published several reports describing how States and localities are using various types of intermediate sanctions.

Home detention

Court-ordered home detention (or house arrest) with enforcement by electronic monitors has been adopted increasingly in the past decade. NIJ has been tracking use of this approach since its inception in 1984 when the first electronically monitored home detention program was introduced in Palm Beach County, Florida.

NIJ has undertaken several assessments of home detention and electronic monitoring programs:

- Comparison of the effect of electronic surveillance and traditional "manual" methods (Marion County, Indiana).
- Investigation of the effect on public safety and cost of the program to the correctional system (State of Oklahoma).
- Comparison of different types of monitoring technologies with drug offenders on probation and investigation of the effectiveness of a night-response officer in supervising probationers under electronic monitoring (Los Angeles, California).

In the Marion County study, the objective was to evaluate electronic surveillance of nonviolent offenders. Researchers were able to compare cases involving the newer electronic system with those using intensified probationary supervision. They found that the type of monitoring did not affect recidivism rates, but concluded that the two methods call for different skills on the part of the monitors. When properly used by experienced staff, electronic monitoring furnished more information about offenders' activities.

The Oklahoma study sought to determine whether electronic monitoring could enhance parole officers' ability to control parolees in home detention after having served a minimum sentence. The study tended to validate the usefulness of home detention; when program participants were selected carefully, community security was not jeopardized. However, participants with electronic monitors had slightly higher rates of both technical violations of program rules and of criminal activity than those without monitors, although the differences were not statistically significant. The preparole conditional supervision program was more cost-effective than imprisonment, although supervision with electronic monitoring was slightly more costly than without it.

In Los Angeles researchers found that active monitoring (that is, constant computerized monitoring) and passive monitoring (that is, periodic checks) were equally effective with drug offenders. A night-response officer did not significantly deter probationers from violating house arrest.

Intensive Supervision Probation/Parole (ISP)

Ensuring community safety through close monitoring of serious offenders is the objective of intensive supervision probation/parole. The practice has become widespread, with every State implementing it in some form between 1980 and 1990.⁴

In 1983 the Florida State Department of Corrections adopted an intensive supervision house arrest program to reduce prison and jail crowding while ensuring public safety through a strong, punishment-oriented sentencing option. The Florida Community Control Program (FCCP) is the country's single largest adult intensive supervision prison diversion program. The NIJ-sponsored evaluation of the program addressed three questions:

- What impact does community control have on offenders' criminal behavior and correctional program costs?
- To what extent does FCCP relieve pressure on prisons?
- How does implementation affect Florida's regular probation program, including availability of resources?

Intermediate Sanction Populations: 1990

Sanction	Population
Intensive supervision	
Parole	16,787
Probation	55,722
Electronic monitoring	
Parole	1,385
Probation	7,868
Shock incarceration	5,268
All corrections	4,378,204

Sources: Bureau of Justice Statistics and National Institute of Justice, U.S. Department of Justice.

NIJ evaluated the day-fine system in the criminal court of Richmond County (Staten Island), New York. The first of its kind in a U.S. criminal court, the program established a system of guidelines for setting both the number of day-fine units for each offense and the value of each unit imposed on a particular offender.

In general, the study revealed that the impact on offender behavior, prison crowding, and State correctional costs has been beneficial. First, in followup observations of offenders, researchers found that program participants had lower rates for new offenses than similar offenders released without supervision. Second, researchers projected the State's prison- and jail-crowding problem would have been worse without FCCP because the program diverted substantial numbers of offenders from prison. Third, FCCP was found to reduce correctional expenditures (the cost of incarceration), although it did not reduce the demand for resources (staff to supervise those on FCCP). Because some offenders who would have received probation were sentenced instead to FCCP, on the surface it would seem the program would lower demand for probation officers. In fact, the probation caseload rose, raising the question of whether the close surveillance required by the FCCP program took critical resources away from Florida's regular probation program.

In what is believed to be the largest randomized experiment in corrections ever undertaken in the United States, ISP programs involving 2,000 offenders were implemented in 14 sites in 9 States, with funding from the Bureau of Justice Assistance. The aim was to find out how participation in an ISP program affected offenders' subsequent behavior. Three types of ISP's were tested—prison diversion, enhanced probation, and enhanced parole.

NIJ conducted an evaluation of all 14 sites and found that the programs were more successful in achieving some goals than others. The most singular success was in the area of control. ISP programs conducted more surveillance and curtailed more freedoms of offenders than did routine probation and parole programs. Offenders in ISP programs also had a higher level of participation in treatment than did offenders in the control group. However, in meeting other goals such as reducing recidivism, prison crowding, and costs, the programs were either not as successful or the results were inconclusive. The findings suggest that the future viability of ISP's may depend on revising the model and realistically appraising the goals a jurisdiction wishes to accomplish.

Income-based fines

The day-fine system offers two important advantages over the traditional fixed-sum system. First, day fines ensure that the amount set is proportionate to the offender's ability to pay, and second, day-fine amounts are established according to the severity of the offense. Under the day-fine system, the court first sentences the offender to a certain number of day-fine units, depending on the gravity of the offense, and then sets the value of the unit to reflect the offender's daily income (hence the term "day fine").

NIJ evaluated the day-fine system in the criminal court of Richmond County (Staten Island), New York. The first of its kind in a U.S. criminal court, the program established a system of guidelines for setting both the number of day-fine units for each offense and the value of each unit imposed on a particular offender. The program also included a method for obtaining information about ability to pay and better means for collecting and enforcing the fines.

Electronic Monitoring Grows in Popularity

According to the Bureau of Justice Statistics, almost 8,000 probationers were being monitored by some type of electronic system. An NIJ survey revealed a movement toward the use of monitoring devices not just to control those on probation, but also to monitor persons:

- Prior to trial or sentencing.
- In community corrections programs.

Monitoring was found to be used increasingly among younger offenders; the proportion of people age 17 and under more than doubled between 1987 and 1989.⁵



Photo by Gregg Rummel.

NIJ evaluators sought to learn if the new procedures would create an incentive for using the day fine as a sentencing option, if judges would use the method to differentiate among offenders on the basis of means, and if the fines had an impact on revenue. Among the evaluation findings were:

- Day fines increased revenue, with both the average fine amounts and the total dollar amounts rising since the system was introduced.
- The overall number of fines remained stable, suggesting that day fines were being used as an option.
- Despite a substantial increase in average fine amounts, the court's collection rate remained high.
- The amounts imposed became more varied, suggesting that judges used the guidelines to differentiate among offenders in different economic circumstances.

The study findings offer evidence that day fines hold promise for improving the use and administration of fines in American courts. The Staten Island project laid the groundwork for similar programs in other courts, including a four-site demonstration sponsored by BJA and evaluated by NIJ. In the jurisdictions being studied (Maricopa County, Arizona, and sites in Connecticut, Iowa, and Oregon), the objectives are to:

- Evaluate the processes used in and the outcomes of the day fines demonstration projects.
- Analyze the costs and benefits of the projects.
- Explore the views of offenders and criminal justice professionals, including judges and probation officers, toward the fines.

The findings will be useful to jurisdictions that are considering adopting day fines or other financial penalty programs.

Caseload Management

Several research projects are currently underway to help probation departments manage their caseloads. In one study NIJ is conducting a nationwide assessment of the management of probation caseloads for drug offenders. In another study, conducted in Florida, NIJ is analyzing methods to project the number of people who will be put on probation. A computerized system using demographic and other information about inmates will be used. Categorization by risk level will help probation officers to better manage their caseloads.

Notes

1. Bureau of Justice Statistics, January 1992, *National Update*, vol. 1, no. 3, p. 3; and Bureau of Justice Statistics, 1991, *Probation and Parole, 1990*. Washington, D.C.: U.S. Department of Justice, p. 4.
2. Barbara J. Auerbach, George E. Sexton, Franklin C. Farrow, and Robert H. Lawson, 1988, "Work in American Prisons: The Private Sector Gets Involved," *National Institute of Justice Issues and Practices*, pp. 1-2; and George E. Sexton, Barbara J. Auerbach, Franklin C. Farrow, and Robert H. Lawson, in press, "Developing Private Sector Prison Industries: From Concept to Startup," *National Institute of Justice Issues and Practices*, pp. 11, 13.
3. Ann D. Witte, 1975, *Work Release in North Carolina: An Evaluation of Its Post-Release Effects* (Chapel Hill: Institute for Research in Social Sciences, University of North Carolina); and Ann D. Witte, 1977, "Work Release in North Carolina: A Program That Works," *Law and Contemporary Problems* 41:230-251.
4. Joan Petersilia, Joyce Peterson, and Susan Turner, forthcoming, *Evaluating Intensive Supervision Probation/Parole (ISP): Results of a Nationwide Experiment*. Washington, D.C.: National Institute of Justice.
5. Marc Renzema and David T. Skelton, 1990, "Use of Electronic Monitoring in the United States: 1989 Update," *National Institute of Justice Research in Brief*.

Some forms of white-collar crime threaten the stability of the American economy. NIJ is examining how illegal schemes operate and is developing strategies for prevention and control.

White-Collar and Organized Crime

CHAPTER 8

To improve detection, investigation, and prosecution of fraud in the savings and loan industry, NIJ is sponsoring a major study that will focus on three States: California, Florida, and Texas.

A

lthough white-collar crime does not provoke the same fear as rape or armed robbery, its consequences are nevertheless quite damaging. The pervasiveness of certain types of white-collar crime has had a detrimental effect on the American economy. One particularly pernicious form, fraud in financial institutions, threatens the stability of banks and savings and loans. White-collar crime is particularly difficult to control because of the complexity of its covert operations. Recognizing the gravity of the problem, NIJ set up a special research program to improve detection, prevention, and control.

Equally damaging to the safety and security of society are highly organized criminal syndicates that engage in a wide variety of legal and illegal enterprises. One of the most profitable is international drug trafficking. However, increasingly organized crime syndicates are using their financial and coercive power to insinuate themselves into the legitimate economy, where they corrupt public institutions and government and infiltrate certain industries and labor unions. The corruption of legitimate businesses and the money-laundering schemes used to conceal income from drug trafficking have been given priority attention by NIJ.

Fraud in Financial Institutions

The savings and loan crisis

The internal fraud that contributed to the failure of a number of banks and savings and loans is threatening the stability of those that remain viable. In fact, it is possible that even more of these offenses may be discovered. Some estimates place the size of the debt generated by the failure of these institutions at \$500 billion, which would require the biggest public bailout in American history.

To improve detection, investigation, and prosecution of fraud in the savings and loan industry, NIJ is sponsoring a major study that will focus on three States: California, Florida, and Texas. The issues being addressed are:

- The magnitude of fraud in the savings and loan industry and a profile of offenders.
- Obstacles that hinder enforcement.
- The perceived usefulness among law enforcement professionals of new laws and strategies for combating these types of crimes.
- Coordination among law enforcement agencies.
- Potential for new forms of fraud to evolve from government disposition of savings and loan assets.

Securities fraud

Because of its capacity to generate worldwide transactions instantly, electronic stock market trading has created numerous opportunities for fraud in the securities

Government investigators estimate that internal fraud and criminal conduct have been involved in a significant percentage of the bank and savings and loan failures in the past several years. NIJ is studying the conditions that facilitate white-collar crime and is identifying regulatory and law enforcement strategies for effective prevention, detection, and control of these offenses.



Photo by Judy Reardon

industry. The complexity of these offenses poses special problems for regulatory and criminal justice agencies. NIJ is responding through a national assessment that has three goals:

- Define patterns of securities crimes and types of enforcement tactics and sanctions used against them.
- Evaluate strategies used by law enforcement and regulatory agencies, with an emphasis on operations at the Federal level, and identify particularly innovative programs.
- Identify further research needs.

Project researchers are interviewing both enforcement and regulatory professionals at selected sites and examining closed cases in depth.

Money Laundering

In the past decade, international drug trafficking and its accompanying money-laundering operations have become more profitable, more pervasive, and more sophisticated.¹ Colombian drug cartels and other criminal organizations cross international borders easily, forming joint ventures and partnerships among themselves and with other groups. In the United States alone, drug traffickers launder an estimated \$100 billion each year.²

But money laundering is fueled by other crimes as well, including fraud, securities manipulation, illegal gambling, bribery, extortion, tax evasion, illegal arms sales, political payoffs, and terrorism. Moreover, sweeping changes in the European Community may open still more opportunities for the movement of illegal drugs and illegally obtained currency. As European countries deal with changes in their economies, further research on effective enforcement and control strategies will be needed.

Because of its capacity to generate worldwide transactions instantly, electronic stock market trading has created numerous opportunities for fraud in the securities industry.

State and local efforts

According to a recent study by NIJ, most State and local law enforcement agencies already have sufficient legal jurisdiction to support a successful money-laundering enforcement program. The study concluded that creative use of existing laws would be more effective than passage of an omnibus money-laundering statute.

Identifying effective enforcement techniques is the goal of an NIJ national assessment of money-laundering offenses. Patterns and strategies that work best in the detection, investigation, prosecution, and prevention of these crimes will be examined. Law enforcement at both the national and international levels will be studied. Special emphasis will be given to States that have passed money-laundering statutes and jurisdictions that have active programs to combat money laundering. The views of regulatory enforcement officials, financial specialists, and international experts will be explored. An agenda for future research relevant to policy development will be drawn up.

International efforts

To complement the national assessment, a study will be conducted on international efforts to prevent and control money laundering. Model policies for multinational cooperation will be developed.

In 1991, NIJ, in cooperation with the FBI, sponsored an International Money-Laundering Conference, which provided a forum where law enforcement officials representing 18 countries compared their respective laws and investigative practices. Conference participants explored a number of questions, among them:

- How can law enforcement organizations interact effectively when laws and procedures differ among countries?
- Which approaches would help law enforcement agencies in different countries to coordinate their investigations?
- How can NIJ develop its money-laundering research agenda to emphasize practical results of value to investigators and other law enforcement professionals?

Organized Crime

In the past NIJ's research into organized crime targeted traditional crime syndicates and racketeering activities such as gambling. More recently, the Institute has studied the emergence of organized criminal activities among different ethnic groups and the corruption of legitimate businesses by organized crime.

Asian organized crime

Asian crime syndicates now operating in the United States have been linked to multiple business enterprises and violent street gangs. The recent growth of Asian organized crime in this country is of particular concern to NIJ.

In the first part of a two-part study by NIJ, special problems in dealing with this population, such as language and cultural barriers, were examined. In the second part of the study, now underway, extortion and other methods of victimizing Asian businesses in New York City are being examined. Researchers are also studying the control of street gangs by Asian organized crime, including recruitment practices, organizational structure, criminal activities such as drug trafficking, and

characteristics of gang members. Interviews with gang members are being conducted, with special attention being given to the role of violence in gang life.

In conjunction with the Department of Justice's Criminal Division, NIJ supported a conference on Asian organized crime, which brought together investigators and prosecutors from 11 Pacific Rim countries. Common problems were discussed, and the potential for coordinated international response was explored.

Corruption of legitimate businesses

In a study of the prevention of corruption in industry, NIJ is examining New York's recently created Office of Inspector General (OIG). Part of the New York City School Construction Authority, OIG was created to prevent and control organized crime in the city's multibillion dollar school construction industry. NIJ is developing a case study of OIG to highlight innovations in law enforcement and regulatory strategy.

The study will document the planning process that preceded OIG's creation, describe OIG's operations, and assess the impact of OIG on New York's school construction. Most important, the study will determine whether OIG could serve as a model for other agencies and jurisdictions that are seeking to control organized crime in the construction industry.

Another study now underway is analyzing the methods used by organized crime to infiltrate the hazardous waste disposal industry, assessing the level of involvement, and identifying ways to prevent and control further involvement. This NIJ research project is being carried out concurrently with an ongoing investigation by the New York State Organized Crime Task Force.

A Locally Based Laundering Scheme

In the 1980's the Baltimore City Police Department began an undercover narcotics investigation of Maurice King, a local heroin distributor. Their investigation quickly showed that King had become proficient at more than distributing drugs. He had also crafted a sophisticated money-laundering operation that skillfully hid his drug proceeds.

King and his associates were known to be distributing large, wholesale quantities of heroin in Baltimore. During this same period, King was operating a refreshment stand as a cover. But more than one kind of customer patronized his refreshment stand—many came to pick up and deliver drugs. As a wholesale dealer who supplied many Baltimore street retailers, King amassed a

large surplus of cash that supported a lavish lifestyle.

King laundered some of his money through Atlantic City, traveling to the gambling casinos and exchanging cash for casino checks, giving the impression that the checks represented gambling winnings. These checks were then used to open an investment account with a nationally recognized investment firm.

On the day that Thomas Ricks, an associate of King's, was released from prison, King bought Ricks \$10,000 worth of clothing at a local store and paid with cash. Within a matter of months, Ricks had purchased a new automobile and leased and bought furniture for a new apartment. Although Ricks did finance a portion of the automobile purchase, the remainder of his expenditures were cash transactions.

Using cash—ultimately traced by investigators to drug deals—King and Ricks purchased and renovated two large grocery stores in Baltimore. Their move was made in part to develop a source of legitimate income, but was mainly intended as a vehicle to launder cash from drug sales.

Evidence at King's trial disclosed huge sums of money that he and Ricks had expended. For example, in slightly more than a year they spent more than \$160,000 in cash at a local clothing store. The purchase of jewels, fur coats, expensive cars, real estate, trips, and other extravagant items was also detailed. Almost all of these expenditures, which totaled over \$1 million, were in cash.

King was convicted a year after the investigation began on charges of drug trafficking and racketeering and of operating a continuing criminal enterprise.

An NIJ study will determine whether New York City's Office of Inspector General could serve as a model for other agencies and jurisdictions that are seeking to control organized crime in the construction industry.

Nearing completion is a study of the influence of racketeering on Teamsters Local 560 in New Jersey. A court-imposed State RICO (Racketeer-Influenced and Corrupt Organizations) trusteeship of the union was followed by an election won by a slate of officials associated with the racketeers who held control before the trusteeship began. In the first part of the study, the trusteeship was monitored and documented. Now researchers are conducting a survey of union members to determine their attitudes toward the union, the trusteeship, and past and present union officials. The aim is to assess the effectiveness of RICO trusteeships as a means of controlling labor racketeering and restoring internal democracy to unions dominated by organized crime.

Computer-Related Crime

The rapid expansion of information technology that has made computers omnipresent in contemporary American life also has created new opportunities for criminal activity. Computer viruses and worms, which can destroy massive amounts of sometimes irretrievable information and cause enormous financial loss, are just two examples of the abuses to which systems are vulnerable. The potential for damage from these types of crimes is immeasurable.

Because computer-related crime is inherently difficult to detect, investigate, and prosecute, it poses new challenges for law enforcement professionals. Officials predict that this type of crime will increase rapidly in the 1990's, giving rise to the need for further research and evaluation of the legislative, regulatory, and criminal justice response.

Prevention through education in the responsible and ethical use of computers is an important part of the effort to reduce computer-related crime. Because of the role computers now play in instructional programs in virtually all subject areas, schools are an effective place to begin this process.

To address the issue of ethics in technology, which includes the concept of intellectual property, NIJ and the Department of Education have launched a collaborative effort. The aim is to help schools formulate policies and develop curriculums that promote responsible use. The first product of this partnership is a recently published report, *Ethical Use of Information Technologies in Education*, that outlines ways to prevent illegal use of computers by students. The report explores the following questions:

- Why is the issue of ethics in technology important for society?
- How and why does information technology alter perceptions about what is acceptable behavior when using a computer and what is not?
- Why do some students find the concept of intellectual property confusing?

To help ensure ethical use, the report suggests that schools adopt clearly defined, implementable policies and obtain a site license allowing software to be used throughout a school or school district.

Although computer crime has been prosecuted successfully without specially drafted legislation, problems have arisen in attempts to apply existing laws. To prevent such problems from occurring, Congress and most State legislatures have passed some form of computer crime statute. NIJ's study of these State statutes

Safeguarding Computer Evidence

Increasingly, computers are being used by offenders to store and manage information about their illegal activities. For this reason, the computer has become an important source of evidence.

But computers can easily be programmed to erase files at a single keystroke, and police need to know how to seize an offender's computer without either tainting the evidence or overstepping the boundaries of the law. To teach officers how to safeguard

computer evidence, NIJ worked with the police department of Baltimore County, Maryland, to create a video giving officers step-by-step instructions.

The Crime Scene Computer presents the technical and legal aspects of computer evidence. Officers learn the components of computer hardware and techniques for handling computers found at a crime scene. They also learn that because fourth amendment search and seizure rules are as relevant to computers and their files as they are to other sources of evidence, legal guidance should be sought to avoid liability.



Photo by George Smith.

included an examination of the underlying issues the legislation was intended to address, the different approaches taken by the States, the types of terms used in drafting the law, and which offenses and sanctions were specified in the statute. The study also reviewed earlier computer crime cases. Among the study findings were the following:

- Most States addressed the issue of computer crime through a comprehensive statute, which was created as a separate section of the criminal code and essentially established new definitions and offenses.
- Some States placed their legislation within existing code categories of fraud, theft, or business and commercial offenses.

Publications and Conferences

NIJ is summarizing the proceedings of the joint NIJ-FBI conference on international money laundering and is publishing reports on the prosecution of corporate crime and on the findings of the study of Asian organized crime.

The topic of organizational crime will be featured in a volume of the Institute's *Crime and Justice* series. The series serves criminal justice professionals, policymakers, and researchers by presenting scholarly essays on key developments in the field. Issues to be covered include patterns in this type of crime, ways organizations facilitate white-collar crime, and methods of control.

In conjunction with the FBI, NIJ sponsored a conference for experts from the Bureau to examine six particularly pernicious types of white-collar crime:

- Bankruptcy fraud.
- Computer fraud.
- Insurance fraud.
- Money laundering.
- Securities and commodities fraud.
- Telemarketing fraud.

The discussion centered on the types of problems engendered by economic crimes and how NIJ research could help the FBI and other law enforcement agencies in their effort to suppress white-collar crime.

Notes

1. Barbara Webster and Michael S. McCampbell, September 1992. "International Money Laundering: Research and Investigation Join Forces," National Institute of Justice *Research in Brief*, p. 1.
2. National Institute of Justice, *1991 Research Plan*, p. 53.

Violent crime engenders the greatest fear among individuals, families, and communities. By focusing on factors leading to development of criminal behavior, NIJ research aims to find better ways to prevent and reduce criminality.

Research on Criminal Behavior and Violence

CHAPTER 9

Researchers will measure, identify, and link key psychological, social, health, and other factors that may play a role in the onset and development of criminal behavior.

The cornerstone of the Institute's basic research program is the Program on Human Development and Criminal Behavior, a broad-based study of crime, delinquency, and antisocial behavior. Based at Harvard University, this ambitious project grew out of NIJ research begun in the 1980's. NIJ funds are matched by the John D. and Catherine T. MacArthur Foundation. The research goals of the Program are to:

- Chart the developmental pathways in both males and females that lead to early aggression, behavioral problems, delinquency, and adult crime.
- Examine the relationship between individual traits and family, school, and community environments to see how they contribute to the development of criminal behavior.
- Develop an accelerated longitudinal design for the study of conduct disorder, delinquency, and criminal behavior from birth to age 32.
- Identify developmental stages in childhood and adolescence during which intervention is most likely to be effective and devise promising strategies for experimental intervention.

The Program's advisory group oversees all aspects of the study; the core scientific group is responsible for the measurement design and research implementation. Nine groups of male and female subjects—starting at birth and at ages 3, 6, 9, 12, 15, 18, 21, and 24—will be followed for 8 years. The total sample, comprising 11,000 subjects, will produce in 8 years results that would ordinarily require 30 years.

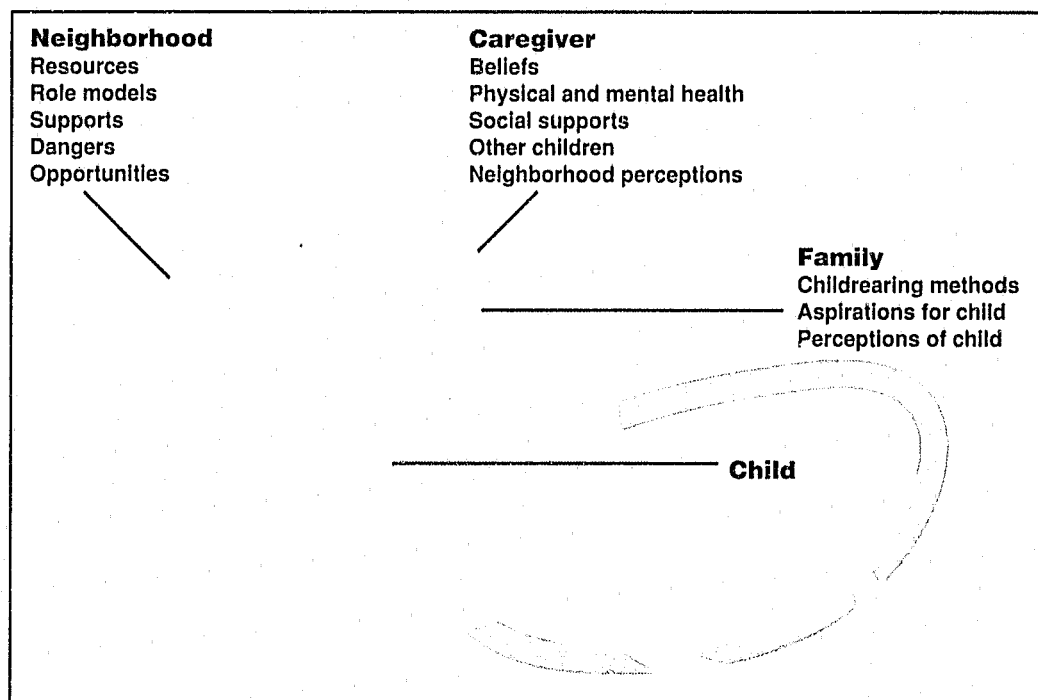
Large-scale longitudinal studies have already proven their value in medicine and public health. The Program on Human Development and Criminal Behavior expands this concept by involving dozens of experts in the fields of psychiatry, psychology, health, sociology, criminology, and statistics.

Researchers will measure, identify, and link key psychological, social, health, and other factors that may play a role in the onset and development of criminal behavior. They will look for ways to identify children early in life who are at risk. And they will attempt to find ways to prevent this behavior from occurring.

In 1991 NIJ continued its support of the Program with additional funding through spring 1993. In 1992 final design, measurement, and management decisions will be made; study sites will be selected; and research instruments will be pilot tested. Data collection is projected to begin early in 1993.

Violence

Violent crime—murder, rape, robbery, and aggravated assault—engenders the most fear on the part of the public. It traumatizes victims, their families, and their communities and undermines the quality of life of all Americans.

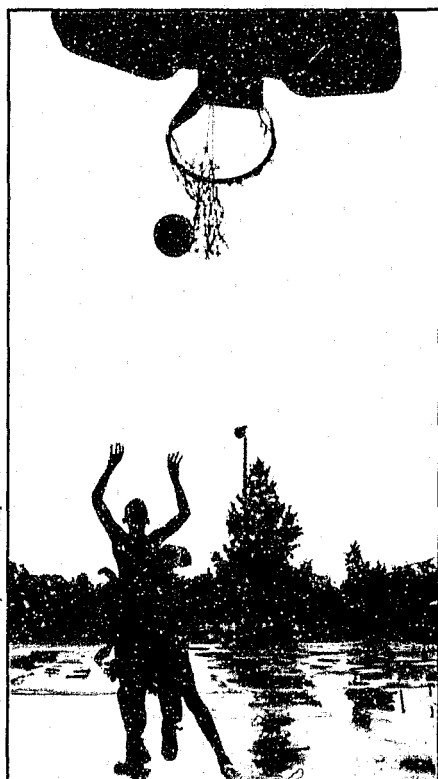


The child-family-community model for the Program is layered like an onion. Each layer creates pressures and exerts demands on the ones inside it.

Based on the number of crimes reported to the police in 1990, a record 732 in 100,000 Americans were affected by violent crime. From 1989 to 1990, murder increased 8 percent; rape, 8.1 percent; robbery, 10.3 percent; and aggravated assault, 10.6 percent.¹ The high rate of violent crime in most major cities and, increasingly in suburban and rural areas has created an urgent need for additional, up-to-date information on the causes of violent crime, its relationship to alcohol and drug use, the impact of firearms and other weapons, and policies and practices that promise to prevent or control violent criminal behavior.

The number of violence prevention strategies, particularly those focusing on mental health, education, and community crime prevention, has increased dramatically in recent years. More than 50 such programs were identified in a recent report to the Carnegie Foundation.² The Institute will publish a report on promising violence prevention programs for teenagers. In addition, NIJ is identifying and evaluating prevention, intervention, and law enforcement strategies that will reduce specific types of criminal violence. One such study will assess strategies initiated by schools, communities, and the mass media to prevent interpersonal violence among young people. The study will examine the goals of the strategies, populations served, funding sources, and program costs and will establish a theoretical framework for future assessments of these types of strategies.

Although research has identified factors that put individuals at high risk for violent behavior, risk factors alone do not explain why some individuals develop these behavior patterns while others do not. The complexity of criminal violence hampers researchers in their efforts to understand its causes and develop effective prevention and control strategies. Studies have shown that drug and alcohol abuse affects both the nature and intensity of patterns of violent crime in youth and adults. Alcohol and drugs almost certainly affect behavior—including acts of criminal violence—through the interaction of individual, situational, and other mechanisms.



The number of violence prevention strategies, particularly those focusing on mental health, education, and community crime prevention, has increased dramatically in recent years.

In 1991 NIJ conducted long-term research into possible causes and correlates of violent crime.

Panel on the Understanding and Control of Violent Behavior

In 1991 NIJ initiated support for a Panel on the Understanding and Control of Violent Behavior, convened by the National Academy of Sciences. The Panel was supported by two other Federal agencies—the National Science Foundation and the Centers for Disease Control. Their interests, respectively, were a review of current knowledge about the causes of violence and advice on setting priorities in preventing injury and death from violence.

A broad array of scientists, including economists, psychologists, epidemiologists, and sociologists, participated. Treatment professionals were also on the Panel.

The Panel conducted an exhaustive review and critical assessment of research on interpersonal violence. The goal was to find out what is known about the way violence patterns are affected by individual attributes, family and community characteristics, cultural influences, and public policies. Among the topics explored were violence in families, the role of firearms, and the association of violence with alcohol and drugs.

In its report *Understanding and Preventing Violence*, the Panel concluded that numerous factors influence the occurrence of violence, but underlying causes are not well understood. The Panel further concluded that awareness of these factors creates opportunities to understand and prevent particular types of violent events. These areas range from access to lethal weapons to the design and control of public housing.

Both short- and long-term recommendations in a number of categories were presented, including:

- Problemsolving initiatives to understand and control violence in domestic relationships, gangs, bias crime, and other areas and to reduce the influence of drugs, alcohol, and firearms in promoting violence.
- Better statistical systems for measuring violence and the effects of interventions to combat it.
- A longitudinal research program involving multiple communities to investigate the factors associated with violent behavior.

NIJ's commitment to implementing these recommendations is expressed in its support of the Program on Human Development and Criminal Behavior, described earlier in this chapter. The Institute has also used the Panel's recommendations to help chart both its proposed activities on criminal violence in fiscal year 1993 and its long-range research plan.

Notes

1. Federal Bureau of Investigation, 1991. *Uniform Crime Reports*, 1990. Washington, D.C.: U.S. Department of Justice.
2. National Institute of Justice, forthcoming. *Preventing Interpersonal Violence Among Youth*. Washington, D.C.: U.S. Department of Justice.

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Victims of Crime

CHAPTER 10

Institute research has provided legislators and criminal justice professionals with new information on the effect of crime on victims, features of successful programs that help victims deal with the impact of crime, and ways to assist victims who become involved in the criminal justice process.

If crime continues at current rates, five out of six Americans will be victims of violent crime at least once in their lifetimes and victims of personal theft three or more times. Criminal homicide is one of the 15 most frequent causes of death for all Americans; for 15- to 34-year-olds, it is the second leading cause of death. For minorities and the poor, victimization rates are considerably higher.¹

NIJ has played a central role in reshaping public policy on victimization through its research, evaluation, and training programs. Institute research has provided legislators and criminal justice professionals with new information on the effect of crime on victims, features of successful programs that help victims deal with the impact of crime, and ways to assist victims who become involved in the criminal justice process.

The Elderly as Victims

By the year 2000, people 65 and older will make up 13 percent of the American population.² Although the elderly become victims of crime less often than younger people, in a number of respects crimes against the elderly are more serious. For example, older people are more likely than younger people to face offenders who are armed with guns.³

To help law enforcement agencies reduce crimes against the elderly, NIJ, in conjunction with the National Sheriffs' Association, is supporting development and expansion of the Triad program. In cooperation with the International Association of Chiefs of Police and the American Association of Retired Persons, sheriffs will help local teams of law enforcement personnel, elderly volunteers, and victim-service providers coordinate their efforts to combat crime against the elderly and to aid elderly victims. Triad will emphasize emerging economic crimes that plague older people—such as theft, assault, and insurance fraud—and will explore ways of dealing with the elderly population's fear of crime.

Triad's goals are to reduce victimization among older Americans, increase community-based crime prevention efforts, and expand crime-victim assistance. The involvement of older people is a distinguishing feature of the program. Pilot demonstration projects are being conducted in Orange County, Florida; St. Martin Parish, Louisiana; and Skokie, Illinois. NIJ funding will support development of a training and implementation manual, a sourcebook of crime prevention and victim assistance resources, and a video presentation, all of which will be made available to groups throughout the country.

Victims of early childhood abuse and neglect are much more likely to develop health problems, perform poorly in school, and engage in delinquent and criminal activities. An NIJ study recommends that teachers, child welfare professionals, and police intervene as early as possible with children who exhibit early behavior problems.



Child Victimization

Another group vulnerable to victimization is schoolchildren. The problem is especially serious because it affects the quality of education. For example, it raises the question of how much learning can occur when children are afraid to go to school.

Three ongoing projects funded jointly by NIJ and the Bureau of Justice Statistics are examining data from the School Crime Supplement to the National Crime Victimization survey. Designed to provide accurate estimates of the threat, the survey was administered to schoolchildren age 12 or older. The supplement asked questions about incidents that occurred in or on the way to school, students' fear of being victimized, and avoidance behavior patterns. The findings will constitute the best estimates to date of the nature and extent of school crime and will recommend effective ways to deal with it.

With an estimated 1 million known victims of child abuse and neglect in 1991, the problem is a national priority for research and action.⁴ The U.S. Advisory Board on Child Abuse and Neglect has urged that the Department of Justice take the lead in strengthening the legal response to child maltreatment. As part of this leadership role, NIJ has launched a new, comprehensive initiative on the issue.

This new initiative will focus on conducting research, offering training, and sharing information, especially on topics of special concern to the criminal justice system. NIJ's goals are to increase knowledge on key questions:

- How do childhood abuse and neglect influence a criminal's behavior?
- How can improvements in the justice system's response to these offenses be spotlighted and shared throughout the country?



These new efforts emphasize the needs of police, prosecutors, judges, and corrections officials and build links between the social service and justice systems.

■ How can justice-system data on child abuse and neglect be refined and expanded to provide a guide for action?

These new efforts emphasize the needs of police, prosecutors, judges, and corrections officials and build links between the social service and justice systems. Coordination among several Federal agencies guides much of the program. For example, NIJ's child abuse and neglect program is coordinated with the Office of Justice Programs' Child Abuse Task Force and the U.S. Interagency Task Force on Child Abuse and Neglect. The project on justice-system data, supported by the Institute and the Office of Juvenile Justice and Delinquency Prevention, is the first of what are expected to be several jointly funded endeavors.

Advances in the investigation and prosecution of child sexual abuse were the impetus behind publication of a second edition of NIJ's *When the Victim Is a Child*. First published in 1985, the report summarizes research findings on child sexual abuse and child witnesses and reviews statutes that authorized reforms on behalf of child victims. The 1992 edition updates statistics on the incidence of child sexual abuse and reviews State legislation. It analyzes recent U.S. Supreme Court decisions that have implications for children in court, incorporates new research findings on child victims as witnesses, and explores the pros and cons of various techniques used to interview children.

Victimization by Fraud

The incidence of criminal fraud as it affects both individuals and households is not reported in either the National Crime Survey or the FBI's Uniform Crime Reports. To fill the information gap, NIJ staff conducted a nationwide survey—one of the first of its kind—to measure the extent to which Americans are victimized by credit card scams, fraudulent warranties, charity swindles, and other types of fraud.

The survey revealed that this type of victimization is a common experience for many Americans: 6 in 10 adults have been targeted at some time in their lives. Victimization by criminal fraud was found to surpass in frequency almost all offenses included in the National Crime Survey. Dollar losses too are steep, amounting to about \$40 billion annually. Individual losses are as high as \$65,000. The pervasiveness of this crime, plus the difficulty victims have reported in securing assistance, suggests the need for public and private agencies to sponsor education and prevention programs.

Costs of Victimization

To document the true costs of crime, an NIJ research project is estimating the incidence, cost, and consequences of criminal victimization in the United States. The project covers all crimes in the National Crime Survey as well as child abuse, kidnapping, murder, bombing, arson, and drunk driving. This research will strengthen estimates of savings that accrue when offenders are incarcerated and physically prevented from committing additional crimes.

Bias-Motivated Crime

The nature of bias-motivated crime in New York City and Baltimore County, Maryland, is being analyzed and compared with similar, nonbias crimes. NIJ research is examining the criminal justice response, including special procedures used by police departments; arrest, charging, adjudication, and sentencing in bias crimes compared to nonbias crimes; and differences between victims of the two types of crimes.

Notes

1. Bureau of Justice Statistics, 1988. *Report to the Nation on Crime and Justice, Second Edition*. Washington, D.C.: U.S. Department of Justice, pp. 26, 28, 29.
2. U.S. Department of Commerce, Bureau of the Census.
3. Catherine J. Whitaker, 1991. "Elderly Victims," special report. Washington, D.C.: Bureau of Justice Statistics, p. 1.
4. National Committee for the Prevention of Child Abuse, 1992. *Current Trends in Child Abuse Reporting and Fatalities: The Results of the 1991 Annual Fifty State Survey*. Chicago, Illinois.

Understanding the Effects of Child Abuse and Neglect

NIJ studies in the area of child abuse and neglect have already produced substantive results. In one of the most detailed studies to date, an NIJ-supported researcher uncovered strong evidence of the existence of a cycle of violence; that is, a childhood history of physical abuse that predisposes a victim to violent behavior later in life.

In the first part of this two-phase study, arrest records of more than 1,500 individuals were analyzed. Abuse and neglect during childhood were found to increase the odds of future delinquency and adult criminality by 40 percent.

Extent of Involvement in Delinquency, Adult Criminality, and Violent Behavior

Type of Arrest	Abused and Neglected (n=908)	Comparison Group (n=667)
Juvenile	26.0%	16.8%
Adult	28.6	21.1
Violent crime	11.2	7.9

Note: All differences are statistically significant.

Source: Cathy Spatz Widom, October 1992. "The Cycle of Violence." National Institute of Justice *Research in Brief*, p. 4.

The second phase, based on interviews with victims, addresses questions such as unreported family violence that arrest records may have left unanswered. Preliminary findings of this phase indicate that other negative outcomes—educational and mental health problems, for

example—may be as common as delinquency and violent criminality.

The ultimate goal of the study is to create a base of knowledge on which to build prevention and treatment programs.

Under a mandate from Congress, the Institute analyzes which projects promise to prevent and reduce drugs and crime and publishes the results so that other jurisdictions can learn from them.

Program Evaluation

CHAPTER 11

These BJA-funded projects, which originate with State and local officials, characteristically reflect invention and innovation.

Federal, State, and local law enforcement and criminal justice officials increasingly have sought guidance from the National Institute of Justice for answers in developing and implementing programs to fight drugs and crime. The reliance of the law enforcement and criminal justice professions on new approaches to stem drug-related crime has risen in the past 3 years, when the Institute began carrying out the mandate of the Anti-Drug Abuse Act of 1988. That Act directed the Institute to evaluate projects funded by the Bureau of Justice Assistance, which administers the Federal block grant program to help States and localities fight drugs and crime. These BJA-funded projects, which originate with State and local officials, characteristically reflect invention and innovation. Congress directed the Institute to find out which projects promise to reduce crime and recidivism and publish the results so that other jurisdictions can learn from them. Broadly speaking, some evaluations show indications of project success, while others warn that assumptions may have been invalid, critical elements may have been missing, or implementation may have been flawed.

In 1991 NIJ awarded more than \$4 million for evaluation studies, an amount greater than ever before. The awards that year brought total funding for evaluation of State and local drug control programs to nearly \$12 million since passage of the Anti-Drug Abuse Act of 1988. The studies funded cover the variety of innovative approaches developed to contain drugs and other crime—such as drug prevention programs in the schools and boot camps for drug-abusing offenders.

This report highlights evaluation projects in particular subject areas; an indepth discussion is presented in *Searching for Answers*, the Institute's annual evaluation report on drugs and crime.

Assessing Strategies To Combat Drugs and Violent Crime

The States are mandated by the Anti-Drug Abuse Act of 1988 to develop comprehensive drug control strategies, which are used as the basis for allocating Federal funds. NIJ's evaluation of these strategies in 1989 and 1990 was the first indepth analysis. The Institute found that all 50 States had adopted strategic planning for drug control, but that few plans were "comprehensive" in the sense implied in the Act.

The findings generated several new initiatives. BJA immediately began working with the States to improve their strategic planning process. The Bureau formed a Federal-State partnership to improve strategic planning at all levels—Federal, State, and local.

NIJ's findings on the State strategies also led to an expansion of the Consortium of States, a project to collect data and devise new evaluation methods. Once consisting of 28 States, the Consortium now encompasses all 50 States plus the U.S. territories.

NIJ Program Evaluations

The growth of the Institute's evaluation activities led to the creation of a new unit in NIJ, the Evaluation Division. Set up to plan and carry out a focused program of impact evaluations, the division identifies a project's outcomes and the reasons for its success or failure.

In 1992 NIJ evaluations focused on the following programs:

- Operation Weed and Seed.
- Gangs and Targets of Intervention.
- Family Violence Prevention and Services Act.
- Drug Market Analysis: An Enforcement Model.
- Correctional Options Demonstration Program.
- Boys and Girls Clubs in Public Housing.

In another effort to enhance long-term planning, BJA launched the State and Local Training and Technical Assistance Program. This program helps States and localities adopt comprehensive strategies throughout their criminal justice systems to both prevent and combat drug-related and violent crime. These strategies are also aimed at improving the functioning of the criminal justice systems at the State and local levels.

To ensure that NIJ evaluations of State strategies are comprehensive, BJA set up a task force to prepare a plan of action encompassing all the recommendations made by the Institute.

To help States improve the process they use to monitor funds the Federal Government awards to cities and towns, NIJ sponsored an evaluation of monitoring procedures and practices that resulted in guidelines for making improvements. The findings are presented as *Guidelines for State Monitoring Under the Drug Control Formula Grant Program*, published by NIJ.

Anti-Drug Abuse Act of 1988

In 1991 NIJ began evaluating the impact of the anti-drug program authorized by the Anti-Drug Abuse Act of 1988. That program gives Federal assistance to State and local governments for drug and crime control, research, technical assistance, and information distribution. NIJ will answer a number of policy questions concerning the Act, among them:

- Has the Act fostered innovation by State and local governments?
- Has State strategic planning enhanced program activity?
- How have Federal, State, and local activities, including State planning, evolved under the Act?
- In what ways have the Act's components—formula and discretionary funds, research, training, and technical assistance—affected State and local activities?



The studies funded cover the variety of innovative approaches developed to contain drugs and other crime—such as drug prevention programs in the schools and boot camps for drug-abusing offenders.

■ Is the legislation model represented by the Act appropriate for controlling drug-related crime?

The evaluation also analyzes the conceptual legislative model on which the Act is based.

Conference on Evaluating Drug Control Initiatives

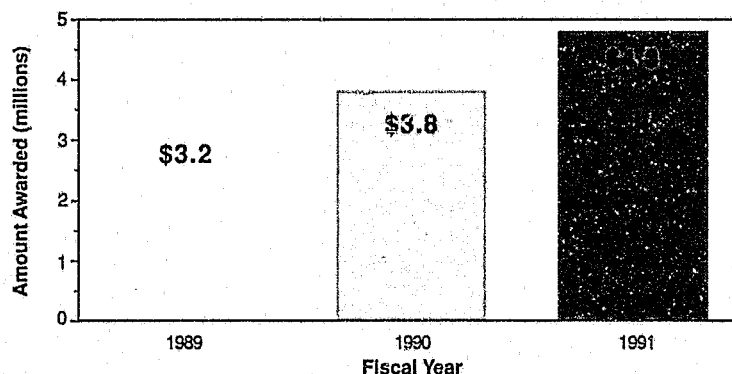
The Second Annual Conference on Evaluating Drug Control Initiatives, cosponsored in 1991 by NIJ and BJA, provided a forum for criminal justice professionals and researchers to exchange information and ideas. The interest generated by the conference signaled an expansion in the number of evaluations being conducted and the growing receptiveness of managers in the criminal justice system to using the results of evaluations in planning and taking action. A third conference took place in July 1992.

Evaluating Training and Technical Assistance

Because NIJ is the Department of Justice's principal evaluator of programs to fight crime, it is in a unique position to help State and local jurisdictions build the capacity to conduct their own evaluations. The Institute holds regional workshops to train State-level evaluators in new techniques for evaluating criminal justice programs and to offer technical assistance in specific aspects of plans and activities. NIJ will initiate three projects in 1992 to help State and local jurisdictions build evaluation capacity:

- **National Assessment of State Evaluations.** This national survey will measure the scope and focus of State evaluations of criminal justice programs, the use of findings, and the level of resources available to States.
- **Assessment of State-Level Evaluation Capacity.** This study will develop information about the nature and extent of the capacity for State-level evaluation.
- **Compendium of State Drug Program Evaluation Findings.** This project will develop a compendium of State evaluation findings and training materials for publication by NIJ.

National Institute of Justice Drug Control Evaluations (by fiscal year)



Recent technological advances have changed the tools available for effective law enforcement. NIJ's focus is to research new technologies for obtaining evidence and to evaluate new equipment.

Science and Technology

CHAPTER 12

NIJ continues to pioneer science and technology that will ensure access by criminal justice professionals to the methods and equipment they need to perform their jobs more efficiently.

Advanced methods of deterrence, identification, and apprehension can better enable our criminal justice system to catch and convict violent offenders. NIJ continues to pioneer science and technology that will ensure access by criminal justice professionals to the methods and equipment they need to perform their jobs more efficiently, while protecting individual rights.

NIJ's technology research and development program includes creation of alternatives to the use of lethal force, forensic research to improve the quality of evidence through the development of state-of-the-art identification techniques, and support to upgrade equipment and introduce advanced computer techniques in operational criminal justice settings.

Recent projects have focused on new DNA-typing techniques for identifying offenders, advanced computer technology for enhancing and restoring blurred surveillance photographs, and computer-automated and laser-enhanced equipment for analyzing fingerprint identification systems. NIJ's less-than-lethal weapons development program has identified situations in which new techniques provide viable alternatives to the use of excessive force in criminal justice practice.

Forensic Science

DNA testing has become an important tool in establishing guilt or innocence. Because almost every cell in the human body contains DNA, it may be present at crime scenes in innumerable forms: blood or semen stains; hair follicles; bone fragments; or shed skin cells in clothing, rugs, or furniture. Because DNA is virtually unique to every person except identical twins, it offers the possibility of much greater accuracy in determining the identity of a suspect.

The technology that forms the basis for DNA testing has developed rapidly during the past 6 years. One procedure, restriction fragment length polymorphism (RFLP), requires the use of radioactive materials. Although RFLP is still widely used, it may soon be replaced by a more efficient and effective technology known as polymerase chain reaction (PCR) testing. This procedure is still being developed.

NIJ has contributed extensively to the study of DNA testing. NIJ research grants to Baylor College of Medicine, the University of California, the University of New Haven, and the University of Texas Health Science Center are funding new areas in DNA testing, including analysis of the statistical probabilities that two different DNA samples (taken from clothing or semen, for example) are from the same person. With grants from NIJ and five other agencies, the National Academy of Sciences assessed current procedures and examined the need for more rigorous testing standards. NIJ has also worked with the National Institute of Standards and Technology to support the development of standards for DNA testing.

DNA as Evidence

Deoxyribonucleic acid (DNA), the chemical dispatcher of genetic information, is in almost all human cells. It may be found in innumerable forms at crime scenes—as blood or semen stains, hair follicles, or bone fragments. It can show up in rugs, clothing, furniture fabrics, and other materials and in skin cells, which the body routinely sheds. DNA testing of crime scene evidence can link a suspect to a crime.

When DNA is used in helping to ascertain guilt or innocence, scientists first develop “profiles.” They take DNA evidence found at crime scenes (blood and semen, for example), extract DNA samples, and compare it to DNA from the suspect(s) and the victim. For example, in a rape case profiles are developed from the victim’s DNA, from the DNA from the rapist’s semen, and from the suspect’s DNA. Using com-

puters or other means, scientists then compare the profiles to see if those of the rapist and the suspect(s) match. If they do, further tests are performed using different segments of DNA. (The FBI uses five different segments.) If all tests result in matches, there can be as much as a 1-billion-to-1 probability that the suspect is the person who committed the offense.

NIJ’s support of DNA technology as evidence began in 1986 with a grant to one of the developers of the DNA testing process. The procedure on which NIJ support will be focusing—polymerase chain reaction (PCR) testing—requires more research and development.

In order for crime laboratories to generate reliable and valid DNA profiles, appropriate scientific standards have to be developed. Accurate and valid statistical procedures are also needed to estimate the probability that DNA

profiles are of the same individual. Finally, to respond to the need of law enforcement agencies for rapid and accurate identification of suspects, guidelines must be developed to provide access to and use of regional and national DNA profile data bases.



Photo by Mark Heller, National Institute of Standards and Technology.

New Technological Tools

Through NIJ’s research program in forensic science and criminal justice technology, new tools have been developed to help forensic specialists identify and extract fingerprints from surfaces on which traditional procedures have been ineffective. NIJ is also supporting research that will help identify fraudulent documents. The results of this research may even help determine the approximate date a fraudulent document was made. Finally, NIJ is supporting the development of two new technologies to obtain evidence. One identifies the weapon used to injure a victim’s skin, while the other speeds up identification of two poisons—cyanide and carbon monoxide—in forensic toxicological specimens.

Technology Assessment Program

NIJ developed the Technology Assessment Program (TAP) to help criminal justice agencies make informed decisions about equipment purchases. Increasingly sophisticated technology coupled with the fiscal constraints that confront most agencies underscore the need for this type of objective, reliable information. Moreover, law enforcement personnel gain a measure of confidence knowing that the equipment being considered for purchase meets minimum performance standards.

NIJ testing and research have led to performance standards for more than 65 types of criminal justice equipment, including handguns, soft body armor, patrol cars, and Standard Reference Materials for DNA genetic typing. The TAP Advisory Council—a group of nationally recognized criminal justice experts from Federal,

State, and local agencies—regularly reviews technological advances to establish priorities for the development of standards, tests, guides, and publications.

NIJ continues to fund research through the National Institute of Standards and Technology for the development of performance standards for equipment used in all aspects of the criminal justice system, including evidence-gathering, arrest, and incarceration. Performance standards are being developed for dialed number recorders, correctional facility mattresses, soft body armor resistant to penetration by sharp instruments, and locks used in detention and correctional facilities. In addition, TAP staff are working on guides to voice privacy and video surveillance equipment. Several projects are scheduled for completion in 1992.

The criminal justice community has come to rely on NIJ's published reports on equipment. Last year alone the program responded to 4,000 requests for technical assistance.

Technology in Policing

Law enforcement officials need effective, less-than-lethal weaponry in a variety of situations: police barricades, hostage crises, tactical assaults and raids, prison and jail disturbances, and domestic difficulties. The need for alternative technologies was heightened in 1985 when the Supreme Court ruled in *Tennessee v. Garner* that the arbitrary use of deadly force to apprehend a fleeing felon was unreasonable seizure under the fourth amendment.¹ NIJ's research and development is analyzing alternatives that can give law enforcement personnel effective tools that minimize injuries and risk to life.

NIJ's initiative on less-than-lethal weapons, begun in 1987, first analyzed the feasibility of developing chemical technology for use in law enforcement. Efforts to develop a prototype weapon based on this technology are still underway. Program activities and accomplishments include:

- Review of the needs of law enforcement in terms of weapon effectiveness and operational and deployment characteristics.

Automated Report Writing in Police Departments

The effectiveness of a police department depends in part on its ability to obtain, process, and use information. Automation has provided the systems that make sense of data on crimes and arrests, but the means to enter the information have not kept pace.

To explore the benefits of automated report writing, NIJ sponsored a pilot project based in the Los Angeles Police

Department. The department had traditionally used a system in which officers manually wrote reports, which were then partially entered into a computer.

In the pilot project, at the beginning of the watch a laptop computer was issued to each officer, who entered his or her own information about the incident.

Front-line users—police officers and sergeants—saw the new system as an

improvement over manual entry. The quality of the reports was higher, and they were easier to read. Automated report writing has the potential to reduce report-writing time by as much as 10 percent. Not only can the system increase efficiency, but it can also save resources by eliminating the need for duplicate entry. Moreover, by making reports more readily available, the system can also improve the effectiveness of detectives, prosecutors, and courts.

■ Examination of state-of-the-art less-than-lethal technologies being developed by the Department of Defense.

■ Selection for laboratory analysis of mature technologies such as immobilizing airbags, immobilizing polymer foams, flash grenades, and bright-light protective systems that require hardware or procedural modification for use by law enforcement.

■ Assessment of entanglement methods such as wire nets, filament nets, and foams.

■ Evaluation of technologies for safely stopping vehicles.

■ Selection of demonstration sites for testing of less-than-lethal weapons.

Law enforcement professionals and other experts continue to look to NIJ for guidance on employing technological advances to law enforcement.

Notes

1. *Tennessee v. Garner*, 471 U.S. 1, 105 S. Ct. 1694, 85 L. Ed. 2d 1 (1985).



Photo by George Smith.

NIJ testing and research have led to performance standards for more than 65 types of criminal justice equipment, including handguns, soft body armor, patrol cars, and Standard Reference Materials for DNA genetic typing.

*Communication is
at the heart of
NIJ's mission. The
Institute surveys
criminal justice
professionals
about their needs
and then shares
the findings with
criminal justice
agencies
nationwide.*

Communicating Results

CHAPTER 13

*NIJ publishes materials
in a variety of formats
that allows criminal
justice professionals,
policymakers, and
researchers to stay
abreast of the latest
NIJ research.*

The primary goal of NIJ is to support criminal justice professionals who are on the front lines fighting crime and drugs. But before the results of NIJ research and evaluation can be translated into action, the findings and policy implications must be communicated to the wider criminal justice community, including researchers, State and local policymakers, community groups, and citizens.

NIJ communicates its project results as well as information on successful local anti-crime initiatives in a number of ways—bulletins and reports, conferences and workshops, and training and technical assistance. Through its clearinghouse, the National Criminal Justice Reference Service (NCJRS), NIJ provides valuable services to the field, including access to research data and guidelines for new approaches. Many materials are now available to users in the newest electronic formats.

National Criminal Justice Reference Service

Nearly two decades ago, Congress directed the National Institute of Justice to serve as a domestic and international clearinghouse for information about criminal justice. In setting up NCJRS, the Institute created a framework for organizing, storing, retrieving, and distributing research and evaluation information.

NCJRS distributes NIJ publications to targeted audiences and provides reference and referral services through a toll-free telephone line. Information specialists with expertise in law enforcement, courts, and corrections link users to NCJRS's vast holdings.

The Clearinghouse also operates specialized information services such as NIJ's Construction Information Exchange (see chapter 7). NIJ publicizes its services by exhibiting at several major criminal justice conferences throughout the year.

NIJ continues to expand the International Document Exchange, which provides 96 member organizations in 47 countries access to NIJ's criminal justice information.

NIJ Publications

In response to a mandate from Congress to communicate new, useful information, NIJ publishes materials in a variety of formats that allows criminal justice professionals, policymakers, and researchers to stay abreast of the latest NIJ research. In addition to this Annual Report, NIJ has expanded its publications effort during the past year to include the following publications.

Searching for Answers. This annual report to the President, Congress, and the Attorney General presents the results of NIJ evaluations of State and local programs aimed at controlling drug abuse and crime. The report discusses which

Services Provided by the National Criminal Justice Reference Service

With more than 117,000 entries, the NIJ/NCJRS Document Data Base puts the latest findings at the fingertips of law enforcement and other criminal justice professionals, researchers, and officials. In 1991 NCJRS provided the following services:

- Registered 21,735 new users, to bring the total number of registered users to 97,957.
- Responded to 62,208 requests for reference information to individuals in 15 countries.
- Distributed 2,368,759 documents.
- Generated \$323,367 through the Fee-for-Service program, which offsets the cost of dissemination.

approaches have been found to work most effectively and how they can be adopted by other communities.

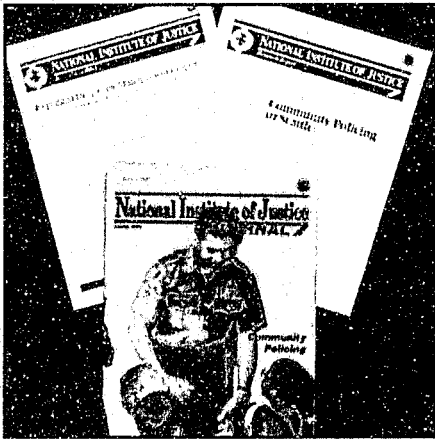
National Institute of Justice Journal (formerly called *NIJ Reports*). This topical journal contains articles on key criminal justice research issues and findings. In 1991 the publication reported on gangs, jail industries, computer ethics, and technological advances in forensic science. The journal is distributed to more than 100,000 criminal justice professionals, researchers, and State and local officials.

National Institute of Justice Catalog. This bimonthly publication describes new additions to the NCJRS document collection and new publications from NIJ and other Office of Justice Programs agencies. The catalog also contains information on other materials, services, and information products available from NCJRS. It is distributed to more than 100,000 Clearinghouse subscribers.

Research in Brief. This series of publications summarizes significant criminal justice research. Each issue presents findings as well as public policy implications in a concise format. Among recent topics are the control of street-level drug trafficking in Oakland, California, and Birmingham, Alabama; a test of new approaches to conducting child witness interviews; a review of State computer crime statutes; international money laundering; and State and local money laundering. Also part of this series are quarterly updates and annual reports from NIJ's Drug Use Forecasting program.

Evaluation Bulletin. A new series of bulletins reports the results of evaluations of specific programs in States and local communities. Currently being produced are issues on anti-drug programs funded by the Bureau of Justice Assistance.

Construction Bulletin. These bulletins summarize innovative methods for building and financing correctional facilities. A recent issue reviewed a construction method using tilt-up concrete panels that saves time and money without compromising security. Topics for future bulletins include "recycling" jails by renovating and expanding existing facilities and options for building facilities when time and funds are limited. The series enables States and localities to benefit from the knowledge and experience gained by other jurisdictions.



Recent topics are the control of street-level drug trafficking in Oakland, California, and Birmingham, Alabama; a test of new approaches to conducting child witness interviews; a review of State computer crime statutes; international money laundering; and State and local money laundering.

Perspectives on Policing. This series of papers is prepared by participants in the Executive Session on Policing, sponsored by NIJ and Harvard University's John F. Kennedy School of Government. Each session brings together police and community leaders to develop new policy ideas and strategies for community-based policing. Thirteen papers have been published thus far. Forthcoming issues will deal with information systems and with strategic management of police resources.

NIJ Research and Evaluation Reports. These full-length reports on NIJ-funded research and evaluation studies are distributed to specific audiences, depending on the type of research and its findings. Last year NIJ published five reports. Recent reports discussed such topics as urinalysis technologies for drug testing in criminal justice settings and State strategic planning under the Drug Formula Grant Program.

Issues and Practices in Criminal Justice. These reports, designed for criminal justice officials, present program options and management issues in specific areas. The reports are based on research and evaluation findings, operational experiences, and expert opinions. Topics recently covered include day fines in U.S. courts, compensation of crime victims, and ethical use of information technologies in education.

Program Focus. This new series is based on case studies of criminal justice practices. The premier issue will discuss a program in Texas that requires offenders to help defray the cost of their supervision and rehabilitation.

Conferences and Training

One of NIJ's highest priorities is to create opportunities for justice professionals and decisionmakers to share their ideas and experiences and review the results of research and evaluation. With their wide-ranging agendas, NIJ's national conferences have proved to be effective forums in which to examine fundamental questions from diverse perspectives, hear professionals speak about major developments in their fields, discuss major issues face-to-face with colleagues, and apply the most advanced information to local problems.

Conference topics are based on the results of NIJ's National Assessment Program, the findings of NIJ research, consultations with major professional organizations, and priorities of the Department of Justice. Participants include police chiefs, sheriffs, prosecutors, judges, corrections administrators, State legislators, and prominent researchers from around the country.

Regional training workshops are another method NIJ uses to bring the most recent research findings to the field. Designed for police administrators, prosecutors, corrections officials, judges, city council members, and other decisionmakers, the workshops feature practices and policies with proven track records.

Workshops are custom-tailored for a region or around a particular issue. For example, at a recent workshop on intermediate sanctions, participants learned how different sanctions systems work with different types of offenders, what tools will make the sanctions more effective, and how to develop an approach that will result in a rational sentencing system. Because some procedures must be seen firsthand to be fully understood, some workshops are designed to allow participants to observe them in operation.

Listening to Criminal Justice Professionals

To ensure that the needs of criminal justice professionals are addressed by the Institute's research agenda, NIJ developed the National Assessment Program survey. Conducted in 1983, 1986, and 1990, the survey identifies the major problems facing State and local criminal justice agencies. It helps to ensure that NIJ programs respond to the needs of those agencies, identifies emerging issues so that new programs can be developed quickly to address them, and informs criminal justice professionals about the issues concerning their colleagues nationwide. NIJ also conducts focus group sessions with key criminal justice professionals, who are asked to describe their concerns and suggest new directions for NIJ's programs and services.

Results of the 1990 National Assessment Program survey were published in the *NIJ Research in Brief* "Assessing Criminal Justice Needs." The findings are the foundation of NIJ's annual *Research and Evaluation Plan*, which outlines the Institute's solicitations for research and invites applications from the field.

The Technical Assistance and Support program furnishes NIJ with technical assistance and a system for peer review, which are essential elements in social science research. The program manages a pool of experts from criminal justice agencies, colleges, and universities.

Recommendations for Action

The Research Applications program conducts applied research projects and develops reports to help criminal justice professionals and policymakers decide whether particular policies, programs, and approaches would be useful in their jurisdictions. The program also examines emerging criminal justice problems in which little or no experience exists or research has been performed.

In their role as advisers, reviewers, and investigators, criminal justice professionals and researchers from a variety of disciplines help develop new projects. The series *Issues and Practices*, produced through this program, is described earlier in this chapter under "NIJ Publications."

Developmental Workshops

New technologies and emerging trends in criminal justice are brought to the attention of professionals in the field and NIJ staff through "developmental" workshops sponsored by the Institute.

At one recent workshop the technologies and techniques of drug testing were presented. At another, participants discussed ways to measure drug use in the United States. Currently such figures must be estimated because it is not possible to take a complete census of the drug-using population nationwide. Participants reviewed recent research findings, the policy implications of those findings, and the need for more exact data.

New Capabilities

New information capabilities in format and media are making dramatic changes in the way the Nation's criminal justice systems operate. In the forensic sciences, NIJ is supporting the development of hypertext sourcebooks. Hypertext is software that makes information accessible via computer. Links embedded in the software permit the user to conduct online searches on a wide range of topics.

NIJ sourcebooks bring order to the literature on topics in which no comprehensive or authoritative information source exists. Hypertext saves time for technicians who work in State and local crime laboratories by providing easy access to a previously fragmented subject area. It permits relatively inexperienced investigators to base their actions on all the information available on a topic.

NIJ has developed a hypertext sourcebook on firearms and plans to develop others on forensic serology, fingerprint identification, and trace evidence analysis.

Data Resources Program

As part of its effort to encourage research, NIJ established the Data Resources Program to ensure that data collected with NIJ funding are available to all researchers. This program ensures that researchers, professionals, administrators, and policymakers have easy access to large-scale data on major issues in criminal justice. By facilitating data sharing, the program offers many benefits:

- Promotes the economical use of scarce research resources.
- Divides the substantial costs of data collection and coding among multiple researchers and research projects.
- Permits the examination of issues not considered by the original investigators.
- Serves as a common basis for discussing criminal justice policy issues and refining original findings.

Secondary analysis of research data has long been a major component of NIJ's research program, and the Institute is a pioneer among Federal agencies in requiring that original data be documented and delivered upon project completion. The National Academy of Sciences has cited this policy as a model for other research funding agencies.

National Institute of Justice Awards for Fiscal Year 1991

Awards are listed alphabetically in each of the categories. 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.

Community-Based Programs

Anticipating and Combating Community Decay and Crime: A Comprehensive Analysis*

Urban Institute, 2100 M Street NW., Washington, DC 20037
Adele Harrell
\$156,207

Community Anti-Drug Initiatives: A National Assessment

Institute for Social Analysis, 201 North Union Street,
Suite 360, Alexandria, VA 22314
Janice Roehl
\$149,155

Current Practice in Designing Crime-Free Environments: Documentation and Synthesis*

University of Southern California Social Science Research
Institute, 1014 Childs Way Two, MCO 591,
Los Angeles, CA 90089
Marcus Felson
\$185,047

Developing a Practitioner's Guide to Security by Design*

AIA/ACSA Council on Architectural Research, 1735 New
York Avenue NW., Washington, DC 20006
Deane Evans
\$155,570

Security by Design: A Review and Synthesis*

Rutgers State University of New Jersey, Administrative
Services Building, Room 3, New Brunswick, NJ 08855
David Weisburd
\$155,159

Community-Oriented Policing and Law Enforcement Programs

Community-Policing Strategies: A Comprehensive Analysis*

Police Foundation, 1001 22nd Street NW., Suite 200,
Washington, DC 20037
Mary Ann Wycoff
\$246,345

Comprehensive Analysis of Community-Policing Strategies*

Police Executive Research Forum, 2300 M Street NW.,
Suite 910, Washington, DC 20037
John E. Eck
\$231,776

Evaluating New York City Police Departments: Model Precinct Program*

Police Foundation, 1001 22nd Street NW., Suite 200,
Washington, DC 20037
Antony Pate
\$125,202

Impact of Community Policing at the Street Level: An Observation Study

Pennsylvania State University Institute for Policy Research,
207 Old Main, State College, PA 16802
Stephen D. Mastrofski
\$213,225

Legal Authorities of Citizens, Community Groups, and Private Security

St. Louis University, 221 North Grand Boulevard,
St. Louis, MO 63103
Steven Puro
\$37,285

Police Killings: A Comprehensive Analysis*

Police Foundation, 1001 22nd Street NW., Suite 200,
Washington, DC 20037
Antony Pate
\$172,672

Police Use of Excessive Force

Police Executive Research Forum, 2300 M Street NW.,
Suite 910, Washington, DC 20037
William Geller
\$150,000

Police Use of Excessive Force

Police Foundation, 1001 22nd Street NW., Suite 200,
Washington, DC 20037
Antony Pate
\$250,000

Reanalysis of Minneapolis RECAP Experiment

Rutgers State University of New Jersey, Administrative
Services Building, Room 3, New Brunswick, NJ 08855
Michael E. Buerger
\$10,636

Search for a Definition of (Community) Policing

Joseph F. Ryan, Ph.D., New York City Police Department,
1 Police Plaza, New York, NY 10038
Joseph F. Ryan
\$136,660

What Works: Effective Initiatives in Urban Policing

U.S. Conference of Mayors, 1620 Eye Street NW.,
Washington, DC 20006
Laura Dekoven Waxman
\$150,404

Criminal Behavior Programs**Developmental Models of Young Adult Criminality**

Columbia University, Box 6, Central Mail Room,
New York, NY 10027
Ora Simcha-Fagan
\$38,832

**Domestic Terrorism: A National Assessment of State and
Local Law Preparedness**

RAND Corporation, 1700 Main Street, Santa Monica,
CA 90406
Bruce Hoffman
\$149,981

Estimation of the Termination Rate of Criminal Careers

Carnegie-Mellon University, Research Contracts Office,
Pittsburgh, PA 15213
Andrew Golub
\$11,000

**Panel on the Understanding and Control of Violent
Behavior**

National Academy of Sciences, 2101 Constitution Avenue
NW., Washington, DC 20418
Jeffrey Roth
\$84,000

**Program on Human Development and Criminal
Behavior***

Harvard University, 1350 Massachusetts Avenue,
Cambridge, MA 02138
Felton J. Earls
\$2,614,310

**Criminal Justice Technology and
Forensic Science****Cognitive Mapping and Temporal Sequencing of
Serial Rape•**

Federal Bureau of Investigation, Washington, DC 20530
Roland Reboussin
\$129,190

**Development of Methods and Standards for the Analysis
of Human Hair for Drug Abuse• (Supplemental)**

National Institute of Standards and Technology,
Gaithersburg, MD 20899
Michael Welch
\$223,000

**Experimental Comparison of Vascular Unloading and
Cardiographic Methods for the Detection of Deception•**

Federal Bureau of Investigation, Washington, DC 20530
John A. Podlesny
\$28,800

**Identification and Measurement of Carbon Monoxide
and Inorganic Cyanide**

University of Washington, 3917 University Way NE.,
Seattle, WA 98195
Barry Kerr Logan
\$41,548

**Multianalytical Technique Approach to the Dating of
Writing**

University of Illinois-Chicago, P.O. Box 6998, Office of
Grants and Contracts 551, Chicago, IL 60680
Ian R. Tebbett
\$42,955

Narrow-Band Light Source for Fluorescent Photography of Patterned Injuries on Skin

Louisiana State University Medical Center, Dentistry,
1100 Florida Avenue, Box 140, New Orleans, LA 70119
Robert E. Barsley
\$18,345

NSA/NIJ Dissemination Project for NIJ Technology and Jail Industries Development Programs

National Sheriffs' Association, 1450 Duke Street,
Alexandria, VA 22314
Charles B. Meeks
\$152,340

Technology Assessment Program Information Center*

Aspen Systems Corporation, 1600 Research Boulevard,
Rockville, MD 20850
Candace McIlhenny
\$457,017

Drug Enforcement

Assessing the Need for Treatment: Developing a Model for Policy

St. Louis, Missouri, Board of Police, 1200 Clark Street,
St. Louis, MO 63103
Scott H. Decker
\$14,300

Changes in Criminal Careers of Drug Offenders*

Carnegie-Mellon University, Research Contracts Office,
Pittsburgh, PA 15213
Jacqueline Cohen
\$187,297

Drug Treatment Within the Criminal Justice System: A Comprehensive Analysis*

Public Health Foundation of Los Angeles County, Inc.,
13200 Crossroads Parkway North, Suite 135, City of Industry, CA 91746
M. Douglas Anglin
\$249,629

Hartford Drug Market Analysis Program*

Hartford Police Department, 50 Jennings Road,
Hartford, CT 06120
James Donnelly
\$201,801

Jersey City Drug Market Analysis Program*

Jersey City Police Department, 280 Grove Street,
Jersey City, NJ 07302
Frank Gajewski
\$346,794

Kansas City Drug Market Analysis Program: Dragnet Phase II*

Kansas City Police Department, 1125 Locust Street,
Kansas City, MO 64106
Dennis Shreve
\$399,990

Pittsburgh Drug Market Analysis Program, Phase II*

Pittsburgh Department of Public Safety, 1600 West Carson Street, Pittsburgh, PA 15219
Earl Buford
\$337,489

Drug Testing

Drug Testing for Youthful Offenders on Parole: An Experimental Study*

California Youth Authority, 4241 Williamsborough Drive,
Sacramento, CA 95823
Rudy Haapanen
\$377,689

Hair Analysis for Drugs of Abuse

University of California-Davis, Accounting Office,
Extramural Funds, Davis, CA 95616
Gary Henderson
\$345,154

Drug Use Forecasting (DUF)

Analysis of Statewide DUF Data Collected From Illinois Arrestees

TASC, Inc., of Illinois, 1500 North Halsted, Chicago, IL 60622
Melody Heaps
\$24,373

Demonstrating the Use of DUF Findings: Portland, Oregon, and Denver, Colorado*

LINC, P.O. Box 406, Lincoln, MA 01773
Marcia R. Chaiken
\$195,658

Drug Use Forecasting: Atlanta, Georgia• (Supplemental)
City of Atlanta, Office of Corrections, 236 Peachtree Street
SW., Atlanta, GA 30303
Thomas Pocock
\$25,320

Drug Use Forecasting: Birmingham, Alabama• (Supplemental)
City of Birmingham, Finance Department, 3015 Seventh
Avenue South, Birmingham, AL 35203
Foster Cook
\$119,384

Drug Use Forecasting: Chicago, Illinois• (Supplemental)
TASC, Inc., of Illinois, 1500 North Halsted, Chicago,
IL 60622
Melody Heaps
\$155,241

Drug Use Forecasting: Cleveland, Ohio• (Supplemental)
Cleveland Department of Public Safety, 501 Lakeside
Avenue, Room 230 City Hall, Cleveland, OH 44114
Mitchell Brown
\$124,068

Drug Use Forecasting: Denver, Colorado• (Adult and Juvenile Programs) (Adult Program Supplemental)
County Division of Criminal Justice, 700 Kipling Street,
Suite 1000, Denver, CO 80215
Mary Mande
\$117,641

Drug Use Forecasting: Fort Lauderdale, Florida• (Supplemental)
Broward County Sheriff's Office, 2600 SW. Fourth Avenue,
Fort Lauderdale, FL 33315
Bruce Hamersley
\$122,364

Drug Use Forecasting: Houston, Texas• (Supplemental)
Houston-Galveston Area Council, P.O. Box 22777,
Houston, TX 77227
Margie Quince
\$107,210

Drug Use Forecasting: Kansas City, Missouri• (Supplemental)
Kansas City Missouri Police Department, 1125 Locust
Street, Kansas City, MO 64106
David Bremson
\$94,813

Drug Use Forecasting: Los Angeles, California•
Public Health Foundation of Los Angeles County, Inc.,
13200 Crossroads Parkway North, Suite 135, City of
Industry, CA 91746
Gayle Chapman
\$172,612

Drug Use Forecasting: Miami, Florida• (Supplemental)
Metropolitan Dade County, 111 NW. First Street,
Suite 2620, Miami, FL 33128
Martha Lide
\$79,540

Drug Use Forecasting: New Orleans, Louisiana• (Supplemental)
Office of the Orleans Parish, Sheriff's Office, 2800 Gravier
Street, New Orleans, LA 70119
Peggy Sullivan
\$41,760

Drug Use Forecasting: New York•
New York Division of Criminal Justice Services, Executive
Park Tower, Albany, NY 12203
Bruce Johnson
\$145,014

Drug Use Forecasting: Philadelphia, Pennsylvania•
Philadelphia District Attorney's Office, 1421 Arch Street,
Philadelphia, PA 19102
Willie Williams
\$123,654

Drug Use Forecasting: Phoenix, Arizona• (Supplemental)
TASC, Inc., of Arizona, 2234 North Seventh Street,
Phoenix, AZ 85006
Barbara Zugor
\$66,011

Drug Use Forecasting: Portland, Oregon• (Supplemental)
TASC, Inc., of Oregon, 1727 NE. 13th Street, Room 202,
Portland, OR 97212
Linda Tyon
\$79,496

Drug Use Forecasting: San Antonio, Texas• (Supplemental)
San Antonio Police Department, 214 West Nueva,
San Antonio, TX 78207
Dale Jacobs
\$97,839

**Drug Use Forecasting: San Diego, California•
(Supplemental)**

San Diego Association of Governments, 401 B Street,
Suite 800, San Diego, CA 92101
Susan Pennell
\$72,287

**Drug Use Forecasting: San Jose, California•
(Supplemental)**

Santa Clara County Executive, 70 West Hedding,
11th Floor, San Jose, CA 95110
Trudy Kilian
\$182,032

DUF-Related Research

Task Force on Violent Crime, 300 Rockefeller Building,
614 Superior, Cleveland, OH 44113
Michael L. Walker
\$15,532

Expanding the Applications of DUF Data

Urban Institute, 2100 M Street NW., Washington, DC 20037
Adele Harrell
\$84,144

**Expanding the Applications of DUF Data in
New York City***

Narcotic and Drug Research, Inc., 251 New Karner Road,
Albany, NY 12205
Mokkerum Hossain
\$184,367

**Laboratory Analysis of Approximately 42,000 Urine
Specimens+**

PharmChem Laboratories, Inc., 3925 Bohannon Drive,
Menlo Park, CA 94025
Keith W. Patten
\$313,602

**Maximizing Use of DUF Results for Planning and
Policymaking**

San Diego Association of Governments, 401 B Street,
Suite 800, San Diego, CA 92101
Susan Pennell
\$30,165

**Prostitution and Cocaine: Analysis and Extension of
DUF Data**

Cleveland State University, Department of Sociology,
Cleveland, OH 44115
Thomas E. Feucht
\$10,240

Evaluation

Anti-Drug Abuse Act of 1988: A Program Assessment

RAND Corporation, 1700 Main Street, Santa Monica,
CA 90406
Terry Dunworth
\$499,990

**Anti-Drug Initiatives in Small Cities and Towns:
Program Assessment***

Southern Illinois University, General Accounting,
Carbondale, IL 62901
James Garofalo
\$147,492

**Baltimore County Police Department's Community-
Oriented Drug Enforcement Program• (Supplemental)**

University of Baltimore, 1304 St. Paul Street, Baltimore,
MD 21202
Larry Thomas
\$72,226

**Boot Camp, Drug Treatment, and Aftercare:
An Evaluation Review***

Southern Illinois University, General Accounting,
Carbondale, IL 62901
Ernest Cowles
\$49,820

**Community Effects of Street-Level Narcotics
Enforcement**

Vera Institute of Justice, 377 Broadway, New York,
NY 10013
Susan Sadd
\$150,000

**1991 Conference on Evaluating Drug Control
Initiatives***

Justice Research and Statistics Association, 444 North
Capitol Street, Washington, DC 20001
Joan C. Weiss
\$272,980

**Drug Testing Throughout the Criminal Justice System:
An Intensive Impact Evaluation***

Botec Analysis Corporation, 1698 Massachusetts Avenue,
Cambridge, MA 02138
David P. Cavanagh
\$199,997

Emerging Drug Enforcement Tactics: A Program Assessment

Police Executive Research Forum, 2300 M Street NW.,
Suite 910, Washington, DC 20037
Deborah Weisel
\$99,749

Evaluation of Drug Offender Treatment in Local Corrections*

National Council on Crime and Delinquency, 685 Market
Street, Suite 620, San Francisco, CA 94105
James Austin
\$346,020

Evaluation of the Application of DNA Technology in Forensic Science

National Academy of Sciences, 2101 Constitution Avenue
NW., Washington, DC 20418
Oskar Zaborsky
\$25,000

Experimental Evaluation of Drug Testing and Interventions*

RAND Corporation, 1700 Main Street, Santa Monica,
CA 90406
Peter Greenwood
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Implementation and Impacts of Innovative Neighborhood Policing

Vera Institute of Justice, 377 Broadway, New York,
NY 10013
Sally T. Hillsman
\$399,920

Improving the Court Response to Drug Cases: A Program Assessment

National Center for State Courts, 300 Newport Avenue,
Williamsburg, VA 23187
Thomas A. Henderson
\$150,806

Innovative Neighborhood Policing in Rural Areas*

Queues Enforth Development, 432 Columbia Street,
Cambridge, MA 02141
Richard Larson
\$400,000

Multiagency Approach to Drug and Gang Enforcement
San Diego Association of Governments, 401 B Street,
Suite 800, San Diego, CA 92101

Susan Pennell
\$177,294

Past and Future Directions of the Drug Abuse Resistance Education (DARE) Program*

Research Triangle Institute, 3040 Cornwallis Road,
Durham, NC 27709
Christopher Ringwalt
\$300,000

Postoccupancy Evaluation of Correctional Facilities

Carole Knapel, 15 Pinkney Street, Annapolis, MD 21401
Carole Knapel
\$212,761

Prosecuting Complex Drug Cases: A Program Assessment*

Jefferson Institute, 1910 K Street NW., Suite 601,
Washington, DC 20006
Joan E. Jacoby
\$144,348

Prosecution of Drug Cases: A National Assessment

American Prosecutors Research Institute, 1033 North
Fairfax Street, Suite 200, Alexandria, VA 22314
James C. Shine
\$149,659

Sentencing Practices for Drug Offenders: A National Assessment

Lazar Institute, 6726 Lucy Lane, McLean, VA 22101
Raymond Milkman
\$148,827

Structured Fines: An Impact Evaluation

RAND Corporation, 1700 Main Street, Santa Monica,
CA 90406
Joan Petersilia
\$299,942

Study of Less-Than-Lethal-Force Weapons*

Institute for Law and Justice, Inc., 1018 Duke Street,
Alexandria, VA 22314
Frank J. Leahy
\$149,828

Weed and Seed in Kansas City: Evaluation Design for a Multiagency Crackdown on Drugs*

University of Maryland, 3121 Blair Lee Building,
Room 2103, College Park, MD 20742
Lawrence Sherman
\$197,640

Gangs and Violence

Criminal Behavior of Gangs*

Ohio State University Research Foundation, 1960 Kenny
Road, Columbus, OH 43210
C. Ronald Huff
\$228,001

Gangs in Correctional Facilities: A National Assessment

American Correctional Association, 8025 Laurel Lakes
Court, Laurel, MD 20707
Dennis G. Baugh
\$148,621

Impact of Gang Migration: Developing Effective Responses*

University of Southern California Social Science Research
Institute, 1014 Childs Way Two, MCO 591, Los Angeles,
CA 90089
Cheryl Maxson
\$249,999

National Assessment of Law Enforcement Anti-Gang Information*

West Virginia University Research Corporation,
Department of Sociology, 213 Glenlock Hall,
Morgantown, WV 26505
G. David Curry
\$141,988

National Conference on Youth Gangs and Violent Juvenile Crime

National Criminal Justice Association, 444 North Capitol
Street NW., Washington, DC 20001
Gwen Holden
\$18,000

Patterns of Organized Crime in Asian Businesses

Rutgers University of New Jersey, P.O. Box 1089,
New Brunswick, NJ 08855
Jeffrey Fagan
\$125,000

Street Gangs and Drug Sales*

University of Southern California Social Science Research
Institute, 1014 Childs Way Two, MCO 591, Los Angeles,
CA 90089
Malcolm Klein
\$179,531

Corrections and Intermediate Sanctions

Adult Local Detention Facilities Project

American Correctional Association, 8025 Laurel Lakes
Court, Laurel, MD 20707
Jeffrey Washington
\$182,097

Boot Camps for Juvenile Offenders: Constructive Intervention*

Rutgers State University of New Jersey, Administrative
Services Building, Room 3, New Brunswick, NJ 08855
Jackson Toby
\$234,015

Inmate Assaults on Correctional Officers in California Prisons*

California Department of Corrections, P.O. Box 942883,
Sacramento, CA 94283
Robert Dickover
\$24,500

Intermediate Sanctions and Corrections: An NIJ Policy Guidance Method

State Board of Pardon and Parole, 2 Martin Luther King
Drive, Fifth Floor, E Tower, Atlanta GA, 30334
William D. Kelly
\$201,176

Jail Industries Technical Assistance

National Institute of Corrections, 320 First Street NW.,
Washington, DC 20534
M. Wayne Huggins
\$50,000

Prevention and Education

AIDS/HIV Education in Lockup and Booking Facilities: Phase II

Abt Associates, Inc., 55 Wheeler Street, Cambridge,
MA 02138
Michael Gross
\$1,000,000

Dissemination of SMART Program*

Anaheim Union High School District, 501 Crescent Way,
Anaheim, CA 92803
Leroy L. Kellogg
\$80,000

Electronic Benefit Transfer Pilot Project, Phase II*

Abt Associates, Inc., 55 Wheeler Street, Cambridge,
MA 02138
Joan Mullen
\$48,000

Prevalence of Drug Abuse and Addiction in South Carolina Black Communities

University of South Carolina, 516 1/2 South Main Street,
Columbia, SC 29208
Andrew J. Chishom
\$50,580

SMART Program, Phase II: Model Dissemination to Urban School Districts*

Robert W. Long, 3770 Torrey Pines Boulevard, Sarasota,
FL 34238
Robert W. Long
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Prosecution and Adjudication

Assessing the Impact of Dade County Drug Court on Drug-Related Felons*

State Justice Institute, 120 South Fairfax Street, Alexandria,
VA 22314
Richard Vanduizend
\$114,172

Chemical Action Task Force*

U.S. Department of State, Washington, DC 20530
Dennis Linskey
\$70,000

Development and Dissemination of a Model Drug Precursor Act*

American Prosecutors Research Institute, 1033 North
Fairfax Street, Suite 200, Alexandria, VA 22314
Don Rebovich
\$18,378

Environmental Crime Prosecution

American Prosecutors Research Institute, 1033 North
Fairfax Street, Suite 200, Alexandria, VA 22314
James C. Shine
\$207,550

Management of Probation Case Loads for Drug Offenders: A National Assessment*

National Council on Crime and Delinquency, 685 Market
Street, Suite 620, San Francisco, CA 94105
Christopher Baird
\$149,957

Money Laundering: A National Assessment*

Police Executive Research Forum, 2300 M Street NW.,
Suite 910, Washington, DC 20037
Clifford Karchmer
\$149,482

New Model for Organized Crime Control in Public Schools

Harvard University, 1350 Massachusetts Avenue, Holyoke
Center 466, Cambridge, MA 02138
Mark Moore
\$56,547

Prosecuting Gang Crime: A National Assessment*

Institute for Law and Justice, Inc., 1018 Duke Street,
Alexandria, VA 22314
Thomas J. McEwen
\$140,000

Securities Fraud: A National Assessment*

Indiana University, Poplars Building, Bloomington,
IN 47402
Kip Schlegal
\$145,796

Victims

Determinants of Fear-Induced School Avoidance Behaviors

Research Triangle Institute, 3040 Cornwallis Road, Durham, NC 27709

Christopher Ringwalt
\$49,988

Perceived and Actual Risks of School-Related Victimization

Rutgers State University of New Jersey, Administrative Services Building, Room 3, New Brunswick, NJ 08855

Jackson Toby
\$49,978

School Environment and School Crime: Causes and Consequences

Bowling Green State University, Grants Office, Room 319, Administration Building, Bowling Green, OH 43403

Stephen P. Lab
\$48,814

Sexual Assault Evidence: National Assessment and Guidebook

University of New Haven, Division of Criminal Justice, 300 Orange Avenue, West Haven, CT 06516

R.E. Gaensslen
\$74,816

Research Applications, Conferences, and Technical Support

1991 Administration of Justice Seminar

Brookings Institution, 1775 Massachusetts Avenue NW., Washington, DC 20036

Warren I. Cikins
\$20,000

Data Resources Program of NIJ+

Sociometrics Corporation, 170 State Street, Suite 260, Los Altos, CA 94022

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Aspen Systems Corporation, 1600 Research Boulevard, Rockville, MD 20850

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Charlotte Reid
\$761,277

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Corrections

Construction Options: A California Case Study
(Construction Bulletin)
Florida Community Control Program (Evaluation Bulletin)
Making Jails Productive (Research in Brief)
Making the Offender Foot the Bill: A Texas Program
(Program Focus)

Courts

Alternative Sentencing: Selling It to the Public
(Research in Action)
Day Fines in American Courts: The Staten Island and Milwaukee Experiments (Issues and Practices)
Expedited Drug Case Management Programs: Issues for Program Development (Evaluation Bulletin)
Local Prosecutors and Corporate Crime (Research in Brief)
Priority Prosecution of High-Rate Dangerous Offenders
(Research in Action)
State Computer Crime Statutes (Research in Action)
Staten Island Day-Fines Project (Research in Brief)

Drugs

A Comparison of Urinalysis Technologies for Drug Testing in Criminal Justice (Research Report)
Drug Use Forecasting, Second Quarter 1991
(Research in Brief)

Drug Use Forecasting, First Quarter 1991
(Research in Action)
Drug Use Forecasting, Fourth Quarter 1990
(Research in Action)
Drug Use Forecasting, Second Quarter 1990
(Research in Action)
Drug Use Forecasting: Annual Report 1990
Guidelines for State Monitoring Under the Drug Control Formula Grant Program (Research Report)
International Money Laundering: Research and Investigation Join Forces (Research in Brief)
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State Strategic Planning Under the Drug Formula Grant Program (Research Report)
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Evaluation

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Report From the States on What Works at the State and Local Levels: A Compendium of Assessment and Evaluation Results (Evaluation Report)
Searching for Answers: Annual Evaluation Report on Drugs and Crime: 1991
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