

142413

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



# NATIONAL INSTITUTE OF JUSTICE

*Research in Action*

142413

U.S. Department of Justice  
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

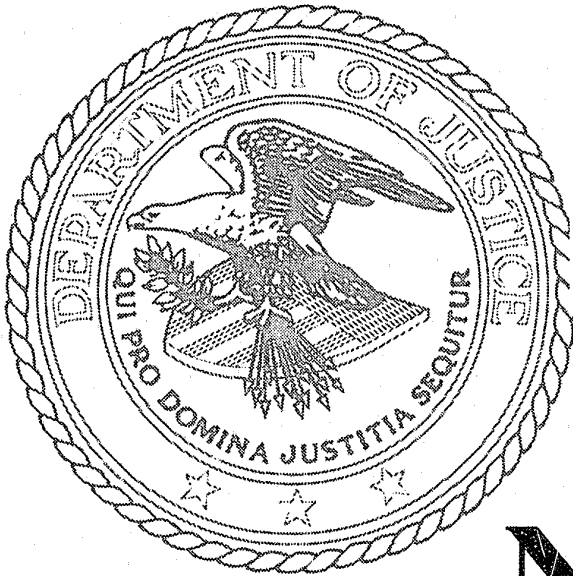
Permission to reproduce this material has been granted by

Public Domain/OJP/NIJ

U.S. Department of Justice

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the owner.



# NIJ Programs & Services

142413

*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.*

NCJ 142413

## About NIJ

The National Institute of Justice .....	1
Research and Evaluation: The National Institute of Justice Program Plan .....	3
Evaluating Programs .....	5
Communicating NIJ Results .....	7

## NIJ Services

National Criminal Justice Reference Service .....	9
NCJRS International .....	11
The Construction Information Exchange .....	13
The NCJRS Electronic Bulletin Board .....	15

## NIJ Programs

Initiative on Community Policing .....	17
Research on Gangs .....	19
The Program on Human Development and Criminal Behavior .....	21
Drug Use Forecasting Program .....	23
Drug Market Analysis .....	25
Initiative on the Americans with Disabilities Act .....	27
Security by Design .....	29
The Technology Assessment Program .....	31
DNA Technology Development .....	33
The Data Resources Program .....	35
<i>NIJ's National Assessment Program</i> .....	37
Survey of Law Enforcement Agencies .....	39
Survey of Prosecutors .....	41
Survey of Superior Court Judges and Trial Court Administrators .....	43
Survey of Jail Managers .....	45
Survey of Probation and Parole Agencies .....	47

---

# The National Institute of Justice

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

The Institute carries out a wide range of programs that fulfill the mandate of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, and the Anti-Drug Abuse Act of 1988. The Institute:

- *Supports research and development programs* and special projects that will improve and strengthen the criminal justice system and reduce or prevent crime.
- *Conducts national demonstration projects* that employ innovative or promising approaches for improving criminal justice.
- *Develops new technologies* to fight crime and improve criminal justice.
- *Evaluates the effectiveness of criminal justice programs* and identifies programs that promise to be successful if continued or repeated.
- *Recommends actions* that can be taken by Federal, State, and local governments, and private organizations to improve criminal justice.
- *Develops new methods of crime prevention* and reduction of crime and delinquency.

## Fulfilling the mandate

The National Institute of Justice supports the Nation's justice system by:

- Providing Federal, State, and local agencies with reports and information from research, demonstrations, evaluations, and special projects.
- Serving as the domestic and international clearinghouse of justice information for Federal, State, and local government.
- Offering training and technical assistance to justice officials on innovations developed through Institute programs.

## Accomplishments and contributions

The National Institute of Justice has a long history of accomplishments and contributions to American criminal justice.

### Research

- Basic research on career criminals and their impact on crime rates has led to special units that focus on the arrest, prosecution, and conviction of high-rate offenders.
- Research and demonstration of community policing has helped police, citizens, and community organizations forge cooperative efforts to control crime and the fear of crime.

### Science and technology

- Research and development that resulted in lightweight police body armor has meant the difference between life and death to hundreds of police officers.
- Pioneering scientific advances, such as the application of DNA analysis, to identify suspects and eliminate the innocent from suspicion.
- The first research and testing program for dogs resulted in the establishment of K-9 units that are employed to detect drugs and explosives at airports and in major cities.

### Evaluation

- NIJ has evaluated innovative drug control programs to determine what works, including community anti-drug initiatives, multijurisdictional task forces, and drug testing.
- The evaluation of new approaches to holding offenders accountable for their crimes has led to such programs as boot camp prisons, youth challenge camps, intensive community supervision, specialized probation, and prison work release.

### Demonstration projects

- NIJ's innovative Drug Market Analysis program, operating in five major cities, integrates police operations, computer technology, and evaluation into a single demonstration project to show what works in controlling the problem of street-level drug trafficking.

- NIJ's Drug Use Forecasting program combines voluntary urinalysis and information obtained in interviews to provide a look at drug use among arrestees in 24 locations nationwide.

### Training and technical assistance

- The world's largest criminal justice information clearing-house, NIJ's National Criminal Justice Reference Service (NCJRS), possesses a data base of more than 120,000 books, reports, and articles. NCJRS is a resource used by State and local officials across the Nation and by criminal justice agencies in foreign countries.
- A corrections information-sharing system enables State and local officials to exchange more efficient and cost-effective concepts and techniques for planning, financing, and constructing new prisons and jails.
- Technical assistance programs offer direct services to State and local governments for implementing and improving criminal justice policies and procedures.
- Numerous conference series inform criminal justice professionals of promising new techniques and allow them to share their knowledge of the field.

### Research and evaluation

NIJ's annual Program Plan solicits research proposals on the most significant problems and issues in criminal justice. The Plan outlines NIJ research priorities, details the categories for funding, and describes the suitable research approaches.

NIJ's Plan also outlines a systematic program of evaluation studies for funding. In addition to providing a balanced series of programs and subjects for evaluation, the Plan presents specialized evaluation designs appropriate for a wide range of topics.

NIJ's demonstration efforts, including such projects as drug use forecasting, are also described in the Plan. In 1993 NIJ's research, evaluation, and demonstration efforts are linked in a comprehensive plan with long-range goals that concentrate NIJ's resources on issues of priority to the Nation's criminal justice system.

Thus, NIJ provides State and local criminal justice officials with the most current information available about what works and why and puts practical information into their hands for the fight to prevent and control drug use and crime.

Guided by the priorities of the Department of Justice, the Institute actively solicits the views of criminal justice professionals so that NIJ initiatives will continue to meet those needs. Dedicated to assisting Federal, State, and local criminal justice agencies, the National Institute of Justice will continue to search for answers in the Nation's war against drugs and crime.

### To learn more

For more information about the National Institute of Justice, NCJRS, or NCJRS International, call 800-851-3420 or write National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.

# Research and Evaluation: The National Institute of Justice Program Plan

As the research and development agency of the U.S. Department of Justice, the National Institute of Justice is authorized to:

- Sponsor research and development to improve and strengthen the Nation's system of justice with a balanced program of basic and applied research.
- Evaluate the effectiveness of justice improvement and identify programs that merit application elsewhere.
- Support technological advances applicable to criminal justice.
- Test and demonstrate new and improved approaches to strengthen the justice system.
- Disseminate information from research, development, demonstrations, and evaluations.

Each year NIJ publishes its Program Plan, outlining the research, evaluation, and demonstration projects it intends to support in the current fiscal year to fill its mandate. The breadth of NIJ's mandate means that many problems of crime and criminal justice are brought to the Institute's attention. Law enforcement and criminal justice practitioners seek assistance in designing and carrying out more effective programs. Criminologists, forensic and social scientists, practitioners, and evaluation specialists carry out many projects intended to enlarge the understanding of the causes of crime and advance the implementation of law enforcement and criminal justice goals.

## Six strategic long-range goals

Because critical issues emerge and change quite frequently, knowledge to guide and implement criminal justice policies and programs on any particular issue accumulates slowly. Thus, NIJ has selected several long-range goals to guide its Program Plan. Through this broad strategic program, the Institute designs and supports research, evaluation, demonstration, and training projects to understand, prevent, and control crime and the harm it causes in communities nationwide.

NIJ's six long-range goals are:

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

## Peer review

The Program Plan solicits research and evaluation proposals for projects that will help meet the Institute's goals. After responses to these solicitations are received, the Institute selects a review panel of criminal justice professionals and researchers. The panel members read each proposal and meet to evaluate:

- The impact of the project.
- The feasibility of the approach.
- The originality of the approach.
- The economy of the approach.

The panel's assessment of each submission is forwarded to the Director of the Institute.

## Ongoing programs for FY 1992 Drug Use Forecasting program

NIJ's Drug Use Forecasting (DUF) program, which provides information for estimating and monitoring drug use trends among those arrested and charged with criminal behavior, has been singled out by the Office of National Drug Control Policy as one of the leading indicators of criminal drug use in the Nation. DUF, which tests urine samples from arrestee volunteers in 24 sites, provides quarterly and annual information to the criminal justice community.

## Technology Assessment Program

The Institute's Technology Assessment Program was developed to help criminal justice agencies make informed decisions in selecting equipment and making purchases. The program develops minimum performance standards for products ranging from low-cost items such as batteries to big ticket purchases such as state-of-the-art communications equipment. The results of NIJ's product testing are distributed throughout the criminal justice community.

*NIJ also sponsors other programs that encourage and support creative new research and evaluation efforts. Some of these programs are:*

### Program on Human Development and Criminal Behavior

This program is designed to advance knowledge of the relationship among individual traits, family and school environments, and community characteristics as they contribute to the development of criminal behavior. It is jointly funded by the National Institute of Justice and the John D. and Catherine T. MacArthur Foundation. During its 5-year development and design phase, the program has produced methodology for an accelerated longitudinal design and exhaustive reviews of the literature. It has also performed pilot studies on the level and impact of fathers' involvement with preschool children; psychological measures appropriate to the different age groups in the study; measurement of health-related influences on aggression; relationships between gender and crime; attitudes toward deviance between ages 11 and 18; and use of social services among adolescents and their parents.

### Stalking Initiative

As attention focuses on the threat of violence posed by stalkers, who often target women, NIJ has begun to develop a model State antistalking code. The project provides for a consortium of organizations representing State and local governments, criminal justice agencies, and victims rights groups to examine existing antistalking codes, case law and other relevant laws and practice, and to develop a model law that is constitutional and enforceable. The project is coordinated by the National Criminal Justice Association.

### Visiting Fellowship Program

The Visiting Fellowship Program offers experienced, knowledgeable criminal justice professionals and researchers an opportunity to carry out independent research on policy-relevant issues in criminal justice. This national program of

criminal justice research is directed at meeting the needs of Federal, State, and local agencies. Visiting fellows are selected through a competitive process and work 6 to 18 months at NIJ where they have access to the broad range of Institute resources and can share their insights and experiences with NIJ staff.

### Professional Conference Series

The Professional Conference Series promotes information exchange among justice officials and researchers through conferences, workshops, and seminars. Topics for development are based on the needs of the field, the findings of the National Assessment Program (see below), results from NIJ research and development projects, and consultations with major criminal justice organizations.

### National Assessment Program

The National Assessment Program (NAP) supports a triennial national survey of criminal justice professionals to ensure that their needs and priorities are included in the Institute's research agenda. The NAP survey is a primary means of identifying key needs and problems in State and local criminal justice systems and maintaining a dialog with justice executives and managers.

### Research Applications Program

The Research Applications Program helps criminal justice officials assess whether emerging policies and programs are useful and appropriate for their own jurisdictions. It also examines emerging problems or practices on which there has been little or no research or experience. The results are documented in easy-to-read summaries and manuals. Researchers and professionals from a variety of criminal justice fields act as advisers, reviewers, and project investigators to ensure that the studies meet pressing justice needs.

### Data Resources Program

The Data Resources Program supports the production of fully documented, machine-readable NIJ-supported criminal justice research data sets, made available for subsequent analysis through a public data archive. The program obtains research documentation from NIJ-sponsored projects and promotes access to and use of these data.

### For more information

For more information about any of NIJ's programs or to obtain copies of the NIJ Program Plan, call 800-851-3420 or write to the National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.

## Evaluating Programs

Congress has directed the National Institute of Justice to conduct evaluation studies critical to the criminal justice system. To this end, NIJ has developed a comprehensive program focusing on projects that succeed in preventing and controlling crime and disorder. This systematic approach seeks to document promising programs for replication while ensuring that those with little success are not repeated.

NIJ measures the impact of a wide variety of programs to control crime and drugs, finding out what works and why, and sharing that information with State and local agencies. NIJ places special emphasis on drug control projects supported by the Bureau of Justice Assistance (BJA).

### Background

A broad array of anti-drug programs are conducted across the Nation, many supported with Federal assistance to States and localities. Through these efforts, the Federal Government joins with State and local officials to fight drugs and crime in our society. NIJ's role in evaluation dates back to the 1968 Omnibus Crime Control and Safe Streets Act. Twenty years later, Congress included in the Anti-Drug Abuse Act of 1988 specific provisions directing NIJ to evaluate drug control programs financed by BJA.

Since 1989, NIJ has awarded more than \$15.5 million for evaluations of State and local anti-drug programs, with funding support from BJA. These have included evaluations of police crackdowns, community policing, new court practices, promising approaches to monitoring and controlling the behavior of convicted offenders (such as adult and juvenile boot camps), gang intervention efforts, violence prevention programs, drug treatment programs in local corrections facilities and aftercare programs, and other programs of importance to the criminal justice community. The Institute requires that researchers employ methods and develop approaches that produce practical results in a timely manner so that State and local policy can move in productive directions.

### Ongoing Programs

NIJ's evaluation program enhances knowledge of what works to prevent and control crime, disorder, and drug abuse. Results that assist criminal justice professionals and policymakers can

come from program assessments; process evaluations; impact evaluations; and evaluation reviews of programs, literature, and data.

Areas of particular interest in the current year include evaluations of the gang prevention programs, sanctions for gang youth, drug enforcement activities, drug treatment programs, the effectiveness of drug treatment, school-based crime prevention programs, crime prevention programs in public housing, community policing, intensive prosecution and adjudication programs, corrections and intermediate sanctions, criminal justice training assessments, and State evaluation capacity building.

### National evaluation conference

NIJ and BJA annually cosponsor an evaluation conference in Washington, D.C. In 1992, the conference attracted more than 500 Federal, State, and local participants. This annual gathering presents findings from evaluations sponsored at all levels of government, including work in progress on current programs. It also presents special workshops on evaluation topics and new program concepts.

Panel sessions span the priority concerns of the criminal justice system, ranging from community-based anti-drug initiatives and law enforcement tactics to new court programs and intermediate sanctions, drug treatment, and corrections programs. The conference enables administrators of Federal and State grant programs, professionals in State and local operations, and researchers to explore first hand the practical implications of evaluation results.

### Building evaluation capabilities

In 1993, NIJ's Evaluation Division is concentrating on helping State and local jurisdictions develop the resources to conduct their own evaluations. NIJ has already taken several steps to improve the evaluation capacity of the States. With the assistance of BJA, NIJ has conducted a needs assessment in several States. Interviews with administrators and evaluators documented their experiences with program evaluations and revealed expectations about the process. In addition, panel discussions at NIJ's 1992 National Drug Evaluation Conference and a focus meeting with State criminal justice planning agencies emphasized the uses of evaluation findings.

In 1993, the Institute is developing a program in State evaluation capacity building which includes a series of coordinated



State-based evaluations, NIJ technical assistance to State and local agencies on the evaluation process, and a coordinated approach to State and local evaluation efforts. The goals of the coordinated State-based evaluations are:

- To develop State and local evaluation capacities that can be sustained.
- To help State and local criminal justice agencies conduct process and impact evaluations of their programs.
- To incorporate the findings of national and State evaluations into State-level planning efforts.
- To improve drug and violence control efforts by sharing lessons learned from the evaluation process.

## New Evaluations in 1993

**Gang Prevention Programs.** This evaluation of comprehensive gang prevention programs for at-risk youth complements the evaluation of comprehensive gang intervention programs funded in FY 1992.

**Sanctions for Gang Youths.** This evaluation of community-based or institutional programs for gang youths is examining the effectiveness of programs, with an emphasis on whether and how sanctioning strategies for gang youths may or may not differ from sanctioning strategies for delinquent youths generally.

**Drug Enforcement Activities.** This evaluation is exploring ways that the development of community services helps communities eradicate drug trafficking. Police officers' involvement in these community efforts and its impact on the drug problem are areas of interest.

**Drug Treatment Programs.** This effort is evaluating program approaches to substance abuse treatment in State and local correctional facilities.

**Effects of Drug Treatment.** This evaluation is concentrating on the appropriate quality and duration of drug treatment for criminal justice clients.

**School-Based Crime Prevention Programs.** This impact evaluation focuses on crime and violence prevention programs in public schools, with an emphasis on programs that involve joint participation by schools, communities, and the criminal justice system.

**Crime Prevention Programs in Public Housing.** NIJ is assessing the merits of programs that include the criminal justice system, public housing authorities, and residents of public housing in preventing drug abuse and crime.

**Community Policing.** Suggested topics for process and implementation evaluations in this area include aggressive patrolling and conflict resolution.

### **Intensive Prosecution and Adjudication Programs.**

These evaluations focus on prosecutorial and court programs that assist the courts in coping with increased caseloads. NIJ is also evaluating emerging prosecutorial and court programs.

**Corrections and Intermediate Sanctions.** NIJ is supporting an impact evaluation of an integrated treatment and rehabilitation program for ex-offenders in 1993. This program is being developed by NIJ in conjunction with the Center on Addiction and Substance Abuse (CASA) at Columbia University. Additional process and impact evaluations are examining intermediate sanctions programs.

**Criminal Justice Training Assessments.** New model training programs developed for use in the basic or preliminary training of police personnel; prosecutors and public defenders; judges and other court staff; and corrections, probation, and parole officials are being assessed this year.

## For more information

To learn more about the National Institute of Justice Evaluation Program, contact NIJ/NCJRS, Box 6000, Rockville, MD 20850 or call 800-851-3420; or write Winifred Reed, Acting Director, Evaluation Division, National Institute of Justice, 633 Indiana Avenue NW., Washington, D.C. 20531.

## Communicating NIJ Results

Criminal justice professionals on the front lines need the best available information to control drugs and crime. NIJ priorities are shaped by continuing dialog with law enforcement and justice officials regarding their most critical information needs.

NIJ communicates results and innovations gained from its research, development, and evaluation efforts to those who can put it to active use. To accomplish this, NIJ publishes a wide-ranging series of reports, bulletins, and videos.

Subjects covered are vital to progress in anticrime efforts:

- What programs are working to reduce drug use and crime? Can they be adapted for other cities and towns?
- What are the drug use trends among arrestees?
- How can boot camps work most effectively?
- How can law enforcement build partnerships with the community to combat crime?
- Are police and prosecutor procedures adequate for properly handling child victims?
- Can drug testing of offenders help them stay off drugs and avoid crime?

NIJ's responses to those and other questions confronting criminal justice are shared in a variety of formats. For example:

- The *National Institute of Justice Program Plan* describes NIJ's priorities for funding research and evaluation during a fiscal year and provides an overview of the full range of NIJ programs.
- The *NIJ Annual Evaluation Report on Drugs and Crime* takes a comprehensive look at what is working in the fight against drugs and crime. It is NIJ's report to the President, the Attorney General, Congress, and State and local officials about successes and innovations that can make a difference in controlling drug abuse.
- *National Institute of Justice Journal* presents articles on NIJ's current initiatives and findings, and on other issues, programs, and trends in criminal justice.
- *NIJ Catalog* keeps the criminal justice field up to date on new titles and lists other Department of Justice information

materials available through the National Criminal Justice Reference Service (NCJRS).

- **NIJ Research Reports** present comprehensive reviews of findings and recommendations of NIJ-sponsored projects. These are intended for criminal justice professionals and researchers closely involved with the issues addressed in the research report. A recent title is *Modern Policing and the Control of Illegal Drugs: Testing New Strategies in Two American Cities*.
- **Issues and Practices** explore current program and management issues in topic areas such as shock incarceration, police handling of child abuse, computer crime, drug testing in criminal justice, and multijurisdictional drug law enforcement strategies. They are based on reviews of research and evaluation findings, operational experience, and surveys of expert opinion on the subject. They help criminal justice managers and administrators make informed decisions.

Recent titles in this series include *When the Victim Is a Child, 2nd edition*; *Police and Child Abuse*; *Day Fines in American Courts*; and *Priority Prosecution of High-Rate Dangerous Offenders*.

- **Research in Brief** articles synthesize recent research results and summarize the key findings in 6- to 12-page documents. These bulletins keep busy policymakers, professionals, and researchers abreast of new advances.

Some of the recent titles in this series include *The Rise of Crack and Ice: Experiences in Three Locales*; *Testing Hair for Illicit Drug Use*; *State and Local Money Laundering Control Strategies*; *Videotaping Interrogations and Confessions*; and *Local Prosecutors and Corporate Crime*.

- **Research in Action** articles summarize noteworthy findings and programs on such topics as drug screening of arrestees and electronic monitoring of offenders. These succinct summaries are designed for professionals who want current information on promising crimefighting strategies and tools.

Titles in the series include *A Comparison of Urinalysis Technologies for Drug Testing in Criminal Justice*; *Priority Prosecution of High-Rate Dangerous Offenders*, and *Drug Use Forecasting: Drugs and Crime Annual Report 1991*.

- **Evaluation Bulletins** report the results of evaluations of specific programs in States and local communities.

Titles include *NIJ Evaluates Drug Control Projects*, *Expedited Drug Case Management Programs: Issues for Program Development*, and *Evaluation of the Florida Community Control Program*.

- **Program Focus** is a series of publications presenting short case studies of innovative and promising programs.

Recent titles include *Making the Offender Foot the Bill: A Texas Program*; *Closing the Market: Controlling the Drug Trade in Tampa, Florida*; *Prosecuting Environmental Crime: Los Angeles County*; and *Miami's "Drug Court": A Different Approach*.

- **Perspectives on Policing** present reports from the Executive Session on Policing, whose meetings are cosponsored by NIJ and Harvard University's John F. Kennedy School of Government and feature some of the leading experts in American policing. For law enforcement officials and policymakers, these 8- to 16-page bulletins discuss the improvement and future of policing.
- **Videotapes** in the Crime File series cover a wide range of criminal justice topics and feature experts discussing such issues as youth gangs, crime and public housing, and drugs in the workplace. Other technically-oriented tapes concern obtaining computer evidence at crime scenes and dealing with AIDS in correctional facilities.
- **Construction Bulletins** summarize progressive techniques for constructing and renovating correctional facilities. The

bulletins provide case studies to help State and local jurisdictions seeking cost-efficient ways to increase prison and jail capacities.

Titles include *Stopping Escapes: Perimeter Security*; *Construction Cost Indexes*; *Construction Options: A California Case Study*; and *Project Delivery Options: An Introduction to Corrections Construction*.

- **CD-ROM** technology can store information equivalent to 250,000 hardcopy pages on a single CD-ROM disc. The National Institute of Justice Library contains abstracts, full-text books, journal articles, images, and data sets from government agencies and private-sector sources on drugs and crime. The NCJRS Document Data Base includes the entire NCJRS data base.
- **The NCJRS electronic bulletin board** provides electronic access to current information from NIJ and other agencies and allows networking with other criminal justice professionals nationally and internationally through an electronic mail system.

The *NIJ Publications Catalog* lists all publications produced by NIJ. To order the catalog or copies of NIJ publications, or for more information about the National Institute of Justice, its publications, or the Electronic Bulletin Board, call NCJRS at 800-851-3420 or write to National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.

# National Criminal Justice Reference Service

The National Criminal Justice Reference Service (NCJRS), the world's largest criminal justice information network, established in 1972, serves more than 100,000 criminal justice professionals and researchers. Users obtain reliable, comprehensive, and current information about the latest criminal justice studies and projects from around the world.

## Information available through the Reference Service

NCJRS collects information on a wide range of criminal justice topics, such as:

- Law enforcement.
- Corrections.
- Courts.
- Criminology.
- Prosecution.
- Parole and probation.
- Drugs and crime.
- Victims of crime.
- Juvenile justice.
- Justice statistics.
- Corrections construction.

## Resources available through NCJRS

The NCJRS data base is a steadily expanding, computerized data base of more than 120,000 criminal justice books, reports, articles, and audiovisual materials. Documents include government and nongovernment publications and material from local, national, and international sources. The data base is also issued in CD-ROM format with biannual updates.

**National Institute of Justice publications** are distributed by NCJRS. They include the *National Institute of Justice Journal*, the NIJ periodical of newsworthy issues and programs; the *NIJ Catalog*, containing abstracts of new titles in the NCJRS document collection and information on other products available from NCJRS; the **Drug Use Forecasting** program reports, offering quarterly and annual updates on trends and patterns in drug use among arrestees in selected urban areas; and the *Research in Brief* and *Research in Action* series, summarizing recent research results.

The **NIJ Conference Calendar** lists more than 100 criminal justice conferences, seminars, workshops, and training sessions held throughout the United States each year.

The **NCJRS electronic bulletin board** furnishes electronic mail and document transfer, contact with other users about policy and research issues, and the latest news of criminal justice activities and publications—24 hours a day—for just the cost of a telephone call.

## How the Reference Service works

You may call or write NCJRS. Reference specialists, fully qualified resource professionals, will use their subject expertise and data base searching skills to respond to your questions. Services include:

- **Publications.** In addition to the previously cited publications from the National Institute of Justice, NCJRS also has available publications from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), Bureau of Justice Statistics (BJS), Office for Victims of Crime (OVC), and Bureau of Justice Assistance (BJA). If the answer to your question is found in 1 of the more than 700 titles distributed by NCJRS, reference specialists will send it to you, often free of charge.
- **Topical data base searches.** These prepackaged searches with 30 document citations offer a representative sample of research summaries contained within the NCJRS data base. More than 130 topical searches are available in such areas as capital punishment, police use of force, and illegal substance abuse among juveniles.
- **Custom data base searches.** These bibliographies are tailored to your specific needs. NCJRS reference specialists first help you define a search strategy and then generate a search product in your area of interest. You can also choose to include foreign language documents, audiovisual items, or journal articles in your search.
- **Referrals.** These are furnished to a wide range of criminal justice organizations and agencies throughout the United States. If you are seeking research findings, program information, or department policies and procedures, NCJRS reference specialists will provide you with clearinghouse resources as well as direct you to other key officials or organizations for supplementary information.

- **Criminal justice research packages.** Developed by criminal justice information specialists, these packages are designed to provide relevant research theories, statistics, and promising applications. Each package is updated annually and provides information to assist in solving problems, initiating professional contacts, and continuing research.
- **Crime File videotapes.** These 38 tapes (each 30 minutes in length) provide indepth discussions with the Nation's leading experts on a broad range of crime and drug problems facing the country. Each features an opening documentary segment followed by unrehearsed studio debates among front-line practitioners and researchers.
- **National Victims Resource Center,** sponsored by OVC, responds to requests from victim service providers, criminal justice practitioners, researchers, and others seeking victim-related information (800-627-NVRC).
- **Bureau of Justice Assistance Clearinghouse** provides BJA program information about Federal funding and technical assistance available to help State and local government agencies improve the criminal justice system (800-688-4252).

### NCJRS specialized information services

- **Construction Information Exchange** facilitates the exchange of information about prison and jail construction (800-851-3420).
- **Juvenile Justice Clearinghouse** links OJJDP to juvenile justice professionals and policymakers by producing and distributing agency publications and preparing responses tailored to information requests (800-638-8736).
- **Bureau of Justice Statistics Clearinghouse,** sponsored by BJS, provides crime and criminal justice statistical data; distributes BJS publications; and offers document data base searches, information packages, and referrals (800-732-3277).

### To learn more about NCJRS

Whatever your question, NCJRS has the resources to meet your specific information needs. Call the customer service number, and a specialist will work with you to provide answers to your criminal justice questions. The NCJRS Customer Service Center is staffed from 8:30 a.m. until 7:00 p.m., eastern time, Monday through Friday. After hours leave a message and a specialist will return your call. For criminal justice information or to learn more about NCJRS services, call 800-851-3420 or write the National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.

## NCJRS International

Today's world is shrinking as national boundaries are relaxed and technology advances. At the same time, crime has taken on an international dimension as drug traffickers, terrorists, and organized crime move into global markets. Now more than ever, the law enforcement community needs to share information and research findings, worldwide. The National Institute of Justice established its National Criminal Justice Reference Service to further such cooperation. Congress also recognized this need by statutorily mandating that NIJ "serve as a national and international clearinghouse for the exchange of information" in the criminal justice area.

NCJRS International is a dynamic information resource that responds quickly to queries from law enforcement and corrections officials, lawmakers, judges and court personnel, and researchers. NCJRS users include almost 1,200 international users; 50 to 75 foreign inquiries are received by mail each month.

### What is NCJRS International?

NCJRS International is the worldwide division of the National Criminal Justice Reference Service. Developed to further the cooperative exchange of criminal justice policy and research, NCJRS International:

- Shares relevant and useful information received from criminal justice leaders to strengthen crime control.
- Expands the scope of NCJRS, already one of the largest collections in the world of research and practical information.

### Information available through NCJRS International

Of the more than 120,000 document citations in the NCJRS data base, more than 22,000 are from international sources. They cover such critical issues as:

- Drug trafficking and enforcement policies.
- Comparative policing.
- Criminal justice statistical information.

- Organized crime.
- Antiterrorism initiatives.
- Criminal law reform.
- Corrections.

International users of NCJRS tap into a wide range of services and products, including:

**NCJRS data base.** One of the largest criminal justice data bases in the world, this comprehensive collection draws documents from a broad range of government, private, and association publications. International users can access the data base by working with one of the NCJRS International reference specialists; through DIALOG, a worldwide search system; or on CD-ROM.

**National Institute of Justice Journal.** This timely periodical keeps international subscribers informed about the Institute's research initiatives and findings. The magazine, as well as most other NIJ and NCJRS publications, is available to international readers at no charge other than postage.

**Microfiche collection.** The complete texts of nearly 34,000 documents are available on microfiche at a fraction of the cost of paper copies. International libraries can search documents without the cost of paper copies, search services, international postage, or phone lines.

### Other NCJRS International resources

NCJRS International goes beyond traditional information services by developing innovative programs to promote worldwide communication about criminal justice. These efforts include:

**International Document Exchange (IDE).** This program allows professionals and researchers worldwide to share findings, publications, and articles. Currently, nearly 100 individuals in 47 countries have joined to exchange current research documents.

**Conference support and participation.** NCJRS International cosponsors conferences and presents exhibits and sessions at conferences with international audiences, including the American Society of Criminology, the International Association of Chiefs of Police, and the International City/County Management Association.

**International networking.** NCJRS International hosts tours of visiting foreign delegations, or criminal justice professionals and researchers from throughout the world.

**Electronic bulletin boards.** A telephone line, computer, and modem are all users need to share information on a worldwide basis. Except for the cost of the phone call, the NCJRS electronic bulletin board is free and is available 24 hours a day. Individuals and organizations involved in criminal justice policy and research can obtain and share information by:

- Sending and receiving electronic mail.
- Transferring documents.
- Sharing insights, problems, and solutions with other users worldwide.
- Receiving news, announcements, and reviews of criminal justice developments, activities, and publications.

**The World Criminal Justice Library Network** is a special service on the NCJRS electronic bulletin board. More than 30 leading international criminal justice libraries use this network to share information and documents through electronic transmittal.

**The United Nations Criminal Justice Information Network**, of which NIJ is a member, is a worldwide computer network that exchanges information on criminal justice and crime prevention issues. Services include electronic mail, public bulletin boards, an international calendar of events, and selected bibliographies.

### To learn more

For more information about the National Institute of Justice or NCJRS International call 800-851-3420 (callers from outside the United States, telephone 301-251-5500) or write National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.

## The Construction Information Exchange

The Nation's prisons and jails are facing a crisis; they have literally run out of room. As efforts to combat drugs and crime intensify, a steady stream of sentenced offenders has caused Federal and State prison populations to rise 168 percent since 1980. By the end of 1992, the combined population in these facilities had reached 883,593, with at least 420,000 more in local jails.

These increases have surpassed available corrections capacities. The Construction Information Exchange (CIE), developed in 1985 by the National Institute of Justice, directly addresses this problem by providing practical, cost-oriented information on efficient methods to increase the capacity of corrections facilities.

### How NIJ's Construction Information Exchange helps

The Exchange offers easy access to the latest concepts and techniques for planning, financing, and constructing new prisons and jails. It assists the criminal justice system by:

- Sharing the experience of many jurisdictions in managing the crisis of prison and jail crowding.
- Helping corrections officials save time, money, and other resources in the research and development of new and renovated prisons and jails.

The goal of this NIJ program is to assist in construction of adequate prison and jail capacities by providing information for building and expanding corrections facilities, thereby strengthening the deterrent power of the criminal justice system. State and local agencies, by helping communities increase prison and jail capacities, can ensure that judges are not forced to sentence offenders to probation simply because space is unavailable.

### Information that the Exchange provides

State and local officials can tap into this network and obtain the information they need through the Construction Data Base, the Construction Information Exchange Reference and Referral

Service, the *National Directory of Corrections Construction*, and Construction Bulletins.

### The Construction Data Base

This ongoing effort offers detailed information on jail and prison construction projects as they are completed and become operational. The data base includes more than 400 types of information ranging from construction costs, financing methods, and electronic technologies to staffing levels, cell capacity, and operational costs. It also lists administrators, sheriffs, architects, and other professionals who have recently completed a prison or jail project.

### The Construction Reference and Referral Service

The Service provides easy access to NIJ's CIE specialists who will locate answers to questions or refer inquirers to knowledgeable sources.

### The National Directory of Corrections Construction

This volume draws from the data base to provide some of its wealth of information, but in book format. It contains selected information for each facility in a two-page profile that includes floorplans.

### Construction Bulletins

These publications highlight critical corrections issues and provide case studies of selected construction projects that demonstrate new building techniques and financing methods that save time and money.

Listed below are some of the Construction Bulletin titles:

- *Acquiring New Prison Sites: The Federal Experience.*
- *Cost Savings in New Generation Jails: The Direct Supervision Approach.*
- *From Arizona to South Carolina: Transfer of a Prison Design Model.*
- *Inmates Build Prisons in South Carolina.*



- *Stopping Escapes: Perimeter Security.*
- *Construction Cost Indexes.*
- *Construction Options: A California Case Study.*
- *Project Delivery Options: An Introduction to Corrections Construction.*

## The Exchange shares success stories

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

## Benefits of the Construction Information Exchange

Criminal justice officials, legislators, architects, engineers, corrections planners, construction managers, financial experts, and other professionals involved in planning and building jails and prisons find the Exchange an invaluable resource.

Faced with a crowding crisis, Travis County (Austin), Texas, asked the Exchange for assistance on alternative construction methods for quick capacity growth. The Exchange identified jurisdictions in similar situations that used approaches such as modular units.

When Louisiana Juvenile Services was exploring the possibility of converting an adult facility into one for detained juveniles, the Exchange provided information and referrals on facility conversions and construction standards.

In reviewing construction methods and designs from the Texas Department of Corrections, the Governor's office called the Exchange for information on how often construction management firms and direct supervision designs are used for State facilities. Exchange specialists searched the CIE data base and provided the answers.

## Getting more information

For more information about the National Institute of Justice or the Construction Information Exchange, call 800-851-3420 or write National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.

## The NCJRS Electronic Bulletin Board

Nationally and internationally, criminal justice professionals face similar problems but do not always know about each other's solutions. Bridging this gap, the electronic bulletin board of the National Institute of Justice lets these professionals network with one another quickly, easily, and inexpensively, and enables them to share up-to-date information, solutions, and theories on criminal justice.

The Bulletin Board System (BBS) is a service of NIJ's National Criminal Justice Reference Service, a national and international clearinghouse that disseminates research findings to agencies and individuals who use them to improve criminal justice practices. NCJRS\*BBS, is free, is available 24 hours a day, and allows criminal justice professionals and practitioners to communicate instantly with each other and with the information clearinghouses of the agencies of the Office of Justice Programs (OJP). The electronic bulletin board is a repository of information that Federal, State, and local agencies can tap at will.

### What the bulletin board provides

- News, announcements, and reviews of criminal justice developments, activities, and publications.
- Electronic mail and document transfer.
- Continual contact among users on key policy and research issues.
- The ability to request information and order free documents online.

### Topics and information

Headings on the bulletin board are called *topics*, and may have a series of subtopics, each with many *entries*. Entries are informative publications, articles, or other news items. Some examples are:

- *National Institute of Justice Journal* online.
- *NIJ Catalog* online (which includes NIJ new product announcements).
- NCJRS information.
- User Information Exchange.

- NIJ staff directory.
- OJP news and new publications information.
- National and international news.
- Online order form for free documents.
- Bulletin board assistance.

### Information from a variety of sources

Information on the bulletin board comes from several places: NCJRS, which collects reports and studies from many sources; and other participating agencies, which maintain special files of information on new reports, initiatives, and announcements. Some of the most valuable information is created online, as users comment on materials, exchange ideas, and ask and answer questions. The more that users contribute, the more valuable the network becomes.

You can also obtain information quickly and directly from other individuals and agencies through the User Information Exchange, a unique feature that permits rapid interaction between users. Requests for information are posted regularly on the bulletin board and responded to directly by others who possess the desired information.

### Users of the bulletin board

NCJRS\*BBS has more than 5,000 users in all 50 States and 8 foreign countries; 300 people or organizations regularly use the bulletin board. The network is intended primarily to help agencies and individuals involved in criminal justice policy, research, and planning to obtain and share information, experiences, and views. Among the users are cities, Governor's councils, sheriff's offices, State and local police departments, researchers, universities, and government agencies.

### Accessing the bulletin board

To access the NCJRS electronic bulletin board, you need:

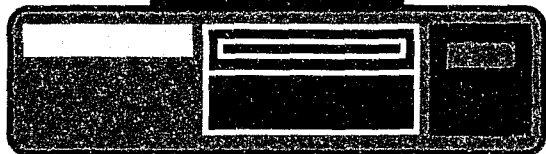
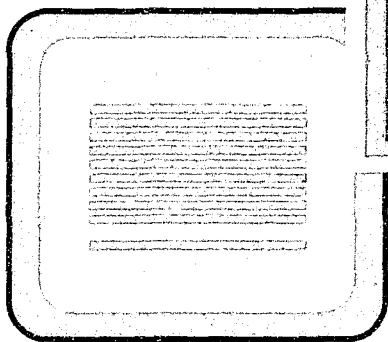
- A microcomputer or computer terminal.
- A 1200 or 2400 baud modem.
- Telecommunications software.
- Access to a telephone line.

Modem settings should be eight-bit word length, one stop bit, no parity. The terminal emulation setting is VT100. NCJRS will supply TEAMterm for IBM-compatible computers to users without telecommunications software. NCJRS will also provide technical support for this software.

First-time users may register online and can designate a user name and password that will provide immediate, free access; allow information to be viewed and downloaded; and permit electronic mail and messages to be sent and received. The modem number is 301-738-8895.

## Getting more information

For more information about NIJ, NCJRS, or the NCJRS electronic bulletin board, call NCJRS at 800-851-3420 or write National Institute of Justice/NCJRS, P.O. Box 6000, Rockville, MD 20850.



### NCJRS Electronic Bulletin Board

```

*
Current News, Announcements and NIJ Reports On-Line # + *
*
National Institute of Justice Topics (NIJ*NET) + *
Office of Juvenile Justice and Delinquency Prevention + *
Bureau of Justice Statistics Topics + *
Bureau of Justice Assistance Topics + *
*
Bulletin Board Assistance + *
*
World Criminal Justice Library Network, US Information Center + *
Order "FREE" Documents from NCJRS #
    
```

# Initiative on Community Policing

Community policing has only recently begun to move from concept to street-level practices. The forms that community policing take are many and varied and must be tailored to the needs of the community served. A single element, however, links community policing programs across the Nation: the partnership between citizens and their police, together developing a working police-community relationship to combat crime and drug abuse.

Identifying which approaches and programs work best is at the core of the National Institute of Justice research and evaluation program on community policing. NIJ is providing both police executives and street officers with practical results to ensure that successful approaches to community policing are adopted across the country.

## The NIJ initiative

The National Institute of Justice's Initiative on Community Policing was launched with three particular goals in mind:

**To explain community policing efforts and review model approaches.** Workshops on the philosophy and implementation of community policing were held by the NIJ-supported Executive Session on Policing at Harvard University. These sessions, involving police chiefs, mayors, city managers, researchers, and policymakers, shed light on the advantages associated with community policing and resulted in a series of articles on community policing—the joint NIJ-Harvard publication series, *Perspectives on Policing*.

**To strengthen community policing efforts and establish model programs.** The John F. Kennedy School of Government at Harvard University is assisting NIJ in the development and implementation of community policing within departments, in partnership with the Police Foundation, the Police Executive Research Forum (PERF), the International Association of Chiefs of Police (IACP), and Michigan State University.

**To evaluate community policing strategies and tactics.** Current or recently completed Institute evaluations include:

- A study in five sites by the Jefferson Institute of the effects of community policing on the criminal justice environment, with particular emphasis on the prosecutor.

- A study of eight police agencies engaged in community policing to determine the roles of officers and administrators in the development of community policing.
- A study by Eastern Kentucky University of the compatibility of accreditation standards and community policing operations.
- A study of the impact of community policing on street-level officers and the changing role of patrol officers as their departments move toward community policing.
- A study in three cities of the variations in the community role and participation in community policing initiatives.
- The implementation and impacts of Innovative Neighborhood-Oriented Policing projects.
- Case studies of crime- and drug-control programs across the Nation.
- A detailed description of problem-oriented policing in Tulsa, Oklahoma, and San Diego, California.
- An evaluation of the New York City Police Department's Model Precinct Program.

## Specific objectives

To accomplish its goals, NIJ has developed a series of specific objectives and projects:

**To assess community policing efforts.** A National Assessment of community policing programs is being conducted for NIJ by the Police Foundation and PERF. PERF is preparing an extensive series of case studies of community policing in various communities across the Nation. The Police Foundation is conducting a national survey to determine the extent of community policing programs across the country.

**To recruit and test.** Under an NIJ grant, the National Center for Community Policing at Michigan State University is undertaking a research project aimed at developing selection and training criteria for police departments. The Center will examine characteristics of the patrol officer in community policing and provide job descriptions, performance measures, and supervisory guidelines for police.

**To develop programs and performance measures related to community policing.** NIJ is working with the Los Angeles Police Department in developing programs that address the rebuilding of community and police confidence in public safety

services, with an emphasis on a community-based policing plan, a strategic management and planning process within the department, and a strengthening of neighborhood organization involvement in public safety.

The Institute is working with the Portland Police Department in developing and testing performance measures; identifying, measuring, evaluating, and integrating a series of indicators of community policing outcomes into assessment models applicable to the development, implementation, and institutionalization of community policing.

### **A strategic plan**

To stimulate innovation in community policing, NIJ's national strategy involves three efforts:

- Developing core elements of community policing, including definitions and policies for use by police and their communities.

- Encouraging implementation of community policing by working with police officers and administrators, developing training guidelines, and providing other types of technical assistance.
- Conducting rigorous and objective evaluations of programs in order to determine their impact and to find ways of improving them.

### **To learn more**

For more information about NIJ's community policing initiative, contact NIJ/NCJRS at 800-851-3420 or write to NIJ/NCJRS, Box 6000, Rockville, MD 20850.

## Research on Gangs

A 1991 NIJ-sponsored survey of local law enforcement officials in the 79 largest U.S. cities estimated there are 3,876 gangs, 202,981 gang members, and 36,265 gang incidents. The NIJ survey also reveals that a growing number of females are active gang members. And an NIJ study of gang homicides in Chicago found that nearly half of the offenders were age 19 or older, supporting previous research showing that adults play leadership roles and engage in the worst violence—homicides, aggravated assault, robberies—and drug trafficking. However, the proportion of juveniles and adults involved in gang-related crime remains unclear. Of the cities surveyed in 1991 that maintain information on gang members, police departments in only eight (11.1 percent) provide annual breakdowns of gang-related incidents by juvenile and adult offenders.

Because gangs are so diverse, nationwide estimates of the scope and dimensions of gang-related crime remain elusive. Evidence indicates that gang members are involved in serious crimes, but agencies vary in what they identify as a gang-related offense. There is general agreement that some gang members use and sell illegal drugs, but the extent of gang involvement in drug sales and accompanying violence requires further documentation. Evidence also indicates that gang youth are particularly susceptible to being recruited into larger criminal organizations involved in drug trafficking.

Violent criminal behavior is a top priority issue for the National Institute of Justice (NIJ). The Institute intends to bring the full range of its research, development, and evaluation tools to bear on this problem and assist State and local law enforcement in fighting it. The NIJ initiative is part of a team effort at the Office of Justice Programs, including related projects supported by the Office of Juvenile Justice and Delinquency Prevention and the Bureau of Justice Assistance.

NIJ has funded projects to examine various facets of gangs, especially analyses of gang behavior, responses of law enforcement and criminal justice professionals to gang-related crime, and evaluations of gang prevention and intervention activities. The goals of the studies are to:

- Define and explain gangs and their activities.
- Determine what programs successfully combat gang violence and why they work.
- Establish model approaches to preventing and suppressing gang violence.

## Gang behavior

**The Impact of Gang Migration** project assesses the current national scope of gang migration; the number of reported cities, gangs, and gang members involved; patterns and motivations of gang migration; ethnic variations; characteristics of gang migrants; individual versus collective gang migration; and relationships between gang migrants and their original gangs.

**The Delinquent Network in Philadelphia** project seeks to document the duration of gang structures, delinquent networks, gang interaction patterns, the stability of these structures that affect individual involvement in criminal activities, and the criminal justice response to these activities. This project is being implemented in cooperation with the Philadelphia Police Department.

**The Gangs and Organized Crime Groups** project is studying relationships between traditional and newly emerging organized crime and youth gangs. The project will be based on a mail survey of large police agencies and detailed case studies at two sites.

**The Street Gangs and Drug Sales** project studies the magnitude of gang involvement in drug sales and violence by comparing the characteristics of gang-involved drug sales to those without gang involvement.

**The Criminal Behavior of Gangs** project interviews gang members in Denver and Aurora, Colorado, and in Broward County, Florida, to explore the reasons for their involvement in gangs. Subject areas include motivation to join, remain in, or drop out of gangs. Patterns of gang life and their relationship to criminal behavior are also being examined.

**The Victimization of Asian Businesses by Asian Gangs** project interviews gang members in three Asian neighborhoods in New York City to determine patterns of criminality.

## Responses to gangs

**A National Assessment of Law Enforcement Anti-Gang Measures** is collecting data from law enforcement agencies across the country about various initiatives to suppress gangs and gang-related criminal activity. Since no national data are currently available, this project is seen as a first step to determining the types and levels of police activity in this area.

**Prosecuting Gang Crime** involves a nationwide assessment of how the perpetrators of gang-related crimes are prosecuted, examining legislative strategies that may enhance prosecutions, and identifying and exploring innovative methods for prosecuting gang members involved in criminal activities.

**Gangs in Correctional Facilities** examines information on the extent and supervision of gangs in State prisons and local jails. Specific issues under examination include how correctional facilities are controlling gang activity, how these practices affect prison environments, and what innovative strategies for handling gang-related problems are being developed.

**Police Response to Drugs and Gangs: Case Studies of Police Decisionmaking** evaluates police decisionmaking as it relates to illegal gang activities. Police departments under study were selected on the basis of the severity of their cities' drug and gang problems, regional diversity, ethnic diversity of gangs, and variations in approaches to gang problems. Included are police departments in Kansas City, Missouri; San Diego, California; Chicago, Illinois; Austin, Texas; and Metro-Dade County, Florida.

**Multiagency Approach to Drug and Gang Enforcement** is evaluating a San Diego multiagency task force that targets drug- and gang-involved offenders. The task force is made up of San Diego County prosecutors, law enforcement officers, and probation officers.

**Role of Probation in Gang Prevention and Control: A National Assessment** assesses the roles of probation and parole in gang prevention and control; synthesizes ongoing efforts; and communicates the general situation to communities, law enforcement agencies, and policymakers throughout the United States.

**Gangs and Targets of Intervention** will evaluate components of three comprehensive gang prevention and intervention programs. Gang membership prevention and early intervention efforts are the target programs for this evaluation.

### **New initiatives**

Programs solicited in NIJ's 1993 Program Plan expand the gang initiative to include research on female involvement in gangs and gang-related crime, the effectiveness of gang prevention programs, and effective sanctions for gang youth.

### **Obtaining more information**

For more information about NIJ and its programs, call 800-851-3420 or write to the National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.

# The Program on Human Development and Criminal Behavior

One of NIJ's more important initiatives is to support long-term research into the causes and correlates of criminal behavior. By finding out what motivates criminal behavior, the criminal justice community may be able to learn how to deter crime and curtail criminal careers.

The Program on Human Development and Criminal Behavior, a broad-based and ambitious program of studies of crime, delinquency, and antisocial behavior, is a cornerstone of the Institute's comprehensive research program on criminal behavior and violence. This pioneering project is another milestone in NIJ's longstanding effort to develop an understanding of crime and juvenile delinquency. Based at Harvard University, the project is jointly supported by NIJ and the John D. and Catherine T. MacArthur Foundation. It represents an unprecedented partnership between the Federal Government and a private foundation.

The Program brings together scientists from a variety of fields and from institutions across the Nation. Over the next decade, they will track thousands of randomly selected children, adolescents, and young adults in a coordinated effort to study the factors that lead to antisocial and criminal behavior.

## Research goals

The research goals of the Program are:

- To chart the developmental pathways in both males and females that lead to early aggression, behavioral problems, substance abuse, delinquency, and adult crime.
- To examine the relationship among individual traits, family and school environments, and community characteristics to see how they contribute to the development of criminal behavior.
- To develop an accelerated longitudinal design for the study of conduct disorder, delinquency, and criminal behavior from birth to age 32.

- To identify opportunities during child and adolescent development when interventions are most likely to be effective and find promising strategies for experimental intervention.

## Implementing the Program

An Advisory Group oversees all aspects of the Program, and a 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 estimated sample, comprising 11,000 subjects, will produce in 8 years results that would ordinarily take 30 years to obtain.

Large-scale longitudinal studies have proven their value in such fields as medicine and public health. The Program on Human Development and Criminal Behavior involves dozens of experts in the fields of health, psychiatry, psychology, sociology, criminology, and statistics.

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

## Questions to be answered

The Program focuses on a number of issues, including:

- **Individual differences.** What health, temperament, and psychological characteristics, some of them present in very young children, put youth at risk of delinquency and criminal behavior?
- **Family influences.** Poor parenting practices are often strongly associated with conduct disorders and delinquency. But are they the *cause* of such behavior? Are there underlying factors, such as specific kinds of temperaments, that cause problems in both parents and children?
- **School influences.** Some delinquents have achievement problems in early school years; others have behavior or truancy problems. Some exhibit both kinds; others neither. What accounts for these differences? What are the causes and effects? What are the implications for intervention policies?



- **Community influences.** Communities with similar demographics may have very different crime rates. Some neighborhoods seem to provide highly attractive opportunities for criminal activities; others appear more protective of residents. How do community characteristics work to influence delinquency and crime? Could strengthening the environment alone, or removing an individual from a risky environment, have an impact on criminal behavior?
- **Peer influences.** Delinquent youngsters tend to associate with delinquent peers, but does this association actually *lead* to delinquency?
- **Criminal careers.** Why, when, and how do individuals begin their antisocial activities? Why, when, and how do the majority of them *stop*, leaving just a small percentage of offenders who commit the preponderance of predatory crimes?
- **Prediction of dangerousness.** Between 6 and 8 percent of active offenders commit as many as half of all crimes

reported. Thus, there is a pressing need to identify those at greatest risk—to design early intervention programs and to shape public policies to protect communities. How can we identify these individuals reliably, and how can we use that information effectively and ethically?

These questions offer a broad idea of the Program's scope. NIJ plans to use the results of the study to design and fund demonstration projects that employ promising approaches to controlling criminal and delinquent behavior and to devise policies and programs that will effectively reduce crime and improve the quality of life in communities nationwide.

### Getting more information

For more information about the National Institute of Justice or NIJ's Program on Human Development and Criminal Behavior, call 800-851-3420 or write to the National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.

## Drug Use Forecasting Program

The National Institute of Justice established the Drug Use Forecasting (DUF) program to develop a means of determining and monitoring trends in drug use among arrestees. As an important part of NIJ's mission to support State and local criminal justice agencies, DUF helps each community to better understand the scope of drug use in major urban areas.

### The program's goals

A primary aim of the DUF program is to help local governments and law enforcement agencies develop programs to combat drug abuse and establish or expand treatment programs and other services. To accomplish this, DUF attempts to:

- Identify the levels of drug use among arrestees.
- Determine what drugs are being used in specific jurisdictions.
- Track changing drug-use patterns.
- Alert local officials to trends in drug use and the availability of new drugs.

### How DUF works

The DUF methodology is straightforward and simple. The DUF program operates in 24 sites; in 21 sites female arrestees are interviewed and tested and data are collected on juveniles. At central booking facilities in participating jurisdictions, for approximately 14 consecutive days each quarter, arrestees are asked to participate in a voluntary, anonymous interview and to provide a urine specimen. Among other data, DUF gathers significant demographic information about the arrestees. Response rates are consistently high; approximately 90 percent of approached arrestees agree to be interviewed, and 80 percent of those interviewed agree to provide a urine sample.

To obtain samples with sufficient distribution of arrest charges, DUF interviewers, where possible, limit the number of male booked arrestees who are charged with the sale or possession

of drugs (all adult female and juvenile arrestees available during the data collection period are included, regardless of charge). Consequently, the DUF program has brought into sharp focus the picture of drug use among those arrested for serious nondrug crimes in major urban areas.

Urine samples are analyzed to detect the use of cocaine, opiates, marijuana, PCP, methadone, benzodiazepines (such as Valium), methaqualone, propoxyphene (such as Darvon), barbiturates, and amphetamines. For most drugs, urine tests detect use in the previous 2 to 3 days; however, marijuana and PCP can sometimes be detected several weeks after use.

### Results

DUF complements traditional self-report data with the results of corresponding chemical tests. DUF findings have shown that:

- Drug use among adult arrestees is high, ranging up to 78 percent for males in Philadelphia and 85 percent for females in Manhattan.
- Drug use among male juvenile arrestees/detainees ranged from 11 percent in Portland to 40 percent in Denver during 1992.
- In most sites, cocaine is the prevalent drug among adult arrestees.
- Heroin use among offenders has remained stable, below 30 percent, since 1988.

### Putting DUF to use

Each quarter, DUF analysts evaluate the findings and provide results to participating sites. The data include information on drug-use trends, the relationship between drug use and crime, emerging new drugs, geographical differences in drug use, and the differences between self-reported drug use and the results of urine testing.

The value of DUF has been noted by the Office of National Drug Control Policy, which singled out the program as one of the eight leading indicators of drug use in the United States today.

## **DUF Advisory Board**

The DUF Advisory Board, composed of nationally known researchers and practitioners, was first convened in 1988. The Board continues to provide direction to the DUF program and helps guide its research agenda.

## **NIJ publications**

NIJ publishes quarterly and annual reports detailing DUF findings.

## **For more information**

To learn more about the National Institute of Justice and the Drug Use Forecasting program, call 800-851-3420 or write Joyce O'Neil, Drug Use Forecasting Program Director, National Institute of Justice, 633 Indiana Avenue NW., Room 880, Washington, DC 20531.

## Drug Market Analysis

The National Institute of Justice has developed a plan to integrate police operations, computer technology, and evaluation into a single program. In the Drug Market Analysis (DMA) program, NIJ's primary objective is to learn what works in controlling street-level drug trafficking. After periods of research, NIJ began this program in 1990.

DMA provides location-specific information about street-level drug trafficking and associated crime. It puts up-to-date information about drug markets at police fingertips at the moment it is needed. DMA also provides law enforcement agencies with the ability to collect, share, and analyze pertinent data and can be used to evaluate drug enforcement strategies.

### Putting DMA to work

Five cities were chosen to begin DMA programs. In order to participate, police departments were asked to develop:

- A computer system that integrates multiple police data bases on a real-time basis.
- Mapping technology that locates drug markets throughout a city and eventually the metropolitan area that surrounds it.
- A user-friendly computer system for use by narcotics detectives and other police officers.
- Specific drug enforcement strategies that could be implemented and evaluated.

### Jersey City's use of microtechnology

In Jersey City, New Jersey, designers of the DMA program developed a systematic, location-based information system to help police identify drug markets and develop crime prevention and control programs to combat them. Available for use by all squad members, this program is providing significant new information on the scope and nature of Jersey City's drug problem.

A special feature of Jersey City's DMA program is the use of microcomputer technology. The Jersey City Police Department's minicomputer acts as a server for the remote Drug Market Analysis Program (DMAP) microcomputer sites. DMA users can search for information on persons or addresses, can

query the system for all arrests on a particular offender, and can access data about drug markets.

### DMA in Pittsburgh

In Pittsburgh, Pennsylvania, the DMA system plots crime, arrest, and other data, providing police with the ability to retrieve and organize information on calls-for-service, criminal incidents, and arrest data by geographical location. The DMA system also stores and uses data that were previously maintained in hardcopy form, including surveillance data, citizen silent complaint forms, nuisance bar complaint forms, and crime lab reports. The program has generated numerous maps and computer reports for ongoing investigations.

To evaluate its capabilities, the Pittsburgh program is being tested in two enforcement efforts that rely on the specific types of street-level drug trafficking areas. The first focuses on drug trafficking in and around licensed bars; the second targets drug trafficking in public housing communities. Both rely on inter-agency cooperation between police and other agencies and include civil enforcement of license and lease provisions.

### Kansas City tests DMA

In Kansas City, Missouri, a DMA project developed by NIJ and researchers in the Kansas City Police Department is answering such questions as:

- With so many crack houses to investigate and raid, how should police set priorities for enforcement actions?
- How useful is citizen information provided through drug hotlines?
- What happens to drug dealers when they are arrested? And how is it that some seem able to resume their businesses quickly?
- What is the immediate effect of raiding crack houses on the quality of life in the neighborhood?

This project, called DRAGNET by local authorities—Data, Research, and Analysis for Geographic Narcotics Enforcement Targets—is currently being used to evaluate two drug enforcement strategies: drug raids and immediate arraignment of defendants. The arraignment program is designed to retain custody of arrestees until the next stage of prosecution.

## **Innovation in San Diego**

NIJ's DMA program in San Diego, California, has resulted in the creation of two new computer-based systems: the Drug Information Network (DIN) data base, which integrates data from narcotics units, patrol officers, the community, and special units countywide; and the Regional Urban Information System (RUIS), which employs DIN and other data to plot maps for a number of departmental applications.

Use of the Drug Information Network enables the San Diego police to:

- Determine the dominant drugs in the area.
- Locate a suspect, either by last name, first name, nickname, sex, race, or age.
- Pinpoint an address, using the street number, direction, name, street, building type, and apartment and/or determine if other drug activities are nearby, including different apartments within the same complex.
- Locate a suspect by telephone number, including cellular and beeper.
- Obtain information on a specific element of a case—for example, a search for all cases involving shotguns could be initiated by keying in the word "shotgun."
- Show activities in certain areas—a beat, sergeant's area, or division.
- Document department workload by unit, team, or officer.

## **Hartford's neighborhood-oriented strategy**

Hartford, Connecticut, has named its DMA system Cartographic-Oriented Management for Abatement of Street Sales (COMPASS). The program is designed to support the police department's neighborhood-oriented strategy to deal with drug problems. This strategy:

- Identifies target neighborhoods.
- Concentrates enforcement activities in those neighborhoods.
- Works with neighborhood residents and other municipal agencies to maintain and enhance the gains made during the reclamation phase.

COMPASS is mapping six types of events: drug arrests, tipline complaints, drug overdoses, and calls-for-service related to guns, loitering, and vice. The system will provide multilayer maps of the different types of events and a referencing system to facilitate the search for detailed information on events at a given location.

## **DMA: The next steps**

With a grant from the Bureau of Justice Assistance, the Institute for Law and Justice (ILJ) is studying NIJ's Drug Market Analysis in these five cities to determine what is needed to transfer these programs to other jurisdictions. ILJ will develop a model for replication of the DMA program that will answer such questions as:

- What hardware and software will be needed?
- How can these best be used to deliver a useful product?
- What did it take for these five cities to arrive at the point where DMA began to produce results?
- How can costs be controlled so that replication can be accomplished economically?
- What level of training is necessary to use DMA computer systems?

## **To learn more**

For more information about NIJ's Drug Market Analysis program, call NIJ/NCJRS at 800-851-3420 or write NIJ/NCJRS, Box 6000, Rockville, MD 20850.

# Initiative on the Americans with Disabilities Act

Among NIJ's chief responsibilities are the development and dissemination of information to assist State and local criminal justice agencies in their efforts to control and prevent crime and improve services to all citizens.

Enactment of the Americans with Disabilities Act (ADA) in 1990 opened new opportunities for access to the mainstream of society for disabled persons. At the same time, however, it posed new challenges to private industry and the criminal justice community alike in the development of strategies for the recruitment, screening, and employment of personnel. In particular, the traditional physical requirements for positions in law enforcement posed problems.<sup>1</sup>

## The NIJ initiative

The Institute developed its ADA initiative to help State and local criminal justice professionals understand the implications of the Act with regard to their hiring and employment policies and practices and for their delivery of services. This program was launched with two particular goals in mind:

*To communicate the legal requirements under the ADA and their implications for criminal justice.* NIJ has initiated a new Research in Action series that will provide concise descriptions of ADA issues of particular interest to the criminal justice community. Currently in production are:

- The ADA: An Overview.
- The ADA and Hiring.
- The ADA and Delivery of Inmate Services.
- Case studies of methodologies used in preparing job descriptions.

*To provide technical assistance and training to criminal justice professionals in dealing with the ADA.* The Institute serves as a clearinghouse and referral service to other sources that can provide help to justice agencies seeking information, assistance, or guidelines in meeting ADA requirements. NIJ can respond to requests from State and local governments for individualized training programs and can assist criminal justice professional organizations in answering questions relative to the impact of the ADA on the criminal justice field.

## Specific objectives

To accomplish its goals, NIJ has developed a number of specific objectives and projects:

*To provide regional training to criminal justice professionals on the ADA.* NIJ will conduct a series of regional "needs oriented" training programs that will include practical guidance on compliance with the ADA and information about how some criminal justice agencies are complying with the law.

*To develop a dialog between the criminal justice community and disability rights advocacy groups.* The Institute will convene a working group in Washington early in 1994 to bring together members of criminal justice organizations, government representatives, and disability rights advocacy groups to discuss ADA issues.

## To learn more

For more information about NIJ's ADA initiative, write Virginia Baldau, Director, Research Applications and Training Division, National Institute of Justice, 633 Indiana Avenue NW., Room 917, Washington, DC 20531 or call 202-514-6204.

---

1. Brown, Lee. "Model Response to EEOC's Regulations Governing the Americans with Disabilities Act (ADA)," unpublished memorandum by the International Association of Chiefs of Police to its membership, April 3, 1991.

## Security by Design

The "where" of crime is just as important as the "who," the "when," and the "how." That is, the characteristics of places where crime occurs play a significant part in the nature and frequency of criminal activities. An initiative launched by the National Institute of Justice, called Security by Design, focuses on these characteristics to heighten understanding of the relationship between crime and the urban environment.

The new program builds on an earlier NIJ research effort, Crime Prevention Through Environmental Design (CPTED). From CPTED, several principles for the design of safer environments were developed and have been widely disseminated to and applied by police, security professionals, and designers (for example, architects, engineers, and urban planners).

### The link between crime and the urban environment

Wrong decisions about environmental design and management can create opportunities for crime. For example, if the design of urban residential areas permits heavy through traffic, prostitution and drug sales can take hold. The layout of a shopping mall may create pedestrian congestion that encourages pickpockets and purse snatchers. Improper location and design of parking facilities can allow offenders to prey on people returning to their cars.

Security by Design (SBD) has a twofold effect: It reduces opportunities to commit crime and at the same time encourages appropriate uses of the environment. Neighborhood anti-drug and revitalization efforts, for example, can include design components that discourage nonresident vehicular traffic, and in so doing may promote more activity by residents. The result is greater control of the community by the community.

### How Security by Design works

The first step is a comprehensive analysis of crime in the setting being studied. Information about code violations, business failures, and calls for service to the police, for example, are examined. Onsite investigations and interviews with residents are conducted. The aim is to reveal the causes of crime and the fear and public disorder often accompanying it. From this analysis a picture of the characteristics of crime sites can be developed that pinpoints deficiencies in the environment and helps identify ways to correct them.

The next step is creation of a crime prevention plan built around the SBD strategy that will:

- Reduce crime by putting offenders at greater risk of being observed, identified, and apprehended.
- Restrict access to the target area (a building, street, or park) to people who have valid reasons for being there.
- Provide new opportunities for individuals and organizations to engage in crime prevention.

Tactics derived from the SBD strategy utilize a "team" approach, which marshals the resources of the criminal justice system, community agencies, business and other private organizations (such as foundations), and neighborhood residents.

**Design.** Use of fencing or street-closings to control access, improvement of lighting and visibility, installation of intrusion-detection systems, and elimination of unguarded doors that allow entry to other than legitimate residents and users.

**Management.** Coordination of public transit schedules with store hours and shift changes, and enforcement of property maintenance ordinances and similar regulations.

**Law Enforcement.** Adoption of community policing and creation of storefront substations, and better coordination between the police and private security forces. Law enforcement tactics also entail coordination of police services with those of other public agencies to address neighborhood problems. These agencies can call on the police to remove environmental nuisances and crime generators through enforcement of zoning restrictions and building codes, and through civil eviction/abatement procedures.

### NIJ research promotes design applications

The strategies and tactics cited above were developed from NIJ research that has yielded practical applications in three areas:

#### Neighborhood security

In drafting Florida's Safe Neighborhoods Act, lawmakers incorporated several principles of Security by Design. The Act emphasizes problem analysis, controlling access to designated neighborhoods through closing or privatizing residential streets, enhancing surveillance, and reducing opportunities for crime.

Florida is only one of several examples of how NIJ research in residential burglary and neighborhood security has been

incorporated into training programs for police crime prevention officers in locations nationwide. The Security by Design approach has also been applied in site plan review of buildings in the planning stage, security surveys for homes and businesses, and public information programs.

### **Stores and malls**

Earlier NIJ research contributed to a program for preventing convenience store robberies. It applied the research findings in the testing and implementation phases and has proven highly successful. In Los Angeles the principles of Security by Design were used to control entry to shopping centers and apply other security measures. The result was safe and profitable malls, even in the highest crime neighborhoods.

### **Public housing**

The design of public housing and the development of public housing security programs have been influenced by NIJ research. One of the most recent applications is in Operation Clean Sweep, instituted by the Chicago Housing Authority. An ambitious effort to regain control of the city's more than 1,500 public housing buildings, the program involves major physical changes in lobbies, stairways, and elevators. All but one entrance to the buildings are secured, and the unsecured entrance

is controlled by a guard. The buildings are first emptied for inspection, and entry is then limited to legitimate occupants with valid identification.

### **Recent and current NIJ research**

Studies are now under way or have just been completed in these areas:

- Determining new ways to identify neighborhood decline in its earliest stages and combat it more effectively.
- Examining and assessing the application of design principles to a broad range of crime prevention problems.
- Developing innovative designs in building schools.

### **To learn more**

For more information about the National Institute of Justice and its Security by Design program, call Dr. Richard M. Titus at 202-307-0695 or NIJ/NCJRS at 800-851-3420. You may also write to the National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.



## The Technology Assessment Program

If you want to buy a car, there are many sources of information to help you make an informed decision. But what if you were the purchasing officer for a local police department? Where does a police department turn for reliable, objective information about what handcuffs or body armor to buy? The National Institute of Justice created the Technology Assessment Program (TAP) to help answer these questions.

### The Technology Assessment Program

NIJ developed TAP to help criminal justice agencies make informed decisions in selecting equipment and making purchases. TAP develops minimum performance standards for products ranging from such low-cost items as batteries to such big ticket items as state-of-the-art communications equipment. NIJ tests these and other commercially available products such as body armor, metallic handcuffs, and portable radios. The results of this product testing are communicated throughout the criminal justice community. The reliability of equipment is increased by the voluntary adoption of standards by manufacturers.

Three program components carry out these tasks:

**The Technology Assessment Program Information Center** coordinates NIJ services and works with State and local agencies.

The Information Center publishes Equipment Performance Reports and Consumer Product Lists of equipment that complies with NIJ standards. Most important, it provides assistance to justice agencies and the public through a toll-free 800 phone service and data base search system.

**The Office of Law Enforcement Standards (OLES)** of the National Institute of Standards and Technology develops minimum performance standards for equipment used by law enforcement personnel. OLES also conducts research on new technology and develops technical reports and guides on how equipment performs in the field.

**The Advisory Council** consists of criminal justice officials from Federal, State, and local agencies who assess equipment needs and set priorities for developing equipment standards, guides, test reports, and other publications.

### Users of the information

Federal, State, and local law enforcement agencies; procurement officials; corrections officers; medical professionals; and the academic community use TAP resources.

### Obtaining more information

For more information about NIJ or the Technology Assessment Program, call the Information Center at 800-248-2742 or write Technology Assessment Program, Box 6000, Rockville, MD 20850.

# DNA Technology Development

In law enforcement, as in other fields, new technologies promise opportunities for greater effectiveness. The National Institute of Justice tests and adapts advanced technologies to increase law enforcement's ability to identify criminals and send stronger cases to court. NIJ has been at the forefront of research efforts to establish the use of deoxyribonucleic acid (DNA) evidence in criminal investigations. DNA is of paramount importance to the Nation's law enforcement agencies and this research is a top priority for NIJ.

## NIJ research in DNA technology

NIJ pioneered studies to develop methods for identifying a suspect's blood type, semen, and other bodily fluids. NIJ is now focusing on DNA, the chemical dispatcher of genetic information, found in almost all human cells. DNA may be present in innumerable forms at crime scenes—as blood stains, semen stains, hair follicles, bone fragments. It may show up in materials such as rugs, clothing, and furniture fabrics from skin cells shed routinely. Because DNA is unique in virtually every person (except for identical twins), DNA testing can be used to determine with incredible accuracy the identity of a suspect, or eliminate from suspicion an innocent person. Thus, DNA testing has become an important tool in linking suspects with physical evidence found at crime scenes and is rapidly assuming a critical role as evidence in criminal court cases.

NIJ's support of DNA technology began in 1986 with a grant to one of the initial developers of the DNA testing process in the United States. Recently, NIJ and several other organizations, including the FBI, supported the National Academy of Sciences in a study of DNA technology as it applied to criminal justice.

## DNA as evidence

When DNA is to be used as evidence, scientists develop DNA "profiles" from evidence found at crime scenes and the suspect. They then compare the profiles to identify the suspect as the offender or establish his or her innocence. In a rape case, for example, scientists compare DNA profiles from the victim, from the rapist's semen found on the victim, and from the

suspect(s). Using computers or other means, they compare the three profiles to see if those of the rapist and suspect(s) match. Generally, profiles are obtained from up to five different segments, which are found in different locations on the DNA. When profiles match, it means there can be as much as a 1-billion-to-1 probability that the suspect is the offender.

NIJ is now supporting two testing methods for DNA profiling. The most widely used method, known as RFLP (restriction fragment length polymorphism), uses radioactive material to produce a DNA profile on film.

The second method, PCR (polymerase chain reaction) testing, amplifies DNA segments through molecular photocopying. These segments are visualized using various staining techniques. The resulting data can then be digitalized manually or by computer. This newer approach is faster and safer than RFLP.

Accordingly, NIJ will focus on the PCR-based procedure, which will require intensive research and development to realize its full potential.

Acceptable and appropriate standards must be developed if crime laboratories are to generate reliable and valid DNA profiles. Accurate and valid statistical procedures must be created to estimate the probability that the DNA profiles are from the same individual. Standards, safeguards, and guidelines must be developed for access to and use of regional and national DNA profile data bases.

NIJ has initiated several efforts to improve DNA testing. One study will identify a wide variety of short DNA segments for forensic laboratories to use in PCR-based testing. This study will develop a multiplex PCR-based DNA profiling examination, using fluorescent detection, which will substantially reduce the time required for profiling. Other studies are determining the effects of temperature and radiation (ultraviolet) on DNA integrity and how to extract DNA from bone and hair.

## 1993 and beyond

As part of its *1992 Research and Evaluation Plan*, NIJ outlined a series of objectives to enhance criminal justice use of DNA profiling as evidence in criminal cases:

- Develop and disseminate standards using standard reference materials for RFLP and PCR-based profiling methods for State and local crime laboratories.

- Identify and analyze statistical methodologies for calculating DNA profile matches.
- Validate and implement a PCR-based profiling methodology for State and local crime laboratories.
- Document and distribute DNA profiling performance standards for calculating DNA matches, and information on the implementation and operation of a rapid DNA profiling methodology in State and local crime laboratories.

NIJ has also established goals for its continuing DNA research. In 1993, the Institute is continuing to focus on the development of DNA standards and on a study to develop a population data base to support the computation of match probabilities. NIJ will also support the implementation of a national DNA data bank for identifying suspects. In 1994, NIJ will implement the

development of DNA profiling from nontraditional sources such as urine, skin, and contaminated DNA. In 1995, NIJ will support research on the feasibility of developing profiling technologies that might replace the PCR-based method. And in 1996, NIJ intends to support a national reassessment of DNA profiling with respect to its acceptance, its use by law enforcement for investigative work, its use in criminal courts, and the need for future research.

### **For more information**

For more information about the National Institute of Justice or NIJ's DNA research program, call 800-851-3420 or write to the National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.

## The Data Resources Program

The National Institute of Justice promotes research, analyzes results, conducts demonstration projects, develops new technology, and recommends ways to improve criminal justice. NIJ established the Data Resources Program (DRP) in 1984 to ensure that data collected with NIJ funding are available to all researchers.

### The importance of data sharing

NIJ's Data Resources Program provides researchers, professionals, administrators, and policymakers easy access to large-scale data on important issues in criminal justice. By facilitating data sharing, the program:

- Promotes high standards of scientific inquiry.
- Provides a common basis for discussing and resolving criminal justice policy issues.
- Permits other researchers to verify, refute, or refine original findings.
- Permits the examination of issues not considered by the original investigators.
- Allows the combination of data from multiple studies.
- Promotes the economical use of scarce resources.
- Spreads the substantial costs of data collection and coding among multiple researchers and research projects.

### How the program operates

All researchers conducting NIJ-sponsored research must submit their data sets and backup materials, including codebooks, data collection instruments, and questionnaires, to the Institute. The Data Resources Program staff then:

- Review the data sets for completeness and internal consistency.
- Create machine-readable data sets.
- Prepare a user's guide for each data set, which is reviewed by the original investigator.
- Directly distribute data and documents.

In addition, the Data Resources Program staff deposit the data and accompanying documentation in the National Archive of Criminal Justice Data (NACJD) maintained by the Inter-University Consortium for Political and Social Research (ICPSR) at the University of Michigan.

### Materials and resources available from NIJ's Data Resources Program

- **User's guides** for each data set, which provide an abstract, a report on the completeness and consistency of the data, and a description of the machine-readable files and printed materials.
- **Machine-readable raw data files** of each data set, for use on mainframes or microcomputers.
- **Supplementary printed materials**, including a codebook that indicates the layout of the records in the raw data file and describes all variables and their values.
- **A continually updated catalog**, which lists and briefly describes the data sets currently in NIJ's archive.
- ***Data Resources of the National Institute of Justice***, a directory that provides a fuller description of NIJ's archive holdings.

The catalog is free upon request, and program products are available at cost from the Data Resources Program. Technical assistance is available free to users by mail or telephone.

### Support for analysis of data resources

Each year, NIJ solicits proposals for research projects that make use of existing data from NIJ-supported studies. Awards of up to \$25,000 are given to researchers who develop explicit proposals for using these data to explore topical policy questions. The goals of this program are:

- To use existing data resources to address and answer research and policy questions pertaining to current program priorities.
- To communicate the results of these original research projects to criminal justice professionals and policymakers.

Individuals interested in this program should consult NIJ's current Program Plan or contact the Data Resources Program Manager.

## **Materials and resources available from the National Archive of Criminal Justice Data**

Completed data sets and documentation deposited with NACJD can be obtained at no cost by member institutions of ICPSR, by NIJ grantees, and by State and local governments. These materials are available to other individuals for a small fee. For a catalog and additional information, contact NACJD, ICPSR, University of Michigan, Ann Arbor, MI 48106-1248, or call 800-999-0960.

## **For more information**

To obtain a copy of the most recent catalog, call NIJ/NCJRS at 800-851-3420. For more information about the NIJ Data Resources Program or to be placed on the mailing list for product announcements, write Pamela K. Lattimore, Manager, Data Resources Program, National Institute of Justice, 633 Indiana Avenue NW., Room 847, Washington, DC 20531, or call 202-307-2961.

## ***The National Assessment Program survey***

*In 1983 NIJ conducted the first National Assessment Program (NAP) survey as a means of identifying the problems and needs of State and local criminal justice agencies. NIJ uses the survey results in developing its annual program plan.*

*For the 1990 survey, questionnaires were mailed to more than 3,500 policymakers and criminal justice professionals in 13 types of criminal justice agencies. The survey sample comprised all 50 States; 175 counties with 250,000 or more residents, and 200 counties with fewer than 250,000 residents. The questionnaires addressed five general areas (agency size and budget, criminal justice problems, workload, staffing, and operations and procedures), and the questions were tailored to each type of agency surveyed.*

## Survey of Law Enforcement Agencies

*Questionnaires were sent to police chiefs in the largest city in each sampled county and to sheriffs with law enforcement responsibilities. Seventy-eight percent of police chiefs (287 of 370) and 70 percent of sheriffs (221 of 317) responded.*

*Some results were derived by comparing agencies in small and medium-sized cities with those in large cities (500,000 or more residents) or by comparing responses to the 1986 and 1990 surveys.*

National Institute of Justice research shows that the most pressing problems confronting law enforcement agencies today concern overall workload increases, drug-related and violent crime, staff and funding shortages, and information management. According to NIJ's 1990 National Assessment Program survey of State and local law enforcement officials, illegal drugs—particularly crack cocaine—have fostered dramatic increases in workloads, especially regarding violent crime.

Survey respondents most frequently cited needs for training and technical assistance to strengthen drug enforcement efforts and community-oriented approaches to policing. Respondents requested technical assistance in planning multijurisdictional task forces, problem-oriented policing for drug problems, and special enforcement efforts in public housing. They also expressed strong interest in drug abuse awareness programs in public schools, drug and alcohol diversion programs, and residential treatment programs. As one sheriff stated, "We need to be more active in public education. Enforcement is vital, but so is education and treatment."

These and other major survey results are summarized in this article.

### Continuing and emerging problems

**Workloads have increased.** According to the survey's results, a typical police department responds annually to 54,763 calls, an increase of 7,378 calls (16 percent) from the 1986 survey. Increased drug arrests (cited by almost 90 percent of all law enforcement officials surveyed) and more cases investigated by detectives (cited by 77 percent of police chiefs and 82 percent of sheriffs) were significant contributors to increased workloads. In an effort to counter drug-related crime, law

enforcement agencies have increased their authorized strength for patrol officers and narcotics investigation staffs.

Increases in arrests for domestic violence contributed to heavier workloads for two-thirds of the respondents. Early prison release policies (cited by three-fourths of respondents) and the rise of drug-dealing and other organized gangs (cited by 31 percent of police chiefs overall, 54 percent of police chiefs in large cities, and 24 percent of sheriffs) were also contributing factors.

**Agencies are underfunded and understaffed.** Fifty-one percent of police chiefs and 61 percent of sheriffs reported being underfunded, even though most respondents reported budget increases (16 to 26 percent reported increases of more than 30 percent since 1986).

A majority of law enforcement officials reported facing shortages of patrol officers, sworn supervisors, detectives, and civilian personnel. Shortages of qualified applicants, low salaries, and the inability of applicants to pass written exams contributed to recruitment problems. Lack of promotional opportunities, fewer opportunities for job-related college and professional education, and burnout were cited as problems in retaining qualified staff.

### Law enforcement needs

**Drug enforcement assistance.** Virtually all those surveyed have specialized drug enforcement programs. Nonetheless, more than 90 percent needed additional programs to reduce drug problems in their communities. In particular, 73 percent of police chiefs (up from 57 percent in 1986) and 70 percent of sheriffs (up from 60 percent in 1986) wanted training in various aspects of drug enforcement—such as special neighborhood watch programs and drug enforcement in public housing. More than 66 percent of respondents noted that more drug abuse treatment, prevention, and education programs are needed; and 80 percent cited a need for technical assistance in processing drug-related asset forfeiture cases. A majority of respondents wanted more information and instruction on career criminal programs (69 percent of police chiefs and 57 percent of sheriffs).

**Community and problem-oriented policing.** The survey documented a growing interest among law enforcement officials in community-oriented approaches to policing. Eighty percent of police chiefs and 60 percent of sheriffs reported a need for research and technical assistance on

problem-oriented policing; 71 percent of respondents wanted training in improving community relations; 69 percent of police chiefs and 55 percent of sheriffs wanted assistance in applying community-oriented techniques to combating the drug problem; and 38 percent of respondents wanted assistance in making more effective use of foot patrols.

**Operational and procedural assistance.** Police chiefs and sheriffs reported they especially needed help in improving operations and procedures in the following areas:

- Computer systems to support investigations (73 percent of respondents) and crime analysis (69 percent of police chiefs and sheriffs).
- Directed patrol activities (66 percent of respondents).
- Improved performance and productivity of detectives (66 percent of police chiefs and sheriffs) and patrol officers (66 percent of sheriffs).
- Community-oriented efforts to reduce fear of crime (64 percent of police chiefs and 42 percent of sheriffs).
- Technical assistance in developing procedures for handling arrestees with HIV/AIDS (60 percent of police chiefs and 57 percent of sheriffs).
- A means for diverting citizen calls-for-service to a telephone report unit or other alternative police response (56 percent of police chiefs and 44 percent of sheriffs).
- Increased support from the crime laboratory (more than 40 percent of police chiefs).
- Obtaining buy money for informants and drug cases (more than 50 percent of sheriffs).

These 1990 survey results, both alone and in comparison with the 1986 results, highlight the many changes law enforcement is facing. Drug-related crime has increased workloads, altered enforcement tactics, and increased the need for community-oriented policing, as well as drug treatment and prevention. In addition, law enforcement officials are challenged by an increase in other crimes and in organized gang activity, prompted by drug use and trafficking.



## Survey of Prosecutors

*Questionnaires were mailed to the chief prosecutors of the sampled counties. Sixty-nine percent responded.*

*Some results were derived by comparing small and medium-sized agencies with large agencies (serving 500,000 or more residents) or by comparing responses to the 1986 and 1990 NIJ surveys.*

National Institute of Justice (NIJ) research shows that drug-related cases, violent crime, and staff shortages have dramatically driven up prosecutor workloads in recent years. To handle caseload increases, prosecutors are using such techniques as fast-track misdemeanor plea bargaining programs and career-drug criminal units. Many are filing less serious drug felonies as misdemeanors, and in 1990, half of prosecutors in large jurisdictions (compared with one-fourth in 1986) cited a need for more drug diversion programs.

Local prosecutors responding to NIJ's 1990 National Assessment Program survey most frequently cited a need for a wider array of sentencing alternatives, particularly for drug-related cases. They also expressed a significant need for management information systems to improve case control. More than 90 percent of prosecutors reported budget increases, but half of these respondents indicated that funding was still inadequate. These and other significant survey results are summarized in this article.

### Continuing and emerging problems

**Workload increases.** A typical prosecutor's office filed almost 2,000 felony cases (up from 1,750 in the 1986 survey). Prosecutors in the larger counties filed an average of 13,000 felony cases. Nearly 90 percent of respondents cited a rise in drug cases as a major contributor to increased workloads. About half also reported that more motions are being filed and more suppression hearings held in conjunction with drug cases.

Increased arrests for domestic violence (60 percent of respondents) and child-victim cases in particular (88 percent) were also significant contributors to prosecutor workloads. The greatest increases in child-victim cases appear to be occurring in small jurisdictions, where 91 percent of prosecutors reported these cases as contributing to increased workloads, compared with 77 percent in large jurisdictions.

Throughout the country, prosecutors continue to demonstrate leadership in providing victim and witness assistance; 86

percent of prosecutors in 1990 (up from 77 percent in 1986) operated their own victim assistance programs.

**Pretrial problems.** Among problems claimed were inadequate police preparation of crime reports (60 percent), a need for more evidentiary details from police (54 percent), difficulty in obtaining early information on defendants' backgrounds (48 percent), and a need for more police training regarding search and seizure (43 percent) and obtaining confessions (40 percent).

**Court delay.** A significant number of prosecutors reported that court delay increased their case disposition times. From their perspective, major contributors to court delay were too many continuances (65 percent of respondents), poor case scheduling (54 percent), inadequate management information systems (46 percent), and abuse of discovery (45 percent).

**Funding and staffing.** Ninety percent of prosecutors reported receiving budget increases, and 20 percent reported budget increases of more than 30 percent since 1986. Even so, more than half of prosecutors surveyed reported being underfunded, and three-fourths said the number of staff attorneys had not kept pace with workload increases. About two-thirds said they needed more paralegals, investigators, and clerical and administrative staff.

Compared with the 1986 survey, almost twice as many prosecutors claimed difficulties in obtaining qualified minority applicants (60 percent versus 35 percent), making this factor second only to low salaries (64 percent) as a recruitment problem. However, some improvement was reported in prosecutors' ability to retain staff. Turnover due to staff attorneys going into private practice was less of a problem in 1990 (reported by 63 percent) than in 1986 (76 percent). But, reports of staff burnout due to heavy caseloads increased from 47 percent in 1986 to 60 percent in 1990.

### Prosecutor needs

**Sentencing alternatives.** Prosecutors wanted a much wider array of sentencing alternatives in their court systems. The need for drug diversion programs nearly doubled among respondents, from 26 percent in 1986 to 50 percent in 1990. Similarly, 43 percent in 1990 (compared with 29 percent in 1986) reported a need for more alcohol programs. Prosecutors in large versus small and medium-sized jurisdictions expressed different opinions regarding the need for intermediate sanctions: restitution programs (73 percent versus 53 percent), intensive probation (71 percent versus

54 percent), short-term community incarceration (67 percent versus 43 percent), and boot camps or other shock incarceration programs (67 percent versus 45 percent).

**Staff training.** Between 1986 and 1990, prosecutors apparently addressed a number of staff training needs, but about 40 percent of respondents in 1990 still reported a need for training programs in four areas: stress management, trial skills, new prosecutor training, and handling complex drug cases. One respondent cited the success of a "statewide 'baby D.A.' school" in training inexperienced attorneys.

**Management information.** According to the prosecutors surveyed, the large number of cases being filed and going to trial has created a need for improved management information systems. Foremost among the needs reported were the following: improved criminal history systems (65 percent), systems to improve caseload/workload analysis (61 percent), attorney scheduling systems (51 percent), systems for tracking speedy trial status (42 percent), bail/jail systems (41 percent), and codefendant information systems (40 percent).

## Survey of Superior Court Judges and Trial Court Administrators

*Questionnaires were mailed to the superior court judge and trial court administrator (TCA) in each county. Fifty percent of the judges (186 of 372) and 61 percent of the TCA's (144 of 236) responded.*

*Some results were derived by comparing courts in small and medium-sized counties with those in large counties (500,000 or more residents) or by comparing responses to the 1986 survey.*

National Institute of Justice research shows that cases involving crack cocaine, other illegal drugs, and related violent crime are swamping court dockets. According to NIJ's 1990 National Assessment Program survey of superior court judges and trial court administrators (TCA's), the most pressing needs were for more diversion programs and sentencing alternatives, improved court security, and improved court facilities. These and other major survey results are summarized in this article.

### Continuing and emerging problems

**Court workloads.** Nearly 90 percent of the respondents cited a rise in the number of drug-related cases as a major cause of their increased workloads. Sixty percent noted that the number of judgeships has not kept pace with caseloads and that felony cases are becoming increasingly complex. Other frequently cited causes of increased workloads included more cases involving multiple defendants and an increase in the number of suppression motion hearings. One judge reported, "Our caseload has doubled in the past 5 years. We get the cases tried, but followup actions are not as thorough or as timely as they need to be to meet the ends of justice."

In response to its increased workload, another court created a "Have Gavel Will Travel" program that sent judges into the field to handle arraignments, pleas, and other proceedings. This eliminated a daily need to transport 40 to 50 inmates to court.

**Case processing.** In addition to handling more cases, courts continue to experience delays in case processing. Survey respondents attributed court delays principally to too many continuances (62 percent of TCA's, 50 percent of judges), delays

at criminal investigations labs, and inadequate management information support.

**Funding and staffing.** Almost 90 percent of the respondents had budget increases since the 1986 NIJ survey, and about 20 percent noted increases of more than 30 percent. Still, 52 percent of TCA's and 46 percent of superior court judges said the financial resources available to the court were inadequate.

Staffing shortages are another continuing concern of courts. Respondents (about 50 percent) reported shortages of judges and security staff, and TCA's reported shortages of clerks (58 percent) and administrative staff (54 percent). Major factors cited as contributing to the shortage of judges were the unwillingness of top lawyers to go through the election process, low salaries, and the difficulty of locating qualified applicants. Recruitment of nonjudicial personnel was hampered by low salaries, a shortage of minority applicants, and the difficulty of locating qualified professional staff. Retention problems among judicial and nonjudicial staff were attributed primarily to low salaries, burnout due to heavy caseloads, and for nonjudicial staff, inadequate career incentives.

### Court needs

#### More diversion programs and sentencing alternatives.

The majority of respondents reported a need for more diversion programs and a wider array of sentencing alternatives. The principal requirements noted were as follows:

- Drug diversion programs (73 percent of TCA's, 70 percent of judges—up from 52 percent in 1986).
- Alcohol diversion programs (66 percent of judges, 69 percent of TCA's).
- Other pretrial diversion programs (60 percent of TCA's, 54 percent of judges).
- Intensive probation (63 percent of judges—up from 51 percent in 1986, and 55 percent of TCA's).
- Short-term community incarceration (more than 50 percent of respondents).

**Staff training.** Survey results indicate an increase in judicial training needs in most areas since 1986. In particular, respondents (between 45 and 65 percent) cited a need for judicial training in individual case management, computer access to legal resources, time and stress management, sentencing

alternatives, and handling complex drug conspiracy cases. More than half of the respondents also reported a need to train court administrative staff in the use of computerized information systems; general management; case record, stress, and time management; and case scheduling techniques.

**Operational and procedural assistance.** The most pressing operational necessities cited for all respondents were related to court security, facilities, and equipment. At least two-thirds of the respondents required secure areas for victims and witnesses and for counsel-defendant consultations, and almost 60 percent wanted metal detectors at courtroom entrances. Approximately two-thirds of the respondents also wanted additional space for

prisoner holding, improved provisions for moving prisoners, and more space for support staff. Sixty-two percent of TCA's and at least 50 percent of judges wanted more courtrooms, and close to 50 percent of the respondents required more jury deliberation rooms.

Information management is another court concern. One-half to two-thirds of the respondents reported a need for information systems to improve caseload and workload analysis and attorney scheduling. Information systems would also improve trial court processing, probation monitoring, records management, and fee collection. In addition, 55 percent of TCA's wanted computerized tracking of defendants' criminal histories.

## Survey of Jail Managers

*Questionnaires were mailed to jail managers in each of the 375 counties, of whom 280, or 75 percent, responded. Sheriffs with both law enforcement and jail management responsibilities were asked to complete a separate law enforcement questionnaire.*

*Some results were derived by comparing jail facilities in small and medium-sized counties with those in large counties (500,000 or more residents) or by comparing responses to the 1986 survey.*

National Institute of Justice research indicates that crowding remains the single most important problem confronting the Nation's jails. Sixty-eight percent of jail managers responding to NIJ's 1990 National Assessment Program survey reported their facilities hold more than 100 percent of capacity, up from 55 percent in 1986. Among jail managers in large counties, 81 percent reported this level of crowding, and 64 percent were under court order to improve conditions of confinement. Respondents also reported having inadequate space for programs and for housing separation based on inmate classification. These and other major survey results are summarized in this article.

### Continuing and emerging problems

**Crowding.** The median daily jail population increased by 78 percent between the 1986 and 1990 surveys—from 159 inmates per day to 283. During the same period, respondents reported a median increase of 50 bed spaces, and the proportion reporting double celling rose from 34 to 46 percent. Among respondents in large counties, 68 percent reported double celling in 1990.

The single largest factor contributing to crowding seems simply to be the number of arrests. Eighty-seven percent of respondents reported an increase in arrests in their counties, and more than 80 percent highlighted an increase in drug-related arrests. "Drugs and alcohol are related to almost all the crimes we see," said one respondent. Sixty-two percent of respondents (down from 70 percent in 1986) said more defendants are serving jail time for driving while intoxicated. Other contributors to crowding included longer jail sentences (61 percent), more convicted felons being sentenced to jail time (53 percent), and more sentenced State prisoners spending time in jail (58 percent, up from 51 percent in 1986).

**Jail facilities.** As in the 1986 survey, leading problems associated with crowding concern inadequate facilities; respondents emphasized the following:

- Inadequate space for separate housing based on inmate classification (73 percent of respondents), especially for physically aggressive or violent inmates (57 percent) and potential suicide risks (53 percent).
- Inadequate space for programs (72 percent).
- Difficulty in maintaining cell surveillance (60 percent).
- Inadequate booking and intake areas (59 percent).

Capital budgets provided a median of only \$527,400 for new construction and renovation since 1986. Still, substantial construction has been occurring. Between the 1986 and 1990 surveys, the median year in which the most recent facility was constructed went from 1968 to 1984. Further, a median expenditure of \$3 million for construction and renovation is anticipated by 1993, creating a median expanded capacity of 118 new bed spaces. With the new construction, the crowding problem may be alleviated to some extent. But, as one jail manager pointed out, "Even though we are moving into a new facility, we expect to be over capacity within 2 years of opening."

**Funding and staffing.** Almost 90 percent of respondents reported increases in their operating budgets since 1986, and 39 percent reported increases of more than 30 percent. The median increase was more than \$1 million, rising from \$2,206,000 to \$3,400,000. Nevertheless, 48 percent reported inadequate funding.

Staff shortages are a continuing problem for jail managers, in particular, shortages of correctional officers (reported by 70 percent of respondents), medical personnel (54 percent, up from 39 percent in 1986), and program officers (46 percent). Respondents reported a median of 59 sworn and 24 civilian employees (full-time equivalent), a median increase of 10 sworn officers and 9 civilians since the 1986 NIJ survey.

Retaining staff appears to be as much of a problem as recruiting staff. Low salaries (reported by 54 percent of respondents) and a shortage of qualified minority applicants (38 percent) were the two most frequently cited staff recruitment problems. More than 50 percent reported staff retention problems due to inadequate career incentives, low salary increases, burnout, and a poor image of jail work.

## Operational and procedural needs

**Programs.** Those jails that test inmates for drugs on admittance reported that 20 percent of their prisoners tested positive for drug use. Jails that do not test estimated that 32 percent of their inmates are on drugs when admitted. Not surprisingly then, respondents stated that their greatest needs were for drug abuse (56 percent) and alcohol abuse programs (54 percent). Other programs requested include basic education, vocational education, jail industries, and employment referral services.

**Staff training.** Jail managers also reported they needed staff training programs. Between 50 and 68 percent expressed staff training needs in stress management, handling of prisoners with special problems, interpersonal relations, management training, crisis intervention, and jail security.

**AIDS.** Jail managers appear to have some AIDS-related problems under control. In 1990, respondents (36 percent as contrasted with 47 percent in 1986) reported a need for staff training in handling HIV/AIDS-related problems. Another encouraging finding is that only 5 percent of jail managers in 1990 reported that fear of AIDS caused problems in retaining staff. However, 49 percent (up from 39 percent in 1986)

reported that their medical procedures for managing inmates with HIV/AIDS needed improvement. Respondents reported a median of five HIV-positive inmates and two inmates with AIDS per jail.

**Operations.** The most significant changes in jail operations may be yet to occur. Jail managers appear ready to make greater use of private contractors, particularly in program areas. Respondents declared a need for support from private contractors in the following areas:

- Medical services (80 percent).
- Mental health and specialized counseling (77 percent).
- Basic adult education (66 percent).
- Vocational education (58 percent).
- Prerelease services (51 percent).

Many jail managers reported a need for better management information to support operations, in particular, regarding inmates' medical and mental health histories (62 percent), drug and alcohol histories (56 percent), and court events (51 percent).

# Survey of Probation and Parole Agencies

*Questionnaires were sent to three types of probation and parole agencies that tend to operate on the county level. The response rate for each type of agency was as follows: probation-only, 63 percent (124 returned questionnaires); probation and parole, 87 percent (149); and parole-only, 67 percent (104), for a total of 377 respondents.*

*Some results were derived by comparing agencies in small and medium-sized counties with those in large counties (500,000 or more residents) or by comparing responses to the 1986 survey.*

National Institute of Justice research shows that the most significant problem facing probation and parole agencies is burgeoning caseloads. According to NIJ's 1990 National Assessment Program survey of probation and parole agencies, caseloads are outstripping staff and financial resources due to the continued rise in drug arrests and the resulting increase in offenders on probation or parole. Survey respondents also reported increased needs for staff training in handling offenders with special problems and for more offender-related community-based services.

The survey's major results are summarized in this article. Because of the varied structure of probation and parole services, the responding agencies are categorized into three types—probation-only, probation and parole, and parole-only.

## Continuing problems

**Caseloads.** Probation and parole caseloads are up since 1986, with officers in probation-only agencies carrying particularly heavy caseloads (see box). Most respondents collectively agreed that the two major contributors to increased caseloads were the rise in drug arrests (87 percent for probation to 95 percent for probation and parole) and insufficient staff (85 percent). Other significant contributors were the number of offenders requiring increased supervision (parole-only agencies reported some decline since 1986), insufficient residential options, and the time needed for investigating and reporting.

More than 70 percent of probation-only and probation and parole agencies also reported that diverting offenders to probation due to jail and prison crowding contributed to increased

caseloads. Similarly, two-thirds of parole-only and probation and parole agencies reported early release on parole contributed to increased caseloads.

As a result of these caseload increases, levels of supervision have been significantly reduced in many agencies. One probation and parole administrator reported, "We opted this year to place 1,600 minimum risk individuals in an unsupervised caseload with no reporting." However, with persons under intensive supervision, 77 percent of these administrators maintain weekly face-to-face contact.

**Staffing and funding.** Respondents collectively reported shortages of staff supervisors (almost 85 percent), investigators (55 to 73 percent), and clerks (70 to 82 percent). No single item appeared to dominate staff recruitment problems. The three agency types (50 to 60 percent) cited low salaries, problems with locating qualified professional staff, and difficulty in recruiting qualified minority applicants. Parole-only agencies were also affected by hiring freezes (57 percent, up from 37 percent in 1986).

A sharply defined pattern emerges in staff retention, however. Almost 75 percent of all respondents cited a lack of adequate career incentives as a retention problem. Given the flat organizational structure of probation and parole agencies, this finding is not surprising, nor is it insignificant. Staff burnout and low salary increases were the two other significant factors most noted.

The majority of respondents reported that their budgets were increasing. A substantial proportion, however, including 25 percent of probation and parole agencies, reported that their 1990 budgets were lower than in the previous 3 years. Between 63 and 73 percent of all respondents stated their budgets were inadequate.

## Local Probation and Parole Caseloads

	<u>Probation</u>	<u>Probation and Parole</u>
Employees	49	52
Supervisees	1,307	1,017
<b>Cases per officer</b>		
1986	109	99
1990	120	99

## Operational and procedural needs

All respondents saw similar needs for staff training, community-based services, and private-sector service providers. Scheduling court hearings was a problem for about 60 percent of probation-only agencies and probation and parole agencies primarily because of the need for presentence investigations. No other significant scheduling problems were reported.

**Staff training.** Training in handling offenders with special needs was cited most often by respondents (79 to 86 percent) as the most significant training requirement. Between 60 and 80 percent also cited a need for training in managing drug abuse cases, managing caseloads, handling stress, and dealing with liability issues. Other training subjects requested by the majority were identifying drug abusers, monitoring offenders, counseling techniques, word processing for report writing, and managing offenders with HIV/AIDS.

**Community-based services.** From 68 to 85 percent of all respondents reported a need for community-based drug and

alcohol programs, a dramatic increase since the 1986 NIJ survey. One probation and parole officer commented, "We need more treatment programs. We must stop the desire for drugs." About 66 percent of the respondents also reported a need for community-based residential programs, mental health services, job readiness training, housing and employment referral services, and vocational education programs.

**Private-sector service providers.** A majority of probation-only and parole-only agencies reported using private contractors for most or all of the urine analysis they required. A majority also saw a need for privately provided drug counseling, and parole-only agencies reported a need for increased contracting with private halfway houses.

**Electronic monitoring.** More than 40 percent of all respondents reported having conducted electronic monitoring, with continuous signaling devices the primary instruments in use. Overall, 70 percent of respondents—and 85 percent of probation-only agencies—reported success with monitoring, and 40 percent of agencies plan to begin using it in the future.



# Register Today To Begin Receiving Your Free Publications From NIJ/NCJRS.

---

You are invited to register with NCJRS to keep up with the latest information on criminal justice research, policies, and programs.

As a registered user, you will receive free the *National Institute of Justice Journal* and the bimonthly *NIJ Catalog*. These present the latest Institute research and evaluation findings as well as information on programs and publications of the Office of Juvenile Justice and Delinquency Prevention, the Bureau of Justice Statistics, the Office for Victims of Crime, and the Bureau of Justice Assistance.

Additional free publications are sent to users to match their identified information needs.

**Turn the page to complete the registration form so NIJ/NCJRS  
can send you the information you want.**

*Mail your completed form to:*

National Institute of Justice/NCJRS  
User Services  
Box 6000  
Rockville, MD 20850

---

# National Institute of Justice/NCJRS Registration Form

## POSITION TITLE

Please check *one* box that best describes your job function:

- A  Criminal justice professional\*
- B  Judge
- C  Planner
- D  Researcher
- E  Educator/trainer
- F  Health services provider
- G  Librarian/information specialist
- H  Student/intern
- J  Financial management personnel
- K  Investigator
- M  Medical examiner or coroner
- N  Legislator
- O  Consultant
- P  Media representative
- Q  Architect
- R  Manufacturer
- S  Scientist/engineer
- T  Laboratory technician
- Z  Other (please specify)

\* Refers to line and supervisory personnel in law enforcement, courts, probation, parole, and corrections in the criminal justice or juvenile justice systems.

## ORGANIZATIONAL AFFILIATION

Please check *one* box that best describes your job function:

- AA  Law enforcement agency
- AC  Security police/private security agency
- AF  Crime prevention organization
- AG  Judicial branch
- AI  Juvenile justice agency
- AL  Corrections agency
- AN  Probation agency
- AO  Parole agency
- AR  Defense (legal) agency
- AS  Prosecution agency
- AU  Legislative branch
- AV  Executive branch
- AW  Community organization
- AX  Educational institution
- AY  Research organization
- AZ  Professional association/society
- BA  Media organization
- BB  Private corporation
- BC  Self-employed
- VV  Victim services agency
- YY  Community service/restitution agency
- ZZ  Other (please specify)

## TYPE OF ORGANIZATION

Please check *one* box:

- A  U.S. Department of Justice
- E  Other Federal Government
- F  State government
- H  County government
- J  Municipal government
- K  Private sector
- M  Foreign
- N  Military

## POSITION LEVEL

Please check *one* box:

- A  Administrator/director
- B  Supervisor
- C  Line staff
- D  Support staff
- E  Specialist
- F  Volunteer
- G  Elected official
- Z  Other (please specify)

## INTEREST PROFILE

Please check the boxes that describe the areas from which you would like to receive information:

- A  AIDS and criminal justice
- B  Corrections
- C  Corrections construction
- D  Courts
- E  Crime prevention
- F  Crime victims
- G  Criminal justice technology
- H  Criminology and criminal justice research
- I  Drugs and crime
- J  Juvenile justice
- K  Law enforcement
- L  White-collar crime

## AGENCY SIZE

Please check *one* box:

- A  1-30 employees
- C  31-99 employees
- E  100-599 employees
- G  600+ employees

## SERVICE POPULATION

Please check *one* box:

- A  Adult
- B  Juvenile
- C  Both

1 LAST NAME	FIRST NAME	MI
2 AGENCY OR ORGANIZATION (for business address only)		
3 AGENCY OR ORGANIZATION (cont'd.)	4 BUILDING/ROOM	
5 STREET ADDRESS		
6 CITY	STATE	ZIP CODE
7 PHONE NUMBER (Include Area Code)	POSITION/TITLE	
8 If other than U.S., CITY/PROVINCE/COUNTRY/ZIP CODE		COUNTRY CODE