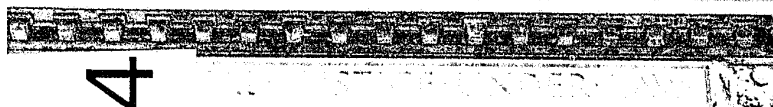
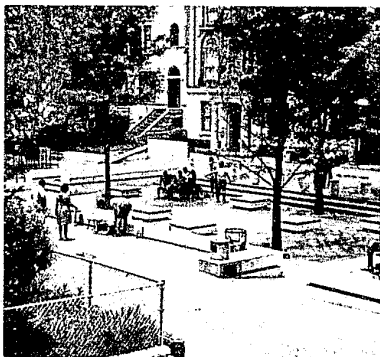
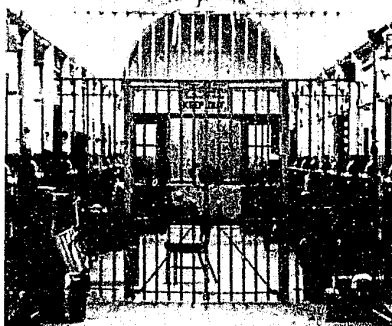


national institute of law enforcement and criminal justice annual report fy 1975



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National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice
Washington, D.C. 20531

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**U.S. Department of Justice
National Institute of Justice**

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**National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice
Washington, D.C. 20531**

letter of transmittal

To the President and to the Congress of the United States:

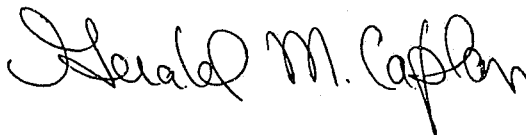
It is my pleasure to submit the Second Annual Report of the National Institute of Law Enforcement and Criminal Justice, in accordance with the requirements of the Crime Control Act of 1973.

Since 1968, Institute-sponsored research has explored many of the complex problems of crime control and the operations of the criminal justice system. Although the answers to many difficult questions are not yet at hand, the Institute's research has expanded our knowledge of crime and justice. Examples of key research findings are highlighted in this report in the context of three major issues facing the criminal justice system:

- Efficiency
- Fairness
- Reducing the costs of crime

In addition to this historical perspective, the report summarizes the Institute's fiscal year 1975 activities in research and development, evaluation, and technology transfer.

Respectfully submitted,

A handwritten signature in black ink, reading "Gerald M. Caplan". The signature is written in a cursive, flowing style.

Gerald M. Caplan
Director

December 1975

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foreword

To support State and local agencies in their crime-control efforts, the Law Enforcement Assistance Administration spent almost \$900 million in fiscal year 1975. Of this amount, about \$33 million was devoted to research, under the direction of the National Institute of Law Enforcement and Criminal Justice.

The funds are substantial; the programs are wide-reaching. Directly or indirectly, LEAA is a resource for every criminal justice agency in the United States. For its part, the National Institute is the principal sponsor of criminal justice research—virtually no major research effort is undertaken without first seeking its assistance.

Looking at the magnitude of current anti-crime efforts, it is easy to forget that crime did not become a national issue until the 1964 presidential campaign. Not until 1966 did crime emerge in the public opinion polls as a critical domestic concern; not until 1968 did it become the target of a major Federal assistance program. Clearly much has happened in the past decade.

The National Institute was created in 1968 amid great expectations about what could be done quickly to solve the problem of crime. A few years earlier, former President Lyndon Johnson had expressed a commonly-held ambition when he called for an effort that would "not only reduce but banish crime" in the United States. Few questioned the Utopian character of that goal or doubted that we as a people could develop the techniques to achieve it. At a time when we were about to send a man to the moon, perhaps it did not seem so difficult to purge the country of its muggers, burglars, and rapists.

Time has tempered that vision. Now, seven years after the National Institute was established—a period in which the Institute alone spent more than \$150 million—it is necessary to assess our progress in a cooler light.

It has been argued that the single most important thing to be said about those seven years of research is that they have exposed how little we know. This is an exaggeration, but it does seem clear that the hopes

for a dramatic reduction in crime were largely unfounded. The "breakthrough" concept which characterizes much scientific research does not apply to crime control. Neither the technological advances of the space program nor the discoveries of medical researchers such as Salk and Sabin are a valid analogy of what can be done to prevent or reduce crime.

The technology of the hard sciences does have a role to play—indeed, the major anti-crime successes to date have been in such areas as metal detectors to prevent skyjacking and ignition-lock systems to prevent auto theft. These advances, however, have not been accompanied by a reduction in the overall rate of crime. It is more likely that the crime problem will be alleviated, not by applying the laws of physics or chemistry, but through an improved understanding of human behavior. Such progress is likely to be slow and uneven. Realistically, we should think in time spans of a decade or a generation, rather than crash programs of six months, a year, or even several years.

Such a conclusion is sobering in terms of our hopes of a few years ago. But it is not pessimistic; it brings with it the opportunity to avoid the disenchantment that inevitably follows grandiose promises.

Furthermore, grounds for cautious optimism exist. In reviewing the whole body of Institute-sponsored research, it is clear that positive contributions to knowledge have been made in three areas:

First, we have learned much about improving the efficiency of the institutions of criminal justice—police, prosecution, courts, and corrections. In some areas, we have demonstrated an ability to achieve substantial economies without lowering performance, at

times even improving it.

Second, research findings clearly point the way toward achieving a level of fairness in the administration of justice thought unattainable only a decade ago. By fairness, I mean treating similarly-situated individuals in the same way, at each stage in the criminal justice system.

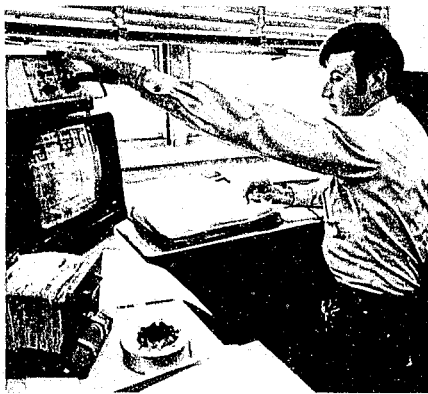
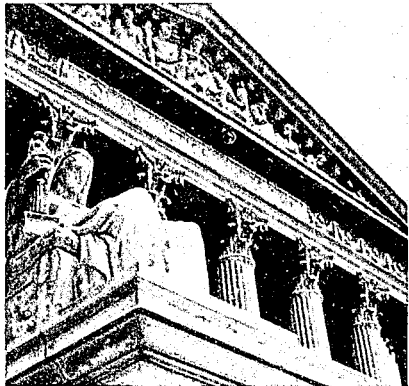
Third, we have learned much about reducing the cost of crime to the individual citizen. For individuals who are willing to take some extra measures to safeguard their persons and property, we can now recommend a host of precautions that will lessen their chances of becoming victims. And for those who do fall victim to crime, we know how to reduce the extent of their injury.

Judging by the experience of the past seven years, crime reduction on a citywide or nationwide basis remains an elusive goal. Measurable progress has been made on many fronts, most often when the projects have been specific and the ambitions realistic. Some of these efforts have deterred specific crimes, as has been documented by the National Institute through the Exemplary Projects Program, the evaluation of the LEAA High Impact Anti-Crime Program, and the identification of other promising projects.

It is likely that progress over the next decade will continue to be made in small increments—by an illuminating piece of research, by the painstaking testing and evaluation of the new concept, and finally by extensive efforts to apply it nationwide. The end result may indeed be the reduction of crime in the United States. In the meantime, this country certainly has the ability to construct a criminal justice system that is more effective, more even-handed, and more responsive to the needs of the citizen. That in itself is an enormous achievement.

Gerald M. Caplan
Director
December 1975

the issues



1. efficiency

Efficiency, productivity, cost-effectiveness . . . these concepts have proved their worth in commerce and industry, but have only recently been applied to the delivery of human services. "Justice" and "efficiency" are not terms that are easily reconciled. Nevertheless, the agencies of criminal justice have a great potential for cost-effective innovation, as Institute-sponsored research has demonstrated. In the administration of justice, as in other human endeavors, the economical approach is sometimes the most effective approach.

The courts, for example, may be able to save as much as \$50 million each year by taking simple steps to improve **juror utilization**. An independent study in New York City showed that jurors were spending two hours in the waiting room for each hour devoted to the performance of their duties, a waste of time that was irritating to the juror and expensive for the taxpayer. Though juror fees are usually low (from \$5 to \$20 a day) their aggregate national cost is about \$200 million each year. Now Institute-sponsored research has shown that the long hours of waiting are largely unnecessary.

A study of juror-usage patterns in seven court systems concluded that the juror pool in most courts was far too large. By adopting such management practices as spreading jury trials throughout the week and staggering their starting times, the courts would be able to operate with fewer jurors while still maintaining adequate coverage. In a typical jurisdiction, this reduction could be in the range of 20 to 25 percent. Even rather small cities would be able to save \$100,000 a year or more; in Manhattan, the annual savings were estimated at \$1 million. The project staff has worked with 22 courts who are implementing the recommendations with good results. Many other courts are adopting one or more specific practices for improving their jury operations.

At the same time, juror satisfaction would be much improved. It was not the obligation of jury duty that irritated most citizens, nor even the economic sacrifice, but the long

hours spent in idle waiting.

The product of this research was a *Guide to Juror Utilization* published last year. Several thousand copies of the Guide have been distributed to courts throughout the country, and it has been used as a text for judges and court administrators.

Other areas of jury management are now being studied: how citizens are selected for jury duty, how they are notified (in some jurisdictions the sheriff still hand-delivers the notification), how they are briefed on their duties, how they are impaneled for a given case, and how they are paid. Substantial economies may be possible in these areas as well.

Diversion of certain types of offenses from the courts is another means for streamlining operations and improving public attitudes toward the criminal justice system. Traffic cases, for example, clog case calendars in many urban jurisdictions. Often, courts are forced to respond by processing traffic offenses in a hasty, ill-considered manner. Justice suffers, and many citizens are antagonized by what they see.

In New York, **non-criminal traffic cases** are now handled by an Administrative Adjudication Bureau in the State's Department of Motor Vehicles. The result has been a dramatic reduction in criminal court congestion and more efficient, convenient processing of traffic cases. In one year of operation, the Bureau returned more than \$4 million in fines to local jurisdictions.

As part of its efforts to transfer promising ideas and practices to communities throughout the country, the National Institute validated the Bureau's success and designated it an Exemplary Project, to serve as a model for interested jurisdictions.

The courts are not alone in the inefficient use of human resources. Indeed, inefficiency may be most glaring flaw of the criminal justice process, which by its very nature is organized around meetings and conferences—police officers discussing complaints with the district attorney, lawyers conferring with their clients, and so on. Such meetings are characterized by time lost in travel and in waiting rooms. In addressing this problem, two Institute projects are examining the effectiveness of **two-way visual communications links** between parties who can engage in legal and other proceedings from an office or other stationary post.

An evaluation of the use of video-telephone in criminal justice began in Phoenix/Maricopa County, Arizona, in fiscal year 1974. By the end of last year, 11 major criminal justice agencies—including police headquarters, the county jail, and Superior and Justice courts—had been equipped for visual communication. The system has promise. A probation revocation hearing, for example—traditionally held in the courtroom—can now be handled via the video telephone. A hookup from the probation office to judicial chambers enables the probation officer to testify before the judge and defense and prosecuting attorneys without leaving his office.

Another system is being tested in Philadelphia, where the district attorney's office has been linked by closed-circuit television to police stations throughout the city: Prosecutors are able to review cases as they come into the station house, and to screen out those which are inappropriate for prosecution; police officers

Visual communications links for criminal justice agencies may have cost and time-savings potential.



can obtain immediate advice on the legality of search and seizure procedures, as well as on the most appropriate charge in a given case.

In police operations, the bulk of available manpower is committed to **patrol activities**, and especially to routine preventive patrol. Hence it is this function that offers the greatest potential for achieving economies in law enforcement. That this can be done safely has been suggested by a Police Foundation study conducted in Kansas City, Missouri. The study found that routine preventive patrol can be altered substantially without noticeably affecting crime patterns or community attitudes toward police.

These findings raise important questions about the time devoted to routine patrol and how it can be used more efficiently. Some of the answers should be provided by Institute-sponsored research in the Kansas City Police Department. This study is examining a traditional assumption that guides the allocation of patrol resources: the speed with which officers appear on the scene is a critical factor in apprehending offenders. Tentatively, the findings show that the greatest delay occurs between the time an offense is committed and the time the complaint is lodged. Thus, it may well be that response time is critical only for crimes in progress or in the case of personal injury and that other calls for service could be deferred without impairing effectiveness.

The implications of such findings—if confirmed—are enormous. When the response time study is completed in mid-1976, it should help to stimulate a careful rethinking of patrol operations.

Meanwhile, in a corollary effort to develop more effective techniques for deploying police

officers, the Institute is now exploring:

- **Split Force Patrol.** In Wilmington, Delaware, the Bureau of Police is splitting its patrol force into two parts, one to perform preventive patrol and the other to respond to calls for service. A significant by-product of this study will be the development of a "directed" or planned approach to preventive patrol, instead of leaving the strategy to the discretion of individual officers.

- **Neighborhood Team Policing.** The National Sheriffs' Association is assessing what is known about the experience of "team policing," in which the same officers are assigned to patrol a neighborhood on a continuing basis. This approach has been widely discussed as a means for strengthening crime control and improving police-community relations.

In addition, the Institute last year selected six communities to serve as laboratories for testing a model neighborhood team policing program. Each city has received funds for an 18-month demonstration project, which will be fully evaluated by an independent contractor.

- **Specialized Patrol Operations.** Among the patrol alternatives developed in recent years are the use of patrol officers in civilian dress ("anti-crime unit"), in a mobile strike force ("tactical patrol unit"), or in concentrating on suspects rather than on geographic areas ("offender-oriented patrol"). The Institute for Human Resources Research is analyzing the available data on these and other alternatives to conventional patrol.

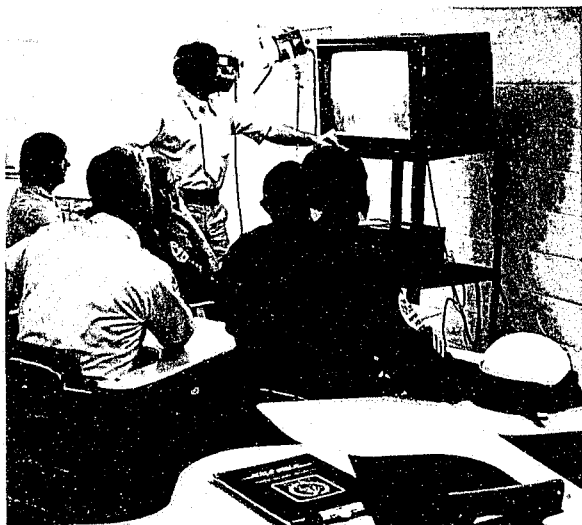
- **Preventive Patrol.** Finally, the University City Science Center reviewed what is known about the traditional form of patrol: uniformed officers assigned to designated geographic areas. The study notes that, although deterrence and apprehension are the primary goals of patrol, no accurate measures currently exist for evaluating the effect of patrol on either of these two outcomes. Indicators now in use—reported crime rates, arrest rates, response time—are not reliable or valid measures of deterrence or apprehension. (Development of more accurate measures of police effectiveness is being supported under another Institute grant [Ch. 5].) The researchers reported that there are several possibilities available for making better use of the patrol officer's time. For example, evidence from a number of studies suggests that assigning two officers to a patrol car is inefficient, except in hazardous areas, and a shift to one-officer patrol cars would not diminish effectiveness or

jeopardize the safety of the officer.

Answering **family crisis calls** is a particularly troublesome part of the patrol function. Fortunately, much has been learned about how to make police officers more effective in these situations. Institute-sponsored research in New York City showed that officers with specialized training in "conflict management" were more successful in resolving family disputes without violence. During the trial period, there was not a single homicide in any of the homes visited by trained officers, nor were any of the officers injured while intervening in family disputes. As a result of these research findings, a number of cities began to adopt some form of family crisis intervention training.

To give national impetus to this trend, the Institute in 1974 developed a comprehensive program based on the New York experience. Demonstration grants were awarded to each of six police departments, enabling them to establish model projects in family crisis inter-

As part of their training in Family Crisis Intervention, police in Portsmouth, Virginia, review video-tape of role-playing sessions. Portsmouth is one of six communities implementing the program with Institute support.



vention. The participating cities were Syracuse, Peoria, Columbus (Georgia), Jacksonville, New Orleans, and Portsmouth (Virginia). Institute support was for an 18-month period, ending in December 1975, after which time the projects would be continued with local funding.

Meanwhile, the Institute sponsored regional training workshops throughout the country. The workshops were completed early last year, and a follow-up survey has shown that about 55 percent of the departments represented at the training sessions are now in the process of developing programs for their own use. Four State agencies—in Georgia, Pennsylvania, New York, and Washington—are implementing Statewide training standards in family crisis intervention.

The third component of the Institute's effort in this area was an independent evaluation, conducted by the Human Resources Research Organization. The evaluation will not be completed until February 1976, but preliminary reports from the project directors in the demonstration cities are encouraging:

- The six demonstration cities have experienced a reduction in arrests as a result of family disturbance calls.
- There has been no measurable reduction in the number of assaults and homicides among the disputants themselves.
- Attitudinal surveys show the disputants are responding favorably to officers trained in crisis intervention techniques.
- Citizen complaints against police in general have dropped in all the cities.

Thus research has been translated into action with positive results, and police officers have been given a tool that can make them

more effective in performing one particularly troublesome aspect of their work.

The personal safety of police officers has long been a concern of the Institute's program in advanced technology. Even if injuries could be reduced to zero in family disturbance calls, the police officer would still be subject to assault in other situations: apprehending robbery and burglary suspects, controlling civil disorders, and even in random attacks upon the policeman as a symbol of public order. Here a breakthrough has been made in the development of a **lightweight body armor** for police officers. The material, known as Kevlar 29, was originally developed as a replacement for steel belts in automobile tires. To test its applicability to body armor, the Institute sponsored tests at the U.S. Army Land Warfare Laboratory in Aberdeen, Md., beginning in fiscal year 1972. Using a .38 caliber "police special" as its standard, the laboratory found that Kevlar would protect its wearer from handguns fired at distances usually encountered in police work. Further testing, begun in fiscal

Institute-developed lightweight body armor can be worn inconspicuously, providing protection against bullets fired from most handguns.



year 1973, showed that Kevlar was also effective in absorbing "blunt trauma"—the crushing effect of a bullet on human tissue.

Compared to nylon, Kevlar offered twice the strength at half the weight. It was also comparatively flexible. These features allowed it to be incorporated in a variety of garments—jacket liners, decorative vests, or even underwear—that were light enough and comfortable enough for everyday use.

Last year, the Institute completed the development phase of this project, with one significant improvement: Since Kevlar lost some of its protective qualities when wet, a waterproof coating was added to the basic material. The Institute is now conducting an extensive field test of the new body armor. Fifteen urban police departments are cooperating in the test. Each serves a population larger than 250,000, and each has experienced officer assault rates higher than the national average. The participating cities are Albuquerque, Birmingham, Miami, Atlanta, Detroit, Newark, New Orleans, Philadelphia, Richmond, St. Paul, Tampa, Portland (Oregon), St. Louis, Seattle, and Tucson. The tests involve 5,000 garments, including 800 purchased from commercial sources. Among the factors to be evaluated are Kevlar's comfort when worn for a full working day, its adaptability to extremes of temperature, and its durability through long periods of use. Equally important is the psychological effect of these garments on the officers who wear them—whether they become more confident and relaxed in their encounters with the public, or whether body armor might inspire them to take more chances with their own lives and the lives of others. Research on the problem of "blunt trauma" is also continuing in fiscal year 1976.

2.fairness

A computer cannot play Solomon, deciding whether a given individual deserves a three-year sentence, one year, or probation. But it can provide useful information for judicial decisionmaking on the range of sentences normally prescribed for specific offenses. Obviously, two individuals convicted of the same offense, with similar backgrounds and criminal histories, should receive sentences that are roughly the same. To place one individual on probation but sentence the other to extended incarceration serves neither the fact of justice nor its appearance. Nevertheless, extreme disparities in sentencing are commonplace in this country and elsewhere, and they contribute heavily to public cynicism about the criminal justice system. Where disparities abound, it is possible for one segment of the public to feel that criminals are being coddled, even while others may believe that the courts are too harsh toward young people or blacks or representatives of a particular cause.

Research findings point the way toward achieving a level of fairness thought unattainable only a decade ago. Within a few years, it may be possible for judges to have at their fingertips information to help bring them closer to dispensing equal justice. Model **sentencing guidelines** are being developed, tested, and refined with the help of the judiciary in Des Moines, Denver, Newark, and Vermont. The guidelines reflect those factors judges consider important in their decisions and offer a sentencing scheme for routine cases. For exceptional cases outside the guidelines' scope, the project recommends that judges meet with their colleagues to receive several opinions before handing down a sentence.

In a related effort, the Institute is funding a study of two other methods thought to be useful in reducing sentencing disparity: **sentencing councils** made up of several judges and **appellate review of sentence**.

In Chicago and New York City, sentencing councils were established in which a trial judge could confer with two colleagues before recommending a sentence, although he still



maintained final responsibility for the sentence. Researchers found significant disparities in the initial sentencing recommendations. In approximately 30 percent of the cases, the three-judge panel failed to agree on whether or not to incarcerate an individual. Sentencing councils did tend to influence sentences toward the middle range, but they had only a slight influence on disparity. Thus, the researchers concluded, sentencing councils are not the answer to reducing disparity.

To correct unduly extreme sentences after they have been handed down, a few jurisdictions rely on appellate review of sentences, a method more commonly used in Western Europe. The same researchers are evaluating appellate review as it operates both in this country and in selected European jurisdictions. The study will produce an index of sentencing disparity so that a judge will be able to see how much variation there is between the sentence he believes is appropriate and the sentence another judge might have handed down.

Similarly, for incarcerated offenders, the question of who is paroled and who remains in prison need not be inconsistent. In 1972 the Institute sponsored a project that helped Federal officials develop **parole guidelines** for making equitable and consistent decisions. The guidelines were based on "experience tables"—statistical profiles developed from an analysis of 3,000 offenders whose paroles had been reviewed by the U.S. Board of Parole. By providing objective information on past offenders, the tables would help parole officials to predict the risk of releasing various types of offenders. Good parole risks could thus be identified and released earlier; poor risks could be retained in prison.

The guidelines have been used in all Federal parole decisions since June 1974. In one region where the guidelines were applied to nearly 6,000 initial hearings in a six-month period, the Board made decisions consistent with the guidelines in 84 percent of the cases. Use of the guidelines has also helped the Board to specify its reasons for parole denial—increasingly important in light of recent court decisions.

As a direct outgrowth of this success, the Institute is now funding the development of similar guidelines on the State level. Six parole boards (in California, Washington State, Virginia, North Carolina, Louisiana, and Mis-

souri) were chosen last year to take part in this project. Each is receiving technical assistance to put the model guidelines into practice and to evaluate the results.

An effort to build fairness into the criminal justice system at an early stage is underway in Boston, where Boston University's Center for Criminal Justice will draft rules governing the **exercise of police discretion**. No less than judges or parole board members, police officers make decisions affecting the course of justice: decisions such as arrest, search, and the seizure of evidence. Increasingly, police administrators are under pressure to develop and enunciate policies for structuring this enormous discretionary power. Prompted in part by judicial decisions governing police conduct, police administrators are being urged to use their rulemaking power to guide individual officers in their decisions and to set forth the options available in a given situation.

Model rules have already been developed at the Arizona State University Law School under a grant from the Police Foundation. The Boston Police Department will test three of these model rules as well as rules governing other critical areas of police discretion devised under the project.

Police agencies are not alone in their need to comply with judicially-imposed rules of procedure. In 1972 the Supreme Court held that "no person may be imprisoned for any offense . . . unless he was represented by counsel at his trial." The ruling extended to misdemeanants a guarantee previously granted to accused felons: the courts would have to provide legal assistance to those who could not afford it if imprisonment was a possible penalty for the offense. In 1973 the Institute funded a study of how **indigent defense services** were being implemented. Completed last year, it showed that the *Argersinger* mandate had made but a small impact on court procedures. In some lower courts, 95 percent of the defendants were waiving their right to counsel. Among the reasons cited by the study were:

the defendant neglects to assert his right to counsel; he may not understand that the court-appointed counsel is free; or he may be told that the right to counsel is unimportant in a first offense.

The researchers found significant inconsistencies in the methods used to determine financial eligibility for free legal counsel. In one jurisdiction, for example, posting bail was deemed to be proof that an individual could afford private counsel. "To assure equal treatment of defendants," the study concluded that jurisdictions should develop uniform eligibility standards for court-appointed counsel (e.g., the U.S. Bureau of Labor Statistics standard-of-living figures). Other recommendations were recruitment of law students to assist court-appointed counsel, prepaid legal insurance, and decriminalization of offenses for which imprisonment is seldom imposed. Among the latter are public drunkenness, vagrancy, and minor traffic offenses.

Research is studying ways to improve access to legal counsel for those unable to afford private attorneys.



The Institute is continuing to support research in this area. Last year a project was funded to develop and test an evaluation design for indigent defense systems. The products will include a self-evaluation form for defender offices as well as a more detailed design for evaluations by an impartial outside team.

Like the courts, prisons are under pressure to achieve a higher degree of fairness. Here, too the need is for procedures to ensure that similarly-situated individuals are treated in similar ways—for example, that male and female inmates have equal access to rehabilitation opportunities. Such programs have assumed great importance in recent years. Between 1960 and 1972, arrest rates for women increased three times faster than for men, according to the FBI Uniform Crime Reports, and there was an accompanying shift toward more serious crimes. Yet nearly half the states have no correctional facilities designed for female offenders and relatively few programs have been tailored to fit the specific needs of women.

Last year the Institute funded a national study of **correctional programs for women offenders**. Thirteen states—Colorado, Florida, Georgia, Illinois, Indiana, Michigan, Massachusetts, Minnesota, Nebraska, New York, North Carolina, Texas, and Washington—were included in the survey. Each was typical in such factors as population, female incarceration or patterns. Data has been collected in 62

Correctional programs for women offenders are limited in scope, Institute research has found.

Credit: Corrections Magazine, photo by Bill Powers



prisons and jails and more than 50 community-based correctional systems. Preliminary findings indicate that programs for female offenders are indeed limited, both in the scope of services offered and in the range of choices available to the individual. Some programs seem to be taken from prototypes developed for the male offender: work-release programs, for example, which have been thought to be successful for men but which may not be appropriate for women, especially for mothers of young children. Where programs have been designed especially for women, they often seem to be based on stereotypes of traditional female roles: A typical prison industry for women is sewing American flags.

Other types of offenders also require attention. Frequently, the special rehabilitative needs of **sex-offenders, mentally-retarded and drug-addicted offenders** are ignored by the correctional system. To help correct this deficiency, the Institute is developing a Prescriptive Package outlining practical guidelines for operating and evaluating treatment programs for special offenders within correctional institutions.

Another pressing need in correctional institutions is to ensure the **safety and well-being of inmates**. There is much disagreement as to whether the goal of incarceration is punishment, rehabilitation, or merely incapacitation. There can be no question, however, that an offender should not be placed in special jeopardy. Indeed, most states have a statutory responsibility for the safe care of an individual in custody.

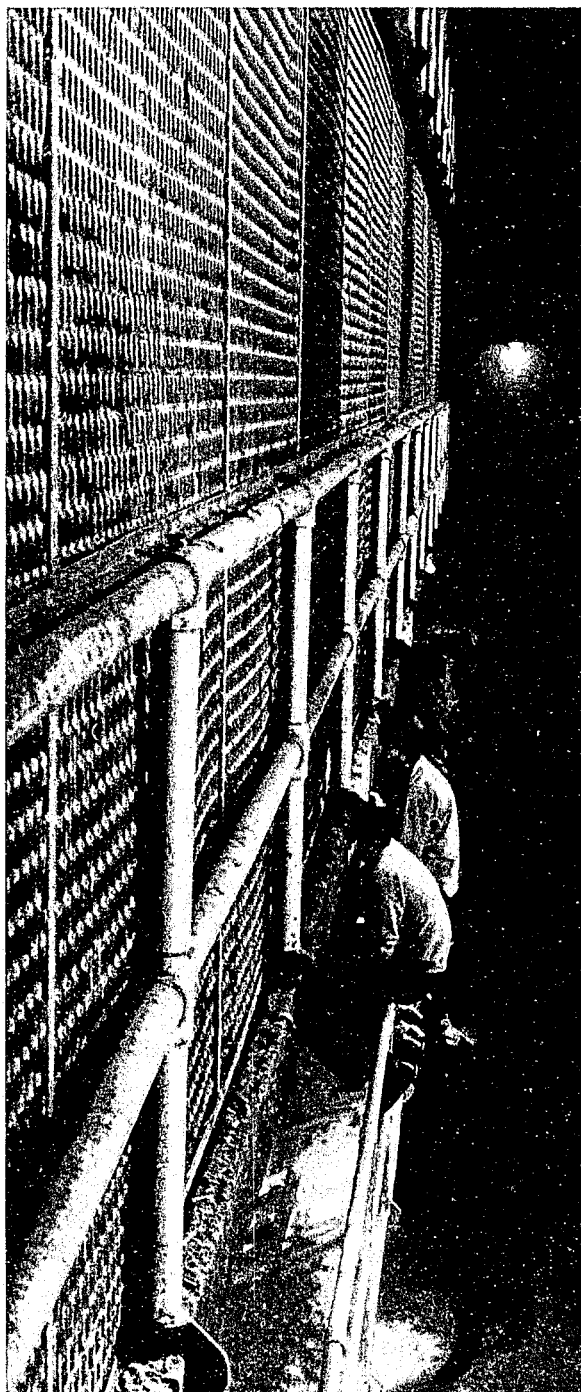
One of those responsibilities is adequate health care. In a society where health care becomes more costly and complex with each passing year, fulfilling that duty presents many difficulties for the corrections system. What services must be included if adequate care is to be provided? How can institutions secure the necessary facilities and highly-skilled manpower? Where will the funds come from to cover the spiraling health care costs? Some answers to

these and other important health care issues facing correctional administrators are covered in a Prescriptive Package to be distributed throughout the corrections system.

As a result of long-term incarceration, certain individuals may be left vulnerable to sexual assault, extortion, and other forms of victimization, including murder. Research sponsored by the Institute is seeking ways to enhance inmate safety.

The researchers have found that younger inmates are specially concerned about threats to their personal safety. They are also more concerned about their relations with prison staff and with occupying their time while in prison. Older inmates, on the other hand, want more stability and structure in their institutional surroundings. The ultimate goal of the research is a classification model that will match inmates with the correctional setting most conducive to their well-being. Five New York State correctional institutions are cooperating in the study.

Victimization of inmates represents an unintended sanction—a punishment imposed upon some offenders but not on others. Legal sanctions are imposed at each step of the criminal justice process, and often they, too, appear arbitrary. Whether a given offender is warned or arrested, held in jail or released on bond, prosecuted for the major offense or a lesser one, found innocent or guilty, sentenced to probation or to extended incarceration—little is known about how these decisions are made or what their ultimate effect may be in deterring specific crimes. To address these questions, the Institute last year funded a study of the **deterrent effect of case dispositions** in California.



The researchers developed "sanction scores" for eight major felonies, based on statistical weights assigned to both the speed and severity of the criminal justice system's response to those crimes in a three-year period. The findings are provocative:

- Offenses against the person are sanctioned more quickly and severely than offenses against property, with one exception. The crime of rape exhibited one of the lowest sanction scores—lower than burglary and almost as low as auto theft.

- Generally speaking, the sanction is greater and levied more quickly in urban areas than in rural ones. Sanction scores for homicide, robbery, and rape increased consistently with the population of the county in which these offenses were committed. Grand theft and auto theft were more evenly clustered on the index, but here too the sanction scores dropped significantly in counties with less than 25,000 population.

- An exception to the general rule was felonious assault, which appears to be regarded more seriously in rural areas. The smallest counties exhibited the highest sanction scores for assault. The scores declined as the counties increased in size, reaching a low in counties with populations above 500,000.

- Preliminary findings from the study also suggest that the strongest deterrent effect occurs at the arrest and pre-trial stages.

The research raises significant questions about how the criminal justice system responds to various felonies. As the preliminary data indicate, the response varies across jurisdictions and may reflect such things as crime patterns, the efficiency and effectiveness of specific criminal justice systems, and public attitudes about the seriousness of various criminal acts. This kind of basic research into developing a theory of deterrence is an important step toward designing a criminal justice system that is both effective and fair.

3. reducing the cost of crime

The crime rate is a problem for society as a whole. For most citizens, however, the immediate concern is the possibility that they or their families will be victimized in the near future by burglary, car theft, assault, or robbery. From this perspective, improvements in the criminal justice system may be less important than advances in security. What steps can citizens take to protect their homes against burglary and themselves against assault? What measures can communities take to reduce the opportunities for crimes to occur? And if these precautions fail, how will the agencies of criminal justice respond to the victim's plight? These questions have occurred to most Americans at one time or another, not only in urban areas but to an increasing extent in rural communities as well.

Reducing the cost of crime is the third area in which research has made a positive contribution. Whether the measure is prevention or aftercare, much has been learned in the past ten years.

Burglaries now account for almost half of the Nation's serious crimes and for good reason: the odds in favor of the burglar are rather high. In many jurisdictions, the arrest clearance rate for burglary is low—about 15 percent. Such statistics are not reassuring to the individual citizen. Yet research has shown that if entry can be frustrated for as little as four minutes, a burglar generally gives up the entry attempt and turns instead to a more vulnerable target. Thus, **burglar-deterrent doors and windows** are the citizen's first line of defense against this crime. The Law Enforcement Standards Laboratory, with Institute funding, has developed standards that should help the construction industry

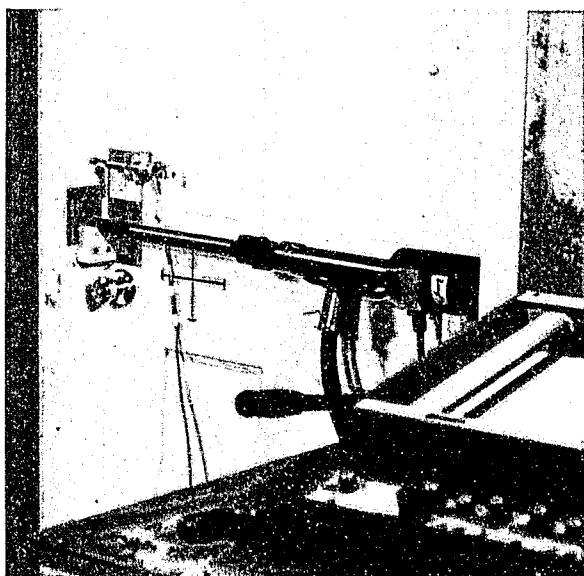
build safer homes in the future. These standards are now being translated into a layman's guide that will enable a homeowner or tenant to improve the security of an existing dwelling.

Such precautions need not be elaborate or expensive. Nails driven into a windowframe, so that the sash cannot be raised more than five or six inches, will often be enough to discourage forced entry.

A more sophisticated precaution is a **home burglar alarm**. Statistics show that such alarms are an effective aid in both deterrence and apprehension. Last year the Institute sponsored a survey of available alarm systems and identified the technological advances that could make such alarms less costly and more sensitive. Now in the development phase, the project's goal is a system low in initial cost, reliable over long periods of use, and capable of distinguishing between real and false intruder signals.

The Institute is also studying the effectiveness of a **personal radio alarm** that could be worn by citizens in high-risk situations—by the residents of a crime-plagued apartment building, for example. The prototype device is small enough to be worn like a wristwatch or a pendant. When triggered, it transmits the wearer's identity and approximate location to a central communications unit, which can then

The strength of door frames and locks is put to the test. Standards for burglar-deterrent doors and windows will be published by the Institute.



dispatch a security officer to the scene.

The alarm was tested in 1974. The hardware for a full-scale field test will be manufactured and one or more prototype installations will be operational in Elizabeth, New Jersey, in 1976. About 1,500 citizens—residents of a low-income housing project or a senior-citizen complex, for example—will be equipped with the radio alarms, and the necessary relays will be installed in corridors, lobbies, parking lots, and other locations. In each case, local security personnel will respond to alarms. The actual test sites will be selected on the basis of data supplied by the Elizabeth Police Department.

The uses of such a system are not limited to instances of crime: the alarm should be equally valuable in calling for help in a fire, accident, or other emergency.

During the past decade, law enforcement agencies in many communities have encouraged citizens to mark their personal property as a simple and inexpensive means of discouraging burglary and increasing recovery of stolen property. **Operation Identification** is the name usually given to such projects. In a typical project, the local police department provides an engraving tool that can be used to emboss the citizen's Social Security or driver's license number or other personal identifier on valuable items. The numbers may be registered with police. Decals may also be supplied to the participants to advertise the fact that their property is marked and registered. In theory, at least, burglars would shun such homes, and the police would be able to identify and return property that was stolen.

The Institute last year funded a survey of the results of these projects as they are working nationwide. The analysis found that citizens enrolled in an O/I project experienced fewer burglaries than their neighbors who failed to take advantage of the project. However, there was no reduction in overall burglary rates for O/I communities—perhaps because the typical project failed to recruit more than 5 percent of its target population. Thus, while Operation

Identification is far from being a panacea, it has succeeded in the one aspect that most concerns the private citizen. For those who take the time and trouble to mark their property (and to advertise the fact) the chances of a burglary are significantly reduced. In a Seattle project the reduction was about 33 percent, in St. Louis it was about 25 percent, based on before-and-after comparisons. Operation Identification may not deserve the full credit for these reductions, since it is usually part of a larger crime prevention program and O/I householders may have taken other steps to make their homes more secure. The end result is the same, however. By taking the initiative, a citizen can substantially reduce his or her chances of falling victim to crime, even while crime rates are unchanged in the community at large.

While individuals can do much to reduce the costs of crime for themselves, the communities they live in can do even more. Institute sponsored research has shown that the way houses, apartment buildings, and neighborhoods are designed can increase or reduce the crime rate.

Oscar Newman, an architect and urban planner developed the concept of **defensible space** in a 3-year study of the relationship between criminal activity and architectural design. The most dramatic example was found in two public housing projects in the Brownsville district of New York City. The projects faced each other and were comparable in size, density, and social composition. The sole difference was architectural: the newer project was a cluster of high-rise buildings while the other consisted of smaller, walk-up apartments. Newman found that the high-rise project experienced 264 percent more robberies and 66 percent more crime overall. From his studies in Brownsville and elsewhere, Newman identified four design elements that contribute to a secure environment:

Strongly defined zones of influence. When fewer people share an entrance or hall, they feel more protective toward it and are more likely to challenge an intruder.

Natural surveillance. Doors, windows, and lobbies should be arranged to permit constant monitoring of what is happening in public areas.

Residential appearance. When the institutional image is avoided, residents take more pride in the building and have a greater incentive to maintain public areas.

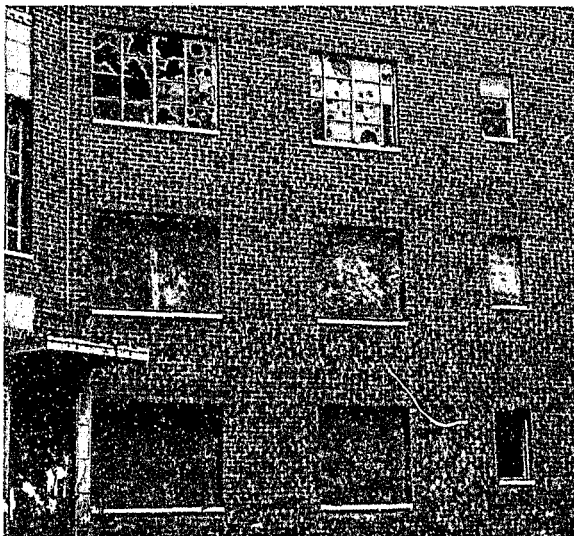


Neighborhood character. The safety of lobbies, walkways, and playgrounds is greatly influenced by the character of the surrounding neighborhood.

Newman's research has helped to provide the theoretical foundation for a new approach to crime reduction: creating more secure environments in which citizens can live, work, study, and go about their daily business. The concept is called **crime prevention through environmental design**. As developed by the Institute during the past two years, it involves demonstration projects in several settings.

In **Hartford, Connecticut**, teams of urban designers, researchers, and law enforcement and community officials have analyzed crime factors in two specific neighborhoods. The result is a residential crime-control program jointly funded by the National Institute, the Department of Labor, and the Department of Housing and Urban Development. The target areas are Asylum Hill, a racially-mixed neighborhood where most residents live in private

Reducing crime and vandalism in public housing projects is one goal of Institute-supported research in environmental design. Concepts are also being tested in private residential neighborhoods, business districts, and schools.



apartments; and the Clay Hill/Sand area, predominantly black and containing both public and private housing developments. Since street crime was identified as the major crime problem, the action program will contain the following elements:

- The use of public and semi-public thoroughfares will be restricted wherever possible by changing the flow of traffic, re-designing intersections, and creating cul-de-sacs.
- Law enforcement operations will be altered to include such techniques as neighborhood team policing.
- Community groups will be encouraged, both neighborhood-wide and on the block level, to bring about greater surveillance of street activities.

Another residential crime-control program is being designed in Minneapolis.

The second environment being addressed this year is a commercial strip in **Portland, Oregon**. The strip extends for 50 blocks, posing great difficulties in developing an effective crime-prevention strategy. The project will therefore attempt to make the commercial strip a part of the residential neighborhoods that border it, thus extending the residents' zone of influence to an area that is now almost devoid of this kind of surveillance. Techniques for accomplishing this goal will include transforming blighted areas into markets, fencing off blind pockets where criminals can loiter unseen, and creating small plazas and malls to encourage citizens to use the commercial strip during their leisure hours. Bus routes will also be changed to increase casual use of the area. Surveillance will also be enhanced by opening business windows onto the streets, by introducing block-watch programs, and by

providing toll-free emergency phones.

In **Broward County, Florida**, the concept of environmental design will be applied to a school system with 130,000 students and a higher crime rate—assault, vandalism, and burglary—than in the school systems of either Chicago or Detroit. Six schools will be involved in the project. Each will have a monitor living on the grounds in order to discourage criminal activities when classes are not in session; during school hours, a similar function will be performed by student monitors. Teacher officers will be relocated so that this source of control, surveillance, and even refuge will be available throughout the building. Access to isolated areas such as roofs and closets will be restricted, and improved lighting and alarm devices will be installed.

This new approach to crime prevention depends upon the interaction between a physical setting and the people who use it: residents in the case of Hartford, the business community and its neighbors in Portland, and school children and their parents in Broward County. In each project, the environment's users are helping to plan and implement the changes that will take place. For the same reason, the projects will be evaluated not only for their impact on crime but also for the degree to which they have reduced the fear of crime.

At the same time, the scope of each project is large enough to minimize a problem associated with many crime-reduction efforts—crime displacement. Improving security in a single housing project or business block can have a marked effect on criminal activity in the immediate area; the same is true for the participants in such projects as Operation Identification. Yet the effect on the community-wide crime rate may be negligible, since criminals can simply direct their activities toward other, less-protected targets. This kind of displacement is much less likely to occur when the project involves an entire neighborhood, commercial strip, or school district.

For those who are victimized, research can show the way toward reducing their injuries and even the financial loss to which they are subject. Among the most pressing needs in this area is a heightened sensitivity on the part of the police and the courts. Surveys have indicated that **encounters with the criminal justice system** are often so unsatisfying that citizens will go to great lengths to avoid them, even to the extent of not reporting a crime when it does

occur. This situation helps explain why so much crime in the United States—more than 50 percent, according to LEAA victimization surveys—is never reported to the police.

The Institute last year funded an effort to develop specific recommendations for dealing with citizens, both as crime victims and criminal justice system clients. Milwaukee is serving as the laboratory for this project. The researchers are identifying the major problems of crime victims, including prompt medical care, counseling, and assistance in filling out insurance claims. The issue of direct financial compensation is also being investigated. Procedures then will be developed for meeting those needs effectively and efficiently. The same research effort will also develop recommendations for making the police, prosecutors, and courts more responsive to citizens who take part in the criminal justice process, especially as witnesses to crimes involving themselves or others.

Witness problems were also the subject of a study completed last year in the District of Columbia, where 1,000 citizens were interviewed about their experiences in giving evidence. Their responses indicated a serious failure of communication on the part of prose-

Failure of witnesses to cooperate in criminal cases is a serious problem. Some remedies are presented in an Institute-published handbook for prosecutors.



cutors. Often a prosecutor would perceive a witness as uncooperative, when the citizen believed that he or she had been helpful. Other witnesses appeared to have little idea what was expected of them in court. The study yielded a number of recommendations for improving witness cooperation in the District of Columbia and other jurisdictions. These recommendations will be distilled in a practical handbook for prosecutors to be published early in 1976.

Both as victim and witness, the woman who has been raped is often likely to suffer from her subsequent encounters with the criminal justice system. Police officers may be callous in their questioning of the victim, medical examinations may take place in a cursory and even humiliating fashion, and the subsequent trial is almost always an ordeal. Consequently, many women choose not to report their victimization to the police or refuse to appear as a witness against the offender in court. For these and other reasons, the **crime of rape** is one of the most difficult for the criminal justice system to handle.

Last year, the Institute funded a major study of the criminal justice system's response to the crime of rape. As part of the study, national sample surveys of law enforcement agencies and prosecutors' offices were conducted, both of which elicited an extremely high response rate. Of the 88 percent of the police departments that completed the lengthy questionnaire, two-thirds indicated (among other findings) a significant increase in the number of rape cases reported to them in the past year. A wide variety of new but untested police programs to deal with rape cases was uncovered by the survey, and many departments specifically

requested information about more effective, compassionate methods for investigating cases of rape. Other aspects of this study included an analysis of the laws concerning rape, interviews with victims and offenders, and on-site observation of the special rape programs in the City of Seattle. General recommendations will be available in 1976.

Another victim whose plight has long remained hidden is the child who is brutalized by a parent or caretaker. Public awareness of the dimensions of the problem has expanded in recent years, largely due to the efforts of the press to report such abuses. At the same time, there is a growing recognition of the critical need for a more effective response to **child abuse** by criminal justice and medical agencies. A Prescriptive Package developed by the Institute explores the role of these agencies in reducing the physical and psychological damage suffered by the child. The manual recommends that physicians and hospitals assume primary responsibility for reporting incidents of abuse and providing care to the injured child. The medical assessment of the injuries and their probable cause, the manual notes, is important because it assists the court in exerting legal control to ensure that parents and children receive needed treatment. Scheduled for publication in 1976, the Prescriptive Package will include operational guidelines to help communities establish better systems for preventing and treating child abuse.

* * * *

Crime is an extremely difficult problem, one that will confront the nation and challenge its ingenuity for some time to come. As the foregoing chapters show, criminal justice research has begun to suggest better answers to a number of longstanding concerns. The fact that crime rates are very high, however, means that the search for solutions must continue. If the current momentum can be maintained, it should be possible to gain even more significant improvements in the next decade.

the programs



4.research

Research is the primary mission of the National Institute and accounts for the largest share of its budget. In fiscal year 1975, approximately \$20 million was devoted to this purpose, virtually all of it awarded to outside agencies in the form of grants or contracts. The Institute has no research staff of its own. Instead, it designs and sponsors programs in three general areas:

- Crime prevention and control.
- The operations of the criminal justice system.
- The application of advanced technology to the needs of criminal justice agencies.

The Institute also supports the work of innovative researchers in the criminal justice field. Each year a number of talented individuals are brought to Washington under the Visiting Fellowship Program, to work at the Institute on projects of their own choosing. In fiscal year 1975, a more ambitious vehicle was designed toward the same end. Called the Research Agreements Program, this pilot effort will link the Institute to selected educational and research organizations, each concentrating in a specific problem area of criminal justice. Four such agreements were signed last year.

Since its inception in 1968, the Institute has devoted substantial funds to research into the causes and prevention of juvenile delinquency. With the passage of the Juvenile Justice and Delinquency Prevention Act of 1974, programs in this area were transferred to LEAA's Office of Juvenile Justice and Delinquency Prevention. The new office will combine research and action programs, thus sharpening the attack on a particularly troublesome aspect of American life.

Community Crime Prevention

Citizens have a major role to play in crime prevention—by taking simple steps to protect themselves and their property, by reporting criminal acts to the police, and by serving as witnesses or jurors in court proceedings.



Indeed, the agencies of criminal justice could not function without the cooperation and support of the communities they serve.

The Institute's program in this area is designed to reduce both the incidence and the fear of crime. To accomplish this goal, the Institute has devised a comprehensive strategy which involves physical and urban design, community organization and citizen action, and criminal justice practices and procedures.

Environmental design. Research has shown that the environments in which we live and work have a marked influence on our vulnerability to crime. The Institute has funded projects to demonstrate this concept in residential neighborhoods (Hartford and Minneapolis), in a school system (Broward County, Florida), and in a commercial strip (Portland, Oregon). The Hartford Institute of Criminal and Social Justice is conducting the project in that city, and the Westinghouse Electric Corporation is the contractor for the other projects. [Ch. 3]*

The citizen as client and victim. Marquette University's Center for Criminal Justice and Social Policy is identifying the major problems of victims—ranging from medical care to compensation—and ways to solve these problems effectively and efficiently.

The study will also address the special needs of witnesses to crime. In a related project, the Battelle Human Affairs Research Centers will develop more effective criminal justice strategies for dealing with the crime of rape. [Ch. 3]

Anti-fencing strategy. Most burglaries involve physical objects to a greater extent than cash; even street robbery may yield valuables that must be illegally sold before the offender realizes a profit from the crime. Colorado State University is completing a major study of the fencing process, identifying the various kinds of fencing operations and devising strategies to make fences more vulnerable to detection, prosecution, and conviction. The research findings will be among the data sources incorporated in an LEAA *Anti-Fencing Manual* and will be published in a separate report in 1976.

Gambling. Laws against gambling have become less strict in recent years, with many states turning to lotteries and other betting operations to augment revenues. The Survey Research Institute (a joint effort of Harvard,

* Bracketed references are to chapters in the "Issues" section, where a project is described in detail.

M.I.T., and the University of Massachusetts) is studying the effects of gambling laws on the police, the courts, and public support for law enforcement. The findings should be useful to communities in assessing the impact of legislative changes in this area.

White collar crime. The Institute has begun a major research program in such areas as fraud, embezzlement, and violations of licensing and regulatory statutes. These crimes not only have a significant economic cost but also foster cynicism about the quality of justice. The research is designed to strengthen detection, investigation, and prosecution of white collar crime and lead to better preventive approaches.

Police

Law enforcement is still a rudimentary science, with textbooks relying on such rules of thumb as "detectives should comprise 10 percent of the force." Last year the Institute intensified its efforts to transform the study of police matters into a science. New research programs were launched in the areas of patrol, corruption, and the exercise of police discretion—priorities which were identified with the help of an advisory panel of police chiefs and researchers.

Patrol tactics. In Delaware, the Wilmington Bureau of Police is testing a split-force patrol strategy, with certain officers responsible for preventive patrol and others responding to complaints and requests for service. The results should provide hard data on the effectiveness of traditional methods of patrol. In a related project, the Kansas City Police Department is completing an analysis of police response time. [Ch. 1]

Discipline. Police officers are regularly exposed to situations that may result in accusations of corruption or excessive use of force. High standards, clearly stated, may help to reconcile the conflicting needs for accountability and for procedural protection. The International Association of Chiefs of Police is

conducting an in-depth study of 17 police departments and their procedures for internal disciplinary action, a project that will lead to the formulation of model rules of conduct.

Corruption. Corruption is a recognized hazard of police work. This special problem is being investigated by the John Jay College of Criminal Justice, which will assemble an organized body of data on the problem and the existing tools for controlling it.

The exercise of discretion. Every day the individual police officer makes crucial decisions—whether or not to arrest, to charge, and decisions about the search and seizure of evidence. Much depends on how the officer exercises this discretion, yet there have been only limited efforts by police administrators to establish internal rules for guiding the officer in the exercise of discretion. Boston University's Center for Criminal Justice is testing rules in the Boston Police Department intended to improve police performance in this area. [Ch. 2]

Institute research is analyzing police response time and its relationship to specific crimes.



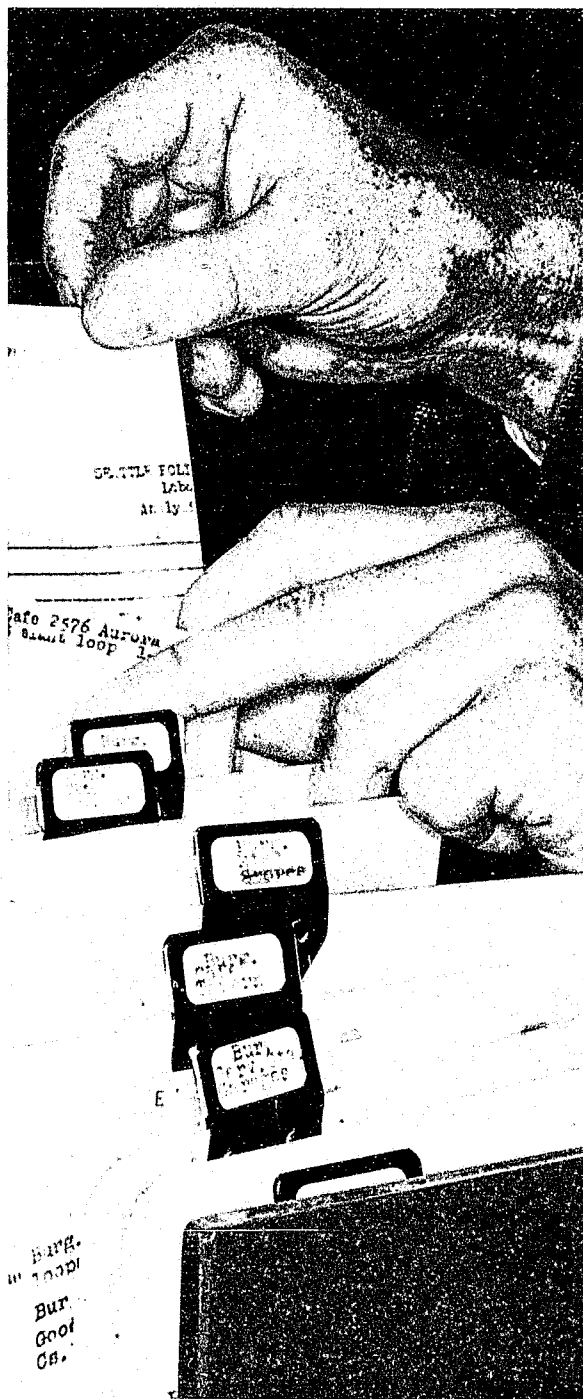
Performance measures. One of the major deficiencies in police administration is the quality of existing performance measures. The American Justice Institute is continuing an effort to develop measurement systems more sophisticated than arrest rates and reported crime figures, which have proved inadequate for management purposes. A bibliography and a preliminary report on existing practices were completed last year.

Criminal Investigation. The Rand Corporation is engaged in a 2-year study of criminal investigation procedures and resources in police departments. Based on preliminary findings, it appears that traditional follow-up investigation could be cut back substantially without significantly impairing identification and apprehension of suspects. The researchers conclude that the vast majority of crimes solved result entirely from information obtained initially from the victim, rather than from leads developed independently by the police. A report on this study will be published in 1976.

In a related project, the Stanford Research Institute constructed a decision model for investigating robbery. Its findings are similar to those of the Rand study: unless relevant information is obtained at the crime scene by the officers responding to the call, the chances of the case being solved at the detective level are minimal. The researchers conclude that the roles of the patrol officer and the investigator should not be viewed as separate and distinct functions. How well the patrol officer documents the events of the crime has a definite impact on the investigation's outcome.

Another striking finding of this study confirms the importance of what has become a matter of high priority in criminal justice: the habitual offender. Analyses of the data in this project showed the following: of those persons charged with robbery, 81 percent had one or more prior offenses; for assault, the prior offense rate was 80 percent; for auto theft, 86 percent; and for rape, 88 percent. More effective strategies for coping with the habitual offender are being investigated under another Institute grant, described later in this chapter.

To help speed the identification process, the University of Houston has developed a computer-assisted method of selecting mug shots that closely fit eyewitness descriptions of a suspect. If it can be successfully applied to large police departments, victims and witnesses no longer will have to spend long hours searching through mug shot books. Field



testing of the system will be conducted in the Houston, Texas, and Oakland, California, police departments.

Courts

Court delay is one of the most obvious and serious problems in the criminal justice system. Recent statistics show that it takes almost a year to process criminal cases in some jurisdictions. Because of the caseload, justice is delayed and sometimes denied, with many prosecutors and defense attorneys having only a few minutes to review the evidence before presenting it in court. A related problem is inconsistency. One prosecutor drops a case which a colleague might have taken to court; one judge decides on probation for an offense which elsewhere would have resulted in imprisonment. The defendant might well conclude that his or her fate was decided more by luck than by the requirements of justice.

In its courts research program, the Institute has emphasized projects to increase the consistency of the adjudication process.

Evaluation mechanisms. There are no accepted performance indicators for the courts, nor is there any simple way for courts to determine whether a proposed innovation will increase efficiency, save money, or result in more even-handed administration of justice. The Rand Corporation is developing performance measures for courts and prosecutors in an effort analogous to that being undertaken for police administrators. Similarly, the National Legal Aid and Defender Association is developing and testing two evaluation designs for public defender offices, one to permit the defenders to evaluate their performance and

the other to enable an outside team to conduct an objective evaluation.

Plea bargaining. Georgetown University is studying how the plea negotiation system operates in this country and how the opportunities for abuse can be minimized. The results should provide hard data for decisions on this controversial subject.

Sentencing disparities. The Institute is funding two projects that focus on how sentences are handed down and reviewed. The University of Chicago Law School is studying sentencing councils and appellate review. Researchers are developing guidelines for the sentencing process similar to those which have have proved useful in parole decision-making. [Ch. 2]

Citizen involvement. Bird Engineering Research Associates has completed the first phase of a study of how jurors are utilized, and research is now being extended to other aspects of jury management. [Ch. 1] The Institute is also supporting a study of witness problems in the District of Columbia by the Institute for Law and Social Research. [Ch. 3] Both projects have already resulted in practical manuals for courts and prosecutors.

Corrections

High recidivism rates, prison unrest, brutality inflicted upon inmates, litigation against prison officials—these are among the most glaring problems of the correctional system. They are also problems which seem to resist solution. In its correctional research program, the Institute has emphasized the reintegration of offenders into the community, operations management systems improvement, and special offender types. Basic research also continues, to increase the knowledge base upon which future needs will be measured and policy decisions made.

Strategies for treatment. The Hudson Institute has undertaken a comprehensive review of correctional research to expand and update a 1967 survey by Robert Martinson. The resulting monograph will bring together existing knowledge of the success and failure of rehabilitation strategies, both in institutional and non-institutional settings—what treatment works for whom and under what conditions.

Alternatives to incarceration. The American Justice Institute has surveyed the effect of alternative programs on local and county jails,



finding that some jurisdictions could reduce their pretrial detention beds by half if they adopted measures operating successfully elsewhere. The same may also be true of facilities for sentenced prisoners, but this has proved more difficult to measure because of a trend toward "split" sentences (jail and probation) for offenders previously sent to prison. In a related project, the Center for Policy Research is conducting a comprehensive review of alternatives to incarceration in the United States from 1900 to the present.

Opportunities for prisoners. Prison industries are a common feature of the Nation's correctional system, intended both to rehabilitate the offender and to lessen the cost of his or her incarceration. Generally, neither goal is accomplished. Econ, Inc., is the contractor for a project to develop a self-supporting prison labor system in which offenders will be trained in useful skills. A demonstration will be funded in Connecticut. Similarly, as part of its research into special offender populations, the Institute has funded a study of correctional programs for women. [Ch. 2] The California Youth Authority is conducting this study, finding that programs for female offenders are limited both in the variety of services offered and in the range of choices available to the individual.

Parole and after. In an effort to provide more consistency in the parole decision-making process, six states will cooperate in a test of parole guidelines adapted from those developed earlier for the U.S. Board of Parole. [Ch. 2] The Pennsylvania Prison Society is studying the adjustment of ex-prisoners in Philadelphia. The project includes a survey of available services and interviews with 300 individuals released from prisons last year.

Administration. Unions are an increasingly

important factor in public agencies, including correctional facilities. The American Justice Institute is surveying the growth, nature, and effect of correctional employee organizations. The project will develop guidelines for administrators and rank and file employees to aid them in the collective bargaining process. Another recent trend of interest to correctional officials—that of subcontracting services to private organizations—is being studied by researchers at the University of Hawaii. The private sector is handling an increasing number of correctional programs, yet little is known about how these programs are designed and administered. The study will analyze the implications of this trend for the criminal justice system.

The effectiveness of deterrence. Whether a given criminal justice response does in fact reduce crime is the subject of two Institute grants. At the University of Toronto, a researcher is studying the effects of capital punishment upon society. At the University of Southern California, the possible responses at each stage of the criminal justice process (arrest, prosecution, sentencing) have been analyzed for their impact on eight types of felony offense. [Ch. 2] Among the preliminary findings: 1) sanctions exerted at the time of arrest and charging have the greatest effect on crime control; and 2) "good" arrests (those leading to prosecution and conviction) are more valuable than indiscriminate detention and charging.

A model state prison industry system will be developed under an Institute grant.



Advanced Technology

The onrush of new technology has created a dilemma for law enforcement officials, who must weigh the costs and benefits of increasingly complex equipment, systems, and techniques. The Institute supports an extensive program in this area. Among its components are *analysis and evaluation*, to establish the value of new technology to the criminal justice system; *development*, to translate equipment needs into practical hardware systems; and *standards and guidelines*, to assist agencies which are purchasing new equipment. A fourth concern of the advanced technology program is forensic science.

Advanced technology has particular application to law enforcement agencies, but considerable progress has also been made in developing systems for crime prevention and for the courts.

Alarm systems. Now in the development stage are a low-cost burglar alarm for homes and small businesses, and a personal radio alarm small enough to be worn as a watch or pendant. [Ch. 3] Work continued on both systems last year, with a field test of the citizen's alarm scheduled to begin in late 1975 in Elizabeth, New Jersey.

Police body armor. A synthetic material called Kevlar has proven effective in stopping bullets from most handguns although it is lighter than traditional body armor. The Institute continued research last year on Kevlar's effectiveness in reducing blunt trauma. Meanwhile, a field test of 5,000 Kevlar garments is underway in 15 police departments across the country. [Ch. 1]

Patrol car of the future. A wide variety of equipment has been developed for use in police patrol cars ranging from in-car computers to devices intended to improve fuel economy, yet the basic vehicle remains a sedan that was designed for family driving. The Institute is now looking at the whole range of patrol car technology. The object is to develop a prototype vehicle combining these features: 1) economical to buy, maintain, and operate;

and the National Highway Traffic Safety Administration.

Looking to the Future

Most research funded by the Institute is designed in response to the priorities outlined in its *Program Plan*, which is published each fiscal year. In addition, the Institute supports innovative research in the criminal justice field, through its Visiting Fellowship and Research Agreements programs. It also supports programs designed to ensure that criminal justice manpower needs will be met in the years to come.

Visiting fellows. Now in its second year, the Visiting Fellowship Program brings talented individuals to Washington each year to pursue research on criminal justice issues. Fellows are selected on the basis of their professional or academic accomplishments; the feasibility, quality, and potential impact of their research; and the advantages of conducting the projects in the Washington area. Five fellowships were awarded last year:

- Albert W. Alschuler (professor of law, University of Texas): an analysis of the trial judge's role in plea bargaining, with an assessment of alternatives to the guilty plea system.
- Gerald Caiden (visiting professor of political science, University of Southern California): an evaluation of police reform and of various strategies for change to determine which succeed and why.
- Mark Haller (professor of history, Temple University): a history of organized crime, 1865-1965, with a 25-year period to be covered under this fellowship.
- Wesley Skogan (assistant professor of political science, Northwestern University): an analysis of data from LEAA's national victimization surveys.
- Daniel Skoler (staff director, ABA Commission on Correctional Facilities and Programs): a study of current proposals for consolidating criminal justice agencies.

Research agreements. In an effort to develop long-term relationships with selected universities and research organizations, the Institute last year began the Research Agreements Program. The new experimental program complements the basic system of grants and contracts on designated topics. Each institution will provide three services: 1) conduct research on a subject of mutual interest; 2) study

2) safe and comfortable for officers on patrol; and 3) equipped with communications and informational-retrieval systems which are both flexible and compatible. A subsequent field test will be conducted in several police departments involving a fleet of 20 vehicles based on the prototype car.

Visual communications. In Phoenix, Arizona, the National Institute is supporting a test of a visual communications system that could save both time and money. Stations are being established in 11 criminal justice offices in Phoenix and Maricopa County, Arizona. [Ch. 1]

Forensics. The Advanced Technology program has recently been broadened to include projects involving the analysis of physical evidence. Among the major projects in this area last year were a study of speaker-identification systems, an education program in the use of bloodstain analysis, development of inexpensive equipment to detect gunshot residues, an interagency effort to develop equipment to detect the presence of explosives (in a mail van, for example), and a system for tracing the origin of explosive materials.

Standards and guidelines. With Institute funding, the Law Enforcement Standards Laboratory (LESL) last year issued 24 specific standards for police agencies, each establishing minimum requirements for such items as ballistic shields. In addition, LESL conducted quick-response studies of law enforcement equipment. Among them was a study of steel-belted radial tires on police cars. (Manufacturers do not recommend such tires for high-speed applications, but many police departments and automobile dealerships were unaware of the hazard.) After determining that steel-belted radial tires may fail at pursuit speeds, hazard bulletins were issued by LEAA

related questions under its own initiative; and 3) undertake short-term assignments as needed by the Institute. The initial agreements are for a two-year period. Research agreements were signed last year with the Rand Corporation (studies on the habitual criminal offender); the Hoover Institution on War, Revolution, and Peace (econometric studies of criminal conduct and criminal justice); Northwestern University (community-based responses to criminal justice needs); and Yale University (basic studies of criminal conduct and criminal justice).

Manpower survey. The Institute is in the second year of an ambitious survey of criminal justice manpower and training needs, as directed by the Crime Control Act of 1973. The Bureau of Social Science Research has designed the questionnaires and will process the data as it is received, starting in the fall of 1975. The American Institutes for Research is examining such factors as occupational structure, career paths, job requirements, and training standards. Personnel needs will be projected for 1980 and 1985, providing a sound basis for future manpower expenditures. The entire project is being carried out under the general direction of the National Planning Association.

National Institute staff members attend seminar by Visiting Fellow.



b.evaluation

Evaluation is research with a difference. It is the study of action programs in the field to determine what works—or does not work—at what cost and under what conditions. Such research is not new to the National Institute, which in its first six years spent almost \$22 million to support evaluation studies or research projects with a major evaluation component. These efforts were increased when Congress passed the Crime Control Act of 1973, directing the Institute, "where possible," to determine the impact of LEAA's criminal justice assistance programs to date.

In response to this directive, the Institute established an Office of Evaluation with responsibility for three major activities:

- Evaluating the management and performance of LEAA assistance programs, including those of the National Institute.
- Helping state and local agencies improve their own evaluation capabilities.
- Developing new evaluation tools and methodologies.

In addition, the Institute established a National Evaluation Program to assess the effectiveness of specific approaches to criminal justice problems. These studies are monitored by the appropriate division—Community Crime Prevention, Police, Courts, and Corrections—in the Office of Research Programs.

This four-component approach was in effect throughout fiscal year 1975. The results are promising. Although the evaluation effort was not without the usual start-up difficulties, it appears to be meeting its primary goal: developing the knowledge that will assist criminal justice planners and administrators as they allocate public funds and devise future programs.

Evaluating LEAA Programs

Since it was established in 1968, the Law Enforcement Assistance Administration has spent some \$4 billion to further a Federal-State partnership in the control and prevention of crime. Although most of LEAA's budget is disbursed to States and municipalities to be used according to local needs and priorities, the agency also supports programs which are national in scope. Last year the Institute began a major effort to assess these national-level programs, as well as significant State and local programs supported by Federal funds.

The six-year experience. In a comprehensive assessment of LEAA's experience in its first six years, the Institute has funded studies of five basic questions:

- Has LEAA met its Congressional mandate?
- What is LEAA's impact on criminal justice planning?
- What are the results of LEAA efforts in research and the development of information systems?
- How effective is the block-grant approach to Federal funding?
- How do LEAA funds compare to revenue-sharing funds as a mechanism for supporting change in the criminal justice system?

The studies will result in a white paper detailing LEAA accomplishments and shortcomings since 1968.

Impact cities. The High Impact Anti-Crime Program was devised by LEAA to test the effectiveness of comprehensive, "crime-specific" programs in eight large cities: Dallas, Denver, St. Louis, Atlanta, Portland (Oregon), Baltimore, Cleveland, and Newark. Last year the MITRE Corporation continued its assessment of this approach to crime control, with a final report due at the end of 1975. Preliminary findings indicate that, while the goal of a 5 percent reduction in street crimes and burglaries was not achieved, a number of specific programs may have succeeded in reducing the target crimes, increasing police productivity, and lowering recidivism rates.

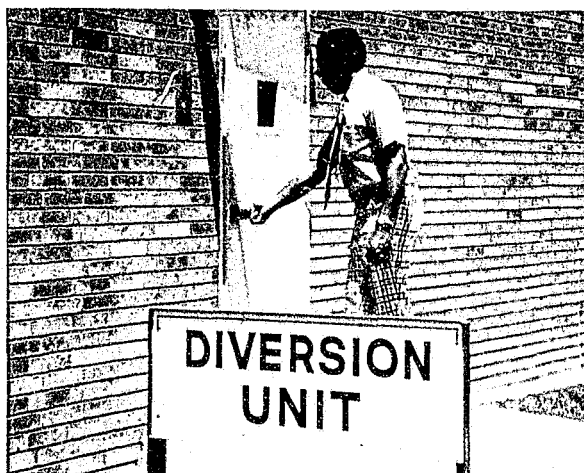
Pilot Cities. A different approach to improving criminal justice was taken in the Pilot Cities Program, originated by the National Institute in 1970. The goal was to apply new ideas and technologies in eight communities: San Jose, Dayton, Charlotte, Albuquerque, Norfolk, Omaha, Des Moines, and Rochester. The mechanism was a pilot team—a small group

of qualified personnel that would be introduced into each city's law enforcement or criminal justice system to produce positive changes.

Last year the American Institutes for Research concluded an evaluation of this approach. Although the program did not reform criminal justice operations in the participating cities, the pilot team concept was judged to be sound by the evaluators. As a mechanism for promoting change, it worked to varying degrees in all eight cities, and to an impressive degree in three of them: San Jose, Norfolk, and Rochester. Moreover, the successes were achieved despite a number of failings in planning and administration. Thus the process of change need not be wholly dependent on special circumstances. Some strategies work and others do not, and the successful strategies may be transplanted to other localities even though the circumstances and personalities may be different. The pilot team appears to be one of the more successful strategies for change, and the evaluators recommended that LEAA support creation of city/county teams modeled on the pilot teams.

Demonstrations. In 1974 the Institute's Office of Technology Transfer began a major effort to

Community-based corrections programs operating in five Institute-supported demonstration cities are undergoing intensive evaluation.



apply tested criminal justice concepts. Each demonstration involves a training program, application at four to six sites, and an assessment of the results. Two such evaluations were underway last year, with Florida State University evaluating a program in community-based corrections and the Human Resources Research Organization evaluating a program to train police officers to cope with family disputes.

Automatic vehicle monitors. Among the innovations supported by Federal funds is the Automatic Vehicle Monitoring System, which enables a police department to maintain a continual check on the location of each patrol car. The AVM System is intended to quicken police response, reduce dispatch errors, and utilize manpower more efficiently. An AVM system in St. Louis was studied last year by Public Systems Evaluation, Inc. Preliminary findings indicate a number of problems in the system, both technological (signals were distorted by magnetic fields) and human (police officers tended to be skeptical of the system). The final report of the evaluation will include an assessment of equipment and procedural changes made to correct these problems.

Decriminalization. Considerable enthusiasm exists for the removal of victimless offenses from the criminal justice system, but the feasibility of this approach is still a critical research question. Several jurisdictions have changed their laws so that public drunkenness is no longer a crime. The Institute last year funded two evaluations of this trend, one in Boston (Mayor's Office of Criminal Justice) and another in the District of Columbia and four other cities (American University). In D.C., the pickup and delivery of inebriates to public facilities declined substantially since decriminalization. The study is focusing on

police discretion in picking up inebriates and is attempting to develop alternative mechanisms for delivery which reflect a jurisdiction's particular goals.

As is the case with decriminalization statutes, the vast majority of innovations begin with a legislature, a criminal justice agency, or an individual willing to experiment with new concepts. Where such innovations have national implications, the Institute may evaluate the results. Thus the New York City Bar Association is studying the Emergency Dangerous Drug Act passed by the State legislature in 1973 that increased the severity of sentences and limited the discretion of judges and prosecutors in cases involving dangerous drugs. At issue is the impact of the new law on the criminal justice system, the drug-using population, and the market for illegal drugs.

Improving State Capabilities

Because most criminal justice innovations are undertaken at the State and local levels, the Institute has begun to develop resources which can be used by State Planning Agencies and LEAA Regional Offices to improve the evaluation of these programs.

Model systems. Seven State Planning Agencies and five Regional Planning Units are cooperating in the Model Evaluation Program, with each receiving a grant to develop an evaluation system that can be used by groups of states or localities sharing similar characteristics and problems. From these studies, several distinct models are emerging. These will now be assessed by the Urban Institute to determine which are most effective and which can usefully be applied elsewhere. On the State level, the program involves planning agencies in Illinois, Pennsylvania, Massachusetts, Michigan, New Hampshire, Virginia, and Washington. On the local level, it includes planning units based in Columbia, South Carolina; Jacksonville, Florida; Oakland and Ventura, California; and Oklahoma City.

Evaluation workshops. Last year the Institute funded a workshop in evaluation practices for State Planning Agency directors, who met in Atlanta under the aegis of the National Conference of State Criminal Justice Planning Administrators.

Handbooks. The Urban Institute last year produced handbooks on monitoring and

evaluation practices for the guidance of State Planning Agencies and Regional Planning Units. *Monitoring for Criminal Justice Planning Agencies* is now available. *Intensive Evaluation for Criminal Justice Planning Agencies* has been reviewed by SPAs and RPU's around the country and should be available in the spring of 1976.

Developing New Methodologies

As applied to criminal justice, evaluation is still in its infancy, and the Institute's goal is to devise more sophisticated instruments for measuring the impact of criminal justice programs.

Deterrence as a factor in planning. The criminal justice system has the power to interfere in various ways in the lives of persons accused and convicted of crimes—a power that in itself is a deterrent to criminal activity. Yet no definitive methodology exists that would enable criminal justice planners to measure this general deterrence. At Carnegie-Mellon University, a researcher is attempting to develop such a methodology, applying it to a crime (bank robbery, for example) for which very complete data is available about the system's processing of cases. The object is to establish a basis for estimating changes in crime rates likely to be associated with changes in criminal justice practices. Such information would be invaluable for criminal justice planners.

Criminal justice models. A number of models exist that can be used to predict the impact of changes in the amount or allocation of criminal justice resources—for example, the effect on case-processing time if the number of judges is increased. The Rand Corporation is preparing an anthology of the best models, a description of their technical aspects, and a report on the most fruitful areas for LEAA support.

Toward a cooperative program. The University of Illinois is undertaking a 10-month study of the costs and benefits of a cooperative program involving the Institute, the University's Program in Law and Society, and its Center for

Advanced Computation. The program would have three components:

- A Research Support Activity, consisting of a data archive that could be used by LEAA and the research community.
- A Policy-Oriented Research Activity that would examine substantive questions that arise in connection with LEAA policy planning.
- A Faculty-Initiated Research Activity that would utilize the data archive for more basic research.

Stochastic modeling. Evaluation of any change in crime control strategy can only compare actual crime rates after a new program has been introduced with projections of where crime rates would have gone without the change. A more sensitive tool for making reliable projections and comparisons is the technique known as stochastic modeling—separating the natural variation in crime rates from the caused variations, thus distinguishing actual from apparent change. The Georgia Institute of Technology is investigating the usefulness of this tool for predicting city-wide and neighborhood crime rates, for estimating crime displacement, and for evaluating crime control projects.

Long-range planning. The techniques of long-range planning and future studies have seldom been applied to the formulation of law enforcement policy. The reasons are twofold: day-to-day management takes priority over planning for the future, and criminal justice agencies often lack the resources to undertake such an effort. The Institute last year enlisted Herman Kahn of the Hudson Institute in a study that will address the following goals:

- Identify the basic trends that will influence LEAA's mission during the next five to ten years.
- Formulate the "alternative futures" arising

from those trends.

- Analyze the policy implications for adult and juvenile crime and for law enforcement.
- Develop a conceptual framework for LEAA's current and future planning needs.

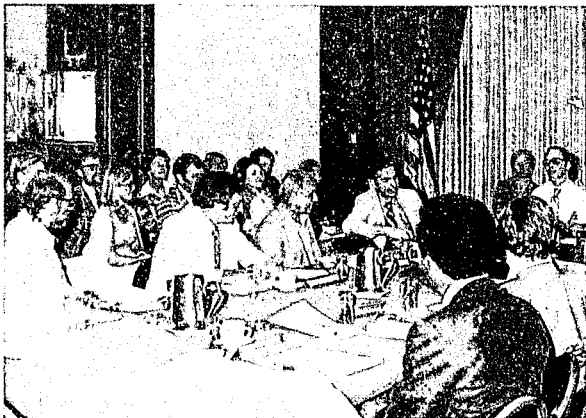
National Evaluation Program

At all levels of government, criminal justice policy-making is hampered by a lack of soundly-based information on alternative approaches to crime control. As a result, administrators have only limited knowledge of the projects that have been implemented elsewhere and what conditions have led to their success or failure. The wise allocation of resources is impossible under such circumstances. In an effort to remedy this situation, the Institute has developed a National Evaluation Program to assess specific approaches and reforms already operating within the criminal justice system.

With the help of State Planning Agencies and LEAA Regional Offices, a number of projects are identified each year as candidates for evaluation. A short Phase I assessment is then carried out to determine what is known about the costs, benefits, and limitations.

Basically, the NEP is a series of phased studies in various areas of criminal justice activity, including those LEAA supports through its block grant program. Each assessment concentrates on a specific topic area, consisting of groups of on-going projects with similar objectives and strategies. The topic areas are selected in coordination with the State

National Institute Advisory council meets to discuss research priorities.



Planning Agencies and the LEAA Regional Office.

Each Phase I assessment, conducted over a 6-to 8-month period, includes the following products:

- A state-of-the-art review;
- A description of the operations of a typical project;
- An analysis and conclusions about the projects' efficiency and effectiveness, based on available data;
- A design for an in-depth Phase II evaluation to fill gaps in existing knowledge;
- An evaluation design that can be used by project administrators.

Fiscal year 1975 was the beginning of this program, and an ambitious target (20 topic areas) was set for Phase I evaluations. Some topics proved overly broad and had to be redefined before grants were awarded. Seventeen Phase I studies have been completed or are underway in the following areas:

Community Crime Prevention: Operation Identification [Ch. 3], Citizen Patrols, Citizen Crime Reporting, Premise Security Systems, Early-Warning Robbery Reduction Projects, and Treatment Alternatives to Street Crime.

Police: Neighborhood Team Policing, Specialized Patrol, and Traditional Preventive Patrol [Ch. 1]; and Crime Analysis.

Courts: Pre-Trial Release and Pre-Trial Screening.

Juvenile Delinquency: Youth Service Bureaus, Juvenile Diversion, Delinquency Prevention Programs, Alternatives to Incarceration, and Alternatives to Custodial Detention.

Each successful Phase I study will assess what is known about an important area of criminal justice, what must be done to improve that knowledge, and what the additional information is likely to cost. The results should be valuable to practitioners throughout the country as well as to LEAA and the Congress.

6.technology transfer

Establishing new criminal justice practices is a challenging and complex task. To the local administrator, it must sometimes seem that the greatest challenge is to choose from an over-supply of innovations, some of them tested in practice and others still experimental. At other times the challenge is to understand the language of an evaluation or a research monograph. As a result, important research findings may gather dust on library shelves, never finding their way into practice. Or an approach that has been tried successfully in one agency will not be implemented elsewhere, despite the fact that other agencies face the same problems and might benefit from adopting the same approach.

Bridging the gap between research and practice—and between one community and another—is the task of the Institute's Office of Technology Transfer. The office searches out projects and practices that have achieved measurable success and deserve widespread application. Through handbooks, workshops, and demonstrations, these approaches are brought to the attention of criminal justice agencies throughout the country.

Model Program Development

The first step in the technology transfer process is to identify and develop a model program, which may originate in a local criminal justice agency, as a composite of many such programs, or as research findings. The result in each case is a practical handbook for the guidance of criminal justice officials who are interested in adopting similar programs.

Exemplary Projects. This program focuses national attention on projects that have been

successful in reducing a specific crime or improving a criminal justice service and are suitable for adoption in other communities. Candidates are screened by the Office of Technology Transfer, then validated by an independent evaluation. An advisory board composed of representatives from the National Institute, the LEAA Regional Offices, and the State Planning Agencies, makes the final selection. For each project designated "exemplary," a descriptive brochure and detailed operational manual are prepared.

Six Exemplary Projects were chosen last year: *Volunteer Probation Counselor Program* (Lincoln, Nebraska).

Lay volunteers in Lincoln are successfully counseling high-risk probationers—misdemeanants of ages 16-25 with an average of 7.3 previous arrests and convictions. A one-year comparative analysis of recidivism in the volunteer counselor program and a control regular probation program showed impressive results. Only 15 percent of the volunteer group had new non-traffic offenses, compared to 63.7 percent of the control group. While 52.2 percent of the control group committed multiple new offenses, only 10 percent of the volunteer group had more than one new offense.

The volunteer program has three main features that contribute to its success:

- Screening: only those volunteers with appropriate motivations and resources are selected.
- Training: an extensive program emphasizes both general counseling skills and crisis intervention techniques.
- Matching: the ability of a volunteer to

Volunteer counselor in Lincoln, Nebraska, reviews report on young probationer.



respond to the particular needs and interests of the individual probationer determines assignments.

Fraud Division, King County (Seattle, Washington) Prosecutor's Office. *Fraud Division*, San Diego County (California) District Attorney's Office.

Economic crimes and consumer frauds—which bilk millions of dollars from unsuspecting citizens—are the special targets of these divisions.

King County focuses on *major* economic crimes. Enlisting the investigative expertise of other agencies whenever possible, it has logged an impressive record of success: In two and one-half years of operation, 95.5 percent of the Division's cases, representing more than \$3.4 million in economic losses, were successfully prosecuted.

The San Diego Fraud Division works with a larger staff and deals with *all* citizen complaints concerning fraud. Like Seattle, the unit also prosecutes major impact cases, involving economic losses totaling millions. Most cases are settled out of court, either through in-house investigative teamwork or use of the small claims courts.

Street Crime Unit (SCU), New York City Police.

SCU focuses on street crimes—robbery, personal grand larceny, and assault. The Unit fills the gap between routine, visible police patrol and after-the-fact criminal investigations. It places officers disguised as potential crime victims in areas where they are likely to be victimized. A plain-clothes backup team waits nearby, ready to come to the decoy's aid and make an arrest.

Careful screening of applicants, extensive training, and close liaison with precinct commanders are marks of SCU's able management. Here is its 1973 record:

- 3,551 arrests (85 percent felonies);
- 76 percent of robbery arrests led to conviction;
- 95 percent of grand larceny arrests led to conviction;
- Average man-days per arrest: 8.2 (vs.

departmental average for all uniformed officers of 167);

- Cost: nominal increase per arrest and conviction to cover equipment and training;
- Risk: virtually no increased danger to police or citizens.

The unit's impressive performance continued in 1974 when the SCU made 4,423 arrests, virtually all of them felonies. Although not complete, the more recent statistics show a conviction rate of 90 percent.

Central Police Dispatch (CPD), Muskegon County, Michigan.

The Central Police Dispatch consolidated radio dispatch services of nine law enforcement agencies. Until CPD, the agencies' service was limited, confused, inefficient, and costly. By pooling radio dispatch resources of the agencies, CPD provides all nine with around-the-clock, 7-day service; eliminates confusion and duplication; and reduces the number of dispatch personnel required. Using civilians as dispatchers increases the cost savings. Centralized service also helped implement a 911 emergency system in sparsely populated areas.

Administrative Adjudication Bureau (AAB), New York State Department of Motor Vehicles.

The Bureau streamlines the traffic and criminal adjudication process by removing most traffic offenses from the criminal courts and thus dramatically shortening the time required to identify and restrict the unsafe driver. In a one-year period, the AAB returned \$4.1 million in fines to local jurisdictions. This figure represents a 25 percent increase in return over the previous court system.

Prescriptive Packages. When there is a widespread need for an operations manual in a given subject area, the Institute may

commission a handbook that synthesizes the best available knowledge and operational experience in that area. Each Prescriptive Package is thus a composite view of a particular criminal justice issue or program area. It provides the local administrator with step-by-step procedures to follow as well as practical information on staff and budget, problems that may be encountered, measures of effectiveness, and where similar programs are operating successfully.

Seven Prescriptive Packages were published or completed last year:

- *Evaluative Research in Corrections: A Practical Guide* discusses the responsibilities of both the correctional administrator and the researcher in evaluating correctional programs and using the results to strengthen program performance. It deals with such issues as inconclusive findings, why significant evaluation results may fail to be translated into program policy, and the difficulties and risks inherent in program evaluation.

- *A Guide to Improved Handling of Misdemeanant Offenders* outlines more efficient and equitable strategies for dealing with minor offenders. The approaches described range from pretrial diversion and release to the use of fines or restitution as well as programs for committed offenders, such as work and education release.

- *Neighborhood Team Policing* explores a promising form of police patrol. In this approach, police activity is organized around neighborhoods, and the commander and team are responsible and accountable for crime control and the quality of police service in their neighborhood. Despite its apparent advantages, team policing cannot be successfully introduced without careful planning and adequate training. This Prescriptive Package provides useful guidelines.

- *Managing Criminal Investigations* discusses the police manager's role in the investigative process. Covering topics from budget and resource allocation to the use of buys and rewards for information, it organizes issues into policy decisions and operational decisions, and surveys programs in six police departments.

- *A Manual for Robbery Control Projects* highlights robbery control techniques in five cities, selected after the authors had surveyed police departments across the country and visited projects in over 20 cities.

- *Job Training and Placement for Offenders*

and *Ex-Offenders* provides guidelines for planning, establishing, and operating job training and placement programs. Based on an analysis of successful programs and research studies, it covers short-term institutional vocational training programs, training within the community, and job referral and placement methods.

- *Police Burglary Control Programs* is designed to assist law enforcement agencies and local government officials. The handbook focuses on target hardening techniques, increasing the risk of apprehension, reducing the potential value of stolen goods, and operational guidelines for implementing anti-burglary projects.

In addition, nine Prescriptive Packages were initiated last year, in the following subject areas:

- *MBO—A Corrections Perspective.* Correctional planning and management techniques are the subject of this manual, which will apply Management-by-Objective techniques to the specific problems faced by correctional administrators.
- *Paralegals in Public Defenders Offices.* Heavy workloads and limited staff are traditional problems of public defenders' offices. This Prescriptive Package will analyze current projects and offer guidelines for using paralegals to augment program staff and improve services.
- *Multi-Agency Narcotics Units* will examine 15 currently operating Multi-Agency Narcotics Units (MAN), selected as representative of the range of existing programs. It is designed to help police departments coordinate drug control efforts and overcome difficulties inherent in cross-jurisdictional investigations.
- *Amelioration of Physical Child Abuse* will synthesize the best programs, methods, and procedures now being used across the country to reduce child abuse.
- *Volunteers in Juvenile Justice Agencies* will be a guide to the planning, implementation, operation, and evaluation of programs that utilize volunteers to augment existing social services.



- *Rape and Its Victims* is looking at promising developments in treatment around the country and will present guidelines for police, prosecutors, hospitals, and citizen action groups.

- *Programs for Special Offenders in Correctional Institutions: Sex Offenders, Addicted Offenders, and Mentally Retarded Offenders*. This Prescriptive Package will be a series of three practical handbooks for the use of personnel actively engaged in planning, implementing, operating, or evaluating treatment programs for special offenders within correctional institutions.

- *Volunteers in Correctional Institutions* will be a how-to guide exploring practical methods of improving the services available to residents of correctional institutions and community-based facilities through the effective utilization of volunteers.

- *Rackets Bureaus*. This guide will aid prosecutors and planners confronted with the problems of establishing and effectively running an organized crime unit.

Research Applications. A third source of model programs is Institute-sponsored research, as was the case with the current training and demonstration programs in Police Family Crisis Intervention. After an innovation has been tested, a manual is prepared to show operating agencies its advantages, how it should be implemented, what training is involved, and what it might cost.

Training and Demonstration

Where the need is greatest, the Institute may sponsor training workshops and demonstration projects based on the model programs that have been developed. They are designed to speed the adoption of tested concepts on the local level, utilizing person-to-person contact as the mechanism for technology transfer.

Training in Advanced Criminal Justice Practices. The Crime Control Act of 1973 expanded the Institute's responsibilities to include training for State and local criminal justice personnel. Each year, the Institute develops training materials and curricula in four or five priority areas, chosen after consultation with the State Planning Agencies and LEAA Regional Offices. Workshops are subsequently held in about 10 locations around the country.

Generally, about 50 senior personnel attend a given workshop, representing state and local agencies interested in implementing a new criminal justice practice. The workshops are conducted by nationally recognized specialists in the subject area—wherever possible, by those who originated the technique. The goals are to inform the trainees on the broad issues as well as give them specific help for transferring the technology to their own localities. To this end, communities seriously interested in establishing a program are given complete training packages free of charge for local use. Thus, the training impact is multiplied to the widest possible audience throughout the criminal justice community, and implementation of improved practices and programs is accelerated.

Last year, more than 2,000 officials attended regional workshops in these topic areas:

- *Police Training in Family Crisis Intervention* (Institute Research)—11 workshops have trained more than 600 senior police executives in techniques developed through Institute-sponsored research to help police deal safely and effectively with family disputes. More than half of the departments whose officers participated in the training workshops are now developing crisis intervention programs, and statewide training standards are being implemented in four States: Georgia, Pennsylvania, New York, and Washington. More than 200 police departments have requested the Institute's training package in family crisis intervention. [Ch. 1.]

- *Des Moines Community-Based Corrections* (Exemplary Project)—Nine workshops trained more than 450 judges, probation chiefs, sheriffs, county commissioners, and other corrections specialists; all received detailed manuals to assist in local implementation.

- *Citizen Dispute Settlement* (Exemplary Project)—Ten workshops trained more than 400 prosecutors, judges, court administrators, and criminal justice planners, all of whom designed and budgeted their local version of the project as part of the training.

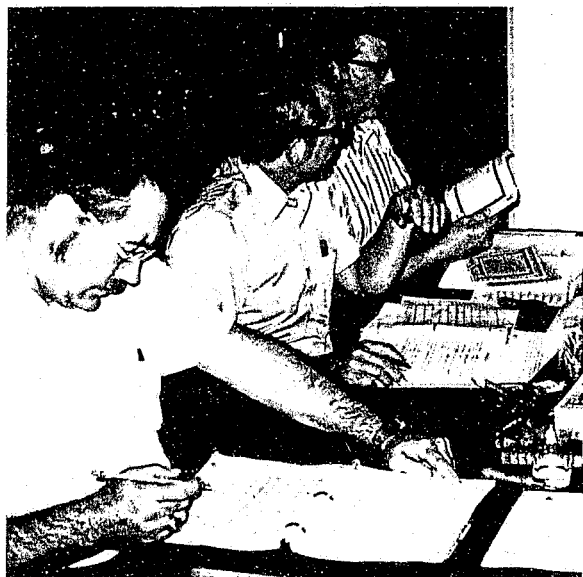
- *Sacramento 601 Juvenile Diversion* (Exemplary Project)—Nine workshops trained over 360 juvenile court judges, probation administrators, social service department heads, and other juvenile justice specialists in this intensive family counseling technique.

- *Police Crime Analysis Units* (Prescriptive Package)—Eight workshops trained some 400 middle management officers from police planning and research divisions.

Training packages and curricula were also developed in three new subject areas:

- *Full Service Neighborhood Team Policing*—The Neighborhood Team Policing Prescriptive Package combined with the Full Service model of policing was the basis for the training

State and local criminal justice officials study innovative programs at Institute-sponsored workshops.



workshops and demonstration projects which the Institute sponsored in six selected cities. In this approach to policing, the organization is decentralized, creating independent teams for each neighborhood. Participatory management is also stressed.

- *Improved Lower Court Case Handling*—Workshops will examine a program to divert more minor offenders from the formal criminal justice process and concentrate resources on repeat or high-risk offenders. The program involves these tested procedures: police misdemeanor citations, court summons, pretrial release, prosecutor case screening, a model automated data system known as PROMIS (an Exemplary Project), short-form pre-sentence reports, probation supervision for serious misdemeanors, and a lower court caseflow coordinator. The Prescriptive Package, "A Guide to Improved Handling of Misdemeanant Offenders," will be used as a resource in the workshops, which are scheduled to start in early 1976.

- *Evaluative Research in Corrections*—Workshops in FY 1976 will use the Prescriptive Package to train correctional administrators and evaluators in the use of evaluation as a tool for planning and decision-making.

Demonstration projects. Of the topic areas developed in the training program each year, a few outstanding projects are chosen for demonstration in selected communities. Each community becomes a showcase for that criminal justice practice, and acts as a host and training center for other interested communities.

The goals are to provide nationwide publicity for the concept and to provide a laboratory in which that concept can be refined and improved. Medium-sized communities—large enough for full-scale implementation but not so large as to engulf the project—are usually chosen for the demonstration sites. Supporting funds are provided for the first 18 months, followed by local funding on a permanent basis. An independent contractor conducts an evaluation of the results. In fiscal year 1975, demonstrations were underway in Community-Based Corrections and in Police Family Crisis Intervention, with six communities involved in each [Ch. 1]. Grants were also awarded last year in two new topic areas:

- *Full Service Neighborhood Team Policing*—Boulder, Colorado; Elizabeth, New Jersey; Hartford, Connecticut; Santa Ana, California; Winston-Salem, North Carolina; and

Multnomah County, Oregon.

- *Improved Lower Court Case Handling*—Columbia, South Carolina; Kalamazoo, Michigan; Las Vegas, Nevada; and Wilmington, Delaware.

Extended Use

Although the Institute can sponsor only a limited number of training workshops and demonstrations each year, it encourages the adoption of its model programs by other groups and frequently provides training materials for such efforts. For example, Institute documents on *Police Training in Family Crisis Intervention* were provided for a conference of Northern California police chiefs and police training officers funded by the San Francisco Regional Office through a grant to the National Conference of Christians and Jews. The Institute's training materials were also provided for a police seminar sponsored by the Southwestern Illinois Law Enforcement Commission and for use by the Commission's Regional Mobile In-Service Training Team in their 1976 training program. In addition, information on *Police Training in Family Crisis Intervention* will be included in the American Bar Association's Standards and Goals Report to be published in FY 1976.

As a result of earlier Training Workshops sponsored by the Institute, *Citizen Dispute Settlement* is being implemented in Orlando, Florida, with partial ABA funding, in Cleveland, Ohio, and in Boston, Massachusetts. *Des Moines Community-Based Corrections* is being adopted in Salem, Oregon, with SPA funding.

Access to Information

To keep researchers and practitioners abreast of new developments in criminal justice, the Institute provides a range of information services. While intended primarily for the criminal justice specialist, these services also can be used by the general public.



National Criminal Justice Reference Service.

NCJRS is a centralized data bank containing more than 10,000 books, monographs, journal articles, and audiovisual and other materials. For each item, bibliographic information and a summary abstract can be retrieved by computer in response to a specific request. About 370,000 abstracts were delivered in this way last year, and more than 4.7 million were sent out as "selective notifications" to individuals who had registered for this service.* The data bank contains both U.S. and international items, and a translation service was inaugurated last year. Other services include information packages for the academic community and the general public, annotated bibliographies, microfiche and interlibrary loan, and clearinghouses as required to meet the need for information on a topic of immediate interest. NCJRS is also responsible for distributing LEAA publications—about 429,000 copies in fiscal year 1975.

Library services. For each item in the NCJRS data bank, a copy of the complete work is kept on file and may be viewed at the facility. The Institute also maintains the LEAA Library and publishes a catalog of its holdings, those of NCJRS, and those in the libraries at the Federal Bureau of Prisons and the Drug Enforcement Administration.

Publications. Nearly 50 documents were published by the Institute last year, including Prescriptive Packages, Exemplary Projects, and monographs and research reports. Three times a year a research supplement is prepared for the *LEAA Newsletter*, providing criminal justice personnel with a quick summary of research activities in a given subject area. Significant Institute programs and projects are also publicized through the broadcast and print media.

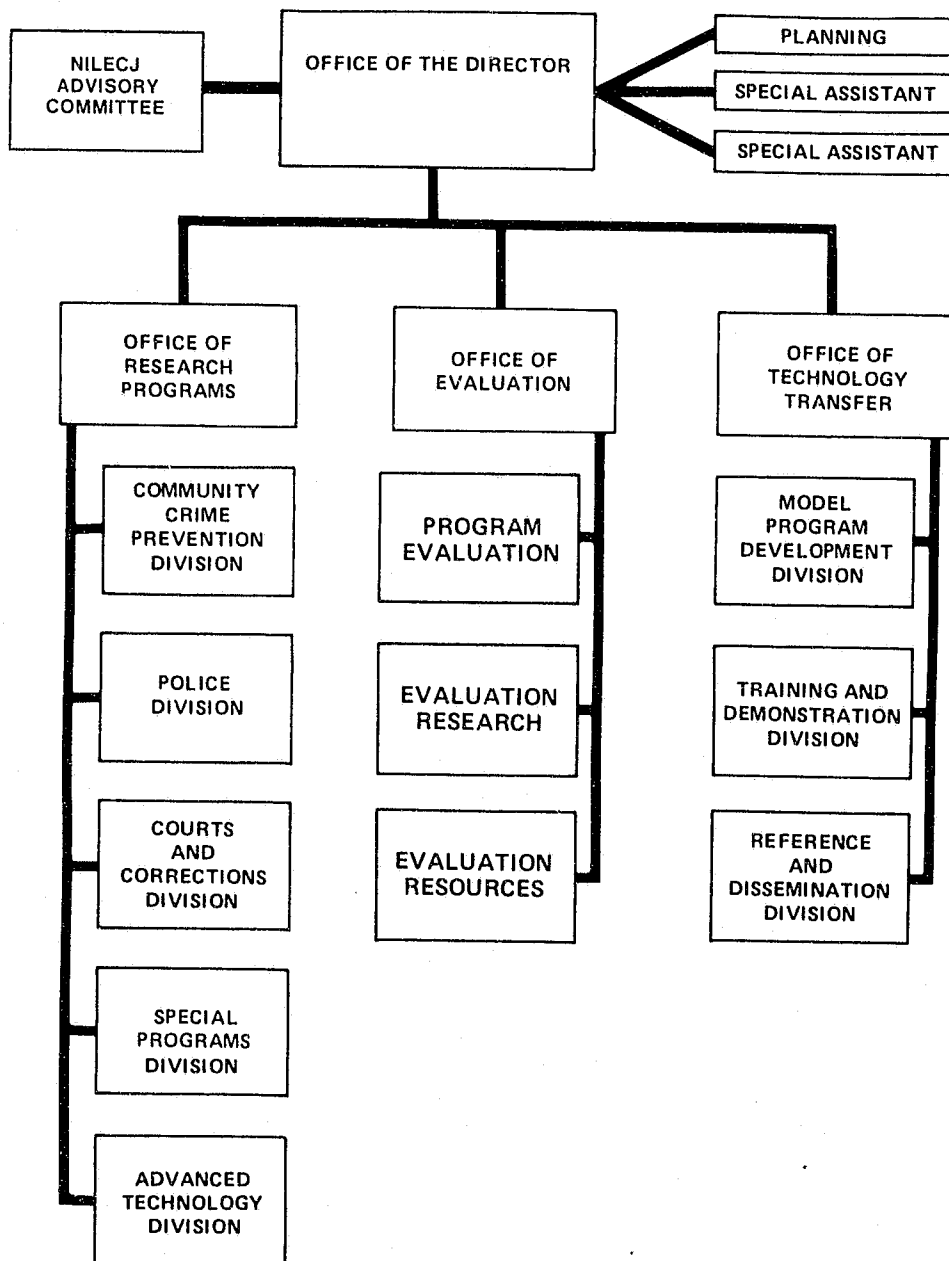
* NCJRS had 31,335 registered users in June 1975, representing an increase of more than 50 percent over the previous year. Each user automatically receives abstracts of new material in his or her field of interest. Individuals wishing to register for this service should write:

National Criminal Justice Reference Service
National Institute of Law Enforcement and Criminal
Justice
Law Enforcement Assistance Administration
P.O. Box 24036, S.W. Post Office
Washington, D.C. 20024

appendix

Appendix A Organization

National Institute of Law Enforcement
and Criminal Justice



Appendix B

FY 1975 Awards

Distribution of National Institute Program Funds in FY 1975*

(Listed by Program Area)

Program Area	Dollars	Percentage
Community Crime Prevention	\$1,666,316	4.8
Police	2,016,955	5.8
Courts	3,103,166	9.0
Corrections	3,198,951	9.2
Advanced Technology	9,417,516	27.1
Education and Manpower**	1,634,490	4.7
Visiting Fellows	192,970	0.6
Research Agreements	2,392,830	6.9
Evaluation Programs	6,572,028	18.9
National Evaluation Program	(2,221,016)	(6.4)
Office of Evaluation	(4,351,012)	(12.5)
Technology Transfer***	4,502,849	13.0
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Total	\$34,698,116	100.0

* Not including pass-through awards (\$9.1 million to the Drug Enforcement Administration, \$700,000 to the Impact (CATs) Teams, and \$239,000 to the LEAA Pilot Cities Program) or purchase orders.

** This figure includes \$538,281 in educational development funds.

***This figure includes \$1,034,893 in training and technical assistance funds.

NOTE: While R&D funds are appropriated annually, the Institute is not required to obligate these funds in the same fiscal year. The funding cycle normally spills over into the first quarter of the following fiscal year. Thus total obligations may exceed the appropriation for a given fiscal year. The figures in the above chart will not necessarily correspond with the grants listed in Appendix B which includes only those grants actually awarded before the close of the fiscal year.

Distribution of National Institute Program Funds in FY 1975*

(By Type of Recipient)

Universities	\$7,891,179
Private Firms	13,799,822
Federal Agencies	10,142,624
State and Local Government Agencies	2,195,687
National and Professional Organizations	475,834
Individuals	192,970
<hr/>	
Total	\$34,698,116

*This does not include Pass Through Awards (\$9.1 million to the Drug Enforcement Administration, \$700,000 to the Impact (CATs) Teams, and \$239,000 to the LEAA Pilot Cities Program) or purchase orders.

National Institute Grants, Contracts, and Inter-Agency Agreements, with Abstracts—FY 1975 (Listed by Program Area)

Community Crime Prevention

75-NI-99-0002

Title: *Robbery Deterrence: An Applied Behavioral Science Demonstration* (from 7/29/74 to 7/28/75).
Grantee: Western Behavioral Sciences Institute, La Jolla, Calif.

Amount: \$153,711

Project Director: Dr. James L. Bull, Western Behavioral Sciences Institute, 1150 Silverado Street, La Jolla, Calif. 92037

This study is developing, implementing, and evaluating a robbery deterrence program in convenience stores.

75-NI-99-0015

Title: *Research and Development of Model Procedures for Criminal Justice System Involvement with the Crime of Forcible Rape* (from 8/9/74 to 11/15/75)

Grantee: Battelle Human Affairs Research Centers, Seattle, Wash.

Amount: \$334,747

Project Director: Dr. Duncan Chappell, Battelle Human Affairs Research Centers, 4000 N.E. 41st Street, Seattle, Wash. 98105

Through national police and prosecutor surveys and a

review of state laws, this research examines the circumstances of rape and criminal justice procedures responding to the crime. Particular attention is given to special problems in the investigation and prosecution of offenders and the treatment of victims, and strategies are recommended to help police and prosecutors deal more effectively with the crime.

75-NI-99-0018

Title: *Citizen Victimization as a Characteristic of the Crime and the Criminal Justice System* (from 7/1/74 to 5/31/76)

Grantee: Center for Criminal Justice and Social Policy, Marquette University, Milwaukee, Wisc.

Amount: \$315,951

Project Director: Dr. Richard Knudten, Director, Center for Criminal Justice and Social Policy, Marquette University, Milwaukee, Wisc. 53233

This project is investigating the needs and problems of citizens as victims of crime and as clients of the criminal justice system. Recommendations will be made concerning programs, strategies, and procedures for identifying and addressing victim and witness needs.

75-NI-99-0025

Title: *Analysis of LEAA Victimization Surveys* (from 5/16/74 to 7/15/75)

Grantee: The Urban Institute, Washington, D.C.

Amount: \$72,684

Project Director: Barbara Bolden, The Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037.

This project analyzed LEAA Victimization Survey data through the development and testing of a series of empirical, quantifiable hypotheses about the efficacy of various crime reduction policies.

75-NI-99-0026

Title: *Residential Neighborhood Crime Control* (Continuation of grant 73-NI-99-0044) (from 1/2/75 to 4/1/76)

Grantee: Hartford Institute of Criminal and Social Justice, Hartford, Conn.

Amount: \$283,122

Project Director: Brian L. Hollander, President, Hartford Institute of Criminal and Social Justice, 266 Pearl Street, Hartford, Conn. 06103

This project employs new concepts of environmental design and residential security in demonstration models to reduce stranger-to-stranger crime and the fear of victimization in two residential neighborhoods in Hartford. Technical manuals will be developed which can be used by planners, municipal officials, and law enforcement agencies in other localities.

75-NI-99-0055

Title: *Study of Restitutive Justice* (from 10/28/74 to 1/31/75)

Grantee: Battelle Memorial Institute, Seattle, Wash.

Amount: \$10,000

Project Director: Herbert Edelhertz, Battelle Memorial

Institute, Human Affairs Research Center, 4000 N.E. 41st Street, Seattle, Wash. 98105
This study focused on restitution as an element of criminal justice programs and the ensuing legal and social policy implications.

75-NI-99-0084

Title: *The Effect of Anti-Gambling Laws on the Criminal Justice System* (from 7/15/75 to 10/14/76)

Grantee: Survey Research Program of MIT, Harvard, & University of Massachusetts, Boston, Mass.

Amount: \$277,503

Project Director: Dr. Floyd J. Fowler, Jr., Survey Research Program of MIT, Harvard, & U. Mass., University of Massachusetts—Boston, 100 Arlington Street, Boston, Mass. 02116

This project represents a major effort to gather information about the effects of different types of gambling laws and to make practical recommendations for police, prosecutors, legislators, and other officials.

J-LEAA-015-75

Title: *Illegal Aliens in the U.S.: Their Impact, Magnitude, and Characteristics* (from 11/19/74 to 6/30/75)

Contractor: Linton, Mields and Coston, Inc., Washington, D.C.

Amount: \$48,598

Project Director: David S. North, Vice President, Linton, Mields & Coston, 1015 18th Street, N.W., Washington, D.C. 20036

This study created a research design providing analytical methods for studying the illegal alien problem in the United States.

LEAA-J-IAA-024-5

Title: *Psycholinguistic Analyses of Coercive Communications* (from 6/18/75 to 7/18/76)

Interagency Agreement with the Federal Bureau of Investigation, Quantico, Va.

Amount: \$20,000

Project Director: William Mooney, Assistant Director, Training Division, FBI, Quantico, Va.

The objective of this project is to apply computer analyses to the content of communications involved in extortions, kidnappings, bomb threats, assassinations, hostage situations, and terrorist activities. Evaluation of the data will profile the perpetrator's character, predict the outcome consequences, and suggest strategies for apprehension and interrogation.

LEAA-J-IAA-015-5

Title: *Follow-up Survey of Crime Victims in Milwaukee* (from 12/13/74 to 12/31/75)

Interagency Agreement with the Bureau of Census

Amount: \$150,000

Project Director: George H. Gray, Chief, Special Surveys Branch, Bureau of Census, Department of Commerce, Washington, D.C. 20233

The objective of this project is to resurvey a sample of crime victims in Milwaukee to determine their needs and the resources they have used to meet their problems and needs, and to determine the most appropriate forms of community programs and services necessary to deal with the impact of crime on its victims.

Police

75-NI-99-0001

Title: *Validity and Reliability of Detection of Deception* (from 7/1/74 to 12/31/75)

Grantee: University of Utah, Salt Lake City, Utah

Amount: \$99,878

Project Director: Dr. David C. Raskin, Professor of Psychology, Department of Psychology, University of Utah, Salt Lake City, Utah 84112

This project is investigating the basic validity and reliability of polygraph examinations in detecting truth and deception by criminal suspects.

75-NI-99-0007

Title: *A National Project to Develop a Police Performance Measurement System* (from 9/1/74 to 2/29/76)

Grantee: American Justice Institute, Sacramento, Calif.

Amount: \$394,523

Project Director: Jerome Needle, Senior Criminal Justice Specialist, American Justice Institute, Sacramento, Calif. 95814

The major objectives of this program are to develop a comprehensive, valid, and practical system of police performance measures, and to document the rationale and significance of these measures.

75-NI-99-0021

Title: *Felony Investigation Decision Model* (from 8/26/74 to 9/25/75)

Grantee: Stanford Research Institute, Menlo Park, Calif.

Amount: \$189,020

Project Director: Bernard Greenberg, Senior Operations Analyst, Stanford Research Institute, 333 Ravenswood Avenue, Menlo Park, Calif. 94025

This project developed general decision models for determining which cases have a high enough probability of clearance to warrant an intensive follow-up investigation. A major output is the modeling of appropriate investigative guidelines and procedures to improve current investigative practices and supporting services.

75-NI-99-0024

Title: *Controlling Police Corruption* (from 9/27/74 to 3/26/76)

Grantee: Yale University, New Haven, Conn.

Amount: \$33,496

Project Director: Albert J. Reiss, Jr., Yale University, Department of Sociology, 140 Prospect Street, New Haven, Conn. 06520

The purpose of this project is to study the effects of police department policies designed to control corruption, and to depict the rates and patterns of corruption before, during, and after the tenure of reform police chiefs.

75-NI-99-0042

Title: *The War on Crime in the District of Columbia: 1955-1975* (from 10/15/74 to 7/15/76)

Grantee: The American University Law Institute, Washington College of Law, Washington, D.C.

Amount: \$163,828

Project Director: Jerry Wilson, The American University Law Institute, Washington College of Law, Massachusetts and Nebraska Avenues, N.W., Washington, D.C. 20016

The objective of this project is to describe and appraise

the criminal justice system's response to actual and perceived crime in the District of Columbia over the 20-year period, 1955-1975. Special attention will be given to the responsiveness or unresponsiveness of criminal justice policymaking to community needs and pressures. Political and socioeconomic factors which influenced system developments also will be examined and their impact assessed.

75-NI-99-0057

Title: *Women on Patrol: An Evaluation of Their Performance and Potential* (from 1/3/75 to 1/2/76)
Grantee: Vera Institute of Justice, New York, N.Y.

Amount: \$154,460

Project Director: Vera Institute of Justice, 30 East 39th Street, New York, N.Y. 10016

This study utilizes performance measures, observations of police activity, interviews with victims, spectators, community persons, and police personnel to evaluate how well women perform the patrol function, and to develop guidelines for more effective use of women on patrol, with major emphasis on female performance in violent settings.

75-NI-99-0078

Title: *Research-Development on Improving Police Procedures In Conformity with Constitutional Standards* (from 4/1/75 to 6/31/76)

Grantee: Trustees of Boston University, Boston University Center for Criminal Justice, Boston, Mass.

Amount: \$222,479

Project Director: Sheldon Krantz, Trustees of Boston University, Boston University Center for Criminal Justice, 141 Bay State Road, Boston, Mass. 02215

In this research, development, and evaluation program, the grantee and the Boston Police Department are investigating the utility of various administration rules for guiding police discretion in sensitive, priority areas such as the decision to arrest and search and seizure.

75-NI-99-0080

Title: *Patrol Examination and Evaluation* (from 5/1/75 to 10/31/76)

Grantee: Wilmington Bureau of Police, Wilmington, Del.

Amount: \$367,773

Project Director: Inspector Nicholas M. Valiante, Wilmington Bureau of Police, Administrative Division, 1000 King Street, Wilmington, Del. 19801

The purpose of this project is to test and evaluate a selected patrol strategy, "Split Force Patrol." A significant by-product will be the development and evaluation of improved approaches for planning and implementing directed patrol activities.

75-NI-99-0083

Title: *Anti-Corruption Management* (from 4/15/75 to 10/14/76)

Grantee: Research Foundation of the City University of New York, New York, N.Y.

Amount: \$251,730

Project Director: Research Foundation of the City University of New York, John Jay College of Criminal Justice, 445 West 59th Street, New York, N.Y. 10019

The purpose of this project is to develop guidelines for the police administrator on anti-corruption techniques. The focus is on research into the extent of corruption,

ways to measure it, and strategies and tactics for combatting it. A series of monographs will be prepared by leading scholars and writers, emphasizing the managerial, social, psychological, and cultural effects of corruption.

75-NI-99-0103

Title: *An Evaluation Study in the Area of Contract Law Enforcement* (from 6/15/75 to 6/14/76)

Grantee: National Sheriffs Association, Washington, D.C.

Amount: \$139,768

Project Director: Richard D. Winter, University City Science Center, 1717 Massachusetts Avenue, N.W., Washington, D.C. 20036

This study will identify conditions for effective and successful implementation of contract law enforcement.

Courts

75-NI-99-0003

Title: *Performance Measures in the Criminal Prosecution and Adjudication Process* (from 8/1/74 to 1/31/76)

Grantee: The Rand Corporation, Santa Monica, Calif.

Amount: \$377,438

Project Director: Sorrel Wildhorn, The Rand Corporation, 1700 Main Street, Santa Monica, Calif. 90406

This comprehensive study is systematically collecting and developing practical performance measures relating to both the quality and efficiency of the prosecution-adjudication process.

75-NI-99-0019

Title: *In-Depth Analysis of National Defender Survey* (from 9/3/74 to 4/1/76)

Grantee: National Legal Aid and Defender Association, Chicago, Ill.

Amount: \$186,721

Project Director: Shelvin Singer, National Legal Aid and Defender Association, 1155 E. 60th Street, Chicago, Ill. 60637

This study is an empirical analysis of indigent defense services to identify the most effective and efficient means of providing indigent criminal defense. The study is expected to focus on these problem areas: 1) plea bargaining; 2) relative costs of assigned counsel and defender systems; 3) the effective use of supporting personnel; and 4) the early appointment of counsel.

75-NI-99-0020

Title: *Devices for Controlling Sentencing Disparity* (from 7/1/74 to 1/31/76)

Grantee: University of Chicago Law School, Chicago, Ill.

Amount: \$137,585

Project Director: Franklin E. Zimring, University of Chicago, The Law School, 5801 South Ellis Avenue, Chicago, Ill. 60637

This study is the first phase of a proposed three-year examination of existing techniques designed to reduce unwarranted sentencing disparity. The project will collect and analyze data from four jurisdictions: two which have adopted judicial sentencing councils and two which permit appellate review of sentences. It will review the utilization and impact of the procedures in these jurisdictions and develop tools for measuring sentencing disparity.

75-NI-99-0027

Title: *Effect of Adjudicative Process on the Amenability to Rehabilitation* (from 9/1/74 to 8/31/76)

Grantee: Stanford University, Stanford, Calif.

Amount: \$218,460

Project Director: Jonathan D. Casper, Stanford University, Stanford, Calif. 94305

The purpose of this project is to evaluate the effect of the adjudication process upon those attitude structures which have been identified as relevant to criminal behavior, and to describe in detail the nature and determinants of defendant attitudes toward criminal justice institutions. The study will produce a monograph to aid policy-makers in designing adjudication systems which enhance efforts to reduce crime, rehabilitate offenders, and provide a fair fact-finding and dispositional process.

75-NI-99-0037

Title: *Economic Investigation of State and Local Judicial Services* (from 1/1/75 to 6/30/76)

Grantee: Clemson University, Clemson, S.C.

Amount: \$113,797

Project Director: Rodney H. Mabry, Clemson University, Clemson, S.C. 10036

The purpose of this research is to make a systematic inquiry into the effect of and reasons for the marked variations in the level of expenditures for judicial, prosecutorial, and defense services by state and local governments. The final report, in the form of a monograph, will provide a means for assessing past services, for determining what resources will be needed in the future, and how they should be allocated.

75-NI-99-0050

Title: *Alternatives to Conventional Adjudication* (from 11/11/74 to 4/15/75)

Grantee: The American University Law Institute, Washington, D.C.

Amount: \$41,933

Project Director: David E. Aaronson, The American University Law Institute, 2139 Wisconsin Avenue, N.W., Washington, D.C. 20007

This was a three-month continuation of Grant No. 73-NI-99-0023, to enable the final report to deal with additional topics included in an expanded definition of "alternatives to conventional adjudication," and to permit production of a more detailed manual for program administrators.

75-NI-99-0068

Title: *New York Drug Law Evaluation Project* (from 2/15/75 to 5/14/76)

Grantee: Association of the Bar of the City of New York Fund, Inc. New York, N.Y.

Amount: \$412,140

Project Director: Anthony F. Japha, Association of the Bar of the City of New York Fund, Inc., 42 West 44th Street, New York, N.Y. 10036

This project is evaluating the impact of the New York State Emergency Dangerous Drug Act of 1973, which imposes severe mandatory penalties for drug crimes. The law's effect on the criminal justice system, drug users, and the demand side of the drug market will be reviewed. This funding is for the first 15 months of a proposed three-year evaluation effort.

75-NI-99-0069

Title: *Comparative Assessment of Alternative Policy Options in Dispute Resolutions* (from 7/1/75 to 11/30/76)

Grantee: University of Southern California, Los Angeles, Calif.

Amount: \$240,746

Project Director: Earl C. Johnson, University of Southern California, Los Angeles, Calif.

This project will review criminal and civil dispute resolution mechanisms in foreign jurisdictions, as well as those used in the civil sector in the United States, to determine the best structure for a dispute settlement system and the level of resources required.

75-NI-99-0087

Title: *Uniform Rules of Criminal Procedure - Analysis and Comparison* (from 4/15/75 to 10/3/75)

Grantee: ABA Fund for Public Education, Washington, D.C.

Amount: \$25,940

Project Director: Laurie Robinson, American Bar Association Section of Criminal Justice, 1705 DeSales Street, N.W., Washington, D.C. 20036

The purpose of this project is to provide an in-depth comparison of the new proposed Uniform Rules of Criminal Procedure and the American Bar Association standards.

75-NI-99-0086

Title: *Historical Assessment of Measures of Crime and Court Delay* (from 4/25/75 to 10/24/76)

Grantee: Stanford Law School, Stanford University, Stanford, Calif.

Amount: \$84,353

Project Director: Lawrence Friedman, Stanford Law School, Stanford University, Stanford, Calif. 94305

The objective of this project is to examine, historically and quantitatively, three significant aspects of criminal justice: court delay, the nature and rate of serious crime, and victimless crimes. The final report will explore how and why changes have occurred and the motivations that shape the actual administration of justice.

75-NI-99-0111

Title: *PROMIS Research, Year Two* (from 6/15/75 to 6/14/76)

Grantee: Institute for Law and Social Research, Washington, D.C.

Amount: \$412,064

Project Director: Sidney Brounstein, Institute for Law and Social Research, 1125 Fifteenth Street, N.W., Washington, D.C. 20005

This grant represents the second year of a three-year applied research project structured around the extensive data base generated by the PROMIS (Prosecutors Management Information System) system in the U.S. Attorney's Office of the District of Columbia. By analyzing the data, the grantee will define and diagnose problems and develop recommended changes in police and prosecution management policies, procedures, and decision-making.

75-NI-99-0114

Title: *Study of the Federal Criminal Justice System of Northern Illinois* (from 7/15/75 to 7/14/76)

Grantee: University of Chicago Law School, Chicago, Ill.

Amount: \$137,718

Project Director: Frank Zimring, Center for Studies in Criminal Justice, The Law School, The University of Chicago, 5801 South Ellis Avenue, Chicago, Ill. 60637
One of five federal Metropolitan Correctional Centers will be established in downtown Chicago during 1976. The centralized location of the Center is intended to improve family, defense counsel, and community services, as well as access to the courts, and the model jail facilities and expanded pretrial release and diversion programs are expected to influence decision-making throughout the adjudication process. This project will serve to provide a base against which to measure the changes resulting from the establishment of the Center and the implementation of Federal procedural reforms.

75-NI-99-0128

Title: *The Death Penalty and Discretion in the Criminal Justice System* (from 7/15/75 to 10/14/76)
Grantee: Center for Studies in Criminology and Criminal Law, University of Pennsylvania, Philadelphia, Pa.
Amount: \$147,835

Project Director: Marvin E. Wolfgang and Marc Riedel, Center for Studies in Criminology and Criminal Law, University of Pennsylvania, 3718 Locust Walk, Philadelphia, Pa. 19174
The purpose of this project is to determine whether the use of mandatory death penalty provisions will cure the constitutionally impermissible arbitrariness condemned by the Supreme Court, which held that the death penalty was unconstitutional because it was imposed in a standardless, discretionary manner. It has been argued that where mandatory penalties are operative, discretion barred at the sentencing stage shifts to other stages of the criminal process. The objective of this research is to examine the effect of the system of sentencing on such elements as the decision to prosecute, the choice of charges, plea bargaining, and the executive decision to grant or deny clemency.

75-NI-99-0129

Title: *Plea Bargaining in the United States* (from 9/1/75 to 12/31/76)

Grantee: Georgetown University, Washington, D.C.
Amount: \$303,614
Project Director: Herbert S. Miller, Georgetown University, 37th and O Streets, N.W., Washington, D.C. 20007
This national study of the plea-bargaining process will develop a detailed descriptive profile of the various types of plea-bargaining systems operating in the United States. It will analyze the relationship between the extent and style of plea negotiations and such factors as caseload pressure, adjudicative resources, and cost of alternative procedures. This grant supports the initial 16 months of an anticipated 31-month effort.

J-LEAA-006-75

Title: *Jury System Research* (from 8/31/74 to 12/31/75)
Contractor: Bird Engineering-Research Associates, Inc., Vienna, Va.
Amount: \$195,000
Project Director: George T. Munsterman, Bird Engineering-Research Associates, Inc., P.O. Box 37 (103 Church St.), Vienna, Va. 22180
This contract provides for research into the entire jury management area and the development of model procedures for jury operations. Effort is aimed at making the jury system less wasteful and costly, and more

palatable to the citizens who are called upon to serve.

Corrections

75-NI-99-0004

Title: *Classification for Parole Decision Policy* (from 8/9/74 to 8/8/76)
Grantee: Criminal Justice Research Center, Inc., Albany, N.Y.
Amount: \$306,000

Project Director: Leslie T. Wilkins, Criminal Justice Research Center, Inc., Executive Park Tower, Stuyvesant Plaza, Albany, N.Y. 12203
This project is assisting State paroling authorities in utilizing the results of the Parole Decision-Making study funded previously by the Institute. Specifically, the study is aimed at further development and use of guidelines to ensure more consistent and uniform parole decisions.

75-NI-99-0006

Title: *AJL: Alternatives to Jail Incarceration* (from 8/9/74 to 2/8/76)
Grantee: American Justice Institute, Sacramento, Calif.
Amount: \$310,344
Project Director: John Galvin, Senior Criminal Justice Specialist, American Justice Institute, 1007 7th Street, Suite 406, Sacramento, Calif. 95814
This research will describe the characteristics and effectiveness of various alternatives-to-incarceration programs.

75-NI-99-0022

Title: *Jail Resources for Drug Treatment* (from 9/1/74 to 11/31/75)
Grantee: Pennsylvania State University, University Park, Pa.
Amount: \$250,970
Project Director: Dr. Charles R. Newman, Professor, The Pennsylvania State University, University Park, Pa. 16802
This project includes a survey and analysis of treatment rehabilitation needs and resources in county and city jail programs for narcotic addicts and abusers. The objective is to determine and enumerate the types of treatment available to incarcerated drug users.

75-NI-99-0023

Title: *Recruitment and Retention of Minority Correctional Employees* (from 9/1/74 to 2/29/76)
Grantee: Institute for Urban Affairs and Research, Washington, D.C.
Amount: \$254,410
Project Director: Dr. Lawrence Gary, Institute for Urban Affairs and Research, Howard University, Washington, D.C. 20001
The objective of this 18-month project is the development of a model program for the recruitment of correctional employees from minority groups.

75-NI-99-0029

Title: *Evaluation Project: Massachusetts Community Assistance Parole Program* (from 9/16/74 to 3/15/76)
Grantee: Massachusetts Parole Board, Boston, Mass.
Amount: \$73,481
Project Director: Dr. Norman R. Kurtz, Massachusetts Parole Board, 100 Cambridge Street, Boston, Mass. 02202

This project is evaluating the impact that citizen advocates have on the parole experience of mentally retarded adults. In this project, 40 mentally retarded parolees are matched on a one-to-one basis with a "community assistant," who is trained both in working with mental retardation and in the special conditions and purposes of parole.

75-NI-99-0030

Title: *Intervention for Inmate Survival* (from 9/20/74 to 12/19/75)

Grantee: Criminal Justice Research Center, Albany, N.Y.

Amount: \$180,047

Project Director: Dr. Hans Toch, Criminal Justice Research Center, Inc., Executive Park Tower, Sluyvesant Plaza, Albany, N.Y. 12203

The intent of this research is to eliminate the obstacles to inmate survival in long-term institutions. A classification-management model is being developed that will match inmates with the correctional environment most conducive to their survival.

75-NI-99-0032

Title: *The Philadelphia Aftercare Study* (from 9/15/74 to 1/14/76)

Grantee: Pennsylvania Prison Society, Philadelphia, Pa.

Amount: \$115,461

Project Director: Peter C. Buffum, The Pennsylvania Prison Society, 311 S. Juniper Street, Philadelphia, Pa. 19107

This project will (1) conduct a systematic survey of 800 ex-prisoners regarding pre-prison and prison-related characteristics, and (2) examine aftercare service agencies regarding their attitudes toward clients, treatment resources, and referral patterns. The resulting data should be useful in measuring the effect of individual programs and agencies, singly and in combination, in meeting ex-offender needs.

75-NI-99-0038

Title: *The Deterrent Effects of Case Disposition Decisions on Specific Felony Crimes* (from 9/15/74 to 9/14/75)

Grantee: University of Southern California, Los Angeles, Calif.

Amount: \$18,060

Project Director: Solomon Kobrin, Senior Research Associate, University of Southern California, University Park, Los Angeles, Calif. 90007

This research is designed to advance knowledge regarding the crime-deterrent effect of the certainty, severity, and speed of the criminal justice system's response at each major stage of the process. The crime-punishment relationship and the problem of social control will be studied for specific serious felony offenses.

75-NI-99-0039

Title: *The Diagnostic Parole Prediction Index* (from 10/22/74 to 10/21/75)

Grantee: National Council on Crime and Delinquency, Hackensack, N.J.

Amount: \$178,458

Project Director: Ernst A. Wenk, National Council on Crime and Delinquency, Continental Plaza, 411 Hackensack Avenue, Hackensack, N.J. 07601

The intent of this project is to develop a parole prediction instrument that combines predictive information with

clinically relevant information.

75-NI-99-0054

Title: *Incarceration and Its Alternative in 20th Century America* (from 1/1/75 to 12/31/76)

Grantee: Center for Policy Research, New York, N.Y.

Amount: \$109,842

Project Director: Dr. David J. Rothman, Center for Policy Research, 475 Riverside Drive, New York, N.Y. 10027

This project will explore the history of incarceration and of procedures designed as alternatives to incarceration in 20th century America. The primary purpose of the research is to provide an understanding of the historical experience of corrections relevant to current efforts to formulate correctional policy.

75-NI-99-0073

Title: *Evaluation of the Effects of Methadone Treatment on Crime and Criminal Narcotic Addicts* (from 3/15/75 to 3/14/76)

Grantee: Vera Institute of Justice, New York, N.Y.

Amount: \$252,303

Project Director: Dr. Luci Friedman, Project Director, Vera Institute of Justice, 30 East 39th Street, New York, N.Y. 10016

This project represents the fifth and final phase of a major study of the impact of methadone treatment on narcotics addicts. Data is collected on the clients of methadone treatment clinics in New York City to determine the type of addict who benefits from methadone maintenance in terms of remaining in the program, remaining drug free, discontinuing involvement in criminal activities, and adapting to personal improvement programs in employment, education, or homemaking.

75-NI-99-0074

Title: *Capital Punishment: An Inquiry into its Justification* (from 3/1/75 to 5/28/76)

Grantee: The Governing Council of the University of Toronto, Office of Research Administration, Toronto, Canada

Amount: \$67,822

Project Director: Walter F. Berns, The Governing Council of the University of Toronto, Office of Research Administration, Room 115, Simcoe Hall, University of Toronto, Toronto, Canada.

After a "state-of-the-art" survey of the literature on capital punishment, the grantee will attempt to demonstrate that existing studies on capital punishment focus too narrowly on the question of deterrence, omitting the legitimate role of retribution in society. The main focus of this effort is to establish the necessary and legitimate role of retribution in any system of punishment, especially the punishment of murder.

75-NI-99-0075

Title: *Correctional Employee Organization: The Incidence and Impact on Correctional Administration and Program* (from 4/2/75 to 10/1/76)

Grantee: American Justice Institute, Sacramento, Calif.

Amount: \$335,770

Project Director: Richard A. McGee, American Justice Institute, 1007 7th Street, Sacramento, Calif. 95814

The grantee is developing and conducting a national survey of the incidence and impact of employee organizations on state prisons, parole, and selected

probation systems. A representative sample of agencies will be selected for in-depth study and analysis, highlighting problem-prone operations as well as those where productive employee-management relationships have developed.

75-NI-99-0118

Title: *Study of Subcontracting of Correctional Treatment Services* (from 7/15/75 to 9/14/76)

Grantee: Department of Sociology, University of Hawaii, Honolulu, Hawaii

Amount: \$196,631

Project Director: Dr. Gene Kassebaum and Dr. Joseph Seldin, Department of Sociology, University of Hawaii, 2540 Maile Way, Honolulu, Hawaii 96822

This project is studying the process of subcontracting correctional treatment services to private organizations. The study is looking at the share of the total "business" of corrections, rehabilitation, and social control accounted for in urban communities by private organizations; what the newly-developed community treatment programs are doing to and for clients; the ways in which the subcontracting organizations are related functionally to government agencies; and the selectivity with which the clients are received by private organizations.

72-NI-99-0029 (S-1)

Title: *Evaluation of the California Probation Subsidy, Phase III* (from 4/21/75 to 7/20/75)

Grantee: The Regents of the University of California, Davis, Calif.

Amount: \$17,151

Project Director: Floyd Feeney, Executive Director, Center on Administration of Criminal Justice, University of California, Davis, Calif. 95616

This supplemental project is completing the evaluation of the California Probation Subsidy Program, gathering and analyzing previously unavailable data on the impact of the subsidy program on recidivism and the crime rate.

J-LEAA-033-75

Title: *A Study of the Economic and Rehabilitative Aspects of Prison Industries* (from 6/4/75 to 6/30/76)

Contractor: Econ, Inc., Princeton, N.J.

Amount: \$599,993

Project Director: Robert J. Christie, Vice President, Econ, Inc., 419 North Harrison Street, Princeton, N.J. 08540

The objectives of this project are to evaluate the business management and rehabilitative functions of prison industrial systems, to recommend program changes that will create self-supporting prison labor systems within the context of comprehensive offender training programs, and to provide the program planning and technical assistance needed to carry out these recommendations.

Education and Manpower

75-NI-99-0033

Title: *Graduate Research Fellowship*

Grantee: University of North Carolina at Chapel Hill

Amount: \$8,390

75-NI-99-0034

Title: *Graduate Research Fellowship*

Grantee: Stanford University, Stanford, Calif.

Amount: \$15,849

75-NI-99-0035

Title: *Graduate Research Fellowship*

Grantee: Yale University, New Haven, Conn.

Amount: \$7,070

75-NI-99-0036

Title: *Graduate Research Fellowship*

Grantee: University of California at Berkeley

Amount: \$9,000

75-NI-99-0040

Title: *Graduate Research Fellowship*

Grantee: University of California at Davis

Amount: \$10,000

75-NI-99-0043

Title: *International Seminars and Training Programs in Criminal Justice* (from 9/1/74 to 6/30/76)

Grantee: University of Maryland Institute of Criminal Justice and Criminology, College Park, Md.

Amount: \$350,000

Project Director: Dr. Peter Lejins, University of Maryland Institute of Criminal Justice and Criminology, College Park, Md. 20742

This project is providing an international forum for the discussion, study, and exchange of information among practitioners, researchers, and academicians on selected criminal justice problems.

75-NI-99-0044

Title: *Graduate Research Fellowship*

Grantee: School of Criminal Justice, Michigan State University, East Lansing, Mich.

Amount: \$28,500

75-NI-99-0049

Title: *Graduate Research Fellowship*

Grantee: Arizona State University, Tempe, Ariz.

Amount: \$12,000

75-NI-99-0051

Title: *Graduate Research Fellowship*

Grantee: Eastern Kentucky University, Richmond, Ky.

Amount: \$28,500

75-NI-99-0052

Title: *Graduate Research Fellowship*

Grantee: University of Nebraska at Omaha, Omaha, Nebr.

Amount: \$12,000

75-NI-99-0058

Title: *Graduate Research Fellowship*

Grantee: Portland State University, Portland, Ore.

Amount: \$11,900

75-NI-99-0059

Title: *Graduate Research Fellowship*

Grantee: Institute of Criminal Justice and Criminology,

University of Maryland, College Park, Md.
Amount: \$28,500

75-NI-99-0070
Title: *Graduate Research Fellowship*
Grantee: Northeastern University, Boston, Mass.
Amount: \$28,500

75-CD-99-0001
Title: *Howard University Educational Development Project*
Grantee: Howard University Institute for Urban Affairs
and Research, Washington, D.C.
Amount: \$436,000

75-CD-99-0002
Title: *Coordinated Management and Program Planning of
a Criminal Justice Education, Research, and Training
Consortium*
Grantee: Positive Futures, Inc., Washington, D.C.
Amount: \$39,192

75-CD-99-0004
Title: *Project for Planning Educational Development in the
State of Hawaii*
Grantee: Chaminade College of Honolulu, Honolulu,
Hawaii
Amount: \$28,940

75-CD-99-0005
Title: *Project for Educational Development in the State
of Alaska*
Grantee: University of Alaska, Anchorage, Alaska
Amount: \$34,149

J-LEAA-035-74
Title: *A Nationwide Survey of Law Enforcement and
Criminal Justice Personnel Needs and Resources* (from
7/1/74 to 6/30/76)
Contractor: The Research Center, National Planning
Association, Washington, D.C.
Amount: \$546,000
Project Director: Dr. Harold Wool, The Research Center,
National Planning Association, 1666 Connecticut Avenue,
N.W., Washington, D.C. 20009
The purpose of this project is to survey existing and
future personnel needs in law enforcement and criminal
justice and the adequacy of Federal, State, and local
programs to meet these needs.

Special Programs Visiting Fellowships

75-NI-99-0045
Title: *A Study of the Detective Role in a Metropolitan
Police System* (from 9/4/74 to 11/20/75)
Grantee: Anthony L. Guenther, Department of Sociology,
College of William and Mary, Williamsburg, Va. 23185.
Amount: \$25,988
The goal of this project is to study the criminal
investigation process in a large urban police department,
analyzing the organization and the operating styles of
specialists in detective work.

75-NI-99-0106
Title: *Study of Restructuring Needs in Criminal Justice*
(from 9/1/75 to 8/31/76)
Grantee: Daniel L. Skoler, 7036 Buxton Terrace, W.
Bethesda, Md. 20034
Amount: \$48,000
The purpose of this project is to produce a book-length
study which will present a preliminary analysis of current
proposals and standards for consolidating and unifying
criminal justice agencies.

75-NI-99-0109
Title: *History of Organized Crime—1920-1945* (from
9/1/75 to 5/31/76)
Grantee: Mark H. Haller, Department of History, Temple
University, Philadelphia, Pa. 19122
Amount: \$30,160
This is a scholarly study of the history of organized crime
from 1920-1945, including a framework which will aid in
the analysis of organized crime trends and provide a
sounder and more complex background on this type of
criminal activity.

75-NI-99-0116
Title: *An Assessment of the Trial Judge's Role in Plea
Bargaining and Alternatives to the Guilty Plea System*
(from 9/1/75 to 8/31/76)
Grantee: Albert W. Alschuler, University of Texas Law
School, 2500 Red River, Austin, Tex. 78705
Amount: \$41,467
The purpose of this project is to complete two major
sections of a comprehensive book-length study of the
plea negotiation process in metropolitan America, which
will describe and analyze current plea negotiation
practices and assess the practicality and desirability of
various proposals for reform.

75-NI-99-0117
Title: *Evaluation of Police Reform* (from 1/1/76 to
12/31/76)
Grantee: Gerald Elliot Caiden, School of Public
Administration, University of Southern California, Los
Angeles, Calif. 90007
Amount: \$47,355
The goal of this project is to examine various strategies
for police reform to determine which strategies succeed,
when these strategies are most likely to succeed, and by
what criteria their success is determined.

76-NI-99-0032
Title: *Crime Victimization, Citizen Reporting, and Official
Crime Statistics* (from 10/1/75 to 8/31/76)
Grantee: Wesley G. Skogan, Department of Political
Science, Northwestern University, Evanston, Ill. 60201
Amount: \$31,376
The purpose of this project is to answer three
fundamental questions about crime in the United States
using Victimization data: (1) Who is a victim of crime,
and why? (2) What crimes are reported to the police, and
why? and (3) Which incidents ultimately appear in official
crime statistics, and why do others seem to disappear?

Research Agreements Program

75-NI-99-0095

Title: *Studies on the Habitual Offender* (from 6/1/75 to 5/31/77)

Grantee: Rand Corporation, Santa Monica, Calif.

Amount: \$529,830

Project Director: Peter W. Greenwood, The Rand Corporation, 1700 Main Street, Santa Monica, Calif. 90406

The purpose of this award is to establish and support, on a long-term basis, an interdisciplinary group of researchers to undertake studies on the habitual criminal offender.

75-NI-99-0123

Title: *Econometric Studies of the Criminal Justice System* (from 9/1/75 to 8/31/77)

Grantee: Hoover Institution on War, Revolution and Peace, Stanford, Calif.

Amount: \$600,000

Project Director: Richard R. Burrell, Hoover Institution on War, Revolution, and Peace, Leland Stanford Junior University, Stanford, Calif. 94305

This award supports the establishment of a center for research on crime and criminal justice at the Hoover Institution, which will focus the relatively new but developing application of econometrics to the analysis of crime rates and criminal behavior. A particular concern is refinement and further testing of the deterrence hypothesis, i.e., that adherence to the law can be increased by making punishment for a crime more certain and/or more severe.

75-NI-99-0127

Title: *Program in Criminal Justice—Research Agreements Program* (from 7/15/75 to 7/14/77)

Grantee: Yale University Law School, New Haven, Conn.

Amount: \$600,000

Project Director: Stanton Wheeler, Yale University Law School, New Haven, Conn. 06520

The purpose of this project is to establish and support a long-term interdisciplinary group of researchers who will undertake an interrelated set of activities designed to enhance our understanding of criminal conduct and the criminal justice system. Special attention will be given to the area of white collar crime.

75-NI-99-0130

Title: *Community-Based Responses to Criminal Justice Needs* (from 7/23/75 to 7/22/77)

Grantee: Northwestern University, Evanston, Ill.

Amount: \$600,000

Project Director: Louis Masotti, Northwestern University Center for Urban Affairs, 2040 Sheridan, Evanston, Ill. 60201

This project will establish and support a long-term interdisciplinary group of researchers who will focus on community criminal justice needs. An attempt will be made to gain an understanding of the determinants of perceptions of crime in the community and the relation of these perceptions to community responses to crime.

National Evaluation Program

75-NI-99-0041

Title: *Assessment of Youth Service Bureaus (Phase I)* (from 7/15/74 to 2/15/75)

Grantee: Boston University, Metropolitan College, Boston, Mass.

Amount: \$245,535

Project Director: Arnold Schuchter, Boston University, Metropolitan College, Urban Affairs Program, 755 Commonwealth Avenue, Boston, Mass. 02215

Phase I assessment of Youth Service Bureaus (YSBs).

75-NI-99-0046

Title: *Phase I Evaluation of Operation Identification* (from 10/14/74 to 4/13/75)

Grantee: The Institute for Public Program Analysis, St. Louis, Mo.

Amount: \$96,257

Project Director: Nelson B. Heller, The Institute for Public Program Analysis, Justice Systems Division, 1017 Olive Street, Suite 602, St. Louis, Mo. 63101

This project conducted an evaluation of state and local "Operation Identification" projects.

75-NI-99-0056

Title: *NEP Phase I Evaluation: Traditional Preventive Patrol* (from 1/1/75 to 8/31/75)

Grantee: University City Science Center, Philadelphia, Pa.

Amount: \$99,890

Project Director: Don A. Overly, Co-Director, Washington Programs Office, University City Science Center, 1717 Massachusetts Avenue N.W., Washington, D.C. 20036

This study is oriented toward assessing the current state-of-the-art in traditional patrol and will result in a summary of what is known about various patrol strategies.

75-NI-99-0062

Title: *Phase I Knowledge Program Evaluation of the Treatment Alternatives to Street Crime (TASC) Program* (from 1/1/75 to 9/15/75)

Grantee: The Lazar Institute, Washington, D.C.

Amount: \$128,293

Project Director: Mary A. Toborg, The Lazar Institute, 1700 Pennsylvania Avenue, N.W., Washington, D.C. 20006

This project is assessing the Treatment Alternatives to Street Crime (TASC) program.

75-NI-99-0065

Title: *National Evaluation of Team Policing* (from 2/15/74 to 10/14/75)

Grantee: National Sheriffs Association, Washington, D.C.

Amount: \$95,609

Project Director: William G. Gay, National Sheriffs Association, 1250 Connecticut Avenue, N.W., Washington, D.C. 20036

This Phase I assessment will result in a summary of available knowledge about the Neighborhood Team Policing concept.

75-NI-99-0066

Title: *Patrol Support Systems—Crime Analysis* (from 1/1/75 to 9/31/75)

Grantee: Foundation for Research and Development in Law Enforcement and Criminal Justice, Inc., Bloomington, Ind.

Amount: \$94,965

Project Director: Hobart Reinier, Foundation for Research and Development in Law Enforcement and

Criminal Justice, Inc., 515 Woodcrest Drive, Bloomington, Ind. 47401

This project is a Phase I evaluation of police patrol support systems with a specific focus on crime analysis. The purpose of the study is to provide a data base to which police organizations can refer for assistance in implementing new crime analysis programs.

75-NI-99-0067

Title: *Select Patrol Strategies: Specialized Patrol Operations* (from 1/1/75 to 8/28/75)

Grantee: Institute for Human Resources Research, Bethesda, Md.

Amount: \$99,991

Project Director: Kenneth W. Webb, Institute for Human Resources Research, 7315 Wisconsin Avenue, Bethesda, Md. 20014

This study will assess the cumulative knowledge about three specialized patrol operations—support-oriented patrol, tactical patrol, and anti-crime or "old clothes" patrol—and synthesize what is known about these patrol operations.

75-NI-99-0071

Title: *Phase I Evaluation of Pretrial Release Programs* (from 2/5/75 to 9/4/75)

Grantee: National Center for State Courts, Denver, Colo.

Amount: \$86,209

Project Director: Barry Mahoney, National Center for State Courts, 1660 Lincoln Street, Suite 200, Denver, Colo. 80203

The objectives of this assessment of pretrial release include ascertaining what is currently known about the impact and effectiveness of different forms of pretrial release (e.g., release on recognizance, supervised release, deposit bail, traditional money bail) and identifying gaps in current knowledge.

75-NI-99-0076

Title: *Early Warning Robbery Reduction Projects* (from 3/15/75 to 3/14/76)

Grantee: The MITRE Corporation, McLean, Va.

Amount: \$99,311

Project Director: Warner Eliot, The MITRE Corporation, Westgate Research Park, McLean, Va. 22101

This grantee is conducting a Phase I study of Early Warning Robbery Reduction Projects. These are police operations directed against robbery of convenience stores, gas stations, and other vulnerable, largely night-time businesses. The basic concept involves the use of covert stake-out patrols stationed near the threatened stores, and victim-operated, police-owned alarm systems located inside the stores. With this system, the police are often able to reduce response time to a matter of seconds and thus increase the likelihood of interdicting the robbery and capturing the robber at the scene.

75-NI-99-0079

Title: *Evaluation of Pretrial Screening Projects* (from 3/15/75 to 9/14/75)

Grantee: Bureau of Social Science Research, Washington, D.C.

Amount: \$109,480

Project Director: Joan Jacoby, Bureau of Social Science Research, 1990 M Street N.W., Washington, D.C. 20036

This Phase I assessment of pretrial screening is gathering data on what is currently known about the effectiveness

of various screening procedures used by prosecutors and identifying the areas for more intensive evaluation.

75-NI-99-0081

Title: *Phase I Assessment: Topic Areas of Diversion and Alternatives to Incarceration* (from 3/19/75 to 10/18/75)

Grantee: University of Minnesota, Minneapolis, Minn.

Amount: \$306,178

Project Director: Andrew Rutherford, University of Minnesota, Department of Criminal Justice Studies, 314 Social Sciences Building, Minneapolis, Minn. 55455

Important issues surrounding programming in the diversion and alternatives to incarceration areas will be examined in this assessment, including the nature of the universe of projects funded under these concepts.

75-NI-99-0088

Title: *Citizen Crime Reporting Programs* (from 5/1/75 to 10/31/75)

Grantee: Loyola University of Chicago, Chicago, Ill.

Amount: \$100,733

Project Director: Dr. Leonard Bickman, Loyola University of Chicago, 6525 N. Sheridan Road, Chicago, Ill. 60626

This grant is conducting a Phase I evaluation of state and local citizen surveillance and crime reporting projects.

75-NI-99-0089

Title: *Prevention of Juvenile Delinquency* (from 4/21/75 to 11/21/75)

Grantee: The Center for Vocational Education, Ohio State University, Columbus, Ohio

Amount: \$143,387

Project Director: Dr. Jerry Walker, The Center for Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210

This grant is conducting a Phase I study of juvenile delinquency prevention programs.

75-NI-99-0090

Title: *Proposal for Assistance during the Implementation of the NEP Program* (from 5/1/75 to 4/30/76)

Grantee: Urban Institute, Washington, D.C.

Amount: \$149,698

Project Director: Joe N. Nay, The Urban Institute, 2100 M Street, N.W. Washington, D.C. 20037

This grant provides for the continuation of the Urban Institute's support in implementing, monitoring, and evaluating the NEP studies during the second year of the National Evaluation Program.

75-NI-99-0105

Title: *Citizen Patrol Evaluation, Phase I* (from 6/15/75 to 2/14/76)

Grantee: Rand Corporation, Santa Monica, Calif.

Amount: \$108,980

Project Director: Dr. Robert K. Yin, The Rand Corporation, 2100 M Street N.W., Washington, D.C. 20037

This study will conduct a Phase I evaluation of state and local citizen patrol projects.

75-NI-99-0112

Title: *Assessment of Detention of Juveniles and of Alternatives to Its Use* (from 6/4/75 to 12/3/75)

Grantee: School of Social Service Administration,

University of Chicago, Chicago, Ill.

Amount: \$157,385

Project Director: Dr. Donnell Pappenfort, School of Social Service Administration, University of Chicago, 5801 S. Ellis Avenue, Chicago, Ill. 60637

This grant is for the purpose of conducting a Phase I study of detention of juveniles and of alternatives to its use.

75-NI-99-0121

Title: Phase I Evaluation of Security Survey/Community Crime Prevention Programs (from 7/15/75 to 7/14/76)

Grantee: International Training, Research and Evaluation Council, Falls Church, Va.

Amount: \$99,115

Project Director: Charles M. Girard, International Training, Research, and Evaluation Council, 210 East Broad Street, Falls Church, Va. 22046

The security survey is an in-depth on-site examination of a physical facility and its surrounding property to inform a businessman or homeowner of the particular areas in which his property is susceptible to criminal victimization, together with steps that can be taken to reduce and minimize that potential. This study is conducting a Phase I evaluation of local security survey programs.

Advanced Technology

75-NI-99-0011

Title: Individualization and Identification of Forensically Important Physiological Fluids (from 7/1/74 to 9/30/75)

Grantee: Pittsburgh and Allegheny County Crime Laboratory, Pittsburgh, Pa.

Amount: \$117,392

Project Director: Charles A. McInerney, Pittsburgh and Allegheny County Crime Laboratory, Jones Law Annex, 311 Ross Street, 7th Floor, Pittsburgh, Pa. 15219

This project had three primary objectives: 1) the collection of statistical population data on the frequency of occurrence of certain "genetic markers" in blood; 2) the development of techniques for identifying new genetic markers in dried bloodstains; and 3) the development of procedures for determining the sexual origin of a bloodstain.

LEAA-J-IAA-005-4

Title: Lightweight Body Armor/Body Armor II (from 10/17/73 to 10/30/75)

Interagency Agreement with the U.S. Army

Amount: \$582,500

Project Director: Nicholas Montanarelli, U.S. Army Biomedical Laboratory, Edgewood Arsenal, Md.

This supplement to an earlier award funds further research into lightweight body armor.

LEAA-J-IAA-036-2

Title: Law Enforcement Analysis Group (from 7/1/74 to 6/30/75)

Interagency Agreement with the U.S. Air Force

Contractor: The MITRE Corporation, McLean, Va.

Amount: \$235,000

Project Director: Warner A. Eliot, The MITRE Corporation, Westgate Research Park, McLean, Va. 22101

The objective of this interagency agreement was to establish the Law Enforcement Analysis Group to serve as the principal contact between the National Institute and

the equipment user community. It identified and defined user problems and established priorities for equipment development programs.

Evaluation

75-NI-99-0005

Title: Analysis of Deterrence for Criminal Justice Planning (from 9/1/74 to 8/31/75)

Grantee: Carnegie-Mellon University, Pittsburgh, Pa.

Amount: \$85,811

Project Director: Alfred Blumstein, Carnegie-Mellon University, 5000 Forbes Avenue, Pittsburgh, Pa. 15213

The power of the criminal justice system to interfere in the lives of persons accused and convicted of crimes constitutes a deterrent to crime. The purpose of this study was to establish a theoretical and empirical basis for estimating crime rate changes likely to be associated with changes in criminal justice system practices.

75-NI-99-0009

Title: Evaluation of Criminal Justice Planning Institute (from 4/15/74 to 4/14/75)

Grantee: American Justice Institute, Sacramento, Calif.

Amount: \$40,661

Project Director: Dr. Gary J. Taylor, American Justice Institute, 1007 7th Street, Suite 406, Sacramento, Calif. 95814

This project tested the effectiveness of a course in planning and evaluation techniques for SPA staff members in LEAA Region IX.

75-NI-99-0012

Title: Review of Criminal Justice Models (from 8/1/74 to 7/31/75)

Grantee: The Rand Corporation, Santa Monica, Calif.

Amount: \$150,077

Project Director: Leo P. Holliday, The Rand Corporation, 1700 Main Street, Santa Monica, Calif. 90401

This project surveyed existing criminal justice models and examined the uses and limitations of the models.

75-NI-99-0014

Title: Evaluation of an Implemented AVM System (from 7/1/74 to 2/1/76)

Grantee: Public Systems Evaluation, Inc., Winthrop, Mass.

Amount: \$181,324

Project Director: Richard C. Larson, Public Systems Evaluation, Inc., 3 Johnson Terrace, Winthrop, Mass. 02152

This project is evaluating the St. Louis Police Department's use of an Automatic Vehicle Monitoring (AVM) system.

75-NI-99-0016

Title: An Approach to Evaluating a Police Program of Family Crisis Intervention in Six Demonstration Cities (from 7/1/74 to 12/31/75)

Grantee: Human Resources Research Organization, Alexandria, Va.

Amount: \$262,027

Project Director: Peter B. Wylie, Human Resources Research Organization, 300 North Washington Street, Alexandria, Va. 22314

The grantee is evaluating the Institute-sponsored

replication of the Family Crisis Intervention (FCI) program in six demonstration sites, focusing on the decrease in number of family assaults, acceptance of FCI by police and community, and other aspects.

75-NI-99-0048

Title: *Evaluation Management Workshop* (from 10/10/74 to 2/9/75)

Grantee: National Conference of State Criminal Justice Planning Administrators, Washington, D.C.

Amount: \$33,000

Project Director: H.G. Welsman, National Conference of State Criminal Justice Planning Administrators, 1909 K Street, N.W., Suite 204, Washington, D.C. 20006

The grantee conducted an Evaluation Management Seminar for SPA Directors and their representatives, focusing on the issues involved in the administration and organization of the evaluation function within the SPA's.

75-NI-99-0060

Title: *Proposal for Assistance in Developing Appropriate SPA and LEAA Evaluation Systems* (from 1/1/75 to 12/31/76)

Grantee: The Urban Institute, Washington, D.C.

Amount: \$336,036

Project Director: Dr. Joseph Wholey, The Urban Institute, 2100 M Street N.W., Washington, D.C. 20037

The grantee is assisting in the development of effective evaluation programs both at the SPA and Regional Planning Unit (RPU) levels, as well as within LEAA itself.

75-NI-99-0077

Title: *A Cooperative Program in Law and Society and a Research Support Activity* (from 8/24/75 to 6/24/76)

Grantee: The University of Illinois Graduate College, Urbana, Ill.

Amount: \$300,000

Project Director: Prof. Hugh Folk and Prof. Rita Simon, The University of Illinois Graduate College, Urbana, Ill. 61801

This planning and demonstration project is investigating the costs and utilities of various design options for a program consisting of three interdependent components: a Research Support Activity, a Policy-Oriented Research Facility, and a Faculty-Initiated Research Activity.

75-NI-99-0091

Title: *Stochastic Modeling and Analysis of Crime* (from 6/15/75 to 6/14/77)

Grantee: Georgia Institute of Technology, Atlanta, Ga.

Amount: \$204,990

Project Director: Stuart J. Deutsch, School of Industrial and Systems Engineering, Georgia Institute of Technology, 225 North Avenue, Atlanta, Ga. 30332

This project is testing and validating the applicability of time series analysis to city crime rates, for purposes of crime displacement detection and program evaluation.

75-NI-99-0096

Title: *Model Evaluation Program* (from 5/26/75 to 5/25/77)

Grantee: Massachusetts Committee on Criminal Justice, Boston, Mass.

Amount: \$248,985

Project Director: Robert Cole, Massachusetts Committee on Criminal Justice, 80 Boylston Street, Boston, Mass. 02116

This project is testing whether the development of evaluation capability to serve RPU and agency administrators will result in improved planning and decision-making at both the SPA and region/agency levels.

75-NI-99-0097

Title: *Model Evaluation Project* (from 5/26/75 to 5/25/76)

Grantee: Office of Criminal Justice Planning, Jacksonville, Fla.

Amount: \$84,712

Project Director: James Jarboe, Office of Criminal Justice Planning, Mayor's Office, 101 E. Adams Street, Jacksonville, Fla. 32202

This project is examining the value of increased evaluation activity in an urban governmental setting organized in teams along traditional police, courts, and corrections program areas.

75-NI-99-0098

Title: *Model Evaluation Program* (from 5/26/75 to 5/25/77)

Grantee: Division of Justice and Crime Prevention, Richmond, Va.

Amount: \$177,148

Project Director: Bruce Brennan, Commonwealth of Virginia, Division of Justice and Crime Prevention, 8501 Mayland Drive, Richmond, Va. 23229

The purpose of this proposal is to develop an alternative to the current Virginia monitoring-evaluation system, which consists essentially of obtaining outside professional judgment of a particular project after it is completed. The proposed alternative system will be based on data items, identified by the users, that are quantified and amenable to computer processing.

75-NI-99-0099

Title: *Model Evaluation Program* (from 5-26/75 to 5/25/77)

Grantee: Governor's Justice Commission, Harrisburg, Pa.

Amount: \$261,162

Project Director: Joseph Riggione, Governor's Justice Commission, Evaluation and Monitoring Unit, P.O. Box 1167, Harrisburg, Pa. 17120

This project seeks to establish a three-level evaluation system that will provide data regarding projects, programs, and their impact on the total criminal justice system.

75-NI-99-0100

Title: *Model Evaluation Program* (from 7/1/75 to 6/30/77)

Grantee: Central Midlands Regional Planning Council, Columbia, S.C.

Amount: \$42,340

Project Director: Frank M. Castellow, Jr., Office of Criminal Justice Programs, Edgar A. Brown State Office Building, 1205 Pendelton Street, Columbia, S.C.

This project is using an existing geographic data base to measure the independent effect of criminal justice projects on the incidence of crime.

75-NI-99-0102

Title: *Model Evaluation Program* (from 7/1/75 to 6/30/76)

Grantee: Illinois Law Enforcement Commission, Chicago, Ill.

Amount: \$249,968

Project Director: Richard F. Sullivan, Illinois Law Enforcement Commission, 120 South Riverside Plaza,

Chicago, Ill. 60606

Under this project, the grantee will provide direct technical assistance in project evaluation to selected rural and urban regional planning units, involving the direct participation of evaluation specialists in the development of grant applications, regional plans, and data collection efforts.

75-NI-99-0104

Title: *Community-Based Research to Improve Methods of Evaluation* (from 6/15/75 to 6/14/76)

Grantee: Association of Central Oklahoma Governments, Oklahoma City, Okla.

Amount: \$107,148

Project Director: Darrel Tiller, Criminal Justice Planner, Association of Central Oklahoma Governments, Suite 200, 4801 Classen Blvd., Oklahoma City, Okla. 73118

The grantee is setting up an in-house evaluation system for designing, conducting, and analyzing evaluations of selected regional criminal justice projects.

75-NI-99-0107

Title: *Long-Range Planning and Law Enforcement* (from 5/30/75 to 5/29/76)

Grantee: The Hudson Institute, Croton-on Hudson, N.Y.

Amount: \$100,000

Project Director: Dr. Herman Kahn, The Hudson Institute, Quaker Ridge Road, Croton-on Hudson, N.Y. 10520

In response to the dearth of long range planning studies in law enforcement and criminal justice, this project will identify and project the basic trends which will influence LEAA's mission over the next five to ten years, analyze the policy implications of these projections for both adult and juvenile crime and law enforcement, and develop an overall conceptual framework for LEAA's current and future planning needs.

75-NI-99-0108

Title: *Model Evaluation Program* (from 6/15/75 to 6/14/76)

Grantee: Ventura Region Criminal Justice Planning Board, Ventura, Calif.

Amount: \$74,130

Project Director: Mal King, Ventura Region Criminal Justice Planning Board, 168 N. Brent Street, Suite 305, Ventura, Calif. 93003

The Ventura RPU is developing a Model Evaluation Program to work toward the establishment of intensive evaluation components for all LEAA and California Council on Criminal Justice projects in the Ventura region.

75-NI-99-0110

Title: *Model Evaluation Program* (from 7/1/75 to 9/30/77)

Grantee: Office of Criminal Justice Programs, Lansing, Mich.

Amount: \$247,575

Project Director: Richard K. Nelson, Deputy Administrator, State of Michigan Office of Criminal Justice Programs, Lewis Cass Building, 2nd Floor, Lansing, Mich. 48913

This project is expanding the evaluation capabilities of the Michigan criminal justice community by integrating the evaluation efforts and staff of the Michigan SPA with those of several Regional Planning Units, the Michigan State University School of Criminal Justice, and three criminal justice operating agencies: the State

Departments of Corrections and of Education and the Wayne County Sheriff's Department.

75-NI-99-0115

Title: *Model Evaluation Program* (from 7/15/75 to 7/14/76)

Grantee: Alameda Regional Criminal Justice Planning Board, Oakland, Calif.

Amount: \$143,873

Project Director: John F. Lenser, Alameda Regional Criminal Justice Planning Board, 100 Webster Street, Suite 104, Oakland, Calif. 94607

The purpose of this project is to advance the evaluation capability of the grantee, and to examine the cost effectiveness of LEAA-supported projects and more traditional criminal justice activities.

75-NI-99-0119

Title: *National Clearinghouse for the Coordination and Evaluation of the Career Criminal Program* (from 6/30/75 to 6/29/76)

Grantee: Philip Cohen, National Legal Data Center, Inc., Thousand Oak, Ventura County, Calif.

Amount: \$339,545

Project Director: Phillip Cohen, National Legal Data Center, Inc., P.O. Box 1012, 60 West Olsen Road, Thousand Oak, Calif. 91360

The grantee is serving as a clearinghouse for the exchange of information on LEAA's Career Criminal Program and related legal issues and problems.

LEAA-J-IAA-017-5

Title: *LEAA Assessment: Planning and Program Impact* (from 3/10/75 to 3/10/76)

Interagency Agreement with the Advisory Commission on Intergovernmental Relations (ACIR)

Amount: \$239,000

Project Director: Dr. Carl Stenberg, Advisory Commission on Intergovernmental Relations (ACIR), 726 Jackson Place N.W., Washington, D.C. 20530

The objective of this interagency agreement is to analyze the impact of the LEAA program on criminal justice planning capabilities and on criminal justice system reform and improvement at the state and local levels.

J-LEAA-028-75

Title: *Contract for a National Level Evaluation of the High Impact Program* (from 4/7/75 to 1/31/76)

Contractor: The MITRE Corporation, McLean, Va.

Amount: \$441,500

Project Director: Ms. Eleanor Chelimsky, The MITRE Corporation, Westgate Research Park, McLean, Va. 22101

This project is conducting the National Level Evaluation of the High Impact Anti-Crime Program, initiated to demonstrate in eight large cities the effectiveness of comprehensive crime-specific programs in reducing stranger-to-stranger crime and burglary.

Technology Transfer

75-NI-99-0053

Title: *Evaluation of a Criminal Justice Reference Service's Effectiveness* (from 12/1/74 to 3/31/75)

Grantee: George Washington University Program of Policy Studies in Science and Technology,

Washington, D.C.

Amount: \$10,000

Project Director: Vary T. Coates, The George Washington University, Program of Policy Studies in Science and Technology, Washington, D.C. 20006

The grantee performed an evaluation of the extent to which the National Criminal Justice Reference Service (NCJRS) meets the needs of the criminal justice community in a timely, cost-effective, and efficient fashion.

75-NI-99-0061

Title: *Use of Paralegals in Defender Offices and in Prison Legal Aid Programs* (from 1/1/75 to 4/1/75)

Grantee: Blackstone Institute, Washington, D.C.

Amount: \$13,360

Project Director: John H. Stein, Blackstone Institute, 2309 Calvert Street N.W., Washington, D.C. 20008

This grant supported development of a practical handbook, or Prescriptive Package, for use by personnel engaged in or planning for the use of paralegals in delivering legal services.

75-NI-99-0082

Title: *Physical Child Abuse* (from 3/15/75 to 11/14/75)

Grantee: Center for Community Resources Development, Boston University, Boston, Mass.

Amount: \$60,000

Project Director: Arnold Schuchter, Center for Community Resource Development, Boston University, 710 Commonwealth Avenue, Boston, Mass. 02215

The purpose of this project is to prepare a Prescriptive Package which synthesizes the best programs, methods, and procedures now being used by communities across the country to reduce the incidence of child abuse.

75-NI-99-0093

Title: *Volunteers in the Juvenile Justice System* (from 5/1/75 to 1/31/76)

Grantee: John Howard Association, Chicago, Ill.

Amount: \$59,304

Project Director: Mr. Ira Schwartz, John Howard Association, 67 E. Madison Street, Suite 1216, Chicago, Ill.

The purpose of this grant is to develop a Prescriptive Package dealing with the planning, implementation, operation, and evaluation of programs which utilize volunteer, non-criminal justice personnel to augment existing social services within the juvenile justice system.

75-NI-99-0120

Title: *The Use of Volunteers in Adult Correctional Institutions and Community Based Facilities* (from 7/15/75 to 7/14/76)

Grantee: Board of Trustees of the University of Illinois, Chicago, Ill.

Amount: \$34,940

Project Director: Thomas J. Cook, Ph.D., The Board of Trustees of the University of Illinois on behalf of the University of Illinois at Chicago Circle, P.O. Box 4348, Chicago, Ill. 60680

The purpose of this grant is to produce a Prescriptive Package for use by personnel engaged in the planning, implementation, or operation of correctional programs which use the services of volunteers as an integral part of the overall service delivery system.

75-NI-99-0122

Title: *Rackets Bureau Study* (from 7/15/75 to 11/14/76)

Grantee: Cornell University, Ithaca, N.Y.

Amount: \$49,432

Project Director: G. Robert Blakey, Cornell University Law School, Ithaca, N.Y. 14853

This project will produce a Prescriptive Package examining state and local organized crime investigation/prosecution units and highlighting the operating practices and procedures which appear most productive and effective.

75-NI-99-0125

Title: *Sex Offenders, Addicted Offenders, and Mentally Deficient Offenders* (from 7/15/75 to 7/14/76)

Grantee: American Correctional Association, College Park, Md.

Amount: \$179,848

Project Director: Raymond Olsen, American Correctional Association, 4321 Hartwick Road, College Park, Md. 20740

The purpose of this study is to develop a series of three Prescriptive Packages for use by personnel engaged in planning, implementing, operating, or evaluating treatment programs for special offenders within correctional institutions.

75-TA-99-1001

Title: *A Multi-Agency Narcotic Unit Manual* (from 7/1/74 to 6/30/75)

Grantee: International Association of Chiefs of Police, Gaithersburg, Md.

Amount: \$60,609

Project Director: Ray Garza, IACP, 11 Firstfield Rd., Gaithersburg, Md. 20760

This project prepared a Prescriptive Package recommending guidelines for establishing consolidated narcotics control efforts.

75-TN-99-0002

Title: *Crime Analysis Unit Training* (from 7/1/74 to 12/31/75)

Grantee: California Crime Technological Research Foundation, Sacramento, Calif.

Amount: \$199,792

Project Director: Thadd McNamara, Criminal Justice Specialist, CCTRF, 7171 Bowling Drive, Sacramento, Calif. 95823

This project is designed to encourage the creation of crime analysis units within law enforcement agencies, by providing training for approximately 500 senior criminal justice administrators from large agencies nationwide.

75-TN-99-0005

Title: *Training for Correctional Administrators and Evaluators in Corrections Evaluation* (7/15/75 to 1/14/77)

Grantee: Center for Human Services, Washington, D.C.

Amount: \$282,391

Project Director: Kelley B. Ballard, Jr., Center for Human Services, 5530 Wisconsin Avenue N.W., Suite 1600, Washington, D.C. 20015

This project provides for the training of 450 to 500 correctional administrators and evaluators in corrections evaluation as a management, planning, and decision-making tool.

75-TA-99-1003

Title: *Anglo-American Action/Research Program* (from 2/1/75 to 1/31/76)

Grantee: Vera Institute of Justice, New York, N.Y.

Amount: \$46,802

Project Director: Herbert J. Sturz, Vera Institute of Justice, 30 East 39th Street, New York, N.Y. 10016

The purpose of this grant is to establish an office in London, England, to extensively study British experience, systems, and innovations in criminal justice, as well as to reciprocally assist the British in experimenting with programs which have demonstrated promise in this country.

75-TA-99-1004

Title: *Conference on Changes in the Forms and Dimensions of Criminality — Transnational and National* (from 3/14/75 to 7/13/75)

Grantee: University of Maryland, College Park, Md.

Amount: \$24,299

Project Director: Peter P. Lejins, Ph.D., University of Maryland Institute of Criminal Justice and Criminology, College Park, Md. 20742

This grant provided support for an international conference of 15 experts from 15 countries, including the United States, which addressed such major topics as terrorism, transnational economic crimes, hijackings, etc., with the goal of developing and prioritizing the Agenda of the Fifth UN Congress on the Prevention of Crime and the Treatment of Offenders.

J-LEAA-024-75

Title: *Contract for NILECJ Technical Assistance in Criminal Justice* (from 1/16/75 to 7/15/76)

Contractor: PRC/Public Management Services, Inc., McLean, Va.

Amount: \$300,000

Project Director: Edmund Fennessy, Jr., PRC/Public Management Services, Inc., 7600 Old Springhouse Road, McLean, Va. 22101

The objective of this procurement is to provide technical assistance to the National Institute and its grantees in all research and development, evaluation, training, and technology transfer activities.

LEAA-J-IAA-027-3

Title: *Training for State and Local Enforcement Officers in Airport Security Techniques*

Interagency Agreement with the Federal Aviation Agency, Department of Transportation

Amount: \$25,000

Project Director: Office of Training, Federal Aviation Agency, 800 Independence Avenue S.W., Washington, D.C. 20590 (ATR-300)

This funding provides aviation security training to selected foreign nationals responsible for security at airports having direct flights to the United States.

LEAA-J-IAA-036-2

Title: *Training Seminar Support* (from 7/1/74 to 6/30/75)

Interagency Agreement with the U.S. Air Force

Amount: \$396,000

Project Director: William E. Holden, MITRE Corporation, Westgate Research Park, McLean, Va. 22101

This contract provided technical support in the planning, design, implementation, and evaluation of training

programs in areas including family crisis intervention. Training was provided for over 500 senior criminal justice administrators.

LEAA-J-IAA-012-5

Title: *Privacy Seminar* (from 12/10/74 to 3/15/75)

Interagency Agreement with the Office of Telecommunications Policy, White House

Amount: \$12,500

Project Director: Bryan Eagle, Executive Assistant, Office of Telecommunications Policy, 1800 G Street N.W., Washington, D.C. 20504

The purpose of this seminar was to develop cooperative Federal-State-local strategies leading to a broader-based, comprehensive, and coordinated effort to define problems and implement solutions in the privacy field.

J-LEAA-014-74

Title: *Exemplary Projects* (from 11/2/73 to 3/21/75)

Contractor: Abt Associates, Inc., Cambridge, Mass.

Amount: \$738,617

Project Director: Joan Mullen, Abt Associates, Inc., 55 Wheeler Street, Cambridge, Mass. 02138

This contract was for the validation and documentation of criminal justice programs proposed as Exemplary Projects/Promising Projects.

J-LEAA-010-75

Title: *National Criminal Justice Reference Service (NCJRS)* (from 9/11/74 to 8/11/76)

Contractor: General Electric Company, Arlington, Va.

Amount: \$3,481,000

Project Director: Joseph G. Cady, General Electric Company, 1400 Wilson Boulevard, Suite 1100, Arlington, Va. 22209

This contract is for the continued operation, maintenance, and refinement of the NCJRS, and the development and operation of an international clearinghouse for criminal justice information.

J-LEAA-021-75

Title: *Subscriptions of Journals and Periodicals for LEAA Library* (from 1/1/75 to 12/31/75)

Contractor: EBSCO Industries, Inc., Springfield, Va.

Amount: \$10,743.93

Project Director: Howard C. Carson, EBSCO Industries, Inc., Suite 200, 5406 Port Royal Road, Springfield, Va. 22151

This contract is for subscription service for journals, periodicals, etc., to the LEAA Library and the National Criminal Justice Reference Service.

5-1076-J-LEAA (Purchase Order)

Title: *Rape and Its Victims: A Report for Citizens, Health Facilities, and Criminal Justice Agencies* (from 5/1/75 to 6/30/75)

Contractor: Center for Women Policy Studies, Washington, D.C.

Amount: \$9,956.80

Project Director: Margaret Gates, Center for Women Policy Studies, 2000 P Street N.W., Washington, D.C. 20036

This Prescriptive Package manual was based on a nationwide survey which investigated measures for the improved treatment of rape victims. Guidelines are

presented based on those programs, techniques, and procedures developed by police, prosecutors, hospitals, and citizen groups that appear especially effective in treating rape victims and may be suitable for transfer to other jurisdictions.

5-1102-J-LEAA (Purchase Order)

Title: *Management by Objectives: A Corrections Perspective* (from 5/12/75 to 6/16/75)

Contractor: University of Georgia, Institute of Government, Athens, Ga.

Amount: \$2,170

Project Director: Mark McConkie, University of Georgia, Institute of Government, Athens, Ga. 30602

The purpose of this project was to edit and prepare for dissemination a Prescriptive Package which provides guidelines for applying a modern management technique to the correctional process.

Regional Awards

75-NI-01-0001	Region 1-Boston	\$179,000
75-NI-02-0003	Region 2-New York	179,000
75-NI-04-0006	Region 4-Atlanta	179,000
75-NI-09-0002	Region 9-San Francisco	179,000
75-NI-10-0001	Region 10-Seattle	179,000

Title: *Neighborhood Team Policing*

Funds were awarded in FY 1975, through the above LEAA Regional Offices, to Hartford, Conn.; Elizabeth, N.J.; Winston-Salem, N.C.; Santa Ana, Calif.; and Multnomah County, Ore., to demonstrate the concept of a Full Service Neighborhood Team Police operation.

75-NI-04-0007	Region 4-Atlanta	\$250,000
75-NI-05-0002	Region 5-Chicago	250,000
75-NI-09-0001	Region 9-San Francisco	206,000
75-TA-09-0001	Region 9-San Francisco	50,000

Title: *Improved Lower Court Case Handling*

Funds were awarded, through the above LEAA Regional Offices, to Richmond County/Columbia, S.C.; Kalamazoo, Mich.; and Clark County/Las Vegas, Nev., to demonstrate a number of new techniques to remedy the archaic and disjointed procedures that exist in many of the lower courts.

Appendix C

Publications of the National Institute

Currently Available National Institute Documents (See footnotes below for ordering information)

Grant/Contract Number	Title	GPO Stock Number	Price
NI 71-143-PO	Anatomy of a SCAM: A Case Study of a Planned Bankruptcy by Organized Crime	2700-00230†	\$1.20
NI 71-126G	Arson, Vandalism and Violence: Law Enforcement Problems Affecting Fire Departments	†	
NI-71-157G	Bail and Its Reform: A National Survey	†	
NI-70-053	Cases and Materials on Prison Inmate Legal Assistance	2700-00222	\$1.60
NI-70-065-4	Criminal Justice - The Consumer's Perspective	2700-0143	\$0.70
NI-093-G	Criminal Appeals, English Practices and American Reforms	2700-00202	\$0.60
71-DF-7618	Crime Scene Search and Physical Evidence Handbook*	2700-00221	\$2.70
J-LEAA-014-74	D.C. Public Defender Service, Vol. I (Policies and Procedures)**	†	
J-LEAA-014-74	D.C. Public Defender Service, Vol. II, (Training Materials)**	†	
NI-70-038	Determinants of Police Behavior	2700-00215	\$0.55
J-LEAA-014-74	Dilemma of Diversion (Resource Materials on Adult Pre-Trial Intervention Programs)	†	
NI-72-010-G	Diversion from the Juvenile Justice System	2700-00241†	\$0.85
72-TA-03-0007	Diversion of the Public Inebriate from the C.J. System*	†	
71-076	Ethnic Succession in Organized Crime	027-000-00242-3†	\$0.70
LESP-RPT-0101.01	Evaluation of Police Handgun Ammunition: Summary Report	†	
73-TA-1001-G	Evaluative Research in Corrections (A Practical Guide)*	2700-00270†	\$2.00
NI-70-068	Family Crisis Intervention: From Concept to Implementation	2700-00244†	\$0.65
NILECJ-STD-0201.00	Fixed and Base Station FM Transmitters	2700-00283†	\$0.70
NILECJ-Guide	Fixed Surveillance Cameras -	2700-000-00281-1†	\$0.85
0201.00 LESL	Selection & Applications Guide		

* A Prescriptive Package

**An Exemplary Project

†Single copies of these documents are available without charge through the National Criminal Justice Reference Service, P.O. Box 24036, S.W. Post Office, Washington, D.C. 20024.

Documents accompanied by a GPO stock number must be ordered directly from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Order publications by title and stock number and enclose remittance (check or money order) payable to the Superintendent of Documents.

NI-69-051	Flight Characteristics and Stain Patterns of Human Blood	2700-0079†	\$0.90
73-NI-99-0012-G	Guide to Juror Usage	4000-00328†	\$1.40
72-TA-05-002	Guide to Improved Handling of Misdemeanant Offenders	2700-00243†	\$1.65
72-NI-99-0031-G	Gimelli System of Multi-Track Voice Writing: An Evaluation of a New Court Reporting Technique (Summary)	027-000-00299-4†	\$0.65
NILECJ-STD-0602.00	Hand-Held Metal Detectors for Use in Weapons Detection	2700-00285†	\$0.65
LESP-RPT-0303.00	Image Quality Criterion for the Identification of Faces	2700-00261†	\$0.65
NI-70-044	Impact of Police Unions - Summary Report	2700-00248†	\$0.65
NI-71-129-G	Investigation of Digital Mobile Radio Communications	2700-00233†	\$1.60
NI-70-053	Law of Detainers	2700-00223†	\$1.65
LESP-RPT-0801.00	Life Cycle Costing Techniques Applicable to Law Enforcement Facilities	2700-00284†	\$0.70
NILECJ-STD-0301.00	Magnetic Switches for Burglar Alarm Systems	2700-00238†	\$0.65
NILECJ-STD-0302.00	Mechanically Actuated Switches for Burglar Alarm Systems	†	
NILECJ-STD-0303.00	Mercury Switches for Burglary Alarm Systems	†	
NILECJ-STD-0307.00	Metallic Handcuffs	027-000-00292†	\$0.60
72-TA-99-0017	Methadone Treatment Manual	2700-00227†	\$1.80
NILECJ-STD-0205.00	Mobile Antennas	†	
NILECJ-STD-0202.00	Mobile FM Transmitters	2700-00287†	\$0.70
72-TA-99-0002	Mutual Aid Planning	†	
72-TA-99-0023	Neighborhood Team Policing	2700-00240†	\$1.90
J-LEAA-014-74	New York City Police Street Crime Unit**	027-000-00338-9†	\$2.40
75-NI-99-0046	Operation Identification Projects (National Evaluation Program) Phase I Report	†	
NILECJ-STD-0203.00	Personal/Portable FM Transmitters	027-000-00293†	\$0.70
NI-70-052	Perspectives on Prison Legal Services	†	
J-LEAA-014-74	Philadelphia Neighborhood Youth Resources Center**	027-000-00298-6†	\$2.00
73-TA-99-1000	Police Crime Analysis Unit Handbook*	2700-00232†	\$1.75
73-TA-99-1006	Police Robbery Control Manual*	027-000-00316-8†	\$1.55
NILECJ-STD-0103.00	Portable Ballistic Shields	2700-00253†	\$0.55
NI-70-072	Portable Police Pensions - Improving Inter-Agency Transfers	2700-0082	\$0.95
NI-71-097-G	Prevention and Control of Collective Violence - Vol. 1 thru 5 (Below)		
	Vol. I Guidelines for Chiefs of Police	2700-00197	\$1.10
	Vol. II Community Relations Personnel	2700-00198	\$0.85
	Vol. III Guidelines for Intelligence Personnel	2700-00199	\$0.85
	Vol. IV Guidelines for Patrol Commanders	2700-00200	\$0.85
	Vol. V Guidelines for Patrol Personnel	2700-00201	\$1.25
NI-70-057	Vol. 1 - Private Police in US: Findings and Recommendations	2700-0137	\$1.50
NI-70-057-B	Vol. 2 - Private Police Industry	2700-0138	\$1.80
NI-70-057-C	Vol. 3 - Current Regulations of Private Police	2700-0139	\$2.20
NI-70-057-D	Vol. 4 - Law and Private Police	2700-0140	\$1.20
NI-70-057-E	Vol. 5 - Special Purpose Public Police	2700-0141	\$0.85
Inhouse	Program Plan for 1975 - NILECJ	†	
NI-71-122	Prosecution of Adult Felon Defendants in Los Angeles County: A Policy Perspective	2700-00224	\$2.00
J-LEAA-013-74	Providence Educational Center - Handbook*	027-000-00294-3†	\$3.20
LESP-RPT-0206-00	Repeaters for Law Enforcement Communications Systems	027-000-00288-9†	\$0.65
NI-71-026-62	Residential Security	2700-00235†	\$1.60
NILECJ-STD-0104.00	Riot Helmets	2700-00286†	\$0.65
LEAA-NI-1-0877	Role of Campus Security in a College Setting	2700-00172†	\$2.60
NI-69-025	Role of Correctional Industries - Summary Report	†	
NI-71-078-G	Semiautomatic Speaker Recognition System		
LESP-RPT-0304.00	Simplified Procedures for Evaluating the Image Quality of Objective Lenses for Night Vision Devices	2700-00231†	\$4.55
		2700-00255†	\$0.60

LESP-RPT-0502.00	Summary Report on Emergency Vehicle Sirens	2700-00289†	\$1.10
LESP-RPT-0301.00	Survey of Image Quality Criteria for Passive Night Vision Devices	2700-00214†	\$1.75
LESP-RPT-0305.00	Terms and Definitions for Intrusion Alarm Systems	027-000-00290-1†	\$0.65
LESP-RPT-0401.00	Terms and Definitions for Police Patrol Cars	2700-00252†	\$0.60
LESP-RPT-0302.00	Test Procedures for Night Vision Devices	†	
NI-72-017-G	Utilization of Experience in Parole Decision-Making	2700-00277†	\$0.80
LESP-RPT-0204.00	Voice Privacy Equipment for Law Enforcement Communications Systems	†	
NILECJ-STD-0601.00	Walk-through Metal Detectors for Use in Weapons Detection	2700-00256†	\$0.65
	First Annual Report - NILECJ - FY 1974	2700-00268	\$1.45
LESP-RPT-0205.00	Automatic Vehicle Location Techniques for Law Enforcement Use	2700-00282†	\$0.75
LEAA-J-IAA-009-2	Ballistic Resistance of Police Body Armor	2700-00155	\$0.50
LEAA-J-009-2	Batteries Used with Law Enforcement Communications Equipment (Comparison and Performance Characteristics)	2700-0156	\$0.80
J-LEAA-014-74	Citizen Dispute Settlement (A Replication Manual)	2700-00267†	\$1.65
Inhouse	Criminal Justice Evaluation (An Annotated Bibliography)	†	
71-109-6	Prosecution in the Juvenile Courts - Guidelines for the Future	2700-00246†	\$1.60
Inhouse	Utilization of Criminalistics Service by the Police	2700-00249†	\$0.95
Inhouse	Virginia Statewide Forensic Laboratory System	†	
	What Law Enforcement Can Gain From Computer Designed Work Schedules	2700-00279†	\$0.70

Appendix D

The National Institute Advisory Committee

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University of Michigan Law School
Ann Arbor, Michigan 48104

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Dr. Albert E. Gunn
Assistant Professor of Medicine (Geriatrics)
and Assistant Director of Hospitals
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Appendix E Advisory Panels for National Institute Projects

As part of its regular procedures, the National Institute solicits the counsel of experts in the field of criminal justice who serve as advisors on projects falling within the scope of their expertise. The following individuals served on advisory panels during fiscal year 1975:

Benjamin Aaron
Professor of Law
University of California
Los Angeles

Stuart N. Adams
Correctional Consultant
Former Visiting Fellow
National Institute of Law Enforcement and
Criminal Justice
Washington, D.C.

Michael F. Armstrong
Partner: Barrett, Smith, Shapiro and Simon
Former District Attorney of Queens County

The Honorable Sylvia Bacon
Judge, Superior Court
Washington, D.C.

Bruce R. Baker
Chief
Portland (Oregon) Police Department

John Ball, Ph.D.
Temple University

Edward C. Banfield
Fels Center of Government
University of Pennsylvania

Edward L. Barrett, Jr.
Professor of Law
University of California at Davis

Cornelius Behan
Chief of Personnel
New York City Police Department

Louis Bergna
District Attorney
Santa Clara County
San Jose, California

Walter Berns
Professor of Political Science
University of Toronto

Joyce Blalock
Assistant Director, Research Division
International Association of Chiefs of Police

Paul Blubaum
Sheriff, Maricopa County
Phoenix, Arizona

Abraham Blumberg
Professor
John Jay College
New York City

Alfred Blumstein
School of Urban and Public Affairs
Carnegie-Mellon University
Pittsburgh

John Bodner, Jr.
Washington, D.C.

William Brake
Director, Criminal Justice Project
National League of Cities
Washington, D.C.

Ray Bray
California Department of Justice

Colonel Curtis Brostron
Secretary
St. Louis Board of Police Commissioners

A.J. Brown
Chief of Police
Norfolk, Virginia

Edwin C. Brown, Jr.
Howard University School of Law
Washington, D.C.

Herbert Brownell
Former Attorney General of the United States

Thomas E. Bryant, M.D.
President
Drug Abuse Council

Dr. Noel Bufe
Director, Office of Criminal Justice Programs
Lansing, Michigan

Milton Burdman
Deputy Secretary
Department of Social and Health Services
Olympia, Washington

Honorable William L. Cahalan
Wayne County Prosecuting Attorney
Detroit

David E. Callison
President
Portland (Oregon) Police Association

Sheriff Michael Canlis
San Joaquin County
Stockton, California

Dale G. Carson
Sheriff, Duval County
Jacksonville, Florida

Honorable Winslow Christian
Justice of the California Court of Appeals
San Francisco

Don Clark
Multnomah County Commissioner
Portland, Oregon

John Cleary
Federal Public Defender

San Diego, California

Richard C. Clement
Chief, Dover Township
Toms River, New Jersey

Thomas W. Cochee
Chief of Police
Compton, California

Bernard Coffey
Abt Associates
Cambridge, Massachusetts

Alan Y. Cole
Chairman, Committee on Rules of Criminal
Procedure and Evidence
American Bar Association

Harry F. Connick
District Attorney
Criminal District Court
New Orleans

Bennet Cooper
Director
Department of Rehabilitation and Corrections
Columbus, Ohio

Judge H. Corcoran
District Court for the District of Columbia

Judge Anthony N. Critelli
Iowa District Court
Des Moines, Iowa

Maurice J. Cullinane
Chief of Police
Washington, D.C.

Lynn A. Curtis
Research Associate
Bureau of Social Science Research, Inc.
Washington, D.C.

Albert J. Datz
Member, Governing Board
Criminal Justice Section
American Bar Association

Judge Jack G. Day
Former Chairman
Criminal Justice Section
American Bar Association

Thomas Decker
Public Defender

Chicago

Richard Della Penna, M.D.
Medical Director
Montefiore Health Services
Riker's Island
East Elmhurst, New York

Eugene H. Denton
Assistant City Manager
Dallas

Robert Di Grazia
Police Commissioner
Boston

James Doig
Professor of Political Science
Princeton University

James Dunlap
Administrative Office of the Courts
Atlanta

Joseph Ebersole
Federal Judicial Center
Washington, D.C.

Honorable William H. Erickson
Justice
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